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**THE IMPACT OF GANG VIOLENCE ON A POLICE DEPARTMENT SERVING AN  
EMERGING, URBANIZED CITY**

by

**KEITH D. JACKSON**

**COMMAND COLLEGE CLASS XII**

**PEACE OFFICER STANDARDS AND TRAINING (POST)**

134130

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**SACRAMENTO, CALIFORNIA**

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**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

**Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.**

**Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.**

**The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

## **INTRODUCTION**

**This section contains background information on the subject matter and the reason it was selected for study.**

## **FUTURES STUDY**

**What impact will gang violence have on a police department serving an emerging, urbanized city by the year 2000?**

## **STRATEGIC MANAGEMENT**

**A strategic plan designed to impact the presence of gang violence in an emerging, urbanized city.**

## **TRANSITION MANAGEMENT**

**Managing the transition from a predominately bedroom community with little or no gang activity to an emerging, urbanized city with the beginning symptoms of a growing gang culture.**

## **CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS**

**Mitigating gang violence cannot be accomplished by the police department alone. It will require a cooperative effort by the police, community, schools, businesses and the judicial system acting together.**

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Executive Summary

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PART ONE - FUTURES STUDY

The main issue of the study is: What impact will gang violence have on a police department serving an emerging, urbanized city by the year 2000? Sub-issue questions are: (1) What impact will an increasing school age population have on gang violence?; (2) What will be the police department's ability to provide police services to the community?; (3) What level of community support will be afforded the police department's efforts toward gang violence?; and (4) What are the alternatives to gang violence? A survey conducted of 23 police agencies serving an emerging, urbanized area revealed that all have gangs in their cities, thirteen of those cities indicated that the gangs in their cities were in an emerging state. Follow-up interviews showed that gangs are moving out of the larger metropolitan areas and beginning to settle in the smaller cities. Five of the more important issue-related trends were forecast as follows: (1) The level of cooperation between agencies regarding enforcement will decrease by the year 2000; (2) The amount of time spent by field officers on gangs will increase; (3) The availability of funding to address gangs will decrease; (4) The incidents of gang related acts of violence will increase on school campuses over the next 5 years; and (5) Community education programs presented by the police on gangs will increase in numbers. Events with a strong probability of occurring and having a substantial impact on the issue were forecast as (1) Gang related drive-by shooting at a school; (2) Gang violence enforcement becomes regionalized; (3) Gangs unite with agreed upon territories; (4) School district demands full time police presence on campuses; and (5) Increased gang related calls for service. Three scenarios were developed from the forecasts. The normative scenario describes a desired and attainable situation in which a proactive approach is developed and

positive results are emphasized.

## PART TWO - STRATEGIC MANAGEMENT

Using the normative scenario, a strategic plan is developed for the model city of Fremont. Strengths, weaknesses, threats and opportunities are identified. Stakeholders such as the City Council, Human Relations Commission, school district, news media, community action groups, the courts and others are evaluated. Recommended policies include: the establishment of a regionalized gang enforcement task force; assignment of police officers to school campuses; introduction of gang curriculum to the schools; establishment of a community liaison group; and graffiti eradication program.

## PART THREE - TRANSITION MANAGEMENT

The current commitment of the critical mass stakeholders compared to the desired commitment to the strategy is evaluated. Critical mass stakeholders are the Presiding Judge of the local court, the District Attorney, police department management personnel, the Executive Director of the Chamber of Commerce, the Superintendent of the school district, the Chair of the Human Relations Commission, and the county Chief Probation Officer. Some negotiations with stakeholders will be necessary to overcome resistance and provide an acceptable infrastructure for the program. The management structure is a steering committee with a strong leader as the chair. Implementation technologies include responsibility charting, instilling the vision and sharing of information.

## PART FOUR - CONCLUSIONS AND RECOMMENDATIONS

The issue and sub-issue questions are answered.

**Main issue:** Gang violence will have a definite impact on the way police departments serve an emerging, urbanized city. To mitigate this impact, police departments will need the support and cooperation of the community as a whole. This includes schools, courts, businesses, community groups and political bodies.

**Sub-issue 1:** An increasing school age population in a city has the potential of increasing the threat of gang violence and the spread of the gang culture. School age children are favorite targets for gang recruitment. The assignment of a police officer to school campuses removes the schools from a gang recruitment source. It also builds a rapport between the children and the police department.

**Sub-issue 2:** As the number of gang members increase and the number of gang related calls for service increase the police department will be drawn away from their responsibilities in other parts of the city. By combining the resources of several neighboring cities into a regionalized task force, gang enforcement can be targeted without impacting the services presented to the remainder of the city. A regionalized approach saves on equipment and

staffing levels.

Sub-issue 3: Community support for gang eradication programs will increase as the community becomes more and more dissatisfied with gang presence and the associated criminal activity. A coalition between the various community groups should unite the populace with the police department in presenting an organized front against gangs.

Sub-issue 4: Several alternatives are available to those individuals wishing to avoid gang affiliation. These alternatives require the cooperation and support of the entire community. They include the formation of athletic leagues, scouts, job training and educational opportunities.

Recommended actions include: the establishment of a graffiti eradication program, the formation of a regionalized task force aimed at gang enforcement, the implementation of a gang education program in the schools designed to teach child the consequences surrounding gangs, the placement of a police officer, full time, on each junior high and high school campus, and the introduction of a community liaison groups established to provide support and feedback to the police department on their efforts toward gangs in the community.

## CONTENTS

INTRODUCTION . . . . .	1
FUTURES STUDY . . . . .	5
Issue . . . . .	6
Sub-Issues . . . . .	7
Methodologies . . . . .	8
Survey . . . . .	8
Trends . . . . .	10
Events . . . . .	12
Cross-Impact Analysis . . . . .	14
Interviews . . . . .	15
Scenarios . . . . .	19
Exploratory Scenario . . . . .	20
Normative Scenario . . . . .	21
Hypothetical Scenario . . . . .	22
STRATEGIC MANAGEMENT . . . . .	24
Mission Statement . . . . .	25
Situational Analysis . . . . .	26
WOTS-UP Analysis . . . . .	26

Internal Environment .....	26
External Environment .....	30
Stakeholder Analysis .....	33
Policy Considerations .....	35
Policy Cross-Impact Matrix .....	36
Alternative Strategies .....	36
Preferred Strategy .....	38
Implementation Plan .....	42
TRANSITION MANAGEMENT .....	46
Levels of Commitment .....	48
Management Structure .....	53
Implementation Technologies .....	55
Implementation .....	57
CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS .....	59
Conclusions .....	60
Recommendations .....	62
Future Implications .....	64
APPENDIXES .....	66
Appendix A - Questionnaire .....	67
Appendix B - Cities Surveyed .....	70



Appendix C - Additional Interviews .....	71
Appendix D - Panel Members .....	72
Appendix E - Trends .....	73
Appendix F - Events .....	75
Appendix G - Forecasted Trends .....	77
Appendix H - Forecasted Events .....	83
Appendix I - Strategic Assumption and Surfacing Map .....	89
Appendix J - Commitment Chart .....	93
Appendix K - Responsibility Chart .....	94
Appendix L - Bibliography .....	95
ENDNOTES .....	98

**INTRODUCTION**

The phenomenon of youth gangs in California began in the 1960's. Since that time, law enforcement has witnessed a rapid escalation in the number of violent acts directed not only towards other gang members but against the general public as well. In June of 1980, the California Attorney General appointed a task force to study the problem of the increasing gang population and to develop strategies relevant to the enforcement and prosecution of crimes committed by members of youth gangs. During the months that followed, the task force identified over 760 youth gangs within the state of California. The membership in these gangs was estimated to be in excess of 70,000. Crimes attributed to these gangs ranged from vandalism to murder.<sup>1</sup> Today, there are approximately 800 gangs and over 90,000 members in Los Angeles County alone <sup>2</sup> and hundreds of gangs with thousands of members spreading throughout the state at an alarming rate.<sup>3</sup>

Traditionally, gangs have been confined to the barrios and subdivisions of the major metropolitan areas of the state. However, "Gang activity in smaller urban areas and suburbs is increasing. In one federal study, a third of the cities reporting gang problems have populations below 250,000."<sup>4</sup>

The spread of gang activity and the increase of gang violence has become a prominent issue of the 1990's. It has caught the attention of law enforcement, the media, the public and elected officials. For the last several years, gangs and gang violence have held prominent positions in all forms of media. Newspapers, magazines, trade journals, television specials and even full length motion pictures such as Colors have portrayed the influence gangs are

having on our youth and our communities. The growing public unrest is evident in a hastily passed piece of legislation entitled the "Street Terrorism Enforcement and Prevention Act" (California Penal Code section 186.22, September 23, 1988). Although the Act is well intentioned, the 1st District Court of Appeal recently found it to be superfluous and, therefore, of little use in addressing gangs and gang violence.<sup>5</sup>

With gang violence firmly entrenched in the larger metropolitan cities, these police departments are engaged in an all out war to regain control of their neighborhoods. It will be years before these cities will be able to gauge the effect of their efforts. The one thing realized by those attempting to control violent gangs is that the battle cannot be won by the judicial system alone. It will take a concerted effort of the community as a whole if violent gang activities are to be stemmed.<sup>6</sup>

The message being sent from the larger cities, with established gangs, to other law enforcement agencies, who are just beginning to see the emergence of gang cultures in their communities, is to take control of the situation in its infancy before it can obtain a strangle hold on the community.

This study will examine the issue of gang violence on an emerging urbanized city. The city of Fremont will be used as a model for the purpose of studying this issue. Fremont is approximately 35 years of age. At its inception, it was a rural farming community located in the suburbs of a major metropolitan area. It began life with a population of approximately

22,500. Within 6 years of incorporation, its population had risen to approximately 40,000. During that time, the city transformed from a farming community to a bedroom suburb with the bulk of its population working within the neighboring metropolitan area. Within the last twenty years, the city has again undergone a transformation. The population has increased to approximately 180,000 and there is a developing industrial base. The city now possesses a large automobile manufacturing plant and a large array of high tech corporations. This emerging industrial complex has created job opportunities for its residents and has attracted new residents to relocate within its boundaries. With this transformation from a farming community to an emerging, urbanized city with its own industrial base have come the beginnings of a gang culture. Fremont is not atypical of many cities in the state of California who are experiencing rapid population growth and the influx of industry within their confines.

This report will study the impact of gang violence on a police department that serves an emerging, urbanized city by the year 2000. In addition, it will look at the impact an increasing school age population will have on gang violence, the ability of a police department to provide services while dealing with a gang culture, the level of support a police department can expect in their efforts toward gang violence and alternatives to gang violence.

The report will look at the future of the city, examine trends and events associated with an increasing gang culture, develop a strategic plan and a transition management plan aimed at addressing gangs and gang violence, and draw conclusions and make recommendations for mitigating this situation.

**FUTURES STUDY**

Before the study could begin, an issue that was important to the future of the Fremont Police Department had to be identified. For this purpose, the command staff, which included a deputy chief, captains and lieutenants, gathered and discussed several areas impacting on the community's future. Certain criteria were applied in the selection process. These criteria were: 1) would the issue impact the Department's future; 2) was the issue something the Department could commit to; and 3) could the issue be impacted by forces external to the Department.

As Fremont has grown from a bedroom community to an emerging, urbanized city it has seen the emergence of violent gangs. Many of the issues facing the Police Department can be tied directly back to criminal gang activity and this phenomenon. In addition, many of the individuals that are joining gangs are of school age. The community is beginning to take notice of the gang presence and are starting to demand a police response to the problem. It is quite evident that gang violence will continue to rise unless a program is developed to mitigate the issue. As a result, the staff developed the following issue question and sub-issue questions for further study.

#### Issue

What impact will gang violence have on a police department serving an emerging, urbanized city by the year 2000?

### Sub-Issues

1. What impact will an increasing school age population have on gang violence?
2. What will be the Police Department's ability to provide police services to the community?
3. What level of community support will be afforded the Police Department's efforts toward gang violence?
4. What are the alternatives to gang violence?

In order to clearly understand the issue and sub-issues, several terms must be defined.

1. **Gang.** An organization of individuals, normally between the ages of 14 and 24 years. It is loose knit, without structure, and the strongest or boldest member is usually the leader. The gang has a name, claims a territory or neighborhood, is involved in criminal activity, and its members associate on a continuing basis. Their activities include violent assaults against other gangs, as well as committing crimes against the general population. (Specifically divorced from the definition are motorcycle gangs and other highly organized gangs.) State of California Department of Justice Youth Gang Task Force, Report on Youth Gang Violence in California, March 1988.
2. **Violence.** Acts of threats or actual incidents of physical injury to gang members and innocent bystanders.



3.     **Emerging.**     Moving from one socio-economic state to another. In this case, from a "bedroom community" to a city of higher density with an industrial base.
  
4.     **Urbanized.**    A city with a compacted population density which offers an environment that allows its citizens to work within the confines of the city.
  
5.     **Support.**     The community's willingness to get involved with the police department in solving a problem.

### Methodologies

#### Survey

Following a review of available literature, a survey questionnaire designed to solicit gang information (Appendix A) was sent to thirty police departments (Appendix B) in California that were similar in nature to the city of Fremont. The survey was designed to identify agencies and individuals for follow-up interviews. Of the thirty agencies polled, twenty-three individuals responded. Of those twenty-three, ten individuals were recontacted for an in-person or telephonic follow-up interview. In addition to the police agencies, interviews were conducted with members of a local school district, a district attorney's office, a probation department, and members of the local business community (Appendix C).

The information obtained from the survey and subsequent interviews indicated that the gang problem is spreading from the major urban areas. Of the twenty-three agencies responding, all indicated they have gangs in their cities. Thirteen of those agencies stated that their gangs were in an emerging state, five agencies considered their gangs established, and the remaining five agencies felt the gangs in their cities were entrenched. This survey and follow-up interviews helped to solidify the premise that gangs are no longer limited to large cities and also that the growing gang problem is a futures issue.

In order to study the growing gang problem more in depth, a panel of individuals (Appendix D) was selected and brought together for the purpose of forecasting the future as it pertains to gangs in the city of Fremont. A process known as a nominal group technique was used to obtain emerging trends and events from the panel. The nominal group technique is described as " a small-group technique for achieving agreement on the answer to a single, usually complex, question by a process that alternates private work and open discussion." (Wayne I. Boucher).

The panel identified forty-five trends (Appendix E) and thirty-eight events (Appendix F) that impact on the issue area. They then discussed and defined each trend and event and placed them in rank order according to their impact on the issue and sub-issues. These trends and events were further reviewed and synthesized down to the five trends and five events the panel felt had the greatest impact on the issue.

## Trends

The following trends were retained and forecasted (Appendix G). For forecasting purposes, the panel used a ratio scale that measured the magnitude of the trend.

### Trend 1 - Level of Cooperation Between Agencies Regarding Enforcement.

This was defined as the level of agreement by all police departments in the area in their enforcement posture toward gangs.

### Trend 2 - The Percentage of Time Spent By Field Officers on Gangs.

This was defined as the actual time spent by officers on gang related activities.

### Trend 3 - Availability of Funding.

This trend involves the general fund revenues for the City that are allocated to the Police Department.

### Trend 4 - School Campus Violence.

This was defined as the level of violence experienced on the junior high and high school campuses within the school district.

Trend 5 - Community Education Programs on Gangs Presented By the Police.

This was defined as the number and types of programs available on gangs to be presented to the community by the police for the purpose of generating awareness.

The panel came to the following conclusions in forecasting the five trends. First they felt that the level of cooperation between agencies regarding enforcement had increased slightly over the last five years but over the next ten years this cooperation will decline. The panel felt that this forecast would be the result of a decreased need for cooperation due to a decline in gang activity. Second, the panel forecasted an increase in the amount of time spent by field officers on gangs. The panel indicated that this trend had already doubled in the last five years and was destined to continue to rise over the next ten years. This trend has a direct relationship to Trend 1. As the cooperation between agencies declines, the burden will again be put back on the individual agencies to police their own problems. They felt that the police must maintain their presence in order to maintain control of the situation.

The panel saw a definite increase in availability of funding over the past five years, and they see this trend continuing for another five years before it begins to taper off. They felt that between five and ten years from now the Police Department would begin to gain control of the gang situation and it would take less money to monitor it. The money that was previously dedicated to gang activity would be redirected to other programs and problem areas.

School campus violence was shown to have increased dramatically over the past five years. The panel forecasted this trend to continue for another five years and then begin to level off by the year 2000. This leveling off could indicate some success with programs put into effect during the first five year period.

The final trend forecasted by the panel involved community education programs that dealt with gangs. These programs refer to those types traditionally supplied by the Police Department. The panel did not feel that any programs of this nature existed five years ago. Since gang activity is a fairly new phenomenon in Fremont, this was not surprising. The panel did forecast a pronounced increase in the number of these programs over the next five years. At that point, the panel felt that the number of programs would level off.

#### Events

The following events were retained and forecasted (Appendix H).

##### Event 1 - Gang Related Drive-By Shooting At School.

This event involves the drive-by shooting, at a school, by one gang with targets being members of a rival gang.

##### Event 2 - Gang Violence Enforcement Becomes Regionalized.

This event was defined as the establishment of a regionalized task force from several police departments for the purpose of gang enforcement.

**Event 3 - Solidarity By Gangs - Turfs Defined and Agreed to.**

The panel identified this event as an agreement by all gangs to establish agreed upon areas of operation and to band together against law enforcement.

**Event 4 - School District Demands Full Time Police Presence On Campuses.**

This event involves the placement of a police officer on each campus to curtail criminal activity.

**Event 5 - Gang-Related Calls Up 10% Over Past Year.**

The panel described this event as being a 10% increase in gang-related activity that requires police presence or intervention.

In dealing with the selected events, the panel forecasted the probability of each event occurring. The most startling of these forecasts came in the area of a gang related drive-by shooting at a school. The panel forecasted a 100 percent probability that a drive-by shooting would occur at a school in Fremont within the next five years. They also felt that this incident could occur at anytime following the day the forecast was made.

Because of the increased acts of violence and the declining resources available to the police departments, the panel forecasted that somewhere between two and five years into the future there would be a 60 percent chance that local police departments would band together in some form of regionalized enforcement posture toward gangs. This probability was expected

to increase to 80 percent by the end of ten years, and its formation would have a very positive effect on the gang issue.

In looking at the event of gang solidarity, the panel felt that there was a 50 percent chance of this occurring within two to five years. This probability was expected to increase to 60 percent by the end of ten years. Should this solidarity occur, the panel felt that this would have a severe negative impact on the police department's ability to serve the community.

The demand by the school district to have a full-time police officer assigned to each of the junior high and high school campuses by the end of ten years was forecasted to be a foregone conclusion. The panel felt that this would not occur for at least two years but did have a 60 percent chance of occurring between two and five years. If a drive-by shooting occurs at one of the campuses as expected, this time frame would undoubtedly be moved forward.

The panel looked at the last selected event and forecasted that there would be a 100 percent chance that gang-related calls for service would increase by 10 percent within two to five years. This forecast would have a decided impact on the police department's level of service to the community of Fremont.

#### Cross-Impact Analysis

Once these trends and events were selected, the panel participated in a cross-impact analysis.

The panel projected the impact of the events on the trends and the other events. For this

analysis, the Nominal forecast was used and the impact was recorded as the percentage change (plus or minus) over the trend and event forecasts, and it represented the maximum impact on the trend and event. The following table represents the median estimates supplied by the panel for the cross-impact analysis.

**CROSS-IMPACT EVALUATION MATRIX\***

IMPACTING EVENT		IMPACTED EVENT					IMPACTED TRENDS					ACTORS
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1	GANG RELATED DRIVE-BY SHOOTING AT SCHOOL	X	80	-50	100	50	80	85	100	100	80	9
E-2	GANG VIOLENCE ENFORCEMENT BECOMES REGIONALIZED	-40	X	50	0	-40	100	80	40	-40	0	7
E-3	SOLIDARITY BY GANGS TURFS DEFINED AND AGREED TO	-100	-50	X	60	60	-50	50	20	-50	40	9
E-4	SCHOOL DISTRICT DEMANDS FULL TIME POLICE PRESENCE ON CAMPUS	-90	0	0	X	-10	0	40	10	-90	20	6
E-5	GANG RELATED CALLS UP 10% OVER PAST YEAR	10	80	0	50	X	70	90	60	5	85	8
<b>REACTORS</b>		4	3	2	3	4	4	5	5	5	4	

Events on Events Percentage change (+ or -)
Events on Trends Percentage change (+ or -)

T-1 = LEVEL OF COOPERATION BETWEEN AGENCIES REGARDING ENFORCEMENT

\*Panel Medians  
N = 7

T-2 = PERCENTAGE OF TIME SPENT BY FIELD OFFICERS ON GANGS

T-3 = AVAILABILITY OF FUNDING

T-4 = SCHOOL CAMPUS VIOLENCE

T-5 = COMMUNITY EDUCATION PROGRAMS BY POLICE REGARDING GANGS

### Interviews

The information obtained from the nominal group technique panel, their forecasts, and their cross-impact analysis strongly parallels the data obtained through the interviews. Many of the cities where interviews were conducted have seen an emphasis on gangs in and around their schools. Although there doesn't appear to be any data to support a theory that the increase in gang members in these cities is related to the increase in school age population, there is a widespread feeling amongst these police departments that the relationship exists. Several of



the cities said that they are experiencing an increase in the number of school age gang members while their school districts are also experiencing an increase in the overall school population. In the city of Fremont, the number of students in the school district has increased from 25,426 students in 1986 to 27,132 in 1990 for an average of 350 new students per year. During the same period of time, the acts of violence that can be attributed to gangs has increased as well. When apprehended, these gang members are predominately school age. Nineteen of the twenty-three agencies questioned feel strongly enough that there is a correlation between the school age population and their gangs that they currently have gang intervention/education programs in place in their schools. Five of the agencies have full time police officers assigned to the school campuses. These officers are in addition to any programs such as DARE that they may be involved in.

The agencies contacted do not keep statistical data on the number of gang related incidents that they handle in a year, but in each case they have stated that they feel the number of gang related incidents is increasing. One of the reasons for this trend may possibly be the availability of the automobile. Gangs of twenty years ago were relegated to the neighborhoods of the inner cities. Transportation was simply not available so they made their presence known within their own environments. Today, cars transcend all economic strata. This fact alone has enabled the gangs to venture out of their neighborhoods and spread their sphere of influence. It is also suspected that this fact increases the exposure of gang violence since traversing other gang territories and the competition for new, unclaimed areas has become more pronounced.

One common theme that seemed to permeate the agencies with emerging gangs was that in most cases both parents worked and they were not aware of gang involvement on the part of their children. When the gang member came in conflict with the law and the parents were notified, they were at first shocked and later very cooperative with the police department in trying to find ways to divorce their child from the gang culture. Several of these agencies, recognizing the need for early intervention, have established formal or informal programs that are aimed at the "at risk" juvenile. An "at risk" juvenile is defined as a child that is exposed to the gang environment and is beginning to exhibit some of the symptoms of joining the gang culture. These symptoms include a change in friends, lack of interest in family activities, declining school grades, change in appearance, personal graffiti on books, clothing, etc.<sup>7</sup> In some cities, police departments have contacted the parents of these "at risk" individuals and discussed the ramifications of gang involvement with the child as well as the parents. It is then up to the parents to take whatever steps they feel are necessary to insure that their child avoids the gang environment. Police departments that were contacted that have entered into these types of programs have stated that it is too early to tell if they are having any impact on the future of these individuals. What they do see as a positive indicator is the cooperation and concern that has been demonstrated by the majority of the parents contacted.

Interviews conducted with school district officials have shown that gangs are recruiting new members from the schools. The administrators of the Fremont Unified School District have said that in the last five years they have seen a dramatic increase in the number of gang

related incidents on their campuses. These incidents include everything from graffiti on the walls to assaults with deadly weapons. There is a growing concern on the part of the School District that these acts will continue. This problem is compounded by the dwindling resources available to the schools for programs aimed at countering this phenomenon. In addition, there is a concern that the acts of violence may result in the loss of qualified educators who leave the District in search of a safer location or even a safer career.

The business community is equally aware of the gang presence and the increase in gang activity. It is their businesses that are invariably the targets of graffiti, and many of them are the victims of gang related acts of violence such as assaults, robberies or even rapes.

Shopping centers have become the gathering places for the gangs of the 1990's. Their presence has a definite impact on the businesses of the community and ultimately on the economic stability of the community as well. Gang presence has led to loss of business through customer intimidation, acts of vandalism and due to retaliatory acts by rival gangs. In the city of Santa Maria, California, an entire shopping center was put out of business by the actions of gangs.<sup>8</sup> For these reasons, the business community is clamoring for action by the police departments in eliminating the gang elements.

The district attorney's office that serves the city of Fremont was contacted for their views on gangs. They feel that they are in a Catch 22 situation. They are being asked to prosecute gang members with a law (Street Terrorism Enforcement and Prevention Act - Penal Code Section 186.22) that is of little use. The law has no teeth and, therefore, they have found it

more effective to rely on more specific and traditional Penal Code sections when dealing with gang members who have broken the law. Because of the notoriety being given to gangs and the need to improve enforcement programs at the police level, the District Attorney is being placed in an impossible position. State and local funds are being diverted to the enforcement branch and at the same time are being diverted from the prosecutorial departments. The result is that more and more gang members are being arrested for violations of the law, but there are less and less prosecuting attorneys available to try the cases. The future foresees a system where speedy trials for gang members will not be possible and they will be set free through technicalities.

### Scenarios

Scenarios are "non-fictional narratives -- typically written as if by an historian looking back over forecasted events and trends as if they had actually occurred -- intended to clarify the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions by the user." (Wayne I. Boucher).

In order to further examine the trends and events developed and forecasted by the nominal group technique panel, three scenarios will be presented as a way of looking at alternative futures. They are based upon the forecasted trends and events and will eventually serve as a starting point for developing a strategic management plan.

Exploratory Scenario

"Teacher and two students killed in gang drive-by shooting"

"School demands full time police presence on campus"

"Gang takes over city park, three beaten"

The presence of gangs and gang violence has been on the rise since the summer of 1990. Each park in the city now has a resident gang who claims the area and surrounding neighborhoods as its turf. Law abiding citizens are not allowed to use the parks for fear of being attacked and beaten. The presence of opposing gang graffiti in the parks points toward the potential for an escalation of the violence between the city's gangs.

The school district has been demanding that police assign a full time police officer to each campus for the protection of the staff and innocent students. Because of limited funds, the police department has been unable to comply and still meet its responsibilities to patrol and provide police services to the rest of the community.

On the first day of school in 1992, three juvenile gang members drove by the local high school and opened fire with an Uzi submachine gun. The result was one teacher and two students were killed. Before nightfall, three rival gang members were found executed in a neighborhood park. The police department has requested assistance from the State's National

Guard in an effort to restore peace to the community.

Normative Scenario

"Police department assigns full time officer to each junior high and high school campus"

"Tri-city police departments form gang task force"

"State awards grant funds to fight gang violence"

"Police/Community liaison group formed"

"Area teens erase graffiti"

In the year 1995, the State of California, Office of Criminal Justice Planning awarded \$500,000.00 in grant funds to the tri-city police departments to form a task force to combat gang violence. With the additional funds, the police department was able to divert personnel and assign a police officer full time to each junior high and high school campus.

By 1998, the presence of gangs within the city has all but disappeared. There has been a commensurate decrease in the overall crime rate within the city.

One residual effect has been the positive way the campus officers have been received. They have had a positive influence on the student body and have been widely accepted. Since peace has been restored to the campuses, the school district has posted a 10% increase in academic scores on all State mandated tests, and there has been a 15% decline in the drop-out rate.

Grass root programs have been started on all city high school campuses to eradicate graffiti from the schools and surrounding neighborhoods. In addition, the parents of these students have formed a community liaison group with the Police Department to insure that problems are addressed as they surface rather than after they become a problem.

#### Hypothetical Scenario

"Students gunned down in gang shooting"

"Police departments form regionalized gang task force"

"Gangs at peace, declare war against police"

"School district demands full time police presence on campus"

"Gang violence up 10% over past year"

In 1992, a drive-by shooting at a local high school resulted in the death of a teacher and two students. As a result, the school district in conjunction with the PTA put pressure on the police department to assign a police officer full time to each campus.

By 1993, the incidents of gang related calls that resulted in required presence of or intervention by police personnel had risen 10%. As a result, the area police departments formed a task force to combat the presence of gangs and the associated criminal activity.

The task force was having an impact on gangs, and several of the leaders had been sent to prison in 1994.

In 1995, the gang leaders arrested the year earlier had been paroled and worked together to establish peace amongst themselves. They established agreed upon "turfs" and entered into what was described as a criminal cartel. In order to enhance their criminal enterprises, they declared "war" upon the police departments and particularly upon the gang task force.



**STRATEGIC MANAGEMENT**

## Mission Statement

Gang violence impacts law enforcement on all levels. As it increases, the need to safeguard lives and property increases, and the requirement of law enforcement to take a demonstrative role in curtailing gang activity moves to the forefront. When this happens, police departments must be ever vigilant to insure that they operate ethically and professionally and that they afford constitutional rights to all with whom they deal, while maintaining peace and order and promoting a safe, healthy environment in which to live. With these goals in mind, the following mission statement has been formulated and implemented by the command staff of the Fremont Police Department:

"We are dedicated to providing ethical and professional police services and to developing the organization to meet future needs. Our commitment is to safeguard lives and property, preserve constitutional rights, actively apprehend those who violate the law and the rights of others, maintain peace and order, and promote a safe, healthy environment."

This mission statement is all encompassing and establishes a quality of life that the citizens of Fremont not only deserve but also demand. In order to achieve this stratum, the issue of gang violence must be specifically addressed. For that purpose, a focused mission statement has been developed, by this researcher, that deals with the impact of gang violence on the city of Fremont.

"The Fremont Police Department is dedicated to controlling gangs, gang violence and the impact they have on the quality of life deserving of our citizens. In achieving this goal, we shall maintain our commitment to saving lives and property, apprehending those who have violated the law and the rights of others, and maintaining peace and order while being ever vigil of the constitutional rights of all with whom we deal."

### Situational Analysis

#### WOTS-UP

A WOTS UP (Weaknesses, Opportunities, Threats, Strengths, -- Underlying, Planning) analysis was conducted by the same group that acted as the panel for the nominal group technique in the Futures Study section of this paper. This group was chosen because they were the most familiar with the trends, events and the environment that surrounds the city of Fremont. In addition, the group was given a copy of the Normative Scenario to use in their analysis. They looked at the organization's weaknesses and strengths (internal environment) and then the opportunities and threats (external environment) that face the organization.

#### Internal Environment

In examining the Fremont Police Department's strengths and weaknesses, the group made the

assumption that the city of Fremont was an emerging, urbanized city of approximately 35 years of age. It began as a rural farming community that bordered a major metropolitan area. In the course of its 35 year life span, it transformed from a rural community to a bedroom community to an emerging, urbanized community. At each phase, there was a rapid and sizeable increase in the city's population. The city now possesses an automobile manufacturing plant and a large array of high tech corporations. The group also assumed that the city was experiencing the beginnings of a gang culture.

The following analysis was accomplished through a brainstorming session followed by a synthesized analysis of the results.

### Strengths

1. Caliber of employee. The Fremont Police Department has a young, dedicated cadre of employees. These employees have received and continue to receive extensive training designed to keep their skills at the highest level possible. The end result is a highly professional police department.
2. Command staff. The majority of the management employees have an average of 10 to 15 years of service left before retirement. This can help to provide stability to the department in the years to come.

3. Equipment. The Police Department enjoys a high degree of support and commitment from the elected officials. This support has transmitted itself into new and high quality equipment. The Department is on the cutting edge of technology which keeps its crime fighting methods in the forefront.
4. Stable work force. The Fremont Police Department has a low turnover rate which results in stability.
5. Citizen Complaints. Despite the fact that the Department still provides a full range of service which results in over 65,000 calls per year, less than forty-five of those calls result in a citizen complaint. Legal battles over police misconduct are virtually non-existent and morale is high.
6. Financial stability. The city of Fremont has an excellent financial base. The ability to pay a competitive wage has been a benefit in recruiting.
7. Low crime rate. At the present time, the city of Fremont has one of the lowest crime rates in the nation. With a low crime rate, the Police Department is free to pursue new and innovative approaches to crime problems.
8. Good reputation. The Fremont Police Department is a well respected police department in the state of California which helps to foster community support.

## Weaknesses

1. Chief near retirement. The Chief of Police can retire at any time. He has been a strong, future-thinking, and well respected leader for over fifteen years. The majority of the employees have never worked for any other Chief. This includes some of the command staff. The unknown future of the Department at the hands of another leader can create anxiety that detracts from the overall mission of the Department.
  
2. Command staff age. Although the Fremont Police Department has a young command staff with many years of service left, this can also be a detriment. This type of organizational environment can stymie upward mobility which could ultimately result in the loss of good employees who seek advancement with other agencies.
  
3. Recruitment pool. Because the Fremont Police Department maintains a high entrance level standard, the availability of a qualified employee pool is shrinking. Without well qualified employees, service levels suffer and when service levels suffer, community support drops.
  
4. Police Facility. Due to the rapid growth of the community and the commensurate growth in the police staff, the current police building is small

and inadequate. The need for a new facility could impact the City's operating capital and ultimately the level of City service provided its citizens.

## External Environment

### Opportunities

1. Increasing tax base. The city of Fremont has a rapidly growing population. With this growing population comes the need for housing. Last year, the City issued over \$300,000,000 in building permits. This growth will yield an increasing property tax base which will provide increased revenue sources.
2. Growing minority community. The majority of the new citizens coming to Fremont are minorities. These people are beginning to become active in the community and can create a recruiting pool from which the Police Department can draw.
3. Community support. The Police Department possesses a strong support base from the community. This base can prove valuable in addressing the emerging gang problem.
4. School cooperation. The Police Department and the school district share a

good working relationship. They are supportive of each other and often work together on projects that benefit the community. They are in agreement on the need to address the gang problem before it gets out of hand.

5. Active business community. The business community is active in city affairs and have financially supported police programs in the past. This support could increase the effectiveness of any program that the Police Department might adopt to address the gang issue.
  
6. City Council support. The City Council has expressed concern about the gang culture and has given support to the Police Department in the past. It is expected that they will continue this support when new programs are introduced.

#### Threats

1. Political climate. Sixty percent of the Council is due for re-election in November. Depending upon the outcome of that election, the climate of the Council and the support given to the Police Department could change.
  
2. Relationships with other city departments. Due to some recent conflicts with the other City departments, relationships between them and the Police



Department is somewhat strained. Without a homogeneous City staff, the ability of the Police Department to address any issue, including gangs, will be hampered.

3. Change in minority population. Although this condition is seen as an "opportunity", it is also considered a threat. The gangs that are emerging in Fremont are centered around race or ethnicity. If the Police Department begins to increase their enforcement posture at these groups, it may be perceived by the community as discrimination or harassment.
4. Police ability to impact the issue. The Police Department cannot solve the gang problem alone. If they are unable to get a cooperative environment from the various segments of the community, the Police Department will become ineffective in dealing with the gang problem, and the gangs will grow in numbers and intensity.
5. Business community. The business community is not only an opportunity but also a threat. If they do not see some results in mitigating the gang culture, they could bring undue pressure on the Police Department which could impact how the Department functions in its everyday duties and responsibilities.

## Stakeholder Analysis

No analysis of a strategic plan can be complete without a study of the key stakeholders who impact the plan, who are impacted by the plan, or who care about the plan. The following stakeholders have been identified as possessing key positions in relationship to the implementation of a strategic plan aimed at addressing gang violence and its impact on the Fremont Police Department's ability to provide police services. The identification and analysis of the key stakeholders was completed by seven members of the Fremont Police Department, a member of the Fremont Chamber of Commerce, and a member of the Fremont Unified School District using a Strategic Assumption and Surfacing Technique (SAST - Appendix I).

The Fremont City Council supports the Police Department and wants gangs and their associated activities eliminated from the city. As evidence of this support they have established a budget to fund a special enforcement task force aimed specifically at gangs. The Council, however, will be prone to listen to their Human Relations Commission in judging the tactics used by the police when addressing this problem, especially when it involves minorities.

The Fremont Unified School District is also supportive of the Police Department's actions toward eliminating gangs. The District is currently experiencing financial difficulties which

will cause them to make more demands on the Police Department. The cost of removing gang graffiti, repair of damage to school grounds and property and increased acts of violence will translate into higher costs to the school district and a greater need for police presence on each of the 38 school campuses.

The Police Department can also expect support from the District Attorney's Office, the courts and community action groups. Their degree of support will depend on the fiscal restraints placed upon the governmental agencies and how closely the community action groups are impacted by an increase in gang activity.

There will be areas where the Police Department will not garner a great deal of support and they will need to pay particular attention to these groups. It is quite obvious that the police can expect no support at all from the gang leadership. In addition, they will need to be wary of the news media who tend to sensationalize the violent aspect of gang activity and who oftentimes consider themselves the watchdogs of police activity. The ACLU will be watching any actions taken by the Police Department and can be expected to oppose any type of selective enforcement that may be used against gangs and gang members. Ethnic political action groups consider their cultural ties more important to them than their community ties and will undoubtedly intervene in any instance where they feel that ethnicity is involved.

## Policy Considerations

In the final phase of the Futures Study, the original members of the nominal group technique panel developed policy statements using the Normative Scenario. Five policies were selected that would either help to bring about a desired future or mitigate an undesirable one.

The selected policies were:

P-1 - Area police chiefs establish regional task force.

P-2 - Police Chief assigns a full time police officer to all junior high and high school campuses.

P-3 - Police introduce gang curriculum to school district.

P-4 - Police Department establishes a community liaison group.

P-5 - Graffiti eradication program established.

The policy statements' impacts were estimated against the Normative Scenario's selected trends and events using a "Policy Cross-Impact Matrix". The results are listed below.

**POLICY CROSS-IMPACT MATRIX\***

IMPACTING POLICY		IMPACTED EVENT					IMPACTED TRENDS				
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
P-1	AREA POLICE CHIEFS ESTABLISH REGIONAL TASK FORCE	-60	100	40	0	-70	100	-50	0	-30	0
P-2	POLICE CHIEF ASSIGNS FULL TIME POLICE OFFICER TO ALL JR HIGH & HIGH SCHOOL CAMPUSES	-100	0	0	-100	0	0	-20	-5	-100	0
P-3	POLICE INTRODUCE GANG CURRICULUM TO SCHOOL DISTRICT	-40	0	0	-50	-80	0	-75	0	-40	100
P-4	POLICE DEPARTMENT ESTABLISHES COMMUNITY LIAISON GROUP	-20	0	-40	0	100	0	100	0	0	80
P-5	GRAFFITI ERADICATION PROGRAM ESTABLISHED	0	0	-30	0	-50	0	-60	0	0	0

\* RESEARCHER'S ESTIMATE OF PLUS OR MINUS IMPACT OF EACH POLICY UPON PANEL MEDIAN FORECASTS BY THE YEAR 2000

E-1 = GANG RELATED DRIVE-BY SHOOTING AT SCHOOL

E-2 = GANG VIOLENCE ENFORCEMENT BECOMES REGIONALIZED

E-3 = SOLIDARITY BY GANGS TURFS DEFINED AND AGREED TO

E-4 = SCHOOL DISTRICT DEMANDS FULL TIME POLICE PRESENCE ON CAMPUS

E-5 = GANG RELATED CALLS UP 10% OVER PAST YEAR

T-1 = LEVEL OF COOPERATION BETWEEN AGENCIES REGARDING ENFORCEMENT

T-2 = PERCENTAGE OF TIME SPENT BY FIELD OFFICERS ON GANGS

T-3 = AVAILABILITY OF FUNDING

T-4 = SCHOOL CAMPUS VIOLENCE

T-5 = COMMUNITY EDUCATION PROGRAMS BY POLICE REGARDING GANGS

Alternative Strategies

A Modified Policy Delphi process was used to identify and analyze several alternative strategies designed to impact the issue at hand. Although the strategies were discussed at length by the panel, they are summarized for this paper.

Strategy 1

The three cities that form the southern end of the county in which Fremont is located will band together and form a regional task force aimed at identifying gang members and

enforcing all violations of the law that these individuals are perceived to have committed.

### Strategy 2

The Fremont Police Department, in cooperation with representatives from each of the city's cultural groups, would form an informational task force. This task force would be educated on gangs and the dangers associated with them. They would be taught how to recognize gang members through their clothes, tattoos, nicknames, etc. These people would then return to their neighborhoods and educate their constituents.

### Strategy 3

The Police Department, in conjunction with the Probation Department and local business groups, would develop a program of providing jobs for gang members placed on probation. Maintenance of the job in good standing would be a condition of probation.

### Strategy 4

The Police Department would form a graffiti eradication program aimed at removing graffiti from schools and their surrounding areas within forty-eight hours of its discovery. The Police Department would contact youth service groups, such as Rotary Interact clubs, and enlist their help in this endeavor.

### Strategy 5

The Police Department would develop school curriculum courses aimed at educating students

on gangs. These courses would be used in conjunction with, and as part of, the DARE program offered to sixth grade students.

#### Strategy 6

The Police Department would coordinate an effort to lobby the legislature for tougher anti-gang laws.

#### Preferred Strategy

In examining the alternate strategies supplied by the Modified Policy Delphi panel and considering the advantages and disadvantages of each, a seventh strategy has materialized. It is a combination of strategies one through five.

The solutions to mitigating the presence of gangs within a community must be multi-faceted. To take any one strategy and attempt to deal with the problem on a single plane will doom the approach to failure. Gang cultures are not formed overnight and one cannot expect the eradication of gangs to be an overnight campaign. In dealing with the gang environment, the attack must be from two directions. The first is to address the gangs that are emerging or are established and take the necessary steps to eliminate them. The second is to remove the mystique of gangs and educate the community to the problems associated with gangs. This education process must include an element that targets the youth and offers them alternatives to the gang environment.

In this strategy, the Police Department will form a regional task force made up of members of the three cities that form the southern end of the county. This task force will be responsible for enforcing all violations of the law that the gang members are perceived to have committed. It is hoped that by employing this method the gang members will not be able to carry on their everyday activities and the peer influence will disappear. This should result in either the disintegration of the gangs or their voluntary relocation to another community. With the three cities working together, there will be no safe haven for the gangs to regroup. If they do relocate, it will have to be far enough away that they will no longer be able to exercise influence over the community of Fremont.

The Fremont Police Department will form an informational task force in cooperation with representatives from each of the city's cultural groups and neighborhoods. The task force will be educated on the gang cultures and what to look for in appraising potential gang members. These individuals would return to their groups and neighborhoods and in turn educate their members. The natural forum for these representatives would be the neighborhood Block Captains. When an individual is identified as a gang member or an "at risk" person by a community representative, this information will be passed along to the Police Department. Intervention will then occur between the Police Department, the individual, and the individual's family. The dangers of gangs will be explained to the parents and the individual. At this point, the individual will be given an alternative to either continue with the gang way of life and the consequences that go with it or to accept assistance in finding a job or continuing with their education.



The Police Department, in conjunction with the Probation Department and local business groups, would develop a program of providing jobs for gang members placed on probation.

In discussing this strategy with members of the Chamber of Commerce, they seemed agreeable to employing probationers in some occupations and it was felt that there were enough employment opportunities within the community to make the program work.

Maintenance of a job in good standing would be a condition of probation. This program would help the individuals learn job skills that would serve them in the future and at the same time take some of the strain off of the overcrowded conditions being experienced in local and county jails.

The Police Department would form a graffiti eradication program aimed at removing graffiti from schools and their surrounding areas within forty-eight hours of discovery. Contact would be made with youth service groups, such as Rotary Interact clubs, scout groups, student councils, etc., and their help enlisted in this endeavor. By eliminating the graffiti around schools, the gang's influence at the schools will be lessened and their attractiveness to impressionable students will be negatively impacted. This program will also allow interaction between the students and the Police Department which will help to build a strong relationship for the future.

Lastly, the Police Department will need to take some action that will impact children in such a way that they will not want to join gangs in the future. The younger individuals that are making up the current generations of gang members have been influenced since they were

very young by older family members, neighbors and relatives to enter the gang culture. In order to combat this trend, the Police Department needs to reach these individuals at a young age and educate them about the dangers of gangs and gang affiliation. The DARE program started several years ago by the Los Angeles Police Department has proven a good approach at impacting the youth against drugs. It is anticipated that similar results would be realized by embarking on a similar program aimed at gangs. Since gangs and drug use and abuse are not uncommon allies, it would seem only natural to include a gang curriculum in the DARE program that is aimed at educating the youth of the community about the problems associated with gangs. With a basis of knowledge to deal with, they would be able to resist the influence being placed on them by gang members. As they are beginning to say "no" to drugs, they will also be able to say "no" to gangs.

This multi-faceted strategy has several advantages that meet the needs of the majority of the stakeholders. It demonstrates that the problem of gangs will not and cannot be solved by the Police Department alone. It gets the community involved with the solution and creates an atmosphere of cooperation between the community and the Police Department that can permeate into better understanding on all levels. It is cost effective in the long run because for each successful placement in the arena of employment there is less likelihood the individual involved will be tying up the courts in the future. It can lead to the internal eroding of the gang culture. If the gang members can see their own members successful outside the gang environment and if those people can become spokespersons for the programs, a peer base can be established to pave the way for more "desertions". As the gang

culture diminishes, the Police Department will be able to divert their staffing levels to other areas that need it.

In all, the preferred strategy meets the needs of the majority of the stakeholders with the least amount of disruption and the greatest return on the dollar.

### Implementation Plan

The selected strategy will be implemented in two directions. The first direction will be a pure enforcement posture whose only purpose will be the arrest and conviction of gang members. The second direction will be a concerted effort by the Police Department, the citizens, the business community and the school district to eliminate the gang culture through awareness, education and employment.

The enforcement role is traditional to law enforcement, and the management structure for this phase is already in place. As such, there will be no attempt to combine this function with the second approach to the problem. The enforcement aspect will be allowed to operate under its present configuration. The second approach of education, awareness and employment will be implemented by the Fremont Police Department's Community Relations Unit. This unit already has ties with several of the community groups and the Human Relations Commission through many of its already established programs.

There will need to be additional manpower assigned to the Community Relations Unit in order to carry out this program. These people will establish liaison with the community groups, provide the necessary training, build a working relationship with the community and businesses, provide the counseling to the gang member and the gang member's family, provide follow-up visits to the family's home and to the gang member's work place, and work closely with the Probation Department and the gang detectives to monitor the increase or decrease in the community's gang population. In order to accomplish these tasks, the following time lines will be established.

The gang task force will be formed and operational within two months. The two months will be used to negotiate commitments and operating guidelines with the other two jurisdictions.

While the gang task force is in operation, the second approach will begin formation. During the first year, the following actions will take place.

1. A police officer will be assigned to each of the junior high and high school campuses on a full time basis. These officers will provide security for the campuses as the gang task force begins its increased activity. In addition, they will be responsible for establishing a graffiti eradication program around each of their assigned campuses. They will enlist the participants in this program and coordinate their efforts.

2. A gang curriculum will be designed for inclusion with the DARE program in each of the thirty-three elementary schools in the school district.

3. The Police Department will coordinate meetings between the business community and the Probation Department for the purpose of identifying those businesses willing to employ a probationer.

4. The Police Department will establish a liaison with the Chamber of Commerce for the purpose of creating and coordinating a job pool for use by the Probation Department in assigning probationers to jobs.

5. The Police Department will establish an informational task force comprised of representatives of each of the city's cultural groups and neighborhoods. This task force will be educated on gangs and the dangers associated with them as well as how to recognize gang members through their clothes, tattoo's, nicknames, etc.

In the second year, the program readiness will be assessed and implemented in the following manner.

1. The gang curriculum designed in the first year will be introduced to the elementary schools through the DARE program.

2. The informational task force will return to their groups and neighborhoods and begin to educate their members with the information they have learned in their training seminars.

3. The Police Department will provide intervention, at the family level, for those individuals identified as gang members or "at risk" individuals. These referrals will come from the enforcement task force or the informational task force members and associates. This intervention will consist of an explanation to the family of the member's level of involvement and the consequences associated with an affiliation with a gang element. Direction will be offered to those seeking work or a furtherance of their education.

4. The Probation Department will begin to offer jobs to probationers and make employment a condition of probation.

**TRANSITION MANAGEMENT**

This section of the study will look at a transition management plan for the Fremont Police Department. In their book Organizational Transition, Richard Beckhard and Reuben T. Harris describe the function of transition management as "getting from here to there". In the case of the Fremont Police Department, that is the process of moving from an atmosphere where gangs are beginning to emerge and cause disruption within the community to an environment that is gang free.

The first stage of the transition management plan is to identify those groups or individuals that are necessary to make the plan work. These groups were identified in the strategic plan as being community groups, the business community, the School District, the judicial system, and the Fremont Police Department. Next, the "critical mass", or those individuals whose active commitment is necessary to provide the energy for the change to occur, must be identified from the larger groups. If any of these individuals fail to support the change, the plan will fail. For this plan, the following individuals have been identified as the minimum number necessary to insure its success. Their levels of commitment have been charted in Appendix J by the researcher.

1. Presiding Judge, Fremont Municipal Court
2. District Attorney, Alameda County
3. Administrative Services Captain, Fremont Police Department
4. Executive Directive, Fremont Chamber of Commerce
5. Superintendent, Fremont Unified School District



6. Chairperson, Fremont Human Relations Commission
7. Chief Probation Officer, Alameda County

### Levels of Commitment

The following is a discussion of each member of the "critical mass", their current level of commitment to the plan, the minimum level of commitment required of them, and the approach to be used to gain that necessary commitment.

1. Presiding Judge, Municipal Court. Fremont is beginning to see an increase in the amount and severity of gang related incidents, and this translates into an increase in the workload for the local municipal court. The strain on the courts is beginning to show in case backloads. The problem is destined to become even worse due to severe budget cuts imposed by the Fremont County Board of Supervisors. At the present time, the Courts are looking for ways to streamline their system in order to stay abreast of the increasing demands. The court would be willing to "let" this type of program occur, but that is not enough. They must be convinced to "help it happen" in order to insure its success. In order to "carry" the Court, it is imperative to convert the Presiding Judge into a "helping" member of the plan. In order to overcome any resistance he may have, a system of educational intervention must be utilized.

Considering the needs of the Court to eliminate future cases from their dockets, it is felt that by explaining the program in depth to the Presiding Judge he will see the

potential for reducing recidivism by eliminating the gang culture or at least by lessening its influence. If the Presiding Judge can be convinced, he has the influence and authority to deliver the rest of the Court.

2. District Attorney, Alameda County. The District Attorney would be committed to "blocking" a program such as this at the present time. In order for the DA's Office to identify a person as a gang member, they must be willing to do the necessary background to identify the individual as a gang member and then successfully argue that position in court. This would be seen as an additional burden being placed on his Office in a time when he, too, is faced with cut backs in the budget and reduction in personnel. In order for the plan to be successful, the District Attorney must be moved from a "blocking" posture to one of "letting it happen". His position can be influenced in two ways. First, he can be educated in the same manner as that used with the Presiding Judge and with the same promises. Second, political pressure can be brought to bear by an increasingly disgruntled populace who can force collaboration. Since the District Attorney is a political figure, this tactic should prove most effective. As head of a department, once he is convinced the entire department will become willing participants.

3. Administrative Services Captain, Fremont Police Department. The Administrative Services Captain of the Fremont Police Department will be selected to be the "change manager". At this time, he is committed to the program and is willing to "help it

happen". As the change manager, he must move into the "make it happen" category. Since the program has the support of the Chief of Police, moving the Captain to the "make it happen" column is a simple task. It can be accomplished through delegation and assigning the responsibility for the program to this individual. This individual was selected as the change manager because the Department's Community Relations Unit falls under his command, and this Unit has the community tentacles to reach out to the sources necessary to make the plan a success.

4. Executive Director, Chamber of Commerce. The Executive Director of the Chamber of Commerce would be opposed to the formation of a program such as this and as such would act as a "blocker". Her involvement is extremely critical to the success of the plan, and her commitment level must be shifted to a position of "helping it happen". This individual can deliver the business community and, because of her influence, the jobs needed to make the plan a success would be made available. Today, the business community is very dissatisfied with the rising gang problems in the city. This dissatisfaction is generated by gang graffiti on business walls, intimidation of patrons, safety of employees and potential acts of gang retaliation in and around the business premises. For this individual, a strategy of "resistance management" might prove effective. The level of dissatisfaction with the status quo is increasing and the proposed change meets their needs. The cost of the change is less than that expected from a stance of inaction and the risks are minimal. The Director can be educated to the plan, and it would be pointed out to her that the business that

employs a "reforming" gang member will more than likely have the assistance of the Probation Department in insuring the member becomes an attentive and competent employee. The employer would be hard pressed to find another employee that has the guarantee of prison if the employee fails to perform at an acceptable level.

5. School Superintendent, Fremont Unified School District. The Superintendent is committed to "letting the plan happen", but he is needed in "helping it happen". He holds a major part of the future solution, that being the education of the young about the dangers and drawbacks of joining a gang. The acts of violence are increasing on and around the campuses of the School District, and it is becoming a continuing topic at all meetings between the District, the community and the Police Department. Moving the Superintendent into the "help" column would best be accomplished through a program of education. The success of the DARE program is already apparent in Fremont. By demonstrating that a gang syllabus taught in conjunction with the DARE curriculum would more than likely have the same results, the Superintendent should be a willing participant. In addition, the potential of reducing the acts of violence on the campuses can reduce some of the pressure being placed on the Superintendent by the parents and the teachers.

6. Chairperson, Human Relations Commission. The commitment of this person will be the most difficult to deal with. From the outset, she will want to be in the "make it happen" column and will want to control the plan or at least carry the impression of

being in control. This is a politically appointed position and as such carries with it the stigma of politics and the perceived need to be up front. If control were vested in this person, the Police Department would lose control in the areas needed to make the plan a success. In addition, this person could hamper the relationships with some of the other important members of the critical mass. In order to make the plan work, this person will have to be shifted to a position of "helping it happen". This person is a member of the critical mass because she can deliver the support of many of the community group leaders that have influence over those segments where the gangs reside. However, her interference in the process after contact has been made can be detrimental to the plan. Her understanding and agreement with some of the tactics utilized may result in setbacks. For this reason, an intervention strategy of "resistance management" will have to be invoked. The plan supports the Chairperson's dissatisfaction with the status quo and at the same time promises a desirable end product. There are minimal risks to her position even if the plan were to fail, and the cost benefits for success would be very attractive to her. In the "help" position, she would maintain a political escape route should the program not produce the desired results. Having not been in control, she could not be held responsible.

7. Chief Probation Officer, Alameda County. At the present time, the Chief Probation Officer would be willing to "let the plan happen". This level of commitment is exactly what is needed of him to make the plan a success. Therefore, there would be no effort to change that level of commitment. By virtue of his

responsibility of his job, a program such as this would fit quite easily into the Probation Department's scheme of things. He is, however, considered a member of the critical mass because without his support the plan would be doomed. In order to solidify his support, it is felt that he must be educated as to the plan. A clear understanding of the program will keep him from withdrawing the necessary resources and channelling them elsewhere, thereby crippling the plan. As with the District Attorney, the Chief Probation Officer is a department head. He sets policy for his department and if he supports the plan so will his department.

#### Management Structure

Organizational change takes place in three phases. These phases are the "prechange" state or the state that existed before the change, the "transition" state that occurs between the existing state and the desired state, and the "postchange" state or the condition that will exist after the change has occurred. In this case, the "prechange" state and the "postchange" state will look basically the same. They will both appear to have an enforcement posture toward gangs, a judicial posture, and an alternate sentencing posture. Despite their appearances, they will be considerably different. Their basic elements will be the same, but the desired results and the avenues taken to reach these results will be different.

Despite the similarities in the "prechange" and "postchange" states, the management structure must be uniquely suited for, and focused specifically on, the change process. For this reason

the transition manager must possess certain qualities if the plan is to progress through the transition state.

The chief executive of the Police Department will be unable to take on the responsibility of managing the change personally. He is fully consumed with the everyday operation of the Department as a whole, and if he were to focus the needed attention on this project the remainder of the Department would suffer greatly. It is, therefore, necessary for the Chief of Police to delegate the authority and responsibility of the transition to a project manager. In this case, the person best suited for this assignment is the Administrative Services Captain. The Administrative Services Captain was chosen for several reasons. First, with the Chief's backing, this individual has the "clout" to get the job done. In addition, he possesses the respect of the rest of the command staff of the Police Department and has the requisite interpersonal skills necessary to deal with all those involved with the transition plan. He also has command of the Community Relations Unit which will prove invaluable in dealing with several key figures necessary in the successful implementation of the plan. Probably his most valuable asset is his commitment to the program and his vision of what the end state will look like.

This captain has several units under his command that are supervised by very competent people. Because these units are capable of working without direct supervision from the captain, he is usually assigned "special projects". This arrangement will allow the captain to commit full time to the transition plan without having to change the internal operating

environment. Being well versed in special projects, this captain understands the working relationships that are associated therewith and is comfortable in this environment. This familiarity will lessen the start-up time since the practices are already understood.

### Implementation Technologies

In order for a transition plan to be effective, it must employ several technologies or methods geared to support the implementation. Included in these methods must be vehicles for overcoming resistance and for managing anxiety and uncertainty. Many of these factors can be overcome by establishing good communication, consistent plans, and a sufficient time period to allow for the acceptance of the change prior to the implementation

Technologies used to support the implementation will include the following:

The Vision. In order for all parties involved in the plan to support and understand it, they must see the end result. By clearly stating the vision early on, there should be no surprises as the plan unfolds. Continuing to state the vision through action statements will bring focus to the process and at the same time allow for a gradual acceptance over the life of the transition plan.

Confrontation and Goal Setting. Several meetings should be held that are designed to elicit confrontation and at the same time set goals for the plan. During these



meetings, several alternative avenues can be explored which may prove beneficial to the program. The information gathered from the confrontations can be channelled back into the goals and give the participants a feeling of ownership in the end result.

Team Building Workshops. Team building workshops are a valuable tool in bringing a group together so that they are working toward the same goal and with the same understanding of the goal. Utilizing this technique will help to reduce the apprehension and anxiety associated with any change.

Conflict Management. Regardless of the change, there will always be conflict. Conflict can be a useful tool if it is controlled. Uncontrolled, it can destroy any program no matter how well it is planned. In order to control conflict, the change manager must insure that this conflict is aimed at the issues and not be allowed to focus on individuals. When aimed at the issues themselves, positive interplay can result which will enhance the transition and help to ease the tension associated with the change.

Responsibility Charting. This is an effective tool for setting tasks and assessing alternative behaviors needed to bring about change. It makes each individual's role very clear and gives the individual the authority to carry out that portion of the plan he or she is charged with. It saves energy, reduces the anxiety amongst participants, reduces ambiguity, and reduces adverse emotional reactions between individuals who

are affected by the change. (Appendix K).

Managing the Neutral Zone. The Neutral Zone is that gap between the current state and the desired state. It is that area where the old and the new overlap, but neither works. During this time, participants are faced with loss of direction. It is very important that this period be recognized and discussed with those involved. These people must be told that there is an expected "slump" associated with change, and they should not begin to doubt their own abilities. The training provided should be geared toward helping people proceed through the transition process and on to a successful "end state". The one thing to remember about the Neutral Zone is that it is an area of opportunity. During this time, new techniques, methods, and ideas can be experimented with. This opportunity does not exist in the present state and will not exist in the future state. Failure to take advantage of this state is a mismanagement of the Neutral Zone.

#### Implementation

This transition plan is meant to be implemented as a pilot program. While in the pilot assessment mode, Transition Monitoring Teams will watch its progress and recommend course corrections until the plan meets the desired results. From this point, should the plan prove successful, it will be implemented fully by expanding the operation.

By using the technologies and methods previously described, good lines of communications should be established and a means of feedback implemented. In so doing, the six common pitfalls of change management should be avoided. This pitfalls include:

1. Lack of Clarity.
2. Lack of Commitment.
3. Lack of Communication.
4. Lack of Control.
5. Lack of Coalition (unbalanced influence systems or alienated groups).
6. Lack of Creativity.

**CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS**

## Conclusions

Gangs and gang violence will continue to rise in the suburbs if local police departments do not begin to plan and implement policies to affect it today. A continued rise in gang related police activity will tax the police department's ability to respond to the needs of the remainder of the community. As gang violence increases, the level of police services will decrease. The Police Department will be required to spend increasingly more time on the criminal activities generated by gangs, which will result in higher costs to the community. The time spent on gangs means less time spent in other areas such as traffic control, crime prevention, and criminal apprehension. The consequences of an uncontrolled gang environment impact the ability of the Police Department to provide an acceptable level of service to the remaining citizenry of the community. Additionally, an unchecked gang culture will draw fiscal resources away from programs such as Neighborhood Crime Watch, Business Crime Watch, DARE, etc. Removal of programs such as these could cause an increase in the city's overall crime rate and ultimately will have a negative impact on the quality of life currently experienced in Fremont.

Gang members are traditionally recruited young. This makes school age children prime candidates to perpetuate the gang environment. As the school age population increases, so does the threat of continued acts of gang violence and gang related crime. Police departments must take steps to turn the juvenile population away from gangs by implementing programs aimed at educating parents as well as children about the dangers of gangs and gang

involvement. An uncontrolled gang environment on school campuses will have severe long term effects. With an increase in school populations, the ability of gangs to recruit younger members increases proportionately. The younger the member at the time of induction, the longer the gang affiliation. The longer the affiliation, the better the opportunity to spread gang influence throughout the community. The more gang members that a school has enrolled on their campuses, the greater the risk of having the school targeted for violence by rival gangs. As the number of gang members on school campuses increases so will the number of incidents involving police intervention. Parents and school district personnel will begin to bring political pressure on the Police Department to again make the schools a safe environment for learning. The Police Department will be forced to shift its resources to the school campuses and turn away from the other areas of the city. The effect could quite easily be an increase in crime rates in the overall city. The ability to respond quickly to emergencies will also be affected.

Police Departments are incapable of stopping gangs and gang violence by themselves. They will need the support of many factions of the community. They will need the judicial system to hold the violators accountable. They will need the business community to support prevention programs and to provide jobs to potential gang members as an alternative to joining a gang. They will need the schools to offer a curriculum that educates the young about the dangers of gangs. And, most importantly, they will need a commitment from the community they serve that demonstrates that gangs are not welcome in their community. As the incidents of gang violence and gang related criminal activity begins to touch more and

more of the community, the citizens, businesses and community groups will begin to increase their support of the Police Department's eradication efforts. They will take an active interest in the elimination of gangs and will join with law enforcement in its commitment to solving the problem.

Community commitment includes a desire to become educated about gangs and gang prevention programs, as well as the development of alternatives such as athletic leagues, scouts, job training, and educational opportunities. A refocusing of lifestyles back to the family where parents take an active interest in the activities of their children is paramount. Eradication programs to eliminate graffiti, passage of local legislation that helps dissuade gang activity, and a general bonding of the entire community that declares its city "gang free" are necessary elements.

#### Recommendations

It is recommended that any agency that is beginning to experience the emergence of youth gangs within its community look at the policy statements presented in this paper. They are in essence the heart and soul of the study. The policies demonstrate the need to address the problem in two time frames, the present and the future. It goes without saying that the police chief of one of these agencies will be starting to feel the public pressure associated with gangs and gang violence. For this reason, the present state will undoubtedly deal with an enforcement approach aimed at protecting the community and ridding itself of gangs.

Gang activity is not limited by city limits. In order for a community to protect itself from gangs, police departments need to band together and form regionalized task forces that increase their enforcement influence over several communities. A gang task force will allow an economic approach to a burgeoning problem. Combined resources, combined staffing and a combined effort will permit individual agencies to train the remainder of their police force on community issues other than gangs. Without the task force approach, all elements of the police department will be directed toward the problem and the level of general police services will decrease. To further thwart the efforts of gangs, citizen and student groups should be mobilized to provide public services in the areas of graffiti removal. This would reduce the possibility of gang retaliation associated with gang graffiti.

Enforcement activities are effective for only as long as they last. As soon as the efforts are channelled elsewhere, the gangs will return. Therefore, it is imperative that a program of education, gang alternatives and community support be developed along the way. In so doing, a solid foundation of resistance toward gangs will prevail and a shift in enforcement activity and the future state of a gang free community will result.

The assignment of a full time police officer to each junior high and high school campus will enable the Police Department to interact freely with the "at risk" students that may be attracted to a gang. With the number of students entering the system each year increasing, it is more important than ever to reach them before they become committed to the gang lifestyle. Without this police presence, the potential for campus violence by student gang



members will increase.

In addition to the campus officer, a gang syllabus that fits into the DARE curriculum should be added to that already successful program. The time spent by the Police Department today will save countless hours in the future.

The Police Department will need to establish a community liaison group that will afford them the opportunity to interact closely with various aspects of the population. By organizing this group and listening to their concerns, the Police Department should gather support in their efforts to deal with the gang presence. This support can evolve into both political support and financial support for the programs necessary in the abolishment of gangs from the community.

#### Future Implications

Gangs and gangs violence are not a new phenomenon. What is new is the migration of gangs from the inner cities to the suburbs and emerging cities. Gangs are virtually out of control in the larger cities, and if cities that are just beginning to feel their presence do not take a stand now the battle will be lost there as well. The actions taken by these cities over the next ten years will set the tone for their future. They will need to create partnerships with all aspects of their communities - partnerships with the schools, the business organizations, the judicial systems, the political groups, the community action groups and with the ethnic minorities.

Removal of gangs from a community cannot be accomplished by the police departments alone. It requires a joint effort by the entire community. Without this alliance, youth gangs will continue to grow and prosper until they are totally out of control.

What is not addressed in this study and what may be "food for thought" for future studies is what impact will a continuing immigration of Hispanics, Filipinos, Asians and Pacific Islanders have on the growth of gangs in California and what impact will an increased enforcement posture toward these groups have on the relationships between law enforcement and these cultural communities?

**APPENDIXES**

APPENDIX A

QUESTIONNAIRE

1. Are youth gangs present in your city?

Yes  
 No

If the answer is "yes", please continue with the questionnaire. If the answer is "no" you are finished.

2. Would you consider your gangs

Emerging?  
 Established?  
 Entrenched?

3. Do you have specialized enforcement units (gang suppression units, task force, etc.) to address the youth gangs?

Yes  
 No

If yes, what type? Please explain briefly.

4. Do you have a gang intervention/prevention program (e.g. DARE, community meetings, business involvement, school programs, etc.)?

Yes  
 No

If yes, please explain briefly.

5. If you have such a program, do you consider it effective?

Yes  
 No

6. Does your department have a good working relationship with your school district, business community and citizenry in addressing the gangs in your city?

Yes  
 No

If yes, please give a brief explanation.

7. Do you think your efforts in controlling gangs have been effective?

Yes  
 No

8. Should I have additional questions regarding your agency's handling of gangs, is there someone I may contact directly for the information?

Yes  
 No

If yes,

Name

Rank

Dept

Address

Phone

Best time to call

Please return the questionnaire to:

Captain Keith Jackson  
Fremont Police Department  
39710 Civic Center Drive  
Fremont, California 94537

OR

FAX (415) 797-3721

## APPENDIX B

### CITIES SURVEYED

1. Alameda
2. Anaheim
3. Brea
4. Buena Park
5. Costa Mesa
6. Daly City \*
7. Garden Grove
8. Glendale
9. Hayward
10. Modesto \*
11. Monterey Park
12. Montebello
13. Mountain View
14. Ontario \*
15. Orange
16. Palo Alto
17. Pasadena \*
18. Pomona \*
19. Redwood City
20. Richmond
21. Salinas \*
22. San Leandro \*
23. San Mateo
24. Santa Clara \*
25. Stockton \*
26. Sunnyvale \*
27. Torrance
28. Upland
29. West Covina
30. Westminster

\* Cities where follow-up interviews were conducted.

## APPENDIX C

### ADDITIONAL INTERVIEWS

1. School administrator
2. Assistant District Attorney
3. Probation officer
4. Executive Vice President, Chamber of Commerce
5. Member, Chamber of Commerce



## APPENDIX D

### PANEL MEMBERS

1. Deputy Chief of Police, Fremont Police Department
2. Captain, Neighboring Police Department
3. Lieutenant, Second Neighboring Police Department
4. Lieutenant, Fremont Police Department
5. Detective (Gang Expert), Fremont Police Department
6. Administrative Officer, Fremont Police Department
7. Vice Principal, Fremont Unified School District

## APPENDIX E

### TRENDS

1. Younger gang members.
2. Number of field officers per 1000 citizen population.
3. Formation of white gangs.
4. East Indian gangs.
5. Continued recidivism.
6. Black street gangs.
7. School campus violence.
8. Level of ethnic population between the ages of 12 and 22 years.
9. Other crimes to support lifestyles.
10. Civil disobedience for media attention.
11. Violence against citizens who act out against drug gangs.
12. Low income housing projects.
13. Latchkey kids.
14. Number of identified gang members per 1000 citizen population.
15. Level of cooperation between agencies regarding enforcement.
16. New immigrants from Latin America and Asia.
17. Level of political involvement of Filipino community.
18. Job opportunities for teenagers.
19. Percentage of gang related calls compared to all other calls for service.
20. High cost of living drives gang members out of their communities.
21. Community education programs about gangs by police.
22. Relocation of minority gang members into suburbs.
23. Schools change operating times.
24. Availability of funding.
25. Average time calls held before dispatch.
26. Emergence of political gangs.
27. High school dropouts.
28. Change in white population.
29. Recreational alternatives.
30. Percentage of time spent by field officers on gangs.
31. Gangs better organized and less visible.
32. Illegal incomes through drug distribution.
33. Illegal drug use by all aspects of society.
34. Legitimate businesses via illegal profits.
35. Public tolerance of crime.
36. Vigilantism.

37. Early intervention.
38. Availability of teachers.
39. Gang weaponry.
40. Number of single parent families.
41. Immigrant's distrust of law enforcement.
42. Gang enforcement programs.
43. Enforcement posture toward gangs.
44. Conviction rate of gang members.
45. Educational opportunities.

## APPENDIX F

### EVENTS

1. Inception of D.A.R.E. program into schools.
2. The age of juveniles tried as adults drops to 14 years.
3. Government change in the Philippines causes increase of Philippine immigrants to U.S. Fremont Philippine population up 20%.
4. Police administration shifts to a liberal mode.
5. Gang violence becomes regionalized.
6. Assassination of police/public official by gangs.
7. Gang related "drive-by" shooting at school.
8. State law closes campuses during school hours.
9. Gang related calls up 10%.
10. Private business/industry donates money to fight gangs.
11. School district demands full time police presence on campus.
12. Gang uniforms/symbols upheld as First Amendment rights.
13. Filipino councilman claims racial harassment by police.
14. Recriminalization of status offenders.
15. Twenty officers reassigned to gang detail from patrol with no replacements.
16. State mandates requirement on reporting incidents of gang violence.
17. Ethnic Police Officers Association formed.
18. Oakland overwhelmed by violence.
19. East Palo Alto drug lord killed at Fremont home.
20. Federal juvenile omnibus crime bill passes.
21. School district requires ethnic studies program for all students.
22. Citizens pass tax to fight gangs.
23. Schools go to year around attendance.
24. Newark and Union City declare themselves "gang free" zones.
25. Vietnamese emulate black gangs.
26. Drugs decriminalized.
27. City loses suit for harassment, direction of enforcement slackens off.
28. Solidarity by gangs. Turf zones defined and agreed to.
29. Death squads materialize.
30. Draft reinstated.
31. Chief requires two man patrol units on certain shifts.
32. Long term undercover operation infiltrates gangs.
33. Increased demands by parents for safer school environments.
34. School district goes bankrupt due to loss of students to private schools.
35. School bonds defeated.

36. District Attorney's office faces cutbacks resulting in fewer prosecutions.
37. Teachers quit due to gang violence.
38. Prison bonds pass.

## APPENDIX G

### FORECASTED TRENDS

The following table illustrates the nominal group technique panel's median results for the trend forecasts. The panel used a ratio scale in forecasting the magnitude of the trends. A value of 100 was assigned to "today" and the five and ten year forecasts are based on the value of 100 as a starting point. For the forecasts for five and ten years from "today", the panel supplied both nominal (will be) and normative (should be) estimates.

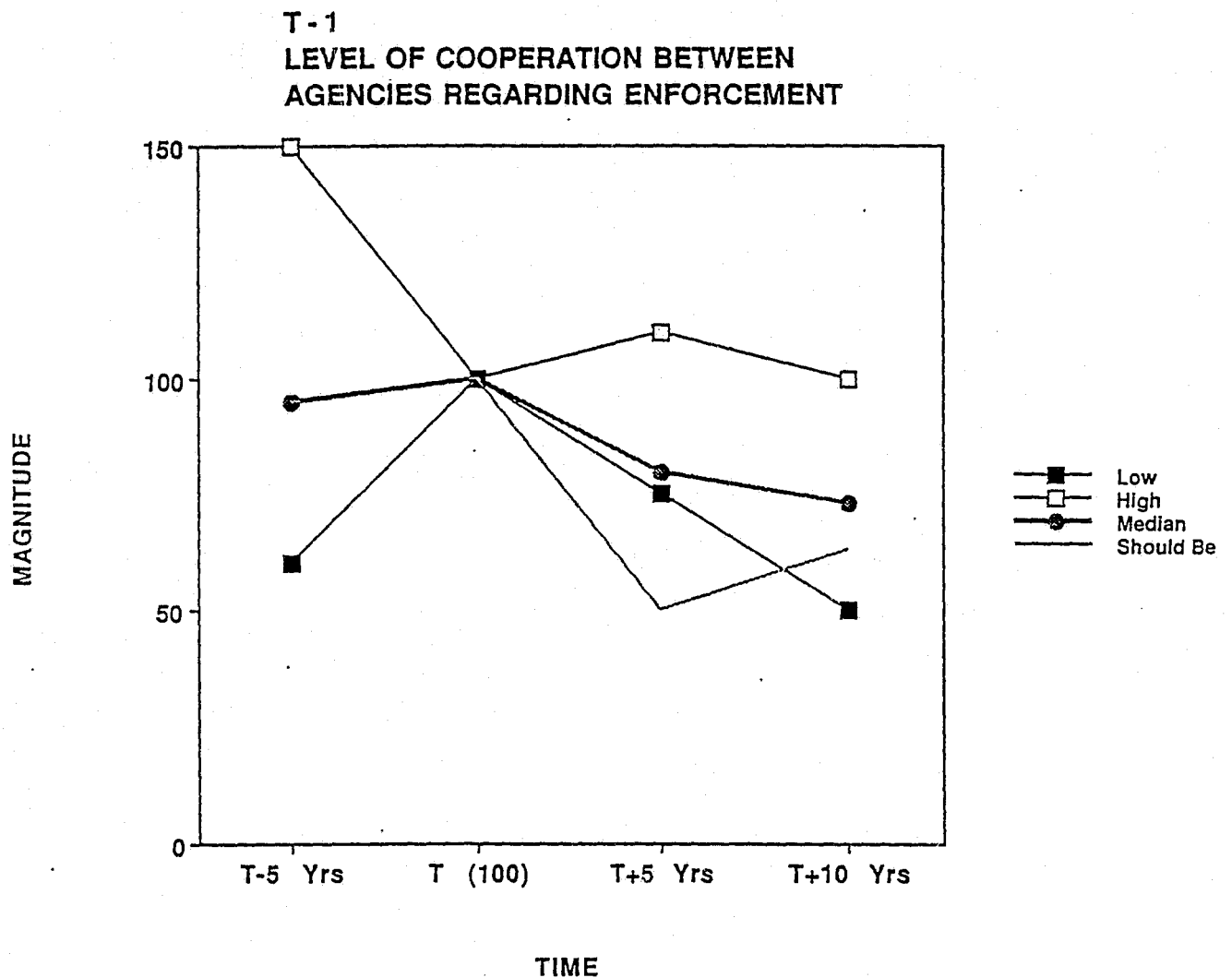
#### TREND EVALUATION

TREND STATEMENT		LEVEL OF THE TREND* (Today = 100)			
TREND #		5 YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
T-1	LEVEL OF COOPERATION BETWEEN AGENCIES REGARDING ENFORCEMENT	95	100	80 50	73 63
T-2	PERCENTAGE OF TIME SPENT BY FIELD OFFICERS ON GANGS	50	100	138 95	145 83
T-3	AVAILABILITY OF FUNDING	35	100	150 200	138 175
T-4	SCHOOL CAMPUS VIOLENCE	40	100	150 65	163 50
T-5	COMMUNITY EDUCATION PROGRAMS BY POLICE REGARDING GANGS	0	100	150 175	150 175

WILL BE	SHOULD BE
------------	--------------

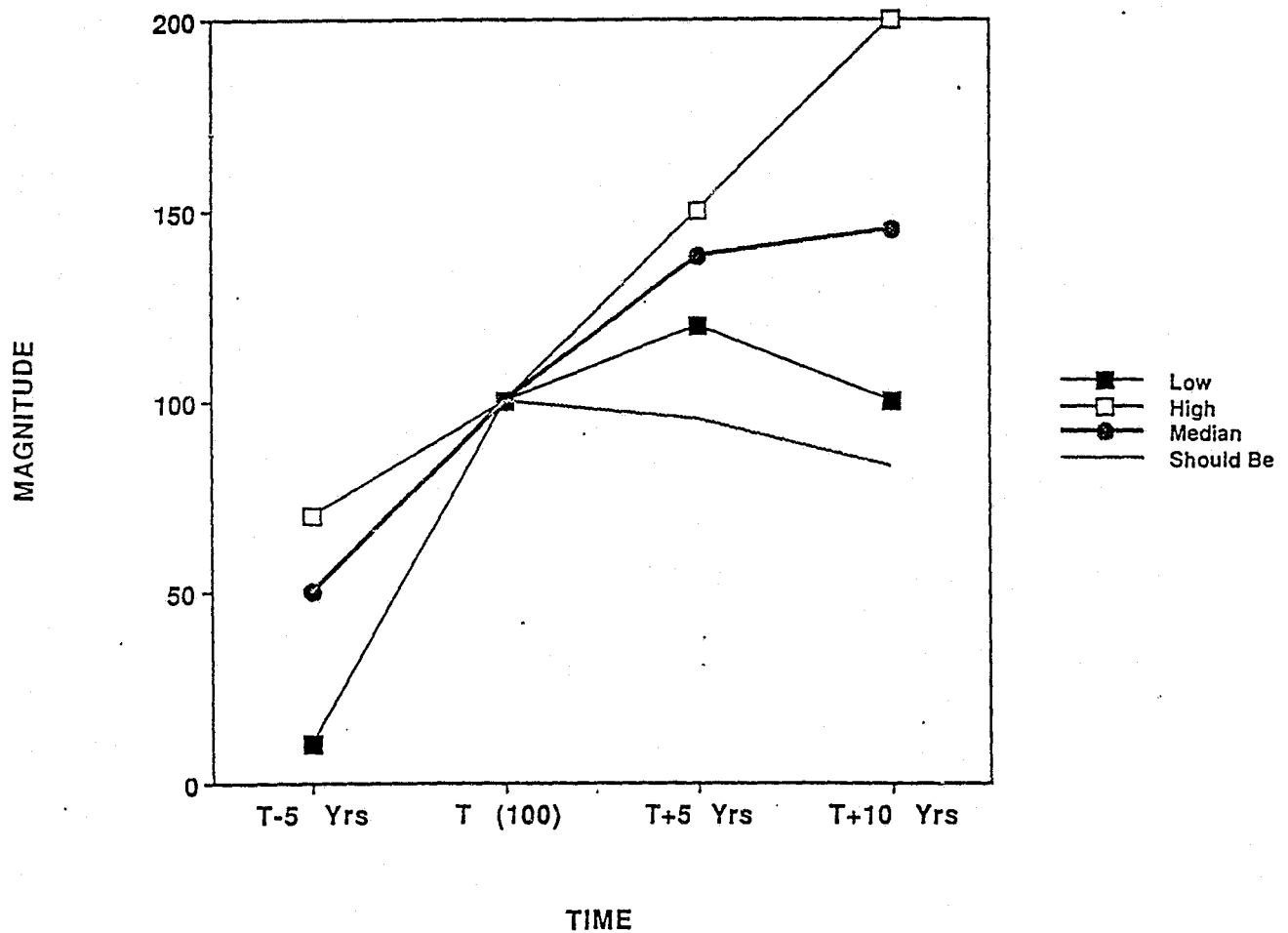
\* PANEL MEDIAN FORECASTS  
N=7

The following figure illustrates the panel's forecast as to the level of cooperation demonstrated between law enforcement agencies regarding the enforcement of gang related activity. Although the forecasted level shows a decline, this was looked at positively. As gang activity declines, as a result of improved enforcement methods and educational programs, each agency will refocus their attentions more on their own communities. Since there will be less of a need for cooperation between agencies, this cooperation will drop off.



The following figure deals with the amount of time out of a police officer's day that is spent on gang related activity. The panel's forecast shows that the time spent will continue to increase over the next ten years. As the level of cooperation between agencies declines, the burden will again be put back on the individual agencies to police their own problems. The police must maintain their presence in order to maintain their control of the situation.

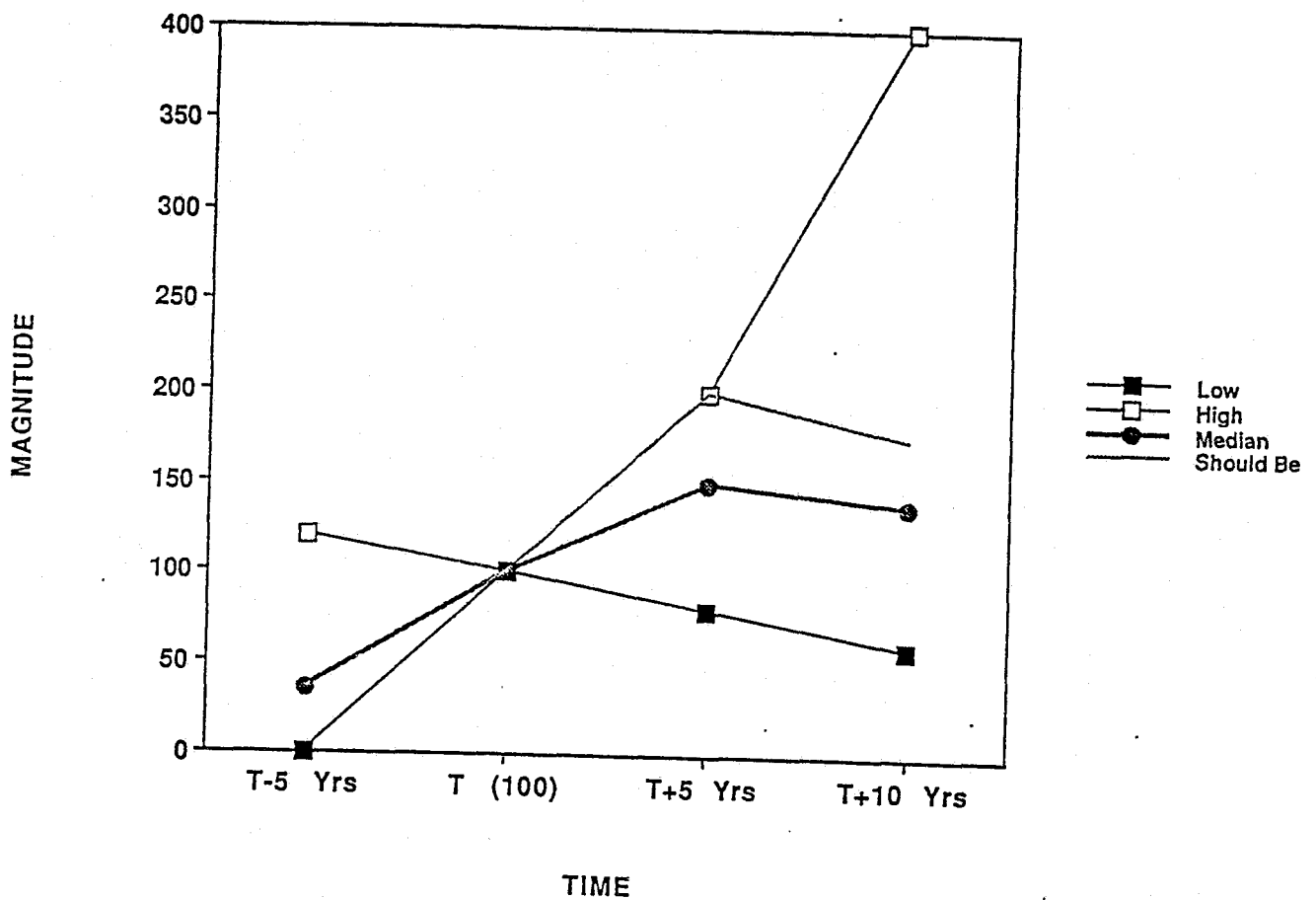
T - 2  
PERCENT OF TIME SPENT BY  
FIELD OFFICERS ON GANGS



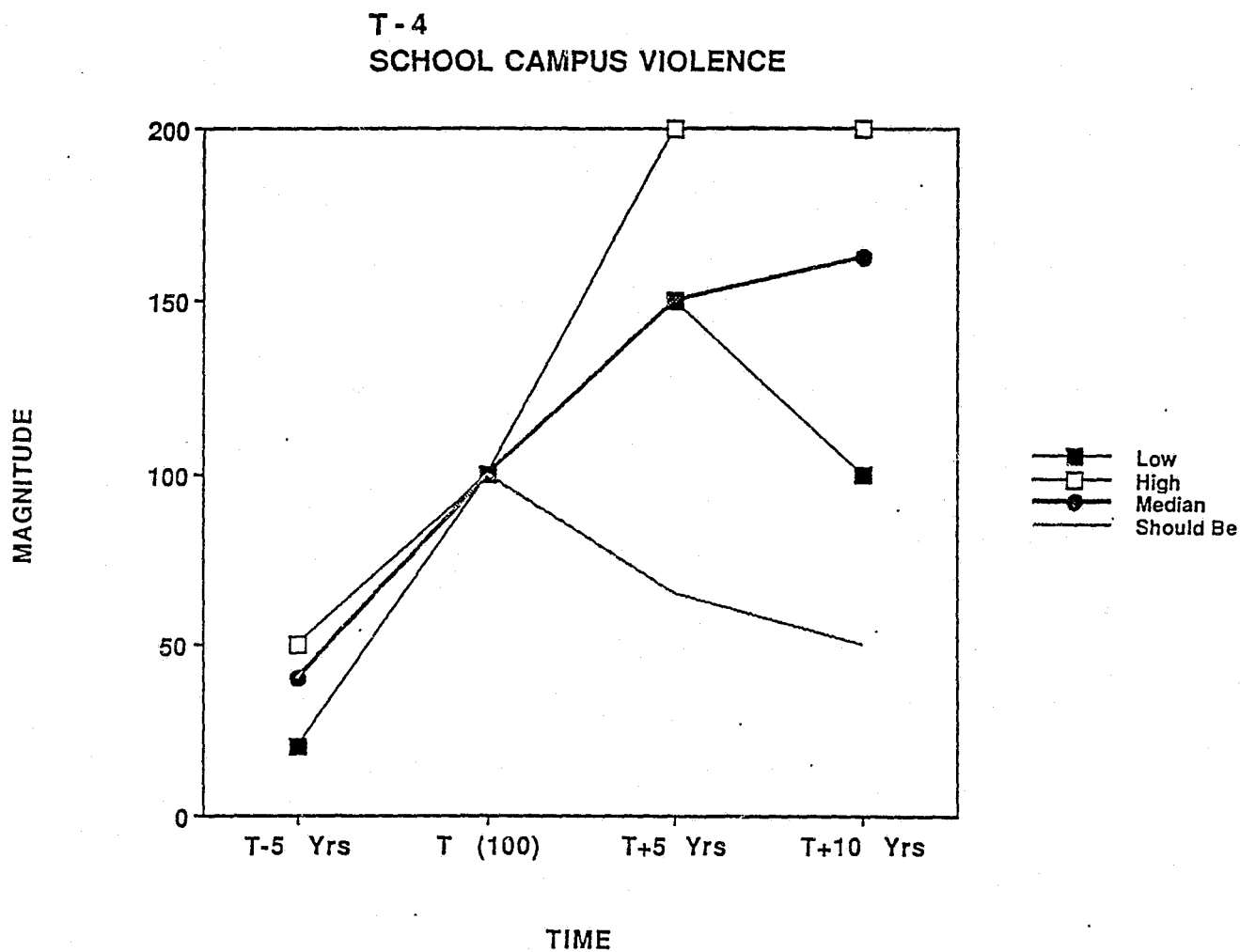


Trend 3 shows the availability of funding that can be used to address the gang problem. The panel median shows that there will be one and on half times as much money five years from now as there is today to address gangs. It also demonstrates that between five and ten years there will be a decline. As the gang problem comes under control, it will take less money to monitor and this money can be redirected to other programs and problem areas.

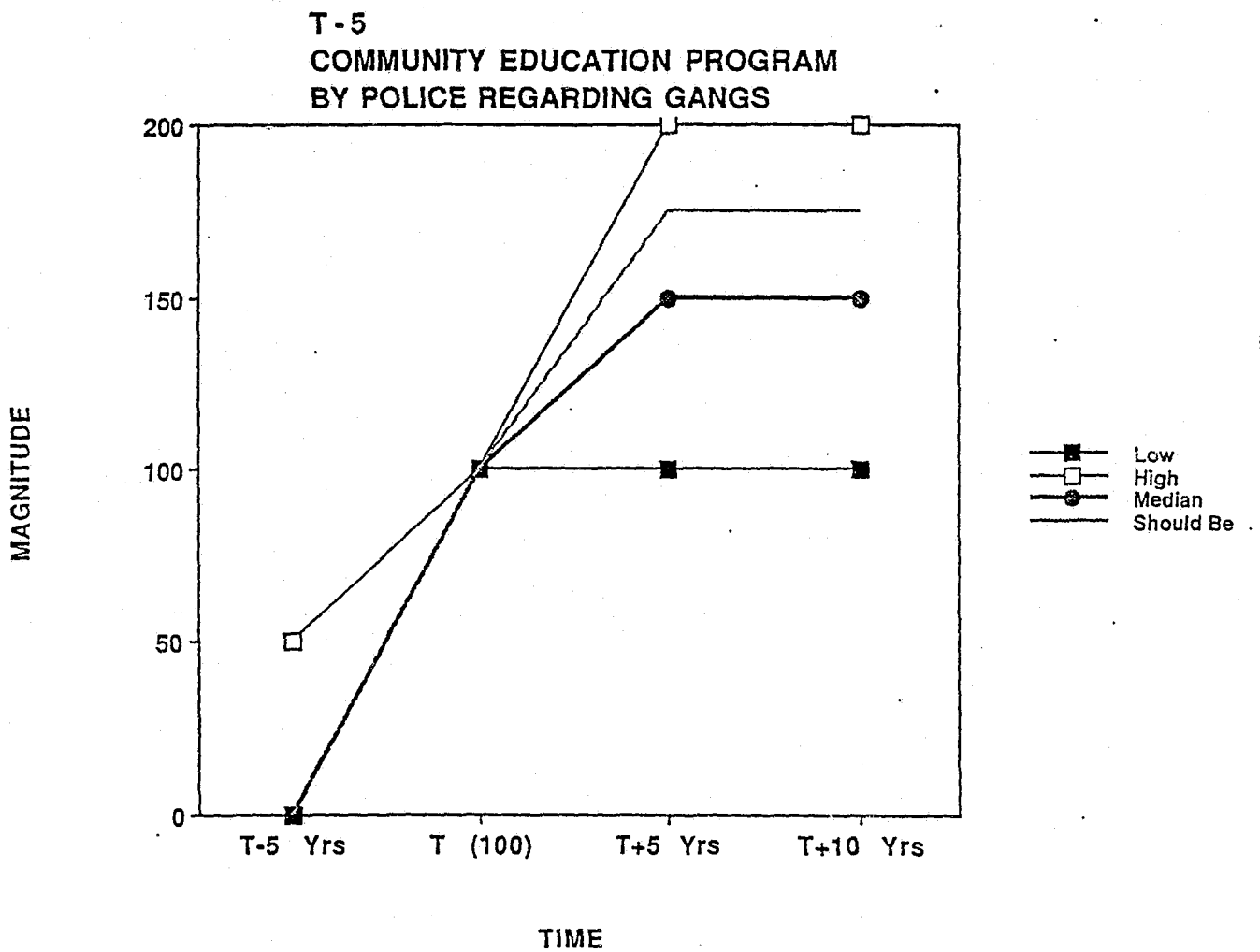
T-3  
AVAILABILITY OF FUNDS



The next figure illustrates the level of gang related violence on junior high and high school campuses over the next ten years. The panel's forecast indicates a large increase in the next five years but a leveling off for the five years following. The second five years may indicate some success with programs being put into effect during the first five year period.



The Trend 5 forecast deals with the number of community education programs on gangs that are available to the police for presentation to the public. Since gang activity is a fairly new phenomenon in this community it is not surprising that the panel saw no programs available five years ago. The panel forecasted a definite increase in the number of programs available within the next five years but sees no increase in the number available between the five year mark and the ten year mark.



## APPENDIX H

### FORECASTED EVENTS

When the Nominal Group Technique panel identified and defined the five events that they chose to deal with they forecasted these events on a probability scale. Zero meant that the event probably would not occur and 100 meant that it probably would occur. The panel also forecasted the number of years, from now, when the probability would first exceed zero. They also evaluated the positive and negative impact the event would have on the issue if it actually occurred. The following table illustrates the panel's median results for the forecasted events.

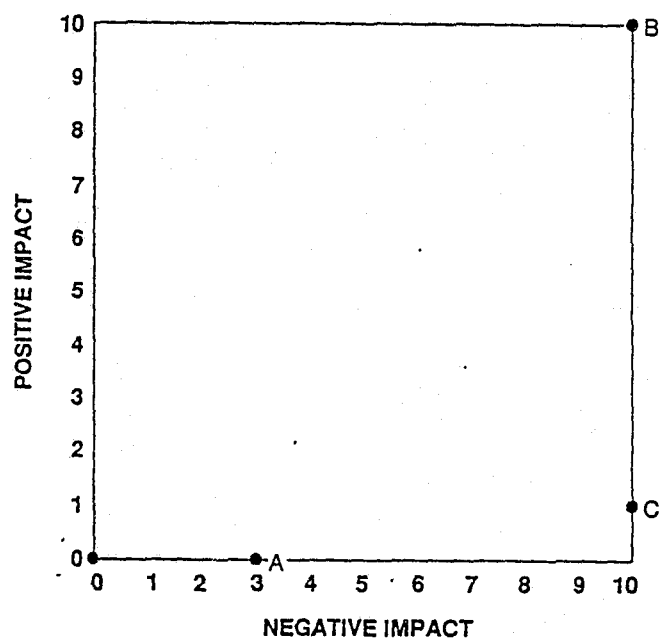
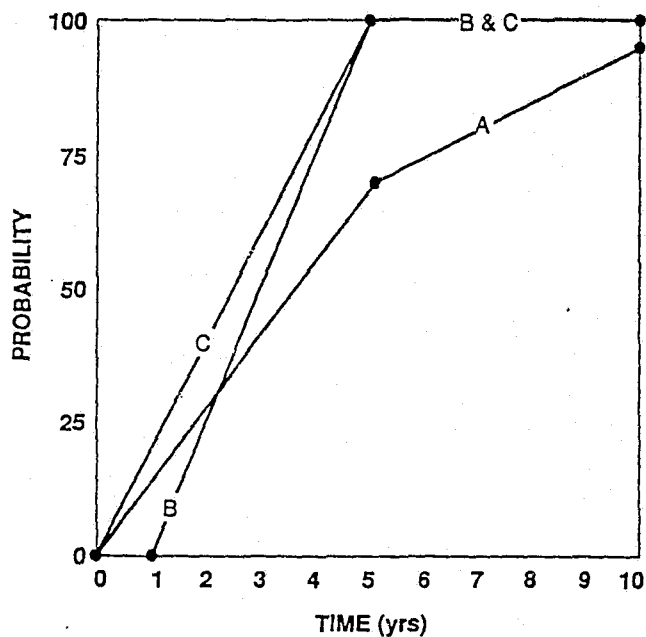
EVENT EVALUATION

EVENT #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY*		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED*	
			5 YEARS FROM NOW (0-100%)	10 YEARS FROM NOW (0-100%)	POSITIVE (0-10 SCALE)	NEGATIVE (0-10 SCALE)
E-1	GANG RELATED DRIVE-BY SHOOTING AT SCHOOL	0	100	100	1	10
E-2	GANG VIOLENCE ENFORCEMENT BECOMES REGIONALIZED	2	60	80	8	0
E-3	SOLIDARITY BY GANGS TURFS DEFINED AND AGREED TO	2	50	60	0	8
E-4	SCHOOL DISTRICT DEMANDS FULL TIME POLICE PRESENCE ON CAMPUS	2	60	100	7	0
E-5	GANG RELATED CALLS UP 10% OVER PAST YEAR	2	100	100	4	8

\* PANEL MEDIAN FORECASTS  
N=7

The following figure illustrates the panel's forecast regarding the probability that a drive-by shooting would occur at a junior high or high school within the district. Their results indicate that such a shooting will probably occur and that such an incident can occur anytime after today. If this should occur the probability of forming a gang task force would be greatly enhanced. The impact was seen as being predominantly negative on the issue.

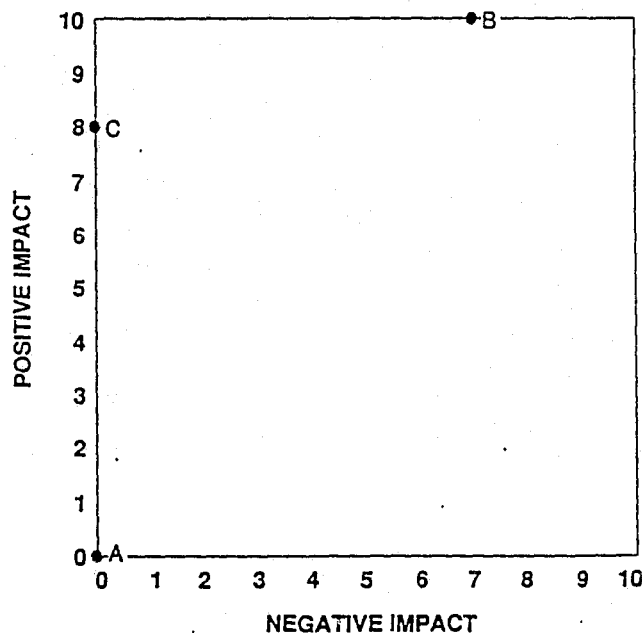
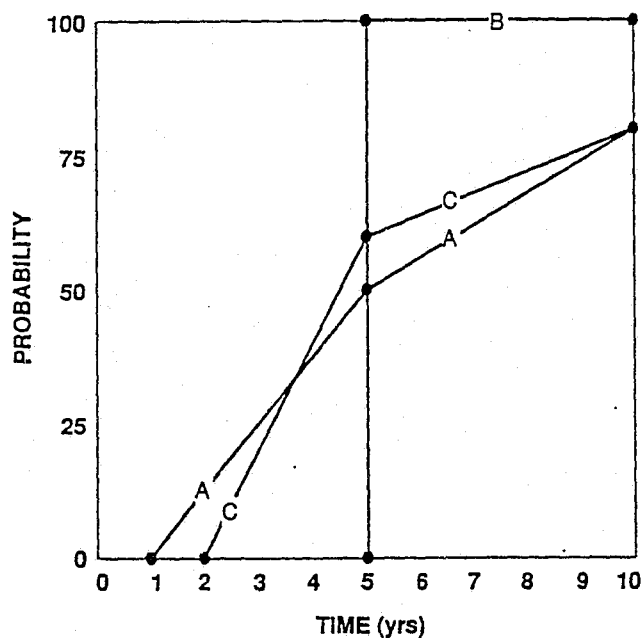
E-1  
GANG RELATED  
DRIVE-BY  
SHOOTING AT SCHOOL



A = Low  
B = High  
C = Median

The following figure deals with the panel's forecast regarding the probability that some form of gang violence enforcement would become regionalized. Their results indicate that this would probably not occur before two years but also that the probably of occurring between years two and five are better than average. By the end of year ten, there exists a strong probability that regional enforcement will occur. It was felt that dwindling resources would make this an attractive alternative. The panel saw this event as having a strong positive impact on the issue should it occur.

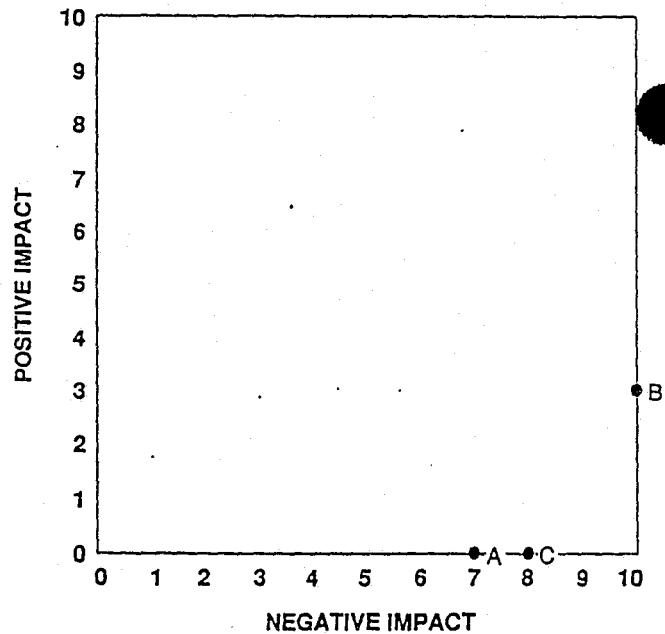
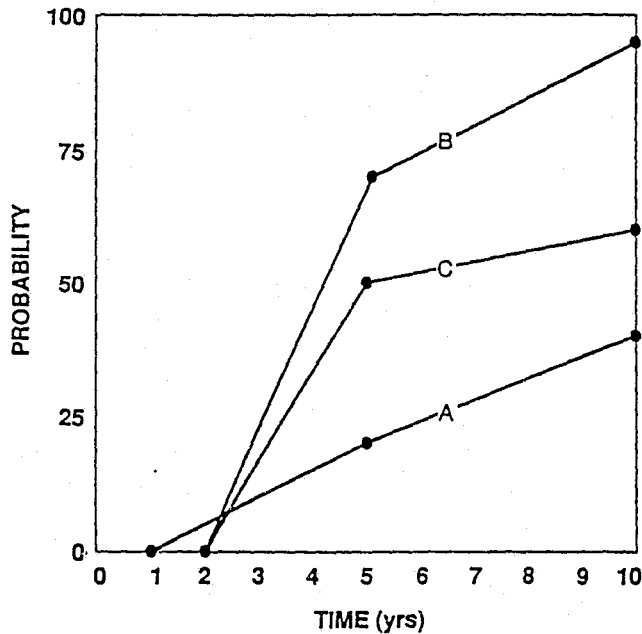
E-2  
 GANG VIOLENCE  
 ENFORCEMENT  
 BECOMES REGIONALIZED



A = Low  
 B = High  
 C = Median

The panel's forecast on the probability that gangs would solidify their relationships with each other and carve up recognized areas in which to operate is illustrated in the next figure. The results indicate that this would probably not occur within the next two years but that it had an equal chance of occurring within the three years following. There is only a slightly higher probability that it would occur between years five and ten. The strong motivator in solidarity would be profit. Gang wars are costly and cut into the profits of criminal activity. If this occurs it was seen as having a negative impact on the issue at hand.

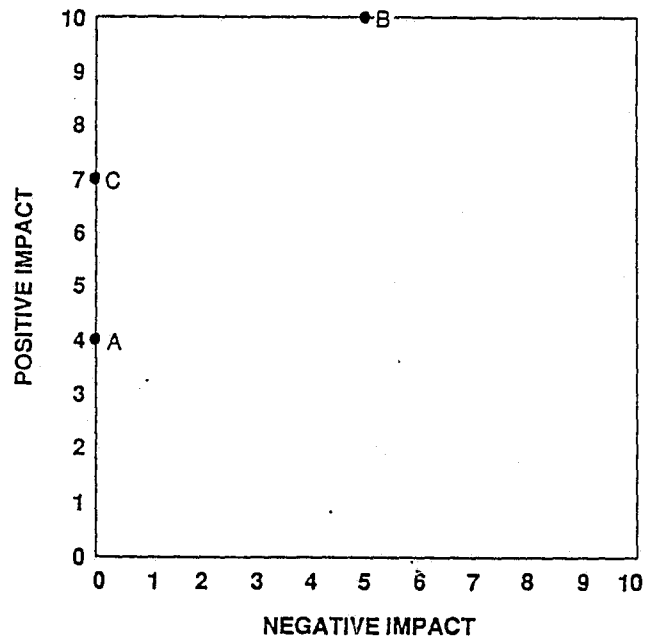
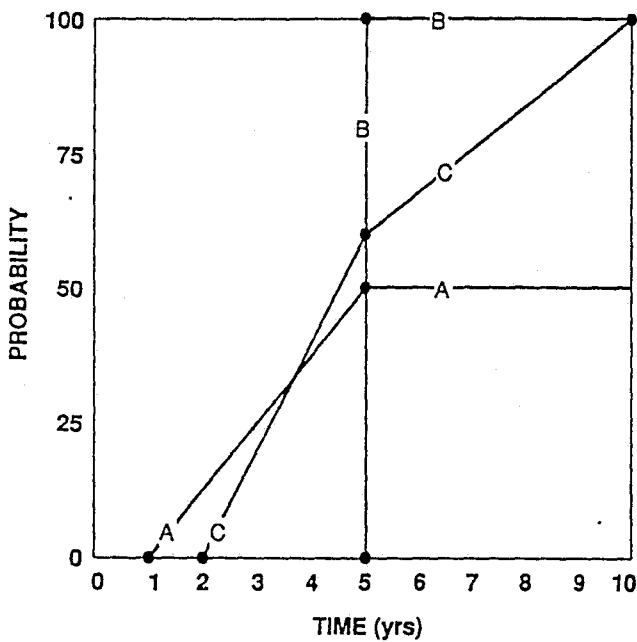
E-3  
 SOLIDARITY BY GANGS  
 TURFS DEFINED AND  
 AGREED TO



A = Low  
 B = High  
 C = Median

The next figure shows the panel's forecast regarding the probability that the school district would demand a police officer on the campuses of all junior high and high schools on a full time basis. Again, this was not seen as occurring within the next two years, but it has a better than average probability between years three and five, and it will most probably occur within the ten year forecast. Should a campus shooting occur, the time frame for this event would undoubtedly move forward. The panel saw this as having a positive impact on the issue if it occurred.

E-4  
SCHOOL DISTRICT  
DEMANDS FULL TIME  
POLICE PRESENCE ON  
CAMPUS

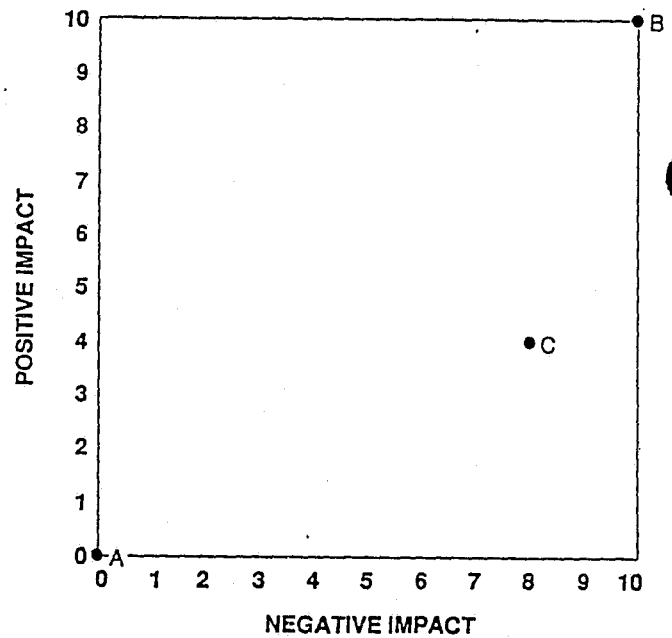
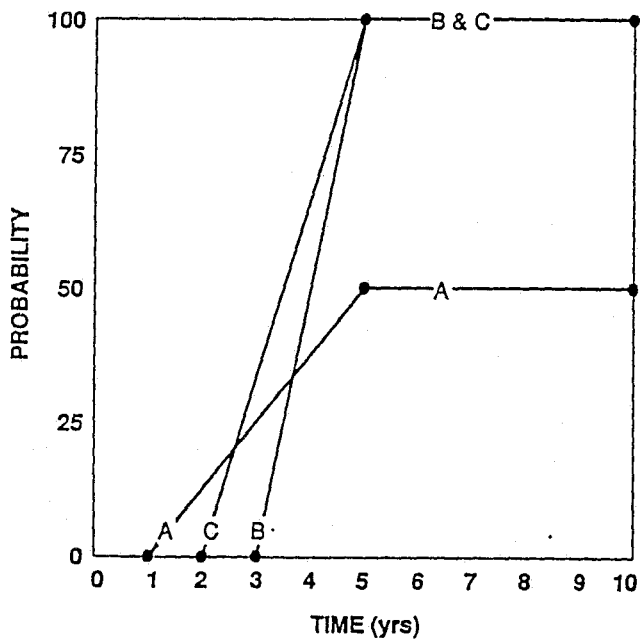


A = Low  
B = High  
C = Median



The following figure deals with the panel's forecast regarding the probability that gang related calls requiring police intervention or presence would increase 10 percent over last year's total. The panel saw this as not occurring before year two in the forecast but after that the probability of occurring within the forecasted time span was almost definite. This issue got mixed reviews showing a two to one ratio as a negative impact on the issue if it occurred.

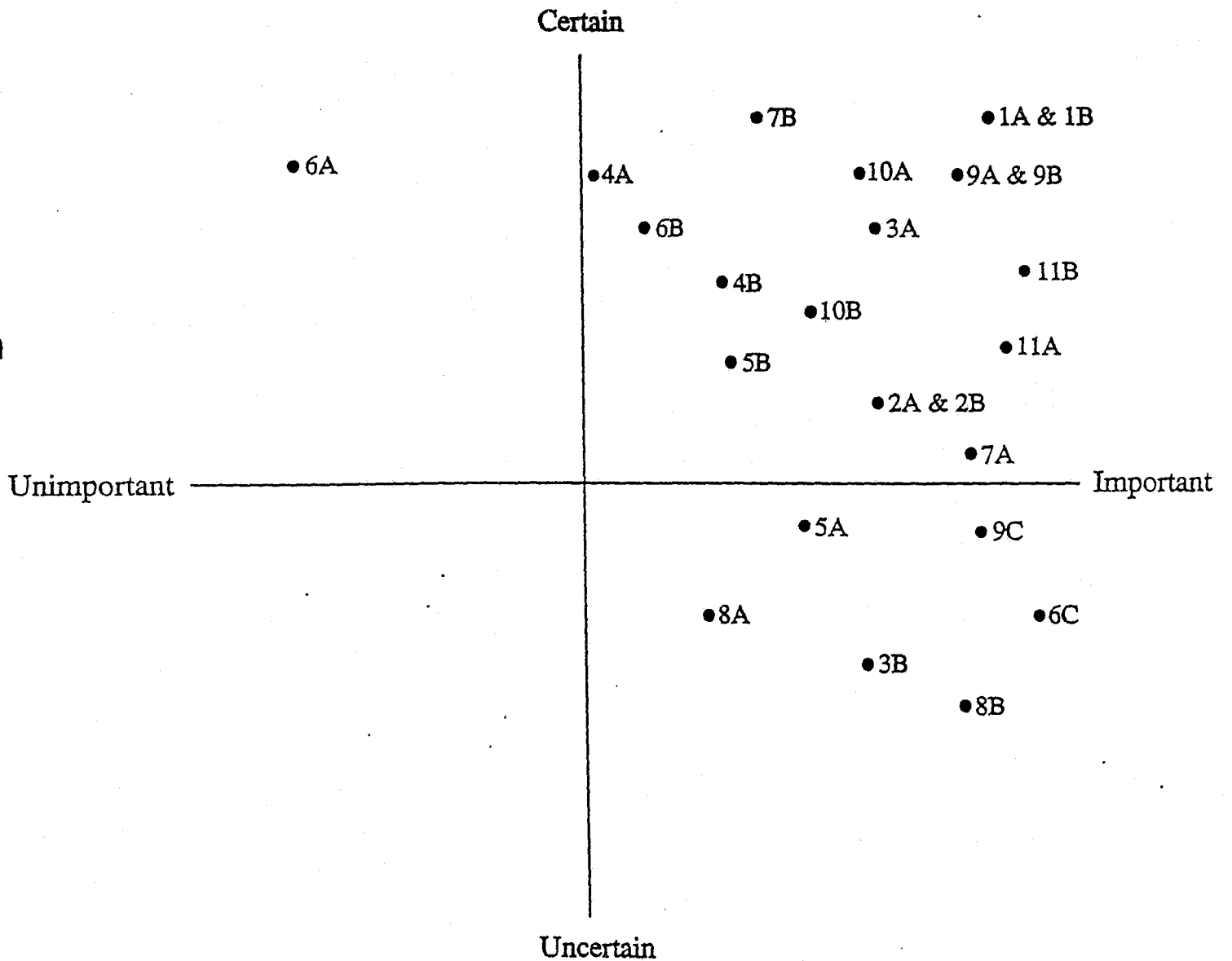
E-5  
 GANG RELATED CALLS  
 UP  
 10% OVER PAST YEAR



A = Low  
 B = High  
 C = Median

APPENDIX I

# Strategic Assumption and Surfacing Map



The following stakeholders were identified as possessing key positions in relationship to the implementation of a strategic plan aimed at addressing gang violence and its impact on the ability of the Fremont Police Department to provide police services. Assumptions were made and assigned to each stakeholder regarding their position and these assumptions were plotted on an axis of importance and certainty. The Strategic Plan can then be analyzed based upon the location of these plots. The assumptions located in the "certain/important" quadrant lend themselves easily to a plan as the reaction is fairly predictable. Those plots that fall in the "uncertain/important" quadrant must be planned for carefully. Several approaches must be looked at for each item for it is these assumptions that have the greatest ability to impact the success of the Strategic Plan.

1. Fremont City Council
  - A. The City Council supports the Police Department and its current enforcement posture.
  - B. The City Council wants gangs and gang activity eliminated from the city of Fremont.
2. Human Relations Commission
  - A. The Commission is suspicious of police tactics when it comes to dealing with minorities.
  - B. The Commission is more supportive of minority groups than the Police Department.

3. Fremont Unified School District
  - A. The District is supportive of police actions towards gangs.
  - B. The District's current difficulties will make them demand more of the Police Department in regards to enforcement of gangs and their related activities.
4. News Media
  - A. The news media consider themselves the watchdogs of police activity.
  - B. The news media feel that gang violence sells newspapers, so they sensationalize it.
5. ACLU - Snaildarter
  - A. The ACLU opposes any type of selective enforcement.
  - B. They interfere with enforcement activities through legal maneuvers.
6. Gang Leadership
  - A. They possess strong cultural ties.
  - B. They are antagonistic toward the police.
  - C. They enjoy community protection by virtue of their cultural ties.
7. Ethnic Political Action Groups
  - A. They possess feelings of distrust toward the police.
  - B. Their cultural ties are more important to them than their community ties.
8. Neighboring Police Departments
  - A. They do not see gangs as a threat to their cities.
  - B. They are unwilling to support the Fremont Police Department in its gang enforcement endeavors.

9. District Attorney's Office
  - A. The District Attorney supports the enforcement posture of the Fremont Police Department.
  - B. They will prosecute gang members to the best of their ability.
  - C. Reduced County resources will impact their ability to handle a large influx of gang related cases.
10. Community Action Groups
  - A. They demand police intervention in gang activity.
  - B. They are willing to support measures to educate the public on the dangers of gangs.
11. Courts
  - A. They will convict and sentence gang members for gang related activity.
  - B. They will place the convicted gang members on probation rather than incarcerate them due to jail overcrowding.

APPENDIX J

Commitment Chart

Key Player	Block	Let It Happen	Help It Happen	Make It Happen
1. Presiding Judge		X → O		
2. District Attorney	X → O			
3. Police Captain			X → O	
4. Executive Director Chamber of Commerce	X → O			
5. School Superintendent		X → O		
6. Chairperson Human Relations Commission			O → X	
7. Chief Probation Officer		XO		

X = Present Commitment

O = Minimum Commitment Needed

## APPENDIX K RESPONSIBILITY CHART

Decision	Chief of Police	Administrative Services Captain	School Superintendent	Community Relations Unit	Patrol Captain	City Council
Graffiti Eradication Program	S	A	A	R	—	I
Community Liaison Group	I	I	—	R	—	I
School Curriculum	I	A	A	R	—	—
Regional Task Force	A	—	—	—	R	I
School Police Officers	A	I	A	R	I	I
Budget	A	R	—	—	—	S
Meeting with Judicial Elements	A	R	—	—	—	—
Business Community Liaison	I	I	—	R	—	I

R = Responsibility (not necessarily authority)

A = Approval (right to veto)

S = Support (commit resources toward)

I = Inform (to be consulted)

## APPENDIX L

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