



**TRANSFER OF
KNOWLEDGE
WORKSHOP**

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✓
**Early Gang
Intervention**

**DEPARTMENT OF THE YOUTH AUTHORITY
OFFICE OF CRIMINAL JUSTICE PLANNING**

104843

**U.S. Department of Justice
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NOTICE

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INTRODUCTION

This publication is the product of a Transfer of Knowledge Workshop on Early-Gang Intervention, sponsored by the Department of the Youth Authority and the Office of Criminal Justice Planning and held in February 1985.

The workshop convened over a three-day period in Sacramento, California. Six communities: Concord, Oakland, Paso Robles, Sacramento, San Bernardino and Santa Maria sent participant teams consisting of representatives from education, law enforcement, elected public officials, probation, recreation and private community-based organizations.

The keynote address by Dr. B. David Brooks, Vice President of the Thomas Jefferson Research Center, Pasadena, California highlighted the opening session. Dr. Brooks' presentation focused on the need for prevention programs within our schools, communities and in the minds of the business and professional communities on a national and local level.

The first day concluded with a theatrical performance given by "Teens N Theater." The students involved in the group, also known as "TNT," are high school aged teens from various communities within San Francisco and sponsored by a grant from the University of California Medical Center in San Francisco. The main focus and theme of TNT's presentation centered on the pressures of growing up as a teenager in today's society.

The second day began with a series of program presentations describing what is currently being done in the area of early gang intervention in various communities throughout the state. Workshops followed in the afternoon in which each team was able to associate the presented materials with their own community needs and formulate a program plan to be taken back to their respective communities for implementation. In the final session and closing, the results and implementation plans from each community team workshop were presented to the general session.

AN OVERVIEW

*By B. David Brooks, Ph.D, Vice President of
The Thomas Jefferson Research Center*

(A Summary of Keynote Address)

The task before us is to find ways to insure that our children, especially those in danger of becoming enmeshed in the negative aspects of gang activity, can have the opportunity to fortify themselves with the appropriate success and achievement-oriented goals that will help them lead "the good life."

As we talk about kids and we discuss what is going on in America with children, we need to remember that there are all kinds of gangs. There are different types of gangs that we need to work with. There is a type of gang that gets its name in the media all the time, and then there are those, such as the Surfers, that we have in rural areas and in some cities who, as you know may never have seen the ocean, but are the sort of gangs that are involved in all kinds of drug related activities. Then there are the Punkers, a different kind of gang. Of course, in the broad sense there are the gangs of truants who are involved in illegal activities such as daylight burglaries.

As we try to solve problems of gang activities in America, we tend to wait until we find that we have a problem, then go out and buy something in order to solve the problem. We buy a drug or alcohol abuse program or we go out and buy a violence reduction program. We wait until the problem is so bad that we have to buy something to cure it. We need to take a very close look at this approach to problems in our society. We don't focus on the real issues of life. Personal "responsibility education" is the inner food that is going to keep our kids alive mentally, physically and socially. By teaching them to be personally responsible for their own behavior; by teaching them to make appropriate choices and by helping them to see that as they grow they can say no to drugs, they can say no to the guy in the back seat of the car, and of course they can say no to violence, vandalism and truancy. We must find ways to teach children. We have to keep them alive with personal responsibility and we do that only by installing within our schools early prevention programs involving business and professional community members and programs to improve parenting skills. We need prevention programs to prevent children from weakening before temptation overcomes them.

As we think of kids in our communities, we must believe that what we have out there are a lot of kids who today are invisible. Think back 25 to 30 years. In thinking back, ask yourself how many of you lived within five miles of parents and members of your immediate family. Probably half, if not more. If we ask that same question today, we would find that very few kids live in the neighborhood that is a real tight neighborhood where their uncles and aunts and grandparents live. So kids have become invisible. We have to educate the people who run the stores, the people who run the convenience stores, the people who run the fast food centers and those who run the big malls. If kids are wandering around at 11:30 in the morning and they appear to be 15 or 12 or 11 years of age, they should be sent back to school for some sort of action. Everyone is involved in preventing kids from being on the run during the school day.

We need to get to the kids who are pre-gang involved. We are certainly not saying that we need to cut off intervention work with children who are already involved. We need to spend as much if not more of our resources with those who are coming up. We must focus our attention on kids at an early age and teach them to say no.

As you think about kids in your community you think about the problems that they are facing. You think about the problems that your community is facing, and the kinds of things that are beginning to occur. Remember that what you see may not be what in reality is out there. It may be worse, or it may not be as bad. Gather other people's perceptions before you act. You may not see too many pre-gang kids for example because they are becoming sophisticated enough not to wear gang paraphernalia, fly their colors, or "dress out." Perceptions can be changed. Our perceptions and the perceptions of others are a function of past experiences, goals, attitudes and values. Our perception is that there is a problem in our community. Kids are joining gangs and gangs are becoming more violent. If we can suspend our attitude or memory of experiences, we can switch our perception to a *solution* way of thinking which focuses on what we would like our kids to be like. What does a non-gang member do? How are youngsters who are not involved in gangs in solution in community life? Switching our perceptions from problems to solutions, project what the best possible scenario is.

The global areas we need to look at are within our own communities. We must define our communities in a way that gives us the ability to successfully see what our community can look like when we have succeeded. We must begin to perceive that the solution to pre-gang involvement includes the elderly, youth, community, schools, law enforcement and community based agencies.

At this Transfer of Knowledge Workshop, we launched a different strategy than most communities use in solving gang related problems — for that matter, any kind of community problems. We have stopped trying to do the job alone. There is absolutely no limit to how successful we can be in changing the direction of kids in our communities. When we begin to view our kids as successful, we will be able to raise children who are successful. If we believe that we can help our kids to say no to drugs, we can help our kids to say no to drugs. If we believe that we can help our kids to say no to gangs, we can help our kids to say no to gangs. We've got to focus on what we want to see 10 years from now when the 7-year-old is 17 years old. We can no longer wait around for him to turn 16 or 17 before we intervene. We must start very early.

It is my firm belief that the solution to juvenile gang problems, the prevention of juvenile gang related activities and other kinds of problems rest with two major parts of the community. One is the kids themselves and the other is us. *WE* are the major force in finding the *solution*.

POLICE HANDLING OF YOUTH GANGS A NATIONAL STUDY

*By Jerome A. Needle,
American Justice Institute, Davis*

February 21, 1985

(A Summary)

INTRODUCTION

Despite a widely publicized notion that youth gangs are responsible for a majority of violent and serious youth crimes, the assumption that they are a major law enforcement problem remains disputable.

It is significant in a historical study of youth gangs that no precise definition has been formulated that has universal agreement. Notwithstanding a respectable historical usage of the term "gang" as a generally derogatory word, translation into more concrete scientific language has been difficult. Frederick Thrasher's⁽¹⁾ analysis of over 1300 juvenile gangs in Chicago is an early classic sociological study of the problem. Thrasher did not define gangs *per se*; instead he analyzed youth group activities as diverse as fraternities, play groups and the prototypical street corner gangs. Thrasher's was the first study to emphasize the organized nature of youth group activity. Most significant is his insight regarding youth's tendency to act in concert. To single out the individual youth from the context of his peer associations is to miss much of the social causation of juvenile deviance.

One should refer to the National Juvenile Justice Assessment Center on "Police Handling of Youth Gangs," which was compiled and released in September of 1983. One consequence of the dearth of systematic attention to collective youth crime is that no satisfactory unit of analysis has ever been developed in this area. During the past 50 years the major concept used to guide the examination of this phenomenon has been that of the term "gang." This concept has become increasingly unsatisfactory as the years have passed. At no time has there been anything close to consensus as to what a

⁽¹⁾Thrasher, Frederick, 1963, "The Gang" A study of 1313 gangs in Chicago (Chicago, University of Chicago Press).

gang might be by scholars, criminal justice workers or the general public.⁽²⁾

Malcolm Klein, Ph.D, Professor, Department of Sociology, University of Southern California, in his work to the National Commission on the Causes and Prevention of Violence, stated that for the purposes of his presentation the term "gang" will refer to a denotable adolescent group of youngsters who a) are generally perceived as a distinct aggregation of youth in their neighborhood, b) recognize themselves as a denotable group invariably with a group name, and c) have been involved in a sufficient number of delinquent incidents to call forth a consistent negative response from neighborhood residents and/or law enforcement agencies.

Based mainly on program and management findings from the study, it is hypothesized that contemporary gang prevention and control practices are in an early developmental stage. Further, most police agencies hope to contain gang problems until they begin to disappear. Historically, police departments have tended to respond organizationally to youth gang activities. Consequently, it is not surprising that those police departments having an organized gang unit or detail, perceive the gang problem to be a major one; a perception based on statistical evidence of gang memberships, numbers of gangs and reported gang activity. After extensive study, the report proposes a "comprehensive community gang control program." Major features of the program are:

1. *Determine the extent of the community's gang problem:* determine how many gangs there are, how many members are in the gangs and the criminal history of gangs and gang members.
2. *Analyze the gang population:* describe the economic, social, health, educational, ethnic, gender and age characteristics of the members.
3. *Establish objectives:* define what the community as a whole and each agency should strive to accomplish with respect to the behavior of gangs and gang members.
4. *Formulate programmatic responses:* identify strategies that participating agencies should administer both individually and cooperatively to achieve the objectives set forth.

⁽²⁾Reports of the National Juvenile Justice Assessment Centers: "Police Handling of Youth Gangs." U.S. Department of Justice. Jerome A. Needle and William Vaughn Stapleton, September 1983.

5. *Mobilize the necessary resources to employ the strategies selected:* assemble from existing governmental agencies, the community and the private sector resources and services required to administer the strategies selected.
6. *Evaluate program results:* gather, process and interpret the data required to determine whether program strategies are producing desired program results.
7. *Train program participants:* develop and administer training programs for personnel of all participating agencies. Programs should cover the nature of "comprehensive community gang control of gang crime."

The very act of establishing a "comprehensive community gang control program" will be a major step toward unifying the many agencies currently administering gang programming independently. Establishing objectives, identifying strategies, coordinating current programs and mobilizing community resources will further eliminate the fragmentation that currently exists. Accountability will be clarified by setting specific goals, by formulating programs and by implementing evaluation procedures.

Traditional approaches to reduce gang activities in communities have centered around two program strategies: 1) suppression programs by law enforcement and 2) programs employing "gang workers" to communicate with gangs and serve as a go-between for gangs and other community agencies and organizations. In recent years, there is growing concern that young children are being recruited and oriented for future gang membership. Few programs intervene early enough in the lives of at-risk children to provide reinforcement and strength to help resist the pressures and appeal of gang membership. All too often, intervention strategies circulate around the gang sub-culture itself rather than around the health community environment.

The Transfer of Knowledge Workshop on Early-Gang Intervention was a gathering of those who currently operate programs for early-gang intervention as well as those who have begun to develop new programs in their own communities. A number of program approaches, or *models* were identified.

PROGRAM MODELS

COMMUNITY PERSPECTIVE

Alternatives to Gang Membership

The "Alternatives to Gang Membership Program" provides a vehicle for the City of Paramount to stress the disapproval of gang membership and to actively work to prevent and stop gang acculturation. The program was developed to combat gang membership while providing constructive and positive alternatives. The goal of the program is to discourage pre-teen youth from joining gangs, thereby wiping out the base for future gang membership. The premise is that, as fewer youth find it necessary to join gangs, gang influence and growth should diminish. The program attempts to unite the community in a long-term effort against gang membership and stresses existing alternatives to joining gangs. There are two program components:

1. *Neighborhood Meetings* — Responding to concerns of parents regarding their children's gang involvement, the program initiated neighborhood meetings which are conducted in those neighborhoods identified as being under gang influence. These meetings are for parents of pre-teen youth and are conducted by the neighborhood counselor. The focus is to educate parents about the negative aspects of gang membership and provide families with encouragement, resources, and information to prevent their children from joining groups. Parents are given an opportunity to meet others with similar concerns and are able to form their own peer support groups.

Audio visual materials are used to encourage discussion around desired topics. The City's Department of Leisure Services has prepared a series of handouts on gang membership and related topics that are distributed at meetings in an informative and bilingual format. Topics include:

- The impact of gang membership on family members
- Typical pre-gang behavior
- Examples of gang activities
- Parent resources to discourage gang membership
- Gangs and tattoos
- Common gang terminology
- Facts about graffiti

Meetings are conducted both in English and Spanish and held at parks, schools, churches and homes of concerned parents.

2. *Anti-Gang Curriculum* — The second component of the program is a fifth grade anti-gang curriculum. Implemented by the Paramount Unified School District in 1982, the component is designed to teach youth in the fifth grade about the negative effects of gang activity while seeking to offer existing alternatives available within the community. The curriculum, taught by city staff, consists of 15 units, 60-minutes each, presented weekly over the course of a semester. The 15 units cover such topics as graffiti, peer pressure, tattoos and the impact of gang membership on family members. This aspect of the program directly unites the city and school district in a joint effort to combat a common problem.

The premise of the anti-gang curriculum is based on the fact that children are not fully aware of what gang membership entails. This component serves to educate youngsters on the overwhelming negative ramifications of joining a gang.

For further information contact:

Tony Ostos, Neighborhood Counselor
City of Paramount
16400 Colorado Avenue
Paramount, CA 90723

AN EDUCATION PERSPECTIVE

Center for Law-Related Education

We must get at the roots of the problems that drive our young people to engage in the negative aspects of street gangs. We need to recognize that efforts to find solutions cannot simply lie in interventive techniques. We cannot effectively treat the symptoms unless we also treat the causes. This is prevention — and it is generally accepted that the appropriate place to implement prevention programs is in the schools. Schools *must* involve themselves in solving the problems associated with gangs.

The following characteristics can often identify potential gang members:

- poor progress in school
- truancy
- lack of something to do with leisure time
- boredom

In the Los Angeles School system, 44% of the students are leaving school before they graduate. Ten years ago, the dropout rate was 24%. The causes for this usually lie in the early grades. Poor progress contributes to other problems — behavior disorders, runaways, gang involvement, substance abuse and suicide.

It is submitted that there is a correlation between the school experience and involvement in street gangs. Without the cooperation and involvement of the schools, we cannot have a truly comprehensive and effective program to reduce the negative, violent aspects of gang behavior.

Potential gang members feel isolated and alienated in the school settings. They feel powerless and see themselves as failures. Belonging to a gang is a way to acquire power. We all have a tendency to ignore the positive factors which lure young people into gang involvement and tend to stress the negative and criminalistic elements to the exclusion of acknowledging the benefits. This approach is shortsighted because so many young people are indeed aware of all the “good things” gangs have to offer. Schools need to focus on ways in which students can feel successful and powerful through legitimate means. They need to be shown that they can achieve within the system.

The Center for Law Related Education (CLE) provides schools with lessons and activities that help to personalize education for children — to dramatize every day issues that are of concern to them. Children in this program learn to negotiate for what they want. Children who learn to negotiate are unlikely to resort to the more direct, primitive ways of getting what they want. The end product is hopefully to learn that they can usually achieve what they want in a peaceful, law-abiding manner.

One thing continually focused on is to have students add up all the costs and benefits of anything they choose to do. It is critical that any program in schools begin early and repeat the message often. Schools can be a key to helping students feel they matter, that they can think effectively for themselves, and that they can be successful. Educators can focus on clear, viable alternatives to direct, lawless behavior. Young people can be kept busy and productive even if they bond to a group not of our choosing. They can be persuaded that they can be positive instruments of change.

For further information contact:

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Santa Barbara, CA 93160-6307

LAW ENFORCEMENT PERSPECTIVE

Youth Services Project in Change and Opportunities (P.I.C.O.)

The P.I.C.O. Program is one of five program components stemming from the Santa Cruz Community Center, which was founded in 1973. P.I.C.O. is primarily concerned with the prevention and remediation of delinquency among youth residing in Watsonville and the surrounding Pajaro Valley.

The program has five major program emphases: 1) positive youth development activities; 2) reduction of youth gang violence through coordination of community efforts; 3) vocational/employment readiness training for youth; 4) technical consultation to personnel of formal institutions that serve youth, i.e.; schools and law enforcement; 5) individual/group counseling for youth having exceptional problems in the school or home.

The primary thrust of the program attempts to bridge the gap between the two worlds of high-risk, violence prone youth and traditional self-improvement institutions of the Watsonville community. This is accomplished by increasing targeted youths' opportunities by involving them in community projects sponsored by the Pajaro Valley Youth Council, reducing the need to affiliate with local gangs for social support.

A part-time Delinquency Prevention Coordinator is responsible for project activities. These include: 1) support and organization of activities of the Pajaro Valley Youth Council; 2) supervision of the outreach efforts of various sub-committees; 3) attending regular meetings with the Youth Council and sub-committees involving law enforcement representatives, youth, businesspeople, community leaders and parents.

A part-time Vocational/Employment Counselor solicits specific support for high-risk youth on the part of schools and the agencies.

Referrals to appropriate service organizations, provisions of information and technical assistance to youth serving agencies, advocacy for the needs of youth and outreach to high-risk youth and their families are additional activities.

The formation of a Reduction of Gang Violence Law Enforcement Sub-Committee has been an integral component in the program. Issues that are addressed by the sub-committee include the assessment and strategies pertaining to: 1) more effective enforcement of laws such as sale of alcohol and paint to minors, curfew, loitering in areas of high youth violence; 2) more effective coordination of the juvenile justice system, police, probation and courts; 3) stricter sentencing practices for violent offenders — establish a standard sentencing practice, 4) demonstrated community support for law

enforcement's involvement with youthful offenders; 5) improvement of police departments' awareness of community resources; 6) improvement of police understanding of the cultural segments within the community.

For further information contact:

Juan Morales, Manager
P.I.C.O. Program and Early Intervention
Gang Project
1107 California Street
Watsonville, CA 95076

Early Intervention Gang Project

The emphasis of the Early Intervention Gang Project is to provide services to those youth who are at risk of entering the juvenile justice system as a result of their perpetual involvement in a juvenile street gang. The program offers training, identification, counseling, supervision, recreation, graffiti eradication and tracking services.

The program is designed to deter involvement in illegal activities and to promote specific involvement in lawful activities; to provide positive experiences for at-risk youth; and to increase public awareness of the youth street gang problem.

Youth who meet a specified criteria are referred to the program's project coordinator. The coordinator then schedules an interview with the minor and parents. The purpose of the program is explained and a determination is made as to the minor's appropriateness for the program. If the minor meets project criteria, the parent and the minor are asked to sign an intervention contract. The contract asks the minor to do a series of things: improve school attendance; remain free of negative contact with law enforcement; participate in counseling, etc. Once the youth enters the program, feedback is provided to the referring party or agency.

A schedule of counseling sessions is set up with the minor and parents. The minor's school attendance is monitored. Communication between the project coordinator and the parent is kept frequent to monitor the minor's behavior at home. A series of home visits and field visits are made during the program period. Appropriate referrals to outside counseling agencies, recreation opportunities and job referrals are made.

At the completion of the 90-day program period, the youth is discharged from the program and feedback is provided to the referring party or agency.

In the case of those minors who were referred as a result of receiving a citation, they will have the matter closed without further action being taken.

The Project Coordinator is housed within the Juvenile Bureau of the Stockton Police Department and deals extensively with both juvenile officers and patrol officers from the community. Referrals to the project come from the County Probation Department, the local unified school districts, the police and sheriff's departments, various community based organizations, and from parents. The coordinator attends monthly meetings of the Child Abuse Council's Inter-Agency Network, the Tri-County Gang Task Force, the San Joaquin County Inter-Agency Task Force on Gang Violence, the County Crime Awareness and Prevention Commission and others. One of the strongest components of the project, then, is the high level of inter-agency cooperation.

For further information contact:

Jason Heine, Gang Project Coordinator
Early Intervention Gang Project
City of Stockton Police Dept. Juvenile Bureau
22 East Market Street
Stockton, CA 95202

AN ARTS PERSPECTIVE

Artists in Residence, California Arts Council

The "Artists in Residence Program" of the California Arts Council brings artists together with members of the community at large through the funding of art opportunities, which enables artists to share their skills and to show others how to tap their own creative abilities.

Three elements of the Artists in Residence Program — artists in communities, artists in schools, artists in social institutions — have brought together over 2,000 artists representing every artistic discipline to join them with sponsors to bring art to more than a million Californians.

Programs occur in places not usually associated with art: playgrounds, school auditoriums, hospitals, seniors centers and prisons. The sponsoring organization finds a new way to serve its clientele and build community support. Artists working closely with the public discover new influences and in time a new understanding of their creativity. Participants get the chance to develop new skills, reveal talent and perhaps gain a better understanding of how the arts can enrich their lives.

There are two kinds of residencies: individual or multi-residencies. Most artists in residence projects are based on individual artists and sponsors working together to serve a particular group of clients.

In some cases, several artists will join to form a multi-residency. This multi-residency could include a dance group, a music ensemble, visual and performing artists all working in collaboration. They will work together with a single group or spend a portion of their time and talents among separate sub-groups of a larger population. Programs such as Pro-Arts, operating out of the East Oakland Youth Development Center, provide projects designed to introduce at-risk youth to a variety of artistic media and to use arts activities to provide positive achievement for participating youth. One component of Pro-Arts is designed to provide Oakland youth over 16 years of age with training in the craft of photography to help residents develop a sense of their community and expose the entire city to its neighborhoods through traveling photographic exhibitions.

In San Diego, the Barrio Station, working with performing artist Ricardo Sanchez, has instituted an "Artists in Communities" component aimed at improving the quality of life of barrio chicano youth and their families. The long range goal of the project is to develop two performing musical groups, composed of children, youth and adults, that enable them through their musical skills to provide cultural music presentations within various communities.

Programs such as these provide not only a creative outlet for youth at risk but also provide a regular supervised and creative atmosphere where youth explore various disciplines and pursue their creative potential.

The kinds of projects vary greatly and are shaped by applicants' imaginations and willingness to try new ways to use resources and to build connections between artist organization and the clientele.

For artists, sponsors and participants, residency projects can be an adventure and an opportunity to explore new approaches to learning a new way to serve diverse communities.

For further information contact:

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Artists In Residence
California Arts Council
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TEAM WORKSHOPS

Purpose — To develop the information needed to describe an Early Gang Intervention Program

The team was provided with a facilitator who assisted in the group process and helped the team gather information and resources needed for the development of the implementation plan. In developing the implementation plan, some teams chose to use a single program approach while others used a combination of approaches described by the program presenters, who were available throughout the process to answer questions that arose.

The following pages include the summaries of the Team Workshop Implementation Plans.

CONCORD

The City of Concord chose to use a multi-disciplinary approach, outlining a series of program concepts under the sponsoring authority of the City Police Department. Program components are designed to address a series of objectives relating to identified community needs: To reduce or eliminate gang related criminal acts within the city; improve relationships of street gang members with local community agencies; and develop and implement a gang education program within the community.

Strategies developed include the implementation of a graffiti control program by January 1986; conducting six neighborhood meetings annually at Cambridge Community Neighborhood Center; and increasing the utilization of city and school district resources to provide for activities and recreational needs of children at risk. The latter strategy will provide a Teen Center which will be operational five nights a week in two target areas of the community.

Within the school system it is proposed that an Anti-Gang curriculum be developed and implemented, which will provide youth with a forum for discussions and assist them in developing non-gang peer support groups. In addition, school teachers will attend training workshops that will assist in identifying and redirecting gang-prone youth.

The City Police Department, Department of Leisure Services and School District will work together to increase positive social interaction.

OAKLAND/ELMHURST DISTRICT

The community of Elmhurst District for the City of Oakland identified crime and violence in neighborhood and schools, deteriorating neighborhoods and juvenile youth gangs as the leading negative social problems confronting their community.

The team proposed a joint venture of the Neighborhood Block Club, Juvenile Justice Commission, Delinquency Prevention Commission and Probation Department to conduct five parent/community workshops on Drug Abuse and Youth Gang Awareness; increase the awareness of youth on the negative effects of drug abuse and youth gangs; and institute a cleanup and beautification program within the community, employing community youth.

The team proposed the development of a drug abuse and youth gang school curriculum to be delivered to targeted youth within the community by teachers who will be trained by the Neighborhood Block Club and the Delinquency Prevention Commission.

To institute the Cleanup/Beautification Project, the Team recommends the establishment of an Executive Advisory Commission. This commission will be responsible for the development of the program concept and the recruitment and training of project staff, who will hire and train selected youth workers from the Elmhurst District.

The inclusion of a public awareness campaign on the project, through the local media, was felt to be of vital significance to the success of the revitalization of the Elmhurst Community.

PASO ROBLES

Two major areas of concern appear to be impacting the City of Paso Robles: the drastic increase in low income housing and demographics, and increased truancy, substance abuse and early gang criminal activities within the school system.

To address problems within the school system, the team proposed the establishment of an Education Committee composed of representatives from the community at large, the school district and other related local agencies. The Committee will develop and implement a city-wide program relating to early-gang intervention. Objectives will be to reduce criminal activities within the schools, develop substance abuse/early-gang education programs in primary schools, reduce unexcused absences in all schools,

create after school recreation programs in all schools and provide inservice training for teachers in cultural awareness, child abuse/neglect and gangs. The implementation of an affirmative action recruiting system within the school district is of primary concern.

Programs relating to rapid development of low-income housing and demographic changes were proposed:

- to create a Steering Committee comprised of community and agency representatives
- to develop a controlled growth policy for the community
- establish improved community services in selected target areas
- develop a community recreation and counseling facility for after school activities
- develop and help implement an affirmative action policy for city service agencies

SACRAMENTO

Discussions for a proposed Sacramento Gang Prevention Program centered around emphasizing parents taking responsibility for and control of their children; extensive interagency planning and cooperation; and developing youth employment programs. A number of specific problem statements were identified:

1. Failure of parents to monitor and structure child's time, friends, etc., (both positive and negative).
2. No clear definition of areas of responsibility for agencies dealing with gang problems.
3. High unemployment for youth.
4. Problem of gang violence not acknowledged by teachers and parents.

The Team felt that these were the major community problems contributing to an environment which leads toward gang membership for children.

The objectives developed by the Team all relate to reducing or eliminating the identified problems:

- Develop and implement policies and procedures for interagency cooperation.

- Demonstrate parental responsibility for grades 5-8 for school attendance by reducing truancy.
- Increase number of children involved in supervised free time activities (same schools area).
- Employ 80 youth (13-17) in “workreation” within Sacramento area for identified high risk gang students.
- Increase understanding of identified teachers, parents and students of gang dynamics as measured by pre/post test. (Use target schools in problem #1.)
- Reduce number of curfew/loitering citations for children ages 10-14 in areas of target schools.

SAN BERNARDINO

The main areas of concern identified by the City of San Bernardino team centered around a concerted effort toward an interagency coordination within the community; a need to deal with drug related and criminal gang activities; and the general community fear toward youth in general and gang youth in particular.

The team proposes the establishment of a task force, sponsored by the Mayor’s Office and the Board of Supervisors. The scope of the task force will be to establish an Early-Gang Intervention Program in elementary and junior high schools; establish an in-service training curriculum for law enforcement agencies; and increase church involvement on the gang-intervention project within the community.

A joint effort of the local police and school districts will be utilized to address gang related drug activities by educating youth on the alternatives to gang membership on the elementary school level; increasing the participation of ex-gang members in prevention efforts; increasing parent awareness; and promoting community involvement in activities to increase the reporting and arrests of those involved in drug related activities.

The team’s concern for reducing community fear of youth resulted in the proposal to establish a school Intervention Program for undocumented residents; increase the use of the “We Tip” crime reporting system; establish neighborhood watch programs; and develop a media campaign and community forum for increased community education of gang activities.

SANTA MARIA

The City of Santa Maria team, electing to use a model designed toward multi-agency cooperation, chose to direct its efforts toward the reduction of youth who are involved in gang violence and crime.

To achieve this goal a series of objectives was proposed:

- establish a Community Coordination Council related to gang problems and develop a cooperative agreement with surrounding communities
- identify 30 potential gang members in city primary schools, which will become a target group
- develop a curriculum geared toward gang awareness for both students and parents
- provide counseling, parenting classes, and alternative activities.

It is proposed that this goal can be achieved through existing community agencies.

A modification of the Paramount City Alternatives to Gang Membership Program can be adapted to utilize police, probation and other community services to identify and set up the target group. This will serve as a springboard for the establishment of alternative programs such as job programs, media, recreation and sports activities, and involvement sessions.

Neighborhood meetings such as those used in the City of Paramount program can be implemented to provide a forum for both information dissemination and community feedback.

As a measure of the effectiveness of community efforts, a series of tests of gang awareness for students and parents can be implemented, and police and probation records can be reviewed relating to gang activities and violence within a specified time frame.

The objectives will be achieved through several programs:

1. An inservice training program for school staff, parents, and students to increase the awareness of gang violence. Curriculum will include developing alternatives for gang activity, handling peer pressure, and being aware of gangs. The program will be implemented in selected schools identified as high gang-risk.
2. The Sacramento County Probation Department will provide the leadership to develop a county interagency committee to coordinate the handling of problems and issues relating to services for children.
3. A community-based organization will establish "workrecreation" programs for youth ages 13 to 17 years with funding by CETA.

STATE TEAM

A workshop comprised of conference participants not representing a community addressed issues confronting California and recommended an Implementation Plan to be adopted on a statewide basis.

The State Team identified three high priority problem areas:

SCHOOLS: There is a lack of cultural awareness and little understanding of the current gang problems in the education system. These concerns can be addressed statewide by development of specific curriculums to be instituted within the system, including programs for "Alternatives to Gang Membership," cultural awareness and teacher education on gang awareness.

Early school failures can be handled by early diagnosis of learning disabilities and the establishment of individual education plans by the second grade.

COMMUNITIES: A lack of community awareness, resources, and affordable recreation alternatives, coupled with a need for interagency strategies coordination, were seen as areas of community concern. To deal with these issues each county should develop an interagency model to deal with early intervention and prevention strategies, and implement a gang awareness and prevention program within its education system.

FAMILY: The family breakdown and increase of single parent homes, violence in the home and a lack of parenting skills have increased the need for the implementation of statewide parenting programs in schools. These programs should include parent training and coping strategies, resource referral and counseling.

APPENDIX

Transfer of Knowledge Workshop

Early Gang Intervention

February 20, 21, 22

Marina Inn

Sacramento, California

Sponsored by

Office of Criminal Justice Planning

National School Safety Center

California Youth Authority



A Transfer of Knowledge Workshop on Early Gang Intervention

February 20-22, 1985

MARINA INN CONFERENCE CENTER
100 West Capitol Avenue
Sacramento, California

February 20, 1985

- 4:00-6:00 p.m. REGISTRATION/No-Host Hospitality
- 6:00-7:00 p.m. DINNER AND WELCOME — Main Conference Room
G. Albert Howenstein, Jr., Executive Director
Office of Criminal Justice Planning
Richard W. Tillson, Assistant Deputy Director, Prevention and
Community Corrections Branch, California Youth Authority
- 7:00-7:40 p.m. TEENS 'N' THEATER
- 7:45-8:40 p.m. *"A Historical and National Perspective"*
B. David Brooks, Ph.D.

February 21, 1985

- 7:30-8:30 a.m. CONTINENTAL BREAKFAST
- 8:30-8:50 a.m. General Announcements/Introductions
Main Conference Room
- 8:50-9:50 a.m. City of Paramount Program, Tony Ostos, Executive Director
- 9:50-10:00 a.m. BREAK
- 10:0-10:50 a.m. *"An Educational Perspective"*
Ann Panizzon, Executive Director/Center for Law Related Education
- 10:50-12:00 noon *"A Law Enforcement Perspective"*
Juan Morales, Director, Santa Cruz Community
Counseling Center, Youth Services, P.I.C.O. Program
Jason Heine, California Department of Corrections (City of
Stockton Police Department Early Intervention Gang Project)
- 12:00-1:15 p.m. LUNCH

February 20, 1985, Continued

- 1:15-2:20 p.m. *"An Arts Perspective"*
Juan Carrillo, Manager, California Arts Council
- 2:20-3:30 p.m. Team Workshops
- 3:30-3:40 p.m. BREAK
- 3:40-5:30 p.m. Continue Team Workshops
- 5:30-6:30 p.m. BREAK
- 6:30-8:00 p.m. DINNER
- 7:00-8:00 p.m. *"A National Law Enforcement Perspective"*
Jerome Needle and Associates/Consultant,
American Justice Institute

February 22, 1985

- 7:30-8:15 a.m. Continental Breakfast
- 8:15-8:25 a.m. ANNOUNCEMENTS
- 8:25-10:10 a.m. Team Workshops
- 10:10-10:20 a.m. BREAK
- 10:20-11:00 a.m. Continue Team Workshops
- 11:00-12:15 p.m. GENERAL SESSION — Main Conference Room
Team Workshop Reports
- 12:15-12:30 p.m. CLOSING

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