

DEPARTMENT OF JUSTICE



OFFICE OF JUVENILE JUSTICE  
AND DELINQUENCY PREVENTION

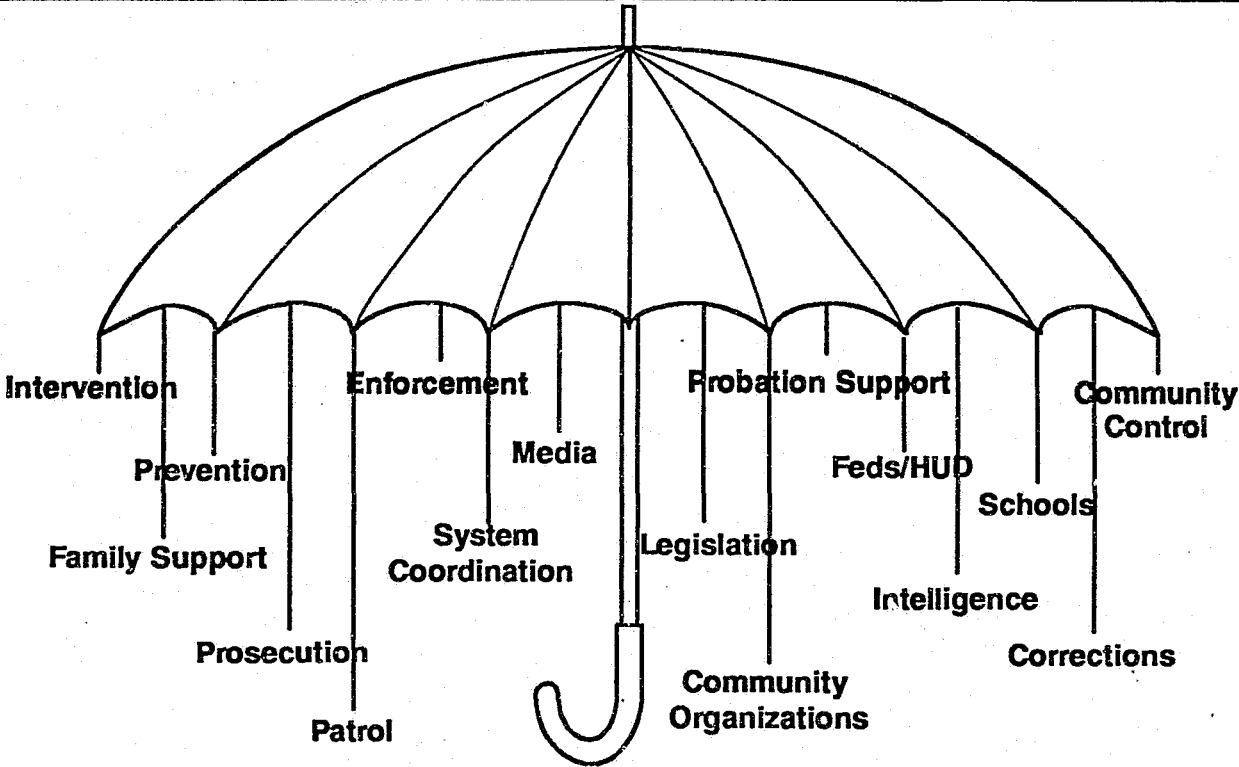
# Gang/Drug Policy

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U.S. Department of Justice

Department of the Treasury  
Federal Law Enforcement  
Training Center  
Glynco, Georgia 31524

# Gang/Drug - Policy Program



OSL1635

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# GANG/DRUG POLICY TRAINING PROGRAM

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# **GANG / DRUG POLICY PROGRAM**

OSL-0149-1

# **Gang / Drug Policy Program**

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## **Mission Statement**

**The mission of the Gang and Drug - Policy Program is to present to key policy makers a collaborative and cooperative interagency process leading to improved public and private youth gang prevention and intervention strategies. The purpose of the program is to minimize youth involvement in gangs and drug activity and the negative impact on the community.**

# **Program Goals and Objectives**

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- **To provide a process for community leaders to recognize the benefit of cooperatively developing a strategy to effectively address the problems resulting from gang activities.**

## **Program Goals and Objectives - (Contd)**

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- **To promote an awareness and recognition of:**
  - **the problems of gangs and drugs**
  - **justice system, process and practices**
  - **behavior patterns of gangs and gang members**
  - **current system practices and projects.**



## **Program Goals and Objectives - (Contd)**

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- **To provide strategies and techniques for public and private interagency partnerships dealing with community gang and drug problems.**

## **Program Goals and Objectives - (Contd)**

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- **To clarify and document the legal roles, responsibilities and issues relating to an interagency approach to the prevention, intervention and suppression of the illegal activities of youth gangs.**

## **Program Goals and Objectives - (Contd)**

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- **To encourage leadership and innovation in the management and resolution of youth gang/drug problems.**

## **Program Goals and Objectives - (Contd)**

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- **To develop or improve the response to gang and drug issues through an effective interagency approach.**

# **Target Audience**

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- 1. Law Enforcement**
- 2. Probation / intake**
- 3. Prosecution**
- 4. Schools**
- 5. Public Housing**
- 6. Judicial**
- 7. City / County Manager**

# **Target Audience - (Contd)**

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**8. Social Service**

**9. State Corrections**

**10. Community**

# Course Outline

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- **Historical Overview of Gang Problems**
- **Drugs Overview**
- **Statistical Overview and Juvenile Justice System**
- **Jurisdictional Team Assessments**
- **Special Topics**

**Law Enforcement: Policy and Tactics**

**Prosecution / Judicial**

**Probation / Corrections / Human Services**

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## **Special Topics**

**Community / Local Government and Media Issues**

**Schools**

**Legal Issues**

- **Inter-Agency Comprehensive Model**
- **Community Model Programs**
- **Implementation Planning**
- **Plan of Action**



# Course Outline

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- **Plan of Action Reports**
- **Technical Assistance**

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# **Gang / Drug Overview**

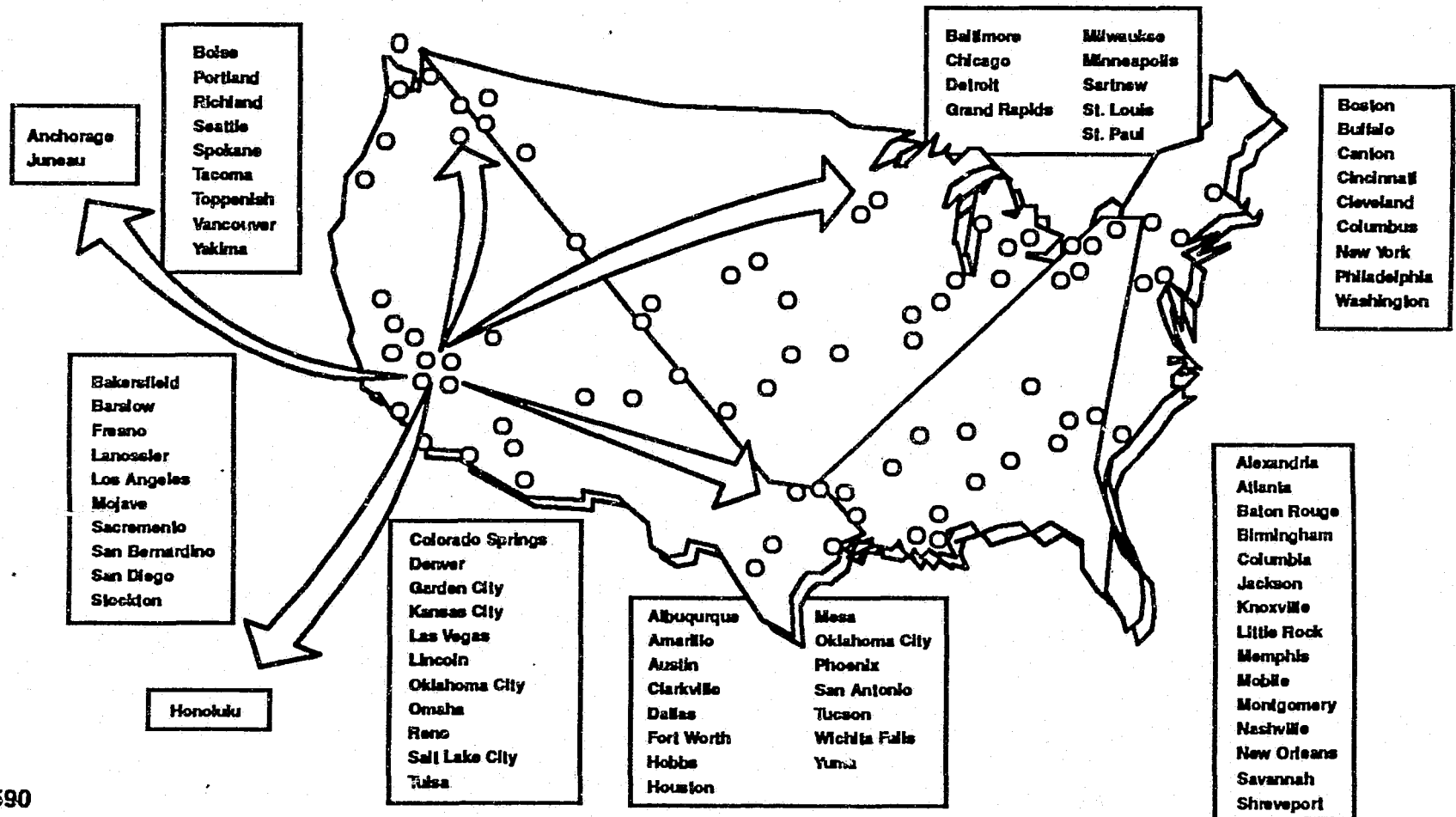
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# Objectives

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- Background of Gangs**
- Growth**
- Gang Characteristics**
- Gang Communication**
- The Seduction**
- Denial**
- Policy Considerations**

# Los Angeles Street Gangs Interstate Narcotic Trafficking



## **Historical Perspective of Gangs (1980's)**

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- Emergence of Crack Changed Street Gangs**
- Large Profits Fueled Increased Violence**
- "For-Profit" Street Gangs Increased in Numbers and Grew Rich**
- Ethnic Orientation Persisted**
- Business Emphasis**
- Nationwide Media Explosion and Federal Involvement**

- 300 Cities - Over 10,000 Population**
- 83% Largest Cities**
- 30% of Cities Over 100,000**

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# Characteristics of Youth Gangs That Have Survived the Test of Time

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- Club - Like - Use of Names, Emblems, Initiations, Rules, and Distinctive Dress**
- "Turf" Oriented; but Definition of "Turf" Changed Over Time**
- Crime, Conflict, and Socially Oriented (or Some Combination of These)**
- Emphasis on Group Loyalty**
- Existence of "Sets"**
  - By Age**
  - By Location**
- Use of Graffiti to Mark Territory**
- Ethnic Orientation**

# Gang Types

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- Traditional
- Cultural
- Neighborhood
  
- Non-Traditional
- Instrumental



# Common Myths

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- Majority of Street Gang Members are Juveniles
- Majority of Gang Related Crimes Involve Gangs vs. Gangs
- All Street Gangs are "Turf" Oriented
- Gang Weapons Usually Consist of Chains, Knives, and Tire Irons
- Females Are Not Allowed to Join Gangs
- All Gangs Have One Leader and Are Tightly Structured
- Graffiti is Merely an Art Form
- One Way to "Cure" Gang Membership is by Locking the Person Away in Prison
- Gangs Are a Law Enforcement Problem

# Gang Structure

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- Hardcore
- Active
- Associate / Peripheral

# Why Kids Join

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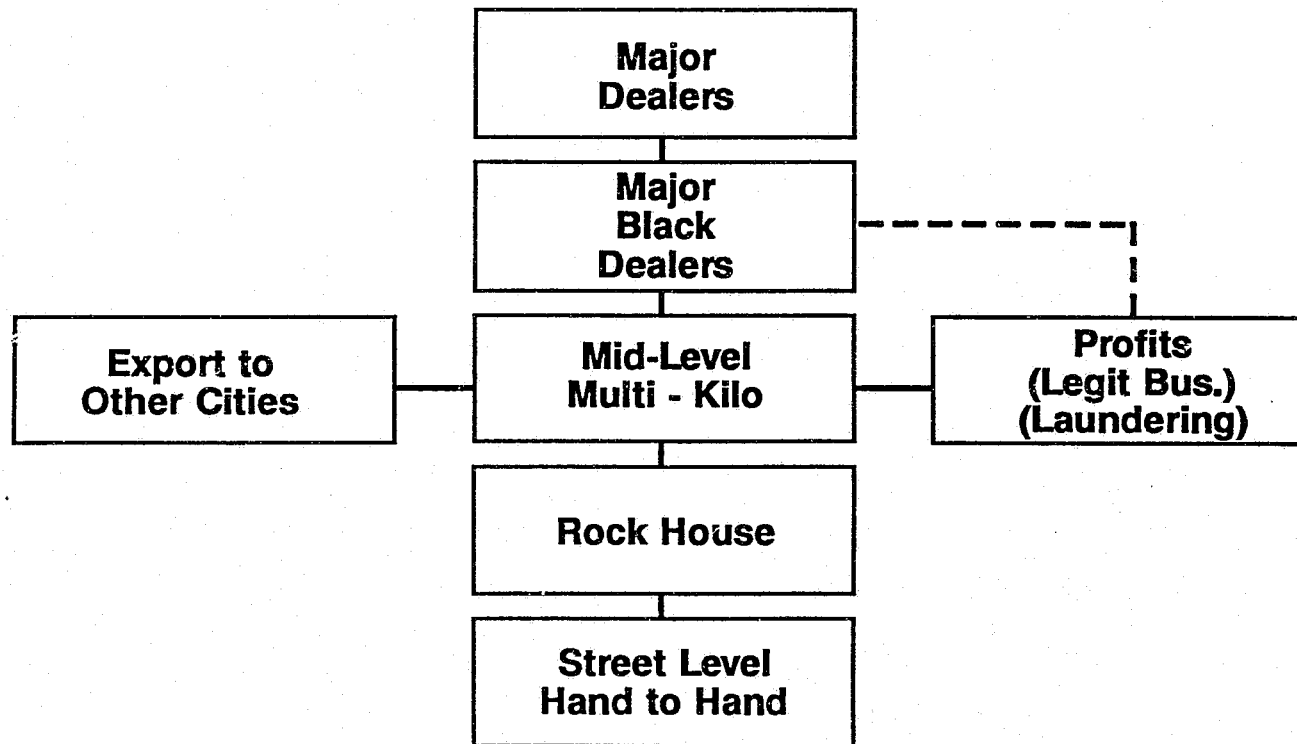
- Recognition
- Tradition
- Family
- Protection
- Fear
- Perceived Opportunity

# Communication

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- Graffiti**
- Hand Signs**
- Tattoos**
- Dress**

# Black Gang Narcotics Organization



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# Travel Characteristics

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- Local Dealers Will Rent Multiple Rooms Within the Same Motel**
- Will Change Rooms Often**
- Prefer Rooms at the Rear or as Far Away From the Manager's Office as Possible**
- Will Decline Maid Service**
- Will Conceal Dope in Rooms Other Than Sleeping Quarters**
- Will Use Pagers to Set up Distribution**
- Excessive Amount of Phone Calls**
- Foot / Vehicle Traffic**

## **Crack Cocaine The Profit Margin**

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- 1 Kilogram = 1000 Grams**
- 1 Kilogram of Cocaine Costs \$12,000**
- Street Value as Rock = \$100 per Gram**
  - \$50 Rock = .50 Gram**
  - \$20 Rock = .20 Gram**
  - \$10 Rock = .10 Gram**
  - \$5 Rock = .05 Gram**
- Street Value of 1 Kilogram = \$100,000**
- Profit on 1 Kilogram = \$88,000**

***The Profit Margin is Over 700%***

# Crack Cocaine Profit

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## A Sample Scenario

- 75 Crack Houses Operating in a City
- Each House Sells 50 Grams Daily  
(Approximately 2 Ounces)
- 75 Houses x 50 Grams Each = 3750 Grams  
Sold Daily
- 3750 Grams = 3.75 Kilograms
- Profit on 1 Kilogram = \$88,000

***Daily Profit = \$330,000***

***Yearly Profit = \$120,450,000***

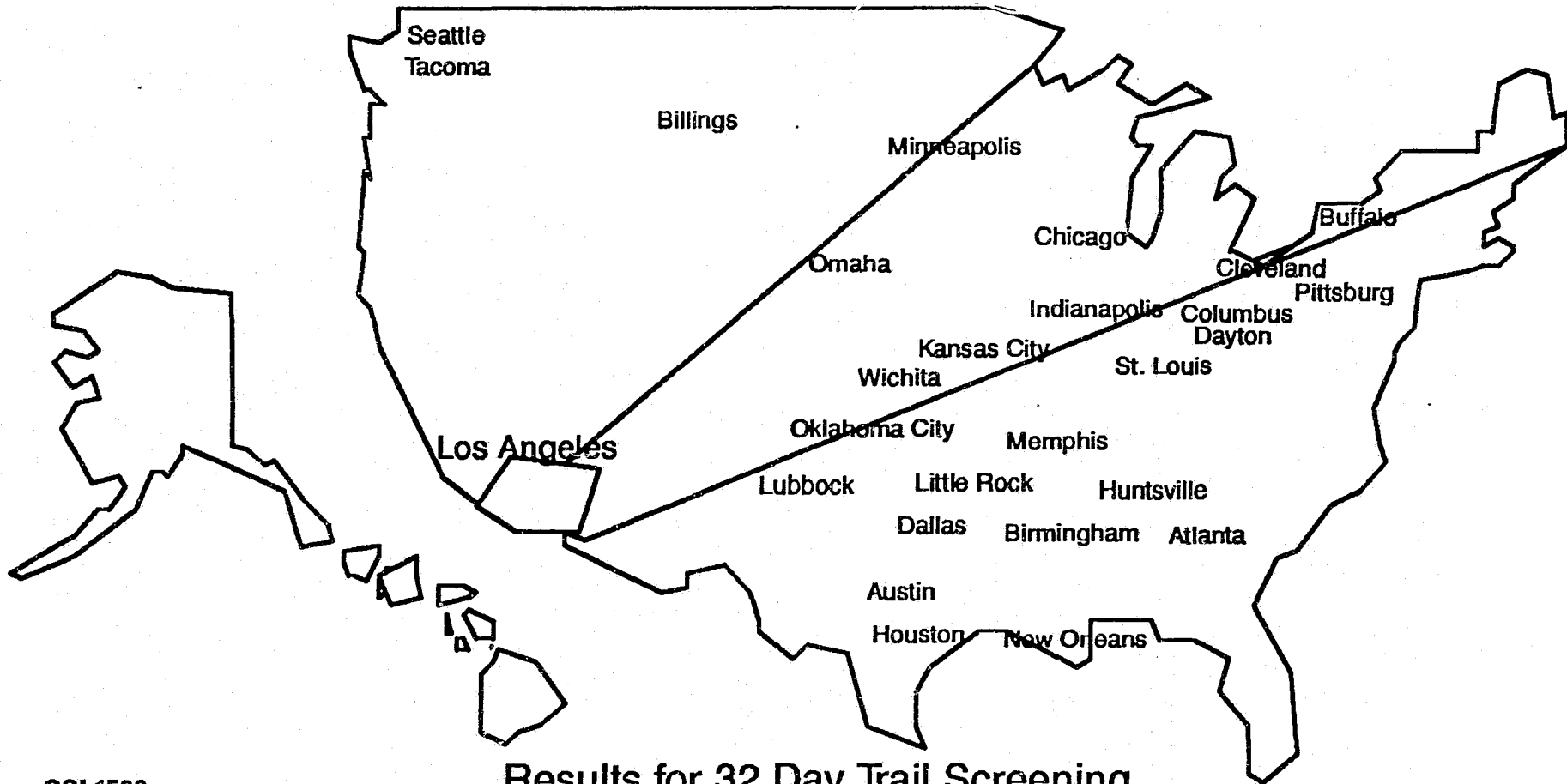


# Criminal Street Gang Defined

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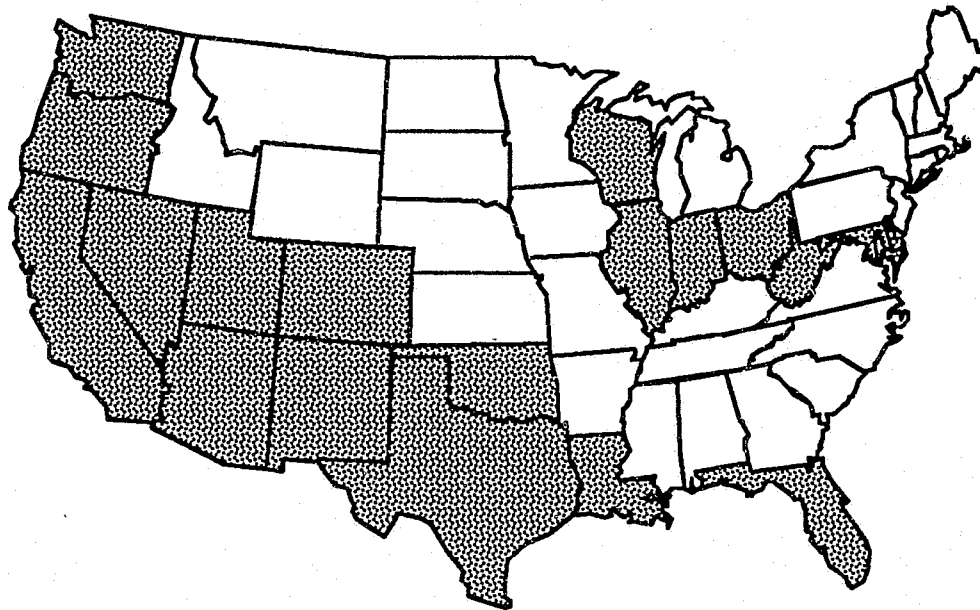
- An Ongoing Organization, Association or Group of Three or More Persons Whether Formal or Informal
- Having as One of Its Primary Activities the Commission of One or More of the Following:
  - ADW
  - Robbery
  - Homicide or Manslaughter
  - Sale or Poss. for Sale of Narcotics
  - Shooting Inhabited Dwelling or Car
  - Arson
  - Witness Intimidation
- Which Has a Common Name or Common Identifying Sign or Symbol
- Whose Members Individually or Collectively Engage in or Have Engaged in a Pattern of Criminal Gang Activity

# Destinations for Express Mail Parcels Sent From Worldway Containing Narcotics



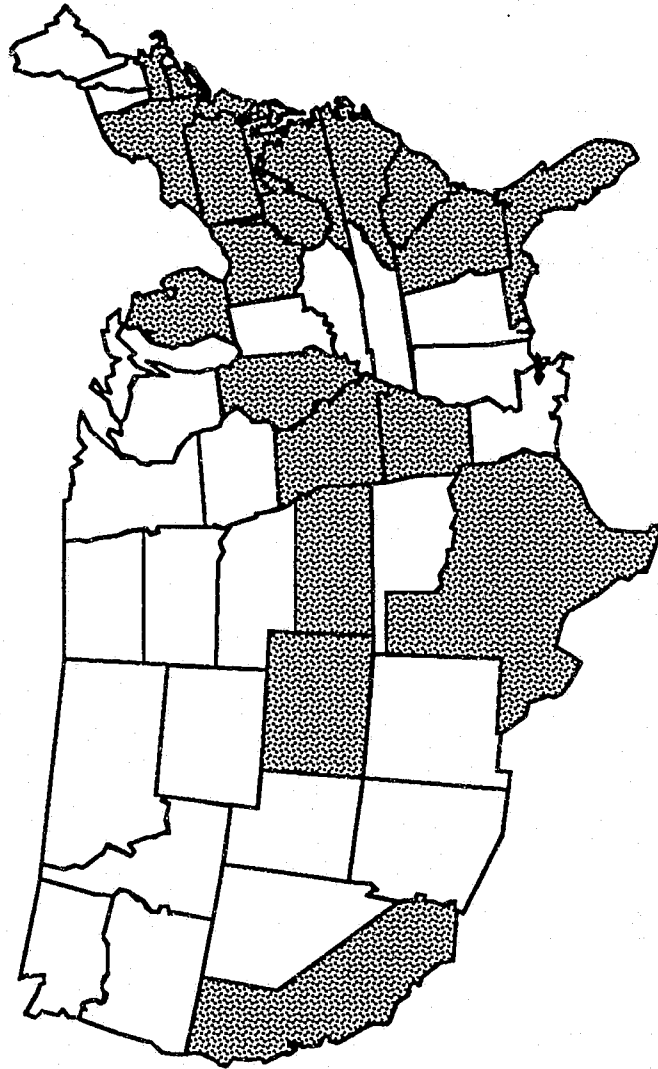
## Where are the Bloods and The Crips?

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Colorado, California, Illinois, Texas, Oklahoma, Nevada, Washington, Oregon,  
Louisiana, Arizona, Wisconsin, Utah, New Mexico, Ohio, Florida, Indiana,  
Maryland, District of Columbia, Alaska, and Hawaii

**Where are the Jamaican  
Posses?**



**In Places You Would Never Imagine**

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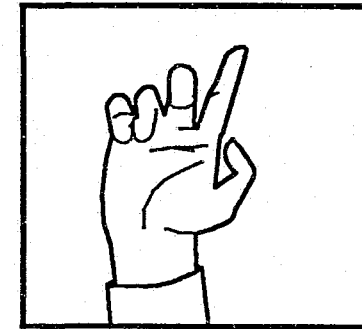
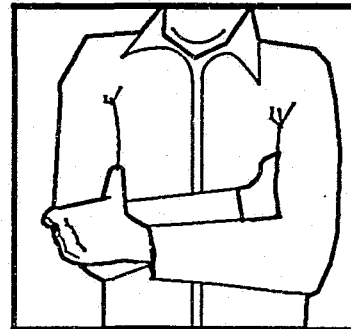
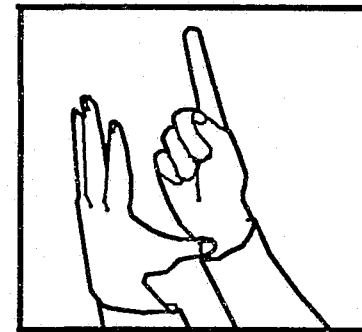
# Folks

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## Disciples and Affillates

### Folks

- Black Gangster Disciples
- Latin and Jivers
- Imperial Gangsters
- Simon City Royals
- Orchestra Albany
- Latin Disciples
- Spanish Cobras

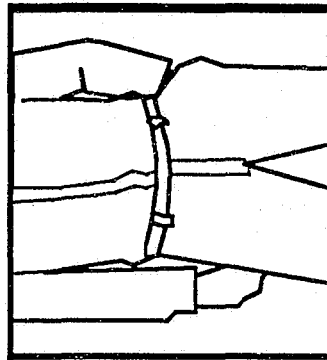
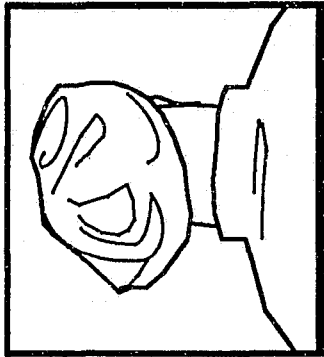
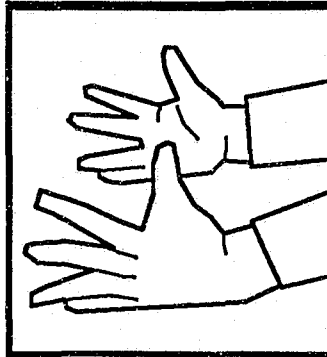
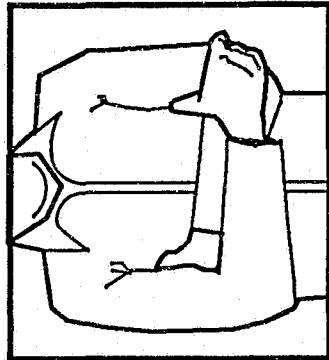


# People

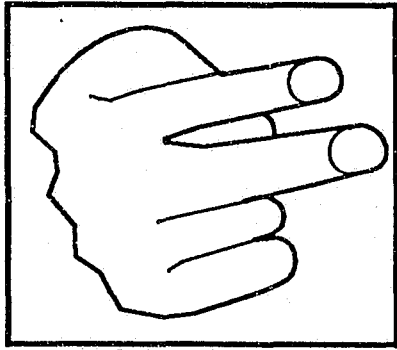
## (Vice Lords, Latin Kings, and Affillates)

### People

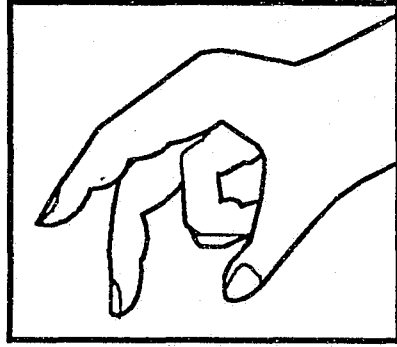
- Latin Kings
- Vice Lords
- Gaylord
- Insane Duces
- P.R. Stones
- Insane Unknowns
- E.L. Rukins



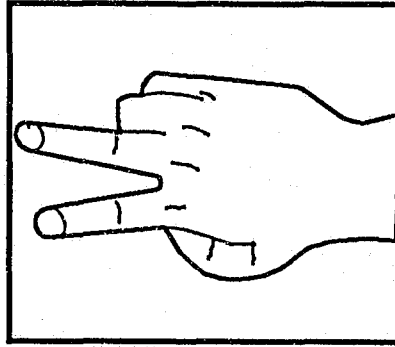
**Hoover**



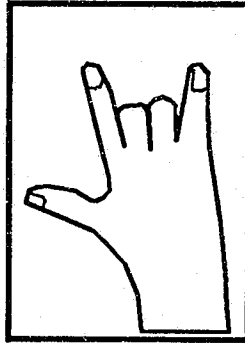
**East Coast**



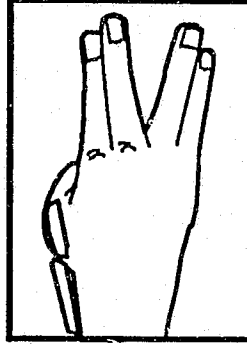
**Venice Shore Line**



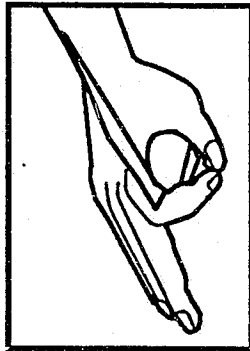
**Black-P-Stone**



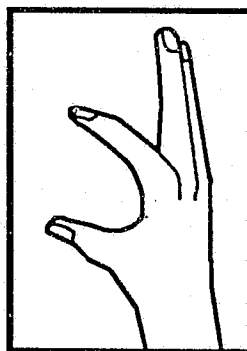
**Van Ness Gangster**



**Piru**



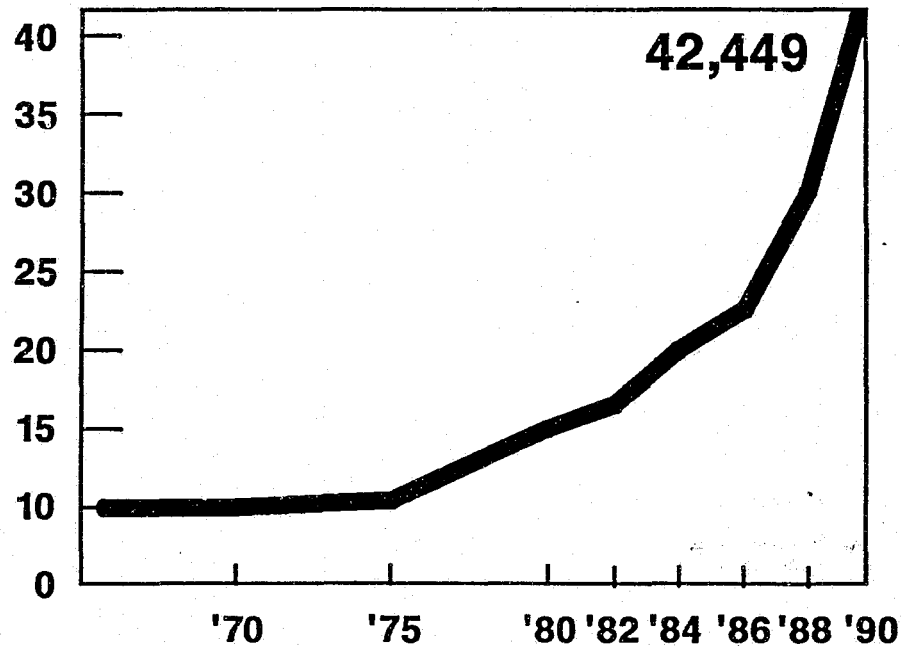
**Family**





# Gang Membership

(L.A. City)



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# Drugs

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1981 (2/8)

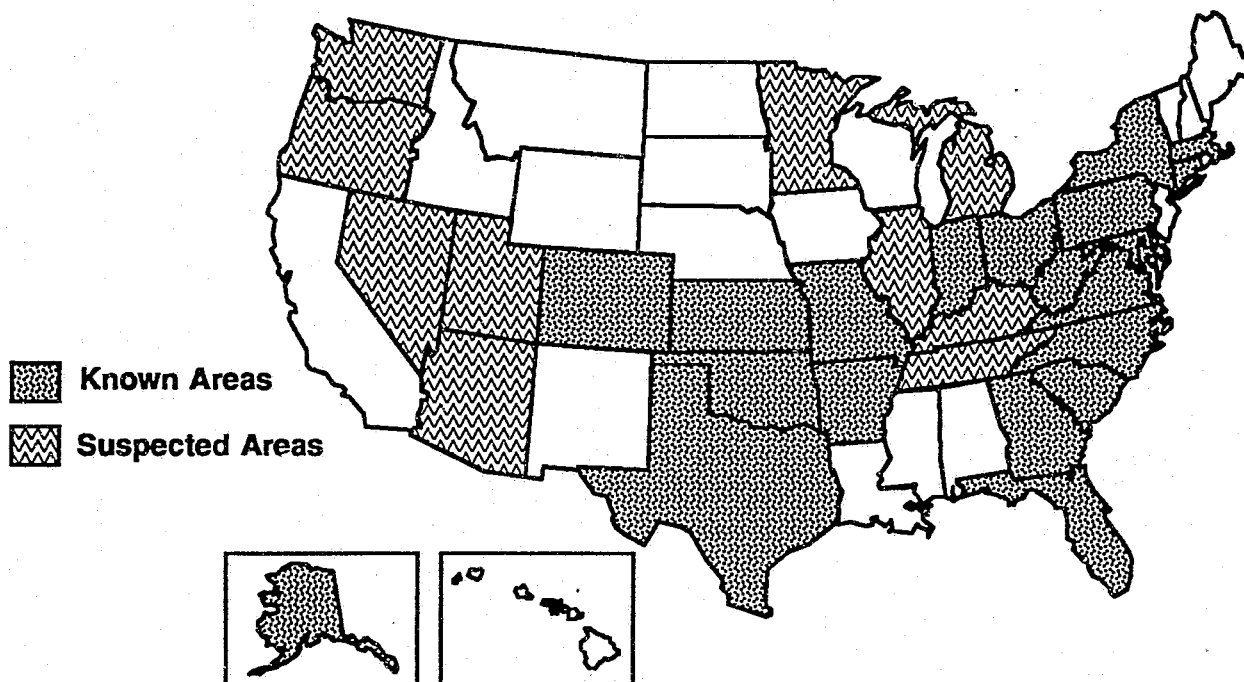
# Comparison Chart

	<b>CRACK</b>	<b>METHAMPHETAMINE</b>	<b>"ICE"</b>
<b>Form</b>	White/brown Rock Chips	Power, Liquid, Tablets	Clear, Quartz-like Chips
<b>Route of Admin.</b>	Smoking	Injection, Oral, Snorting, Smoking	Smoking
<b>Physical Properties</b>	Botanical	Pharmaceutical	Pharmaceutical
<b>Place of Origin</b>	South America	U.S., Europe, Far East	U.S., Taiwan, Korea, Philipines
<b>Cost Per Gram</b>	\$75 - \$100	\$50 - \$125	\$200 - \$400
<b>Length of High</b>	20 Minutes	4-5 Hours	8-24 Hours
<b>Typical User</b>	Inner City Youth	White, Working-class Male / Female	White/Asian Working Class Male / Female
<b>Effects</b>	Short, Intense Euphoria Followed by a Sharp Crash; Violent Impulses, Highly Addictive	Intense, Much Longer Euphoria; Tremendous Energy & Heighened Sexual Potency; Violent & Paranold Impulses	Euphoria; Tremendous Energy, Confusion, Paranoia, Nausea, Vomiting, Coma, Possibly Death

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# Jamaican Posse Crack Trafficking in the United States

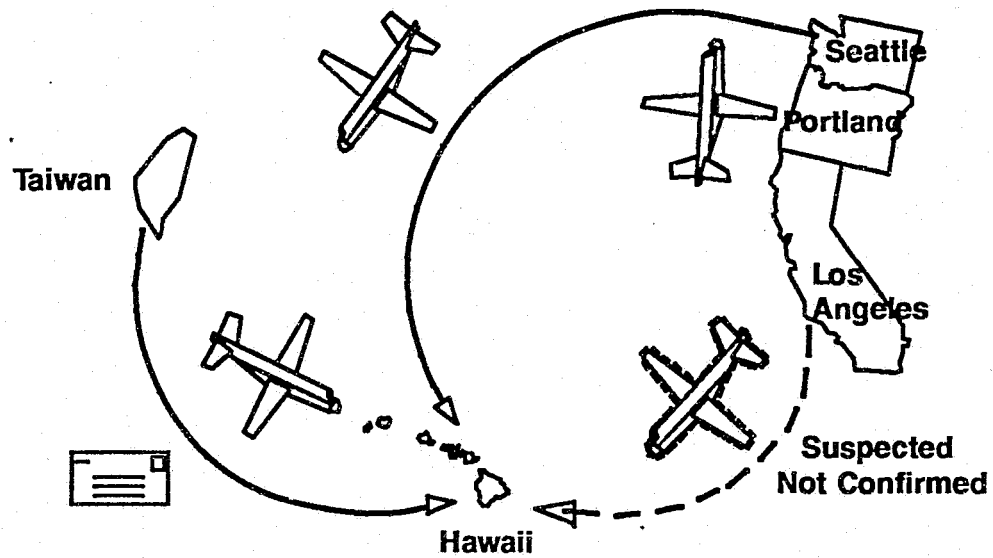
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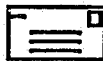
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Source: Bureau of Alcohol, Tobacco and Firearms

# "ICE" Methamphetamine Distribution Routes



TRAFFICKING METHODS



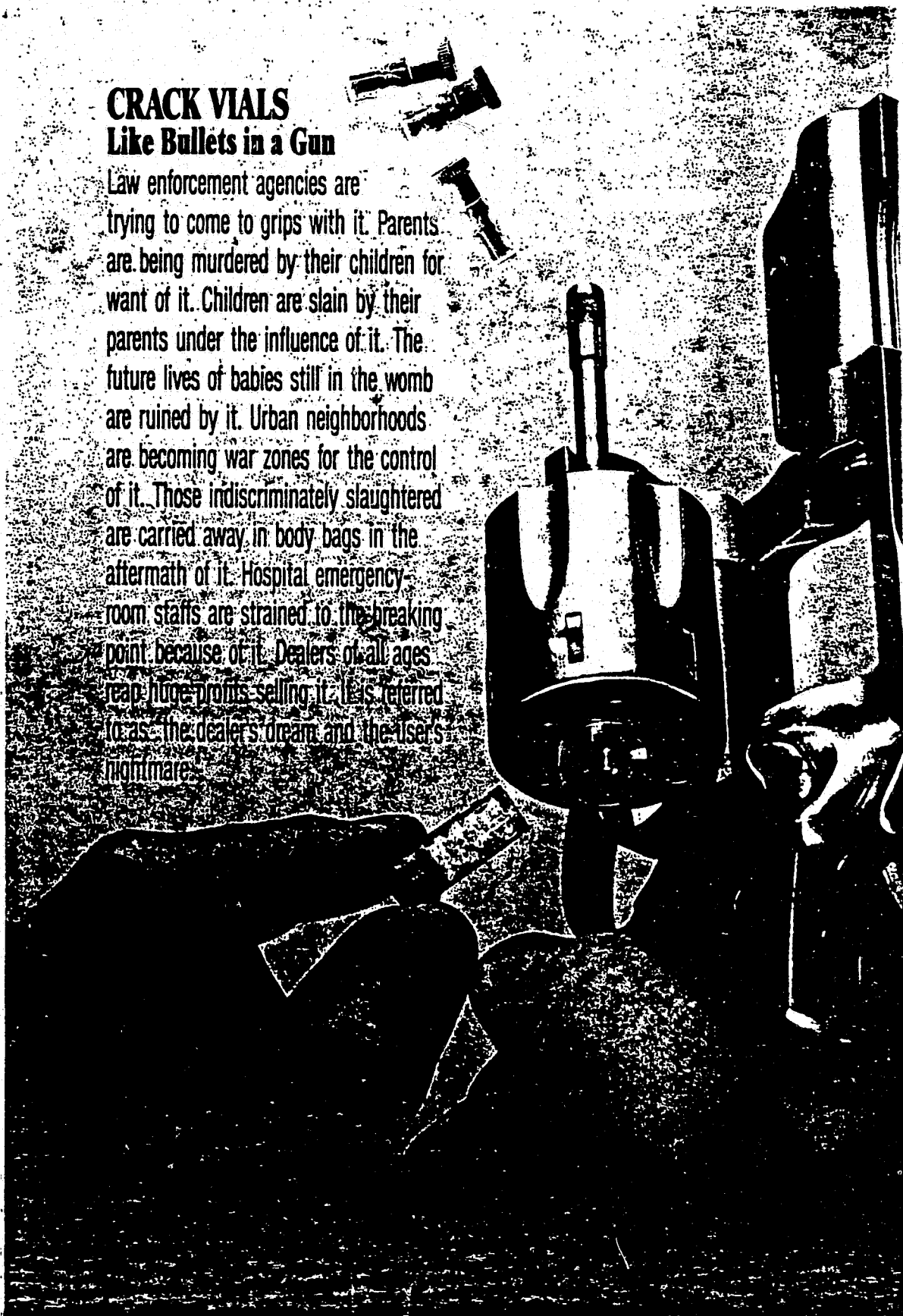
Postal



Body Carry

## **CRACK VIALS Like Bullets in a Gun**

Law enforcement agencies are trying to come to grips with it. Parents are being murdered by their children for want of it. Children are slain by their parents under the influence of it. The future lives of babies still in the womb are ruined by it. Urban neighborhoods are becoming war zones for the control of it. Those indiscriminately slaughtered are carried away in body bags in the aftermath of it. Hospital emergency room staffs are strained to the breaking point because of it. Dealers of all ages reap huge profits selling it. It is referred to as the dealer's dream and the user's nightmare.



### *The Wrong Environment*

"We may have to remove them from their communities," said one noted treatment-center director. "You have got to get the addicts out of that drug environment. That environment is a morgue." This, researchers have found, is the primary reason why the greater number of addicts who have detoxified return to the drug that enslaved them. The reason seems obvious: Are these not the surroundings that sent them to treatment centers in the first place? Was not crack available on every street corner, where peer pressure, often from their own family and best friends, motivated their first puff from the crack pipe? Who is there now to encourage their staying on a treatment program and becoming free from the drug's tug-of-war for their very lives?

The more successful programs stressed wrong environment as a major factor in the addict's continuing drug abuse. "The patient was taught strategies for staying away from the drug, including how to avoid cues that trigger the craving for it," *The New York Times* reported. "The sight of a street where a person once bought crack, a discarded vial on the sidewalk, the dentist's office or a pharmaceutical odor that has a resemblance to the chemical smell of crack," are all things that can trigger desire for the drug, the paper said. Effective programs also stressed the importance of addicts' "severing all ties to friends and relatives who still used drugs." Instead, they were counseled to make new friends with people who do not use drugs. Wise counsel, indeed.

### *You Can Say No!*

The book *Self-Destructive Behavior in Children and Adolescents* makes this observation: "The youthful are most often introduced or 'turned on' to the various drugs by a close

friend . . . [His] intentions may be to share an exciting or pleasurable experience." Peer pressure is not limited, however, to the young, as older addicts can testify; neither was this wise Scriptural counsel limited to the young, but it applies to persons of all ages, as the Bible writer says: "He that is walking with wise persons will become wise, but he that is having dealings with the stupid ones will fare badly."—Proverbs 13:20.

If you are overwhelmed with problems that seem insurmountable, do not seek escape by drugs. This will only add to your problems. Talk things over with a parent or other responsible adult who would have your best interests at heart. Remember, too, the Bible's counsel: "Do not be anxious over anything, but in everything, by prayer and supplication along with thanksgiving let your petitions be made known to God; and the peace of God that excels all thought will guard your hearts and your mental powers."

—Philippians 4:6, 7.

### *Ice, Beyond Crack*

"The Japanese call it *shabu*, to Koreans it's *hitoppon*. To American addicts just discovering its intense highs and hellish lows, the drug is simply 'ice,'" *Newsweek* magazine says of this drug out of Asia. It is a type of methamphetamine, or speed, made in a laboratory from chemicals easy to obtain. The high from crack lasts minutes; the one from ice lasts for hours, up to 24. It often makes users violent. Its prolonged use causes psychological damage and fatal lung and kidney disorders. *Newsweek* says that "ice's effects on newborns is alarming." One researcher says: "If you thought cocaine dependency was bad, that's in the minor leagues compared to this drug." It is more difficult to kick than cocaine addiction, and hallucinations can be as powerful as ever after two years of treatment.

**T**HERE is no question that crack addiction has reached staggering proportions, and the problem is escalating. Radio and television air the problem. Newspapers and magazines headline it. Hospital emergency rooms and trauma centers come face-to-face with its violence. Maternity wards are filled to capacity with infants damaged by the addiction. Hospital storage rooms are being used to "store" abandoned babies rather than store materials.

Detoxification and rehabilitation establishments are treating children not yet in their teens. Social service agencies are begging for resources to fight the epidemic. There are those who say they cannot overcome their addiction and others who do not wish to. For the latter, there await misery, frustration, violence, and possibly death. For the former, there is hope.

"Only a year ago," reported *The New York Times* of August 24, 1989, "crack was widely regarded as a relatively new drug, still poorly understood but with special characteristics that produced an addiction almost impossible to cure." Now, however, researchers are finding that crack addiction, under the right conditions, can be successfully treated, the paper said. "Crack addiction can be treated," said Dr. Herbert Kleber, the deputy to William J. Bennett, director of U.S. drug policy. The key, he said, is that the addicts be given a place in family and social structures where they may never have been before. "Habilitation more than rehabilitation," he stressed.

Researchers have found that the most effective program for curing the crack cocaine

# CRACK ADDICTION

## Is There a Cure?

addict is three-staged—detoxification, extended personal counseling and training, and, most important, support in the right environment. Detoxification, or getting the addict off the drug, is not the major hurdle. Often, because of circumstances, a person can do this on his own. Being without funds to purchase the drug can be, and often is, a contributing factor. Incarceration in a penal institution where drugs are not available can be another, or a stay in a hospital would also necessitate abstention. The real problem, however, is to keep the addict from going back to the drug when it becomes available to him.

Although some addicts have successfully broken free from crack's viselike grip while in specially arranged treatment programs, treatment specialists stressed that most addicts never make it through the first few weeks. For example, Dr. Charles P. O'Brien, a psychiatrist at the University of Pennsylvania, said that two thirds of the addicts enrolled in his treatment program drop out in the first month. Other programs had even less success.





Dr. Dan R. Griffith, developmental psychologist at Northwestern University, said that cocaine-exposed babies are often born with "a very fragile, easily overloaded nervous system." They tend to be hypersensitive and irritable, screaming inconsolably at the slightest provocation. "A sudden noise or change in position, even talking to and looking at the baby, can trigger prolonged crying," the doctor said. "Other obvious effects of drug damage to the newborn child," Dr. Griffith describes, "can be that the babies escape into a deep sleep for 90 percent of the time to shut themselves off from outside stimulation. They will not wake up even if undressed, talked to, rocked, or physically manipulated."

These neurological problems can continue for months, the doctor said, thus causing both mental and physical frustration to the mother at a time when a bond of love and attachment needs to be formed. "The baby tends to shut the mother out and become very irritable when she tries to attend to his needs. The mother becomes withdrawn from the infant and resents him for not returning her attentions," the doctor added. This behavior on the part of the infant and the resentment of the mother often leads to child abuse.

### *Abandoned Newborns*

Because the condition of such newborn infants is so precarious, their stay in the hospital can run into weeks and sometimes months. Very often, however, a lengthy stay is not due so much to the child's condition as it is to the mother's attitude toward her baby. Many times the mother simply abandons the infant in the hospital, making him a ward of the city. "I cannot understand the mother not asking any questions about the baby, never coming again," complained one concerned doctor. Some never even stay long enough to name the baby. Nurses must do that for them. "The most remarkable and hideous aspect of crack cocaine use," said a hospital-staff nurse, "seems to be the undermining of the maternal instinct." One hospital has even had to send telegrams to uninterested parents to get them to sign for the postmortems when the babies die. Do you find this shocking?

Because of the work load of hospital nurses, these babies cannot be given the love and attention they so vitally need. In some cases when foster homes cannot readily be found, caring people with a love for children have volunteered their time, a few hours each week, to baby-sit these abandoned infants. "They feed, sing, play, rock and change them," said one worker. "They treat them as they would their own baby. It is so good for the children. Some of them are here a long time."

What does the future hold for these cocaine-damaged infants? Their lower than normal IQ levels will present a future problem for teachers to cope with. "Because of physical and developmental impairments," said one child expert, "these kids are going to be a problem for themselves and society for 40 or 50 years." Indeed, crack has made an indelible mark on society.

**W**HEN crack cocaine made its debut on the world scene in the early 1980's, few users dared to believe the devastating effects it would have. After all, was it not smoked in cute little glass pipes or mixed with the tobacco in cigarettes or marijuana? Word on the street had it that crack was a safe drug. Certainly it was much cheaper than heroin or another form of cocaine. People in the lower income bracket could afford it. The euphoria crack brought on seemed to be worth it, no matter what the cost.

Dramatic evidence of the dangers of crack, however, leapt onto the pages of medical journals when pregnant users began giving birth to drug-affected infants. Doctors began to warn of the horrendous effects crack cocaine can have on the unborn. The number of damaged infants, some permanently so, began escalating with each passing year. "When crack cocaine hit," said one doctor, "the number of small, sick babies just went through the roof."

Where there is widespread use of crack, statistics bear him out. According to a 36-hospital survey in the United States in 1988 by the National Association for Perinatal Addiction Research and Education, 11 percent of U.S. newborn babies, or about 375,000 babies a year, are now exposed to drugs during pregnancy. *The New York Times* reports that between 1986 and 1988, "the number of newborn children in New York City testing positive for drugs—mostly cocaine—almost quadrupled, going from 1,325 to 5,088."

# C R A C K

# A D D I C T I O N

## The Plight of the Unborn

### *The Horrid Effects*

"The crack cocaine mothers are the sickest you're going to see," said Dr. Richard Fulroth, a Stanford University specialist. "They come in right when they're ready to deliver, and you just hold your breath waiting to see what you're gonna get." All too often what has been developing in the womb of the crack user is not pretty. Crack can cause spasms in the baby's blood vessels, restricting the vital flow of oxygen and nutrients for long periods. Fetal growth, including head and brain size, may be impaired. Strokes and seizures often occur, and malformations of the kidneys, genitals, intestines, and spinal cord may develop. There is also the danger of the placenta's tearing loose from the uterus, which kills the fetus and may prove fatal to the mother.

When a crack baby is born, doctors and nurses can see visible evidence of the devastation brought on by the drug. One report described such a child as "a mere patch of flesh with a tangerine-sized head and limbs like splinters." In several instances, reported *Discover* magazine, cocaine babies have been born without the two middle fingers of a hand.

go to a high school and see new Mercedes and Jeeps and Cadillacs and Volvos," said one Detroit narcotics officer. "These cars belong to the kids, not the parents." Children too young to drive hire others to drive for them. Others take their chances and drive without a driver's license. They are able to pay cash for their cars. If they have an accident, they simply abandon the cars and run away.

"Students wear outfits on any given day that may be worth \$2,000," said one teacher. "You see a lot of young people in fur coats and the thick gold chains," she said. "Gold, in fact, is a widespread obsession with inner-city youngsters," reported *Time* magazine of May 9, 1988. "Heavy gold cables that cost up to \$20,000 are all the rage." Distributors pay their fledgling entrepreneurs well. Nine- and ten-year-olds, for example, can make \$100 a day warning dealers of police presence. The next step up the ladder is the runner, one who delivers the drug from the lab to the dealer, a job that can pay him more than \$300 a day. Both lookouts and runners aspire to reach the pinnacle well within their grasp—dealer. Can you imagine a teenager, with possibly very little education, commanding earnings up to a whopping \$3,000 a day? Indeed, the stakes are high but the future is short-lived.

All too often the evils of selling crack by the young are double-edged. On the one cutting side, they are peddling death-dealing drugs that



### "Crack Is a Whole New Ball Game"

Since crack was developed to appeal to the young and the poor, its initial cost may seem relatively cheap. Pushers sell pellet-size chunks in tiny plastic vials for as little as five to ten dollars. The brief but intense highs, however, demand almost constant repetition. "Crack is a whole new ball game," said an executive director of a Florida drug-information center. "It's an extremely compulsive drug, much more so than regular cocaine. The rush is so intense and the crash so powerful that it keeps users—even first-time users—focused on nothing but their next hit."



can ruin the lives of the users as well as contribute to violence, often becoming the victims themselves. On the other side of the blade, in many cases, parents encourage their children to deal in crack. Frequently, the young dealer is the sole breadwinner of the family, using a large portion of the profits to support a struggling family. When parents refuse to correct the situation and instead look the other way, they become sharers in abetting a criminal course.

What is devastatingly worse is when the love for crack transcends a mother's love for her children, even the unborn child she is carrying. Consider the plight of the unborn in the next article.

#### WHY "AWAKE!" IS PUBLISHED

**AWAKE!** is for the enlightenment of the entire family. It shows how to cope with today's problems. It reports the news, tells about people in many lands, examines religion and science. But it does more. It probes beneath the surface and points to the real meaning behind current events, yet it always stays politically neutral and does not exalt one race above another.

Most importantly, this magazine builds confidence in the Creator's promise of a peaceful and secure new world before the generation that saw the events of 1914 passes away.

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Because of the violent behavioral effects that crack can have on users, sociologists and pediatrician researchers are convinced that the drug is contributing to a sharp rise in child abuse. An explosive confrontation can develop when a mother under crack's control is left to deal with an ill-humored, crying child. "It's not too good to have a child in front of you," said one researcher, "when you're irritable or depressed and you have a drive for cocaine. What are you going to do with that baby? Certainly not what you're supposed to do."

Unfortunately, the results have often been fatal. It is not uncommon to read or hear of young crack addicts killing their parents or guardian grandparents because they refused to give them money to purchase crack or because these addicts were caught smoking it. New York City police have attributed a rash of brutal crimes to young addicts virtually deranged by crack.

The greatest and most brutal scene of violence, however, unfolds on the city streets. Since the money to be made selling crack is staggering because of the ever-growing demand, dealers feel that killing for it is worthwhile. Armed to the teeth with the latest state-of-the-art weapons—machine guns, military assault rifles, silencers, and bulletproof vests—they patrol their territories in quest of other young entrepreneurs to make an

example of those who would steal their client or who do not turn in all the money for a day's take. Dealers are prepared and ready to settle business differences with violent bloodshed. "If someone is shot in the leg or stabbed in the hand," said an emergency-room nursing director, "it was a warning to a kid who kept some money or drugs from a dealer he worked for. If a kid is shot in the head or chest, the meant to get this one."

"The murders now are much more vicious," said a New York City sociologist. "It's not enough to kill. You degrade the body. He's dead already with two bullets, so you shoot him with six. You decapitate him, or something else." "There are a million kids out there who have no skills other than fighting," said one veteran law officer. "They are not afraid of the police or jail or of dying," nor are they concerned with the safety and lives of innocent bystanders caught in the cross fire of shoot-outs. *Time* magazine reports that of the 387 gang-related homicides in Los Angeles County in one year, half were innocent bystanders.

### **Gold Chains, Expensive Cars**

Because of the violence associated with crack addiction, the young crack dealers cannot see their lives continuing. Indeed, they are dying young. "I'm going to live the good life before I go" has become their philosophy. Many are doing just that. "Every day you can

## **Awake!**<sup>®</sup>

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# CRACK

# ADDICTION

## Its Plague of Violence

CRACK, so named because of the sound it makes when heated during processing or smoking, is a highly addictive, extremely potent form of cocaine. One hospital psychopharmacologist called it "the most addictive drug known to man right now. It is almost instantaneous addiction." One police official called it "the worst drug ever. There is no such thing as a recreational crack cocaine user."

Since crack cocaine is smoked rather than injected intravenously or snorted, users who once feared the threat of AIDS from contaminated needles have

found the "advantages" of crack to be threefold—it is "safer," the effects more intense, the smoke faster acting. "It goes straight to the head. It's immediate speed," said a former addict. "It feels like the top of your head is going to blow off." The high lasts only from 5 to 12 minutes but is almost always followed by a devastating crash that may leave the users irritable, depressed, nervous, or extremely paranoid and with a compulsive craving for more crack. "The major danger of crack," explains Dr. Arnold Washton, director of the Addiction Treatment Center at Regent Hospital in New York, "is that within a few days to a few weeks it can take control of your brain—and your life."

Crack addiction is spreading like a plague in many parts of the world. Particularly in the United States, far more than in Canada, England, and comparable European countries, crack has penetrated virtually every strata of society—the rich, the poor, the successful, the gainfully employed. Because of its availability and easy access and the euphoric effects, the demand for it is great and becoming greater with each passing day. New recruits, potential addicts, are sought out on street corners, in schools, and in the workplace. Women are likely candidates and in some levels of society far outnumber men as users. Young children—preteens—looking for quick thrills, who cannot say no to drugs, become easy prey to crack pushers—often their own brothers or other family members or best friends.

### *Addiction Brings Violence*

"Crack can unleash a vicious streak of violence in the abuser unlike almost any other substance," reported *The Wall Street Journal* of August 1, 1989. "In suburban Boston [U.S.A.] recently, a young mother who was strung out on crack flung her young baby against a wall so hard the child died of a broken neck," the paper said. The mother was described as coming from "a respectable middle class family."



SHERMAN BLOCK, SHERIFF

## County of Los Angeles

Office of the Sheriff

Hall of Justice

Los Angeles, California 90012



### THE SANE APPROACH

In 1985, the Los Angeles County Sheriff's Department's Substance Abuse Narcotics Education (SANE) Program was created which features drug prevention education for 4th, 5th, and 6th grade students. In 1989, the Los Angeles Sheriff's Department launched the "Drugs, Pregnancy, and You" Program of drug exposure during pregnancy. We believe that this is the first law enforcement initiated program of its kind in the country.

Realizing that traditional enforcement methods involving investigation and arrest of drug abusers and drug dealers alone cannot solve the nation's drug problems, government organizations across the nation have launched drug prevention education programs. The SANE approach, we believe, has adopted features from the best of these programs and also added some unique innovations.

#### FOCUS

Because resources for programs are limited, the Sheriff's Department has carefully selected target groups for their programs, designed to maximize the drug prevention education effect. Studies have shown that general drug prevention programs are most effective in the elementary schools, as the first usage of drugs usually begins in junior high school. The SANE Program targets 4th, 5th, and 6th grade students and is currently in 384 schools in 51 school districts in Los Angeles County. The Sheriff's Department's Program continues to expand. Our goal is to be in all 54 school districts and 413 schools in Los Angeles County.

Recent studies indicated that there was an epidemic of drug exposed babies in Los Angeles County and nationwide. The Sheriff's Department launched a program aimed at high school students to educate them about these risks of perinatal substance abuse, including drugs, alcohol, and tobacco. The "Drugs, Pregnancy, and You" program involves assemblies and follow-up programs at over 70 high schools in the County area.

#### COST-EFFECTIVE

The Sheriff's Department keeps the cost to a minimum by the use of co-teaching wherein the teacher and the deputy share the curriculum teaching responsibility and by the use of customized program models to meet the various communities' needs. SANE uses a partnership approach with costs being shared with the cities and school districts. Costs are also offset by contributions through the Sheriff's Youth Foundation, Narcotics Forfeiture Funds, and various grants.

## COLLABORATIVE APPROACH

Law enforcement alone is not responsible for, or capable of, handling the total drug prevention education effort. The Sheriff's Department's programs have therefore used a collaborative approach in both its basic SANE drug prevention education and "Drugs, Pregnancy, and You" Programs.

The elementary school program includes community, school, and parent involvement in the program. Co-teaching ensures that the drug prevention message comes from two role models, the uniformed deputy and the classroom teacher. The teachers, having been trained in drug prevention and recognition, also become a valuable and continuing resource for their schools.

The "Drugs, Pregnancy, and You" Program uses high school staff, medical professionals, and drug abuse prevention experts for program development, delivery, and follow-up. An impactful videotape on perinatal drug use was developed by the Hacienda La Puente School District in conjunction with the Sheriff's Department. Various organizations such as the Los Angeles County Medical Association, the Perinatal Advisory Council of Los Angeles Communities, the Los Angeles County Drug Abuse Program Office, and the March of Dimes have provided assistance and information for the program.

## FLEXIBILITY

The Los Angeles County Sheriff's jurisdiction encompasses 54 different school districts, 39 cities, and the County unincorporated areas. To meet the diverse needs of these various communities, the SANE approach has been to allow flexibility in the selection of curricula and classroom scheduling.

The SANE Program currently uses four different professionally developed drug prevention education curricula. Each of these curricula has the components of self-esteem, coping and decision-making skills, dealing with peer pressure, and substance abuse basic knowledge, which research has shown to be the most effective drug prevention education components.

The deputies assigned to SANE receive intensive training both in general teaching methodologies and in their specific curriculum. The Unit also provides in-service training for teachers in the various curricula.

## THE FUTURE

The Sheriff's Department continues to be committed to combatting substance abuse through concentrated enforcement efforts and effective drug prevention education. Existing programs, we believe, have been very effective but we must not become complacent; there are still unmet needs.

New approaches and innovations that can improve our impact on the substance abuse epidemic must be explored and implemented. This last year SANE added curriculum to discourage gang participation because of its relationship to substance abuse. We are examining the feasibility of the use of computers to deliver the drug prevention message. Development of additional visual aid and public information resource materials for the program is under consideration. Curricula and teaching aids for perinatal substance abuse

education have been proposed and are being designed. A continuing expansion of both programs to effectively reach all young people and their parents is ongoing.

The "War on Drugs" is neither short term nor easy. We believe that our SANE approach, coupled with adequate funding and a committed partnership with government, educators, health professionals, and the local communities, can and will succeed. It is a war that we cannot afford to lose.



## OVERVIEW OF SANE PROGRAM

The Los Angeles County Sheriff's Department, in response to the widespread drug problem facing society today, has developed the Substance Abuse Narcotics Education (SANE) Unit.

Traditionally, law enforcement has attacked the drug problem by trying to impact the supply of drugs on the street, and our success has been limited. SANE is an effort, begun in July 1985, to impact the demand for drugs. This new direction in law enforcement is accomplished through the education of our youth at the 4th, 5th, and 6th grades. SANE's approach involves teaching children decision-making skills and coping skills, that is, how to deal with peer pressure and how to "say no." Additionally, the program is aimed at enhancing each child's self-image and self-worth. Finally, children are taught about the hazards associated with the use of drugs, both legal and illegal. Because SANE works in partnership with 50 school districts and 373 schools in Los Angeles County, no particular curriculum is advocated. Each district, in partnership with the SANE Unit, selects or writes its own curriculum. Deputies assigned to the SANE Unit provide teachers with staff development (training) and team teach from 1/4 to 1/2 of the selected curriculum.

A second aspect of SANE is parent education aimed at providing parents with the tools to continue prevention education in the home. Parents are also taught how to recognize symptoms of abuse and the effects of the various drugs on the body.

The SANE Unit has recently expanded its involvement in the classroom by developing a neonatal program known as "Drugs, Pregnancy, and You." This program informs high school students throughout the County of the dangers of drug use before and during pregnancy. The program utilizes medical professionals in a panel discussion that establishes credibility of the information presented.

The SANE Unit has also developed an anti-gang curriculum to be used in conjunction with the existing curricula in the schools. This curriculum will emphasize the dangers of gang involvement.

Finally, SANE personnel raise community awareness by speaking before many civic, service, and religious organizations in the Southern California area.

Deputies assigned to the SANE Program are selected for their maturity, background, experience, and speaking ability.

Each is uniquely dedicated to working toward the elimination of our nation's drug problem, and they all undergo 160 hours of classroom training over a four-week period prior to going into the field. This training includes courses in teacher training, narcotics, prevention strategies, public speaking, media relations, human relations, classroom management, and parent education.

SANE's effectiveness is predicated on the success of the anti-smoking programs of the 1960's, and is modeled after them. A major long-range longitudinal study is being undertaken by Sheriff's reserve personnel who, in their professional fields, represent a cross section of expertise in the design, implementation, and evaluation of data that will validate the effectiveness of SANE and other prevention programs. No existing law enforcement prevention program in partnership with schools can unequivocally claim measurable success because the concept is young and results will not be truthfully measurable for several years. However, short term results do show certain successes. Rapport between teachers, students, and deputies is greatly enhanced. Respect for property and for authority is improved, and students in these programs seem to be achieving better grades overall. In terms of information gained about drugs and prevention, measured by pre and post testing, students (and teachers) are showing significant achievement.

The SANE Unit is particularly effective because of the partnerships it has formed. SANE Unit personnel work closely with city governments, community groups, civic and service organizations, religious groups, boy scouts, girl scouts and other youth groups and, of course, school districts throughout Los Angeles County.

The SANE Unit has designed and distributed over 100,000 bumper stickers and thousands of lapel pins in the last year. The Unit has created a resource book that provides citizens with the appropriate prevention, intervention, and rehabilitation resources by geographic region throughout Los Angeles County. SANE has created and distributed over 150,000 drug specific pamphlets to parents and interested groups across the County.

The SANE Program has sought and received several grants to the Sheriff's Youth Foundation from industry and charitable organizations. The SANE Unit was also involved in the SANE Telethon that raised over \$400,000 last summer. Additionally, the SANE Unit is still receiving four Community Development Block Grants totalling more than \$250,000 annually.

The SANE Unit's design is both cost effective and efficient. It enables the maximum amount of exposure to the largest number of people by Unit personnel. It causes all elements

of the various communities to work together in a "systems approach" to the prevention problem that encompasses all aspects of a child's life. A number of other law enforcement agencies nationwide have been in contact with the SANE Unit with an eye to replicating our Program. To date, the City of San Francisco and the San Francisco Police Department, the Hawthorne Police Department, the Pomona Police Department, the Seal Beach Police Department, and the Los Alamitos Police Department have replicated the SANE Program. The SANE Unit has received inquiries from police agencies in San Bernardino County, Riverside County, Orange County, and Westminster, England with regard to implementing a program with the same concept as the SANE Program. In addition, the SANE Unit has trained personnel from several other police departments in the County.

The SANE Program impacts approximately 80,000 children annually in Los Angeles County. The Los Angeles County Sheriff's Department is committed to this Program and firmly believes that the SANE concept is the best program of this type available today. SANE is a true collaborative effort with other components of government and the community, and brings with it a powerful partnership between law enforcement and education for the ultimate benefit of our most important resource, our children and their future.

# TEXANS' WAR ON DRUGS

## POLICY STATEMENT

The philosophy of Texans' War on Drugs is one of zero tolerance for the use of alcohol by all persons under the age of 21. We also strongly advocate non-use of all illegal substances as well as the non-use of legal substances used illegally for all persons. Alcohol and other drugs erode the capacity of young people to perform well in school, to think and act appropriately. Drug use impairs normal growth, memory, alertness, and achievement. The consequences of drug use can last a lifetime.

In a continuing effort to provide a **CLEAR AND CONSISTENT MESSAGE TO YOUTH** regarding alcohol and other drugs, Texans' War on Drugs urges resistance to the philosophy of "responsible use" (which wrongly implies or infers that a limited amount of use is acceptable). There can be no "responsible use" of any substance that is illegal or harmful.

Promotions which suggest to youth that drinking is acceptable as long as it is done "responsibly" or which imply that the use of alcohol and other drugs is permissible as long as one does not drive are counter to the message of non-use. **ABSTINENCE AND LAW ABIDANCE** is the only appropriate message that should be delivered to our **YOUTH**.

Therefore, Texans' War on Drugs opposes student groups which are formed against driving drunk, against drinking and driving, or which espouse a designated driver program for those under the legal drinking age of 21 in Texas. Instead, Texans' War on Drugs **SUPPORTS THE DEVELOPMENT OF STUDENT GROUPS THAT ARE DEDICATED TO NON-USE**, which uphold the right of all Texas youth to grow up drug-free, and which encourage healthy, wholesome, drug-free lifestyles.

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# Statistical Overview

# Levels Of Crime and Loss

---

- Reported
- Unreported
- Unacknowledged
- Undetected

3.0 A Test of Commonly Held Assumptions

1. Children are victimized most often at home and at the hands of adults.  
True \_\_\_\_\_ False \_\_\_\_\_
2. Juvenile crime is a contemporary "growing-pain" of society that will go away with the further development of our civilization.  
True \_\_\_\_\_ False \_\_\_\_\_
3. Parents, school officials, teachers, and police cause most juvenile crime by creating unattainable expectations for young persons.  
True \_\_\_\_\_ False \_\_\_\_\_
4. There are many treatment techniques that have proven to be successful in rehabilitating delinquents.  
True \_\_\_\_\_ False \_\_\_\_\_
5. There are no real criteria or patterns of behavior that differentiate between serious, habitual juvenile offenders and others.  
True \_\_\_\_\_ False \_\_\_\_\_
6. Chronic juvenile offenders are usually associated with gangs and commit their most violent offenses in the company of their friends.  
True \_\_\_\_\_ False \_\_\_\_\_
7. Juvenile offenders who are the most dangerous and habitual are more likely to be detained or incarcerated than others.  
True \_\_\_\_\_ False \_\_\_\_\_
8. Serious, violent or chronic juvenile offenders are seldom found in regular school classes or programs.  
True \_\_\_\_\_ False \_\_\_\_\_
9. The transfer of juvenile offenders to adult court is one sure means of obtaining stricter punishment.  
True \_\_\_\_\_ False \_\_\_\_\_

10. The roles of the school and the police in controlling delinquents are limited legally and traditionally to suspension or expulsion and arrest.

True \_\_\_\_\_ False \_\_\_\_\_

11. Conventional probation and parole functions involve constant supervision and contact with juvenile offenders in the community.

True \_\_\_\_\_ False \_\_\_\_\_

12. Current laws are the main obstacle preventing police, school, social service, and juvenile justice officials from sharing information needed to work together effectively.

True \_\_\_\_\_ False \_\_\_\_\_

13. Official statistics, such as crime reports and conviction records, provide a complete understanding of a juvenile's history of problems in the community.

True \_\_\_\_\_ False \_\_\_\_\_



# Theories of Delinquency

---

- Legal
- Social
- Psychological
- Biological
- Political

# Gang Definition

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- A group of people acting or going around with each other
- A group of people who associate with each other for social or criminal reasons

# Gang Definition

---

- **The definition of a youth gang should be restricted to youth groups engaged in serious violence and crime, and whose primary purpose for existence is symbolic or communal rather than economic gain.**

# Types of Gangs

---

## **Traditional**

**Criminal  
Conflict  
Retreatist**

## **Contemporary**

**Existing  
Emerging  
Franchise**

# **Gang Related Issues**

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- **Scope**
- **Drugs /Violence**
- **Character**
- **Demographics**
- **Membership**

# Gang Related Issues

---

- **Scope**
- **Drugs /Violence**
- **Character**
- **Demographics**
- **Membership**

# Gang Related Issues

---

- **Social / Personal Disability**
- **Social Context**
- **Family**
- **Schools**
- **Politics**
- **Organized Crime**

# Gang Responses

---

- Youth Work
- Police
- Prosecution
- Probation / Parole
- Corrections
- Schools
- Community Organization
- Employment
- Legislation



# Gang Response Philosophies

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- **Community Organization**
- **Outreach Programs**
- **Jobs**
- **Suppression**

# **Gang Policy Objectives**

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- **Avoid Excessive Labeling**
- **Emphasize Early Intervention**
- **Promote Interagency Structure**

EXECUTIVE SUMMARY

STAGE 1: ASSESSMENT

May 1990

National Youth Gang Suppression and Intervention  
Research and Development Program

Youth Gangs: Problem and Response

Irving A. Spergel, David Curry,  
Ron Chance, Candice Kane,  
Ruth Ross, Alba Alexander,  
Edwina Simmons, and Sandra Oh

School of Social Service Administration  
University of Chicago  
in Cooperation with  
The Office of Juvenile Justice and  
Delinquency Prevention,  
The U.S. Justice Department  
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The following are highlights of reports of seven different data collection or research phases conducted in the Stage 1 Assessment, National Youth Gang Suppression and Intervention Program, in cooperation with the Office of Juvenile Justice and Delinquency Prevention, U.S. Justice Department. The three primary reports include:

1. Literature Review: Youth Gangs: Problem and Response, 1990
2. Survey of Youth Gang Problems and Programs in 45 Cities and 6 Sites, 1990
3. Community and Institutional Responses to the Youth Gang Problem, 1990 (Field Visits)

Because of the complexity of the youth gang problem and to better prepare for later stages of Prototype Development, Technical Assistance and Training, and Prototype Testing, four additional reports were developed:

4. Report of the Law Enforcement Youth Gang Symposium, 1989
5. Law Enforcement Definitional Conference - Transcript, 1990
6. The Youth Gang Problem: Perceptions of Former Youth Gang Influentials. Transcripts of Two Symposia, 1990
7. Client Evaluation of Youth Gang Services, 1990

The purpose of the assessment stage of our research and development program was to determine the scope and nature of the youth gang problem and the response to it, especially what might

comprise promising approaches for combatting it. This Executive Summary reviews and integrates the findings of the various reports of the assessment stage:

#### I. Scope and Seriousness of the Problem

The scope and seriousness of the youth gang problem is not clearly or reliably known because of limited research and the lack of consensus on what the definition of a gang or gang incident is. Based on law enforcement and media reports, criminal youth gangs or their members are to be found in almost all 50 states, including Alaska and Hawaii, as well as Puerto Rico and other territories. Youth gangs are present in certain large- and middle-sized and even smaller communities, including the suburbs of large cities. At the same time, youth gangs may be absent or their presence less extensive in other seemingly similar cities and communities. They are also found in many city, county, state, and federal detention and correctional facilities. They are present in many school systems, although they are usually more of a problem around than inside schools.

Youth gangs and gang incidents are defined differently across and within cities and jurisdictions by criminal justice, community based organizations and schools. Based on our survey of 45 cities and 6 sites with promising approaches for dealing with the problem, the most frequently mentioned elements of a definition of a gang were certain group or organizational characteristics such as symbols, and a range of specific and general criminal activities,

particularly violence, drug use and sales. Of 35 non-overlapping emerging and chronic gang problem cities and jurisdictions with organized programs to address this problem, law enforcement respondents estimated the presence of 1,439 gangs and 120,636 gang members. Blacks (54.6%), mainly African-Americans, and Hispanics (32.6%), mainly Mexican-Americans, were the major racial/ethnic groups in the gang populations reported by law enforcement.

Two-thirds of the law enforcement respondents in our survey of 45 cities perceived gangs with similar names and possible affiliations across neighborhoods, cities, or states. The respondents stated that 75 percent of gang youth had prior police records and that 11.3 percent of total index crimes in their jurisdictions were committed by gang youth. The gang problem was viewed as not only juvenile, since adults were cited as involved in 45.6 percent of the youth gang-related incidents. While gang members with arrest records were responsible for a disproportionate amount of violent crime, the proportion of total violent crime committed by gang members was still estimated to be fairly low, but statistics depended in large measure on the local definition of a gang incident.

A key aspect of the problem of youth gang violence is its concentration in certain categories of violent crime, such as homicide and aggravated assault, and in its concentration in certain neighborhoods. Gang homicides, using a broad and inclusive definition such as in Los Angeles City, have ranged between 25 and 30 percent of all homicides in recent years. In a city with a more

restrictive definition of gang incident, such as Chicago, they have averaged about 10 percent.

The close relationship between gangs, violence, and a significant crime problem is most evident, however, when delinquent and criminal patterns of gang and non-gang delinquents and their careers are examined. Youth gang membership is associated with significantly higher levels of official prevalence and incidence of delinquency than nongang delinquent members. The rate of violent offenses for gang members is three times as high as for non-gang delinquents. Gang members even without official delinquency records have a higher adjusted frequency of hidden delinquency than do non-gang official delinquents. Gang membership also appears to prolong the extent and seriousness of criminal careers.

In recent years, there is evidence that more and more gang youth have used and sold drugs. Currently some youth gangs, more likely gang cliques or former gang members, are heavily engaged in street sale of drugs, and also some mid-level distribution. However, the growth of drug dealing by gang and former gang members is insufficient to account for the greatly increased sale and use of drugs in many inner-city communities. Furthermore, while individual gang members may be involved in violent activities that are related to drug use or sale, the existence of a causal relationship between gang-related violence and drug use and sale is less clear. High levels of competition for drug markets seem to increase the likelihood of conflict, but most gang homicides still appear to grow out of traditional turf conflicts.



Law enforcement respondents who perceived drug dealing as a primary purpose of the gang stated it was more characteristic of black than of Hispanic gangs. When drug distribution was regarded as a primary purpose of the youth gang, a higher percentage of index crime in the community was attributed to gangs. Gangs that were perceived to be affiliated across neighborhoods, cities or states were also viewed as more likely to be connected with adult criminal organizations. Such gangs were regarded as highly likely to be engaged in both street and higher level drug trafficking, e.g., transporting drugs across jurisdictions. Nevertheless, it is likely that the availability of significant drug selling or trafficking opportunities has more to do with the development of a serious criminal youth gang problem than the presence of youth gangs has a significant influence on the general drug problem.

## II. Characteristics of Gang Structure and Experience

Gangs appear to be more highly structured than delinquent groups, yet they may still be regarded as loosely organized. Some gangs are based on age divisions, others are located in different parts of a community or city. Some gangs are part of larger structures, alliances, or so-called "nations." The size of a gang has been a continuing source of disagreement, varying over time, place, and by observer. Estimates have ranged from 4 or 5 members to thousands in a particular gang or gang conglomerate.

The gang consists of different types of members: core, including leaders, associates or regulars, peripheral or fringe,

and "wannabees" or recruits. The core may be regarded as an "inner clique" which determines the basic nature and level of gang activity. The extent to which gang members maintain long-term roles and specific positions is not clear. For example, some members join for a short period. A youth may switch membership from one gang to another for various reasons. In general, core members are more involved in delinquent or criminal activities than fringe members.

The age range of gang members appears to have expanded in recent decades, particularly at the upper end. Members remain in gangs longer and become increasingly involved in serious criminal gain-oriented pursuits, perhaps for lack of alternate legitimate opportunities. Extreme gang violence is concentrated in the older teen and young adult age range. The average age of the arrested gang offender is 17 or 18 years. The average age of the gang homicide offender is 19 or 20 years, and the victim a year or two older, at least in large chronic gang problem cities.

The evidence is overwhelming that males are almost exclusively responsible for gang-related crime, particularly violent offenses. About 5 percent or less of reported gang crime appears to be committed by females. Male gang members are estimated to outnumber females by 20 to 1; however, half or more of the youth or street gangs may have female auxiliaries or affiliates. Some gangs are mixed gender groups; a very small number are unaffiliated or independent female gangs. Females are likely to join gangs at a younger age and leave earlier. Female involvement in gangs is less

substantial; their criminal behavior is related directly or indirectly to that of the dominant male pattern. Furthermore, despite myths to the contrary, females are more likely to make a positive contribution toward conventionalizing gang male behavior rather than inciting male gang members to violent or criminal activity.

Gang socialization processes vary by age, context, situation, and access to alternative roles. A great many reasons for joining gangs have been identified, including need or wish for recognition, status, safety or security, power, excitement and new experience, especially under conditions of social deprivation. Joining a gang may be viewed as normal and respectable by youth, even when the consequence is a series of delinquent and violent acts. It may be that gang affiliation has been viewed as part of an expected socialization process in certain communities related to such values as honor, loyalty and fellowship. The gang has also been viewed as an extension of the family and as contributing to the development of the clan. Joining a gang may also result from rational calculation, not only to achieve security or protection in certain neighborhoods, but to benefit financially. The youth gang may provide the youth with sanction, contacts, and preparation for a variety of later criminal career pursuits efforts.

### III. Social Contexts for Gang Development

The factors of rapid population change in urban areas, community social disorganization, increasing poverty both relative

and absolute, and social isolation contribute to institutional failures and the consequent development of youth gangs. The interaction of social disorganization and lack of access to legitimate resources most significantly accounts for the development of serious deviant groups and subcultural phenomena in a variety of contexts. The defects of family, school, politics, and neighborhood organization, as well as the presence of organized crime and prison experience by youth, may be viewed as contributing to or reinforcing gang patterns.

Family. Family disorganization, e.g., single parent family or parental conflict, per se does not predict gang membership. A variety of other variables must be associated with weak family structure to produce a gang problem youth, including certain "aggressive" need dispositions of individual youth at certain social development stages, and the availability of a peer group that does not fully support family, school, and other normative values. Thus, while youth gang membership may not be explicitly acceptable, it may be traditional among certain inner-city families. The extent to which some families condone or implicitly approve participation in the gang may be a contributing factor, particularly if the youth thereby helps to support the family economically.

Schools. A youth gang member is likely to have done poorly in school and have little identification with school staff. He does not like school and uses or finds school more useful for gang-related than academic or social learning purposes. Furthermore,

few schools directly address gang-related problems or factors which precipitate gang membership. By and large, gang violence does not erupt in schools, although gang recruitment and especially planning of gang activities may occur on school grounds and may be carried out after school is dismissed. Not all schools in low-income or even high gang crime areas contribute to gang development or gang crime. Some schools -- perhaps because of stronger leadership and more stable and concerned learning environments -- do a better job of sustaining student interest and achievement and thereby may have lower rates of gang problems.

Politics. A symbiotic relationship has been observed between politicians and gangs in certain low-income communities, particularly those in the process of considerable demographic or political change. Political aspirants with a weak or shifting base of support and short of manpower may call on youth gangs and individual gang members to perform a variety of tasks needed to compete in local politics, e.g., obtaining signatures on petitions, putting up or tearing down election posters, intimidating voters, and getting voters out to the polling place. Gangs have also been used by a variety of organizations at times of urban or organizational disorder to try to control disruption or riot potential, and thus to stabilize volatile community situations. Gangs and gang members have received income, acceptance, status, and very occasionally a limited degree of influence for their "services."

Organized crime. So-called violent and criminal subcultures have probably become more integrated in the 1980s than they were in

the 1950s or 1960s, as newer minority groups enter the field of organized crime. Greater competition among nascent criminal organizations, the relative increase of older youth and adults in youth or street gangs, and the expanded street-level drug market have probably further contributed to the integration of violence and criminal gain activity. Several observers suggest a close relationship between youth gang members and organized adult crime. Adult criminals may follow the street "reputations" of youngsters and use a process of gradual involvement to draw youngsters into criminal networks. Youth gang structures, or cliques within gangs, may be considered increasingly as sub-units of organized crime for purposes not only of drug distribution but also car theft, extortion, and burglary.

Prisons. Prison gangs and street gangs are interdependent. The prison or training school may be regarded both as facilitating and responding to gang problems. In most states, prison gangs are outgrowths of street gangs, but there is evidence that gangs formed in prison may also transfer to the streets. Incarceration or incapacitation, while it is a simple short-term and often necessary response, has led to increased gang cohesion and membership recruitment in many institutions, and may have indirectly worsened the problem in the streets. The development of gangs in prisons has been attributed in part to a mistaken approach of certain officials who gave recognition to gangs as organizations and tried to work with them in order to maintain institutional control.

#### IV. Emerging and Chronic Youth Gang Problem Cities

We began more sharply to delineate differences between emerging and chronic youth gang problem cities or sites based on a series of visits to various cities, jurisdictions, and sites. The purpose of these visits was to closely examine the nature of youth gang problems and responses to them, particularly where promising models of intervention seemed to have at least partially evolved. The beginnings of the youth gang problem in certain cities particularly since 1980, seem to be characterized by certain similarities. Youth are observed congregating or "hanging out" at certain locations within low-income communities. These groups are small and amorphous; lines of membership are unclear; distinctive features of the traditional youth gang -- gang names, colors, signs, symbols, graffiti, turf, and particular criminal patterns, e.g., intimidation, gang assaults, and drive-by shootings are not well developed. The distinction between an ad hoc delinquent group and a relatively better organized youth gang is not easily made at this time.

With the passage of time, sometimes a relatively brief period, characteristic youth gang behavior becomes more clear. This behavior includes clashes between groups of youth and property crime, especially vandalism and graffiti, both in and around schools and at "hang-outs." Certain types of crime, e.g., burglary, car theft, and narcotics use, become more clearly associated with particular individuals or cliques. Tensions between increasingly organized youth groups result in increased recruitment of

members. Assaults are more frequent at popular youth hang-outs, including shopping and recreation centers, and sporting events. Some of the violence assumes serious proportions: stabbings, shootings, and homicides. Fear and concern permeate certain sectors of the community and are reflected in an increase in media attention. The youth gang problem crystallizes as it assumes crisis proportions and responsive action by police, politicians, schools and other agencies and community groups is called for and usually taken.

Some of the key political and agency influentials in emerging gang problem cities may assert at first that the problem is "imported" from the "outside," i.e., from specific chronic gang problem communities or cities. Some of the leaders or organizers of youth gangs within their jurisdiction have arrest records in other cities. However, it is usually clear that in most cases new youth gangs are not franchises nor developed as part of a calculated expansion for status or economic gain purposes. The "importation" of the problem more substantially seems to result from the movement of families out of low-income inner city areas in search of improved housing, employment opportunities and a better way of life for their children. Youth in these families may have been gang members or at least prone to gang membership. These newcomer youth seek status and sometimes protection in the new community, often at school, from youth hostile to them.

Other influential observers in these cities also argue that local youth, with or without the presence of "outsiders" were ready



to form or participate in gangs because of deteriorating family, school, social, and economic conditions. A later stage of the development of the youth gang problem in these emerging gang problem cities, was the development of a serious drug trade problem, often involving "crack" cocaine, which occurred within two or three years after the onset of a traditional youth gang problem. Traditional youth gang patterns become muted or almost disappear. The relationship of youth gang members to drug trafficking and other more organized criminal activities grows more difficult to detect.

The situation may be even more complex in chronic than emerging youth gang problem cities. Problems of youth gang violence, turf protection, gang symbols, recruitment, and gang organization have been well established, perhaps for decades. However, cycles of organized gang activity, particularly violence, including retaliatory killings, are followed by periods of relative tranquility as older, more serious offenders are imprisoned. In time, they return to their gang communities and some resume patterns of gang violence or stimulate gang organization and patterns among younger youth. Different generations of youth in low-income areas also create different patterns or sequences of gang-related deviance. For instance, stoner activity, i.e., drug use, vandalism, and satanism, become popular, but in due course, may be transformed and integrated into traditional forms of youth gang violence. Drug trafficking and other adult criminal patterns are usually more developed in chronic poverty, minority ghettos or enclaves. The

adult criminal system in these areas serves to reinforce youth gang patterns, probably more indirectly than directly. Youth gangs serve as a basis for recruitment and even potential infrastructure for the development of adult criminal enterprises.

V. Response to the Problem: Historical Perspectives

Four or five basic strategies have evolved in dealing with youth gangs: community organization or neighborhood mobilization; social intervention, especially youth outreach or street gang work; social and opportunities provision, such as special school and job programs; gang suppression and incarceration; and an organizational development strategy, e.g., police gang and specialized probation units. Since these strategies are often mixed in a particular city or organizational context, it is useful to incorporate them into two general organizational approaches or ideal types: a traditional, limited bureaucratic or unidimensional professional approach and an evolving rational, comprehensive, community centered approach.

The neighborhood mobilization approach to the delinquent group or gang problem, which evolved in the 1920s and 1930s was an early attempt to bind elements of local citizenry, social institutions, and the criminal justice system together in a variety of informal and later formal ways. The approach often did not clearly target delinquent or gang youth, but focussed on neighborhood adult involvement and greater activity by agencies to socialize youth. The approach led to the development of more

sophisticated outreach or street gang efforts in the 1940s and 1950s based on the assumption that youth gangs were relatively normal or adaptive phenomena in socially deprived communities, and that such youth groups could be redirected through various social intervention activities, such as counseling, recreation, group work and social service referrals. A variety of research evaluations indicate that this approach per se does not reduce delinquent activity and in fact may contribute to increased cohesion and criminalization of the gang.

An opportunities provision approach developed in the 1960s, but did not specifically target the youth gang problem. Great concern with rising rates of delinquency, unemployment, and school failure of inner-city youth in the late 1950s led to a series of large scale resource infusions and innovative programs in the 1960s designed to change institutional structures and reduce poverty. While such programs as Head Start and Job Corps appeared to have had a positive effect on the reduction of delinquency, it is not clear to what extent the specific youth gang problem was either addressed or modified by these programs. There was, in fact, evidence of a rise in the scope and seriousness of the gang problem in several cities in the late 1960s and early 1970s.

A new strategy appeared to emerge in the 1970s, 1980s, and is still dominant today, suppression. The dominance of a suppression strategy can be related to several factors - the decline of local community and youth outreach efforts, at least in respect to the youth gang problem; the insufficiency of opportunity provision

approaches to target or modify gang structures; the changing structure of the labor market which could no longer adequately absorb unskilled and poorly educated older youth gang members; and the consequent increased criminalization and sophistication of youth gangs. The youth gang was increasingly viewed as dangerous and evil, a collecting place for sociopaths who were beyond the rehabilitative reach of most social institutions. Community protection became a key goal. Vigorous law enforcement was required. Gang members, especially leaders and serious offenders, were increasingly arrested, prosecuted and removed from the community to serve long prison sentences.

#### VI. Institutional Responses

Police. Law enforcement has pursued an increasingly sophisticated suppression approach, including surveillance, stake out, aggressive patrol and arrest, follow-up investigation, intelligence gathering, and some prevention and community relations work in regard to gangs. The police have created complex data or information systems and improved law enforcement coordination. However, no systematic evaluation of varied police approaches has been conducted. While it is possible that a straight "nip in the bud" suppression approach may reduce gang violence in the short term, there is little or no evidence that a primary or exclusive suppression approach has contributed to a lowering of the gang problem in the long term.

Some police departments have developed additional community-oriented strategies, with considerable attention to community collaboration, social intervention, and even opportunities provision. Some police department officers assigned to the gang problem have directly engaged in counseling, job development and referral, student tutoring, and extensive community relations and development activities. In some cities where these more complex approaches have been tried, there is some evidence of a decline in the youth gang problem. But again, it is not clear whether the decline was due to changed police strategies or alternate but unrelated structural changes in the community environment, e.g., greater availability of legitimate jobs or greater access to income producing drug trafficking opportunities.

Prosecution. The primary mission of prosecutors is successful prosecution, conviction, and incarceration of gang offenders. Focus has been on serious gang offenders in recent hard-core or vertical prosecution arrangements (i.e., a single prosecutor follows a case through from start to finish). The rate of conviction and incarceration has increased. It can be argued that the gang prosecutor's approach has become more specialized and somewhat more community oriented with increased understanding of gang norms and behaviors and community factors which influence them. At the same time, the vertical prosecution approach can be broadened to include preventive and social intervention strategies, particularly for younger offenders, for example community development activities and social service referrals. Constitutional questions also need

to be resolved as state law and gang prosecutors begin to define gangs as criminal organizations which places gang members at special risk of arrest and enhanced sentencing.

Judiciary. Little attention has been directed by the judiciary to special approaches for dealing with juvenile or youth gang offenders. The tendency has been to emphasize a "get tough" strategy, and more often removal of the serious juvenile gang offender from the jurisdiction of the juvenile and family court. However, some judges try to use the court as a basis for a community-oriented approach in which a variety of community, school, family, and justice system organizations concentrate efforts to address the special needs of the youth gang member. While many judges pursue a broad social rehabilitation or protective approach in respect to abused and neglected children and minor offenders, little consideration is given to adapting such an approach for juvenile gang offenders.

Probation/Parole. Most probation departments and parole units have not given special attention to the gang problem, particularly through special units and procedural arrangements. However, "innovative" approaches have been developed, for example, in Los Angeles, San Jose, San Diego, and Orange County in California. The specialized programs emphasize suppression in collaboration with law enforcement, and to a lesser extent close coordination with community-based-youth service agencies. They may involve vertical case management and intensive supervision. A few probation and parole units have also experimented with various

combinations of individual and group counseling, remedial education and alternative school arrangements, employment training, job placement, and residential care. An integrated outreach crisis intervention youth service program combined efforts with a "detached" probation unit and a variety of community groups associated with a reduction of the youth gang problem in Philadelphia in the 1970s and 1980s. The Gang Violence Reduction Program (GVRP) of East Los Angeles, part of the California Youth Authority, uses former gang members and a strong community involvement strategy which was also reported to be successful.

Corrections. Traditional suppression still predominates in most prisons, including swift reaction to, and "forceful" prevention of gang activities via special lock-up arrangements, and moving gang leaders from one prison or prison system to another. A more community-based comprehensive approach is more likely to be developed in a youth correctional institution and provides for close coordination with a variety of law enforcement and community based agencies, better communication between correctional officers and inmates, and increased institutional social opportunities for positive inmate development and change, including employment training and work programs. Evidence for the beginning of a more comprehensive and promising long-term approach exists in some of the programs of the California Youth Authority and in the Ethan Allen School for Boys in the Division of Corrections, Wisconsin Department of Health and Social Services.

Local School Programs. Public schools, especially middle schools, are potentially the best community resource for the prevention of and early intervention into the youth gang problems. The peak recruitment period for gang members is probably between fifth and eighth grade, when youth are doing poorly in class and are in danger of dropping out. Most schools, overwhelmed by other concerns, tend to ignore or deny the problem. When forced by circumstances to recognize the presence of youth gang problems in and around schools, the first reaction is to beef up police, school security and/or to invite probation and youth service agencies to develop gang prevention programs in the schools. Otherwise there tends to be little restructuring of school programs, including the targeting of high-risk gang youth for special supervision and remedial education. Sometimes probation officers have established special outreach programs in schools that involve parent education, family counseling and referral. Of interest in recent years has been the development of special anti-gang curricula for children in the early elementary grades, usually taught by representatives of outside agencies. While there is some evidence that these curricular efforts are successful in changing attitudes of youth about gangs, it is not clear that behavior of youth who are already gang members is thereby also changed. A variety of school anti-drug programs, with some attention to gang issues, are presently being tested in California, Oregon, and elsewhere.

Local Community Organization. Ad hoc, sometimes ephemeral local community efforts have developed in recent years to deal



specifically with the youth gang problem. Some of these are variations of more general citizen crime control and prevention programs. It is questionable whether limited citizen participation can be effective where the risks of intimidation by gang members are high. Nevertheless, a variety of proactive, if not angry, and militant local citizen groups have formed to deal with the problem, sometimes with the aid and supervision of the local police. Such groups patrol streets, supervise social events, and monitor students in school buildings. Some of the groups have taken on a vigilante character and do not shrink from interrupting drug deals, holding offenders until the police are called, and even shooting at gang members, on occasion.

In an earlier period, some resident groups attempted to mediate gang disputes when youth gang activity was a little less lethal and criminalized because of the involvement of fewer adults and the absence of drug trafficking. Mothers' groups were active in preventing gang conflict in Philadelphia. A number of cities currently have active Mothers' or Parents' Against Gang groups, somewhat similar to the Mothers' Against Drunk Driving organizations. Their members provide mutual support for parents whose children are victims of gang violence. They also lecture in the schools, advocate for tighter gun controls, and pressure police and other agencies to focus greater attention on the problem. However, it is doubtful that such groups alone can make much difference, although, there is evidence, both in Philadelphia and East Los Angeles, that local community groups in close coordination

with schools, police, churches, and youth agencies can make a significant and positive difference.

Employment. While there is evidence that gang youth prefer a "decent-paying job to the gang life," training and employment programs have not yet adequately targeted gang youth. Most policymakers and practitioners familiar with the problem believe that part-time and full-time jobs would be effective in pulling youth away from gangs and socializing them to conventional careers. However, gang members generally lack the vocational skills and appropriate social attitudes and habits to hold jobs. A variety of social support, remedial education, and supervision strategies appear to be required to make job and training programs directed to gang youth successful. Some local projects, combining business and public sector interests and resources have been promising. Examples include the San Jose Youth Conservation Corps experiment closely connected with the Juvenile Court and a somewhat similar project recently initiated in Dane County, Wisconsin. A long running program in El Monte, California, has involved police and the Boys' Club, along with business and industry in extensive job development and placement efforts directed to gang youth and their families. Intensive efforts to prepare and sustain gang youth on the job are undertaken in some of these projects. Recent U.S. Labor Department efforts to create comprehensive community-based job training and placement programs targeted to a variety of socially deprived youth, including gang youth, may also prove to be promising.

## VII. Policy Structures and Procedures

We attempted to discover what policies and procedures were currently employed by agencies and community groups to deal with the youth gang problem. We conducted a survey of 45 cities and 6 sites, mainly correctional institutions with organized programs. The 254 experienced and knowledgeable policymakers and administrators contacted, included police, prosecutors, judges, probation, parole, corrections officers, school personnel, youth agency and social service staff, grass-roots representatives, and community planners.

A variety of criminal justice and community-based organizations currently respond to the youth gang problem; nevertheless, law enforcement is still the dominant response. The structure of the police response tends to differ from that of other agencies. Police departments are usually larger in size and can allocate more resources to the problem. An explicit, formal, and increasingly specialized approach tends to characterize law enforcement programs, including specially organized gang units, written policies, special training, and increasingly sophisticated data collection systems. However, they are less likely to have interdepartmental or external program advisory structures than other agencies; still, the police tend to participate extensively in community-wide coordinating or task force efforts.

In those jurisdictions where promising approaches exist, organizations tend to have special policy and training arrangements addressed to the gang problem. Internal agency arrangements across

units, in terms of policies, procedures, and coordinating mechanisms, are reasonably well-interrelated. However, there appears to be a negative (statistical) relationship between the presence of a special gang unit or program in an agency and external advisory program structures for that unit or program. It is possible that when an organization has made a special commitment to dealing with the youth gang problem, it does not want anyone from outside of the agency examining or advising what its' policies and procedures should be. However, this may have adverse consequences for the effectiveness of outcomes, as indicated below.

In general, the presence of special programs, units, policies and activities directed to the youth gang problem is associated (statistically) with a worsening gang problem. Agencies are especially responsive, when there is evidence of gangs penetrating or spreading across neighborhoods or cities, and when youth gangs are perceived to be affiliated with adult criminal organizations. Generally, no specific policy or program arrangements appear to be related to a decrease in the youth gang problem over time, with one exception.

Our survey data indicate that a significant relationship exists between the presence of an external advisory structure (but not internal agency coordination mechanisms or interagency task force or community-wide coordination arrangements) and a lowering of the perceived (and actual) gang crime problem. The existence of external advisory structures was significantly correlated with a variety of indicators of a reduced youth gang problem, including

lower numbers of gangs and gang members, smaller gang size, lower percent of gang incidents involving adults, and lower percent of gang members in the community with police records. However, an external program advisory structure is not associated with a reduction in the more serious or criminal aspects of the gang problem, including reduced presence of "non-local" gangs, adult involvement in youth gangs, or drug trafficking by youth gangs or gang members.

We are not certain how to interpret this single set of statistically significant findings. It is possible that the presence of an external program advisory group results in a high degree of participation and accountability in the formation and implementation of community and/or interagency anti-gang programs. An internal agency coordination arrangement or a weak community-wide public relations oriented coordinating mechanism may not signify as strong a commitment to community mobilization against the problem as programs that are really exposed and held accountable for their performance.

#### VIII. Promising Approaches: The Law Enforcement Perspective

Participants from 14 cities or jurisdictions at a recent law enforcement conference were asked to describe what they have done in conjunction with other agencies or community groups to address gang activity and to assess the results of these efforts. Two principal approaches to gang intervention were evident in the

discussions: suppression and cooperation with community based alternative support programs.

Suppression: A strong targeted law enforcement presence was seen as essential to the department's mission of stemming violence. Targeting high incidence areas and deploying the same officers to those areas for an extended period of time was deemed to be essential. Effective suppression was based on gathering and organizing intelligence information on gangs and gang members. Law enforcement officers were specifically trained and experienced to recognize gang problems in particular parts of the city. The police also were able to communicate with gang members in a positive way. Several departments worked closely with vertical prosecution units in their county district attorney's office. They also ensured that gang affiliations of defendants were known to judges before sentence was passed. These efforts resulted in large numbers of gang members being imprisoned. In at least three cities, targeted suppression, in combination with other justice and community interventions, was viewed as resulting in a reduction in gang violence. One large city department described its policy in respect to gangs as follows: Three units are spread throughout the city and are in operation seven days a week. There are both tactical and crime specialist officers in each unit. The tactical

officers, in uniform or plain clothes, are given directed missions on a day-to-day basis. The gang crime specialists do more investigative follow-up of crimes. They write-up gang histories and prepare cases for trial. A monthly report is prepared based on statistics of type of crime, location of crime and district of occurrence. The gang crime unit works closely to assist the district commander with information on gangs and to supplement his personnel in a given situation. The gang unit uses the central records division to determine whether a person arrested is also on probation or parole. If so, the proper authority is notified. The unit also notifies the corrections department when a leader or core gang member is being "set up." In turn, the prison authorities are expected to notify the gang unit when a high ranking gang member returns to the community or a potential gang problem may occur with that person's release.

Alternative Support Programs: A variety of community-based programs were thought to diminish the hold of gangs on their members or to lessen the chance that young people would join a gang. The police in some cities were directly involved in these efforts. These included:

- In school anti-gang education programs which alert grade school youth to the consequences of gang membership and encourage their participation in positive alternative activities.
- Social agency crisis intervention teams to mediate disagreements between gangs. These teams work closely with police and/or probation officers to identify potential trouble spots, prevent gang retaliations and/or resolve gang problems without violence.
- Alternative education programs to teach young people basic skills which they may not have mastered while in school and to prepare them for a G.E.D. or, where possible, higher education.
- Vocational training and job placement for gang members and support for their efforts to hold jobs.
- Pairing of gang members with local businessmen (some of whom were gang members themselves at one time). These businessmen provide support and guidance as well as a positive role model to the gang member in order to channel energies into positive activities.
- Parent education classes and other programs which promote the family as a strong unit capable of providing young people with emotional support and supervision as well as clothing, food, and shelter.



-- Instruction to school personnel, community residents, agency staff members, as well as criminal justice personnel and others on gang activities and their impact, signs and symbols, and the way to counter gang influence.

While none of these approaches or activities has been systematically evaluated, participants asserted that both suppression and social intervention programs were needed to stop gang violence, draw members away from the gang, and provide them with alternatives to gangs. The age of gang members, degree of gang organization, and commitment to criminal activities should determine the appropriate mix of these strategies. Busing children to schools out of neighborhoods which had gang structures and traditions appeared partially to mitigate, but could also spread, the gang problem. Gang cohesion generally was reduced and children were less committed to gangs. Participants also felt that gangs were not the responsibility of one or two community institutions. All social institutions and community groups -- police, courts, corrections, social service agencies, schools, parents, citizens -- must work in concert to combat the rise and spread of gangs in their communities. The Philadelphia representative stressed the importance of total community involvement by all key actors in successful efforts to deal with the gang problem.

IX. Effectiveness of Intervention Strategies: A General Perspective

Our survey of 254 informants -- so-called experts -- in 45 communities and 6 sites described which strategies they believe hold most promise in reducing the youth gang problem. We were able to elaborate empirically the historical development of the 4 or 5 basic strategies described above in terms of current practice. We identified the components of these strategies across the agencies and community groups contacted. They included, for example, grass-roots participation and interagency networking as key to community mobilization; focus on individual youth behavioral and value change in social intervention; special focus on improved education, employment training, and job placement efforts targeted to gang youth in the opportunities provision strategy; arrest, incarceration, and close monitoring and supervision as characteristic of suppression, across criminal justice agencies; and the presence of special gang units and programs as typical of an organizational development strategy.

These strategies were usually employed in various combinations by particular agencies in each of the cities. A classification of primary strategies indicated that suppression was most frequently employed (44.0%), followed by social intervention (31.5%), organizational development (10.9%), community organization (8.9%), and opportunities provision (4.8%). Prosecutors and judges were most committed to the use of a suppression strategy. Social agencies and grass-roots organizations were most committed to the use of social intervention strategies. Chronic gang problem cities

emphasized a broad range of approaches, combining community organization and suppression with social intervention strategies. Emerging gang problem cities were divided in their approaches; some focused primarily on community organization and organizational development, while others focused on suppression.

Based on cross-sectional survey data, we attempted to determine whether different strategies, policies, structures, and procedures lead to a perceived (and actual) reduction in gang crime. Only 23.1% of the police and 10.4% of non-police respondents believed that there had been an improvement in their communities' gang situation between 1980 and 1987. In only 17 of 45 cities or jurisdictions was there evidence of any level of improvement in the gang situation. In an independent external validity check of perceptions of improved gang problem situations, we found that these perceptions were associated with significantly fewer numbers of gangs, gang members, size of gangs, and a decline in the percent of total index crime attributed to youth gangs. Serious gang crime, including drug selling, was also reported lower. There was no evidence that improvement was necessarily more likely to occur in large or small, chronic or emerging gang problem cities. We found that no special policy or procedural development was associated with any of the perceived characteristics of an improved gang situation, with the exception of the presence of an external advisory group to a program.

On the other hand, respondents' ratings of how effective their agency or local interagency or task force efforts had been

were far higher than their ratings of an improved gang problem situation. More than 40 percent of all respondents saw their agencies as very effective in dealing with youth gangs.

Nevertheless, the three perceptual ratings -- situation improved, agency effectiveness, and interagency effectiveness -- were significantly intercorrelated, and consequently a "general effectiveness" score was constructed and used as a basis for ranking cities on whether or not the gang problem had been successfully addressed. These rankings became a major basis for the selection of cities and institutions for field visits to inquire about which programs and approaches might be promising and could serve as models for other cities and institutions.

Aggregate Level Analysis. At this point, our analysis shifted from a mainly individual respondent level to an aggregate, or city-wide respondent aggregated, level analysis. We were particularly interested in whether approaches dealing with the problem might be more effective in one type of city than in another. First, we had to make sure that we had classified our cities reasonably well. In a series of discriminant analyses, we determined systematically that chronic problem cities were larger and characterized by greater proportions of Hispanic gang members. Emerging gang problem cities were more likely to be smaller and had higher proportions of black gang members. Respondents in the smaller cities were also more closely interconnected in terms of networks of interagency and community group relationships. Also programs in chronic problem cities were more likely to be

characterized by social intervention and opportunity provision as primary strategies. Programs in emerging cities were more likely to exhibit community organization as a primary strategy.

Our final step in the search for promising approaches was to construct causal models, using multiple regression analyses. First, in our chronic gang problem cities, using the variable of (perceived) improved gang situation as our dependent or outcome measure -- probably the most valid of the three component measures of general effectiveness -- we found in a probit regression analysis that the interaction of the strategies of community organization and opportunities provision was the single strongest predictor. It accounted for 40.2 percent of the variation in our dependent variable, perceived improvement in the gang situation. The second significant predictor was the proportion of local respondents networking with each other in a city to address the youth gang problem. Together, these two predictors or independent variables accounted for almost 60 percent of the variance. We were unable, however, using this procedure, to find variables or factors that predicted success in the emerging gang problem cities.

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variable that entered the regression equation was the proportion of agencies with an external advisory group. Together these four variables accounted for 82 percent of the variance in the general effectiveness score in chronic gang problem cities. The model for predicting general effectiveness in emerging gang problem cities was not as robust. Only community organization as a primary strategy contributed to an explanation of 31 percent of the variance in the outcome variable.

Our survey of 45 cities and 6 sites concludes with the recommendation that future policy and research emphasize the testing of strategies of opportunities provision, particularly improved educational, training and job opportunities, for gang members and gang prone youth. Strategies of suppression and social intervention were common to all of the cities in the survey, and we viewed them as essential for dealing with the youth gang problem effectively. However, success was more likely when community organization and opportunities provision strategies were also present and emphasized.

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The results of a series of field visits to five city or county jurisdictions and one correctional institution suggested certain common elements that were associated with a reduction of the youth gang problem for significant periods of time. These included clear and forthright, if not early, recognition of a youth gang problem. Proactive leadership by representatives of

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Additionally, the principal actors developed consensus on a definition of the problem (e.g., gang, gang incident), specific targets of agency and interagency effort, and on the reciprocal interrelated strategies to be employed. Operationally this meant, especially in chronic gang problem areas, that a multi-disciplinary approach evolved in which strategies of suppression, social intervention, organizational development, and especially social opportunities were mobilized in some collective fashion on a community basis. Finally, it appeared that a successful approach had to be guided, not only by a concern for protecting and safeguarding the community against youth gang depredations, but also for providing support to (as well as supervision of) potential and actual gang members in a manner which contributed to their personal and social development.

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random availability sample of programs and youth (n=124). A variety of selection factors may have affected the results, however. Thus caution needs to be exercised in use of these findings. Their main value is as a basis for development of hypotheses and questions for later more systematic testing in the course of program research and evaluation.

Almost half of the respondents (47.6%) declared they were former gang members; 29.8% said they presently were gang members; 16.9% said they had never been gang members. About a fifth of the respondents were female. The majority were Hispanic (66.1%), mainly Mexican-American, and 29.1% were black. For all respondents the most commonly reported service or activity provided by the particular program was recreation and sports. This set of activities was also declared as most helpful of all the 22 options listed. The second most helpful service reported was job placement. Hispanics reported receiving fewer services than blacks but rated service helpfulness higher. However, there was more difference by program site than by race/ethnicity.

When we examined differences among groups, we found a significantly larger proportion of blacks than Hispanics in our sample who designated themselves as former gang members, although in fact, blacks were slightly younger (19.7 years) than Hispanics (20.5 years). Blacks were more likely to report leaving the gang because of arrests and fear of violence; Hispanics were more likely to report leaving the gang for reasons of drug use and drug dealing. These findings can be interpreted in various ways.



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XI. Former Youth Gang Influentials' Perspectives: Some Racial/Ethnic Differences

We thought it important to further qualitatively assess the problems of gangs and how to deal with them based on the views of those who had significantly experienced youth gang life, and who had been reasonably successful in surviving and moving beyond this involvement to productive and legitimate careers. Two conferences or symposia were conducted involving a relatively small number of young adults in their 20s and 30s who had been major figures in extremely violent and criminal youth gangs in Hispanic (mainly Puerto Rican) and African-American low-income areas or ghettos of Chicago. The symposia addressed a variety of questions including views about leaving the gang, gang control and prevention policies and programs, and what more needed to be done. Differences as to the nature of the youth gang problem and what was required to deal with it seemed to differ in the black and Hispanic communities.

Youth gang membership seemed to be more total and continuous in the black than in the Hispanic community. While it seemed to be

more culturally defined, it was also delimited as part of growing up in the Hispanic barrio community. There seemed to be earlier points and more manageable ways to leave the gang experience behind in the Hispanic community. In the black community, youth ganging, although not necessarily more violent, was a critical and pervasive element of survival. The youth gang seemed to be a supplement for more basic institutional lacks in the black ghetto, providing essential controls and opportunities, and not as substantially lacking in the Hispanic low-income community. Drug use and drug selling appeared to be prevalent in both gang communities but utilized relatively more as a means of psychological escape and economic survival for the black gang member and relatively more as a matter of recreation, and even transition out of the gang for the Hispanic gang member. Nevertheless, drug trafficking was an important way of earning money to survive for both gang and non-gang youth and adults in both black and Hispanic low-income communities.

Factors mentioned as motivating youth to leave the gang included: growing up and getting smarter, fear of injury for oneself and for others, a prison experience, a girl friend or marriage, a job, drug dealing, concern for youth and community welfare, interest in politics, religious experience, and the assistance and interest of a helping adult. Opportunities for leaving the youth gang for legitimate life styles seemed to be more available to Hispanic gang youth. On the other hand, the gang seemed to continue to provide discipline and support, as well as

economic, social and political resources which could not be obtained readily through other institutions by older black gang youth and adults.

In some cases, the transition out of the youth gang was accompanied by a complete break with gang peers or leaving the neighborhood. In most cases, it meant simply desisting from gang violence and criminality, but not restricting relationships with former gang buddies. There seemed to be a stronger tie to the gang culture even for former gang influentials in the black community because of the power and influence the gang still represented relative to other local institutions. Nevertheless, for both African-American and Hispanic (Puerto Rican) young adults in the two symposia, the youth gang was regarded as more negative than positive.

Ways of dealing with the youth gang problem or of preventing youth from joining gangs were viewed somewhat differently by the two groups. For the former Hispanic gang influentials, improved services and especially more positive attitudes and practices by agency personnel, especially the police, were seen as important. While some of these views were echoed by the African-American group, a more substantial community and societal effort was seen as required. A massive infusion, not only of economic, but spiritual and intellectual resources was thought to be needed. Equity or fair treatment of minority groups, especially male youth, by the larger, dominant community, increased opportunities, better local citizen and parental discipline or social control, and stronger

mobilization of local community groups and agencies were seen as important by both groups.

## XII. Policy and Program Recommendations

Based on our extensive assessment process, the following recommendations are made for systematic testing in various cities and sites around the country:

1. Definition. The definition of a youth gang should be restricted to youth groups engaged in serious violence and crime, and whose primary purpose for existence is symbolic or communal rather than economic gain. Drug trafficking or criminal gain organizations per se should not be considered youth gangs, although distinctions are not easy to make. A gang incident should be any illegal act which arises out of gang motivation, gang function, or gang-related circumstances, in which being a gang member per se should not be sufficient to label the event as a gang incident. A youth should not be labelled a gang member unless sufficient and reliable evidence exists. Appropriate procedures, especially in regard to the schools, police, and courts, should be required to maintain the confidentiality of gang member records. Records should be frequently updated and purged about three years from the date of the entry of the individual's last gang-related incident.

2. Targeting Gang Youth. Youth who give clear indication of gang involvement should be the primary targets of comprehensive gang control and early intervention programs. We assume that a small number of youth can be targeted for special remedial education and supervisory attention. The tendency to identify at-risk youth without clear, criteria and reliable evidence of potential gang membership should be avoided.
  
3. Chronic Cities. A special comprehensive approach should be established in chronic gang problem cities. Leadership of such an effort should be assigned to an official agency, such as probation or a special unit in the mayor's office. All criminal justice agencies, including police, probation, parole, judiciary, prosecution, and corrections should be associated with the new authority, supported by key voluntary agencies, schools, business and industry, and local community groups. Multiple strategies including social intervention and suppression, but with emphasis on social opportunities and community mobilization, should guide the development of program activities and the roles of various personnel. While priority should be given to remedial education and employment training programs for juveniles and adolescent gang members, older youth gang adolescents should also be targeted. Employment training

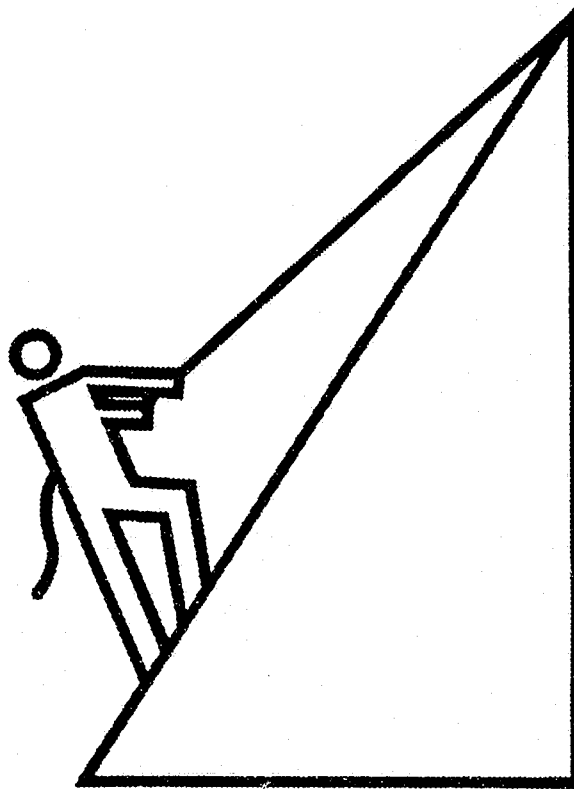
and a job development structure should be established as part of the authority concerned with needs of these older youth. The gang problem as it affects older and younger youth --often interrelated-- needs to be attacked in an organic fashion, reflecting the interrelationship and interdependence of younger and older youth in the gang.

4. Emerging Cities. In emerging and in some instances chronic gang problem cities or contexts, a local educational administrative unit based within the school, should take responsibility for the development of special early intervention programs. This unit should collaborate closely with law enforcement, family or juvenile court, as well as social agencies and community groups to target youth gang members at an early stage of development of the problem. These programs should be directed to social education and social control of gang youth, especially those between 11 and 15 years in the middle grades who are beginning to take on gang roles and are already engaged in law-violating behaviors. Efforts should be made to improve the academic performance and social adjustment of such youth, and provide them and their parents with outreach counseling, referral, and opportunity provision programs. General anti-gang crime curricula, crisis intervention, and school-community advisory groups should be established directly by the

special school unit for the development and implementation of early, school-based, gang control programs.

**GANG AND DRUG**

**POLICY**



**JURISDICTION TEAM**

**SELF-ASSESSMENT**



# 1. Establishing a Data Base

- A. Who keeps criminal history (juvenile and adult) records?
  
- B. What types of records are maintained?
  
- C. Do these records identify or separate gang members from minor offenders?
  
- D. What types of crime analysis records or files exist?

Who keeps them, and how?

Who uses them, and how?

- E. What types of intelligence data are collected relative to gangs?

Who does this?

Does the data include the activities and associations of known habituals?

Does the data contain drug involvement and activities?

F. Who has access to these records (for input and retrieval)?

What are the procedures?

G. Do school records contain disciplinary code violations and actions taken against gang members?

Has this been connected with a local gang suppression program?

H. Approximately how many gangs are there in your jurisdiction?

I. Approximately how many gang members are there in your jurisdiction?

J. Describe current gangs:

1. Names (of largest ones):

2. Age ranges of members (of largest ones):

3. Predominant ethnicity/races (of largest ones):

K. Estimate the types and numbers of serious criminal offenses gang members are responsible for:

L. Are victims of gang crime primarily:

Other gang members?

Members of the general public?

Both?

M. Are gangs involved in organized drug trafficking?

If yes, can you describe the level and nature of involvement?

N. Is gang activity of recent origin?

If yes, how recent (in years)?

O. Do gang members operate:

In limited geographical area?

Throughout the city?

P. Is there any evidence that gangs or gang-members in your community are influenced by gangs or gang-members from other cities?

If yes, explain:

Q Using any point in time, or other baseline for comparison, would you say gang activity is:

increasing

decreasing

more violent

less violent

Baseline used for comparison:

R. What are the problems that have to be addressed within this program area?

S. What action is required?

## 2. Establishing Criteria for Gang Status

- A. Do statutes, administrative rules, court policy or agency rules exist that identify gang status and membership?
  
- B. Who sets (or will set) these criteria?
  
- C. By what standards?
  
- D. What data was used or will be used?
  
- E. What are the problems that have to be addressed within this program area?
  
- F. What action is required?

### **3. Establishing an Early Identification Process**

- A. Do methods, procedures or programs exist for flagging gang members as they come into contact with police or school officials?
  
- B. Do police patrol officers and detectives have access to prior contact records, detention orders, truancy data, disciplinary code violations and probation rules?
  
- C. How feasible is this access?
  
- D. Do legal or procedural restrictions exist?
  
- E. What are the problems that have to be addressed within this program area?
  
- F. What action is required?

## 4. Specialized Crime and Intelligence Analysis Functions

- A. Do Crime analysis units exist in law enforcement agencies?
  
- B. If not, do records analysts or special records clerical personnel exist who may develop profiles of gangs and gang-members?
  
- C. What types of crime/intelligence files and services exist currently?
  
- D. How will basic criminal intelligence and narcotics information be obtained and analyzed?
  
- E. Are (will) drug-related crimes (be) defined?

Or will this area be limited to a correlation with drug offenses/arrests? (explain)

F. What automation is used presently?

What are the plans, if any, for the use of automation in your gang/drug policy?

G. What are the problems that have to be addressed within this program area?

H. What action is required?



## 5. Linkage and Flow of Information

- A. What type and how much information is presently shared within the law enforcement agencies, and among the other agencies?
  
- B. Do legal and procedural impediments exist?
  
- C. What improvements are planned or needed?
  
- D. Do planned improvements affect directed patrol or unit missions (e.g., crime prevention)? (Describe)
  
- E. What are the problems that have to be addressed within this program area?
  
- F. What action is required?

## **6. Establishing Special Criminal and Juvenile Justice Procedures**

- A. How well does the present system work in dealing with gang related cases? Or in dealing with habitual offenders?
  
  
  
  
  
  
  
  
  
  
- B. What processing criteria and procedures will have to be changed?
  
  
  
  
  
  
  
  
  
  
- C. Can the present system be evaluated?
  
  
  
  
  
  
  
  
  
  
- D. Is there clear documentation regarding what happens to each case?
  
  
  
  
  
  
  
  
  
  
- E. Do cases fall through "cracks"?
  
  
  
  
  
  
  
  
  
  
- F. Are there any legal or procedural limitations on dispositional alternatives?

- G. Will the criteria setting process for gangs include an assessment of the impact of gang prosecutions on pre-trial, trial, case disposition and after-case processes?
- H. What kind of feedback is planned?
- I. What are the problems that have to be addressed within this program area?
- J. What action is required?

## **7. Interagency and Community Support**

- A. What are the primary agencies and groups that will be affected by gang and drug policy?
  
  
  
  
  
  
  
  
  
  
- B. Do networks or interagency agreements exist presently?
  
  
  
  
  
  
  
  
  
  
- C. Do data or records exist which verify the actual level of cooperation?
  
  
  
  
  
  
  
  
  
  
- D. How well do these networks represent the real need?
  
  
  
  
  
  
  
  
  
  
- E. Which agencies of government are presently involved in gang control programming?
  
  
  
  
  
  
  
  
  
  
- F. Which community organizations are presently involved in gang control programming?
  
  
  
  
  
  
  
  
  
  
- G. What is the level of formal coordination?

H. What roles must the agencies, groups, and officials named above play for the organization to achieve desired objectives?

I. What programmatic responses are considered essential to effective gang prevention and control?

J. What information, planning and actions are needed to establish an effective new organization or strengthen an existing one?

K. What major existing problems must be overcome, if any, to establish an effective new organization or strengthen an existing one?

L. Is a new organization or reorganization of an existing organization needed to mount an effective system-wide response against gang problems?

Yes

No

If yes:

What should the objectives of the organization be?

Which agencies, community groups, and/or elected officials must be part of the organization for it to be effective?

M. What individual(s) should be approached and, hopefully, held responsible for ensuring that ~~information~~ is actually assembled, plans are developed, and actions are taken?

N. What are the problems that have to be addressed within this program area?

O. What action is required?

## 8. Organizational Development and System Support

- A. What unique programs, resources or assets exist presently that are related to gangs and drugs?
- B. How well do these programs and resources address the problems of gangs and drugs? In terms of quantity? In terms of Quality? In terms of Impact?
- C. What additional resources are needed?
- D. What resources are likely to emerge?
- E. Do special units exist that are dedicated to gang programs?

- F. What is the role and function of these special units?
- G. Are these units required to deliver all gang related services? Or are these units held accountable for coordinating an agency-wide or interagency response?
- H. What technical assistance is needed to improve the gang and drug program in your jurisdiction?
- I. What training is needed?
- J. What are the problems that have to be addressed within this program area?
- K. What action is required?



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# Law Enforcement (Policy)

OSL1592

officers, in uniform or plain clothes, are given directed missions on a day-to-day basis. The gang crime specialists do more investigative follow-up of crimes. They write-up gang histories and prepare cases for trial. A monthly report is prepared based on statistics of type of crime, location of crime and district of occurrence. The gang crime unit works closely to assist the district commander with information on gangs and to supplement his personnel in a given situation. The gang unit uses the central records division to determine whether a person arrested is also on probation or parole. If so, the proper authority is notified. The unit also notifies the corrections department when a leader or core gang member is being "set up." In turn, the prison authorities are expected to notify the gang unit when a high ranking gang member returns to the community or a potential gang problem may occur with that person's release.

Alternative Support Programs: A variety of community-based programs were thought to diminish the hold of gangs on their members or to lessen the chance that young people would join a gang. The police in some cities were directly involved in these efforts. These included:

- In school anti-gang education programs which alert grade school youth to the consequences of gang membership and encourage their participation in positive alternative activities.
- Social agency crisis intervention teams to mediate disagreements between gangs. These teams work closely with police and/or probation officers to identify potential trouble spots, prevent gang retaliations and/or resolve gang problems without violence.
- Alternative education programs to teach young people basic skills which they may not have mastered while in school and to prepare them for a G.E.D. or, where possible, higher education.
- Vocational training and job placement for gang members and support for their efforts to hold jobs.
- Pairing of gang members with local businessmen (some of whom were gang members themselves at one time). These businessmen provide support and guidance as well as a positive role model to the gang member in order to channel energies into positive activities.
- Parent education classes and other programs which promote the family as a strong unit capable of providing young people with emotional support and supervision as well as clothing, food, and shelter.

-- Instruction to school personnel, community residents, agency staff members, as well as criminal justice personnel and others on gang activities and their impact, signs and symbols, and the way to counter gang influence.

While none of these approaches or activities has been systematically evaluated, participants asserted that both suppression and social intervention programs were needed to stop gang violence, draw members away from the gang, and provide them with alternatives to gangs. The age of gang members, degree of gang organization, and commitment to criminal activities should determine the appropriate mix of these strategies. Busing children to schools out of neighborhoods which had gang structures and traditions appeared partially to mitigate, but could also spread, the gang problem. Gang cohesion generally was reduced and children were less committed to gangs. Participants also felt that gangs were not the responsibility of one or two community institutions. All social institutions and community groups -- police, courts, corrections, social service agencies, schools, parents, citizens -- must work in concert to combat the rise and spread of gangs in their communities. The Philadelphia representative stressed the importance of total community involvement by all key actors in successful efforts to deal with the gang problem.

IX. Effectiveness of Intervention Strategies: A General Perspective

Our survey of 254 informants -- so-called experts -- in 45 communities and 6 sites described which strategies they believe hold most promise in reducing the youth gang problem. We were able to elaborate empirically the historical development of the 4 or 5 basic strategies described above in terms of current practice. We identified the components of these strategies across the agencies and community groups contacted. They included, for example, grass-roots participation and interagency networking as key to community mobilization; focus on individual youth behavioral and value change in social intervention; special focus on improved education, employment training, and job placement efforts targeted to gang youth in the opportunities provision strategy; arrest, incarceration, and close monitoring and supervision as characteristic of suppression, across criminal justice agencies; and the presence of special gang units and programs as typical of an organizational development strategy.

These strategies were usually employed in various combinations by particular agencies in each of the cities. A classification of primary strategies indicated that suppression was most frequently employed (44.0%), followed by social intervention (31.5%), organizational development (10.9%), community organization (8.9%), and opportunities provision (4.8%). Prosecutors and judges were most committed to the use of a suppression strategy. Social agencies and grass-roots organizations were most committed to the use of social intervention strategies. Chronic gang problem cities

emphasized a broad range of approaches, combining community organization and suppression with social intervention strategies. Emerging gang problem cities were divided in their approaches; some focused primarily on community organization and organizational development, while others focused on suppression.

Based on cross-sectional survey data, we attempted to determine whether different strategies, policies, structures, and procedures lead to a perceived (and actual) reduction in gang crime. Only 23.1% of the police and 10.4% of non-police respondents believed that there had been an improvement in their communities' gang situation between 1980 and 1987. In only 17 of 45 cities or jurisdictions was there evidence of any level of improvement in the gang situation. In an independent external validity check of perceptions of improved gang problem situations, we found that these perceptions were associated with significantly fewer numbers of gangs, gang members, size of gangs, and a decline in the percent of total index crime attributed to youth gangs. Serious gang crime, including drug selling, was also reported lower. There was no evidence that improvement was necessarily more likely to occur in large or small, chronic or emerging gang problem cities. We found that no special policy or procedural development was associated with any of the perceived characteristics of an improved gang situation, with the exception of the presence of an external advisory group to a program.

On the other hand, respondents' ratings of how effective their agency or local interagency or task force efforts had been

were far higher than their ratings of an improved gang problem situation. More than 40 percent of all respondents saw their agencies as very effective in dealing with youth gangs.

Nevertheless, the three perceptual ratings -- situation improved, agency effectiveness, and interagency effectiveness -- were significantly intercorrelated, and consequently a "general effectiveness" score was constructed and used as a basis for ranking cities on whether or not the gang problem had been successfully addressed. These rankings became a major basis for the selection of cities and institutions for field visits to inquire about which programs and approaches might be promising and could serve as models for other cities and institutions.

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There was no relationship between receipt or perceived helpfulness of services and leaving the gang. In a logistic regression analysis the most important variable explaining why a youth left the gang, controlling for race/ethnicity, site, and other factors is simply "getting older," although "being arrested" and "tired of violence" were also other important reasons checked off. However, age is the only variable which enters our regression equation, accounting for 23 percent of variance.

XI. Former Youth Gang Influentials' Perspectives: Some Racial/Ethnic Differences

We thought it important to further qualitatively assess the problems of gangs and how to deal with them based on the views of those who had significantly experienced youth gang life, and who had been reasonably successful in surviving and moving beyond this involvement to productive and legitimate careers. Two conferences or symposia were conducted involving a relatively small number of young adults in their 20s and 30s who had been major figures in extremely violent and criminal youth gangs in Hispanic (mainly Puerto Rican) and African-American low-income areas or ghettos of Chicago. The symposia addressed a variety of questions including views about leaving the gang, gang control and prevention policies and programs, and what more needed to be done. Differences as to the nature of the youth gang problem and what was required to deal with it seemed to differ in the black and Hispanic communities.

Youth gang membership seemed to be more total and continuous in the black than in the Hispanic community. While it seemed to be

more culturally defined, it was also delimited as part of growing up in the Hispanic barrio community. There seemed to be earlier points and more manageable ways to leave the gang experience behind in the Hispanic community. In the black community, youth ganging, although not necessarily more violent, was a critical and pervasive element of survival. The youth gang seemed to be a supplement for more basic institutional lacks in the black ghetto, providing essential controls and opportunities, and not as substantially lacking in the Hispanic low-income community. Drug use and drug selling appeared to be prevalent in both gang communities but utilized relatively more as a means of psychological escape and economic survival for the black gang member and relatively more as a matter of recreation, and even transition out of the gang for the Hispanic gang member. Nevertheless, drug trafficking was an important way of earning money to survive for both gang and non-gang youth and adults in both black and Hispanic low-income communities.

Factors mentioned as motivating youth to leave the gang included: growing up and getting smarter, fear of injury for oneself and for others, a prison experience, a girl friend or marriage, a job, drug dealing, concern for youth and community welfare, interest in politics, religious experience, and the assistance and interest of a helping adult. Opportunities for leaving the youth gang for legitimate life styles seemed to be more available to Hispanic gang youth. On the other hand, the gang seemed to continue to provide discipline and support, as well as

economic, social and political resources which could not be obtained readily through other institutions by older black gang youth and adults.

In some cases, the transition out of the youth gang was accompanied by a complete break with gang peers or leaving the neighborhood. In most cases, it meant simply desisting from gang violence and criminality, but not restricting relationships with former gang buddies. There seemed to be a stronger tie to the gang culture even for former gang influentials in the black community because of the power and influence the gang still represented relative to other local institutions. Nevertheless, for both African-American and Hispanic (Puerto Rican) young adults in the two symposia, the youth gang was regarded as more negative than positive.

Ways of dealing with the youth gang problem or of preventing youth from joining gangs were viewed somewhat differently by the two groups. For the former Hispanic gang influentials, improved services and especially more positive attitudes and practices by agency personnel, especially the police, were seen as important. While some of these views were echoed by the African-American group, a more substantial community and societal effort was seen as required. A massive infusion, not only of economic, but spiritual and intellectual resources was thought to be needed. Equity or fair treatment of minority groups, especially male youth, by the larger, dominant community, increased opportunities, better local citizen and parental discipline or social control, and stronger

mobilization of local community groups and agencies were seen as important by both groups.

## XII. Policy and Program Recommendations

Based on our extensive assessment process, the following recommendations are made for systematic testing in various cities and sites around the country:

1. Definition. The definition of a youth gang should be restricted to youth groups engaged in serious violence and crime, and whose primary purpose for existence is symbolic or communal rather than economic gain. Drug trafficking or criminal gain organizations per se should not be considered youth gangs, although distinctions are not easy to make. A gang incident should be any illegal act which arises out of gang motivation, gang function, or gang-related circumstances, in which being a gang member per se should not be sufficient to label the event as a gang incident. A youth should not be labelled a gang member unless sufficient and reliable evidence exists. Appropriate procedures, especially in regard to the schools, police, and courts, should be required to maintain the confidentiality of gang member records. Records should be frequently updated and purged about three years from the date of the entry of the individual's last gang-related incident.

2. Targeting Gang Youth. Youth who give clear indication of gang involvement should be the primary targets of comprehensive gang control and early intervention programs. We assume that a small number of youth can be targeted for special remedial education and supervisory attention. The tendency to identify at-risk youth without clear, criteria and reliable evidence of potential gang membership should be avoided.
  
3. Chronic Cities. A special comprehensive approach should be established in chronic gang problem cities. Leadership of such an effort should be assigned to an official agency, such as probation or a special unit in the mayor's office. All criminal justice agencies, including police, probation, parole, judiciary, prosecution, and corrections should be associated with the new authority, supported by key voluntary agencies, schools, business and industry, and local community groups. Multiple strategies including social intervention and suppression, but with emphasis on social opportunities and community mobilization, should guide the development of program activities and the roles of various personnel. While priority should be given to remedial education and employment training programs for juveniles and adolescent gang members, older youth gang adolescents should also be targeted. Employment training



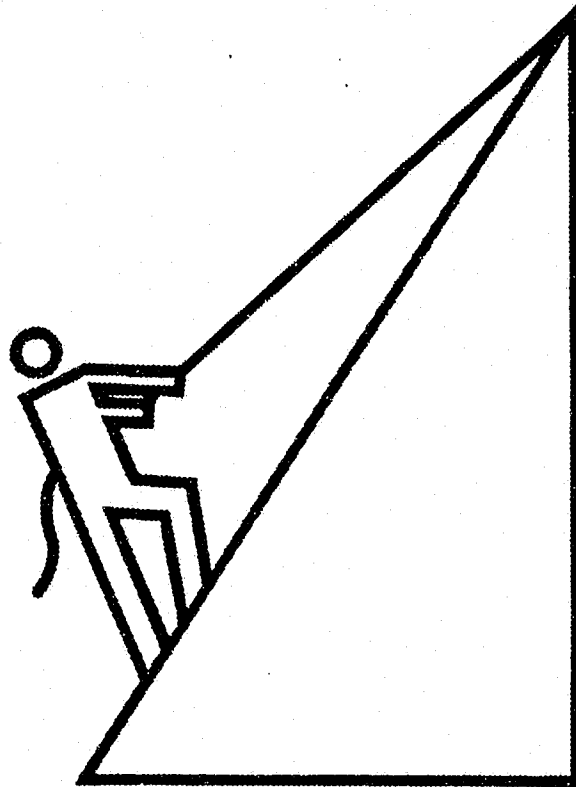
and a job development structure should be established as part of the authority concerned with needs of these older youth. The gang problem as it affects older and younger youth --often interrelated-- needs to be attacked in an organic fashion, reflecting the interrelationship and interdependence of younger and older youth in the gang.

4. Emerging Cities. In emerging and in some instances chronic gang problem cities or contexts, a local educational administrative unit based within the school, should take responsibility for the development of special early intervention programs. This unit should collaborate closely with law enforcement, family or juvenile court, as well as social agencies and community groups to target youth gang members at an early stage of development of the problem. These programs should be directed to social education and social control of gang youth, especially those between 11 and 15 years in the middle grades who are beginning to take on gang roles and are already engaged in law-violating behaviors. Efforts should be made to improve the academic performance and social adjustment of such youth, and provide them and their parents with outreach counseling, referral, and opportunity provision programs. General anti-gang crime curricula, crisis intervention, and school-community advisory groups should be established directly by the

special school unit for the development and implementation of early, school-based, gang control programs.

**GANG AND DRUG**

**POLICY**



**JURISDICTION TEAM**

**SELF-ASSESSMENT**

# 1. Establishing a Data Base

- A. Who keeps criminal history (juvenile and adult) records?
  
- B. What types of records are maintained?
  
- C. Do these records identify or separate gang members from minor offenders?
  
- D. What types of crime analysis records or files exist?

Who keeps them, and how?

Who uses them, and how?

- E. What types of intelligence data are collected relative to gangs?

Who does this?

Does the data include the activities and associations of known habituals?

Does the data contain drug involvement and activities?

F. Who has access to these records (for input and retrieval)?

What are the procedures?

G. Do school records contain disciplinary code violations and actions taken against gang members?

Has this been connected with a local gang suppression program?

H. Approximately how many gangs are there in your jurisdiction?

I. Approximately how many gang members are there in your jurisdiction?

J. Describe current gangs: .

1. Names (of largest ones):

2. Age ranges of members (of largest ones):

3. Predominant ethnicity/races (of largest ones):

K. Estimate the types and numbers of serious criminal offenses gang members are responsible for:

L. Are victims of gang crime primarily:

Other gang members?

Members of the general public?

Both?

M. Are gangs involved in organized drug trafficking?

If yes, can you describe the level and nature of involvement?

N. Is gang activity of recent origin?

If yes, how recent (in years)?

O. Do gang members operate:

In limited geographical area?

Throughout the city?

P. Is there any evidence that gangs or gang-members in your community are influenced by gangs or gang-members from other cities?

If yes, explain:

Q Using any point in time, or other baseline for comparison, would you say gang activity is:

increasing

decreasing

more violent

less violent

Baseline used for comparison:

R. What are the problems that have to be addressed within this program area?

S. What action is required?

## 2. Establishing Criteria for Gang Status

- A. Do statutes, administrative rules, court policy or agency rules exist that identify gang status and membership?
  
- B. Who sets (or will set) these criteria?
  
- C. By what standards?
  
- D. What data was used or will be used?
  
- E. What are the problems that have to be addressed within this program area?
  
- F. What action is required?



### **3. Establishing an Early Identification Process**

- A. Do methods, procedures or programs exist for flagging gang members as they come into contact with police or school officials?
  
  
  
  
  
  
  
  
  
  
- B. Do police patrol officers and detectives have access to prior contact records, detention orders, truancy data, disciplinary code violations and probation rules?
  
  
  
  
  
  
  
  
  
  
- C. How feasible is this access?
  
  
  
  
  
  
  
  
  
  
- D. Do legal or procedural restrictions exist?
  
  
  
  
  
  
  
  
  
  
- E. What are the problems that have to be addressed within this program area?
  
  
  
  
  
  
  
  
  
  
- F. What action is required?

## 4. Specialized Crime and Intelligence Analysis Functions

- A. Do Crime analysis units exist in law enforcement agencies?
  
- B. If not, do records analysts or special records clerical personnel exist who may develop profiles of gangs and gang-members?
  
- C. What types of crime/intelligence files and services exist currently?
  
- D. How will basic criminal intelligence and narcotics information be obtained and analyzed?
  
- E. Are (will) drug-related crimes (be) defined?

Or will this area be limited to a correlation with drug offenses/arrests? (explain)

F. What automation is used presently?

What are the plans, if any, for the use of automation in your gang/drug policy?

G. What are the problems that have to be addressed within this program area?

H. What action is required?

## 5. Linkage and Flow of Information

- A. What type and how much information is presently shared within the law enforcement agencies, and among the other agencies?
  
- B. Do legal and procedural impediments exist?
  
- C. What improvements are planned or needed?
  
- D. Do planned improvements affect directed patrol or unit missions (e.g., crime prevention)? (Describe)
  
- E. What are the problems that have to be addressed within this program area?
  
- F. What action is required?

## **6. Establishing Special Criminal and Juvenile Justice Procedures**

- A. How well does the present system work in dealing with gang related cases? Or in dealing with habitual offenders?**
  
- B. What processing criteria and procedures will have to be changed?**
  
- C. Can the present system be evaluated?**
  
- D. Is there clear documentation regarding what happens to each case?**
  
- E. Do cases fall through "cracks"?**
  
- F. Are there any legal or procedural limitations on dispositional alternatives?**

- G. Will the criteria setting process for gangs include an assessment of the impact of gang prosecutions on pre-trial, trial, case disposition and after-case processes?
- H. What kind of feedback is planned?
- I. What are the problems that have to be addressed within this program area?
- J. What action is required?

# 7. Interagency and Community Support

- A. What are the primary agencies and groups that will be affected by gang and drug policy?
  
- B. Do networks or interagency agreements exist presently?
  
- C. Do data or records exist which verify the actual level of cooperation?
  
- D. How well do these networks represent the real need?
  
- E. Which agencies of government are presently involved in gang control programming?
  
- F. Which community organizations are presently involved in gang control programming?
  
- G. What is the level of formal coordination?

H. What roles must the agencies, groups, and officials named above play for the organization to achieve desired objectives?

I. What programmatic responses are considered essential to effective gang prevention and control?

J. What information, planning and actions are needed to establish an effective new organization or strengthen an existing one?

K. What major existing problems must be overcome, if any, to establish an effective new organization or strengthen an existing one?

L. Is a new organization or reorganization of an existing organization needed to mount an effective system-wide response against gang problems?

Yes

No

If yes:

What should the objectives of the organization be?

Which agencies, community groups, and/or elected officials must be part of the organization for it to be effective?



M. What individual(s) should be approached and, hopefully, held responsible for ensuring that information is actually assembled, plans are developed, and actions are taken?

N. What are the problems that have to be addressed within this program area?

O. What action is required?



- F. What is the role and function of these special units?
- G. Are these units required to deliver all gang related services? Or are these units held accountable for coordinating an agency-wide or interagency response?
- H. What technical assistance is needed to improve the gang and drug program in your jurisdiction?
- I. What training is needed?
- J. What are the problems that have to be addressed within this program area?
- K. What action is required?

---

# **Law Enforcement (Policy)**

OSL1592

**They're Just Kids**

**That's Not Graffiti,  
Just Vandalism!**

**Not Here!**

**They're Just Having Fun!**

**It Was Only Beer**

**We Don't Have Gangs**

**Not in This Community**

**No Drugs Either**

# **DENIAL**

**No Gangs in My School!**

**Youth Groups**

**They'll Grow Out of It**

**Marijuana Won't Hurt You**

**So What if They Are  
Wearing Colors?**

## **Characteristics of Traditional Gangs**

---

- Poor - Black / Hispanic**
- Inner City**
- Violent - Murders 10%**
- Juveniles**
- No Money**
  - No Bail**
  - Public Defender**
- Turf - Key Issues**

## **Characteristics of Traditional Gangs (Cont'd)**

---

- Weapons**
  - Zip Guns**
  - Starter Pistols**
- Organized Structure**
- No Common Issues**
- No City Wide**
- No Nation Wide**
- They Produce**
  - No Product - Fear**
- Individual - Prosecution**

# **Characteristics of Gang / Drug**

---

- Black, Hispanic, Asian, Jamaican, White**
- Murder - 20-30%**
- Juveniles & Adults**
- Money**
  - Bail**
  - Top Lawyers**
- Economics**



# **Characteristics of Gang / Drug (Cont'd)**

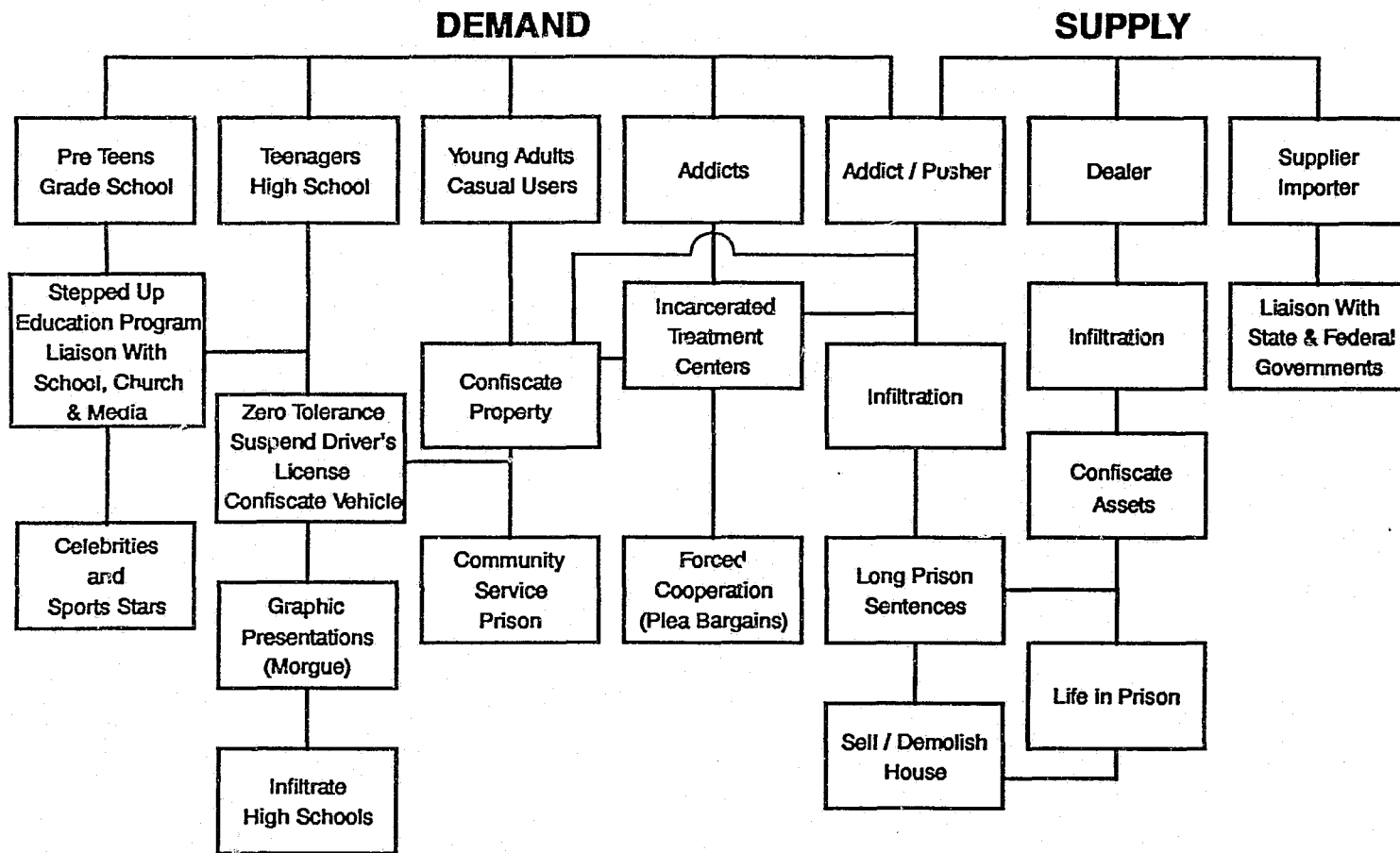
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- High Powered Weapons**
  - Glocks, Uzis, etc.**
- Loose Knit Organization**
  - Co-Leadership**
- Economics-Tie-City**
  - Nation**
- Product - Drugs**
- Rico - Conspiracy Investigation**

# Types of Gangs

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- Blacks
- Jamaicans
- Hispanics
- Asians
- Whites



OSL1592

# **Establishing a Gang Program**

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- Special Unit vs. Existing Resources**
- Training**
- Enforcement Model**
- Adequate Resources**
- Community Support**
- Gang Information System**

## **Establishing a Gang Program (Cont'd)**

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- Organizational Support**
- Media Relations**
- Political Awareness**
- Information Flow**
- Allied Agencies**

# **Gang Prevention and Intervention**

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- School Resource Officers**
- Anti-Drug / Gang Curriculum**
- Community Mobilization**
- Uniform Patrol**
- Awareness Programs**
- Gang Alternatives**

# **Gang Prevention and Intervention (Cont'd)**

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- Graffiti Removal**
- Legislation**
- Collaborative Efforts**
- Private Sector Responsibility**
- Educate Professionals**

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

GANG AWARENESS RESOURCE PROGRAM

The California State Office of Criminal Justice Planning (OCJP) provided grant funds for the Gang Awareness Resource Program (GARP). The program is now in its third year. It places an Operation Safe Streets (OSS) gang investigator deputy on the Carson High School campus in a highly visible "resident" capacity. He serves the high school as well as feeder junior high and elementary schools through the following services: training/instruction of faculty, administrators, school police, parks and recreation personnel, community groups, parents and civic officials on gang awareness, coordination of information between schools and between law enforcement and schools, and he establishes a partnership with the business sector for their support in the effort to eliminate street gang violence.

The bridge which GARP has built between law enforcement and the schools (both faculty and students) has led to enhanced communications and reduced gang verses gang incidents, and has resulted in diminished gang activity on or about the high school campus. The GARP staff has developed and published a gang awareness pamphlet for community distribution and a pocket gang directory for school administrators and police.

The GARP deputy is in daily contact with many gang members and, as a result, has arrested many for crimes committed not only on the campuses but also in the community. He has identified hundreds of new gang members who have not, as yet, entered the criminal justice system. He has assisted in the solution of many other crimes based upon his day-to-day contacts with students throughout the Carson city schools. The GARP deputy has made hundreds of gang awareness presentations before school staff, student assemblies and community groups. As a consequence, both school campuses and the community benefit from reduced gang violence.

03/01/90



STREET GANGS OF LOS ANGELES COUNTY

A WHITE PAPER

A PUBLICATION OF THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT  
OPERATION SAFE STREETS GANG DETAIL

REV. 2 JULY 1990

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## INTRODUCTION

Street gangs have existed in Los Angeles County since the turn of the century. Historically, they have existed in nearly all previous societies. Currently, in Los Angeles County, at large, there exist over 850 street gangs with an estimated 80,000 to 100,000 membership. These gangs contribute significantly to the crime problems within the urban sprawl of Los Angeles.

In 1980, 351 persons died as a result of gang violence. Although, that number was dramatically reduced to 216 in 1983, gang violence began to surge upward again and by the end of 1986 328 persons were killed by these predatory street gangs. In 1989, there were 554 people killed by street gangs. Gang violence is still prevalent and of serious consequence to the citizenry as gangs no longer prey only upon each other. They are spreading further afield and endangering all members of our society.

Gangs have spread to middle-class areas, usually as a result of ghetto or barrio residents with gang-member children moving into the area. Few youth are forced into gangs, as is popularly believed, but seek out membership in an attempt to associate with other youth with similar background deficiencies.

Los Angeles County is ethnically divided into three types of gangs, Hispanic and Black, and Asian. With a few exceptions White youth tend toward skinhead groups or motorcycle gangs, which operate more as an organized crime unit or urban racist terrorists propagate their political ideals. Asian gangs are a separate phenomenon. While most ethnic groups within the Asian community have some form of gang activity. In the case of Asian gangs they primarily prey upon their own race and ethnic groups. The Asian gang activity usually takes the form of extortion rackets, vice, or narcotic trafficking, but violence is becoming more commonplace.

There are many types of gangs that plague today's society, ranging from organized crime to street gangs. These modern-day street gangs have permeated lower socioeconomic areas and are now becoming entrenched in some middle-class areas. The focus of this paper will be the street gangs which pose the greatest physical danger to the public at large.

The gangs of any ethnic origin begin due to a myriad of social and economic reasons. The most common reasons for youth joining gangs are the breakdown of the family as a cohesive unit and desperate poverty. Sadly, a map of the gang areas of Los Angeles overlays a poverty map of the same area almost identically.

Not only is the citizenry in mortal danger from street gangs, but the influence wielded by the gangs has a trickle-down effect on all aspects of life for the residents of an area afflicted with a

street gang. Street gangs prey upon their neighborhood much like a malignant growth which continues to spread through its host until only a wasted shell remains.

### TYPOLOGIES

To understand the world of gangs and what makes them tick, one must have an understanding of how street gangs came to be the influential force that they are in our social network.

Many sociologists have expostulated theory after theory on what a gang is or is not, and there are as many definitions. Basically, the following definition is accepted by law enforcement. "A gang is any group gathered together on a continuing basis to commit anti-social behavior."

Hispanic gangs are referred to as traditional gangs due to the heritage of the gang being able to be traced back several generations. The Hispanic gangs history over these long periods of time have established a system of traditional motivations that are adhered to. Many times this gang is also referred to simply as a "turf gang."

The non-traditional gang is called a transitional gang. This type of gang is slowly transitioning into a traditional gang, but has not been active over a long enough period of time to have adapted long-standing traditions. Here is where we find our Asian and Black street gangs of today. These gangs are still struggling with their gang identities and a state of flux remains as traditions are still being sorted out.

Black gangs are considered more of a transitional gang as they are a recent phenomena with their formation found in the early 1960's. While they have established certain traditions the Black gangs have few second generation members who follow the same traditions as their fathers. The gang's conduct seems to be altered to fit the opportunity with little thought of tradition.

The Asian gang situation covers a wide spectrum of various ethnic, cultural, and situational causation factors that classification of their gang society is difficult to understand and classify. The Asian gangs must certainly be seen as a transitional gang, yet in some more sophisticated gangs traditions are in fact set down for newer members to follow.

### GANG RECRUITMENT

Again, text after text have been written on this subject, and several theories have been advanced by the academia which produced the studies. Some of these theories seem to have a valid basis in fact when related to street gangs in California. At the very least, they provide some insight as to why youth join gangs and

they supply common terminology for investigators. Few offer any viable solutions.

The transformation of a youth into a gang member does not take place overnight, of course, but involves a slow assimilation of the youth into the gangs. Older members have been informally observing the development of the recruit and gradually allow him to associate with the gang. Once he reaches an age where he can prove himself with peer leaders within the gang structure, he may perform some sort of rite of passage or ceremony which officially recognizes his full membership. This process is called "jumping in," or alternately he may be "courted in," where he is simply accepted into the gang and does not have to prove himself in any particular way.

The ego of the gang youth must be inflated to an extreme degree. In many cases, the youth will have minimal financial or worldly assets; therefore, his most important possession becomes his reputation. A "hard look" or minor insult directed at a gang member by a rival gang member must be avenged, for such "hard looks" threaten not only his own self-esteem, but his standing within the gang and, by extension, his identity. It is this attitude that results in the blood baths often seen on Los Angeles streets. A gang member seldom forgets or forgives a rival-gang intrusion on his "space," whether it is his personal honor or his neighborhood.

#### CAUSATIVE FACTORS

Aside from the above factors, gangs exist because of a myriad of social and economic factors. The combined reasons may be pictured as a wheel, with each causative factor a spoke in the wheel. The more spokes, the stronger the wheel - the fewer spokes, the weaker the wheel. The prospective gang member's family unit forms the hub of this wheel and supports the whole.

Racism obviously played an early and important role in the formation of street gangs in California. A study of existing gangs revealed that few are racially mixed. Black gangs are totally Black. Mexican gangs allow few Black or White individuals to join, but some Mexican gangs do have a sprinkling of Black and White members. Usually these individuals are culturally Hispanic. On the other hand, White gangs are traditionally White only and tend toward a White racist philosophy.

#### Socioeconomic Pressures

The native Mexican immigrating to California in the early part of the 20th century was looked upon by the Caucasian population as a source of unskilled, cheap labor. This attitude, along with political and racist views, relegated Mexicans to barrios or neighborhoods comprised of an almost totally Hispanic population.

This situation was reinforced by a continuous flow of immigrants who preferred to live where their native language was spoken and customs practiced. It was not long before competition for jobs between the growing immigrant population and native Californians led to hatred and rivalries between the groups. These rivalries grew to neighborhood vs. neighborhood disputes as more and more Hispanics were packed into the barrios, and this demographic distribution led directly to the formation of today's Hispanic street gangs. The same set of circumstances with only minor deviations led to the formation of street gangs of African and Asian ancestry.

### Family Structure

Another, and probably the most important, factor in the formation of a gang member is the family structure. It is primarily the family atmosphere that will influence the direction to be taken by the youth in the future. Investigators have found certain common threads running through most families having hardcore gang members.

The family is quite often, but not exclusively, a racial minority and is on some form of government assistance. In addition, the family often lacks a male authority figure. A typical profile of a gang member's family unit could be illustrated as a common-law state with a male who very likely does not exercise positive disciplinary action over the children. This male figure may be a criminal or drug addict and, therefore, represents a negative role model. Typically neither adult has more than an elementary school education. The children live with minimal adult supervision and tend to associate with other youngsters who come from homes similar to their own.

When one of the children encounters law-enforcement authorities for the first time, and for each subsequent incident, the dominant figure (usually the mother) makes excuses for the child when the youngster gets into trouble. These excuses normally take the form of accusations against society in general. Thus, children are taught early that they are not responsible for their actions and are shown how to transfer blame to society. By the time the youngsters reach mid-teens, they become accustomed to blaming society for their problems.

A second type of family structure that is very common and many times nearly indistinguishable from the first is one that may have two strong family leaders in a mother and a father. In these cases, the parents are usually graduates from gangs themselves and see little wrong with their children belonging to gangs. This type of structure is conducive to what is known as an assembly-line production of gang members. Law enforcement investigators and community social workers are thwarted at every turn by these families and have little, if any, success in influencing members

away from their gang.

A third family structure that commonly appears is one in which the parents are non-English speaking, and their customs are from a Hispanic cultural background. The children tend to adapt rapidly to the American way of life and, en route, lose respect for their parents and the "old ways." These youth, who are generally English speaking, quickly become experts at manipulating their parents, and the parents lose all control over them.

Basic family structures have been discussed from which gang members regularly come. That does not, however, mean to imply that these are the only structures that occur, only that they are the most common. Many of these structures overlap in their nature and often it is difficult to find a single, clear-cut example of one family type which does not share, in part, some elements with other family structures outlined above.

### GANG STRUCTURE

#### Hispanic

The structure of Hispanic street gangs is similar throughout the Western United States. Codes of conduct have been established from which traditions have evolved after generations of previous gang activity.

Leadership roles in Hispanic gangs are not formally recognized positions. No one is elected to posts such as president, vice-president or warlord as they are in some Eastern gangs. Leadership positions are not usually assumed by any one individual on a permanent basis but by any member who has demonstrated unique qualities of leadership needed by the gangs at a particular moment.

On the whole, these street gangs lack a solid infrastructure of chain of command and cannot operate efficiently as a total unit. Therefore, by necessity, they have divided themselves into groupings called cliques. Cliques are normally formed according to age. A clique will have its own name, such as "Winos," "Tiny Locos," "Locos," and the like.

The gangs themselves usually adopt names that have some geographical significance to their neighborhood (i.e., street names, hills, valleys and occasionally old, traditional neighborhoods or regional names). Examples of this practice would be "Maravilla" (regional), "18th" (street), "Lomas" (hills) or a combination such as "Geraghty Loma" (street and hill).

A gang sees itself as the protector of its neighborhood from all aggressors, be it rival gangs or government agencies. To many gang members, this so-called turf becomes their world. In some cases, gang members do not attend school because many of the schools are

located outside their turf, and they must pass through the turfs of rival gangs which is dangerous to do. Gang-wall writings or graffiti are also an extension and identification of the gang and are used to identify the boundaries of their turf.

A gang member is loyal to the death for his gang. He is proud, even boastful, of his membership. If, for some reason, the gang member's family moves from his home gang's turf, he will usually not exchange loyalties with a gang in his new home. He will either fight them and return at every opportunity to his home gang's turf or make an alliance with them that allows him to maintain his identification with his home gang in his new neighborhood.

Female gang members, by contrast, have no inherent right in the gang, but belong only at the sufferance of their male counterparts. This sufferance is maintained, however, only insofar so the females conform to the mores of their male counterparts. Females have their place within the gang structure and adhere strictly to that place. The female members are by and large separate cliques of the larger male gang. There also are very few female gangs that are totally separate entities.

### Black Street Gangs

Black street gangs have existed in the Los Angeles area for many years. These gangs went virtually unnoticed by the general public. Their lack of exposure was due to the relatively few gangs and the limited geographic area of their activity. These gangs concentrated their criminal activity within the Black neighborhoods and were not particularly violent. Their activity was basically monetarily motivated. These gangs slowly faded away during the early 1960's and were replaced soon after by a more violent oriented neighborhood gangs.

These gangs began as a group of young high-school aged "bullies" that began to terrorize their local campuses and neighborhoods in which they lived. These young gangster called themselves the "Crips" and extorted money from other students and were also involved in violence. Legends abound with how the name "Crip" was selected for the gang, but the truth has become so blurred as to be lost forever.

In the mid-1970's, a change in gang began to occur. For a variety of reasons, the "Crip" gang built a strong reputation for being the strongest force in the Black street gangs. Soon, due to internal rifts whole groups began to break away from the main gang and started renaming themselves and would usually incorporate the word "Crip" into their new names. Other neighbor gangs with no particular affiliation such as "Main Street Gang" became the "Main Street Crips." Many others followed suit, and soon gangs such as the "Kitchen Crips," "5-Deuce Crips" and "Rollin 20's Crips" appeared. Although these gangs adopted the "Crip" name, they were



basically independent entities and shared only the common name of "Crip".

Some of these rivals continued to fight amongst themselves, and a polarization of forces apparently had developed from these feuds. The Black gangs divided themselves into Crips and Non-Crips. These Non-Crip gangs became known as Crip-killers or "Blood" gangs.

"Blood" gangs were formed along the same lines as their rival "Crip" factions, and committed the same type of crimes. The major differences in their gang behavior was that the Crip gangs identified with the color blue and used the word "Cuz" to identify one another; while the Blood gangs identified with the color red and referred to one another as "Blood."

While most gang authorities agree that the Crips were the first modern Black street gang, in fact, a rival gang to the Crips was in existence long before the first Crip gang was formed. This gang was named "Piru" and were named after the street that most of the founding members lived on in the city of Compton, California. It was later in the historical development of the Black street gangs that those gangs in opposition to the Crips began to unite under the banner of "Blood" gangs. Today, in many quarters the words "Piru" and "Blood" are almost synonymous in meaning, yet there are many Blood gangs that do not use Piru in their gang name.

Most of these gangs tended to be made up of neighborhood groups which, in their own turn, followed in the street-gang pattern of violence. This type of activity grew, and in a matter of a few years, many neighborhoods had their own gangs. The violence of the groups was directed not only at rival gang members, but often at innocent non-gang victims.

Black street gang activity is no longer an isolated problem. Clashes are no longer just between local neighborhood gangs but have extended to include larger groups outside the neighborhood. The activities of such groups, as is well-known, are not restricted to gang feuds but crime of various sorts in affluent areas.

### Asian Gangs

California has the largest Asian population in the continental United States. According to the May 1980 issue of the New West Magazine, one of every 200 Californians is a Southeast-Asian refugee. Add this to the already established native-Asian population, and the number of Asian residents greatly increases. Traditionally, Asians living in the United States as a whole are a serene and peaceful population. Also, occidentals have typically ignored what violence did surface in the Asian community, shrugging it off as part of an age-old Chinese tradition such as the "Tong" wars.

The fact is that few "Tongs" (secretive fraternal organizations) engage in open warfare anymore, and most of the crimes committed in Chinatown are carried out by street gangs. In the early days, the "Tongs" used "Look-See" boys who were lookouts for the adult "Tong" members. These boys were called "Wah Ching." After a period of time, and as the "Tongs" became more legitimate, the need for the "Wah Chings" declined; but the "Wah Chings" themselves did not disband, and they still operate to this day largely taking up where the "Tongs" left off.

Even though the "Tongs" are presently a primarily benevolent society, they will, when necessary, carry out violence through the agency of the "Wah Chings." Eventually, though, because of this excessive violence, the Chinese community, itself, spoke out against the "Wah Chings." As differences of opinion developed within the "Wah Chings," the group split into two factions: The older members became known as "Yu Li;" the younger gang member retained the name "Wah Ching." However, the formation of these groups further divided positions rather than settling them, and new violence broke out at an almost unprecedented level - open gang warfare.

The warfare was infamously commemorated when a member of the "Yu Li," Joe Fong, became disenchanted with the "Yu Li" and further fragmented the gang by forming the "Joe Fong" gang or "Joe Boys." The 1967 Golden Dragon Massacre that occurred at the Golden Dragon Restaurant located in San Francisco's Chinatown was a result of the "Joe Fong" gang attacking the "Wah Ching" gang which was inside the restaurant. Many people were shot during the attack, and several died of their wounds. However, none of those wounded were gang members, but only innocent victims caught between the two warring factions.

All three gangs ("Yu Li," "Joe Boys," and "Wah Chings") still exist today and have spread to most of the major cities of the United States and Canada. Investigators find little workable information on gang cases involving Chinese gangs due to the reluctance of Chinese businessmen to come forward as witnesses. As a result, the gangs remain a constant threat to decent people everywhere the gangs exist.

#### Other Asian Gangs

Filipino-neighborhood street gangs are similar in structure and operation as Hispanic groups and, as a result, gravitate toward Mexican gangs in their associations and friendships. The main branches of Filipino gangs are in San Francisco and Los Angeles.

Cities in Alaska and Washington have also experienced Filipino gang activity. The most common Filipino gangs are the "Santanas," the "Taboos" and "Temple Street". Samoan gangs also operate in the southern coastal areas of Los Angeles and are similar to Black

gangs.

The Korean community also has very active gangs. The foremost is called "The Korean Killers." This gang is typical of other Asian gangs mentioned in this chapter in terms of viciousness, but is unique in that it is primarily a theft-oriented gang. This group operates largely throughout the Los Angeles area and in surrounding counties burglarizing the homes of fellow Koreans. One unusual turn that this gang has taken is that it utilizes a Korean telephone directory, published by Korean businessmen to select its victims.

Vietnamese gangs have become a serious problem in various parts of the country. These gangs are highly mobile and particularly vicious in their treatment of their fellow vietnamese. Some of the gangs are made up of sophisticated adult organized crime figures whose associations are rooted in the former Vietnamese military units.

The street gangs that are heavily influenced by the youth fleeing southeast asia have a noted propensity for violence. They have been exposed to excessive violence in their trek from Vietnam. Their education and culture has suffered tremendous external influences that suggest to the unsophisticated youth that might makes right. Some of the refugee youth have adopted such a life style and have rejected the organized crime world for their own vogue of street gangs.

The Vietnamese gangs tend toward theft related crimes and are known for their adeptness at car stereo thefts. They are also consummate car thieves and traffick heavily in stolen cars and accessories. The gang members are prone to commit violence during their criminal acts. Some of the gangs specialize in home invasion robberies and perform particularly brutal acts on their victims during the event. These actions are committed many times on children to insure the cooperation of the homes occupants and to insure their silence after the gangs departure.

Asian gang members do not have a particular dress code, so their identification as a gang member is difficult to establish on sight. The Asian gang member, while prone to violence, is generally polite to police officers and is adept at leading one to believe that he is a student and not a threat to the community. The Asian gang member many times will affect a disco or preppie dress style. The gang member prefers fast cars that go with the image he is attempting to project.

#### WHITE GANGS

Generally, White youth express their delinquent behavior in individual acts of criminality not within the street gang milieu. The white delinquent is not usually from a stable enough family

situation such as consistent residency in a particular neighborhood long enough to form the strong friendships or dependance on his fellow delinquents that is required to establish a viable street gang. Those white youth that do join gangs many times join other ethnic gangs such as hispanic or multi-racial gangs already established in the community.

Other white youth will join into Stoner gangs that abuse drugs and alcohol to such an extent that they have been dubbed "Stoners" by their fellow youth. The Stoner gangs tend to be heavily involved in the Heavy Metal music scene, and occasionally practice Satanic worship. In most instances Stoners are just disenchanting youth going through a phase and do not contribute to the violence associated with street gangs. Although, there has been noted exceptions to this and some groups have become violent gangs. Stoner gangs are not the exclusive domain of White youth, many stoner gangs are made up of Hispanic youth, while others are multi-racial.

Some white youth have chosen to involve themselves in the Skinhead movement that began in England in the early 1960's. American Skinhead groups are noted for their close ties to the White Supremacist movement and have been linked to the American Nazi Party, K.K.K., and other militant racist groups.

Skinhead youth seem to come from similiar circumstances and disintegrated family structures that other ethnic gang members are noted for. The Skinhead group provides a surrogate family for the prospective recruit much like other gangs do. The member will find fellow "Homeboys" that advocate similar philosophies and attitudes as his.

Skinhead groups are generally divided two categories known as racist or non-racist. The racist skins advocate white supremacy through violent action, while the non-racist skins have a multi-racial membership and adhere to the skin movement due to the music and dress. The racist and non-racist skins are rivals and are known to have violent confrontations.

Skinheads adopt a particular style of dress that includes closely cropped hair or shaved heads, Air Force style flight jackets, dark colored jeans, suspenders, and "Doc Marten" steel toed boots. The Neo-Nazi Skinheads affect Nazi tattoos and emblems such as swastikas, lightening bolts, and iron crosses.

Skinheads are involved in all levels of criminality particularly violent behavior which has become their trademark. Hate crime against minorities is a common thread running through the racist Skin movement.

The practice of the occult or Satanism is not beyond the Skinhead groups. Adolph Hitler and other members of the Third Reich were

known practitioners of occultism and Skinheads tend to idolize the teachings of Hitler. Some of these Skinheads actually intellectualize the precepts of the brand of occultism taught by the Nazi movement. Others tend to wear the symbolic badges of the occult or the Nazis to shock the public, and to make them fearful of the group.

It is difficult to approach the overall Skinhead movement as a gang problem as the groups are scattered across the nation with membership drifting in and out. Many of the groups are under the influence of adult racist and do not act out in normal street gang patterns of criminal behavior. Law enforcement agencies tend to handle the Skinheads as violent political extremists rather than street gangs. In some cases the groups do claim certain neighborhood territory, and are stable enough to be classified as street gangs.

#### RELATIONSHIP OF PRISON GANGS TO STREET GANGS

Essentially, there is no relationship in the sense that neither one is an extension of the other in any formal sense. From what evidence that has been found, it appears that the street gang member is the future prospective raw material for the prison gang and that the majority of prison gang members were, at one time, members of either barrio, ghetto or motorcycle gangs. The only other fact that is significant here is that since neighborhood ties are stronger than prison ties for most prospective prison-gang members, the average ex-convict rejoins the street gang or outlaw motorcycle club he belonged to before entering prison.

Prison-gang philosophy is very often diametrically opposed to that of the street gang. For example, loyalty is a primary requirement of both groups; but in the prison gangs, disagreements among members are many times settled by the murder of the offending member or members of his family. The killing of a "homeboy," on the other hand, is alien to most street gangs. When the street gang makes raids on rival gangs, the intent is not always to kill, per se, but to terrorize their rivals; but if the gang must kill to fulfill its aims, it will. The killing itself is secondary to the intent. While in a prison gang, the killing is of primary importance with the terror which the killing generates as an added extra.

The street gang operates on pure emotion. Their planning is usually unsophisticated and spontaneous. Frequently, there isn't any one person selected to be a victim. The strike is against any member of the opposing gang, as the victim is not the target but the gang itself. An attack on any gang member is an attack on the body of the gang as a whole; therefore, any member of the opposing gang will do.

A street gang member is too undisciplined and unsophisticated to be

recruited directly into a prison gang. Prison gangs, with rare exception, seldom recruit from the street. The prison gang will wait until the youthful offender has progressed through the Juvenile Justice System from probation camps, reform schools and, finally, to prison.

A phenomena which both youth authorities and prison officials have begun to note recently is a rift between prison gangs and the youth, in that the street gang member seems to be achieving an independence from the prison gang. What appears to be going on is that although young offenders continue to join prison gangs once behind bars, geographical loyalties and animosities continue even while incarcerated. Prison gangs discourage this type of rivalry between north and south or gang vs. street gang. This attitude, on the part of prison gangs, further alienates street gang members.

Some prisons are reporting that some street gangs have so many members at a particular institution that they are a force themselves. In fact, Black street gangs tend to maintain their identity so well that the many separate factions of the "CRIP" gangs, for example, combine to present a solid front of "CRIPS" against all other black gangs. Presently, the "CRIPS" are warring with the "BLACK GUERRILLA FAMILY" and the "MEXICAN MAFIA." New and powerful street gang organizations such as the United Blood Nation (U.B.N.) comprised of various factions of "BLOOD" street gangs have become a significant force that authorities must contend with not only within the prisons but on the streets as well.

#### WHAT IS GANG ACTIVITY?

Gang activity is a complex term to define. Its meaning is as varied as the background and perspectives of those attempting to define the term. Many gang activities are frequently shared by a large portion of society; but when a gang is involved in a weekend party, a fund raising car wash, or even a family picnic, the potential for violence and criminal activity is far greater than for any other group of people. Gangs pose a serious threat to society because of this inherent violence that is associated with their activities. A chance meeting at an amusement park between rival gangs all too often ends with innocent non-gang victims seriously injured. This type of incident is not uncommon, and police files are filled with similar and tragic examples.

A gang member views gang activity differently from the general public. Traditions of solidarity and neighborhood cohesiveness run deep. Pride in one's neighborhood, however poor it may be, is intense. The gang member has a driving need to belong and will often profess it in his last and dying breath. This becomes so important that the greeting, "Where are you from?" is the challenge of the street. Violence may follow a rival's response. Challenge a gang member's barrio or gang, and the challenger is challenging his total being.

One should keep in mind that most gang members are unskilled and poorly educated, especially during their younger and active years. The member's lifestyle options are limited to such an extent that criminal activities increase the gang's cohesiveness and perpetuate the gang's identity. In turn, the gang offers the member protection, alibis and total acceptance.

Gang activity on school campuses is evidenced by various symptoms. Acts of vandalism, arson and graffiti painting, although secretive in nature, are often considered gang involved. Stabbings and shootings between rival gangs take a toll of innocent students and teachers. Student extortion and teacher intimidation are also present. The presence of a sufficient number of gang members in a class effectively renders the teacher powerless to enforce discipline or to teach.

Gang activity, when viewed from a law enforcement perspective, is a study in violent crime. A perpetual cycle of violence has been established within the street-gang milieu. Gang rivalries dating back many years exist. As new generations of gang members enter the main stream, they are taught to hate their rivals as vehemently as their predecessors. In conversations with gang members, investigators have found that many times they do not know the reasons why they came to be rivals of a particular gang originally. They only know of the more recent incidents. One gang member stated, "I don't know why we fight them. We've fought 'em since my father's time."

With this mentality affecting the socialization and personality growth of a child, it is easy to see why conventional law enforcement techniques are difficult to apply to street gangs. Many of the Hispanic street gang members see their violent behavior toward rivals as a legitimate endeavor. An affront to their machismo must be defended at all costs. Black gang members are somewhat different in their gang philosophy. By and large, Black members openly admit that they are gangsters. Their primary motivations are monetary gain and upward movement in criminal status. Again, this is not to say that their gang membership is not important to them because it is, only that compared to the Hispanic gang, loyalty to the gang is less of a priority than the advancement of the individual.

Black gang crimes tend to be more in the area of robbery, burglary and narcotic dealing than those of the Hispanic gangs. Established law enforcement techniques apply much better with the Black gang member than the Hispanic as the Black member's personal freedom is more important to him than his gang. He is more liable to deal or inform on his "homeboys," due to the lack of tradition and loyalty than the Hispanic.

#### GANG COMMUNICATION

Street gangs communicate primarily through their actions. Unlike the gangs associated with organized crime, which prefer anonymity, street gangs need and seek recognition. They want recognition not only from their community, but also from rival gangs. The gang's image and reputation depend on this recognition, and it is critically important to its members because such visibility enhances the reputations of the gang members.

Verbal, as well as non-verbal, gang communication are ever present and take a variety of different forms. Another form of gang communication, and certainly the most observable, are wall writings called graffiti.

Inscriptions in the form of graffiti can be found in every large city in the United States. However, most metropolitan graffiti can be attributed to the efforts of the street gangs. The bulk of this gang graffiti, especially in the greater Los Angeles area, often results from the efforts of the Latin and Black gang members. These graffiti styles differ, not so much in the basic mechanics or in the meanings, but in sophistication and intensity. The primary reason for this difference is that Black gangs lack the traditional gang philosophy common in most established Latin or Hispanic gangs.

Graffiti is an important part of the Latin-gang tradition. Latin gang members call their inscriptions "placasos" or "placa," meaning sign or plaque. It is not just graffiti - it proclaims to the world the status of the gang and offers a challenge to rivals.

By studying the graffiti itself, certain basic elements are found. For example, the main body of the writing will usually contain the gang's name ("placa") or logo. Also, close by will be the "placa" (nickname or street name) of the writer or author of the inscription. Frequently, assertions of the gang's strength or power will also be included. Expressions such as "rifa" which, in street terminology, means to rule, or other such variations of "controllo," which means that they control the area or turf, are generally included. Another closing inscription is "p/v," meaning "por vida." "Por vida" refers to the length of time that the gang will be in control of the area - for life or forever. The numeral "13" is used also. This is usually an indicator that the writer is saying his gang is "loco," another meaning coming into common usage for the number "13" to indicate that the writer is from Southern California.

Much valuable information relative to police work may be gained from gang graffiti. For instance, one may be able to determine what gang is in control of a specific area by noting the frequency of the unchallenged graffiti because throwing a "placa" on a wall corresponds to claiming a territory. When writing is left unchanged, it reaffirms the gang's control. Normally, the closer one moves to the center of a gang's area, the more unchallenged graffiti can be found. Conversely, as one moves away from the



center or core area of a gang's power and territory, the more rival graffiti and cross-outs are observed.

Thus, if one gang had its graffiti on a building crossed out by another gang's graffiti marked nearby, it would indicate a contested location. A cross-out is a type of asterisk that covers that rival's graffiti and in gang jargon, is referred to as "puto mark." Many times the words "puto" or "rata" are scribbled next to or close by the crossed-out graffiti.

Contested areas are common, and when both gangs arrive at the same place at the same time, a confrontation occurs. Homicides have resulted when gang members were caught desecrating rival's territory with their own graffiti.

Black gangs use graffiti much in the same way. However, it is evident that there are vast differences between the Black and Latino style of wall writings. The Black gang graffiti lacks the flair and attention to detail evidenced by the Latin gang graffiti. The writings are crude, but have been refined in recent years. Black gang graffiti may contain profanity and expressions not found in the Latin graffiti.

Another non-verbal method of gang communication is that of flashing gang signs (i.e., hand signs). The purpose of these hand signs is to identify the user with a specific gang. Gang hand signs have certain things in common with graffiti. Where graffiti is often a challenge to rivals, completed at night by unseen gang members, flashing or tossing gang signs is a face-to-face challenge. Confrontations frequently begin with gang signs being flashed between rivals and soon escalate into verbal and physical violence.

Even though the gang member uses graffiti and hand signs to identify with his gang, it is equally important for the member to reinforce his sense of belongingness through a more direct way by adopting a gang style or dress. Most members are proud of their gang and openly display signs of their membership. One indication of this membership is the way the individual is dressed.

There are two basic types of gang clothing. First is the type that will lead the observer to the conclusion that the individual belongs to a gang without specifically identifying which one. The clothing may indicate the type of gang, such Latin or Black, but not name the particular gang.

The second type of gang clothing specifically identifies a gang. This is apparent in areas where street gang members wear jackets or sweatshirts with their gang name or logo on the back. This same type of identification is popular with the outlaw motorcycle gangs.

Street gangs, on the other hand, also have different styles. The

Latin gang member has a more or less traditional gang uniform, while the Black gang members prefer individual articles to identify their gang.

Tattooing as a custom is of ancient origin and is certainly not limited to gang members or the criminal element of any society. However, studies and field experience show that gangs use tattoos as a method of communication and identification.

The traditional Latin gangs have used tattoos extensively and frequently tattoo themselves with their "placa" or gang name and their gang affiliation, and they usually are visible on arms, hands or shoulders. These tattoos may be as small as a homemade dot in the web of a hand or they could be so large that the logo covers the entire back or stomach. The wearing of a gang tattoo increases the probability that the wearer is a gang member.

Most of the tattoos gang members have on their bodies relate to their gang membership. As such, belonging to and identification with the gang is a matter of great pride. By displaying his tattoo, the member also carries the image of his gang. If the gang is feared and has a reputation for violence, the member may also be feared.

By contrast, Black gang members are not enthusiastic about using tattoos to identify their membership with a gang and ordinarily don't do so. One might speculate as to why Black members do not choose to identify themselves by tattooing their bodies; however, Black gang members tend to be more individualistic and less inclined to permanently identify themselves with any one group.

Regardless of the method of communication that gangs use, their messages are clear. The gang member is telling the world that his gang or barrio is number one, the best. He is also expressing his total commitment to turf and gang, for it is from these elements that he generates his sense of self-worth and identity. Without worth and identity, the gang member is lost and becomes a non-entity, a thing.

#### NARCOTICS AND GANGS

During the summer and fall of 1984, reports circulated alluding to the involvement of narcotics trafficking in most cases of gang violence. Predominantly, these reports are based on circumstances in South Central Los Angeles. While violence does occur within the street gangs over narcotics investigators have found that most of the violence finds its motivation in the deeply rooted rivalry between the various gangs.

Since the mid-80's Black gangs, both Crips and Bloods have become involved in the trafficking of narcotics, particularly Crack Cocaine. The gangs have established drug distribution routes

throughout the country. Los Angeles based street gangs now exist in parts of this country that had been, heretofore, relatively crime free.

The early move of California gangs into these new territories, in most cases, had little to do with narcotics. The relocations were attempts by concerned and frightened families of known gang members to move their troubled youth away from the gang neighborhoods back to family roots in areas known for peaceful life styles. Sadly, by the time most families considered this move the concerned youth had developed into a hard core gang member and simply took his violent gang mannerisms with him.

Upon arrival in his new surroundings the gang members assessed the area, and quickly determined that the local authorities were not aware of their presence. It was equally apparent that the local police departments had not experienced the convoluted and violent life style that the street gangs practice routinely. This allowed the transplanted gang members to establish local sets of their gangs and recruit the indigenous delinquent youth into the gang.

Once established in the local neighborhoods the gang members could call upon their homeboys in Los Angeles to supply them with enough cocaine to set up a flourishing dope business in their new found communities. The gangs then set about spreading their insidious tentacles into surrounding areas and further distributed their gang influence and narcotic trade.

The apparent affluence of the gang member made him an instant attraction to the unsophisticated youth of rural America. The establishment of these gangs within the newly claimed neighborhoods created rivalries between the California based gangs and local gangs. In some cases the rivalries were with other gangs from California vying for the same drug turfs. Gang killings and drive-by shootings became a common occurrence outside the confines of Los Angeles in states such as Louisiana, Colorado, Nebraska, Washington, Oregon, Arizona, and many more.

Much of the gang violence being experienced in these new gang territories can be traced directly back to traditional rivalries that exist in Los Angeles between the warring factions. Whether or not the gang wars that began to surface in the newly claimed gang turfs were over drug deals gone awry or old wounds from the original neighborhoods the simple fact was that gang violence had come to be a part of life in these newly infected areas. What may have begun as a narcotic dispute soon became a gang war that eventually led to both sides forgetting the initial cause and a everlasting rivalry developed, much like the legendary Hatfield and McCoy feud.

The problem area of gangs and narcotic trafficking covers a wide spectrum. The actual involvement of active gang members dealing

narcotics would appear to be that of runners and low-level street dealers. As the gang member develops the criminal sophistication to progress upward through the ranks of a drug organization, he slowly transfers his gang loyalties to that of the organization.

What seems to be establishing itself out of this trend are drug organizations made up of mostly former Black street gang members that deal primarily with their former street allegiances. Put simply, this means that former "Crips" are selling to and using "Crip" gang members. Former "Blood" gang members are doing the same within the "Blood" ranks.

Of course, he is maturing at the same time and, as with most gang members, grows out of the gang life style. He still maintains a loose relationship with the street gang of his youth and quite naturally has a ready-made consumer market - his former "homeboys." These "homeboys," are prime candidates to become the low-level street dealers for the organization as they have little chance of achieving a legitimate release from their gang member life style. This reliance on criminal conduct to support themselves is a major reason that gang members create a cycle of criminality that feeds itself.

Philosophically, Black gang members are more profit motivated than other street gangs. They also are more apt to use random violence to obtain their goals. It would be logical to assume that drug dealers, knowing the gangs propensity for malevolent behavior, would use them as street enforcers to further insulate the dealer from law enforcement.

#### CONCLUSION

Accepting the fact that law enforcement agencies can do little to cure the social ills that cause street gang existence, much can be done to drastically reduce the levels of violence. This reduction, given the commitment of County Government, would necessarily be in the form of a coordinated long-range plan that involves all elements of our society.

Such an attack on gang violence must be multi-faceted involving not only law enforcement agencies, but community-based organizations, community leaders and the business community. The public conception that gangs kill only each other must be overcome and the fact that nearly half of all gang victims are innocent citizens provided to the community through educational programs. These types of programs could stress how gang violence effects the ordinary citizen by causing the closure of trauma centers due to the high cost of treating the victims of gang violence. Education of this type would go far in combating the apathy that seems to affect the non-gang involved communities that have the influence necessary to effect change.

Proposed changes in current law and probation regulations are a necessary element. Expansion of law enforcement and probation units that specialize in street gang enforcement techniques would be highly effective. To properly address the prosecution of gang members in court would require more vertical prosecution units to insure that the maximum effort of the coordinated suppression efforts are obtained. Expansion in these areas have been proposed many times and have been denied due to budgetary constraints just as many times.

The key word in the problem solution questions is COMMITMENT. Without a total commitment of government funding agencies and their representatives' commitment, little more can be done. The problem will continue to escalate in monumental proportions.

COUNTY OF LOS ANGELES  
SHERIFF'S DEPARTMENT

DATE August 1, 1986

OFFICE CORRESPONDENCE

FILE NO.

FROM: ROBERT D. CAMPBELL, CHIEF  
RICHARD T. FREEMAN, CHIEF  
HARRY S. HANSEN, CHIEF  
FIELD OPERATIONS REGIONS

TO: STATION & BUREAU COMMANDERS  
FIELD OPERATIONS REGIONS

SUBJECT: FIELD OPERATIONS DIRECTIVE 86-39

GANG ACTIVITY REPORTING

It is the responsibility of the Juvenile Operations Bureau, Operation Safe Streets (O.S.S.) to monitor street gang members involved in criminal conduct. This directive establishes criteria for identifying incidents as street gang-related.

The following criteria shall determine if an incident is gang related:

- (1) When an incident occurs wherein participants, suspects, or victims are identified gang members or associates.
- (2) When a reliable informant identifies an incident as gang activity.
- (3) When an informant of previously untested reliability identifies an incident as gang activity and it is corroborated by other attendant circumstances or independent information.
- (4) When there are strong indications that an incident is gang related but it does not fit the above criteria, it shall be considered as gang activity.

It is the policy of O.S.S. to identify gang members based on the following criteria:

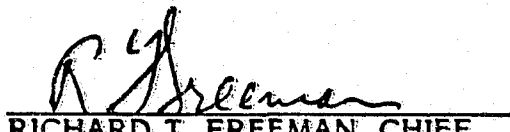
- (1) When an individual admits membership to a gang.
- (2) When a reliable informant identifies an individual as a gang member.
- (3) When an informant of previously untested reliability identifies an individual as a gang member and it is corroborated by independent information.
- (4) When an individual resides in or frequents a particular gang's area and affects their style of dress, use of hand signs, symbols, or tattoos, and associates with known gang members.

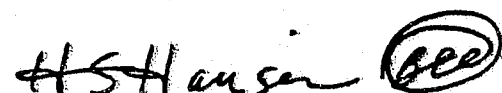
- (5) When an individual has been arrested several times in the company of identified gang members for offenses which are consistent with usual gang activity.
- (6) When there are strong indications that an individual has a close relationship with a gang but does not fit the above criteria, he shall be identified as a "gang associate."

Gang activity statistics shall be maintained at the station level on the attached format. A monthly compilation of these statistics is to be forwarded to the Juvenile Operations Bureau by the 10th of each month.

Your cooperation in this effort will provide this Department with the ability to maintain accurate statistics necessary for the effective deployment of Departmental resources.

  
ROBERT D. CAMPBELL, CHIEF  
FIELD OPERATIONS REGION II

  
RICHARD T. FREEMAN, CHIEF  
FIELD OPERATIONS REGION III

  
HARRY S. HANSEN, CHIEF  
FIELD OPERATIONS REGION I

RDC:RTF:HSB:gt

**GENERAL INFORMATION AND OVERVIEW**

**OF THE**

**LOS ANGELES COUNTY SHERIFF'S**

**G** ang

**R** eporting

**E** valuation

**A** nd

**T** racking

**S Y S T E M**

02.16.90



## GANG REPORTING, EVALUATION AND TRACKING (G.R.E.A.T.)

G.R.E.A.T. is a comprehensive Gang Reporting Evaluation And Tracking System developed by the Los Angeles County Sheriff's Department (LASD) Operation Safe Streets (OSS) unit of the Juvenile Operations Bureau in cooperation with the Los Angeles Police Department. The development was funded by a grant from the Office of Criminal Justice Planning (OCJP) in the State of California.

In June, 1986, the State of California, Office of Criminal Justice Planning (OCJP) approved a grant for the development of a centralized gang tracking system for the County of Los Angeles Law Enforcement Community. The goal was to provide a countywide computerized system for tracking information relative to street gang members and to provide a crime analysis tool. The grant proposal directed the two involved agencies, the Los Angeles County Sheriff and the Los Angeles Police Department to each develop a prototype automation package for capturing and maintaining information relating to gangs and their members. The Los Angeles County Probation Department also developed a parallel system to track probation information under a separate grant. The intent was to integrate the prototypes into a single common system. Also, the grant required the final system to be integrated through hardware and software interfaces with the various existing justice agencies.

The objectives in developing a centralized gang tracking system include:

- . IMPROVE ACCESS TO AND THE QUALITY OF GANG MEMBER INFORMATION FOR LASD AND MUNICIPAL POLICE DEPARTMENTS.
- . PROVIDE ACTIVE CONDITIONS OF PROBATION INFORMATION ON GANG MEMBERS FOR LAW ENFORCEMENT AND PROBATION USE AND EARLY INDICATION OF PROBATION VIOLATIONS.
- . REDUCE TEDIOUSNESS AND REPETITIVENESS OF MANUAL TRACKING OF GANG MEMBER INFORMATION THROUGH DEVELOPMENT OF A CENTRALIZED SHARED DATABASE.
- . IMPROVE REPORTING OF GANG ACTIVITY STATISTICS.
- . STANDARDIZE CAPTURE OF GANG MEMBER INFORMATION.
- . PROVIDE MECHANISM FOR ACCESSING GANG INFORMATION THROUGH OTHER EXISTING COUNTY SYSTEMS.
- . PROVIDE A DATA RESOURCE FOR CRIME ANALYSIS.
- . PROVIDE EARLY INDICATION OF GANG AFFILIATION DURING PROBATION INVESTIGATION.

G.R.E.A.T. is currently in use by many law enforcement and criminal justice agencies throughout the country in local, county and federal jurisdictions.

The G.R.E.A.T. project, when completed, will provide interagency access to gang intelligence files on approximately 90,000 to 100,000 gang members when implemented Countywide. Authorized members of the G.R.E.A.T. law enforcement community will have the ability to add and update gang member information on the centralized database. Inquiry to the system will be available to all LAPD and LASD deputy personnel, along with personnel from participating agencies. The Los Angeles County Probation Department's Gang Probation officers will maintain the conditions of probation portion of the gang file and inquiry access will be available to adult and juvenile divisions, juvenile halls, and juvenile detention camps. Police agencies joining the project in the future may provide update information to G.R.E.A.T. and will have inquiry access. The Los Angeles County prosecuting agencies will have limited update capability for G.R.E.A.T. summary probation information in addition to inquiry access.

# G. R. E. A. T. USER OVERVIEW

OSS TEAMS  
 CAS ELA FPK IDT LKD  
 CRASH  
 LNX LYN NWK PRV WAL  
 (INFORMATION PC)

LASD PRIME  
 O.S.S. UNIT  
 (INFORMATION)

LAPD HQ  
 CRASH UNIT  
 (PARADOX/DB2)      UNITS  
 (PC'S)

LA CO. SHERIFF FACILITIES

LA CO. PROBATION  
 (INFO PC)

LASD LOM  
 LASD AVS      HOJJ BC  
 LASD SCV      MIRA LOMA  
 LASD MAR      SBI PJP  
 LASD TEM  
 LASD WHD

OUT OF AREA AGENCIES

LA COUNTY  
 AGENCIES

INLAND EMPIRE  
 AGENCIES      ADJACENT  
 COUNTIES

HONOLULU P.D.      ALBUQUERQUE  
 ARIZONA D.P.S.      USAF - GEORGE  
 TEXAS D.P.S.      U.S. POSTAL  
 JOHNSON CO. KS      DEA TP CINN.  
 ST. PAUL MN.      THURSTON S.O.  
 FT. IRWIN USA      OMAHA P.D.  
 DENVER P.D.      OREGON S.P.  
 THORNTON P.D.      SEATTLE P.D.  
 C.Y.A.      KIRKLAND P.D.  
 U.S. CUSTOMS      MINNEAPOLIS  
 D.E.A. WASH DC      KINGS CO PR  
 F.B.I.      FRAMINGHAM  
 SAN FRANCISCO      MALDEN MA  
 QUACHITA LA S.O.      ST. LOUIS P.D.  
 W. MONROE P.D.      U.S. MARSHALL  
 A.T.F. WASH DC      AUSTIN P.D.  
 WASH STATE PAT.      SHREVEPORT LA

COMPTON P.D.  
 (INFO PC)  
 GARDENA P.D.  
 (PFS ACCESS)  
 WEST COVINA  
 (X-TALK)  
 VERNON P.D.  
 (PCPLUS)  
 C.H.P.  
 (PC PLUS)  
 BALDWIN PARK  
 (INFO PC)  
 REDONDO BEACH  
 (INFO PC)  
 TORRANCE P.D.  
 (INFO PC)  
 LA CO. D.A.  
 (INFO PC)  
 DOWNEY P.D.  
 (PROCOMM)  
 INGLEWOOD P.D.  
 (INFO PC)

ONTARIO P.D.      VENTURA S.O.  
 (INFO PC)      (IBM PC)  
 SAN BERN S.O.      SANTA BARBARA  
 (VAXMATE)      (X-TALK)  
 RIALTO P.D.      SAN DIEGO  
 (X-TALK)      (PROCOMM)  
 UPLAND P.D.      HUNTINGTON BCH  
 (REFLECTIONS)      (PROCOMM)  
 RIVERSIDE S.O.      ORANGE S.O.  
 (PC PLUS)      (PC PLUS)

## LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

### OPERATION SAFE STREETS (OSS) & GANG ENFORCEMENT TEAMS (GET)

#### Operation Safe Streets (OSS)

OSS is a program of selective enforcement aimed at combating criminal activities of targeted hard-core gangs and, at the same time, moving to discourage followers from continuing in gang activities.

Initially funded through a grant from the Law Enforcement Assistance Administration in January 1979, federal funding has since ceased, and the program has been adopted as a Departmental function. Originally implemented in four selected areas in Los Angeles County (East Los Angeles, Lennox, Lynwood and Pico Rivera Stations), it has expanded to six additional station areas (Carson, Firestone, City of Industry, Lakewood, Norwalk and Walnut).

The unit has more than 70 Sheriff's personnel assigned on a permanent basis, experienced in all phases of street gang activities, working in a non-uniformed capacity. Once a criminal gang action takes place, the unit immediately begins an intensive investigation, identifying involved gang members, locating witnesses, etc. All available information is followed up until it is exhausted or an arrest is made. The unit works in conjunction with members of the Hardcore Unit of the District Attorney's Office, the Probation Department's Specialized Gang Supervision Unit, State Parole and units from the Community Youth Gang Services program.

OSS has developed and maintains a Gang Reporting, Evaluation And Tracking (GREAT) computer system, which currently has over 72,000 gang members on file. Statistics are also kept on each gang to keep OSS teams up-to-date on their level of violence.

#### Philosophy

The philosophy of OSS is to vigorously prosecute and incarcerate the hard-core violent gang members of selected target gangs. Target gangs are chosen by the number of members, the amount of violence and their geographical area in relation to other gangs in the station area. By patrolling these areas and through the investigation of each gang's criminal acts, it is hoped that eventually the particular gang will no longer be considered a major problem.

The OSS program directly attacks the total gang problem by dealing firmly with hard-core target gangs and giving them the highest enforcement priority. OSS has proven to be an effective pro-active method of preventing gang violence as well as apprehending and convicting serious gang offenders.

## Teaching/Education

OSS, in conjunction with the Advanced Officer Training staff, has developed and organized an informative Street Gang School, which is offered to all law enforcement agencies across the country.

Many of the instructors are OSS team members, who are considered experts in their field. The school offers a wide range of topics including: Gang Structure and Organization, Gang Activity and Philosophy, Gang Communication and Customs, Gang Investigations and Interview Techniques and Gang Prosecution.

OSS team members frequently lecture at community meetings such as the PTA, various church organizations, Neighborhood Watch groups, private organizations, and other civic groups as well as various governmental agencies.

OSS also offers a Ride-Along training program for other police agencies and Departmental personnel, wherein officers ride with team members during their tour of duty and observe their daily activities and investigative techniques.

## Gang Prevention and Awareness

OSS is involved in gang prevention. Team members attempt to identify potential gang members prior to them joining a gang. Team members then establish contact with their parents to educate them about gangs and search for ways to ensure that their children (especially those in danger of becoming enmeshed in the negative aspects of gang activity) have proper direction and the opportunity to fortify themselves with the appropriate success and achievement-oriented goals.

Team members also attempt to single out the non hard-core gang members, gain mutual respect and trust, and with the coordination of community-based organizations, community leaders and the Sheriff's Athletic League, assist the individuals in locating employment or removing themselves from the gang environment.

### Gang Enforcement Teams (GET)

Because the gang problem was escalating within four station areas in the Sheriff's Department's jurisdiction and these stations identified special needs that required the attention of trained, specialized gang personnel, the GET program was implemented.

The unit currently consists of 40 uniformed Sheriff's personnel (four separate teams) who are assigned to directed patrol in those areas experiencing the highest levels of gang activity. The teams are currently housed at Carson, East Los Angeles, Lennox and Lynwood Stations. In July, an additional team will go on-line to specifically address the escalating level of violence in the East County areas.

Relieved from handling routine calls or reports, uniformed team members concentrate on areas frequented by gang members for the purpose of identification and arrest of criminal offenders involved in gang-related crimes. Team members work closely with OSS, Narcotics Bureau and the Crime Analysts to identify sources of gang activity.

In addition to providing directed patrol services, GET members assist OSS teams and Narcotics Bureau in serving search or arrest warrants in gang-related matters. The teams can also be re-directed throughout the County to help resolve gang conflicts when they arise.

# Drugs, violence, rituals, slaves

**GETTING IN:** Every gang has its rituals for "jumping in." Usually it's a fistfight. A recruit has made the grade if he's still standing after up to a 10-minute bout with as many as 10 gang members. In several West Los Angeles Hispanic gangs, recruits have to steal three car stereos in a night. Some south-central L.A. gangs have required applicants to commit murder, but experts say that's losing ground.

**GETTING OUT:** It's easiest to retire from Hispanic gangs since membership is considered a rite of passage for males 13 to 20. Older gang members are called *veteranos*, and most maintain direct ties to the gangs.

In black gangs, this generational tradition doesn't exist yet. If a gang member survives into his late 20s and is respected because of his ability to sell drugs, then he's called an O.G., original gangster. Some original gangsters become major drug distributors or rule the gang's interests in burglary and prostitution.

**DRUGS:** In black gangs, senior members act as wholesalers. Gangs buy cocaine or crack in bulk and sell it in half grams or full grams. Some gangs still sell the animal tranquilizer PCP, which was the drug of choice before crack. Kool cigarettes dipped in PCP are sold as "Superkools."

Other gangs are not primarily drug dealers.

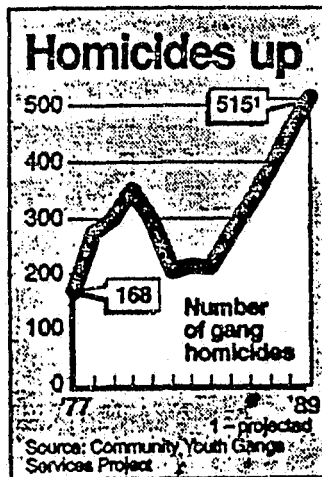
**LANGUAGE:** To understand gang members, you've got to speak the language:

► To "8-ball" is to drink Old English 800 Malt Liquor. Wine drinkers prefer "the bird," Thunderbird, a cheap brand.

► Cocaine customers are "clucks." Members are "dirty" if they are carrying drugs or illegal weapons.

► "Flagging" colors, waving red or blue bandanas, or proclaiming gang affiliation on enemy turf, can mean war. A spray-painted "187," the police code for murder, is a death threat.

► Police don't arrest a gang member, they "gaffe him up." Within hours, members are often "sailing" after bail is paid.



eral description of a member's personality or appearance. "One-Shot" has a reputation for sharp shooting; "Wimpy," killed in gang gunfire, liked the Popeye cartoon character of same name. Sometimes, a gang member takes a version of his mentor's name. "Baby Snoop's" name shows his great respect for elder "Snoop."

**CLOTHES:** Gang members follow strict dress codes. Hispanic gangs painstakingly iron khaki pants to a sharp crease down each leg. Their white cotton T-shirts are heavily starched and worn under plaid flannel shirts buttoned only at the collar. Headgear: bandana or black hairnets.

Black gang members wear the same khaki pants, but so low their boxers show. Their plaid flannel shirts are unbuttoned. Baseball caps are worn backwards, a fashion spawned because the brim gets in the way when firing a weapon. Footgear: Corduroy bedroom slippers from Montgomery Ward or expensive leather athletic shoes.

**WEAPONS:** In the mid-1960s, gangs fought with fists, then graduated to switchblades and hunting knives. By the mid-1970s, guns became the weapon of choice. Uzi semiautomatic weapons are preferred because they are more easily concealed, but AK-47s are better for hitting targets.

**WOMEN:** Female gang members are slaves. A female may often have group sex with male members but is never considered a girlfriend. Gang members can spend her money, but won't buy her anything. A non-gang woman is treated as a lady; her cigarettes are lighted, her doors opened.

## TYPES OF GANGS

**BLACK GANGS:** L.A.'s deadliest and fastest-moving, they are divided between the Crips and the Bloods. Starting in south-central Los Angeles, they've spread across the L.A. basin in the past decade. Crips are moving faster, apparently because new recruits prefer the Crips' color, blue.

Crips and Bloods have no central authority. Individual Crips gangs fight among each other, as do rival Bloods. Murder is mainly over drugs.

**HISPANIC GANGS:** The traditional Hispanic gangs were first organized at the turn of the century in East L.A. The big concern of Hispanic gangs is territory — "controlling dirt." When they kill it's usually for that reason.

Leadership is handed down from fathers to sons — they even have a rite of passage, an annual football game. *Veteranos* sometimes act as ambassadors for peace, working with the authorities. As a result, the homicide rate is substantially lower. Until this year, East L.A. went a decade without a gang murder.

**WHITE GANGS:** The majority of white gangs are Stoners, driven mostly by love of rock music. Long hair, wild shirts and earrings are characteristic. They tend to take drugs rather than sell them.

Initially non-violent, Stoners are moving into drug sales, and homicides have picked up. Gang-related crime in the Stoners' hotbed, the San Fernando Valley, was up 157 percent through the first six months of this year.

**IMMIGRANT GANGS:** With no established leadership and no regard for territory, these nomadic gangs are the most difficult for authorities to deal with.

They're heavy drug dealers and extremely aggressive. As many as three members at a time will hawk their products at cars driven through their territory. Salvadorans, Filipinos and Samoans are concentrated downtown. In south-west L.A., Cubans, Nicaraguans, Puerto Ricans and Caribbean nationalities dominate.

**ASIAN GANGS:** Cambodians, Vietnamese, Chinese, Koreans, Japanese are the most secretive of the gangs and don't care about territory. As a result, they work all over the city, but are prevalent in areas with heavy Asian populations, such as Chinatown.

Asian gangs are interested only in money. To make it they dabble in drugs, extortion and prostitution. They deal exclusively with their own kind: Vietnamese gangs work the Vietnamese community, Koreans with Koreans.

**HYBRID GANGS:** Integrated gangs, pushed together by immigration and the profits to be made from drugs, are called "Hybrids." Whites tend to be the least concerned about race when choosing gangs. In Alhambra, there now are gangs comprising blacks, traditional Hispanics and second-generation Asians; near Farmer's Market in West L.A., there's a gang of blacks, Hispanics and Jews. One gang's name: Second Reich.

— Sally Ann Stewart

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# Law Enforcement (Tactical)

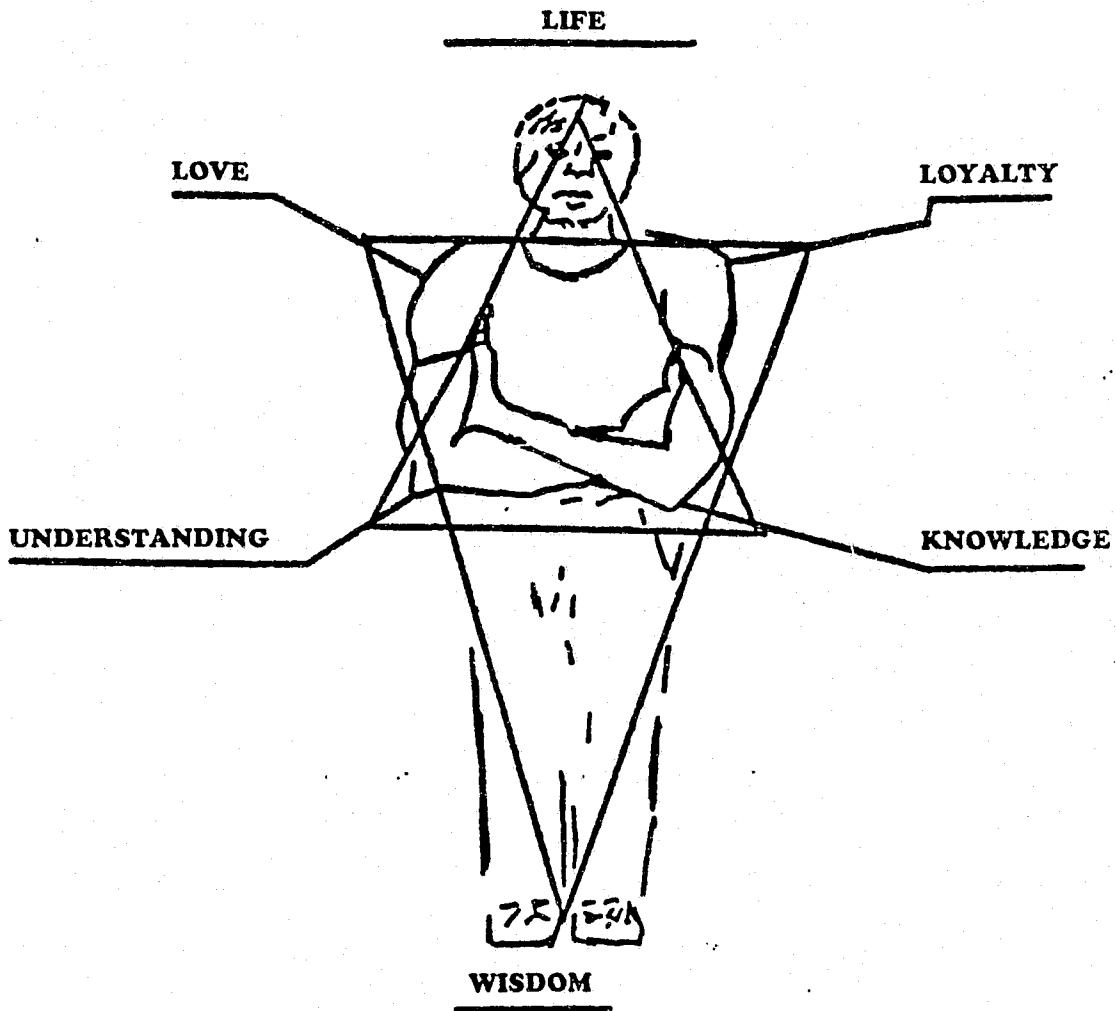
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# Graffiti

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- Photograph the Graffiti
- Record / Document the Graffiti
- Identify the Graffiti



SIX POINT STANCE OF THE DISCIPLE STREET GANG

OUR BROTHER, YOU WILL TAKE NOTICE THAT THE SIX POINT STANCE IS CONNECTED TO THE SIX POINT STAR. THIS STANCE IS APPLIED TO THE FOLLOWING POINTS:

1. RIGHT SHOULDER - LOVE
2. HEAD - LIFE
3. LEFT SHOULDER - LOYALTY
4. LEFT ELBOW - KNOWLEDGE
5. HEELS OF FOOT - WISDOM
6. RIGHT ELBOW - UNDERSTANDING

THE THUMBS ARE EMBRACING THE STAR WITHIN THE PITS OF YOUR ARMS. THEY, THE THUMBS SERVE AS LOCKS UPON OUR UNITY BRINGING US WITHIN THE CIRCLE OF OUR ORGANIZATION. OUR SUCCESS DEPENDS UPON:

1. OUR RIGHT SHOULDER HOLDING LOVE FOR EACH OTHER, THE CHAIRMAN AND THE ENTIRE ORGANIZATION.

2. OUR HEAD BEING IN THE FRAME OF LIFE, LIVING AND FLOURISHING INTO SOMETHING GREAT.

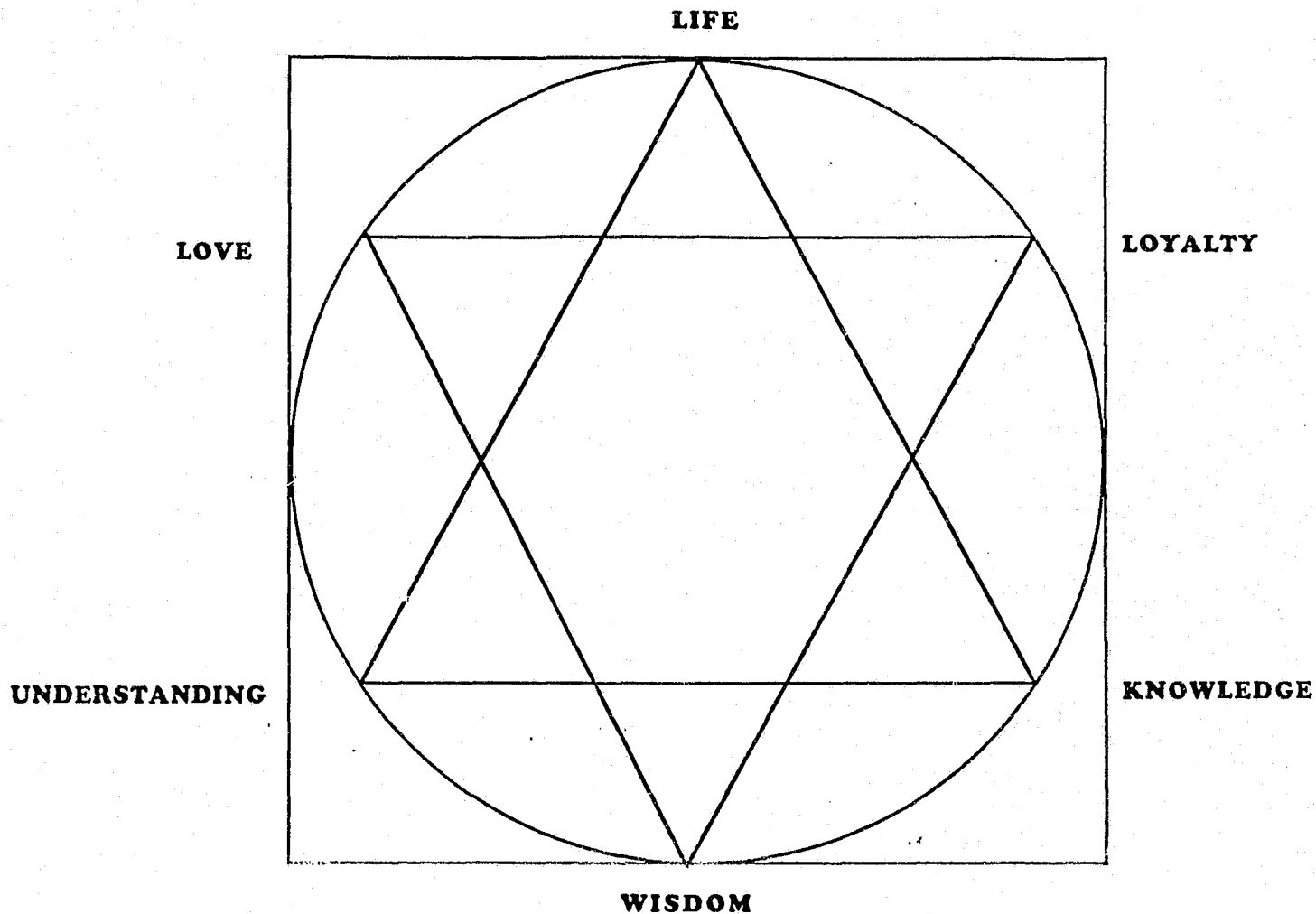
3. OUR LEFT SHOULDER HOLDING LOYALTY ABOVE ANY NEGATIVITY THAT MAY TRY TO SURFACE ON THE LEFT SIDE.

4. OUR LEFT ELBOW KNOWING THE LEDGE OF OBSTACLES AND BLOCKS AGAINST ANY FORM OF OPPOSITION.

5. OUR HEELS GIVING US BALANCE UPON OUR PATH, AND WISDOM DOWN THE ROAD.

6. AND OUR RIGHT ELBOW CROSSING OVER LEFT, SERVING AS THE FINAL POINT OF LOCKING US INTO UNDERSTANDING WITHIN OUR 360 DEGREE CIRCLE OF ORGANIZATION UNDER THE LEADERSHIP OF THE CHAIRMAN.

THEREBY, WE STAND FIRMLY IN OUR SIX POINT STANCE UPON OUR CONCEPT OF ORGANIZATION, POLITICS, ECONOMICS, SECURITY, EDUCATION, AND UNITY. LOOKING IN ALL SIX DIRECTIONS: NORTH, SOUTH, EAST, WEST, UP AND DOWN THE ROAD OF ORGANIZATIONAL UNITY AND A POWER TO BE RECKONED WITH.



THE SIX POINTED STAR OF THE BLACK GANGSTER DISCIPLE STREET GANG

THE SIX POINTED STAR REPRESENTS THE STAR OF DAVID. IT REPRESENTS SIX SIDES TO EVERYTHING, INSTEAD OF TWO AS WE'VE BEEN TAUGHT. IT REPRESENTS US MOVING UP AND DOWN, TO AND FROM AND WITHIN AND WITHOUT. IT ALSO REPRESENTS "OUR ORGANIZATION" AND IS OUR SYMBOL.

1. "LOVE" - THROUGH THIS POINT, WE LEARN TO FEEL AND GROW - WE LEARN TO SHARE WITH EACH OTHER AS WELL AS ALL OF MANKIND. WE ESTABLISH RESPECT AND APPRECIATION FOR LIFE.

2. "LIFE" - THROUGH THIS POINT, WE LEARN "REALITY" THROUGH OUR TRIALS, SUFFERINGS AND TRIBULATIONS. WE'RE ABLE TO SEE WHAT'S REAL, BECAUSE WE'RE ALIVE AND "LOYALTY" IS THEN ESTABLISHED.

3. "LOYALTY" - THROUGH THIS POINT, WE ESTABLISH AN OBLIGATION IN LIFE WHICH WE LOVE. WE FIRMLY BELIEVE IN SOMEONE OR SOMETHING. LAWS AND PRINCIPLES ARE ESTABLISHED IN OUR LIFE WHICH WE STAND FIRMLY UPON.

4. "KNOWLEDGE" - THROUGH THIS POINT, OUR LEARNING PROCESS BEGINS. WE LEARN THAT ANYTHING THAT THE MIND CAN CONCEIVE, THE BODY CAN DO. WE ALSO KNOW THAT WE CAN'T STRADDLE THE LEDGE OR WE'LL FALL.

5. "WISDOM" - THROUGH THIS POINT, WE BEGIN TO MOVE THROUGH THE VOICE OF OUR CHAIRMAN, LIKE A MIGHTY STREAM OF WATER WHICH FLOWS AND WE BECOME WISE.

6. "UNDERSTANDING" - THROUGH THIS POINT, WHICH IS THE FINAL POINT DIRECTING US WITHIN OUR 360 DEGREES OR OUR CIRCLE. WE COME INTO COMPLETE REALIZATION OF LOVE, LIFE, LOYALTY, KNOWLEDGE AND WISDOM DRAWING US INTO UNDERSTANDING, WHICH IS THE COMPLETION OF THE STAR AND WHAT WE REPRESENT.

# Gang Identifiers

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- Gang Colors**
- Methods of Wearing Colors and Clothing**
- Non Verbal Hand Signs**
- Gang Slogans**

## IDENTIFIERS - THINGS TO REMEMBER

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The following is a list of items to assist you in the recognition or identification of gang members that you may come across during your tour of duty.

**PLEASE REMEMBER . . .** If a person has one of these items, it doesn't always mean that he/she is a gang member. The best and safest thing to do is to check for some more things, like: tattoos, jewelry, etc.

- 1) **EARRINGS** - Right Ear: Disciples, Simon City Royals, and gangs affiliated with the Disciples  
Left Ear: Vice Lords, Latin Kings, El Rukns, and gangs that are affiliated with these gangs.
- 2) **HATS (GENERALLY)** - Tilted to the Right: Disciples, Simon City Royals, etc.  
Tilted to the Left: Vice Lords, Latin Kings, etc.
- 3) **HATS (CIVIL WAR TYPE)** - Blue: Disciples, Simon City Royals, etc.  
Gray: Vice Lords, etc. (NOTE: Vice Lords have been known to cut off the bottom parts of the crossed rifles, making a "V" out of the top parts.)
- 4) **GLOVE (ONE)** - Right Hand: Disciples, Simon City Royals, etc.  
Left Hand: Vice Lords, Latin Kings, etc.
- 5) **THE SAME "RIGHT" AND "LEFT" RULE APPLIES TO OTHER THINGS LIKE: BELT BUCKLES, BANDANAS HANGING FROM A POCKET OR TIED TO A LEG, ETC.**
- 6) **STARS** - Six (6) Pointed: Disciples and Affiliates  
Five (5) Pointed: Vice Lords and El Rukns
- 7) **CROWNS** - Pointed Tips: Latin Kings  
Rounded Tips: Imperial Gangsters
- 8) **RABBIT HEADS** - Straight Ears: Vice Lords and Latin Kings  
Bent Ears (s): Simon City Royals
- 9) **GYM SHOES** - The color of the shoe vs. the color of the laces or two (2) sets of laces in the shoes to represent the gang colors. Laces should be tied up the sides and not the conventional way.
- 10) **GRAFFITI** - If any graffiti is written upside-down, it shows a disrespect to that gang and was written by an opposing gang.
- 11) **HAIRCUTS** - Some Vice Lords on the city's West Side have shaved the left side of their heads into the shape of an arrow.
- 12) **FRIENDSHIP BEADS** - Gangs have "taken over" this fad by having their gang's colors on the beads. These are worn on clothing, shoes, hair, even as an earring.
- 13) **POCKETS** - The inside of the pocket has been colored the colors of the gang. This is used as a means of representing.
- 14) **CLADDAGH RING** - An Irish ring which means love, loyalty and friendship. The Latin Kings have started wearing these rings because it has a crown in it.
- 15) **ROLLER SKATE LACES** - Tied up and down on the Right Side: Disciples  
Tied up and down on the Left Side: Vice Lords  
Tied up half way on the opposite side denotes put down to rival gang.
- 16) **PANT LEG CUFFS** - Rolled up on the Right Side: Disciples  
Rolled up on the Left Side: Vice Lords

## MAJOR CHICAGO STREET GANGS

### LATIN EAGLES

**COLORS:** Gray and Black

**RACIAL MAKE-UP:** 80% Puerto Rican  
10% Mexican  
5% White  
5% Black

**SYMBOLS:** L/E; golden eagle in flight.

### LATIN KINGS

**COLORS:** Black and Gold

**RACIAL MAKE-UP:** 90% Latin  
5% Black  
5% White

**SYMBOLS:** Latin King Crown; three or five points with L on one side and K on the other.

### POPES

**COLORS:** Black and Blue

**RACIAL MAKE-UP:** 95% White  
5% Other

**SYMBOLS:** Pitch forks with lightning bolts, cross.

### SATAN DISCIPLES

**COLORS:** Black and Gold

**RACIAL MAKE-UP:** 95% Latin  
5% White

**SYMBOLS:** S/D's, pitch fork; picture of a devil.

### SIMON CITY ROYALS

**COLORS:** Black and Blue

**RACIAL MAKE-UP:** 97% White  
3% Black & Latin

**SYMBOLS:** Patch with six point star; devil with pitch fork; S.C.R.; hat with a crossed shotgun and cane; Bunny rabbit head with a bent ear.

### SPANISH COBRAS

**COLORS:** Green and Black

**RACIAL MAKE-UP:** 80% Latin  
18% White  
2% Black

**SYMBOLS:** Coiled cobra snake; S.C.; I.S.C.

### SPANISH LORDS

**COLORS:** Red, Maroon and Black

**RACIAL MAKE-UP:** 90% Latin  
10% White

**SYMBOLS:** Heart with a cross.

### TWO-SIX BOYS

**RACIAL MAKE-UP:** 95% Latin  
5% White

**SYMBOLS:** T/S: set of dice with the numbers 2-6; T.S.N. . . . (three dots)

### VICE LORDS

**COLORS:** Black and Gold

**RACIAL MAKE-UP:** 100% Black

**SYMBOLS:** 360° circle surrounded by fire with two half crescent moons; five point star; pyramid with a top hat, cane and white gloves; playboy bunny head; dice on 7 or 11; earring in left ear; hat tilted to the left; dollar sign.



## MAJOR CHICAGO STREET GANGS

### BLACK GANSTER DISCIPLE NATION

**COLORS:** Black and Blue **RACIAL MAKE-UP:** 100% Black  
**SYMBOLS:** Crossed pitch forks; 6 pointed star (star of David)  
Heart with wings; earring in right; hat tilted to right.

### BLACK P STONE

**COLORS:** Red and Black **RACIAL MAKE-UP:** 100% Black  
**SYMBOLS:** Half crescent moon pyramid; earring in left ear, hat tilted to left.

### COBRA STONES

**COLORS:** Red and Black **RACIAL MAKE-UP:** 100% Black  
**SYMBOLS:** Five pointed star; half crescent moon.

### EL RUKNS

**COLORS:** Blue and Red **RACIAL MAKE-UP:** 100% Black  
**SYMBOLS:** Five point star-pyramid with eye-sword-sun rising behind the pyramid-circle seven.

### GAYLORDS

**COLORS:** Black and Gray **RACIAL MAKE-UP:** 99% White  
**SYMBOLS:** Cross: G/L

### IMPERIAL GANGSTERS

**COLORS:** Black and Pink **RACIAL MAKE-UP:** 90% Latin  
8% White  
2% Black

**SYMBOLS:** Crown with round edges, superimposed I & G; raised pitch forks.

### INSANE DEUCES

**COLORS:** Black and Green **RACIAL MAKE-UP:** 70% Latin  
15% White  
15% Black

**SYMBOLS:** Four playing cards showing all deuces; set of dice showing deuces.

### INSANE UNKNOWNNS

**COLORS:** Black and White **RACIAL MAKE-UP:** 95% Latin  
5% Black & White

**SYMBOLS:** U/K, white sheeted unknown subject holding rifle.

### LATIN DISCIPLES

**COLORS:** Black and Blue **RACIAL MAKE-UP:** 95% Latin  
3% Black  
2% White

**SYMBOLS:** L/D's, M.L.D.N., Devil's Head; crossed pitch forks up; shotguns below symbol are the letters M L D N.

# Gang Identifiers

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- Nicknames
- Gang Terminology
- Gang Recruiting Posters

## JAIL, PRISON, AND GANG TERMS

- ALL IS ONE — a term used by the Disciples
- ALL IS WELL — a term used by the Vice Lords
- BOOK — run, get away, leave
- CHECK IT OUT — listen to what I have to say
- COLORS — gang colors. This could be a handkerchief, gym shoe/lace, etc.
- CRANK — a mentally unstable person
- DEMONSTRATION — gang fight
- DONUTS — Vice Lord term used to "put-down" the Disciples
- DROP A DIME — snitch or tell on someone
- DROPPING THE FLAG — leaving the gang
- EVERYTHING IS EVERYTHING — it's alright
- FLOWERS — female Cobra Stone
- FLYING YOUR COLORS — representing gang colors
- FOLKS — Disciples and their affiliates
- GANG BANGER — gang member
- GANG BANGING — gang activity
- GET DOWN — fight
- GUMP — a homosexual
- GUN-UP — getting ready to fight, usually "boxing"
- HOLDING IT DOWN — gang members controlling their area, turf, wing, dorm, etc.
- HOME BOY — someone from the same gang. A friend.
- HOOCH — an alcoholic beverage made by fermenting a sugary, syrup or liquid and bread.
- HOOD — neighborhood
- JIVING — attempting to fool someone
- KICKING BACK — relaxing, killing time
- KITE — a letter
- KITE IN THE WIND — a letter in the mail
- KOOL — It's all right
- MAIN MAN — best friend, back-up
- PACKING — gang member has a weapon on him, usually a gun

LADY — girl friend

PEOPLE — Vice Lords and their affiliates

PLAYER — Individual interested mainly in women

POLICE — a correctional officer

POOR BOX — a box or container full of items collected by a gang from other inmates on the wing, either by intimidation or as payment for protection. These items are passed or loaned out amongst members of the gang. The poor box is usually, but not always, kept in the wing leader's cell.

POPPED A CAP — shot at someone

RIDE — a car

RIDE ON/RODE ON — go to another rival neighborhood or area to attack the other gang - usually in vehicles.

ROCKS — Cobra Stones

ROLL — a cigarette

SHANK — jail or prison knife. Any item made in jail or prison to stab someone.

STINGER — a device used to heat water. Usually made of two (2) pieces of metal, separated by toothbrush handles or spoon handles, with a piece of wire attached to each piece of metal. Wire is attached to "live" wires from a light fixture or "plugged" into a socket on the wall.

STORE — commissary

TAKE HIM OUT OF THE BOX — to kill someone; i.e. a rival gang member

VIOLATION — to break a rule or law. Usually referring to gang rules, etc.

VICKY LOUS — Disciple term used as a put-down to the Vice Lords.

## **Methods Used to Identify Gangs and Their Members**

---

- Talk to Suspect Gang Members**
- Make Use of Informants**
- Talk to Rival Gang Members**
- Field Contact Cards**

NAME				NICKNAME			DATE OF CONTACT-TIME			BEAT-OCCUR.	
HOME ADDRESS				TELEPHONE			LOCATION OF STOP				
WHERE EMPLOYED ? (FIRM COMPANY, IF STUDENT GIVE NAME OF SCHOOL)						ADDRESS					
SEX	RACE	D.O.B.		HEIGHT	WEIGHT	BUILD	COMPLEXION		HAIR	EYES	MARKS/SCARS
VEH. MAKE	YEAR	TYPE		COLOR	STATE LICENSE NO		MO/YR EXPIR	STATE	DRIVERS LICENSE NO		STATE
REMARKS (GIVE REASON FOR STOP & LIST PERSONS IN COMPANY OF ABOVE WHEN STOPPED)											
-----											
-----											
FIELD CONTACT CARD CPD-21.101 (REV 12/78) PATROL DIVISION/CHICAGO POLICE						SIGNATURE - PREPARING OFFICER			STAR NO		BEAT/ASSIGN
CHG-3443		J06349									

Juvenile I.D. No.		Last Name		D.O.B.	
Children			Address		
Parents' Name					
FATHER					
MOTHER					
Date		Charge		Inc. #	Disposition

## **Methods Used to Identify Gangs and Their Members (Cont'd)**

---

- Gang Intelligence Cards**
- Gang Arrest Information Cards**
- Tattoos on Suspect Gang Members**
- Surveillance**

Jacket Number		<b>MULTI-AGENCY GANG TASK FORCE</b>				Gang Code			
I.D.S. Number						J-Number			
<input type="checkbox"/> Adult Gang Member <input type="checkbox"/> Adult Gang Associate						<input type="checkbox"/> Juvenile Gang Member <input type="checkbox"/> Juvenile Gang Associate			
Last Name		First Name		Middle Name		Suffix			
DOB		Nick Name/Street Name			Alias				
Sex	Race	Descent	Nationality	Refugee	Gang Affiliation		Method of ID		
Height	Weight	Eyes	Hair	Length	Style	Type	Facial Hair	Complexion	Teeth
Parent Information				Address			Phone		
Scars, Marks (Location)					Tattoos (Location)				
Subject Address and Date					City	State	Zip	Phone	
Business Address and Date					City	State	Zip	Phone	
Other Relative/Girlfriend				Address			Phone		
Identified BY		Agency		Unit		ID Date			
Prepared By (PRINT NAME)				Agency		Date Prepared		CLEARINGHOUSE USE ONLY	

32,05.07-5

114.01-136 Rev. 05/90 METRO-POLICE/GSA-WAT. 1987

LOCATIONS FREQUENTED				REMARKS			
1							
2							
3							
ASSOCIATES							
1	Name (Last, First, Middle)		DOB	Phone	Address		
2	Name (Last, First, Middle)		DOB	Phone	Address		
3	Name (Last, First, Middle)		DOB	Phone	Address		
D.L. Number		SSN		Agency with Photo			Photo Number
VEHICLES							
Vehicle 1 - Year/Make		Model	Style	Colors - Top/Bottom		Tag No.	State
Vehicle 1 Oddities - Interior/Exterior OR Registration							
Vehicle 2 - Year/Make		Model	Style	Colors - Top/Bottom		Tag No.	State
Vehicle 2 Oddities - Interior/Exterior OR Registration							
Vehicle 3 - Year/Make		Model	Style	Colors - Top/Bottom		Tag No.	State
Vehicle 3 Oddities - Interior/Exterior OR Registration							



ARRESTEE'S NAME (LAST - FIRST - MI)				BEAT OF ARREST		ARRESTING UNIT		R.D. NO.		
ARRESTEE'S ADDRESS				PHONE		DATE ARRESTED		FILE NO.		
ALIASES						TIME ARRESTED		C.B. OR J. NO.		
NICKNAME						BIRTHPLACE		I.R. OR Y.D. NO.		
DOB	SEX	RACE	BUILD	HEIGHT	WEIGHT	EYES	HAIR	COMPLEXION	GLASSES	TATTOO/MARKS
MARITAL STATUS		EMPLOYER OR SCHOOL			OCCUPATION			SOCIAL SECURITY NO.		
ARRESTED WITH					HOME ADDRESS					
ARRESTEE'S GANG AFFILIATION					GANG LOCATION/DISTRICT			PHOTO		
LOCATION OF ARREST (COMPLETE ADDRESS)								BOOK		
								PAGE/NO.		
VEH. YR.	MAKE	BODY STYLE		Top	COLOR	Bottom	STATE LICENSE NO.		STATE - MO./YR. EXPIR.	
COMPLAINANT					ADDRESS			CHARGES		
								COURT BR. - COURT DATE		
ARRESTING OFFICER - STAR NO.					ARRESTING OFFICER - STAR NO.					

## **Methods Used to Identify Gangs and Their Members (Cont'd)**

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- School Administrators**
- Probation Department**
- Information From Neighborhood Groups**
- Youths Wearing Beepers**
- Gang and Drug Hotline**

# **Tactical Suppression Techniques**

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- Strict Enforcement of Laws**
- Increased Police Presence in Gang Areas**
- Cooperation With HUD Officials**

## **Tactical Suppression Techniques (Cont'd)**

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- Cooperation With Probation Department**
- Cooperation With School Administrators**
- Use of Parental Notification Letter**

# City of Miami

PERRY L. ANDERSON, Jr.  
Chief of Police



CESAR H. ODIO  
City Manager

Dear Parent:

This letter is to inform you that your son/daughter \_\_\_\_\_ was at \_\_\_\_\_ on \_\_\_\_\_ at \_\_\_\_\_. Your child was in the company of other youths that have been identified, by the Youth Gang Detail of the Miami Police Department, as active gang members.

The purpose of this letter is to assist parents make family decisions with the full knowledge of their child's possible involvement in gang related activities. This will enhance our ability to control the gang problems within the City of Miami.

If you would like additional information regarding this incident, please contact Sergeant Joseph Rimondi at 579-6619, between the hours of 11:00 a.m. and 3:00 p.m. on any Tuesday, Wednesday or Thursday.

Sincerely,

Major Mary Stair  
Commander  
Community Relations Section

For:  
Perry L. Anderson, Jr.  
Chief of Police



## **Tactical Suppression Techniques (Cont'd)**

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- Use of Search Warrants**
- Use of Asset Forfeiture Laws**
- Enactment of New Laws and Ordinances**

ILLINOIS REVISED STATUTES  
CRIMINAL CODE  
CHAPTER 38

SECTION 12-6 INTIMIDATION

(a) A PERSON COMMITS INTIMIDATION WHEN, WITH THE INTENT TO CAUSE ANOTHER TO PERFORM OR TO OMIT THE PERFORMANCE OF ANY ACT, HE COMMUNICATES TO ANOTHER A THREAT TO PERFORM WITHOUT LAWFUL AUTHORITY ANY OF THE FOLLOWING ACTS:

1. INFLECT PHYSICAL HARM ON THE PERSON THREATENED OR ANY OTHER PERSON OR ON PROPERTY; OR
2. SUBJECT ANY PERSON TO PHYSICAL CONFINEMENT OR RESTRAINT; OR
3. COMMIT ANY CRIMINAL OFFENSE; OR
4. ACCUSE ANY PERSON OF AN OFFENSE; OR
5. EXPOSE ANY PERSON TO HATRED, CONTEMPT, OR RIDICULE; OR
6. TAKE ACTION AS A PUBLIC OFFICIAL AGAINST ANYONE OR ANYTHING, OR WITHHOLD OFFICIAL ACTION, OR CAUSE SUCH ACTION OR WITHHOLDING; OR
7. BRING ABOUT OR CONTINUE A STRIKE, BOYCOTT, OR OTHER COLLECTIVE ACTION.

(b) SENTENCE. INTIMIDATION IS A CLASS 3 FELONY.

SECTION 12-6.1 COMPELLING ORGANIZATIONAL MEMBERSHIP

A PERSON WHO EXPRESSLY OR IMPLIEDLY THREATENS TO DO BODILY HARM OR DOES BODILY HARM TO AN INDIVIDUAL'S FAMILY OR USES ANY OTHER CRIMINALLY UNLAWFUL MEANS TO SOLICIT OR CAUSE ANY PERSON TO JOIN ANY ORGANIZATION OR ASSOCIATION REGARDLESS OF THE NATURE OF SUCH ORGANIZATION OR ASSOCIATION, IS GUILTY OF A CLASS 3 FELONY.

SECTION 21-1 CRIMINAL DAMAGE TO PROPERTY

A PERSON COMMITS CRIMINAL DAMAGE TO PROPERTY WHEN HE KNOWINGLY DAMAGES ANY PROPERTY OF ANOTHER WITHOUT HIS CONSENT. CRIMINAL DAMAGE TO PROPERTY IS A CLASS C MISDEMEANOR.

SECTION 26-1 DISORDERLY CONDUCT

A PERSON COMMITS DISORDERLY CONDUCT WHEN HE KNOWINGLY DOES ANY ACT IN SUCH AN UNREASONABLE MANNER AS TO ALARM OR DISTURB ANOTHER AND TO PROVOKE A BREACH OF THE PEACE. DISORDERLY CONDUCT IS A CLASS C MISDEMEANOR.

ILLINOIS REVISED STATUTES  
CRIMINAL CODE  
CHAPTER 38

SECTION 19-5 CRIMINAL FORTIFICATION OF A RESIDENCE OR BUILDING

(a) A PERSON COMMITS THE OFFENSE OF CRIMINAL FORTIFICATION OF A RESIDENCE OR BUILDING WHEN, WITH THE INTENT TO PREVENT THE LAWFUL ENTRY OF A LAW ENFORCEMENT OFFICER OR ANOTHER, HE MAINTAINS A RESIDENCE OR BUILDING IN A FORTIFIED CONDITION, KNOWING THAT SUCH RESIDENCE OR BUILDING IS USED FOR THE MANUFACTURE, STORAGE, DELIVERY, OR TRAFFICKING OF CANNABIS OR CONTROLLED SUBSTANCES AS DEFINED IN THE CANNABIS CONTROL ACT OR THE ILLINOIS CONTROLLED SUBSTANCES ACT.

(b) "FORTIFIED CONDITION" MEANS PREVENTING OR IMPEDING ENTRY THROUGH THE USE OF STEEL DOORS, WOODEN PLANKING, CROSSBARS, ALARM SYSTEMS, DOGS, OR OTHER SIMILAR MEANS.

(c) SENTENCE. CRIMINAL FORTIFICATION OF A RESIDENCE OF BUILDING IS A CLASS 3 FELONY.

SECTION 21-6 CRIMINAL TRESPASS TO STATE SUPPORTED LAND

A PERSON COMMITS CRIMINAL TRESPASS TO STATE SUPPORTED LAND WHEN HE ENTERS UPON LAND SUPPORTED IN WHOLE OR IN PART WITH STATE FUNDS, OR FEDERAL FUNDS ADMINISTERED OR GRANTED THROUGH STATE AGENCIES, OR ANY BUILDING ON SUCH LAND, AFTER RECEIVING, PRIOR TO SUCH ENTRY, NOTICE FROM THE STATE OR ITS REPRESENTATIVES THAT SUCH ENTRY IS FORBIDDEN, OR REMAINS UPON SUCH LAND OR IN SUCH BUILDING AFTER RECEIVING NOTICE FROM THE STATE OR ITS REPRESENTATIVES TO DEPART, AND WHO THEREBY INTERFERES WITH ANOTHER PERSONS LAWFUL USE OR ENJOYMENT OF SUCH LAND OR BUILDING. CRIMINAL TRESPASS TO STATE SUPPORTED LAND IS A CLASS A MISDEMEANOR.

SECTION 21-6 UNAUTHORIZED POSSESSION OR STORAGE OF WEAPONS

WHOEVER POSSESSES OR STORES ANY WEAPON ON LAND SUPPORTED IN WHOLE OR IN PART WITH STATE FUNDS, OR FEDERAL FUNDS ADMINISTERED THROUGH STATE AGENCIES OR IN ANY BUILDING ON SUCH LAND WITHOUT PRIOR WRITTEN PERMISSION FROM THE CHIEF SECURITY OFFICER FOR SUCH LAND OR BUILDING, COMMITS A CLASS A MISDEMEANOR.



ILLINOIS REVISED STATUTES  
CRIMINAL CODE  
CHAPTER 38

SECTION 25-1     MOB ACTION

(a) MOB ACTION CONSISTS OF THE FOLLOWING:

1. THE USE OF FORCE OR VIOLENCE WHEN DISTURBING THE PUBLIC PEACE BY 2 OR MORE PERSONS ACTING TOGETHER AND WITHOUT AUTHORITY OF LAW; OR
2. THE ASSEMBLY OF 2 OR MORE PERSONS TO DO AN UNLAWFUL ACT; OR
3. THE ASSEMBLY OF 2 OR MORE PERSONS WITHOUT LAWFUL AUTHORITY OF LAW, FOR THE PURPOSE OF DOING VIOLENCE TO THE PERSON OR PROPERTY OF ANYONE SUPPOSED TO HAVE BEEN GUILTY OF A VIOLATION OF THE LAW, OR FOR THE PURPOSE OF EXERCISING CORRECTIONAL POWERS OR REGULATIVE POWERS OVER ANY PERSON BY VIOLENCE.

(b) MOB ACTION IS A CLASS C MISDEMEANOR.

(c) ANY PARTICIPANT IN A MOB ACTION WHICH SHALL BY VIOLENCE INFLECT INJURY TO THE PERSON OR PROPERTY OF ANOTHER COMMITS A CLASS 4 FELONY.

(d) ANY PARTICIPANT IN A MOB ACTION WHO DOES NOT WITHDRAW ON BEING COMMANDED TO DO SO BY ANY PEACE OFFICER, COMMITS A CLASS A MISDEMEANOR.

MUNICIPAL CODE CITY OF CHICAGO

CHAPTER 193

SECTION 7.12

BEEPER ORDINANCE

IT IS UNLAWFUL FOR ANYONE TO BE IN POSSESSION OF A ELECTRONIC PAGING DEVICE ON SCHOOL GROUNDS, PUBLIC OR PRIVATE, IN CHICAGO UNLESS SUCH PERSON IS A POLICE OFFICER, FIREMAN, HEALTH OFFICIAL, OR A PERSON OVER THE AGE OF 18 WHO IS NOT A STUDENT AT THE SCHOOL AND HAS A LAWFUL PURPOSE FOR HAVING THE ELECTRONIC PAGING DEVICE.

SECTION 26

COMPELLING ORGANIZATIONAL MEMBERSHIP

NO PERSON SHALL FORCE, THREATEN TO USE FORCE, INTIMIDATE OR COERCE ANOTHER TO JOIN ANY GROUP, CLUB, OR ORGANIZATION.

ANY PERSON VIOLATING THIS SECTION SHALL BE FINED NOT LESS THAN FIVE HUNDRED (\$500.00) DOLLARS FOR EACH OFFENCE OR SHALL BE PUNISHED BY IMPRISONMENT FOR A PERIOD OF NOT MORE THAN SIX (6) MONTHS OR BOTH.

# TRAINING



# BULLETIN

TB No

Date April 4, 1989

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The Dade County Commission has enacted two ordinances which can be useful tools for law enforcement. Ordinance 88-113, in part, reads as follows:

Section 21-30.01. Graffiti.

- 1) No person shall write, paint, or draw any inscription, figure, or mark of any type on any public or private building or other real or personal property, owned, operated, or maintained by a governmental entity or any agency or instrumentality thereof or by any person, firm, or corporation, unless the express permission of the owner or operator of the property has been obtained.
- 2) No person shall carry an aerosol spray paint can or broad-tipped indelible marker with the intent to violate the provisions of subsection (1).
- 3) For the purpose of this section, the term "broad-tipped indelible marker" means by felt-tip marker, or similar implement, which contains a fluid which is not water soluble and which has a flat or angled writing surface one-half inch or greater.
- 4) Any person convicted of a violation of this section shall be punished by a fine not to exceed five hundred dollars (\$500.00) or by imprisonment in the county jail for a term not to exceed sixty (60) days, or by both such fine and imprisonment in the discretion of the court.

## **Tactical Suppression Techniques (Cont'd)**

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- Targeting Federal Firearm License Holders**
- Work Closely With the Prosecutors Office**
- Establish a Method of Sharing the Information  
You Have Gathered**

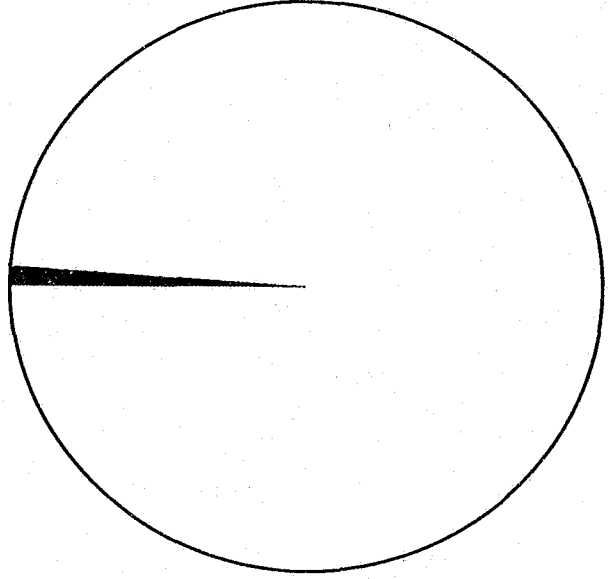
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# **Prosecution / Judicial**

# Total Population

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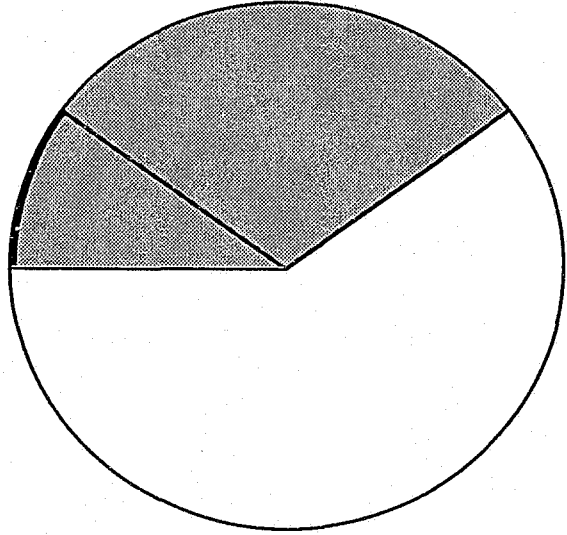
**Gang Members Are  
Less Than 1%**



# Total Homicides

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- 10-30% Committed By Gang Members



# Criteria For Gang Prosecution Unit Consideration

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- **Suspect/victim is a gang member, and/or the prime suspect in a prior gang crime unresolved due to witness reluctance, lack of admissible evidence, etc.**
- **The case otherwise is gang-related:**
  - a. **Witness intimidation where victim involved in gang-related investigation or prosecution.**
  - b. **Retaliation/conflict over prior gang-related activity;**
  - c. **Evidence of gang motivation: Challenges - Verbal/hand sign, conflict over graffiti/display of colors, etc.**
  - d. **Classic gang behavior, e.g., drive-by shooting or joint gang member activity.**



## **Criteria For Gang Prosecution Unit Consideration - (Contd)**

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- **The suspect has a criminal background ( police intelligence is sufficient; arrests or convictions are not necessary).**
- **The present offense is a serious and/or assaultive felony, (except for revocations - see below) involving:**
  - a. **Substantial property damage or loss;**
  - b. **Serious bodily injury (actual or threatened);**
  - c. **Deadly weapon(s).**

# **Criteria For Gang Prosecution Unit Consideration - (Contd)**

---

## **Primary Crimes For Consideration**

- 1. Homicide**
- 2. Assault w/ Deadly Weapon**
- 3. Robbery**
- 4. Drive-by Shooting**
- 5. Sexual Assault**
- 6. Arson**
- 7. Witness Intimid.**
- 8. Burglary (w/large property or  
gun loss)**

# **Criteria For Gang Prosecution Unit Consideration - (Contd)**

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## **Probation Revocations**

**If a suspect is a gang member, the Gang Prosecution Unit will pursue any legitimate violation of probation whether or not it involves criminal conduct.**

# **Gang Case Distinguishing Factors**

---

- **Witness intimidation**
- **The gang "Code Of Silence"**
- **Commitment to "Payback" (retaliation)**
- **Unfamiliar areas of expertise**
- **Unique legal/ethical issues re: witness contacts and investigations**

## **Gang Case Distinguishing Factors - (Contd)**

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- **Unique probation conditions and revocation procedures**
- **Unique search warrants**
- **Enhanced courtroom and office security measures**
- **Costly and complex witness protection efforts**

# Prosecutor

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- Chief law enforcement officer of the county
- Unique position - spans all jurisdictions
- Duty to investigate and prosecute criminal activity



**Duty to investigate and prosecute gang crime**

# Courts

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**Responsibility Of Administering Justice**



**Obligation to preside effectively over  
gang/drug related cases in all proceedings**

# **Judges Have Dual Commitment**

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- **Welfare Of Entire Community**
  - **Just resolution of issues**
  - **Protection**
- **Interests/Rights Of Defendent**



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**General Knowledge**

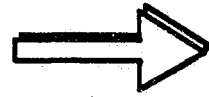
**Knowledge of  
Gang Phenomena**

**Legal Knowledge**

**Judge**

**Community**

**Defendant**



**Justice**

# **Judges Have Power To Compel Change**

---

- **Power Via Court Order:**
  - **Clarify confidentiality issues**
  - **Clarify obligations of public agencies**
  - **Require ID of gang cases**
  - **Require safety procedures**
  - **"Good cause" to delay/expedite**
- **Enlighten/Influence Others With Power**

# **Gang Definition**

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- **Name / Identifiable Leadership**
- **Turf (Geographic, Economic, Criminal Enterprise)**
- **Associate Regularly / Continuously**
- **Engage in Delinquent / Criminal Activity**

# **Gang Member Definition**

---

**Defining "gang member" should be more of a process than matching factors to a person.**

- **Admits Gang Membership**
- **Wears / Possesses Clothing, Paraphernalia, Tattoos Associated With Gang(s)**
- **Observed Participating In Crime / Delinquency With Known Gang Members**
- **Law Enforcement Records / Observations Confirm Close Association With Known Gang Members**
- **Reliable Informant(s) Identify As Gang Member**

# **Gang Crime Definition**

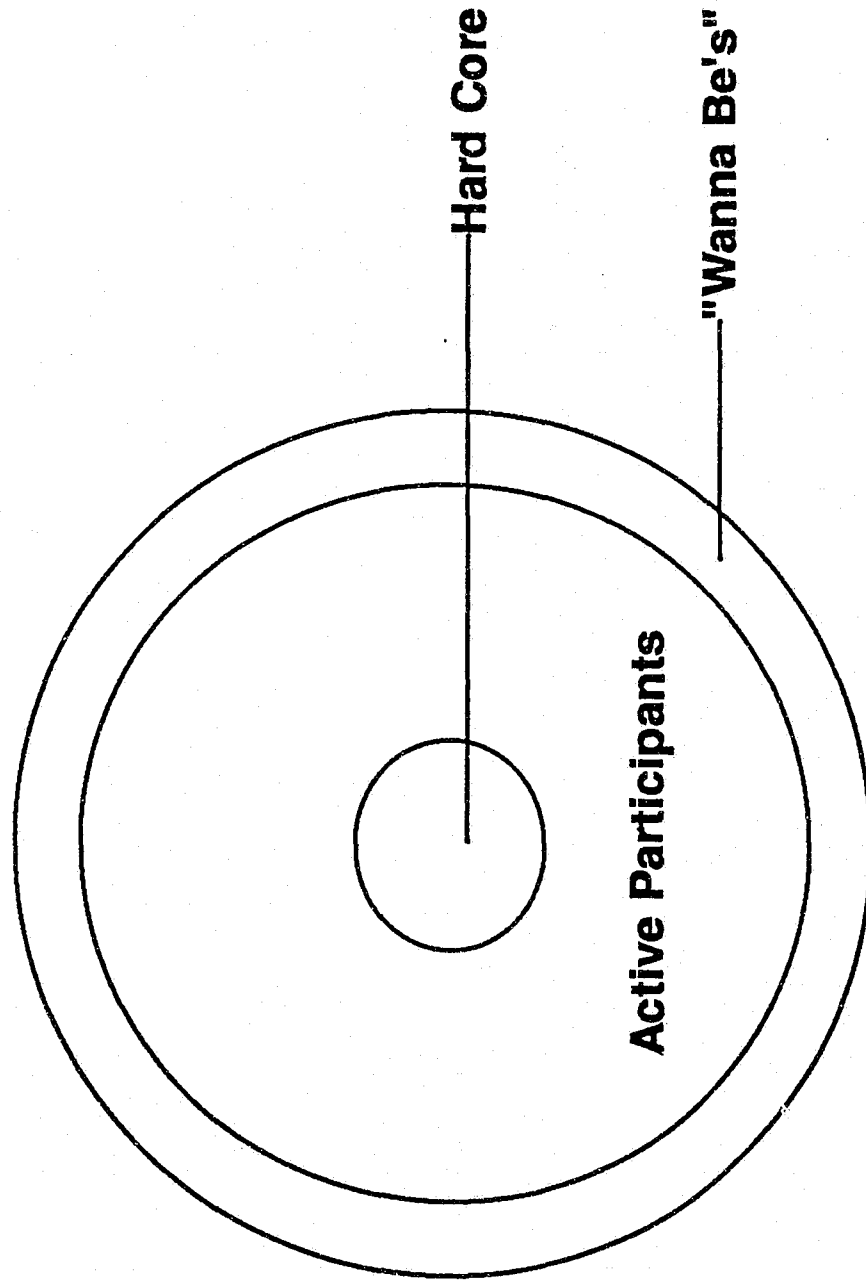
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- **Should Be Uniform Throughout Jurisdiction**
- **Statutory**
  - **PC 13825 Suspect or Victim is gang member**
  - **PC 186.22 Engaged in pattern of criminal gang conduct**
- **Common Sense**
  - **Involves gang member or gang motivation**

**All Can Be Too Broadly Or Narrowly Applied**

# Gang Structure - 1

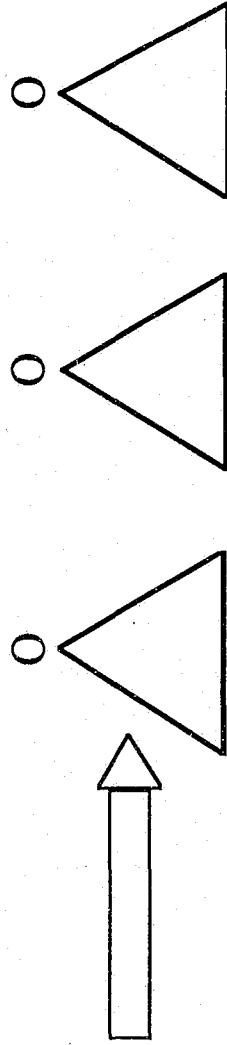
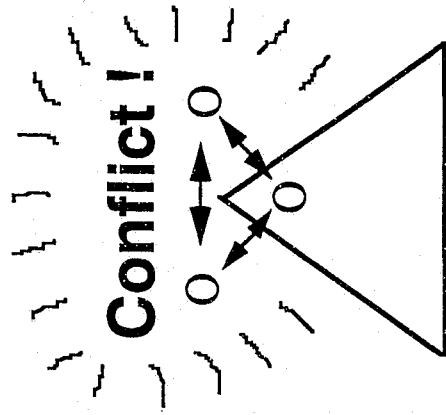
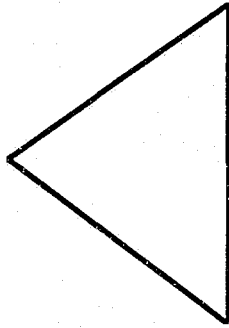
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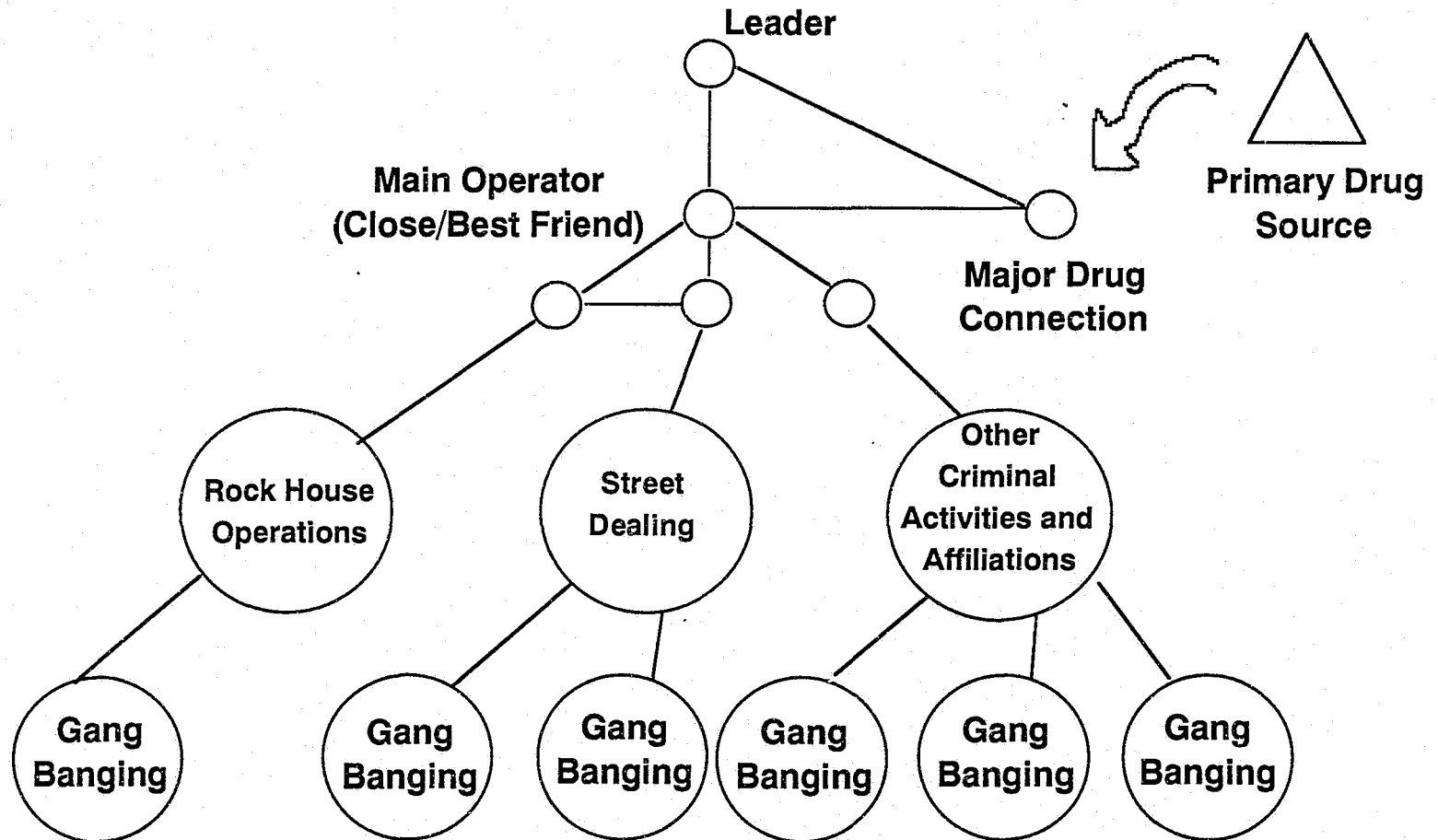
# Gang Structure - 2

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○ — Undisputed Leader



# Gang Structure 3





# Vertical Prosecution

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- **One Prosecutor - Start To Finish**
- **Whole Case - Juvenile & Adult**
- **Absorb All Other Cases**
- **Head Start - Know Witnessess Before Case Arises**
- **Continue After Sentencing**
  - **Probation follow-up**
  - **Prison visits**

# Gang Files

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- Documentation
- Purging
- Computerization

# **Gang File Information**

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- **Gang Name**
- **Cliques**
- **Geographic Boundaries**
- **Police Divisions / Beats**
- **Rivals**
- **Allies**
- **Racial/Ehnic Make-Up**

# **Gang File Information - (Contd)**

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- **Gang Colors**
- **Hand Signs**
- **Graffiti**
- **Member Roster With Monikers**
- **Schools Attended**
- **Main Congregating Areas**
- **Diagram Of Structure**

# **Gang File Information - (Contd)**

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- **History Of The Gang**
- **Gang's Criminal Activity**
- **Press Clippings Re:Gang**

# **Prosecutor And The Media**

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## **The Prosecutor Has A Dual Role**

- **Duty to inform public about cases pending in his/her office.**
- **Duty to make no statement that might prevent the fair trial of a defendant.**

# Aiding And Abetting

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- Knowledge Of Unlawful Purpose
- Intent To Commit, Aid Commission, Encourage Or Facilitate
- By Act, Advice, Promote, Investigate, Etc.

# Conspiracy

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**Agreement Between Two Or More To Commit An Unlawful Act With An Overt Act In Furthurance Of The Agreement**

- **Specific intent needed (to agree to commit the act)**
- **Formal agreement unnecessary**
  - **Proof by direct or circumstantial evidence**
  - **May be implied by the acts of the parties**



# **Aiding And Abetting / Conspiracy**

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- **All are guilty of the natural, reasonable and probable consequences of the acts they aided and abetted or conspired to commit.**
- **Homicide is a natural, reasonable and probable consequence of a gang attack.**

# Graffiti

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- Delineates Boundaries Of Claimed Turf
- Measure Of Gang's Strength In The Area
- Demonstrates Geograpic Areas In Dispute
- Directory Of Membership
- Indication Of Gang Hierarchy
- Communicates Insults & Challenges
- Advertises Type Of Activity Gang Is Involved In

# Admission Of Gang Evidence

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- **What Is The Issue?**
  - **Gang evidence can be inflammatory & prejudicial**
  - **Defendent w/bad character is more likely convicted**
- **Why it Should Be Admitted:**
  - A) **Show motive and identity**
  - B) **Explain behavior**
  - C) **Establish a conspiracy**

## **Admission Of Gang Evidence - (Contd)**

---

### **■ Why It Should Be Admitted**

- D) Prove aiding and abetting**
- H) Demonstrate bias of witness**
- F) Explain demeanor of witness**
- G) Support probable cause for arrest or detention**
- H) Impeach or rehabilitate witness**
- I) Provide basis for unusual security measures**
- J) Obtain maximum sentences & appropriate probation and parole conditions**

## **Admission Of Gang Evidence - (Contd)**

---

- **Why It Should Be Admitted**
  - K) Prove elements of a crime**
  - L) Show rivalry and common practice**
  - M) Show sociology and psychology of gangs**

## **Admission Of Gang Evidence - (Contd)**

---

- **Why It Should Be Admitted**
  - K) Prove elements of a crime**
  - L) Show rivalry and common practice**
  - M) Show sociology and psychology of gangs**

# Expertise

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- Academy Training
- Articles, Books, Magazines, Etc. (Read By You)
- Membership In Specialized Group
- Specialized Training
- Roll Calls
- Memoranda Or Articles (Written By You)
- Participation/Development Of Tactical Action Plans
- Lectured, Instructed, Consulted Re: The Topic

# **Expertise - (Contd)**

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- **Regular Course Of Duties**
- **Study & Maintain Current Knowledge Of Historical Context**
- **Develop Informants Inside Gangs & Other Sources**
- **Contribute To Organized Intelligence Gathering**
- **Provide Information To Other Agencies**
- **Working W/Specialized Prosecution, Prob. & Law Enf. Units**
- **Received Awards Commendations, Etc. For Gang Work**
- **Previously Qualified As An Expert**



# Witness Protection

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- Funding
- Personnel Resources
- Multi-Agency Coordination
- In-Custody Witnesses
- Relocation
- Local, State & Federal Witness Protection Programs
- Keeping Public Documents Confidential
- Immediate Response To Intimidation

## COMPLAINT FOR SEARCH WARRANT

I, Police Officer \_\_\_\_\_, Complainant now appears before the undersigned judge of the Circuit Court of Cook County and requests the issuance of a search warrant to search (the person of "Penny", a female black, approximately 30 years of age, 5'5" tall, weighing 100 pounds, with a medium complexion and \_\_\_\_\_ N. Cambridge in the City of Chicago, County of Cook, in the State of Illinois and seize the following instruments, articles and things: Cocaine, any any other articles kept in violation of the Controlled Substances Act of Illinois, all comingled United States Currency, and proof of residency for the premises located at \_\_\_\_\_ N. Cambridge, City of Chicago, County of Cook, and the State of Illinois, which have been used in the commission of, or which constitute evidence of the offense of Delivery of a Controlled Substance and Possession of a Controlled Substance.

Complainant says that he has probable cause to believe, based upon the following facts, that the above listed things to be seized are now located upon the (person and) premises set forth above: I, Police Officer \_\_\_\_\_, a Police Officer for the City of Chicago assigned to the Public Housing Group North Unit received a phone call from a informant who stated that "Penny" a female black, approximately 30 years of age, 5'5" tall, weighing 100 pounds, with a medium complexion was selling cocaine from her apartment at \_\_\_\_\_ N. Cambridge. I asked the informant how he knew this and he replied that he had made numerous purchases from "Penny" and always received a positive high from the purchases like he had experienced from other purchases of cocaine. I asked the informant if he would go and make a purchase of cocaine from "Penny" for me and he stated that he would. (This occurred on \_\_\_\_\_ April 1990 at 1700 hours.) The informant met me at Public Housing Group North Headquarters where I searched him and found him to be free of contraband. I then handed the informant a \$20.00 bill of United States Currency (the serial number was prerecorded by me) from the Chicago Police Department Contingency Fund. I drove the informant to a location where he left my vehicle and walked to the premises and knocked at the door. A female black subject opened the door and the informant entered the premises, located at \_\_\_\_\_ N. Cambridge. I observed the informant exit the premise after a short period of time and he walked to me and handed me a clear plastic package containing white powder and stated "Penny" sold the cocaine to me. The informant stated that "Penny" told him to come back anytime because she runs 24-24 (slang for open around the clock). The informant went on to say that while in the apartment he observed approximately five hundred other bags like the one that he purchased on the kitchen table which was being watched by a male black who he believed might be armed with a weapon. I left the informant and went into Public Housing Group North Headquarters where I field tested the controlled purchase from the informant and it tested positive for cocaine.

The informant in the past six months has supplied me with information related to narcotic activity resulting in six arrests for narcotics, with 2 guilty pleas, 3 findings of probable cause, and 1 case presently pending in court branch 25. On each occasion, the contraband recovered tested positive for the presence of cocaine by the Chicago Police Departments Crime Lab.

I, Officer \_\_\_\_\_, petition the court to search "Penny", a female black, 5'5" tall, weighing 100 pounds, with a medium complexion and the premises located at \_\_\_\_\_ N. Cambridge, City of Chicago, County of Cook, in the State of Illinois, and seize cocaine, all comingled United States Currency, and proof of residency for the premises located at \_\_\_\_\_ N. Cambridge, City of Chicago, County of Cook, State of Illinois.

## COMPLAINT FOR SEARCH WARRANT

I, Police Officer \_\_\_\_\_, Complainant now appears before the undersigned judge of the Circuit Court of Cook County and requests the issuance of a search warrant to search (the person of "Cannon", a male black, approximately 34-36 years old, 5'10-6'0 tall, weighing 180-190 pounds with a dark complexion and 1230 N. Burling Street Apartment # \_\_\_\_\_, Chicago, Cook County, Illinois and seize the following instruments, articles and things: two sawed-off shotguns and a blue steel automatic weapon and anything that is related to the shotguns and automatic weapon such as ammunition, and proof of residency for the premises located at 1230 N. Burling Street Apartment # \_\_\_\_\_, City of Chicago, County of Cook, and the State of Illinois, which have been used in the commission of, or constitute evidence of the offense of Unlawful Use of Weapons.

Complainant says that he has probable cause to believe, based upon the following facts, that the above listed things to be seized are now located upon the (person and) premises set forth above: On April 1990, at approximately 1430 hours, I, Police Officer \_\_\_\_\_, was working as a Chicago Police Officer assigned to the Public Housing Group North Unit, when I was informed by a confidential informant that he knew where guns were being kept in the Cabrini Green Housing Complex. These guns were kept in the apartment of one of the leaders of the Disciple Street Gang. This confidential informant has helped me in seven other incidents in which he provided me with information that helped me to serve search warrants in all seven incidents (one of the warrants was served for weapons in which weapons were recovered, and the others were served for narcotics in which narcotics were found and all of the aforementioned cases resulted in convictions in court). At approximately 1000 hours on April 1990, this confidential informant went with a friend to 1230 N. Burling # \_\_\_\_\_ because his friend had to return a sawed-off shotgun that had been used by Disciple Street Gang Members to raid one of the Vice Lords (a rival gang) headquarters two days earlier. This informant stated to me that his friend, who was taking the sawed-off shotgun to 1230 N. Burling, stated to him that he, meaning his friend, is always responsible for returning Disciple weapons back to the apartment at 1230 N. Burling. This informant stated to me that at approximately 1000 hours on April 1990, his friend knocked on the door of the apartment. The informant stated that the door was opened by a male black who he identified as "Cannon" who had recently gotten out of jail and was also one of the leaders of the Disciple Street Gang in the Cabrini Green Housing Complex. The informant further stated to me that his friend told "Cannon" that he was returning one of the shotguns. The informant stated that he and his friend were then allowed to enter the apartment, and when they entered the apartment, three black males were observed sitting in the frontroom. One of the black males was holding a sawed-off shotgun. The informant stated to me that the man identified as "Cannon" stated he was still waiting for another sawed-off shotgun to be returned today and that he already has an automatic pistol in the bedroom.

The informant stated that the man identified as "Cannon" then went to the bedroom and returned with a blue steel automatic pistol in his hand. Then the man identified as "Cannon" stated that he had the guns in the apartment because he was expecting a shipment of Cocaine to be delivered to the apartment which he would then distribute to his dealers and he didn't want anything to go wrong. The informant stated that he heard the man identified as "Cannon" state that the weapons would be in the apartment for about a week.

I, Officer \_\_\_\_\_ petition the court to search "Cannon" a male black approximately 34-36 years old, 5'10-6'0 tall, 180-190 pounds, with a dark complexion, and the premises located at 1230 N. Burling apartment # \_\_\_\_\_ in the City of Chicago, County of Cook, in the State of Illinois, and seize sawed-off shotguns, automatic weapons, ammunition and proof of residency for the premises located at 1230 N. Burling apartment # \_\_\_\_\_, City of Chicago, County of Cook, and the State of Illinois.

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# Probation Human Services

OSL1565

# **Youth Gangs - Victims & Victimizer**

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## **Victim 1. Joining a Gang**

- A Young Boy or Girl Joins a Gang for the Following Reasons:**
  - Someone to Relate to**
  - No Parental Guidance**
  - Wild**
  - Coerced**

## **Youth Gangs - Victims & Victimizers (Cont'd)**

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### **Victim 2. A Youth's Responsibility to His Gang**

- He or She Wants Good Times But in Order to Get it, They Have to Contribute:**
  - Fight the Enemy**
  - Go Along With the Crowd - Drugs and Alcohol**
  - Forsake All Others**



## **Youth Gangs - Victims & Victimizers (Cont'd)**

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### **Victim 3. Social Significance of Joining**

- Exclusion From Family Interaction**
- No Hanging Out With Non-Gang Members**
- Restriction to Gang Area**
- School Drop Out**
- Social Retardation**

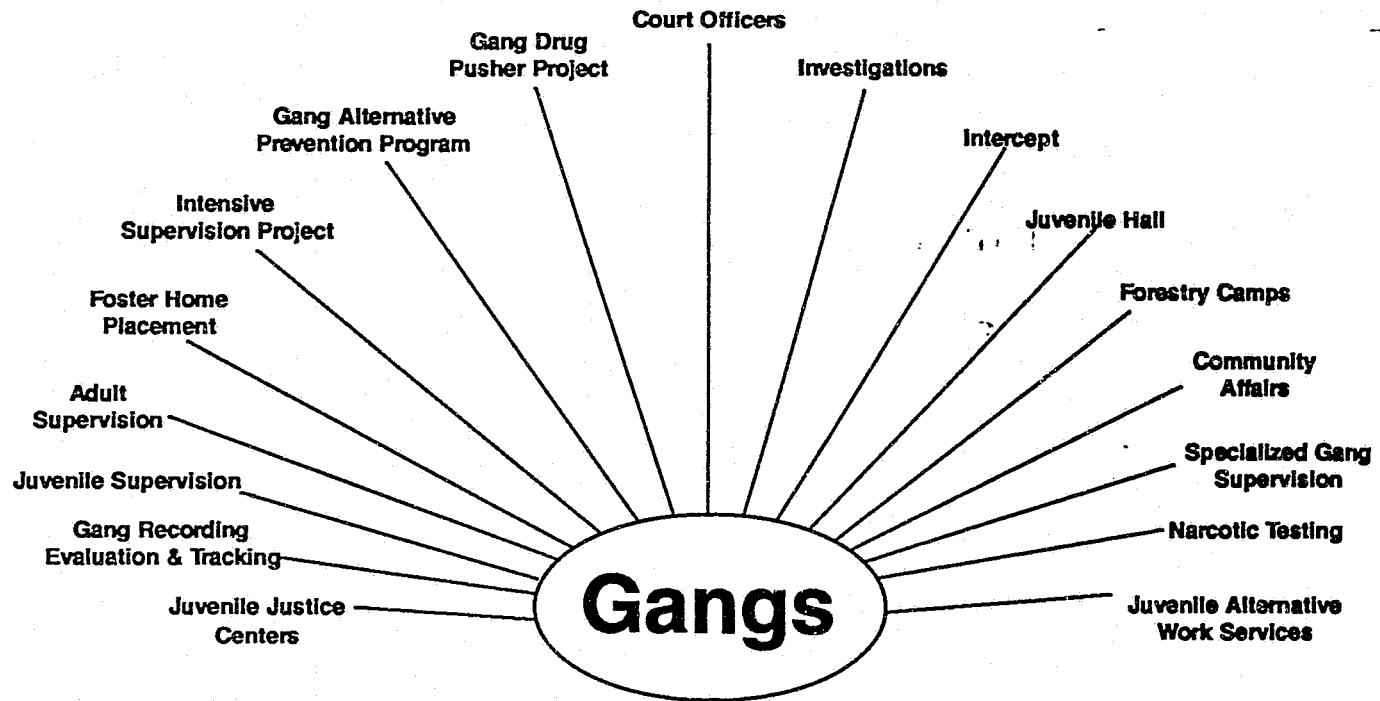
## **Youth Gangs - Victims & Victimizers (Cont'd)**

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### **Victim 4. Girls in a Gang**

- Become Gang Boys Creature Comfort**
- Never Fully Fledged Gang Members**
- Sexually Exploited**
- Children Out of Wedlock**
- Settling Differences With Violence**
- Probation - Corrections - Prison**

# Probation Department



OSL1565

# Probation

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**Adjudication**

**A gang member ends up on probation because he / she is proven guilty of a crime. He / she is allowed home on probation under certain conditions.**

**Role of the DPO**

**The DPO in the SGSP unit makes sure parent and child understands the significance of being on probation. "If you live up to conditions (good) if not, you go back to court with a possible change in plan."**

**Role of the Gang Member**

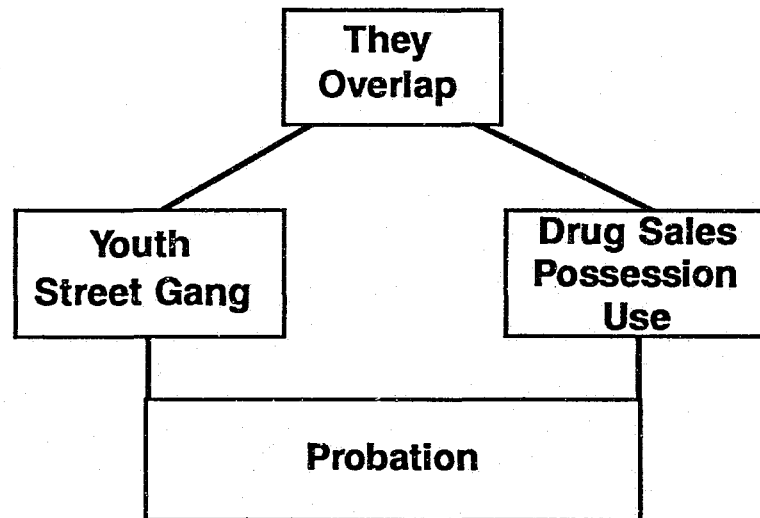
**The gang member (minor) is expected to stay away from his homies, not use drugs or alcohol, go to school, report regularly to the DPO and mind his / her parents. Allow property search and seizure.**

# Dealing With High Risk Youth

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## Hardcore Gang Members

- Suppression**
- Counseling**
- Resource Referral**
- Sanctions**



## **Department's Mission Statement**

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- To Protect the Community by Recommending Sanctions to the Courts, Enforcing Court Orders, Operating Correctional Institutions, and Incarcerating Delinquents**
  
- To Design and Implement Additional Programs to Reduce Crime and to Insure Victims' Rights**

## GROUP GUIDANCE PROGRAM 1943 - 1965

In 1940, concern was developing regarding the increasingly violent nature of gang behavior, including the much publicized altercations between "Zoot-Suiters" and servicemen. At a City Hall meeting that year, it was decided that law enforcement would need to work cooperatively with public and private agencies to combat the problem. In 1943 one deputy probation officer was loaned to the Coordinating Council on Latin American Youth to organize a youth program to work with gang members.

In 1944, the Group Guidance Program, consisting of a mixture of deputy probation officers and community workers, was organized as a section of the Probation Department's Delinquency Prevention Office. In addition to traditional casework methods, such as counseling and organization of athletic and social activities, a street-worker approach was developed to establish relationships with the gang members in their own neighborhoods.

The Group Guidance Program continued to expand, reaching a maximum staff in 1950 of 16 deputy probation officers. However during the 1950s, as a non-mandated program, its size and scope were dictated by budget considerations. Though slated for discontinuance on several occasions, vigorous support from the press, the community and other agencies kept it active, although often in a much reduced capacity.

In 1958 the program was reorganized and a component added to provide information to the department on gang patterns and behavior to assist in future planning. In the same year the University of Southern California received a five year grant from the Ford Foundation to examine the effectiveness of the program by comparing outcomes for the serviced gangs with non-serviced gangs such as numbers of gang incidents, arrests, etc. Although the results were considered controversial, the study concluded that the program had produced a statistically significant positive effect.

The program continued throughout the early 1960s at varying staffing levels. Subsequent to the 1965 riots in Los Angeles, there was pressure to discontinue activities which were felt to encourage the congregating of gang members. The Group Guidance Program, as part of the Probation Department, was discontinued and program personnel transferred to the Human Relations Commission.

From 1965 to 1970, the Probation Department did not engage in specific gang prevention activities. However, the problem remained and many gang members arrested for violent or gang related crimes were found to be on probation. There was pressure for the department to improve and develop services aimed at controlling and reducing this type of anti-social behavior.

In 1970, the Department of Health, Education and Welfare requested the Probation Department to develop a delinquency prevention program containing some aspects of the street-worker approach utilized in the prior Group Guidance Program. However, County Counsel ruled that the Probation Department was limited to working with juveniles on probation and that delinquency prevention was the purview of the Department of Community Services. The Probation Department was subsequently successful in securing a change in legislation (Penal Code Section 236) which would make it possible to engage in broader based prevention activities.

#### Extended Probation Supervision Program

In June of 1972, the Probation Department's Southern Field Services Division proposed a "Street-Team" unit to work with local gang members. The unit was to have no caseload, leaving it free to establish relationships with gang members in the field, respond to "hot-spots" as needed, and improve interagency relations. The proposal suggested that because of the high risk nature of a street team assignment, the administration should address itself to the matter of safety and to the use of devices for protection.

An analysis and feasibility study was prepared by the department with opinion being divided. Negative aspects raised included the legality of working with non-probationers and the "police role" nature of some of the activities which were felt to be outside the objectives of the normal probation function.

On the positive side, the combined approach of high visibility, extended hours, and the ability to identify a large number of probationers on sight were viewed as a deterrent to gang oriented delinquent behavior. The proposal also responded to criticism by law enforcement that after 5:00 PM probationers felt they were free of supervision and if a probationer were arrested at night, there was no one to contact.

The feasibility study concluded that with some modifications, the program was achievable and had a good chance of qualifying for reimbursement under State Aid for Probation Services. Because



the State required an auditable workload, small caseloads of probationers with a history of gang involvement and violent behavior were suggested.

The study further recommended utilization of community workers, extensive coordination and interface with the community and local agencies, and extended hours of supervision evenings, nights and weekends in order to become more knowledgeable about the probationers and their involvement in delinquent activities.

A grant proposal was developed for a pilot project of the Extended Probation Supervision Program which was approved for funding as part of a pilot Community Service Center Program. However, because of the modifications made to conform with the Service Center, CYA determined that some of the funding requirements were not being met and the program was never instituted.

#### Youth Services Program

In 1974, the Department of Community Services, in response to the recently enacted State Youth Service Bureau Act, developed a proposal aimed at minimizing juvenile gang violence and reducing the numbers of gang members. DCS, along with the Juvenile Justice Action Coordination Committee, would provide assistance to communities in development of programs and would also coordinate efforts and funding throughout the county. Although the Board of Supervisors approved the proposal, it never received funding.

However DCS, renamed Department of Community Development, initiated its own Youth Services Section utilizing some of the staff which had previously been with the Probation Group Guidance Program. The new program emphasized coordination of community based agencies and joint planning with the public and private sector. Direct service was also provided in the form of counseling, job referrals, crisis intervention, gang mediation and coordinated activities with law enforcement. By the late 1970s, however, the Department of Community Development was phasing out its direct services in favor of program management and technical assistance to communities.

#### Philadelphia Project

In 1976 Supervisor James Hayes proposed that the Probation Department implement a program similar to one then being tried in Philadelphia, which employed street-wise counselors to work directly with gang members to head off potential gang disputes. In the suggested Los Angeles program, probation officers would have small caseloads, spend considerable time interacting with gang members in the community and run a 24 hour hot-line to report threats of violence and provide rumor control.

The Probation Department agreed to specialized, but not reduced, caseloads and suggested the use of volunteers to assist in the community work. The approach drew opposition, volunteers did not materialize, and the program was never implemented as planned.

#### Interagency Cooperative Efforts

Throughout the 1970s, although the Probation Department had no specific gang program, the problem was under constant examination and a number of proposals were generated. Additionally, the department was involved in cooperative efforts with other agencies such as:

- Teen Post, Inc. to develop a multi-agency approach to dealing with gang activities utilizing contracting for services.
- Sheriff's Department and the District Attorney, in Operation "Hickory" Safe Streets, to control activities of the Hickory Street gang. This project was the beginning of the Sheriff Department's Operation Safe Streets.
- East Los Angeles Interagency Coalition in the Gang Diversion Program which was a demonstration project in Hawaiian Gardens, Artesia and East Lakewood
- The Pomona Anti-gang Project to reduce gang activity in the area.

Gang membership and its related violent behavior continued its upward spiral during the 1970s. Law enforcement was approaching the problem from the aspect of increased arrest and prosecution through the Sheriff's Operation Safe Streets, LAPD's CRASH program, and the District Attorney's Hardcore Gang Unit. Other than local private efforts, there was little attention to prevention programs or direct services. The community and the press were critical of the lack of action on the part of city and county officials to devise a comprehensive response.

PROBATION DEPARTMENT GANG PROGRAMS 1980 - 1990

Gang Oriented Probation Supervision Program

In January 1980, Acting Chief Probation Officer Kenneth Fare, submitted a report to the Board of Supervisors entitled, "Strategies to Improve the Juvenile Justice System", which recommended specialized supervision for identified gang members on probation. The approach would insure compliance with conditions of probation or expeditious handling of violations as well as provide increased surveillance of gang oriented juveniles and adults.

Two designated teams of DPOs would additionally maintain close interagency relationships and develop an extensive inventory of gang members, their associations, and their activities. The teams were meant to be highly visible in the community by spending a significant portion of working time where youth groups gathered and in areas of anticipated gang and or delinquent activities.

Probation/Community Youth Services Project

In April 1980, the Board authorized the Department of Community Development to solicit proposals for funding of demonstration projects to address the gang problem and in July, it shifted the responsibility of overseeing county funded gang reduction programs from DCD to Probation.

In August 1980, Acting Probation Officer Fare submitted a proposal to CDC for the Probation/Community Youth Services Project to reduce gang violence through intensive probation supervision of gang members combined with the use of community based street teams.

The deputy probation officer would provide caseload services and the street team worker would provide an extensive knowledge of the area and the structure of its gangs as well as maintain daily contact with gang members. The street team component would be a contracted program headed by a project director selected by an interagency taskforce.

PROBATION DEPARTMENT SPECIALIZED GANG SUPERVISION PROGRAM

Establishment

In conjunction with public hearings into the increasing gang problem, the Chief Administrative Officer on October 8, 1980 submitted recommendations for gang violence reduction programs within county departments (Attachment A). Recommendations for the Probation Department included:

- Restoration of 1980/1981 Intercept Program budget cuts to improve coordination among police agencies, prosecutors and Probation and insure effective and timely response to serious offenses.
- Establishment of a countywide Probation program of specialized supervision of adult and juvenile gang members with reduced caseloads which would (1) permit close coordination with parents and other agencies, (2) insure full compliance with conditions of probation and expeditious handling of violations, (3) provide high visibility for officers who would work flexible hours, including evenings and weekends, and spend substantial time on the streets where youth congregate and in areas of anticipated gang or delinquent activities.
- Establishment of a 24-hour command post to permit close coordination with probation staff, law enforcement and other local community agencies.
- Establishment of a Community Liaison Team, within the Probation Department, to work with cities and local agencies to design gang violence abatement programs tailored to individual community needs.

On October 28, 1980, on motion of Supervisor Edelman, the Board established the Probation Department's Specialized Gang Supervision Program and requested the Acting Probation Officer to respond with program suggestions and recommendations for implementation.

In his November response, Acting Probation Officer Fare recommended a bifurcated approach similar to his earlier proposal to the Department of Community Development. Probation Gang Units would be responsible for providing caseload services and would work cooperatively with the Crisis Intervention Teams which would provide the primary community and gang member contact. The Teams would work in shifts on an extended day basis, seven days a week and maintain a hot-line for information and rumor control.

A primary function of the Crisis Intervention Team would be to cool gang tensions, mediate gang conflicts, and provide the Probation Gang Units with information on gang members and their activities.

#### Implementation

The Probation Department appointed a committee, separate from the staff which would operate the program, to develop recommendations for implementation of the program including objectives, criteria for selection of staff, a plan for implementation and methods of data collection (Attachment B).

Five units, consisting of 8 DPOs and 1 SDPO each, would service reduced caseloads of probationers known to be gang members and to have a history of violent behavior. Staff duties would include those of a standard caseload plus extended supervision evenings and weekends and maintenance of high visibility in the community. Staff would also be required to be knowledgeable about the activities of their probationers and their involvement in delinquent and gang related activities. The majority of case and family contacts would be accomplished in field locations.

The Probation Department's Program Services Office was to monitor the program to determine its effectiveness. Reports prepared regularly would measure the programs progress toward achievement of the following stated goals:

- Reduction for the period January 1981 through December 1982, of the rate of homicides committed by gang members to a rate less than for the period January 1978 through December 1979.
- Reduction for the same period of the rate of violent acts committed by identified gang members.

In 1983, Program Services prepared an impact report for the period of July 1981 through December 1982. The study primarily reported crime statistics countywide and for the gang units but was inconclusive as to statistical differences between crimes committed by gang members receiving specialized supervision and those that were not.

#### Operation

The Specialized Gang Supervision Units began operation February 1, 1981 under the directorship of Miguel Duran. All personnel had received 40 hours of gang training to become familiar with the history, culture, dynamics and behavior of gangs plus an additional 80 hours of functional transfer training. In the first six month progress report, it was noted that the program experienced a rate of 43% "unfavorable departures", which was

consistent with the intent to strictly enforce probation conditions. The report further stated that surveillance of probationers had been intensified with staff DPOs working evenings and weekends and going on ride-alongs with the police.

The street team component, Community Youth Gang Services, initially was part of the Probation Department, but in FY 82/83 had a separate county budget with the Chief PO designated as Project Director. By the following year, CYGS was contracting as a private agency with Probation as contract monitor.

#### Gang/Drug Pushers Project

In 1987 a specialized project was established within the South Central SGSP Unit with funds from the State Office of Criminal Justice Planning to provide intensive supervision of gang members with a history of drug sales. Two DPOs would supervise reduced caseloads utilizing electronic surveillance equipment and community contacts to monitor the probationer's whereabouts on a 24 hour basis with primary emphasis on returning the probationer to court as soon as possible in the event of a violation.

## GANG ALTERNATIVE AND PREVENTION PROGRAM

### FACT SHEET

#### WHO WE ARE

The Gang Alternative and Prevention Program (GAPP) was established by the Los Angeles County Probation Department to supplement current efforts to combat the escalating problem of gang violence and drug use, and the severe impact it has on our community.

GAPP addresses the need for a long term solution by providing positive alternatives to those juveniles who are in danger of becoming involved in drugs and street gang activity.

The focus is on early intervention and the mobilization and coordination of parents, schools, probation, law enforcement, and other community organizations.

#### WHO WE SERVE

The Gang Alternative and Prevention Program focuses on the predelinquent and marginal gang youth who live in neighborhoods characterized by a high rate of delinquency, violent gang activity and heavy drug use.

Emphasis is on elementary and junior high school age youth who are identified as "at risk" for serious gang/drug involvement and who demonstrate gang type behavior (graffiti writing, gang talk, wearing gang apparel, intimidation of others, and gang association) and serious behavior problems in school.

#### HOW WE SERVE

Although each unit is unique in concept and tailored to meet the needs of a specific community, on-going services include, but are not limited to the following:

- A) Individual and Group Counseling.
- B) Identification, development, coordination and utilization of prevention resources provided by public, private and religious organizations including churches and institutions of higher learning.

- C) Bicultural, bilingual services for meeting the needs of youths, and their parents to fill gaps not met by more traditional services.
- D) Special programs such as tutoring, parent effectiveness training, fund raising, recreational, educational and cultural experiences.
- F) Narcotic Testing for appropriate cases.
- F. Intensive supervision programs on selected school campuses.

OUR OBJECTIVES

- A) Ensure long term protection of the community.
- B) Reduce the incident of drug use and gang involvement by persons identified as "At Risk" of initiating delinquency patterns.
- C) Network with various community groups involved in gang/drug prevention.
- D) Provide positive alternatives to "At Risk" youth before they become entrenched in gangs and drug use.
- E) Provide intensive supervision and ensure imposition of appropriate sanctions for probationers under GAPP supervision.



**THE  
LOS ANGELES COUNTY PROBATION DEPARTMENT  
SPECIALIZED GANG SUPERVISION PROGRAM**

**FACT SHEET**

"A model program which uses conditions of probation as the basis for stringent law enforcement."

The Specialized Gang Supervision Program came into being late in 1980 through the efforts of the Board of Supervisors, spearheaded by Supervisor Ed Edelman.

**PROGRAM OBJECTIVES**

1. Reduce the rate of homicides committed by gang members who are actively under the jurisdiction of the Probation Officers.
2. Significantly reduce the incidence of violent acts resulting from gang activities and involving persons actively on probation.
3. Significantly improve probation control and surveillance of gang-oriented probationers throughout the County of Los Angeles.
4. Ensure compliance with all conditions of Probation through the prompt handling of all violations and the return of these offenders to court for appropriate disposition.

**PROGRAM DESIGN**

There are five units. Each unit consists of one Supervising Deputy Probation Officer, eight Deputy Probation Officers and appropriate clerical and administrative support.

Each unit supervises a maximum of 400 youthful gang-oriented offenders with an individual officer supervising no more than 50 cases. The caseloads consist of both adult and juvenile offenders as well as male and female offenders.

**SGSP - FACT SHEET**  
**PAGE 2**

Age range is generally 14 to 25.

Deputy Probation Officers are expected to provide extended supervision, including evenings and weekends, when indicated by caseload activity whether positive or negative in nature.

They maintain close communication with law enforcement agencies such as courts, policing agencies, corrections, proation, the district attorney, and other agencies engaged in gang control activities.

They maintain close communication with schools and recreation centers as well as community based organizations using reciprocal resources in order to maintain close supervision over probationers and remain knowledgeable of community occurrence which may aid the DPO in carrying out his assignment.

# PROBATION DEPARTMENT NOTICE

No.	424
Issued	08-1-90
Post until	09-1-90

Subject: IMPLEMENTATION OF A JUVENILE DRUG TREATMENT BOOT CAMP

The Department has Board approval to implement a Drug Treatment Boot Camp at Camps Munz and Mendenhall. This new program is designed to address the needs of camp ordered wards who will benefit from drug education/treatment and a camp program which will be structured with the elements of a military boot camp. Comprehensive program components will include:

- Rigorous exercise drills and participation on work crews, designed to earn restitution funds for crime victims of wards assigned to the program.
- Academic achievement directed by the Division of Juvenile Court and Community Schools.
- Carpentry training for selected wards who are determined to be eligible for the Job Training Partnership Act (JTPA).
- Drug education/treatment and Aftercare services.

The target population will be 16 to 18 year old, camp ordered wards. Upon release from camp, with the exception of those returning to placement, wards will be placed on an Aftercare caseload of approximately 35.

Harold Garrison, Director of Camp Mendenhall, will have overall administrative responsibility for the program, which will include coordination with the contracted, private drug education/treatment agency and the camps' resident operations. He will further have responsibility for directing the Aftercare Unit and its coordination with the resident camp programs. The details of the program design and personnel assignments will include the following:

**AFTERCARE**

The Aftercare Unit will be comprised of one (1) SDPO, six (6) DPO IIs, and one (1) ITC. In addition to regular and usual Field Services provided for the graduates of the Resident Boot Camp segment of the program, the Aftercare Unit will be responsible for working closely in support of the contractor providing the drug education/treatment component.

**MANUAL HOLDERS: CROSS-REFERENCE YOUR MANUALS TO THIS NOTICE WHERE APPROPRIATE**

PROBATION DEPARTMENT NOTICE  
Juv. Drug Treatment Boot Camp  
Page 2

The SDPO will also supervise a Transportation Deputy, who will be assigned to transport wards and parents for family conferences. The SDPO will be headquartered at Dorothy Kirby Center and will be expected to be available to the resident camps at least twice per week for staffing, planning conferences, and training.


The DPOs assigned to Aftercare will be expected to be available at the resident camps at least once per week and work evening hours, as needed, to support the involvement of their caseload in the drug education/treatment segment of the program. The approach will be a Team concept and the Aftercare worker will be an integral part of the overall camp program team. The Aftercare Unit will be closely monitored and studied by the Program Evaluators.

Although the exact work sites have not been finalized, one (1) Aftercare DPO will be assigned to cover each of the following geographical areas:

Long Beach - South Bay  
San Fernando Valley - Antelope Valley  
San Gabriel Valley - Pomona  
Central Los Angeles - East Los Angeles  
West Los Angeles - Santa Monica

Employees interested in bidding for the Aftercare Unit should submit their bids to the Personnel Services Office, attention of Doreen Heintzelman, no later than August 31, 1990, to be considered for the first group of selected staff.

Questions concerning this Notice should be referred to Harold Garrison, (805) 724-1213 or Charles Turner, Camps Special Projects, (818) 896-0571.

  
\_\_\_\_\_  
Lula Mouton, Deputy Director  
Residential Treatment Services Bureau

## FACT SHEET

**SUBJECT:** REGIMENTED INMATE DIVERSION PROGRAM (RID)

In response to the jail overcrowding problem in Los Angeles County, a motion was made by Supervisor Dana on August 15, 1989 instructing the Sheriff, District Attorney, Public Defender and Probation Officer to report on the feasibility of Adult Boot Camps as a condition of Probation and an alternative to jail confinement.

Probation proposes to work with the Sheriff, District Attorney and Public Defender to implement such a program to aid in the reduction of the County jail overcrowding while still providing rehabilitation alternatives and intensive after care probation supervision.

Offenders sentenced to this program would spend a relatively short period of time (90 days) in custody in a military style boot camp that provides a highly regimented program involving strict discipline, physical training, and hard labor resembling some aspects of basic training.

During the period of incarceration a Deputy Probation Officer assigned to the Institutional Liaison Team will participate in group meetings and other activities while evaluating each inmate's potential for successful reintegration into the community.

Particular focus will be placed on his|her employability and those inmates in need will be referred to an "Employment Development" member of the Institutional Liaison Team so that they will have a meaningful job upon release into the community.

Each "platoon" of inmates in the program would be assigned to a team of Deputy Probation Officers, which will provide intensive aftercare surveillance|supervision of each inmate for a period of 90 days following the offenders release from custody. During this participation in group therapy meetings and other activities as required|directed by the Probation Officer.

FACT SHEET  
PAGE 2

Upon completion of 90 days under intensive probation supervision|surveillance the offender would be transferred to a High Risk Officer (HRO)a caseload.

This process will provide a high level of community protection subsequent to the offenders release from custody.

The proposed nature and frequency of contacts in outlines as follows:

PROGRAM WEEK

NATURE AND FREQUENCY OF CONTACT

- 1-9 A DPO II member of the Institutional Liaison Team will be assigned to each platoon to participate in their group meetings and other activities throughout their incarceration in the "boot camp". The DPO's task will be to thoroughly evaluate each inmate's community with particular focus on his|her employability. Most if not all inmates will be referred to the "Employment Development" member of the Institutional Liaison Team so that they will have a meaningful job upon release into the community.
- 10-13 The Field Supervision Team assigned to the platoon will have individual conferences (30 minutes) with each member of the platoon. The purpose of these conferences is to become thoroughly acquainted with each inmate and to carefully orient him|her to the expectations of supervision.
- 14,15,16,17 Inmate|probationer in the community under intensive probation supervision.

During the first month following release, he/she is contacted as least twice weekly by a member of the Field Team. Probationer continues to participate in platoon group "therapy" meetings and other activities as required/directed.

18,19,20,21

Inmate in the community. Minimum contact frequency reduced to 1.5 contacts/week. Group participation continues.

23,24,25,26

Inmate in community. Contact frequency by team reduced to a least one contact per week. During the contact in week 25, the probationer is instructed to report to the appropriate area office for supervision. Advance paperwork is sent to the appropriated area office along with a strong recommendation that the probationer be assigned to at least a HRO caseload.

27

Team verifies that the probationer has reported to area office. Follow-up as necessary. Case transfer to area office completed.

**THE GANG/DRUG PROJECT  
PROJECT OVERVIEW**

The Gang/Drug Pushers Project is a pilot program within the Probation Department's Specialized Gang Supervision Program.

The primary objective of the project is the reduction of drug related gang violence through the use of intensive monitoring and electronic surveillance of adult gang members/drug pushers.

This pilot program is funded by a grant from the office of Criminal Justice Planning and became fully operational as of October 1987.

The project targets adult gang members who have been convicted of illegal narcotic sales.

These individuals receive specific conditions of probation including narcotic testing, community service, weapons, search and seizure and home curfew conditions (including electronic surveillance).

The probationers search and seizure orders are exercised on a regular basis with the help of law enforcement agencies thus providing a formidable deterrent for continued drug involvement.

The project also publishes a caseload list which denotes identifying information and numbers, address, police jurisdiction, court information, gang affiliation, moniker, curfew hours and any officer safety notations.

The Deputy Probation Officers assigned immediately initiated violation hearing for probationers in violation of conditions.

When a probationer is deemed a possible threat to the community, the assigned deputies will facilitate his or her arrest.

Probation holds are placed on a 24 hour basis via the justice data system pursuant to any new arrest and the probationer is before the court within 72 hours.

Since the project became operational one out of every three assigned cases have been violated and the probationer has been removed from the community by way of a state prison commitment.



PROJECT OVERVIEW  
PAGE 2

The most interesting statistic of the project is that despite the ongoing gang/drug related violence in the community not one of the project's probationers has become a homicide statistic.

MD:sd

## INTERAGENCY GANG TASK FORCE

To assist newcomers in understanding the purpose of the Interagency Gang Task Force, the following is a short history and summary of activities:

In late 1979 in response to the perceived need for a communications liaison between local governmental agencies, the Los Angeles Interagency Gang Task Force was formed.

The voting membership of the group was established as follows: Los Angeles Police Department, Los Angeles County Sheriff's Department, Los Angeles Unified School District, Los Angeles County District Attorney, Los Angeles County Probation Department, and California Youth Authority.

Subsequently, the Los Angeles City Attorney's Office was added to that list of voting members.

The mission of the task force was established. Attached is that mission statement along with the objectives set for 1988. As the task force was formed, and throughout the subsequent years of its operation, advisory members were added so that a complete on-going picture of gang problems in Los Angeles would be perceived and potential solutions made more complete.

It is apparent that our role in suggesting strategic solutions and/or generating projects to help resolve the complex gang problem that Los Angeles faces has increased, particularly in the last several years. To this end, we welcome any suggestions that are within the realm of our Mission Statement and that can, in some way, alleviate the continuing threat that gangs present to the citizens we serve.

For Information Contact

Michael Genelin  
District Attorneys Office  
Hard Core Section  
213/974-3901

**SPECIALIZED GANG SUPERVISION PROGRAM  
RED ALERT**

Presently there are two major law enforcement agencies that periodically conduct targeted gang sweeps in order to disrupt drug and violent gang activity.

Los Angeles County Sheriff's Department's Operation Safe Street Program.

Los Angeles Police Department's Crash Program.

Juveniles are taken into custody and transported to juvenile hall. This surge of juveniles adds to an already over-crowded condition in the juvenile hall system. Certainly there are minors who are involved in heavy drug pushing, weapon offenses and violent acts that threaten the welfare of the community. Minors that fall within these criteria need to be detained. There are also minors who have not developed a strong gang affiliation and not heavily involved with drugs. However, there are minors who fall in between and do not necessarily need juvenile detention, but could benefit from a house detention setting in order to discourage any tendency toward further involvement with drugs and gangs.

There are several areas of concern regarding these sweeps. Law enforcement does not regularly advise probation of their intended sweeps. In particular, intake and detention control (IDC) is not advised and the operation is unable to prepared for the increase in minors being transported to juvenile hall. Also, many of the targeted gang members are not under probationary supervision. Coordination and cooperation along with better preparation need to be improved.

The following SGSP Red Alert System is submitted for consideration and modification:

Pilot Unit: ELA - SGSP

Law Enforcement Agenices: LASD - OSS - ELA STATION - LAPD -  
CRASH - HOLLENBECK AND NORTHEAST

RED ALERT  
PAGE 2

These agencies cover an area that has and is experiencing a resurgence of gang/drug and gang violence activity. The area includes unincorporated sections of East Los Angeles as well as the city side of ELA and the Northeastern corridor of the City of Los Angeles. This area has attracted the attention of community based organizations, parent groups and the political arena.

The objective of Probation's Red Alert System is two-fold.

Identify a geographic area that is experiencing heavy drug traffic and violent activity.

Identify the gang or gangs that claim the particular area.

Identify the gang or gangs that are contributing and/or responsible for the heavy drug traffic and gang violence.

Identify specific gang members that play a major role in drugs or violence.

Identify specific gang members who are on probation:

Drug Pusher  
Drug User  
Shooter  
Weapons  
Instigator

Fringe involvement with gang target specific gang (s) and gang probationer that needs to be targeted for:

Detention  
Violation of Probation  
House Detention

Apply electronic surveillance thru telephone computer voice print in house detention.

RED ALERT  
PAGE 3

PRE-RED ALERT

Agencies involved would have a standing agreement that they would be available for a meeting, preferably no later than Wednesday to determine the need for a Red Alert. Probation would assume the lead role in developing and maintaining a dialogue with OSS and CRASH to assess the need for a Red Alert meeting.

Once there is a determination for a need to implement Red Alert, then probation would make the following contacts:

LASD - thru Oss

LAPD - thru CRASH

IDC

Intercept

Juvenile Hall

GAPP

Suitable Placement

Probation Area Office

Probation Headquarters

The contact information is to include:

Period of time for Red Alert

Area

Gangs

Specific gang probationers who may be remanded.

**RED ALERT**  
**PAGE 4**

**RED ALERT**

ELA - SGSP staff would take the following steps:

DPO's would identify probationers who have some affiliation with the targeted gangs.

DPO's would advise their gang probationers that they are to remain home during a specified time.

DPO's are to advise their probationers that their home detention will be monitored thru telephone voice print.

DPO's are to advise their minor's parents of the home detention.

SDPO is to assess staff and resources needed for the Red Alert with an emphasis of staff safety.

SDPO to coordinate a combined effort with the appropriate law enforcement agency. SDPO to alert the Director-SGSP.

Director, SGSP, to advise department headquarters.

**PAGER SYSTEM**

SGSP staff affected by the Red Alert and going off duty will remain available thru the beeper system, especially if they anticipate that one of the targeted probationers will be remained by law enforcement. In the event that circumstances do not permit the availability of the DPO thru the beeper, then the DPO is to advise the SDPO for other arrangements.

**POST RED ALERT**

In mutual coordination with law enforcement, the SDPO-SGSP is to declare the end of the Red Alert period of time. The SDPO will further advise all affected probation sections.

## TERMS AND CONDITIONS OF PROBATION

During the period of your probation, you are responsible to your probation officer (DPO), who is a representative of the Juvenile Court. You are ordered by the Juvenile Court to obey these terms and conditions of probation:

1. Obey all laws, including traffic rules and regulations. You are to report to your DPO any arrests, law violations, or police contacts immediately.
- 1A. Comply with all directions of your DPO. You are to obey the reasonable and proper instructions of your parents or guardians. Notify the DPO before changing address, school, school schedule, or place of employment.
3. Report to your DPO as directed.
5. Seek and maintain training or employment as directed by the DPO.
- 5A. Minor's parents are ordered, pursuant to Section 727 WIC, to complete ten class sessions of a Parent Education Program on or before \_\_\_\_\_ and file proof of completion.
6. Do not engage in \_\_\_\_\_.
7. Do not leave camp or suitable placement without permission.
8. Perform \_\_\_\_\_ hours of work under the supervision of the DPO.
- 9A. You are to attend school every day, every class, as prescribed by the law, and obey all school regulations. Suspension from school and/or truancies/tardies, could result in action being taken by the Probation Department. You are to notify your DPO by 10:00 a.m. on any school day that you are absent from school. You are to maintain satisfactory grades, attendance, and citizenship. Do not be within one block of any school ground unless enrolled, attending classes, on approved school business, or with school official, parent, or guardian.
14. Do not stay away from residence for more than 24 hours, nor leave Los Angeles County except at times and places specifically permitted in advance by the DPO. You are not to spend the night away from home without parents or DPO's permission.
- 14A. You are not to live with anyone except your parents or approved guardian without specific permission of the Court.
15. Do not associate with \_\_\_\_\_.

- 16A. You are not to have, **NOR ASSOCIATE WITH ANYONE WHO HAS**, any weapon prohibited by law, including firearms, ammunition, nunchucks or martial arts weaponry, and knives of any kind, in your or their possession while you are on probation, including any replica of any weapon, or involve yourself in activities in which weapons are used, i.e., hunting or target shooting. Do not remain in any vehicle where anyone has such a weapon.
- 16B. Do not appear in any Court proceeding or probation office unless you are a party, defendant in a criminal action, subpoenaed as a witness, or have a probation appointment.
- 16C. Do not wear, display, use or possess any insignia, emblem, button, badge, cap, hat, scarf, bandanna, or any article of clothing which is evidence of affiliation with or membership in the (name) street gang.
- 16D. You are to attend police/probation gang meetings as directed by your DPO.
- 16E. You are to submit to search and seizure of your person, property, automobile, residence, or any container under your control at anytime by any peace officer, including a probation officer, without benefit of a search warrant.
- 16F. You are not to engage in any activities that result in creating graffiti nor have in your possession any of the implements used to create graffiti such as spray paint cans, markers, sharp tools, chalk.
17. Do not contact or cause any contact with, nor associate with the victim(s) or witness(es) of any offense alleged against you.
18. Do not associate with children under \_\_\_\_\_ years of age except in the presence of a responsible adult.
- 19A. You are not to use or possess any intoxicants, alcohol, narcotics, other controlled substances, related paraphernalia, poisons, or illegal drugs; including marijuana. You are not to be with anyone who is using or possessing any illegal intoxicants, narcotics or drugs. Do not inhale or attempt to inhale or consume any substance of any type or nature, such as paint, glue, plant material, or any aerosol product. You are not to inject anything into your body unless directed to do so by a medical doctor. Cooperate in a plan to control the abuse of alcohol, controlled substances, and/or poisons.
- 21A. Do not own, use, or possess an electronic paging device.



23. Submit to urinalysis and skin checks as directed by the DPO to detect the use of narcotics/controlled substances.
24. Submit to testing of blood, breath, or urine to detect the use of alcohol, narcotics/controlled substances, or poisons whenever requested by any peace officer.
26. Cooperate in a plan for psychiatric and/or psychological testing, counseling, and/or treatment.
27. Pay \$\_\_\_\_\_ fine to the General Fund of the County through the Probation Officer in such manner as the DPO shall order; plus penalty assessment and surcharge (1464 Penal Code and 76000 Government Code).
28. Make reparation on all related losses as determined by the DPO, including a service charge as authorized by Section 276(c) WIC.
- 28A. Make restitution to the Restitution Fund in the amount of \$\_\_\_\_\_ (no victim/loss).
- 29A. You are not to operate a motor vehicle on any street or highway until properly licensed and insured.
- 29B. Do not drive a motor vehicle except to and from \_\_\_\_\_ school \_\_\_\_\_ work.
- 30A. Surrender operator's license to the court clerk who shall comply with Section 13352 VC.
33. Do not use any name other than \_\_\_\_\_; do not possess or display any identification in any other name.
34. Do not have blank checks in your possession; do not write any portion of any check; do not have bank account upon which you may draw checks; do not use or possess any credit card.
36. Participate with parent/guardian in a program of counseling.
38. You are ordered to spend not less than \_\_\_\_\_ days nor more than \_\_\_\_\_ days in Juvenile Hall pursuant to Ricardo M. The Court finds said detention is a reasonable, fitting, and proper condition of probation necessary for the reformation and rehabilitation of the minor.
39. You are to participate in the Juvenile Alternative Work Services Program (JAWS) for a period of \_\_\_\_\_ days.

40. You are hereby ordered to obey the following additional terms of your probation:

(a) \_\_\_\_\_

(b) \_\_\_\_\_

I have personally read, initialed, and understand the Terms and Conditions of Probation that apply in my particular case as explained to me by the Deputy Probation Officer. I understand that my failure to comply with the initialed items could result in my arrest and/or return to court.

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
(minor)

\_\_\_\_\_  
(parent/guardian)

DRAFT 5/29/90

\_\_\_\_\_  
(deputy probation officer)

# Corrections

OSL1564

# **I. Introduction**

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- Juvenile Corrections in Crisis**
- Public Safety - a Shared Responsibility**
- Resident / Staff Safety and Security**
- Education of Correctional Personnel**

## **II. Public Safety**

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- Assure Proper Detainment**
- Required Information**
- Intelligence Network**
  - Gathering Information**
  - Confidentiality**
  - Public and Institutional Safeguards**

## **II. Public Safety (Cont'd)**

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- Classification: Risk to the Community**
- Release**
- Parole Conditions**

### **III. Resident / Staff Safety and Security**

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- Classification: Risk to Residents and Staff**
- Program Identification and Placement**
- Review of Agency Policies and Procedures**
  - Gang Members - Participation in Program**
  - Visitations and Communications Via Mail and Phone**
- Treatment Planning**
- Release Planning**

## **IV. Education of Correctional Personnel**

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- Current Issues Relevant to Gangs and Drugs**
  - Dynamics**
  - Behaviors**
  - Myths**
  
- Priority Issues and Staff's Response to Prevention, Intervention, Control and Treatment Within the Correctional Setting**



**BLUE RIBBON COMMISSION  
ON  
INMATE POPULATION MANAGEMENT**

**== Major Recommendations ==**

- **Adopt a Community Corrections Act**
- **Develop and expand intermediate sanctions**
- **Establish a Sentencing Law Review Commission**
- **Develop a state and local Corrections Substance Abuse Strategy**
- **Develop and expand intermediate options for parolees**
- **Develop specialized programs and an accelerated reception system for short-term inmates**
- **Establish a Corrections Coordinating Council to develop a state and local strategy for inmate population management and construction**
- **California Judicial Council to prepare strategies to reduce court delays**
- **Expand probation into a system of adequately funded and highly structured correctional supervision**
- **Increase inmate employment**
- **Require mandatory siting of correctional facilities**

**BLUE RIBBON COMMISSION  
ON  
INMATE POPULATION MANAGEMENT**

**== Major Findings ==**

- Public safety is the overriding concern of the Commission
- Lack of integrated strategies to manage probation, jail and prison populations
- Lack of array of punishment options
- Judges lack options in sentencing
- Current sentencing law is overly complex
- Lack of programs for substance abusing offenders
- Increasing numbers of parole violators returning to prison
- Increased number of short-term new commitments to prison
- There is a specific group of offenders who would be better served in community-based intermediate sanctions
- Crime and its punishment are a community responsibility
- Lack of coordination between state prison and local jail construction
- Probation departments are inadequately funded
- Lack of opportunities for inmate employment; inmates are idle

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# **Government / Legislative Community / Media**

OSL1567

# Community

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## Goal:

- **Prepare participants for developing an interagency strategy to the gang / drug problem in their community.**

# Community (Cont'd)

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## Objectives:

- Developing an understanding that community involvement is a key element of a successful gang / drug policy.
- Social Disorganization
- Awareness / Denial
- Structural Systems
- Social Systems
- Community Involvement in a Interagency Approach
  - Business
  - Parents / Family
  - Churches / Clergy
  - Grassroots Groups
  - Volunteers

# Media

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## Objectives:

- Develop an awareness of the importance of publicity to the gang problem.**
- Develop an understanding of normal media response to gang related activities.**
- Define the role of law enforcement in the management of the release of information about gang related activities.**
- Determining the criteria for public awareness versus sensationalism.**
- Develop an understanding of the key roles of the various agencies in media relations.**

# Legislative

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## Goal:

- **Develop an understanding on the part of the participants of the role legislative leaders should play in the development of an effective community gang policy.**

# Legislative (Cont'd)

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## Objectives:

- Prepare participants with understanding of need of legislators to have ownership in a community gang policy.
- Develop an understanding of the key political / legal issues in developing and maintaining an effective community gang policy.
- Establish the roles of legislators / politicians in an interagency gang policy.



# Local Government

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## Goal:

- **Prepare participants with an understanding of the incremental roles of the various agencies within local government required for an interagency approach to the gang / drug problem.**

- 
- Administrative**
  - Organizational**
  - Leadership / Direction**
  - Marketing**
  - Funding / Resources**
  - Coordination**
  - Politics**
  - Council Liaison**

OSL1557

- 
- Codes Enforcement**
  - Building Codes**
  - Housing Security**
  - Surveillance**
  - Selective Enforcement**

OSL1567

- 
- Recreation**
    - Graffiti Control**
    - Surveillance**
    - Opportunity Reduction**
    - Environmental Design**

OSL1567

- 
- Legal**
    - Liability**
    - Direction**
    - Legislation**
  
  - Fire**
    - Fire Codes**
    - Opportunity Reduction**
    - Surveillance**
  
  - Public Works**
    - Graffiti Control**
    - Environmental Design**

OSL1567

- 
- Community Development / Planning**
    - Environmental Design**
    - Zoning - Selective**
    - Enforcement**
    - Traffic Engineering**
  
  - Transportation**
    - Graffiti Control**
    - Surveillance**
    - Security**
    - Opportunity Reduction**

OSL1567

**STREET TERRORISM ENFORCEMENT ACT**

**ELEMENTS OF THE OFFENSE**

**PENAL CODE SECTION 186.22(a)**

1. "ANY PERSON"
2. "WHO ACTIVELY PARTICIPATES"
3. "IN A CRIMINAL STREET GANG"
4. WITH KNOWLEDGE THAT THE GANG'S MEMBERS ENGAGE IN OR HAVE ENGAGED IN A PATTERN OF CRIMINAL GANG ACTIVITY

AND

5. WHO WILLFULLY PROMOTES, FURTHERS, OR ASSISTS IN ANY FELONIOUS CRIMINAL CONDUCT BY MEMBERS OF THAT GANG

SHALL BE PUNISHED BY IMPRISONMENT IN THE COUNTY JAIL FOR A PERIOD NOT TO EXCEED ONE YEAR OR BY IMPRISONMENT IN STATE PRISON FOR ONE, TWO, OR THREE YEARS.

## CRIMINAL STREET GANG DEFINED:

1. AN ONGOING ORGANIZATION, ASSOCIATION OR GROUP OF THREE OR MORE PERSONS WHETHER FORMAL OR INFORMAL
  - A. HAVING AS ONE OF ITS PRIMARY ACTIVITIES THE COMMISSION OF ONE OR MORE OF THE FOLLOWING:
    1. ADW (245)
    2. ROBBERY (211)
    3. HOMICIDE OR MANSLAUGHTER (187)
    4. SALE OR POSSESSION FOR SALE OF NARCOTICS (11054-11058)
    5. SHOOTING INHABITED DWELLING OR OCCUPIED MOTOR VEHICLE (246)
    6. ARSON (450)
    7. WITNESS OR VICTIM INTIMIDATION (136.1)
    8. GRAND THEFT OF ANY VEHICLE (487H)
  - B. WHICH HAS A COMMON NAME OR COMMON IDENTIFYING SIGN OR SYMBOL
  - C. WHOSE MEMBERS INDIVIDUALLY OR COLLECTIVELY ENGAGE IN OR HAVE ENGAGED IN A PATTERN OF CRIMINAL GANG ACTIVITY.



**PATTERN OF CRIMINAL GANG ACTIVITY**  
**DEFINED:**

1. "PATTERN OF CRIMINAL GANG ACTIVITY" DEFINED:
  - A. THE COMMISSION, ATTEMPTED COMMISSION OR SOLICITATION OF TWO OR MORE OF THE FOLLOWING:
    1. ADW
    2. ROBBERY
    3. HOMICIDE OR MANSLAUGHTER
    4. SALE OR POSSESSION FOR SALE OF NARCOTICS
    5. SHOOTING INHABITED DWELLING OR CAR
    6. ARSON
    7. WITNESS OR VICTIM INTIMIDATION
    8. GRAND THEFT OF ANY VEHICLE
  - B. WITH ONE OR MORE OF THE OFFENSES OCCURRING AFTER OCTOBER 1, 1988,

**AND**

- C. THE LAST OF THOSE OFFENSES OCCURRED WITHIN THREE YEARS AFTER A PRIOR OFFENSE,

**AND**

- D. THE OFFENSES WERE COMMITTED ON SEPARATE OCCASIONS OR BY TWO OR MORE PERSONS.

**STREET TERRORISM ENFORCEMENT ACT**  
**ELEMENTS OF THE OFFENSE**

**PENAL CODE SECTION 186.22(a)**

1. "ANY PERSON"
2. "WHO ACTIVELY PARTICIPATES"
3. "IN A CRIMINAL STREET GANG"
  - A. CRIMINAL STREET GANG DEFINED:
    - 1). AN ONGOING ORGANIZATION, ASSOCIATION OR GROUP OF THREE OR MORE PERSONS WHETHER FORMAL OR INFORMAL
      - a. HAVING AS ONE OF ITS PRIMARY ACTIVITIES THE COMMISSION OF ONE OR MORE OF THE FOLLOWING:
        - (1) ADW
        - (2) ROBBERY
        - (3) HOMICIDE OR MANSLAUGHTER
        - (4) SALE OR POSSESSION FOR SALE OF NARCOTICS
        - (5) SHOOTING INHABITED DWELLING OR VEHICLE
        - (6) ARSON
        - (7) WITNESS OR VICTIM INTIMIDATION
        - (8) GRAND THEFT OF ANY VEHICLE
      - b. WHICH HAS A COMMON NAME OR COMMON IDENTIFYING SIGN OR SYMBOL
      - c. WHOSE MEMBERS INDIVIDUALLY OR COLLECTIVELY ENGAGE IN OR HAVE ENGAGED IN A PATTERN OF CRIMINAL GANG ACTIVITY.

4. WITH KNOWLEDGE THAT ITS MEMBERS ENGAGE IN OR HAVE ENGAGED IN

A. THE COMMISSION, ATTEMPTED COMMISSION OR SOLICITATION OF TWO OR MORE OF THE FOLLOWING:

- 1) ADW
- 2) ROBBERY
- 3) HOMICIDE OR MANSLAUGHTER
- 4) SALE OR POSSESSION FOR SALE OF NARCOTICS
- 5) SHOOTING INHABITED DWELLING OR CAR
- 6) ARSON
- 7) WITNESS OR VICTIM INTIMIDATION
- 8) GRAND THEFT OF ANY VEHICLE

B. WITH ONE OR MORE OF THE OFFENSES OCCURRING AFTER OCTOBER 1, 1988

**AND**

C. THE LAST OF THOSE OFFENSES OCCURRED WITHIN THREE YEARS AFTER A PRIOR OFFENSE

**AND**

D. THE OFFENSES WERE COMMITTED ON SEPARATE OCCASIONS OR BY TWO OR MORE PERSONS

5. WHO WILLFULLY PROMOTES, FURTHERS, OR ASSISTS IN ANY FELONIOUS CRIMINAL CONDUCT BY MEMBERS OF THAT GANG.

ELEMENTS OF THE OFFENSE

PENAL CODE SECTION 186.22(b)

1. ANY PERSON
2. WHO IS CONVICTED OF A FELONY OR MISDEMEANOR
3. COMMITTED FOR THE
  - A. BENEFIT OF
  - B. AT THE DIRECTION OF
  - C. OR IN ASSOCIATION WITH

ANY CRIMINAL STREET GANG

4. WHO ACTS WITH THE SPECIFIC INTENT TO PROMOTE, FURTHER, OR ASSIST IN ANY CRIMINAL CONDUCT BY GANG MEMBERS

SHALL BE PUNISHED BY IMPRISONMENT IN THE COUNTY JAIL FOR NOT MORE THAN ONE YEAR, BUT NOT LESS THAN 180 DAYS OR BY IMPRISONMENT IN THE STATE PRISON FOR ONE, TWO, OR THREE YEARS

SHALL RECEIVE AS ADDITIONAL PUNISHMENT ONE, TWO, OR THREE YEARS IF THE UNDERLYING OFFENSE IS A FELONY

SHALL REMAIN IN PRISON FOR A MINIMUM OF 15 YEARS IF THE CRIME IS PUNISHABLE BY LIFE IN PRISON.

## PENAL CODE SECTION 186.22(b)

1. "ANY PERSON"
2. "WHO IS CONVICTED OF A FELONY OR A MISDEMEANOR"

### A. COMMITTED

- 1) FOR THE BENEFIT OF
- 2) AT THE DIRECTION OF
- 3) OR IN ASSOCIATION WITH

### A CRIMINAL STREET GANG

### B. CRIMINAL STREET GANG DEFINED:

- 1). AN ONGOING ORGANIZATION, ASSOCIATION OR GROUP OF THREE OR MORE PERSONS WHETHER FORMAL OR INFORMAL
  - a. HAVING AS ONE OF ITS PRIMARY ACTIVITIES THE COMMISSION OF ONE OR MORE OF THE FOLLOWING:
    - 1) ADW
    - 2) ROBBERY
    - 3) HOMICIDE OR MANSLAUGHTER
    - 4) SALE OR POSSESSION FOR SALE OF NARCOTICS
    - 5) SHOOTING INHABITED DWELLING OR VEHICLE
    - 6) ARSON
    - 7) WITNESS OR VICTIM INTIMIDATION
    - 8) GRAND THEFT OF ANY VEHICLE
  - b) WHICH HAS A COMMON NAME OR COMMON IDENTIFYING SIGN OR SYMBOL

C) WHOSE MEMBERS INDIVIDUALLY OR COLLECTIVELY ENGAGE IN OR HAVE ENGAGED IN A PATTERN OF CRIMINAL GANG ACTIVITY

1) "PATTERN OF CRIMINAL GANG ACTIVITY DEFINED:

(a) THE COMMISSION, ATTEMPTED COMMISSION OR SOLICITATION OF TWO OR MORE OF THE FOLLOWING:

- (1) ADW
- (2) ROBBERY
- (3) HOMICIDE OR MANSLAUGHTER
- (4) SALE OR POSSESSION FOR SALE OF NARCOTICS
- (5) SHOOTING INHABITED DWELLING OR VEHICLE
- (6) ARSON
- (7) WITNESS OR VICTIM INTIMIDATION
- (8) GRAND THEFT OF ANY VEHICLE

(b) WITH ONE OR MORE OF THE OFFENSES OCCURRING AFTER OCTOBER 1, 1988

**AND**

(c) THE LAST OF THOSE OFFENSES OCCURRED WITHIN THREE YEARS AFTER A PRIOR OFFENSE

**AND**

(d) THE OFFENSES WERE COMMITTED ON SEPARATE OCCASIONS OR BY TWO OR MORE PERSONS

# Schools

# Gangs

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- **Domestic Terrorists**
- **Well Armed**
- **Membership Growing**
- **From Violence to Violence & Drugs**
- **Measure "Bad" by Size of Firepower**
- **Sophisticated Enterprises**
- **Going Corporate**
- **Migrating**
- **Liaison**



# Rituals, Violence and Drugs

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- Getting in
- Getting Out
- Drugs
- Language
- Clothes
- Weapons
- Women

# Why Gang Migration

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**\$ New Customers  
More Money**

- Less Enforcement**
- Easier Pickings**
- Easier to Intimidate**
- Less Gang Rivalry**
- Safer Environment**

# **Gang Membership Indicators**

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- Graffiti**
- Dress Style**
- Hair Style**
- Colors**
- Unique Language**
- Hand Signals**
- Insignia**
- Type of Car**

# School Strategies

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- ❑ **Clear Behavioral Expectations**
- ❑ **Visible Staff**
- ❑ **Parent Involvement**
- ❑ **In-Service Training**
- ❑ **Graffiti Removal**
- ❑ **Cooperate With Law Enforcement**
- ❑ **Gang Prevention Plan**
- ❑ **Community Involvement**

# **Law Enforcement Strategies**

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- Visible Patrol**
- Gang Intelligence**
- Investigate Rumors**
- Cooperate With Schools**
- Work With Community Gang**
- Prevention Programs**
- Keep in Touch**
- National Network**

# **Truancy Prevention is**

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## **Crime Prevention**

- Clear Attendance Policies**
- Parental Communication**
- Meaningful Curriculum**
- School / Staff Supervision**
- Teachers Who Care**
- Vibrant Extra-Curricular Program**
- Peer Partnership Programs**
- School / Law Enforcement Partnership**

# Truancy

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## Relationship to:

- Daytime Burglary**
- Community Crime**
- Substance Abuse / Trafficking**
- Dropout Rates**
- Gang Involvement**

# **Gang Assessment Tool**

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## **For School Administrators**

- Do You Have Graffiti on or Near Your Campus? (5)**
- Do You Have Crossed Out Graffiti on or Near Your Campus? (10)**
- Do Your Students Wear Colors, Jewelry, Clothing, Flash Hand Signals or Display Other Behavior Which May Be Gang Related? (10)**



## **Gang Assessment Tool (Cont'd)**

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### **For School Administrators**

- Are Drugs Available Near Your School? (5)**
  
- Has There Been a Significant Increase in the Number of Physical Confrontations / Stare Downs Within the Past Twelve Months in or Near Your School? (5)**

## **Gang Assessment Tool (Cont'd)**

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### **For School Administrators**

- Is There an Increasing Presence of Weapons in Your Community? (10)**
- Are Beepers, Pagers, or Cellular Phones Used by Your Students? (10)**
- Have You Had a Drive-by Shooting at or Around Your School? (15)**

## **Gang Assessment Tool (Cont'd)**

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### **For School Administrators**

- Have You Had a "Show-by" Display of Weapons at or Around Your School? (10)**
- Is Your Truancy Rate Increasing? (5)**
- Is There an Increasing Number of Racial Incidents in Your Community or School? (5)**

## **Gang Assessment Tool (Cont'd)**

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### **For School Administrators**

- Is There a History of Gangs in Your Community? (10)**
- Is There an Increasing Presence of "Informal Social Groups" With Unusual Names Like the Woodland Heights Posse; Rip Off a Rule; Kappa Phi Nasty, 18th Street Crew, or Females Simply Chillin? (15)**

***A Score of 50 Points or More Indicates a Need to Develop a Gang Prevention and Intervention Plan***

**MODEL ANTI-GANG PHILOSOPHY**

## ANTI-GANG PHILOSOPHY

"...Street gangs, if unchecked, are a threat to the students in our school system. Judging from news reports from Los Angeles, these gangs threaten the safety not only of other gang members but of everyone within the area gangs seek to control. Gangs are also a threat because they facilitate the use of drugs and because they lure young people into their illegal and anti-social behavior.

"Our plans include expanding our knowledge of gangs, their activities, their tactics and their membership. Our school records will not brand student gang members, but our School Police will exchange such information with other law enforcement agencies. Without this step there would be no way to monitor gang activities. Remember, this will not be "school information" that will remain in a student's permanent file. It will be police information which will remain in the files of the School Police for the purpose of monitoring gang activities and to deter the products of gang activities--violence, drug abuse and disorder. If keeping tabs on gang members or potential gang members now will help a youth from acquiring a permanent criminal record, then I think our gang member identification is, indeed, worthwhile."

--Hardy L. Brown, President, Board of Education,  
San Bernardino City Unified School District  
1987-1989

### San Bernardino City Schools and Gangs

"Students cannot learn and teachers cannot teach when they live in fear of physical violence."

--Nathan Shapell, chairman of California's Little Hoover Commission

"Children will dress the way we allow them to dress. They will speak the way we allow them to speak. Schools should be institutions that form values, not conform to the attitudes of school children. Schools must be responsible and must accept the responsibility. If we don't, no one else will."

--George Mckenna, former Principal of Washington High School, and now Superintendent of the Inglewood Unified School District

1. San Bernardino City Schools has an ongoing program to discourage students from the use of illegal drugs and to assist students who have problems of use and abuse of drugs and alcohol.
2. San Bernardino City Schools has an ongoing policy of cooperating with law enforcement agencies that operate within School District boundaries. This cooperation

includes allowing police undercover activities on school campuses designed to identify and arrest people selling drugs on campus or making contacts with students for sales off campus.

3. On September 17, 1988, school representatives met with law enforcement officials and others for a day-long discussion about gangs moving into San Bernardino County from Los Angeles and ways to avoid the violence and other bad effects that had been a product of gang activities in Los Angeles. Mr. Hardy Brown, President of Board of Education, was one of the presenters at that meeting.
4. On October 4, 1988, the Board of Education unanimously adopted a Dress Code policy that gave principals the express authority to prohibit dress patterns that identify a person as a member of a certain gang. (It is interesting to note that in implementing this new policy there has been no outlawing clothing of any certain color, nor has there been large-scale elimination of particular clothing.) Enforcement has been involved mostly with how clothing is worn or displays of apparel in a specific manner for the primary reason of announcing membership or alliance to a gang. There have been few problems when students have been asked to comply with the new dress code.
5. One major recommendation from the California State Task Force report on "Youth Gang Violence" is that "A school-based gang/narcotic prevention program" be implemented "to operate cooperatively with local law enforcement agencies." Our District is attempting to follow that recommendation. Copies of the task force report has been provided to high school principals for their guidance.
6. On December 20, 1988, members of the San Bernardino Police Department, School Police, and school officials provided an informational program about gangs and local gang activities to the Board of Education.
7. The District has begun a four-point program recommended by a district-wide School Security Committee that calls for (1) development of an early identification and intervention program concerning gang activities; (2) the School Police to participate in an area law enforcement "Gang Task Force" and; (3) the development of an appropriate curriculum to assist students resisting the temptation to join a local gang. While all the needed steps have not been completed, the District is moving forward on all these recommendations.
8. The Board of Education has authorized submission of an application to the California Criminal Justice Planning Gang Violence Suppression Program for \$200,000 in funds for a joint project between the School District and San Bernardino Police to move forward on the four-point suppression plan.

The state's Anti-Gang Task Force, in its findings, stated plainly, "Youth gangs are responsible for a disproportionate and growing share of the violence and vandalism in schools." Our District has not been hampered by gangs to the degree seen in Los Angeles and other places. Our campuses continue to be safe and orderly. At the same time, steps taken now may literally save lives later. It is easier and safer to take steps now to prevent gangs from taking hold of a school campus than it would be to retake control of the area on and around a school after a gang has established control over the territory.



## STUDENT DRESS CODE

On October 4, 1988, the Board of Education adopted a Dress Code Policy for the students of the San Bernardino City Unified School District.

A student may not remain at school dressed in a manner in which his/her clothing or lack of clothing (1) creates a safety hazard of said student or for other students at school, and/or (2) when the dress constitutes a serious and unnecessary distraction to the learning process or tends to disrupt campus order.

When a student's dress is found to be in violation of the policy, that student may be required to modify his/her apparel so that it no longer violates the policy or the student may be taken or sent home to change unacceptable dress.

The wearing of gang signs, insignia, and distinctive modes of dress is a violation of the policy on Improper Dress for Students. Gang identification is prohibited on any and all campuses of the District.

--For further information, please contact your local school or the Special Services Office--381-1261.

From the San Bernardino City Unified School District

**MODEL BOARD POLICIES ON GANGS  
AND CAMPUS DISTURBANCES  
California School Boards Association**

# Board Policy

Sample

Code: BP 5136(a)

## Students

### Gangs

NOTE: ALL PARTS OF THIS OPTIONAL POLICY AND REGULATION ARE PROVIDED AS SUGGESTIONS ONLY AND MAY BE MODIFIED AS DESIRED.

The Governing Board desires to keep district schools and students free from the threats or harmful influence of any groups or gangs which advocate drug use, violence, or disruptive behavior. The principal or designee shall maintain continual, visible supervision of school premises so as to deter gang intimidation of students and confrontations between members of different gangs.

(cf. 5131.4 - Campus Disturbances)

The Superintendent or designee shall establish open lines of communication with local law enforcement authorities so as to share information and provide mutual support in this effort.

NOTE: EDUCATION CODE 51265 URGES DISTRICTS TO GIVE HIGH PRIORITY TO INSERVICE PROGRAMS ON GANG VIOLENCE AND SUBSTANCE ABUSE PREVENTION EDUCATION. SDE GUIDELINES IN THIS AREA, REQUIRED BY EDUCATION CODE 51264, ARE CURRENTLY BEING PREPARED.

The Superintendent or designee shall provide inservice training which helps staff to identify gangs and gang symbols, recognize early manifestations of disruptive activities, and respond appropriately to gang behavior. Staff shall be informed about conflict management techniques and alerted to intervention measures and community resources which may help our students.

### Prevention Education

ACCORDING TO THE NATIONAL SCHOOL SAFETY CENTER'S GANGS IN SCHOOLS, EARLY PREVENTION PROGRAMS IN GRADES 3, 4 AND 5 ARE CONSIDERED THE MOST EFFECTIVE WAY TO STOP GANG ACTIVITY. THE FOLLOWING OPTIONAL SECTION MAY BE REVISED AS DESIRED.

The Board realizes that many students become involved in gangs without understanding the consequences of gang membership. Early intervention is a key component of efforts to break the cycle of gang membership. Therefore gang violence prevention education in the schools shall start with students in grade 3.

### Gang Symbols

NOTE: BECAUSE ANY POLICY RESTRICTING FREE EXPRESSION MAY BE CHALLENGED ON THE BASIS OF FIRST AMENDMENT RIGHTS OR STUDENT



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Gangs (continued)

RIGHTS UNDER EDUCATION CODE 48907, DISTRICTS SHOULD ADOPT THE FOLLOWING POLICY ONLY IF GANG PROBLEMS EXIST OR ARE CLEARLY EXPECTED. EDUCATION CODE 48907 GIVES CALIFORNIA STUDENTS THE RIGHT TO WEAR BUTTONS, BADGES AND OTHER INSIGNIA AS AN EXPRESSION OF FREE SPEECH. THIS EXPRESSION MAY NOT BE PROHIBITED UNLESS IT SO INCITES STUDENTS AS TO CREATE A CLEAR AND PRESENT DANGER OF THE COMMISSION OF UNLAWFUL ACTS ON SCHOOL PREMISES, THE VIOLATION OF LAWFUL SCHOOL REGULATIONS, OR THE SUBSTANTIAL DISRUPTION OF THE SCHOOL'S ORDERLY OPERATION. THE DISTRICT THEREFORE SHOULD MAKE THESE REQUISITE FINDINGS REGARDING GANG SYMBOLS.

The Board prohibits the presence of any apparel, jewelry, accessory, notebook or manner of grooming which, by virtue of its color, arrangement, trademark or any other attribute, denotes membership in gangs which advocate drug use, violence, or disruptive behavior. This policy shall be applied at the principal's discretion, after consultation with the Superintendent, as the need for it arises at individual school sites.

(cf. 6145.5 - Organizations/Associations)

## Legal Reference:

EDUCATION CODE

51264 Educational inservice training; SDE guidelines

51265 Gang violence and drug and alcohol abuse prevention inservice training

PENAL CODE

186.22 Participation in criminal street gang

13826-13826.7 Gang violence suppression

(12/88) 6/90



# Administrative Regulation

Sample

Code: AR 5136(a)

## Students

### Gangs

At the principal's discretion, staff may use the following techniques to discourage the influence of gangs:

1. Any student wearing or carrying overt gang paraphernalia or making gestures that symbolize gang membership shall be referred to the principal or designee. The student's parent/guardian shall be contacted and the student sent home to change clothes if necessary.
2. Any gang graffiti on school premises shall be quietly removed, washed down or painted over as soon as discovered.
  - a. Daily checks for graffiti shall be made throughout the campus, including restroom walls and doors.

NOTE: THE CALIFORNIA OFFICE OF CRIMINAL JUSTICE PLANNING RECOMMENDS THE ACTIONS DESCRIBED IN THE FOLLOWING PARAGRAPH.

- b. Graffiti shall be photographed before it is removed. These photographs will be shared with local law enforcement authorities and used in future disciplinary or criminal action against the offenders.
3. Classroom and after-school programs at each school shall be designed to enhance individual self-esteem, provide positive reinforcement for acceptable behavior, and foster interest in a variety of wholesome activities.
4. Staff shall actively promote membership in authorized student organizations which can provide students companionship, safety, and a sense of purpose and belonging.

NOTE: TO FURTHER DISCOURAGE THE INFLUENCE OF GANGS, GANG PREVENTION EXPERTS RECOMMEND THAT SCHOOL RULES OF CONDUCT BE ENFORCED CONSISTENTLY AND THAT ALL STUDENTS HAVE ACCESS TO COUNSELORS AS NEEDED.

### Gang Prevention Education

NOTE: PENAL CODE 13826.65 REQUIRES THAT DISTRICTS AND COUNTY OFFICES RECEIVING GANG VIOLENCE SUPPRESSION PROGRAM FUNDS THROUGH THE OFFICE OF CRIMINAL JUSTICE PLANNING IMPLEMENT A GANG VIOLENCE PREVENTION CURRICULUM AND PROVIDE GANG VIOLENCE PREVENTION AND INTERVENTION SERVICES FOR SCHOOL-AGED CHILDREN. TO SEE A LIST OF AVAILABLE GANG VIOLENCE PREVENTION CURRICULA, MATERIALS AND AUDIOVISUAL RESOURCES, ANY DISTRICT WITH A COMPUTER, TELECOMMUNICATION SOFTWARE AND A MODEM CAN DIAL



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Gangs (continued)

714-966-4313 TO ACCESS THE ORANGE COUNTY ELECTRONIC BULLETIN BOARD SYSTEM'S "CURRICULUM CLEARINGHOUSE ON SCHOOL SAFETY."

THE FOLLOWING SECTION SHOULD BE MODIFIED AS DESIRED SO AS TO REFLECT THE INSTRUCTIONAL PROGRAM OFFERED BY THE DISTRICT.

Gang prevention instruction offered in the schools shall:

1. Explain the dangers of gang membership.
2. Include lessons or role-playing workshops in nonviolent conflict resolution and gang avoidance skills.
3. Promote constructive activities available in the community.
4. Involve students in structured, goal-oriented community service projects.
5. Encourage positive school behavior.

Gang prevention lessons may be taught jointly by teachers and law enforcement staff.

Community Outreach

NOTE: THE FOLLOWING OPTIONAL SECTION IS OFFERED FOR DISTRICTS THAT WISH TO PRESENT GANG EDUCATION PROGRAMS FOR PARENTS OR THE COMMUNITY AS WELL AS PROVIDING INSTRUCTION FOR STUDENTS.

Gang prevention classes or counseling offered for parents/guardians shall address the following topics:

1. The dangers of gang membership.
2. The nature of local gang apparel and graffiti.
3. Ways to deal effectively with one's children.
4. Warning signs which may indicate that children are at risk of becoming involved with gangs.

Community programs offered for staff, parents/guardians, churches, city officials, business leaders and the media shall address:

1. The scope and nature of local gang problems.
2. Ways that each segment of the community can help to alleviate these problems.



Gangs (continued)Intervention Measures

Staff shall make every effort to assimilate gang-oriented students into the academic, extracurricular and social mainstream and into work experience programs. To this end:

1. Staff members shall be provided with the names of known gang members.
2. Insofar as possible, classroom teachers shall assign individual gang-oriented students to cooperative learning groups in which they may work toward common goals with students who are not members of their gang.
3. Students who seek help in rejecting gang associations may be referred to community-based gang suppression and prevention organizations.

NOTE: TO IDENTIFY AVAILABLE COMMUNITY-BASED RESOURCES, THE CALIFORNIA OFFICE OF CRIMINAL JUSTICE PLANNING (OCJP) HAS PREPARED A STATEWIDE DIRECTORY OF ANTI-GANG RESOURCES, AVAILABLE FROM THE OCJP GANG VIOLENCE SUPPRESSION BRANCH, 916-327-3676. OCJP'S ANTI-GANG HOTLINE, 1-800-782-74634, CAN BE USED TO ANONYMOUSLY REPORT GANG ACTIVITY AND ALSO PROVIDES REFERRALS TO AVAILABLE COMMUNITY RESOURCES.

6/90



# Board Policy

Sample

Code: BP 5131.4

## Students

### Campus Disturbances

The Governing Board recognizes that all school staff must be prepared to cope with campus disturbances and to minimize the risks they entail. Staff should be especially sensitive to conditions that foster racial conflict, student protests, or gang intimidation and confrontations.

The Superintendent or designee shall establish at each school a disturbance response plan for curbing disruptions which create disorder and may lead to riots, violence or vandalism at school or school-sponsored events.

NOTE: THE FOLLOWING PARAGRAPH REFLECTS SDE AND NATIONAL SCHOOL SAFETY CENTER RECOMMENDATIONS THAT DISTRICTS ESTABLISH A RELATIONSHIP WITH LAW ENFORCEMENT AUTHORITIES BEFORE A CRISIS FLARES UP.

The Superintendent or designee shall consult with law enforcement authorities to plan for police support during school disruptions. Each school's disturbance response plan shall address the role of law enforcement. When a disturbance directly threatens students or staff, the Superintendent or designee has the authority to call in law enforcement personnel for assistance and may dismiss school.

Students who participate in disturbances may be subject to disciplinary action.

(cf. 3515 - School Safety and Security)  
(cf. 5136 - Gangs)  
(cf. 5144 - Discipline)

### Legal Reference:

#### EDUCATION CODE

32210 Willful disturbance of public school or meeting  
32211 Threatened disruption or interference with classes  
35294-35294.5 School safety plans  
39670-39675 Security patrols  
44810 Willful interference with classroom conduct  
44811 Disruption of classwork or extracurricular activities  
48907 Student exercise of free expression

#### PENAL CODE

403-420 Crimes against the public peace, especially:  
415 Fighting; noise; offensive words  
415.5 Disturbance of peace of school  
416 Assembly to disturb peace; refusal to disperse  
626-626.10 Crimes on school grounds  
627-627.7 Access to school premises

6/90



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# Administrative Regulation

Sample

Code: AR 5131.4(a)

## Students

### Campus Disturbances

All school staff shall respond to campus disturbances in accordance with the school's response plan. Response plans shall describe:

1. The means which will be used to signal an emergency situation and maintain communication among staff and with the Superintendent or designee.
2. Each staff member's specific duties during a disturbance.
3. Procedures for ensuring the safety of students and staff.
4. Conditions, as prearranged with law enforcement authorities, under which the principal or designee shall:
  - a. Inform the police.
  - b. Secure police assistance.
  - c. Give the police responsibility for a specific crisis situation.
5. Procedures for the orderly dismissal of school when authorized by the principal or designee.

All media inquiries during crisis situations shall be routed to the Superintendent or designee.

(cf. 1112 - Media Relations)

NOTE: THE SCHOOL'S RESPONSE PLAN MAY BE INCLUDED IN A COMPREHENSIVE SCHOOL EMERGENCY AND DISASTER PREPAREDNESS PLAN (SEE 6114 - EMERGENCY AND DISASTER PREPAREDNESS PLAN) OR MAY BE DEVELOPED AS PART OF THE SCHOOL'S COMPREHENSIVE SCHOOL SAFETY PLAN. SEE 3515 - SCHOOL SAFETY AND SECURITY.

### Extension of Class Period

NOTE: THE FOLLOWING OPTIONAL SECTION IS DRAWN FROM HAYWARD UNIFIED SCHOOL DISTRICT'S ADMINISTRATIVE REGULATION.

During any disturbance in which additional students might become involved while changing classes, the principal or designee may notify all staff that the present class period will be extended until further notice. Upon receiving this notification:



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Campus Disturbances (continued)

1. Teachers shall ensure that all students in their charge remain in one location under their supervision.
2. Teachers shall ask any students who are in the halls to return to their classes at once.

Prohibited Activities1. Disturbing the Peace

It is a misdemeanor to intentionally cause or attempt to cause a riot by engaging in conduct which urges a riot or urges others to act forcefully or violently, or to burn or destroy property under circumstances which produce a clear, present, and immediate danger of such acts occurring.  
(Penal Code 404.6)

Anyone who, in a public place, fights, challenges another to fight, or uses offensive words likely to provoke a fight is guilty of a misdemeanor. (Penal Code 415)

2. Disruption of School Operations

NOTE: THE LIMITS ON EXERCISE OF FREE EXPRESSION INDICATED BELOW ARE SPECIFIED IN EDUCATION CODE 48907.

Students shall be subject to disciplinary action for any exercise of free expression which so incites students as to create a clear and present danger of the commission of unlawful acts on school premises or the violation of lawful school regulations, or the substantial disruption of the orderly operation of the school, such as may occur when students:

- a. Organize or participate in unauthorized assemblies on school premises.
  - b. Participate in sit-ins or stand-ins which deny students or employees normal access to school premises.
3. Refusal to Disperse

Persons who assemble for the purpose of disturbing the public peace or committing any unlawful act are severally guilty of a misdemeanor if they do not disperse when desired or commanded to do so by a public officer. (Penal Code 416)



Campus Disturbances (continued)

Persons who remain present at the place of any riot, rout or unlawful assembly after being lawfully warned to disperse are guilty of a misdemeanor. (Penal Code 409)

4. Boycotts

Students participating in any protest that involves nonattendance at school or at a school activity where attendance is required shall be identified as truant, regardless of any parental approval of their act.

6/90



# **PARENT LETTER**

**San Diego Unified School District**

**a. English**

**b. Spanish**

Dear Parent:

Your child has been participating in gang related activity on the \_\_\_\_\_ School campus. Your son/daughter may be involved in one or more of the following:

- 1) Showing colors: Blue, red, black, or beige. For example, wearing a blue cap, blue shirt, white T-shirt, black pants and/or a raider jacket. These clothes are worn in such a way as to align the student with a particular gang. This includes exposing initials of designers. Many gangs have assigned their own definitions to certain initials.
- 2) Hand signs: Making particular hand gestures to signal gang affiliation or action.
- 3) Stare downs: Challenges to provoke fights.
- 4) Nicknames: Individual gang names given which are usually attached to some perceived attribute this member may have for gang purposes. The nickname tends to fit physical or psychological characteristics.
- 5) Tattoos: Most gang related tattoos are on hands, forearms, and occasionally the face. They vary depending on the age of the gang member.
- 6) Graffiti: Written and/or spray-painted challenges.
- 7) Physical confrontations: These may be one or more members against rival members.

\_\_\_\_\_ School takes the stance that hitting, slapping, punching, kicking or any other method used to inflict physical injury is an assault. An assault may result in suspension leading to expulsion, an arrest, and a civil law suit for damages. When both students participate, it is then a fight and both are responsible for punishments associated with physical violence.

Gang related activity in the community, or to and from school, usually finds its way to our campus the following day or soon thereafter. Please monitor your child's activities.

Fortunately, only a small percentage of students are active in these types of actions. However, those who are, affect the safety and learning atmosphere for all students and staff.

\_\_\_\_\_ School is serious in its responsibility to educate students in a safe environment. It is a parent's .

Parent letter  
Page 2

responsibility to monitor and provide guidance for minors under the age of 18 and over the age of 18 while attending public school and living at home.

In light of these obligations, this letter serves as official notice that if this student participates in gang-related activities on this campus, he/she may ultimately be expelled from school.

Students make choices continuously. They make a conscious, clear choice when deciding to commit themselves to a gang, regardless of motivation. It is now time for your child to reevaluate his or her choices.

We would like to end this activity before your son/daughter loses the opportunity to enjoy his/her school experience. We can achieve this by working together.

If I or any member of my staff can be of assistance to you, please feel free to contact me at \_\_\_\_\_.

Sincerely,

\_\_\_\_\_  
Principal

AR:tlm  
L GANG1

From: San Diego Unified School District

Distrito Escolar de la Ciudad de San Diego  
Escuela \_\_\_\_\_

Estimados Padres de Familia o Tutores:

Su hijo/hija ha estado participando en algunas actividades relacionadas con las pandillas en la Escuela \_\_\_\_\_. El comportamiento que su hijo/hija ha demostrado es una o más de las siguientes acciones:

- 1) Muestras de colores: Azul, rojo, negro, o crema. Por ejemplo, el estudiante se viste con una cachucha azul, una camisa azul, una camiseta blanca, o un pantalon negro. Vistiéndose de esta manera con esta ropa puede indicar que el estudiante está asociado con una pandilla, incluyendo las iniciales comerciales en la ropa. Muchas pandillas han asignado su propia definicion a ciertas iniciales.
- 2) Señas con las manos: Demostracion por medio de ciertas señas con las manos para indicar que es miembro de una pandilla.
- 3) Reto con la mirada fija: Esta accion es un desafio para provocar una pelea.
- 4) Sobrenombres: Se le dà un sobrenombre a un miembro de la pandilla al cual se le atribuye alguna caracteristica fisica o psicologica.
- 5) Tatuajes: La mayoria de los tatuajes se graban en las manos, los brazos, y a veces en la cara. Estos tatuajes varian segùn la edad del individuo.
- 6) Graffiti: Estos son mensajes pintados o escritos en edificios o paredes que tambien se interpretan como una forma de desafio a otras pandillas.
- 7) Peleas: Las peleas pueden ser uno-contra-uno o entre una pandilla contra otra pandilla rival.

La Escuela \_\_\_\_\_ afirma que el impartir un golpe, una cachetada, un puñetazo, una patada, o cuàlquier otra forma de causar daño fisico constituye una agresion. Si un estudiante agrede a otro, puede tener como consecuencia que sea suspendido o expulsado de la escuela, puede llegar a ser arrestado por la policia, y podria llegar a recibir una demanda civil para pagar los daños. Si dos estudiantes se golpean uno al otro, esto se considera una pelea, y ambos son responsables por los castigos asociados con la violencia fisica.

Las actividades asociadas con las pandillas en la comunidad, en camino a la escuela, o regreso a la casa, generalmente continuan

Carta a los Padres de Familia  
Acerca de las Pandillas  
Pagina 2

en la escuela ese mismo dia o en los dias siguientes. Por favor, manténgase enterado(a) de las actividades de su hijo.

Afortunadamente, solo un bajo porcentaje de los estudiantes participan en pandillas; sin embargo, aquellos estudiantes que son miembros de las pandillas perjudican el bienestar de los demás estudiantes y afectan negativamente el ambiente necesario para aprender y para enseñar en la escuela. El personal docente de la Escuela \_\_\_\_\_ valora y se esfuerza para mantener un ambiente seguro para sus estudiantes. Cada padre o madre de familia tiene la responsabilidad de vigilar y aconsejar a sus hijos que son menores de 18 años o mayores de 18 años pero asisten a la escuela publica y viven en casa con sus padres.

En base a estas obligaciones como padres o madres de familia, deseamos informarles oficialmente que si su hijo/hija participa en actividades relacionadas a las pandillas, el personal administrativo de esta escuela se verá obligado a expulsar a su hijo/hija.

Los jovenes hacen decisiones continuamente, y la participacion en las actividades de una pandilla es el resultado de una decision consciente. En este momento su hijo/hija debe reflexionar seriamente sobre la decision que ha tomado y sobre las actividades en las que ha participado hasta este punto.

Nuestro deseo es acabar con este tipo de actividades con el fin de que los jovenes no pierdan las oportunidades de tener buenas experiencias educativas. Creemos que si los padres de familia trabajan en colaboracion con el personal docente de esta escuela podremos lograr que los jovenes gocen de experiencias positivas y que valoren su educacion.

Si en alguna forma podemos servirle, llámeme con toda confianza al teléfono \_\_\_\_\_.

Atentamente,

\_\_\_\_\_  
Director/Directora

AR:bjm  
Gangs1-2  
05/30/90

From: San Diego Unified School District



**COURT ORDER--RECORD SHARING**

**Orange County, California**

IN THE SUPERIOR COURT OF THE STATE OF CALIFORNIA  
IN AND FOR THE COUNTY OF ORANGE  
SITTING AS THE JUVENILE COURT  
MISCELLANEOUS ORDER

AMENDED

WHEREAS, pursuant to Sections 827 and 828 of the California Welfare and Institutions Code and Section 49077 of the California Education Code, the Court may authorize the disclosure of juvenile offender information and juvenile pupil information, respectively, and;

WHEREAS, Article 1, Section 28(c) of the California Constitution likewise establishes the right of students and staff in grades kindergarten through 12 to "campuses which are safe, secure and peaceful" and;

WHEREAS, Youth gangs clearly imperil the safety of both students and campuses, and;

WHEREAS, the Court has been informed that concerns about "confidentiality" have often hampered or prevented communication among educators, law enforcement, District Attorney, and

Probation personnel this lack of communication among the various professionals dealing with the same child, impedes the solving and prosecution of crimes, as well as the evaluation and placement of juveniles who have committed crimes, depriving educators of information needed to ensure safer schools.

**THEREFORE IT IS ORDERED,** that all school districts in Orange County, all police departments in Orange County, the Orange County Probation Department and Orange County District Attorney may release information to each other regarding any minor when any person employed by such a department, office, or school district, who is requesting information, indicates that he or she has a reasonable belief that this minor is a gang member or at significant risk of becoming a gang member. The parental notification requirements of Section 49077 of the Education Code are not applicable to oral communications made pursuant to this Order.

Dated this 13th day of March, 1989.

---

C. Robert Jameson  
Presiding Judge of the  
Juvenile Court

**GRAFFITI ERADICATION ORDINANCE**

**Omaha, Nebraska**

GRAFFITI REMOVAL ORDINANCE

ORDINANCE NO. 31976

AN ORDINANCE to amend Chapter 18 of the Omaha Municipal Code by adding thereto a new Article VI entitled "Graffiti"; to provide for intent and purpose; to provide for legislative determination; to provide definitions; to provide for prohibition of graffiti; to provide for violations; to provide for penalty; to provide notice for graffiti removal; to provide for lieu; to provide for appeal; to provide for removal; to provide for consent; and to provide the effective date hereof.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF OMAHA:

Section 1. That Chapter 18 of the Omaha Municipal Code is hereby amended, by adding a new Article VI, to read as follows:

"Article VI. Graffiti.

Sections:

- 18-60 Intent and Purpose
- 18-61 Legislative Determination
- 18-62 Definitions
- 18-63 Prohibition of Graffiti
- 18-64 Violation - Penalty
- 18-65 Graffiti - Notice of Removal
- 18-66 City's Costs Declared Lien
- 18-67 Appeal
- 18-68 Removal
- 18-69 Private Property Consent

18.60 Intent and Purpose

Graffiti on public and private property is a blighting factor which not only depreciates the value of the property which has been the target of such malicious vandalism, but also depreciates the value of the adjacent and surrounding properties, and in so doing, negatively impacts upon the entire community. The City has in the past undertaken to remove graffiti from public property but has been unable to mount a successful program for encouraging the owners of private property to undertake to remove graffiti and other inscribed materials from walls, structures, etc. The legislation of the State of Nebraska has authorized the

City to define, regulate, suppress and prevent nuisance and to declare what shall constitute a nuisance and abate and remove the same.

#### 18-61. Legislative Determination.

The City Council finds and determines that graffiti is a nuisance and unless it and other inscribed material is removed from public and private properties, it tends to remain; and other properties are then in the target of graffiti with the result that entire neighborhoods and indeed the community is depreciated in value and made a less desirable place to be. The City Council therefore determines that it is appropriate that the City of Omaha develop procedures to implement the provisions of the Revised Statutes of Nebraska, 1943, as amended, and provide for the removal of graffiti and other inscribed material from both public and private property under the circumstances set forth hereinafter.

The City Council hereby declares as a matter of legislative determination that:

- (1) The increasing incidents of the defacement of public and private property through the application of graffiti upon walls, rocks, bridges, buildings, fences, gates, other structures, trees and other real and personal property within the corporate boundaries of the City constitutes a blight on this community, and, in the interests of health, safety and general welfare of the residents and taxpayers of the City, immediate steps must be taken to remove this blight.
- (2) When appropriate, the courts should require those who commit acts of defacement of public or private property through the application of graffiti to restore the property so defaced, damaged or destroyed.
- (3) Obtaining convictions for the application of graffiti is difficult due to the fact that the offense can be committed so very quickly and secretively that witnesses to the act are frequently nonexistent.
- (4) The public should be encouraged, to cooperate in the elimination of graffiti by reporting to the proper authorities the incidents of the application of graffiti which the members thereof observe.

#### 18-62. Definitions.

Whenever the following terms are used in this Chapter, they shall have the meaning established by this section:

- a. "Graffiti" means the defacing, damaging or destroying by spraying of palut or marking of ink, chalk, dye or

- b. By registered or certified mail addressed to the owner at the last known address of said owner. If this address is unknown, the notice will be sent to the property address.

The notice shall be substantially in the following form:

NOTICE OF INTENT TO REMOVE GRAFFITI

Date:

NOTICE IS HEREBY GIVEN that you are required by law at your expense to remove or paint over the graffiti located on the property commonly known as \_\_\_\_\_, Omaha, Nebraska, which is visible to public view, within thirty (30) days after the date of this notice; or, if you fail to do so, City employees or private contractors employed by the City will enter upon your property and abate the public nuisance by removal or painting over the graffiti. The cost of the abatement by the City employees or its private contractors will be assessed upon your property and such costs will constitute a lieu upon the land until paid.

All persons having any objection to, or interest in said matters are hereby notified to submit any objections or comments to the Public Works Director of the City of Omaha or his/her designated representative within ten (10) days from the date of this notice. At the conclusion of this thirty (30) day period the City may proceed with the abatement of the graffiti inscribed on your property at your expense without further notice.

18-66 City's Costs Declared Lien.

Any and all costs incurred by the City in the abatement of the graffiti nuisance under the provisions of this Article may constitute a lien against the property upon which such nuisance existed.

18-67. Appeal.

Within ten (10) days from the mailing or personal service of the notice, the owner or person occupying or controlling such premises or lot affected may appeal to the Administrative Appeals Board.

18-68. Removal by City.

Upon failure of persons to comply with the notice by the designated date, or such continued date thereafter as the Public Works Director or his/her designated representative approves, then the Public Works Director is authorized and directed to cause the graffiti to be abated by City forces or private contract, and the City or its private contractor is expressly authorized to enter upon the premises for such purposes. All

reasonable efforts to minimize damage from such entry shall be taken by the City, and any paint used to obliterate graffiti shall be as close as practicable to background color(s). If the Public Works Director provides for the removal of the graffiti or other inscribed material, he shall not authorize nor undertake to provide for the painting or repair of any more extensive area than that where the graffiti or other inscribed material is located.

18-69. Private Property Consent Forms.

Property owners in the City of Omaha may consent in advance to City entry onto private property for graffiti removal purposes. The City will make forms for such consent available.

Section 2. This Ordinance shall be in full force and take effect fifteen (15) days from and after the date of its passage.

INTRODUCED BY COUNCILMEMBER

APPROVED BY:

\_\_\_\_\_

\_\_\_\_\_  
MAYOR OF THE CITY OF OMAHA      DATE

PASSED \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
CITY CLERK OF THE CITY OF OMAHA

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY



**"STUDENT DRESS CODE"**

**Inglewood Unified School District**

JAN 14 1990

Allen's P. C. B. Est. 1888

# Inglewood School District Adopts Measures to Combat Gang Activity

1924  
■ **Education:** Some say new policy banning gang-type attire or grooming is too broad. Parents will be hired to patrol two campuses.

By MARC LACEY  
TIMES STAFF WRITER

The Inglewood Unified School District took on the Inglewood Village Crips, Crenshaw Mafia, Samoan Crips and other local gangs this week with a new policy that aims to reduce their influence and activities on school campuses.

The "gang suppression strategies" approved Wednesday night by the school board will forbid students to wear gang-style attire, pay parents to patrol the campuses and transfer hard-core gang members to a special school.

There is a gang problem in all grades and it is getting worse, said Hollis Dillon, the district's director of special projects.

## Too Broad

Members of the security force that patrols the district's schools have reported that numerous guns and other weapons have been seized from high school students. The also say that many fights at the schools are gang related.

"We're losing our schools," Dillon told the board.

Although opposition to gang activity in the schools was universal, some board members and others said that the ban on gang symbols is too broad and could be used to harass non-gang members wearing the wrong colors or haircuts.

Amon Rashed, the student body president at Inglewood High School, criticized dress and hair restrictions already in place at his school for restricting the freedom of students who have nothing to do

with gangs. He said he was required to trim his beard and allow the zig-zag and arrow designs in his hair to grow out during his campaign for president.

"In a few months I'll be able to vote for president of the United States," Rashed said. "I should be able to decide on my own haircut."

Included in the series of steps in the new policy is one that prohibits "any apparel, jewelry, accessory, notebook or manner of grooming which, by virtue of its color, arrangement, trademark or any other attribute, denotes membership in such a group that advocates drug use or exhibits behaviors that interfere with the normal and orderly operation of a school."

Violations will result in a parent conference for the first offense and could lead to expulsion after four infractions.

At Inglewood High School, Principal Lawrence Freeman already enforces a dress code as strict as the anti-gang code adopted districtwide Wednesday. Freeman said that bizarre student hairstyles like duck tails or symbols cut in the eyebrows or side of the head begin as a fad and are later adopted by gangs. Beepers and red and blue shoe laces or belts also are banned under Freeman's code.

"They have every right to look like what they want to look like—but not at Inglewood High School," Freeman said.

Calling it a "hairy" issue, school board President Larry Aubry said the district's new anti-gang policy must be carefully implemented.

"I have some problems deciding who's a bad dude and who just looks like [one]," he said.

Board Vice President Joseph Rouzan, a former Inglewood police chief, said it is essential to have a strongly worded policy. He successfully supported including a ban on making gang signs.

"People are flashing signs and getting killed," he said. "I understand there's going to be a lot of

judgment in this."

The parent patrol program, called the Parent Aid Corps, will pay 18 parents \$6.50 an hour to monitor students at Morningside High School and Monroe Junior High School. The program will begin at those two schools, where gang problems are considered the most severe, and may be expanded to other campuses later, district officials said.

The parents, who will be hired within the next few months, must have had previous volunteer experience in the schools and have children in district schools. They will be instructed in gang symbols and what constitutes gang activity. Officials said that the parents will not intervene directly if they spot any gang activity, but will be instructed to notify school security officers. Officials say they believe the parents' presence on campus will help curb gang activity.

## Problem Students

In another anti-gang initiative, the district agreed to move hard-core gang members who are "non-functioning academically and non-conforming to school rules" to the Hillcrest Continuation High School in Inglewood. School officials estimate about 150 students in the sixth through ninth grades fall within this category. The program will cost the district about \$100,000 a year, officials said.

The problem students will have more class time at the Hillcrest campus than at regular campuses, and transferring them will remove a negative influence from the other students, officials said.

The board also approved a workshop for parents that will include information on student safety and gang activity. The meeting, for parents with students at Woodworth Elementary School, Monroe Junior High and Morningside High, will be held Jan. 20 from 9 a.m. to noon at Monroe.

**"GANG AWARENESS"**

**King County Police Gang Unit**

**Seattle, Washington**

Department of Public Safety  
James E. Montgomery-Sheriff/Director

King County Police  
Criminal Information Section  
King County Courthouse  
516 3rd Avenue  
Seattle, WA 98104  
(206) 296-7526



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# King County Police GANG AWARENESS

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Date: 04/16/90

KING COUNTY POLICE GANG UNIT

PHONE NUMBER: (206) 296-7526



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Sgt. Dave Walker  
Det. Dan Ring  
Det. Brad Vette  
Bronwyn Edwards

*"Dedicated to the men and women of King County Police  
who proudly serve your community"*

\*This publication may be copied only in it's entirety



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## **On Gang Membership...**

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*"I'm an ex-gang member. I do not come from a broken home. I do not come from the barrio. I do not come from the ghetto. I come from a middle-class white neighborhood. I became a gang member at the age of 13. I served three years in the state penitentiary for seven counts of attempted murder and was released when I was 21."*

Former (female) gang member

*"There was one person that I'll never forget. It was a schoolteacher who had a lot of interest in kids. She took me under her wing. She taught me how to read and write. She was probably the most important person in my life."*

Former gang member

*"Children will dress the way we allow them to dress. They will speak the way we allow them to speak. Schools should be institutions that form values, not conform to the attitudes of children. Schools must be responsible and must accept the responsibility. If we don't, no one else will."*

George McKenna, Principal,  
George Washington Preparatory High School,  
Los Angeles

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## **Street Gangs**

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The structure or involvement by members is generally broken into three areas:

### **THE HARD CORE**

Those few who need and thrive on the totality of the gang activity. The gang's level of violence is determined by the hard cores, and their ability to orchestrate the gang as a vehicle to manifest their own violence. The hard core are generally the leaders, the most violent, streetwise, and knowledgeable in legal matters. They may participate in the violent act or encourage others to commit the violence. They are usually liked and respected by outsiders as well as gang members.

"Everybody needs to come to grips with the idea that a hard core gangbanger cannot be turned around. When one of these kids is sucked up into that violent world, that person is lost forever and there is nothing but one prison after another for him for the rest of his life."

### **THE AFFILIATES**

Those who associate with the group for status and recognition, (they wear club jackets, attend social functions, and may even have tattoos); this essentially fulfills the emotional need of belonging.

### **THE PERIPHERAL (or wanna-be's)**

Those who move "in and out" on the basis of interest in the activity or activities.

### **CLIQUEES**

The gang is further broken into "cliques" or groups usually determined by ages or geographical areas.

## **Who Joins a Gang and Why?**

Street gang members are often from broken homes or homes without a strong male authority figure. More often than not, they are underachievers with a poor self-image and low self-esteem.

Drugs provide a major inducement to join a gang. The entrepreneurial individuals who are involved in drug dealing have recruited many young people into their gangs by providing them with a variety of jobs, everything from being a street corner look out for a crack house to being a messenger or whatever. So they've had money to offer them, which is certainly an enticement in communities where you have young people with virtually no material assets.

However, young people who join gangs lack other things as well, such as self-esteem, that make the gang life appealing. The young people who join gangs and use drugs have little or no identity really; they're virtually non-entities. They seek what all of us seek and that is a level of acceptance, recognition, and a sense of belonging. The gang seems to provide the fulfillment of that need.



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Acceptance comes up a lot, but they also want to know somebody cares about them. In the gang you have a sense of family, you take care of each other, you go there for support. Now if we could create that in the classroom, maybe we could eliminate a whole lot of kids joining gangs.

Finally, many youths initially join to alleviate their boredom, an affliction that is as common for suburban teenagers as for inner-city youth.

The primary age group of street gang members is from 14 to 20. The average is generally around 18. Recruiting can be done as young as nine with veterans being as old as forty years of age.

The reasons for joining are varied and many times not understood by the gang member himself. The most common reasons usually fall somewhere into several of the following categories:

### **IDENTITY OR RECOGNITION**

This allows the gang member to achieve a level or status he feels impossible outside the gang culture. Some gang members visualize themselves as warriors or soldiers protecting their neighborhood from what they perceive to be a hostile outside world.

### **PROTECTION**

Many members join because they live in the gang area and are, therefore, subject to violence by rival gangs. Joining guarantees support in case of attack and retaliation for transgressions.

### **FELLOWSHIP AND BROTHERHOOD**

To the majority of gang members, the gang is a substitute for a family cohesiveness lacking in the gang member's home environment.

### **INTIMIDATION**

Some members are forced into joining by their peer group. Intimidation ranges from extorting lunch money to beatings. If a particularly violent war is in progress, the recruitment tactics used by the gang can be extremely violent; even to the point of murdering one to cause others to conform.

One normally joins a street gang by either committing a crime or by being "jumped-in". "Jumped-in" is where the person being initiated is beaten, sometimes severely by fellow members to test his courage and fighting ability.

## **Gang Violence**

Many have asked why gang violence occurs. The usual responses cover such areas as revenge for a wrong doing, sometimes imagined, territorial encroachment by a rival gang which cannot be tolerated or the gang will lose face, and eventually power.





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## Nicknames

Most gang members adopt a nickname or street name with which to be identified. This street name, most often in black gangs, identifies with the gang member's psychological perspective of himself or sometimes with his physical resemblance to something. The terms "dog", "bone" and "loc" (which is short for loco) are common endings attached to gang member's names. Following are some common examples of street names:

C-Bone	Q-Ball
Gangster	Dre-Dog
T-Loc	Killer Wayne
Tone Bone	Milky Ru
Fat Melvin	Snake
Rabbit	Big Mike

Southern California style street gangs are very nontraditional in nature and contain no formal structure per se. The older members in the gang, especially those with access to drugs and money or who have developed a reputation for violence, are the influential members or "shot callers" as they are sometimes called. The older members have influence over the younger members and use them to sell drugs and commit violent acts upon other gangs. Within a gang, many members may not associate with each other but associate only with specific individuals of the gang; yet, they are all associated because of the gang and the neighborhood.

## Gang Identity/ Recognition

The Crips adopted the color blue for their clothing to set them apart from other gang members. It is believed the color blue was derived from one of the school colors of Washington High School, L.A.

In addition, the Crips began using the term "cuzz," which is short for cousin, in identifying each other. The term "cuzz" is used to identify each other as being from the same race.

The Compton Pirus (Bloods) adopted the color red because most members attended or lived in close proximity of Centennial High School in Compton, California and the school colors were red and white. They also adopted the term Bloods for identifying each other which, also like the word "cuzz" and the term Bloods, coincides with the color red.

Within the "Crips sets," the color blue continues to be the dominant color. However, other dark colors--such as black, brown, and purple--are used by certain sets as identifying colors along with the blue.

"Blood sets" use red as their identifying color in most cases. However, another color may also be used if the color is significant to the gang name such as green for "Lime Hood Pirus." Local groups such as BGD's (Black Gangster Disciples) or Folk, seem to prefer black or gray colored clothing.

The primary personal accessories which are indicators of gang affiliation are hats, handkerchiefs, shoelaces, and belts in the primary colors of blue, red, black or gray.



## Graffiti

Southern California style street gangs use graffiti much the same as traditional Latin street gangs. Southern California style gang graffiti communicates messages of hostility among groups, respect for the dead gang members, and other messages. King County Police urges immediate eradication of gang graffiti, since it is a challenge to other gangs and the community as a whole.

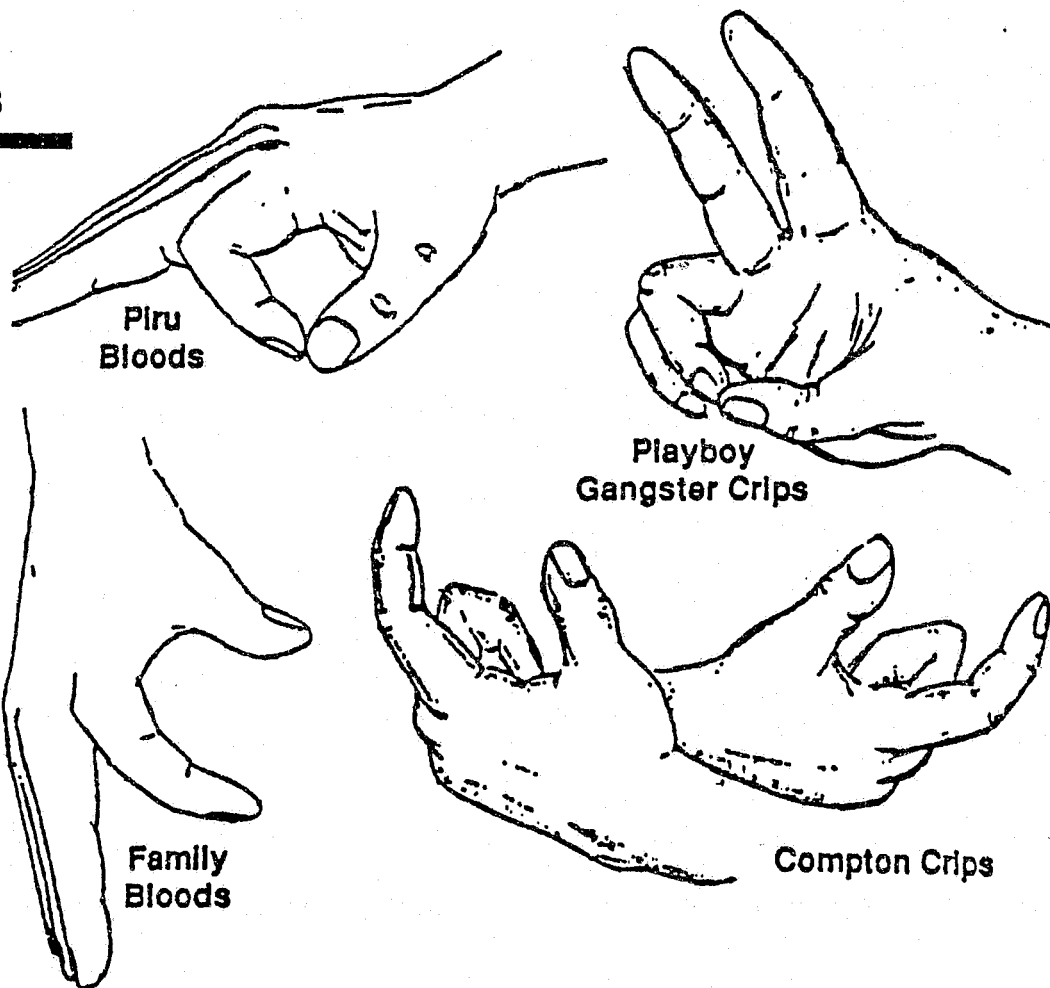
## Communications: Language and Hand Signs

Both Crips and Bloods have their own rules for speaking or writing to fellow gang members, homeboys. "Homeboy" is another name for fellow gang members.

Crips use the letter "C" in place of the letter "B" in words used, i.e., "because" becomes "cecause." Bloods on the other hand use "B" instead of "C", i.e., "cigarette" becomes "bigarette." The word "cuzz" is used by Crips to acknowledge one another as Crips. The word "brother" or "Blood" is used by the Bloods to do the same.

When greeting one another on the street or at gatherings, each group has their own hand signs. By using this signal, they can show their allegiance and know their enemies.

## Hand Signs



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## Identifying Gangs And Youth At-Risk

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Education is one of the key issues in the prevention of gang-related crime. In an effort to enhance knowledge among teachers and parents, we have prepared some tips and information for your use. These may help to identify youth at-risk who may possibly be involved in gang activity.

The following are some items that may assist you in identifying a youth at risk:

Staying away from home and/or school for days at a time

Unexplained wealth

Abrupt change in personality

Decline in grades

Radical change in friends

Alcohol or drug abuse

Late hours

Graffiti in the bedroom or on personal property, such as posters and notebooks

Note: Graffiti is a very visible consistent trait among youth gangs

Hand signals and/or symbolism

A change in vocabulary, including a high use of nicknames

An apparent dress code, style, color or item of clothing which is consistent with more than one individual

Increased violence, including an eagerness to be confrontational

If a combination of these traits are observed - intervention and active parenting is paramount! Remember, young people in trouble cry out in different ways. Crises don't just happen; they develop gradually. Recognizing the warning signs may help a youth resist trouble, arrest, injury and even death.

## Facts About Crack Cocaine

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During the past several years, cocaine use has increased dramatically. The National Institute on Drug Abuse estimates that:

5,000 people try the drug for the first time each day.

More than 20 million have used the drug at some time.

More than 1 million are currently addicted to cocaine.



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## What Is Crack/ Cocaine?

It should be made clear that "crack" or "rock" (as it is called on the West Coast) is cocaine. It is not a separate drug. Rather, it is a solid, relatively pure, and therefore potent form of powdered cocaine (cocaine hydrochloride).

Cocaine is a local anesthetic and central nervous system stimulant made from the leaves of the coca shrub. As a drug of abuse, it has a long and not unglamorous history. Known as the "king of drugs" because of its scarcity and cost, cocaine was used by a limited number of Americans until the 1970s. Cocaine prices have dropped dramatically in the last few years, while the level of purity has risen. The drug now has a large clientele, covering most socioeconomic classes and age groups. Particularly significant is the recent increase of youthful abuse and growing availability of smokeable cocaine ("crack" or "rock").

After being smuggled into the United States, cocaine is usually adulterated, or "cut" many times before reaching the average abuser. The most common cocaine adulterant is mannitol. Others are lactose, dextrose, inositol (a vitamin B complex); and a variety of other drugs, including local anesthetics such as procaine, benzocaine, or lidocaine, and amphetamines, PCP, even strychnine. Talc, which can scar the lungs, is used occasionally.

## How Cocaine Is Used

Cocaine can be smoked, inhaled or injected. The first two methods are the most popular. To smoke cocaine, the powder is chemically converted through a process known as "freebasing". The end product is then smoked, usually in a glass pipe. Occasionally, it is ground and sprinkled on marijuana, hashish or tobacco. "Crack" is the end product of freebasing. One or two crystals are normally packaged in a small plastic vial or plastic bag and sold for as little as five or ten dollars.

By smoking the drug, the user absorbs large amounts of cocaine almost instantly. Smoking cocaine is the most dangerous form of administration. It has greater potential for overdose and development of psychological dependency. Smokers cannot control dosage and usually increase their intake rapidly so that habits costing \$100 or \$200 per day can develop quickly. Because of the monetary cost young people will usually sell possessions, shoplift, and steal from family and friends. Many will become lower level dealers to support their habits. "Swapping" sexual favors for the drug is not uncommon.

Cocaine is also administered nasally by "snorting" or inhaling small amounts. Regular users damage their nasal passages. Inflammation and ulcerations are common. In addition, users experience a dramatic increase in heart rate and blood pressure.

Users who inject cocaine find the effects almost as pronounced as smoking it. Through injections, concentrations can build rapidly in the bloodstream. Although the "rush" of injection is considered to be intensely pleasurable, the subsequent feelings of depression encourage repeated use. As a result, injected cocaine is more psychologically addicting than cocaine administered nasally. In addition, injecting of cocaine can produce skin abscesses and other problems (including AIDS and hepatitis) caused by the use of equipment that has not been sterilized. The initial effects of cocaine are usually pleasurable. The drug produces euphoria, feeling of well-being and increased confidence. Users have a sense of being



## The Effects Of Crack/Cocaine

more energetic and alert. They are often talkative, restless, and may become stimulated sensually.

The less attractive effects include irritability, loss of appetite, delusions of persecution and even hallucinations. Some users become psychotic and outbursts of violent behavior are not uncommon. As the effects diminish, users become depressed and the urge to continue administering the drug is strong.

Chronic use of cocaine can produce paranoid delusions and psychosis. Anxiety, depression, headaches, confusion, dry throat, dizziness and fainting are the initial symptoms of cocaine overdose. These are followed by profuse perspiration, unconsciousness and a weak, irregular pulse. Death by cardiac arrest, more frequently from respiratory arrest, can result from cocaine use. The number of cocaine fatalities has kept pace with the growing use of the drug.

## D.A.R.E: Drug Abuse & Resistance Education

Eight ways to say NO to drugs:

1. Say "No thanks"
2. Give an excuse or a reason
3. Broken Record
4. Walk Away
5. Change the Subject
6. Change the Situation
7. Cold Shoulder
8. Strength in Numbers



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# KING COUNTY D.A.R.E PROGRAM

DARE is a one hour a week, 17 week program of instruction taught to fifth and sixth grade students by specially trained uniformed police officers. DARE students are taught the skills necessary to say no to drug offers. Students learn the techniques used in peer pressure as well as those used by the alcohol and tobacco industries to make drugs look attractive. Students learn that personal and family problems can be a source of pressure that can lead to drug abuse. They are encouraged to participate in healthful activities with their families, school and community. These activities are contrasted with the consequences of drug abuse and gang membership. The DARE program is based on the concept that high self esteem is fundamental in taking a stand against drug abuse.

The King County Police Department has one of the largest commitments to DARE in the Pacific Northwest. Each year, eleven full-time officers instruct over 160 classes, in 59 schools, represented by 13 school districts.

The King County Police Department adopted DARE in 1987. Since that time, 8,434 children have become DARE graduates. By the end of June, 1990, over 12,500 children will have graduated from DARE. The Department's DARE program has now expanded and will reach over 7,600 children a year. Our goal is to teach every elementary school student in unincorporated King County prior to going on to middle school.

The King County Police Department is proud to list the following school districts as participants in the DARE program: North Shore, Shoreline, Lake Washington, River View, Renton, Kent, Issaquah, Tahoma, Enumclaw, Auburn, Highline and Federal Way. Since that time, 8,434 children have become DARE graduates. By the end of June, 1990, over 12,500 children will have graduated from DARE.



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## 20 Ways To Encourage Your Children To Be Drug Free

1. Always make an effort to eat together as a family.
2. Have regular family outings which occur weekly, monthly, or annually that they can look forward to as a family unit.
3. Talk with your children not at them. Listen especially when they jabber incessantly, they do have important things to say.
4. Praise their positive behaviors, punish them fairly, with dignity, in private.
5. Let them solve their own problems and encourage them to make their own decisions.
6. It's your responsibility to teach them the moral and spiritual values they need for life. Don't leave it to the schools and church. Set the example yourself.
7. Allow your child to experience cold, fatigue, adventure, injury, risk, challenge, experimentation, failure, frustration, discouragement in life. You can't do it for them.
8. Reassure them that you will always love them and will be there for them even if they try drugs.
9. Encourage them to do well in school, try their best and be proud of their efforts.
10. Give them a clear message of their responsibilities in keeping a clean room and having good personal hygiene. Set the example.
11. Encourage your child to talk about their feelings. Then listen.
12. Teach them examples of the word consequence.
13. Be careful your child understands that mistakes are made by everyone.
14. When you are asked "why", take the time to explain the reason and consequences of the request.
15. Teach your child that while you are not perfect you try hard at being successful.
16. Keep your home the safest refuge for your family. Ensure no other place is as attractive.
17. Always say you love them and show it by your actions. Discuss your feelings often.
18. Set an example with hugs and display your affection.
19. Always be positive and give them the benefit of the doubt.
20. Explain that trust is earned by positive behaviors.



# Controlled Substances: Uses and Effects

DRUG ENFORCEMENT ADMINISTRATION - UNITED STATES DEPARTMENT OF JUSTICE

Drugs	Schedule	Often Prescribed Brand Names	Medical Uses	Dependence Physical	Potential: Psychological	Tolerance	Duration of Effects (in hours)	Usual Methods of Administration	Possible Effects	Effects of Overdose	Withdrawal Syndrome
Opium	II	Dover's Powder, Paregoric	Analgesic, antidiarrheal	High	High	Yes	3 to 6	Oral, smoked	Euphoria, drowsiness, respiratory depression, constricted pupils, nausea	Slow and shallow breathing, clammy skin, convulsions, coma, possible death	Watery eyes, runny nose, yawning, loss of appetite, irritability, tremors, panic, chills and sweating, cramps, nausea
Morphine	II	Morphine	Analgesic	High	High	Yes	3 to 6	Injected, smoked			
Codaine	II III V	Codaine	Analgesic, antitussive	Moderate	Moderate	Yes	3 to 6	Oral, injected			
Heroin	I	None	None	High	High	Yes	3 to 6	Injected, sniffed			
Meperidine (Pethidine)	II	Demerol, Pethadol	Analgesic	High	High	Yes	3 to 6	Oral, injected			
Methadone	II	Dolophine, Methadone, Methadose	Analgesic, heroin substitute	High	High	Yes	12 to 24	Oral, injected			
Other Narcotics	I II III IV	Dilaudid, Lortine, Numorphan, Percodan	Analgesic, antidiarrheal, antitussive	High	High	Yes	3 to 6	Oral, injected			
Chloral Hydrate	IV	Noctec, Somnos	Hypnotic	Moderate	Moderate	Probable	5 to 8	Oral	Slurred speech, disorientation, drunken behavior without odor of alcohol	Shallow respiration, cold and clammy skin, dilated pupils, weak and rapid pulse, coma, possible death	Anxiety, insomnia, tremors, delirium, convulsions, possible death
Barbiturates	II III IV	Amytal, Butisol, Nembutal, Phenobarbital, Secoral, Tuinal	Anesthetic, anti-convulsant, sedation, sleep	High	High	Yes	1 to 10	Oral, injected			
Guanethidine	III	Doriden	Sedation, sleep	High	High	Yes	4 to 6	Oral			
Methaqualone	II	Opdmi, Paral, Quaalude, Somnifac, Sopor	Sedation, sleep	High	High	Yes	4 to 8	Oral			
Minor Tranquilizers	IV	Ahvan, Azene, Equanil, Librium, Miltown, Serax, Tranxene, Valium, Valtran	Anti-anxiety, muscle relaxant, sedation	Moderate	Moderate	Yes	4 to 8	Oral			
Other Depressants	III IV	Clonopin, Dalmane, Domnam, Noludar, Placidyl, Valmid	Anti-anxiety, sedation, sleep	Possible	Possible	Yes	4 to 8	Oral			
Cocaine	II	Cocaine	Local anesthetic	Possible	High	Yes	2	Injected, sniffed	Increased alertness, excitation, euphoria, dilated pupils, increased pulse rate and blood pressure, insomnia, loss of appetite	Agitation, increase in body temperature, hallucinations, convulsions, possible death	Apathy, long periods of sleep, irritability, depression, disorientation
Amphetamines	II III	Benzedrine, Biphentamine, Desoxyn, Dexedrine	Hyperkinetics, narcolepsy, weight control	Possible	High	Yes	2 to 4	Oral, injected			
Phenmetrazine	II	Preludin	Weight control	Possible	High	Yes	2 to 4	Oral			
Methyphenidate	II	Ritalin	Hyperkinetics	Possible	High	Yes	2 to 4	Oral			
Other Stimulants	III IV	Bacarse, Cylert, Didrex, Ionamin, Plegine, Pondimin, Pre-Sate, Sanorex, Viorant	Weight Control	Possible	Possible	Yes	2 to 4	Oral			
LSD	I	None	None	None	Degree unknown	Yes	Variable	Oral	Illusions and hallucinations (with exception of MDA); poor perception of time and distance	Longer, more intense "trip" episodes, psychosis, possible death	Withdrawal syndrome not reported
Mescaline	I	None	None	None	Degree unknown	Yes	Variable	Oral, injected			
Psilocybin-Psilocyn	I	None	None	None	Degree unknown	Yes	Variable	Oral			
MDA	I	None	None	None	Degree unknown	Yes	Variable	Oral, injected, sniffed			
PCP	II	Semylan	Veterinary anesthetic	None	Degree unknown	Yes	Variable	Oral, injected, smoked			
Other Hallucinogens	I	None	None	None	Degree unknown	Yes	Variable	Oral, injected, sniffed			
Marijuana/Heshish	I	None	None	Degree unknown	Moderate	Yes	2 to 4	Oral, smoked	Euphoria, relaxed inhibitions, increased appetite	Fatigue, paranoia, possible psychosis	Insomnia, hyperactivity, decreased appetite



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## **What Can We Do To Protect Our Kids?**

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In areas where gang activity is high, responsible adult supervision is critical. Parents must learn about the early signs of gang involvement and must spend quality time with their children, listening to them and providing good role models.

### **LAW ENFORCEMENT STRATEGIES**

Law enforcement strategies include establishing a visible patrol, developing accurate gang intelligence, following up on rumors, cooperating with schools and, most importantly, keeping in touch with the latest information on gangs from around the country.

Gangs like to infiltrate communities where law enforcement officers are not as well trained to work with gangs, where there are "easier pickings", where it is easier to intimidate other drug dealers, and where there is less gang rivalry and more potential for profit.

Because of the gangs' expansion across the country, a special need exists for a national gang information network. Profiling and documenting gang members is critical, as is police officer training that includes learning effective gang investigation techniques, how to read graffiti and how to track pending gang conflicts.

### **PROSECUTION, PROBATION AND PAROLE STRATEGIES**

Prosecution strategies include vertical prosecution, witness protection plans and information networks. Many jurisdictions are now doing a better job of enforcing existing laws relative to safe school/park zones, national and state drug laws and local curfew laws.

### **WHAT SCHOOLS CAN DO**

There are so many things that can be done to keep kids from joining gangs. Teachers should learn techniques for enhancing children's self-esteem and that children should be taught better communications skills.

Teaching self-esteem and communications skills may help students resist the lure of gangs - but what about those who have started to act like gang members? There is one thing and only one thing that school districts should do when they see just the barest suggestion of a gang problem; and that is to come down on it like a ton of bricks, as if the problems of Los Angeles were just around the corner.

For example, a student displaying gang colors should be expelled, even though such misbehavior may seem relatively minor. The problem with gangs is that they don't grow arithmetically, they grow geometrically. And nothing is worth jeopardizing an entire educational system, not the welfare of one kid or the welfare of 10 or 20 kids. Schools in Los Angeles that have gang problems barely function, and that can happen very quickly.

### **WHAT COMMUNITIES CAN DO**

Most experts agree that community involvement is key to suppressing gang problems before they start. At its most basic level, a community that expresses strong disapproval of gang activities can help protect itself. In addition, private



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citizens must decide on their community's priorities, a question that can be answered by voting on a particular ballot measure or by getting involved in governmental decision making.

By establishing programs that teach them interpersonal skills and self-esteem, by creating recreational and extracurricular activities, by teaching their parents how to help their children live productive lives, and by using law enforcement and the criminal justice system to keep hard core gang members off the streets, communities throughout the country can fight their gang problems - before they get out of control. The Los Angeles experience reinforces the maxim that the best defense is a timely offense.

### **A SYSTEMIC APPROACH**

The gang problem is not merely a school problem; it is a community problem - a national challenge. Responding to gangs requires a systemic, comprehensive and collaborative approach that incorporates prevention, intervention and suppression strategies. While each strategy has a specific vision and pressing mandate, the greatest hope is on the prevention side, for only by keeping children from joining gangs in the first place will we be able to halt the rising tide of terror and violence that gangs represent.

## **Esteem Adds To Child's Success**

**by Carl M. Cannon  
Knight-Ridder  
Newspapers**

WASHINGTON - When California Assemblyman John Vasconcellos proposed spending millions to promote self-esteem among Californians, a lot of people poked fun at him

But self-esteem is no joke. Among professionals who spend their lives trying to help the troubled children of America, a consensus is emerging: instilling self-esteem is the most effective way to combat illiteracy, drug use, unwanted pregnancy and violence among the nations young.

In a year when concern over the nation's children is paramount in the White House, Congress and state capitals across the country, this is an approach that offers hope.

Ask Jack Lawn about drugs. He's a no-nonsense narcotics officer and former high school basketball coach who is the administrator of the federal Drug Enforce-

ment Administration. Three years ago, Lawn began dispatching his agents into high schools where they sought out student role models, usually athletes, to convince their peers of the perils of drug use.

But "it doesn't work with kids who have no sense of self-worth," Lawn says. "They won't stop using crack even if they know it's killing them.

Ask Gina Barclay McLaughlin about teen-age pregnancy. "It's difficult to make responsible decisions, to use any of the options in life if you don't feel good about yourself," says McLaughlin, an educational psychologist in Chicago. She is trying to instill a sense of self-worth in 200 babies and their mothers - mostly unmarried teenagers who live in the Robert Taylor Homes housing project.

Ask educator Sol Gordon about teenage illiteracy.



## Esteem (continued)

"It's also practically impossible to teach students with low self-esteem to read if they haven't learned how in the first or second grade," says Gordon, a San Francisco Bay Area psychologist, writer and professor emeritus at Syracuse University. "The plain fact is that it's excruciatingly boring to learn how to read at the age of 13, 14 or 15."

"Schools have tried all the 'methods' to teach teen-agers how to read except the best approach - taking steps to raise low self-esteem," Gordon says. "Kids with low self-esteem equate education with submission. They feel that people who are trying to educate them are trying to destroy them, to control them."

The California Task Force to Promote Self-Esteem, attempting to differentiate self-esteem from self-glorification, offers this definition: "Appreciating my own worth and importance, and having the character to be accountable for myself and to act responsibly toward others."

The primary place to learn it, of course, is at home. Until recently, policy-makers believed there was little they could do to intercede in families where kids were not gaining a sense of their own worth.

But that attitude is changing rapidly. Across the nation, hundreds of school districts, community organizations and welfare agencies are designing programs to give self-esteem. Some target teen-agers, some are aimed at preschool-age children while others try to reach pregnant women before their babies are born.

Here are three programs identified by numerous experts as examples of effective approaches.

### DENVER BOYS, GIRLS

This program, run by Denver Public Schools with financial help from the Rotary Club of Denver pairs students with a psychologist counselor

and a community volunteer who acts like a Big Brother or Big Sister.

In an era of sophisticated methods for determining "at risk" students, Denver does it the old fashioned way - teachers tip off the program to a student who is in trouble.

"You have to work with the whole child, with every aspect of their lives," says Margaret Fomer, coordinator of Denver Girls. "You name it, we do it. We're practically on call 24 hours a day.

Fomer said this can include making court appearances with the students, sending a student to summer camp or arranging for a family-abuse professional to intercede at home. Some problems are easy to address: One girl was being teased about her excessive body hair. Denver Girls paid for electrolysis.

Other students simply need an adult in their life who cares. "One very bright girl in the seventh-grade was getting straight F's. I came to her class and told her I would be there for her. Her father had died of alcoholism; her brother had quit school. But she turned around practically the next day. She's now in her second year at a community college," Fomer said.

Denver Boys began in 1946 to provide role models for 40 boys who had lost their fathers during World War II. But now, 43 years later, Denver Boys has a caseload of 185 boys with a waiting list of another 100.

One-third are black, one-third Hispanic and one-third Anglo; all are from poor and middle-class families. The program's goal is to help these students graduate, and it has achieved remarkable success.

In a district with a high-school dropout rate approaching 40 percent, only 8 percent of the students in Denver Girls dropped out of school.

### PARENTS AS PARTNERS

In Missouri, the state Board of Education is sending counselors into homes to teach parenting skills to first-time fathers and mothers. "We knew that even when we would come in with programs aimed at 3- and 4-year olds, we were already fixing what was broken," says Mildred Winter, director of Parents as Partners. "So we wanted to help the parents lay the foundation. We wanted to help them create children who were well-rounded, likeable human



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## Esteem (continued)

beings who were ready to learn when they entered school."

It began in 1981 as a pilot program in four school districts. In that first group were 350 families from poor to middle-class to upper-income. All of the mothers were in their last trimester of pregnancy when they joined the program. Those families with more serious problems, such as drug-dependency or mental instability, were referred to agencies for more intensive professional help. The rest were given instruction at home - or in follow-up phoned calls to counselors - in how to create "likable human beings:"

You can't spoil a young baby. "We told parents how important it is to respond to their infant's cries," Winter said, "to teach the newborn that somebody is wild about him." It's important to talk to the baby as much as possible. Immerse a child in language. Parents should respond to a baby's natural fascination with the human face. "And we encouraged them to have a sense of wonder about this miracle," Winter said. The results: The first class of 3-year-olds scored well ahead of a set of 3-year-olds not in the program on language, thinking skills, self-esteem and social competence.

Parents as Partners is now a statewide program - with 53,000 participating families.

### NATIONAL CENTER

The National Center for Clinical Infant Programs was established by mental-health professionals to pioneer methods to help troubled families in which the adults can barely function and the children hardly have a chance. The center worked with women who were typically unmarried, unemployed and abusing drugs. These women were suspicious of others, including their counselors, unable to cope with daily life and deeply hurt by the abuse and rejection that characterized their own childhoods.

In a painstaking, year-and-a-

half process involving weekly counseling of the mothers and personalized care for the babies, the center had limited success. Dr. Stanley Greenspan, the physician in charge of the study, believes that the percentage of poor families who need this kind of intensive help is much higher than anyone wants to believe, maybe as high as 5 percent to 10 percent



**"YOUTH GANGS GO SUBURBAN"**

**Executive Educator**

**National School Boards Association**

# Youth gangs aren't just a big-city problem anymore

BY ANTHONY MORIARTY  
AND THOMAS W. FLEMING

**T**IME WAS, suburban school executives could simply dismiss talk of Crips and Bloods, of Vice Lords and Black Gangster Disciples. Gangs, they reasoned, were a problem only urban school systems faced.

No more. Ronald Stephens, executive director of the National School Safety Center in Encino, Calif., underscores what many suburban school officials and police officers already know: Youth gangs are no longer the exclusive problem of large metropolitan areas. Suburban communities—with their lucrative drug markets—are vulnerable to this problem, too.

Suburban school officials who battle gangs by trying to pinpoint the "outsiders" are looking in the wrong direction, though. Here in Park Forest, Ill. (a suburb of Chicago), we've found that gangs typically don't invade suburban schools from the outside, sending out gang members to recruit new members and extending their territory. Instead, gangs grow up almost spontaneously within schools by default rather than by design. And the catalysts are most likely to be transfer students from the city, marginally acquainted with gang paraphernalia and desperately trying to impress their new peers.

## Seeking a better life

Call it the newcomer syndrome. With their promise of safety and economic opportunity, the suburbs around most large cities have become a powerful attraction

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for many city residents. Often, in fact, inner-city parents move their families to the suburbs or send their children to live with a grandparent or other relative in a suburban community to escape urban problems. Determined to protect their youngsters from the influences of street gangs and to give their youngsters a better education, these parents will break up their families so their children can live in the safer suburbs.

In our experience, though, inner-city youngsters who enter a suburban school system sometimes find themselves at a significant disadvantage, both academically and socially. Their families might not have the incomes many suburban

families do, and the schools they've attended might not have prepared them to cope with the academic demands of a comprehensive suburban high school. In many cases, they can't excel on the athletic field, either. Lacking the skill, experience, and coaching of many of their suburban counterparts, many newcomers don't make the team and have little other opportunity to play.

These students are in an extremely precarious position. Like all teenagers, they want their peers to accept or recognize them—and they'll find a means of acceptance one way or another. Given no other opportunity to feel adequate—to feel like they belong—these students are likely to

(Continued on Page 15) 13  
Column 2



## Street gangs are big business—

"COMING SOON, to a neighborhood near you." That's the line Ronald Stephens, executive director of the National School Safety Center, uses to emphasize the point that no school system is immune to gangs and gang violence.

Stephens, who's helped school systems across the U.S. develop programs to identify and thwart gang activity, in fact reports that today's gang threat is more than news media hype: Going beyond copycat groups to sophisticated, and often violent, drug-marketing operations, gangs are a significant threat to the safety and well-being of U.S. schools and communities, according to Stephens.

Once confined to the nation's largest cities—Los Angeles, New York, Chicago, Philadelphia—gangs have now moved into the so-called "second-tier" cities of Minneapolis, Des Moines, Phoenix, Cleveland, and Detroit, expanding their territory to expand their lucrative drug trade. Two years ago, in fact, Stephens says, law enforcement officials caught members of the Crips, a Los Angeles gang, conducting drug-sales seminars in St. Louis.

Nor are small towns immune, for reasons Stephens quickly ticks off: more money, more power ("It's easier to be intimidating in a small town," he conjectures), less gang rivalry, and, often, less police presence.

Irving Spergel, professor of sociology at the University of Chicago, concurs: Gang activity is something schools must watch. "It's clearly a problem, it's clearly spreading, and it's clearly serious," says Spergel, who recently completed a study of gang activity in 45 U.S. cities. (His research was done in cooperation with the U.S. Department of Justice.) Among Spergel's findings:

□ Gangs have spread from the central city to the suburbs and smaller towns and to different regions of the country. Fueling the movement: demographic shifts and, perhaps, an attempt to expand lucrative drug markets.

□ Hard-core gang activity—drug trafficking and violence—is largely the province of older kids. "All the statistics that we've seen," says Spergel, "show no evidence that young kids—14-year-olds—are involved in violence," even in drive-by shootings. Instead, in cities such as Los Angeles, San Diego, and Chicago, the victims are typically in their early 20s, and the killers or assailants are about 19.

□ Violence is not as serious in the suburbs. According to Spergel, when gangs move into the suburbs and set up drug operations, gang violence levels off, but robberies and burglaries increase as people seek money to buy drugs.

□ Gangs are likely to take shape wherever there's ethnic or racial change. "The typical scenario takes place where blacks and Hispanics move in and the dominant whites have a difficult time with that kind of change," Spergel contends. The newcomers band together for support, then get defensive, and gradually become more cohesive.

Another trend noted nationwide, according to the *New York Times*, is that a growing number of affluent white youngsters have become attracted to gangs. Among their reasons: self-defense against established gangs, the fast-lane allure of drugs and money, and broken families that lead even the well-to-do to search for a sense of group identity.

Ironically, although precise numbers are difficult to pin down, potential solutions to the gang problem are more clear cut. "Straight suppression and straight intervention just don't work," contends Spergel, who will use his research to develop guidelines for model gang prevention programs for the Justice Department. The most successful programs, he maintains, are communitywide efforts that help younger kids do better in school and provide older kids with training programs and jobs. Says Spergel: "Gangs are orphan institu-

## and growing

tions. When kids aren't making it in other institutions [such as school and the working world], then they turn to gangs with all their status, excitement, and even money."

Close collaboration among police officers, juvenile justice officials, social workers, businesses, community groups, and schools is essential. Portland, Ore., for example, regained its streets from gangs with just such an umbrella program. (The program is known as Safe Streets.)

Good advice is to start early, targeting youngsters in the tempestuous middle school years, or even before. This year, for example, the Los Angeles Unified Schools will pilot a new gang-prevention program, called Project SOAR, in grades three through five.

For Stephens, the challenge facing parents and teachers is to stay current and learn to recognize the signs gangs send out. These can include specific gang-related colors, clothing, and hair styles, as well as graffiti. What starts with colors and beepers can escalate to drugs and violence.

Typically, though, the early warnings are lost on school people and parents, who simply aren't gang literate. "School people didn't grow up with the gang mentality," Stephens says. "Through no fault of theirs, times have changed."

In-service programs and teacher training typically haven't kept pace, though. Continues Stephens: "We're still training teachers to use slide projectors when they need to know more about classroom management and dealing with the habitual offender."

Combatting gangs, he says, requires a three-pronged approach: being aware of what's going on, establishing rapport with community groups and public agencies to seek common solutions, and enlisting the support of youngsters in the schools. "Kids want to attend a school that's safe, too," Stephens concludes. —  
*Donna Harrington-Lueker*

revert to the trappings of "the old neighborhood." For some, this means exploiting the knowledge of gang language and symbols they recognize from the city. (Student transfers are not the only reason gang activity is growing in the suburbs, of course, and some of those other reasons are explored in the story starting on page 14.)

Put another way, these inner-city youngsters know why they have been sent to the suburbs: to avoid gangs and get a better education. When that so-called "better" education becomes a major source of intimidation, however, gangs become attractive.

And this raises a second problem: Marginal students who are established residents of the suburban community are likely to be intrigued by the new student who flaunts gang symbols. Most schools have a group of students who remain on the periphery of school life. Limited in both academic and athletic ability, these kids spend a lot of time hanging out and looking for things to do—and they are vulnerable to whatever influence comes their way. An alleged gang member will certainly be an attraction to them, if only as an antidote to their boredom.

With a group of youngsters gathering around, the displaced student from the city gains a sense of importance and leadership status that suburban life might otherwise deny him—status higher than he could have achieved in a city gang. Suddenly, he begins to realize that suburban life is not so bad after all. He can find power within the school walls, and he does not need to meet the school's expectations to satisfy his own needs.

To succeed, any plan for gang prevention must address both the student who serves as the nucleus of a suburban gang and those students who are drawn to the gang life.

### A 10-step plan

What might a gang-prevention plan look like? We've identified 10 strategies for addressing the problems of gang influence in suburban schools, and we're confident that if schools adopt these strategies, they'll go a long way toward making themselves gang-proof. In fact, schools that follow these strategies will become the one place where young people can be guaranteed safety and full protection from a problem that has plagued our society for too long. Here are our 10 gang-prevention strategies:

1. Be honest. Admit to the potential for problems in your school. All suburban

schools, regardless of their racial or ethnic populations, are vulnerable to gangs. Denying this fact simply increases your vulnerability. Some school executives put a higher priority on maintaining a squeaky-clean reputation with the public than on preventing gangs. But this narrow view of community relations overlooks the fact that the community can be the school's greatest ally.

In our experience, most communities will judge school officials as perceptive and enlightened if they address the issue of suburban gangs before their schools have a problem. School officials also are more likely to obtain community support for their antigang efforts if they accurately

### YOUR VERDICT, PLEASE

You might find this article controversial. Let us and your colleagues from across North America know your reactions. Turn to the reader reply card, and give us your verdict. We'll publish a roundup of the results in a later issue of THE EXECUTIVE EDUCATOR.

apprise community leaders about the seriousness of the phenomenon before any problem occurs. Community leadership is a powerful force. The school official who doesn't play straight with community leaders is in serious trouble.

2. Get smart. School executives need to become aware of the myriad of gang symbols and paraphernalia. Example: Street gangs have a language all their own, and they'll test your ability to understand it. The biggest victory a young gang member can score in a school is to walk by the principal flaunting gang colors—and come away unscathed. Such ignorance sends a clear message: It tells gang members your school is vulnerable to their territorial battles.

School policies should state clearly that the school will not tolerate gang symbols, paraphernalia, or any communication in gang language. (You might even recommend adopting a policy that makes any display of gang colors in the school cause for expulsion, although it probably would be prudent to consult with the school attorney before you do.) Such policies will present serious problems for gang members intent on territorial marking, recruitment, and intimidation. They let gang members know they must leave their colors at the door if they are to come to your school.

3. Identify your school's leaders, and get them on your side. We recommend



severely penalizing any student who affiliates with a gang. But at the same time, schools should increase the rewards for youngsters who resist gang influence and use their leadership ability to advance the school's goals and objectives. School executives are sometimes too quick to go to war with a potential gang leader, and in doing so, they forget the value of co-opting the adversary—an effective political strategy. Students who believe they're important to the school and who are doing useful things are less likely to find gangs appealing. It's good management, in other words, to identify leadership potential (especially among marginal students) and use it to the greater good of the school.

4. Don't close your doors at 3:15. To address the needs of marginal students who might be vulnerable to gangs, devise ways to keep students involved after regular school hours. All too often, these young people are on their own after school. Many of them come from single-parent families; their parents work long hours and don't have time to supervise or help coordinate after-school activities. What's more, these students often lack the talent to become members of the drama or debating club or the football team—and they aren't likely to volunteer for any activities you might provide. You'll have to seek these youngsters out and give them a highly structured program. For example, Rich East High School runs a daily 30-minute tutorial period, during which teachers must be in their rooms and no activities may begin.

5. Work with the police. Effective communication with law enforcement officials has several advantages. First, the local police department has a wealth of information and expertise about crime in the community. In addition, the police department can inform school personnel of the latest trends among local gangs and usually is willing to help school officials with in-service programs on gangs. Police officers also might be available to provide security and liaison services.

We have found that the presence of police officers serves as an excellent deterrent to gangs—especially if the officers work to develop positive relationships with marginal students, who are most vulnerable to problems of gang activity (see "We made police power a positive force in our schools," February 1989). We're convinced youngsters will feel greater conflict at the prospect of joining a gang if they have good relationships with local police officers.

6. Involve transfer students. Give new students activities and opportunities that will help them feel they belong. A well-designed program (which might include peer intervention) will help new youngsters acclimate—and help school officials identify student leaders and put their leadership to work in a positive direction.

7. Educate your teaching staff. Any effective staff development program must include a unit on the latest gang activity in your community. Ask law enforcement personnel to update teachers periodically with the latest information on gang symbols. Young people are not likely to flaunt gang symbols and other identifiers in the presence of knowledgeable teachers. Gangs thrive on ignorance, and that means knowledge is the teacher's most important asset.

8. Get parents on your side. Parent



support is critical to eliminating gang influence in the schools, but parent education is one of the most neglected areas of gang prevention. Parents have to learn to recognize the early signs of gang involvement, too, but so far, many schools have been reluctant to take responsibility for spreading the word. Providing parent education sessions is an excellent tactical move: Not only do such sessions help build alliances between school and community, but they help parents become more perceptive, especially during early stages of gang involvement. Also, parent education is an opportunity to coordinate an activity with law enforcement and local government to convey to parents a consistent message about gangs.

A common problem school officials have with parents is their tendency to rationalize unacceptable behavior with the excuse that the kids are "just playing" or "will grow out of it." Such excuses can allow gang activity to thrive—and they can create a frustrating and potentially adversarial relationship between parents and schools. Addressing the issue of parent education only after serious problems have occurred is asking for trouble.

9. Find role models. Youngsters need more positive role models. Often, for example, educators and law enforcement personnel are the only authority figures many children see outside the home. In many suburban school systems, the number of minority teachers—especially males—is clearly inadequate. For example, black students make up about 11 percent of the secondary school population in Illinois, exclusive of Chicago. But only 4.3 percent of the teachers in this area are black. It's easy to rationalize this minority dearth by bemoaning the paucity of applicants. More productive is developing contacts and rapport with colleges of education and among current minority staff members.

10. Provide career counseling for marginal students. Reluctant learners are motivated only to the extent they see learning as meaningful—that is, relevant to their personal futures. All students need to see school as meaningful, especially those who are at risk of becoming involved in gangs. We recommend developing a career program with a specific goal of helping at-risk students find a meaningful connection between their current experiences at school and their futures. Young people who have acquired a sense of purpose and direction in their lives are much more likely to take school seriously—and much less likely to give in to gangs. ■

# Legal Issues

OSL1568

# **Legal Problems Involving Drugs and Gangs**

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## **Outline**

- Discussion of Legal Problems and Concerns**
- Presentation of Federal Legal Standards**
  - Search and Seizure**
  - Liability**
  - Confidentiality**

# **Legal Problems Involving Drugs and Gangs (Cont'd)**

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## **Outline**

- Presentation of Local Legal Standards**
- Presentation and Discussion of Model Programs**
  - Drug Free Zones**
  - Rico**
- Questions and Resource Sharing**

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**What are your legal problems and concerns?**

**What gets in the way of your enforcement model?**

# **Legal Standards**

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**Search and Seizure**

**Probable Cause**

**vs.**

**Reasonable**

**Suspicion**

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**Higher State /  
Local Standards**

**vs.**

**Federal Standards**

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**Common Law**

**vs.**

**Statutory Civil  
Rights**

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**Reasonable  
Expectation of  
Privacy  
vs.  
Plain View**

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# Duty of Care

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- As to Hazards
- As to Persons
- To Supervise
- To Warn
- To Correct

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- **The liability of each defendant will depend on the degree of care he owes in the fact situation alleged; plaintiffs may be able to plead the breach of personal duty as to each defendant in the misfeasance or nonfeasance averred.**

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**"Every person who, under color of any statute, ordinance, regulation, custom, or usage, of any State or Territory, subjects, or causes to be subjected, any citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action at law, suit in equity, or other proper proceeding for redress."  
U. S. C. Section 1983.**

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- **The settled common-law principle that a judge is immune from liability for damages for his judicial act was not abolished by @ 1983. Cf. Tenney vs. Brandhove, 34-1 U.S. 367.**
  - **The defense of good faith and probable cause which is available to police officers in a common-law action for false arrest and imprisonment is also available in an action under @ 1983. Peirson vs. Ray 386 U.S. 54-7 (1967).**

# Juvenile Record Sharing

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- "The decisions we make are no better than the information we have."
- Responding to the needs of juvenile offenders in school requires good information.

# Problems

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- **Juvenile Justice System Protects Privacy of Offenders Such That Society Is Often at Risk**
- **Privacy Laws Currently Impede Information Sharing**
- **High Degree of Record Privacy Makes Offenders Immune for Their Acts**

# **Purpose of Confidentiality Laws**

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- Avoid Stigmatization**
- Prompt Rehabilitation**



# Issues

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- **How to organize info network that can be shared on a routine ongoing basis?**
- **What info should be disclosed and which should be confidential?**

# **Ideal Model**

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- School Would Have Info of Juvenile's Past Criminal Activities**
- Law Enforcement Agencies Would Have Info on Student Performance**

1989 LOUISIANA ADVANCE LEGISLATIVE SERVICE

REGULAR SESSION, 1989

ACT 171  
SENATE BILL NO. 8

1989 La. ALS 171; 1989 La. Act No. 171; 1989 La. SB 8

A. The legislature finds that the use and abuse of alcohol, drugs, and other substances among the children of school age in this state is a problem of serious concern and destructive societal impact and that the incidence of alcohol, drug, and substance abuse among the young is high. Substance abuse leads to serious consequences and impairs one's ability to perform normally and productively in his educational and social environment. The legislature also finds that dependence on alcohol, drug, or other substances is an illness that can be prevented, identified, and treated. The legislature further finds that substantial alleviation of these problems may result from the development and implementation of comprehensive education programs and counseling in the public school systems of this state, combined with an enhanced law enforcement effort in the area of schools.

B. The purpose of this Part is to create a comprehensive program of alcohol, drug, and substance abuse prevention and education, which brings together the education system and the criminal justice system to educate, prevent, and punish such abuses, culminating in a drug free zone in and around the public schools in the state. The existence of such zones should enhance the whole community by bringing a clear-minded student into an environment more conducive to learning.

@ 403. Section on drug free schools and communities; program; section administrator; counselors

A. The State Board of Elementary and Secondary Education and the state superintendent of education shall establish and maintain within the bureau of student services of the state Department of Education a separate program section which shall be designated as the section on drug free schools and communities. The board shall adopt such rules and regulations as are necessary to establish, operate, and maintain a state-wide alcohol, drug, and substance abuse education program for the benefit of students attending the schools of this state. The program may be extended to benefit adult citizens through adult education programs. The program shall be administered through the schools.

B. There shall be a section administrator of the section on drug free schools and communities who shall be appointed by the superintendent. The section administrator shall administer and be responsible for the affairs of the section on drug free schools and communities and the state-wide alcohol, drug, and substance abuse education program.

C.(1) There shall be alcohol, drug, and substance abuse counselors in every school system who regularly visit every secondary school and elementary school at a maximum of four schools to one counselor, for the purpose of counseling students who have been identified as having an alcohol, drug, or

substance abuse problem. The duties of each counselor shall be coordinated by the section on drug free schools and communities and each employing parish or city school system.

**@ 404. Establishment of programs of substance abuse**

A. Each city and parish school board shall establish and maintain in every school such grade appropriate programs of alcohol, drug, and substance abuse prevention, education, information, and counseling as are developed by the section on drug free schools and communities, and approved by the State Board of Elementary and Secondary Education for inclusion in the school program as required in Subsection B of this Section.

B.(1) The state superintendent of education, with the approval of the State Board of Elementary and Secondary Education, shall develop, furnish to local school boards, and coordinate the implementation of the programs required by this Section. Such programs shall be included in the school program such that every student is involved for a minimum of eight contact hours every school year. Each city and parish school system shall enact policies and procedures for implementation of such programs.

(2) In addition, the section on drug free schools and communities shall develop and make available to each school system development programs for teachers and other staff. Such programs shall include procedures for identifying students who exhibit signs of misuse or abuse of such substances and for referral for counseling or treatment, as an alternative to other disciplinary procedures and sanctions provided by law, or in other cases where such referral would be appropriate.

C. The state superintendent of education and the State Board of Elementary and Secondary Education through the section on drug free schools and communities shall continually study the existing programs, resources, and needs of school districts, and shall utilize this data and local school personnel in the development of a state plan and minimum standards for alcohol, drug and substance abuse prevention and education programs required in Subsection A of this Section.

D. Any minor who is a student enrolled in any public or private elementary, secondary, vocational-technical, training, special school or institution in Louisiana who is identified as having a substance abuse problem or who is involved in the production, manufacture, possession, distribution, or dispensation of any controlled dangerous substance shall be required to participate in the school drug counseling program as provided in this Section in addition to any other penalties as provided by law. However, nothing herein shall prevent the student from participating in any other drug counseling program in lieu of the one in his school, provided such program is approved by the school system.

**@ 405. Drug free zone; notice; signs**

A. A drug free zone is an area inclusive of any property used for school purposes by any school, within one thousand feet of any such property, and school buses. For purposes of this Section, "school" means any public or

private elementary, secondary, or vocational-technical school in Louisiana and "school property" means all property used for school purposes, including but not limited to school playgrounds.

B. The local governing authority which has jurisdiction over zoning matters in which each drug free zone is located shall publish a map clearly indicating the boundaries of each drug free zone in accordance with the specifications in Subsection A. The drug free zone map shall be made an official public document and placed with the clerk of court for the parish or parishes in which the drug free zone is located.

C.(1) The state superintendent of education, with the approval of the State Board of Elementary and Secondary Education, shall develop a method by which to mark drug free zones, including the use of signs or other markings suitable to the situation. Signs or other markings shall be located in a visible manner on or near each school and in each school bus indicating that such area is a drug free zone, that such zone extends to one thousand feet of school property, and that a felony violation of the Uniform Controlled Dangerous Substances Law will subject the offender to severe penalties under law. The state Department of Education shall assist each school system with providing for the posting required in this Subsection.

(2) The Department of Public Safety and Corrections shall coordinate and provide rules for the establishment of toll free telephone numbers for use in submitting anonymous information regarding drug activity to local law enforcement agencies. Such telephone numbers shall be displayed on the drug free zone signs which shall be manufactured in correctional institutions subject to the regulation of the office of corrections in the Department of Public Safety and Corrections.

(D)(1) It shall be unlawful for any person to cover, remove, deface, alter, or destroy any sign or other marking identifying a drug free zone as provided in this Section.

(2) Any violation of this Subsection shall be punishable by a fine of not more than one thousand dollars or by a jail sentence of not more than six months, or both.

**@ 981.3. Violation of Controlled Dangerous Substances Law on or near school property**

A. Any person who violates a felony provision of R.S. 40:966 through R.S. 40:970 of the Uniform Controlled Dangerous Substances Law while on any property used for school purposes by any school, within one thousand feet of any such property, or while on a school bus shall, upon conviction, be punished in accordance with Subsection E.

B. Lack of knowledge that the prohibited act occurred on or within one thousand feet of school property shall not be a defense.

C. For purposes of this Section:

(1) "School" means any public or private elementary, secondary, or vocational-technical school in Louisiana.

(2) "School property" means all property used for school purposes, including but not limited to school playgrounds.

D. A violation of this Section within one thousand feet of school property shall not include an act which occurs entirely within a private residence wherein no person seventeen years of age or under was present.

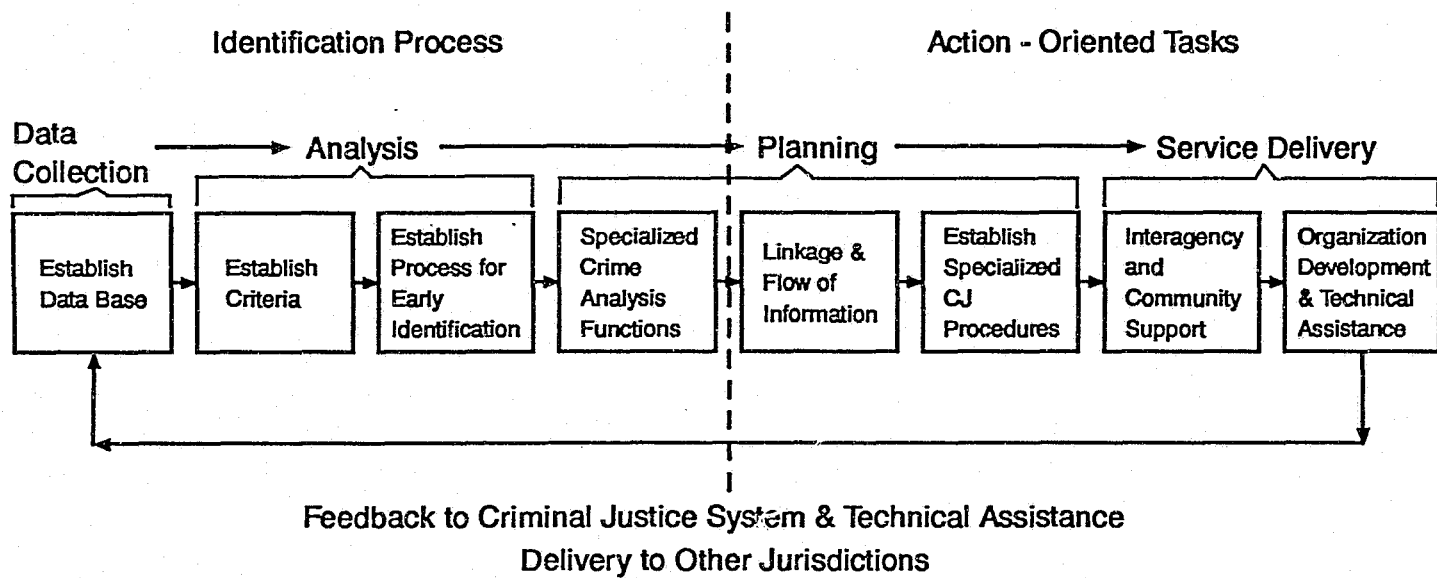
E.(1) On a first conviction, whoever violates a provision of this Section shall be punished by the imposition of the maximum fine and not less than one-half nor more than the maximum term of imprisonment authorized by the applicable provisions of R.S. 40:966 through R.S. 40:970, with the minimum mandatory term of imprisonment being served without benefit of parole, probation, or suspension of sentence, provided in no case shall the term of imprisonment be less than the minimum term provided in R.S. 40:966 through R.S. 40:970.

(2) On a second or subsequent conviction, whoever violates a provision of this Section shall be punished by the imposition of the maximum fine and maximum term of imprisonment authorized by the applicable provisions of R.S. 40:966 through R.S. 40:970, without benefit of parole, probation, or suspension of sentence. An offense shall be considered a second or subsequent offense, if, prior to the commission of such offense, the offender had at any time been convicted of any felony violation of this state, the United States, any other state, or any foreign country, relating to an act prohibited by the Uniform Controlled Dangerous Substances Law.

# Comprehensive Inter-Agency Model

OSL-1618-6

# Functional Model





# Program Plan

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- Information Development
- Policy Development
- Impact Measures

# Program Evolution

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**Discovery**

**Awareness**

**Prioritization**

**Allocation**

# Juvenile Records

OSL-1618-10

# **Juvenile Records**

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## **(Constraints)**

- No National Standard**
- No Comprehensive Model Statute**
- The Laws of the State Are Remarkably Consistent in Their Treatment of Juvenile Records**
- Three Types of Records**

# Juvenile Records

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(Three Types)

- Legal Records
  - Juvenile Delinquency Petitions
  - Court Dockets
  - Adjudications
  - Other Dispositional Records
- Social Records
  - Family Background
  - Medical or Mental Examinations
  - Treatment Information
  - Probation Records
  - Personal Information
- Law Enforcement Records
  - Arrest Record
  - Fingerprints
  - Photographs
  - Charge Information
  - Policy Dispositional Notations

# Juvenile Records

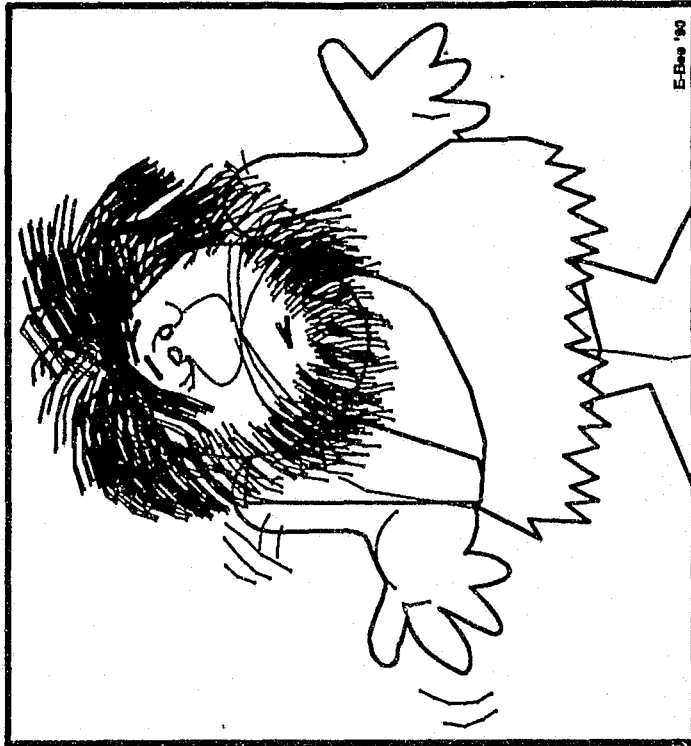
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(State Policy)

- MOST** States Provide for "CONFIDENTIAL USE" for for Investigations and Prosecution by Any Law Enforcement Agency
- MOST** States Permit Juvenile Records to Be Available by COURT ORDER to Persons With "LEGITIMATE" Interest in Them
- NOT** All States Provide Strict Limits on Law Enforcement Use of Juvenile Records
- EVERY** State Requires Juvenile Records to Be Maintained Separately From Adult Criminal History Files

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**What  
Is Crime  
Analysis  
???**



OSL-1618-17

# Crime Analysis Is

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**A Systematic Analytical  
Process Directed at  
Providing Timely  
Pertinent Information  
Relative to Crime  
Patterns and Trend  
Correlations.**





# The Crime Analysis Process

## (Three Vital Steps)

- Data Collection
- Analysis
- Dissemination



# **Data Collection**

---

## **How Data Is Gathered and Filed**

- Field Reporting Procedures**
- Information Flow Through the Department**
- Field Report Review Process**
- Overall Records Management**
- Timely, Accurate Information for Analysis**

# **Analysis**

---

## **How Data Is Analyzed and Manipulated**

- Identification of Crime Incident Characteristics**
- Comparison of Incident Characteristics With Similar Data on File**
- Identification of Developing Patterns or Trends**

# Police

---

**Sep. 84 - Sep. 85**

- 217 Habitual Offenders (Avg. for Period)**
- 6% of Total Juvenile Arrest**
- 39% of Total Violent Juvenile Crime**

**2 Murders**

**14 Rapes**

**65 Robberies**

**7 Armed Burglaries**

**152 Assaults**

# Prosecutor

---

- **Adjudicated Delinquent (76%-96%)**
  
- **Adjudicated for Violent Felony (0%-6%)**
  
- **Sent to State Facility (25%-63%)**
  
- **Certified Adult (0%-24%)**

# **Behavior Profile**

---

**(Individual S.H.O.)**

- Re-Arrest Rate 90 Days**
- Rise of Level of Seriousness**
- Co-Defendant / Associate**
  - Another SHO / DI ... 48**
  - Adult ... 38**
  - Potential SHO / DI ... 16**

# **Behavior Profile (Cont'd)**

---

**(Individual S.H.O.)**

- Crime Pattern**
  - Commission 5:30 / 11:30 PM**
  - Within 3 Miles of Home**
  - 89% Committed in Beat of Residence**
  - Code of Conduct**
    - Drugs**
    - Weapons**

# Patterns

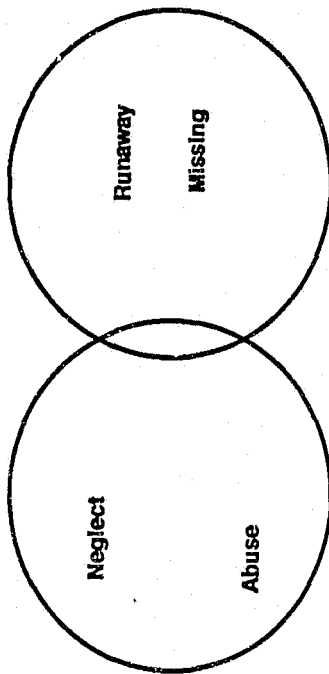
---

- Social Information
- Troubled
- Problem
- Delinquent
  
- Linkages
- Serious Habitual Offender
- Near S.H.O.
- Associates



# At Risk

Social Services



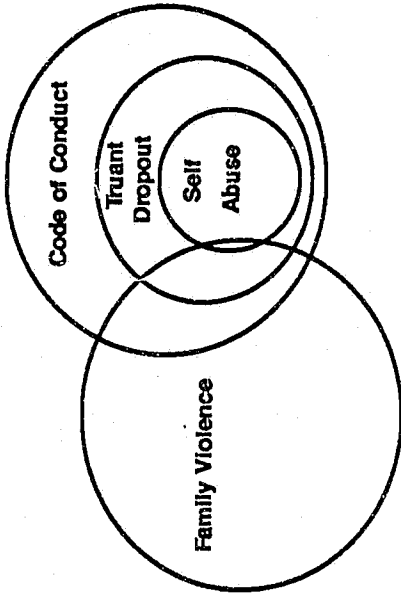
Sex Crimes Unit

Missing Persons Unit

OSL-1620-50

# At Risk

Schools

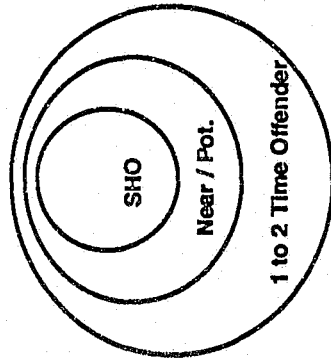


OSL-1620-51

# At Risk

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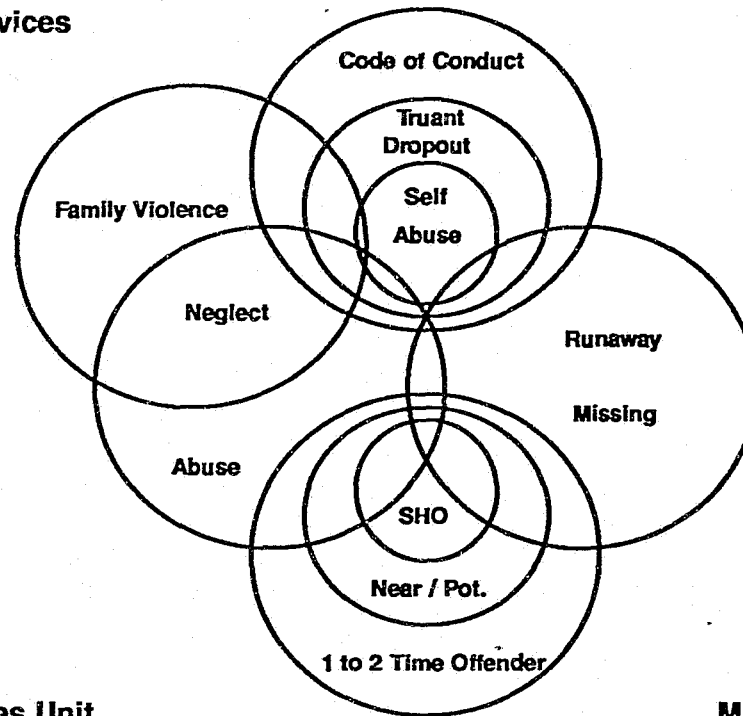
Juvenile Unit

OSL-1620-52

# At Risk

Social Services

Schools



Sex Crimes Unit

Juvenile Unit

Missing Persons Unit

OSL-1620-53

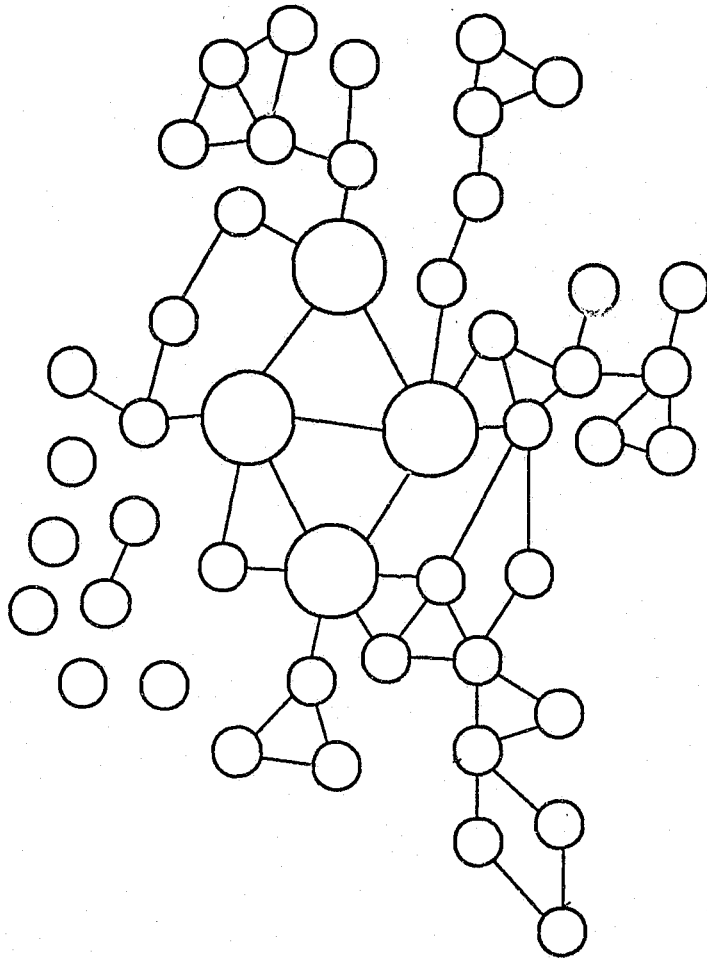
## **Link Analysis**

---

- Serious Habitual Offender**
- Near Serious Habitual Offender**
- Four Arrests**
- Three Arrests**
- One to Two Arrests**
- Adult Former S.H.O.**
- Adult Offender**

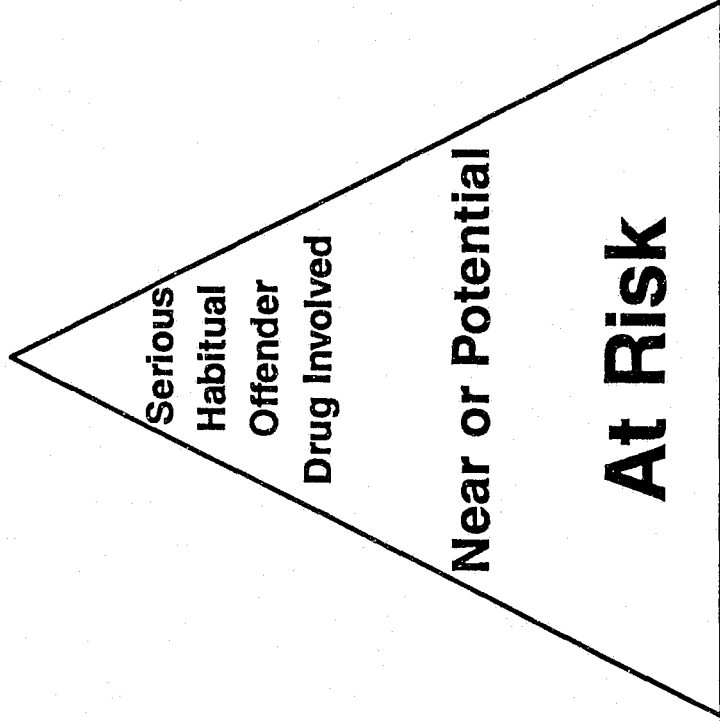
# Dealership Auto Thefts Link Analysis

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# Program Priority

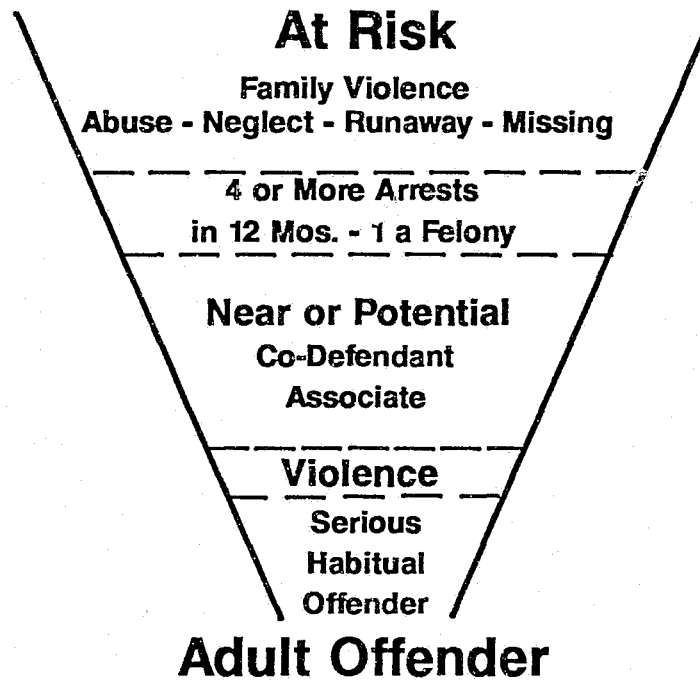
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# Juvenile Arrests

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**(80% Are 1 to 2 Time Offenders)**





# Soft Policy

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- Intervention**
- Prevention**
- Protection**
- Positive Contact**

# Soft Policy

---

## (Development)

- Police**
  - Accept Expanded Role**
  - Case Management Player**
  - Case Tracking System**
- Prosecutor**
  - Case Management Player**
  - Comprehensive Community Control**
- Probation/Social Services**
  - Intensive & Continuous Case Management**
  - Adopt Active Community Control Concepts**
  - Establish Spec. Service & Placement Opport.**
- Schools**
  - Accept Expanded Role**
  - Share Information**
  - Develop Procedures For S.H.O.**
  - Develop Programs For S.H.O.**

# Soft Policy

---

## (Process)

- Grounds of Community Control**
  - Home
  - Beat
  - School
  - Job
  
- Supervision**
  - Parent/Counselor
  - Patrol Officer
  - Principal/Dean/Teacher
  - Employer/Supervisor
  
- Intervention**
  - Co-Defendants
  - Associates
  - Juvenile
  - Adult

OSL-1622-60

# Soft Policy

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## (Procedures)

- Probation/Counselor**
  - Solicit Parents Cooperation
  - Solicit Employer Cooperation
  - Coordinate Information Through Analysis Center
  - On Call For Response
    - Beat Response
    - School Resource Officers
    - Principals
    - Employers
- Patrol Officers**
  - Coordinate With Analysis Center on SHO's Living on Beat
  - Monitor Compliance With Community Control Status
  - Contact Cards
    - Places, Time, and Associates
    - Associates
      - Co-Defendants
      - At-Risk

# Soft Policy

---

## (Procedures) (Cont'd)

- School Resource/Truancy Officer**
  - Coordinate With Analysis Center**
  - Coordinate Monitoring of SHO's in School**
  - Coordinate Search Response**
    - Probation/Counselor**
    - Beat/Patrol Officer**
    - School Security**
  
- Schools**
  - Principal/Dean/Teacher Monitor SHO's in School**
  - Report Problems to Truancy Officers**

# Intervention

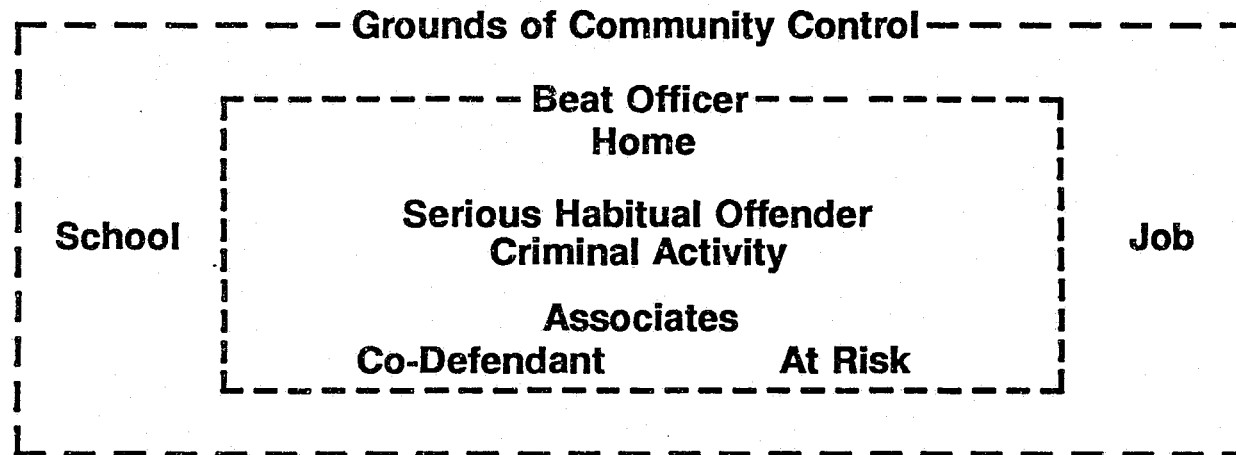
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## (Soft Policy)

Prevention

Protection

Positive Contact



# Link Analysis

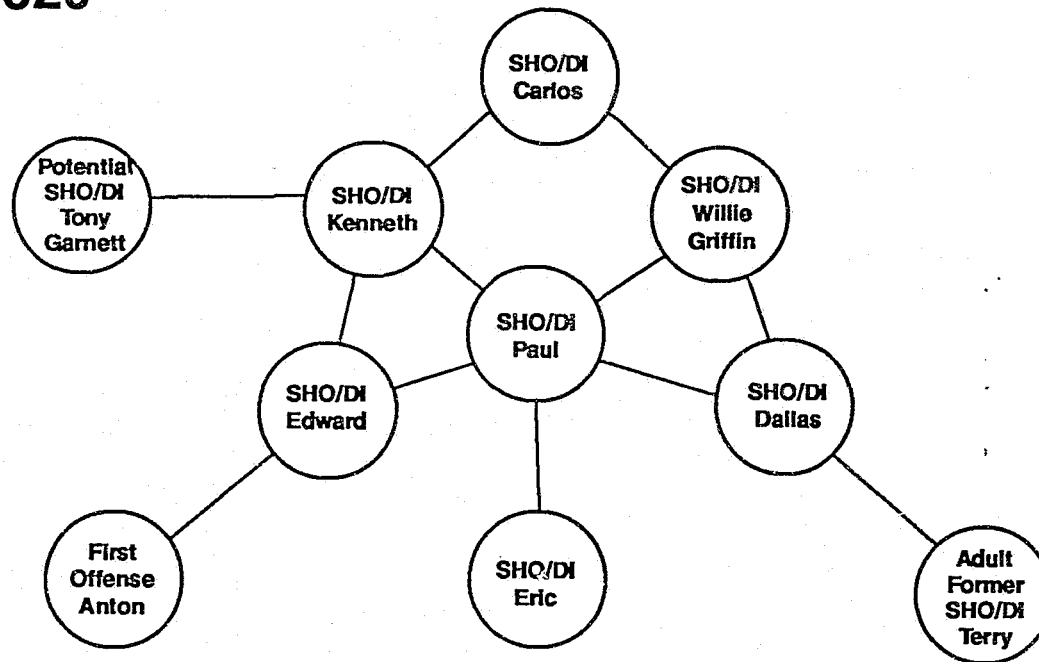
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- Serious Habitual Offender**
- Near Serious Habitual Offender**
- Four Arrests**
- Three Arrests**
- One to Two Arrests**
- Adult Former S.H.O.**
- Adult Offender**

# Link Analysis

---

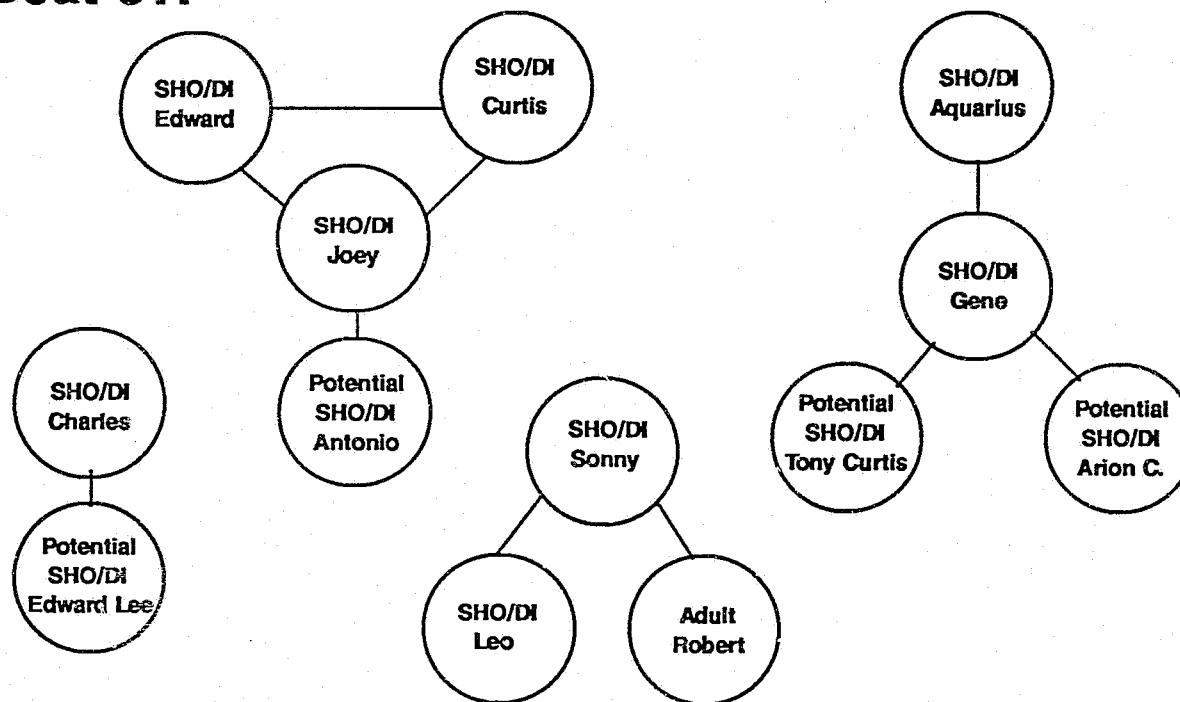
## Beat 320





# Link Analysis

## Beat 311



OSL-1623-67

# Case Tracking

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- Arrests
- Adjudications
- Certified as Adult
- Sentencing
- Training School (State)
- Supervised Program (Non-Secure)
- Secure Detention
- Community Control
- Treatment
- School Status
- Former S.H.O. (Adult)

# Case Tracking

---

<input type="checkbox"/> Currently in Training School (Dozier)	26	(30%)
<input type="checkbox"/> Currently in Supervised Program (Non Secure)	18	(21%)
<input type="checkbox"/> Currently in Secure Detention (Duval County)	10	(11%)
<input type="checkbox"/> Currently in Adult System (Jail/Prison)	9	(10%)
<input type="checkbox"/> Currently Pending Court Hearing (Trial)	6	(06%)
<input type="checkbox"/> Currently Home on Community Control	14	(16%)
<input type="checkbox"/> Currently Out of the System (No Trouble)	4	(04%)

## Current Update on Former SHO/DI'S (18)

- Out of 36 former SHO/DI's 23 or (64%) have been arrested as adults.

# **Serious Habitual Offender**

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- 4 Arrests or More in 12 Mo. (1 a Felony)**
- Avg. 11 Arrests**
- Re-Arrest Every 90 Days**
  
- 214 Total**

## **Serious Habitual Offender (Cont'd)**

---

### **1986 School Year**

- Enrolled in School ..... 89**
- Violent Crime Arrests .. 52**
  - Murder ..... 1**
  - Sexual Battery ..... 4**
  - Robbery ..... 12**
  - Armed Burglary ..... 2**
  - Agg. Assault ..... 38**
  - CCF or CCW ..... 8**
  - Arson ..... 5**

# 1986 School Year

---

□ Total Schools .....	141
□ SHO/DI .....	5
□ SHO/DI & Potential .....	14
□ Potential .....	18
□ With SHO/DI & Potential .....	37

## 1986 School Year (Cont'd)

---

- Total in School ..... 89
  - John E. Ford ..... 21
  - Sandalwood ..... 5
  - Landon ..... 4
  - Southside Jr. .... 4
  - Andrew Jackson ..... 3
  - Kirby Smith ..... 3
  - Joseph Stillwell ..... 3
  - Darnell Cookman .... 3
- Total in 8 Schools ..... 46

# **System Response**

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## **83 SHO's 24 Month Case Tracking History**

<b>73 Days</b>	<b>Detention</b>
<b>115 Days</b>	<b>Training School</b>
<b>120 Days</b>	<b>Non-Residential Commitment Program</b>
<b>80 Days</b>	<b>Residential Commitment Program</b>
<b>310 Days</b>	<b>5 Escapees Community Control</b>

**Total Cost \$1.5 Million**



# Critical Issues

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- **Mission Reconciliation**
- **Policy Conflict**
- **Information Deficit**
  - **Differentiation**
  - **Stability**
  - **Avoidance**
  - **Allocation**
  - **Legal**
  - **Language**

# Issues

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- Criteria**
- Arrest**
- Adjudication**
- Labeling**
- Information Sharing**
- Inter-Agency**

# Summary

---

- Comprehensive Information Sharing**
- Joint Interagency Policy Formulation**
  - Police**
  - Prosecutor**
  - Probation / Soc. Serv.**
  - Intake / Detention**
  - Schools**
- Juvenile Justice System**

## Awareness

## INTERAGENCY GANG TASK FORCE

To assist newcomers in understanding the purpose of the Interagency Gang Task Force, the following is a short history and summary of activities:

In late 1979 in response to the perceived need for a communications liaison between local governmental agencies, the Los Angeles Interagency Gang Task Force was formed.

The voting membership of the group was established as follows: Los Angeles Police Department, Los Angeles County Sheriff's Department, Los Angeles Unified School District, Los Angeles County District Attorney, Los Angeles County Probation Department, and California Youth Authority.

Subsequently, the Los Angeles City Attorney's Office was added to that list of voting members.

The mission of the task force was established. Attached is that mission statement along with the objectives set for 1988. As the task force was formed, and throughout the subsequent years of its operation, advisory members were added so that a complete on-going picture of gang problems in Los Angeles would be perceived and potential solutions made more complete.

It is apparent that our role in suggesting strategic solutions and/or generating projects to help resolve the complex gang problem that Los Angeles faces has increased, particularly in the last several years. To this end, we welcome any suggestions that are within the realm of our Mission Statement and that can, in some way, alleviate the continuing threat that gangs present to the citizens we serve.

For Information Contact

Michael Genelin  
District Attorneys Office  
Hard Core Section  
213/974-3901

INTER-AGENCY GANG VIOLENCE  
TASK FORCE  
1988

MISSION

The mission of the Task Force is to assist in the prevention of street gang violence. To this end, the Task Force representatives communicate and liaison with fellow members to effectively coordinate the efforts of anti-gang programs. In its role as a sub-committee of CCJCC, the body advises CCJCC of gang trends and system needs, recommending strategies when appropriate.

OBJECTIVES FOR 1988

- Implement the RSVP strategy developed in 1987. Special emphasis will be given to encouraging proposed school programs involving CYGS and LAUSD. Attempts will be made to interest community based organizations in the RSVP strategy.
- To develop public awareness and involvement in gang problems we will facilitate the delivery of accurate information on gang issues to segments of the community that would benefit from this information. Initial emphasis, and consideration, shall be given to the RSVP target area.
- Develop a statement of work and obtain particulars to design a program integrating the components of GREAT into one unified system.
- Develop concrete recommendations to CCJCC to interdict the importation and sale of narcotics in the County of Los Angeles, and their dissemination by gangs.
- Examine the Asian gang problem and include an Asian representative(s) on the task force who has expertise in Asian gang problems.
- Complete the up-to-date guide of available gang involved service agencies. Seek funds to have this guide printed.

# Community Model

OSL1563

# Goals of Project

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- Produce a "How To" Document
- Evaluate Services Provided in the Target Areas
- Establish Rapport with Existing Agencies
- Coordinate Services / Agencies Providing Services
- Stimulate Community Awareness and Involvement
- Form Coalitions / Sub-Committees

## **Goals of Project (Cont'd)**

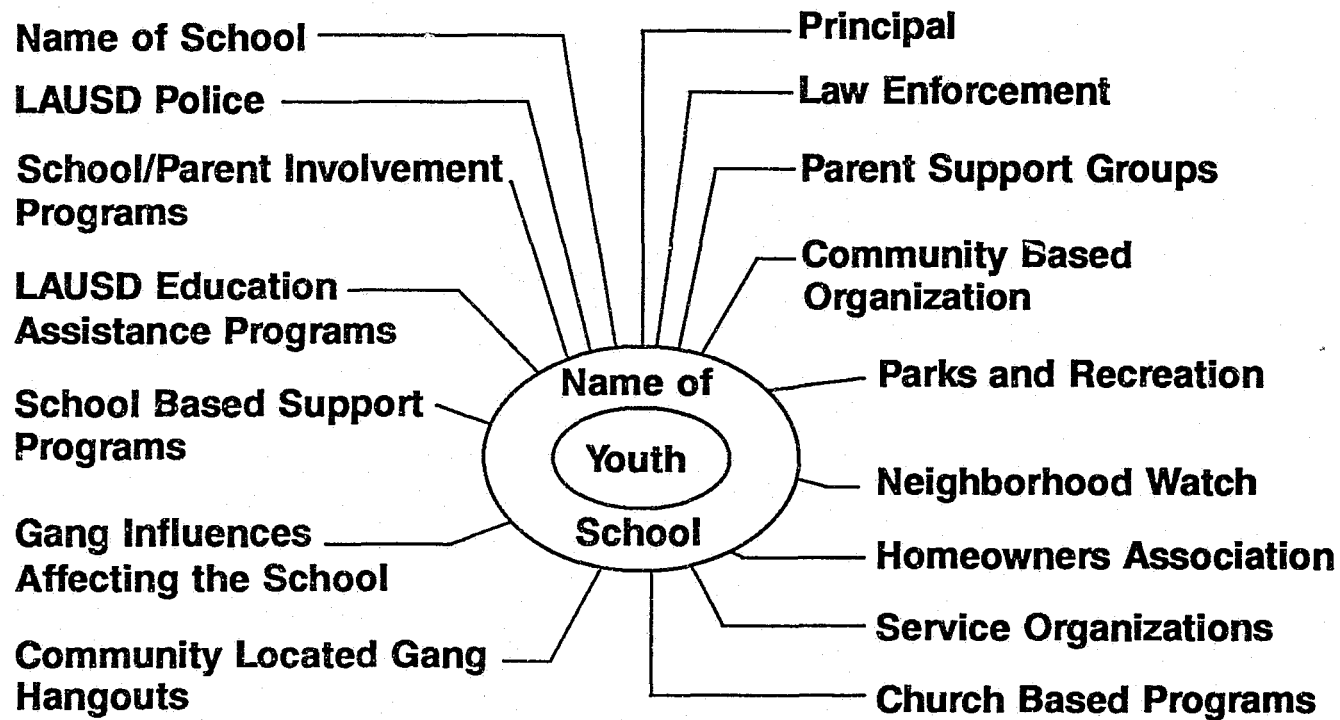
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- Identify New Funding Sources**
- Provide Technical Assistance**
- Maintain High Visibility in the Community - Local Government - Getting to Know the Players**
- Co-Sponsor Agency / Community Events**
- Parental Involvement - Development of Associations**
- Networking with Traditional Agencies and Community Based Organizations**
- Identify High-Risk Youth and Families - What Services are Being Provided to Them? / Follow Through**



# School and Community Profile

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# Creating a Community Identity

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- Purpose
- Open House
- Oversight Committee
- Target Area Advisory Committee
- Community Newsletter
- Attending Community Meetings
- Holding Your Own Meetings
- Law Enforcement and the Project

**PROJECT  
RECLAMATION  
COMMUNITY**

...Rising Above Gangs and Drugs

**NEWS**

AUGUST 1, 1989

VOLUME 1, ISSUE 3

**COMMUNITY-BASED AGENCIES**

*Here to Serve...*

AGENCY	AREAS SERVED	GRAFFITI REMOVAL	PARENTING PROGRAMS	GANG PREVENTION/AWARENESS PROGRAMS	DRUG INTERVENTION/DIVERSION PROGRAMS	VOCATIONAL/TUTORIAL SKILLS TRAINING	RECREATIONAL PROGRAMS	ICB REFERRAL SERV.
1. Behavioral Health Services	C,HC,L,W*			✓	✓			✓
2. Carson Youth Services	C		✓	✓	✓	✓		✓
3. El Nido Services	C,HC,L,W*		✓	✓	✓			
4. Harbor Area-Gang Awareness Program (GAP)	HC,W*	✓	✓	✓	✓			
5. Harbor City Teen Post	HC			✓	✓	✓	✓	✓
6. Harbor City Youth Community Center	HC		✓	✓	✓	✓	✓	✓
7. Joint Efforts, Inc.	C,HC,L,W*		✓	✓	✓			
8. La Clinica Del Pueblo, Inc.	C,HC,L,W*		✓	✓	✓			
9. Mahar House	W*		✓	✓	✓	✓	✓	
10. Neighborhood Youth Association	C,HC,L,W*		✓	✓	✓	✓	✓	
11. Office of Samoan Affairs	C,HC,L,W*		✓	✓	✓	✓		
12. Samoan Community Center	C,HC,L,W*		✓	✓	✓	✓		✓
13. South Bay Juvenile Diversion Project	L*		✓	✓	✓	✓	✓	
14. Toberman House	HC*		✓	✓	✓	✓	✓	✓
15. Wilmington Boys & Girls Club	C,HC,L,W			✓	✓	✓	✓	
16. Wilmington Recreation Center	W	✓	✓	✓			✓	✓
17. Wilmington Teen Center	W,HC*	✓			✓	✓	✓	✓
18. Youth Outreach United	C,HC,L,W			✓	✓	✓	✓	✓
19. Young Life Urban	C,HC,L,W*		✓	✓	✓	✓	✓	✓

OSL1563

# Perfil Del Colegio Y La Comuidad



# Community Assessment Checklist

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- Establish Purpose, Goals and Objectives of Your Assessment
- Categorize Community Elements:
  - Informational
    - Population
    - Government Structure
    - Law Enforcement
    - Service Organizations
    - Neighborhood Involvement Groups
  - Data Intensive
    - Schools
    - Parks and Recreation Departments
    - Churches
    - Community-based Organizations

## **Community Assessment Checklist (Cont'd)**

---

- Prepare matrix for each data intensive category.**
- Prepare interview information forms for each category.**
- Prepare an objective "fact sheet" to give to assessment participants.**
- Make appointments to gather detailed information.**
- Prepare report compiling information and findings.**

# Neighborhood Involvement Checklist

---

- Develop Philosophy and Strategy**
- Preparation:**
  - Pinpoint Areas With Gang and Drug Problems**
  - Identify Components of Community**
  - Start Talking to People**
    - Introduce Your Organization to the Community**
    - Establish a Relationship With Residents**
    - Identify Residents' Concerns**
    - Network Resources Through Initial Meetings**
    - Look for Natural Leaders**
- Organizing a Meeting:**
  - Choose a Theme**
  - Select a Date and Time**

## **Neighborhood Involvement Checklist (Cont'd)**

---

- Arrange for Volunteers to Help With Meeting Duties**
- Prepare an Agenda**
- Items Necessary for Meeting:**
  - Flip Chart and Marker**
  - Sign-in Sheet**
  - Name Tags**
  - Project Information / Handouts**
  - Refreshments**
  - Agenda**
  - Miscellaneous Supplies**
- Holding the First Meeting:**
  - Greet Attendees**
  - Call Meeting to Order**
  - Ask Attendees to Introduce Themselves**
  - Open Dialogue on Major Concerns**



## **Neighborhood Involvement Checklist (Cont'd)**

---

- Write Comments on Flip Chart**
- Ask for Recommendation / Make Suggestions**
- Develop a Plan**
- Ask for Volunteers to Develop Strategy Packets**
- Set Calendar for Subsequent Meetings**
- Coordinating Subsequent Meetings:**
  - Identify Potential Leaders**
  - Gradually Relinquish Responsibilities to These Residents**
  - Invite Resource People**
  - Maintain Ongoing Relationships Making Suggestions to Help Keep Plans on Track**
  - Assist in Setting up Area / Regional Meetings to Strengthen the Neighborhoods**

# Checklist For a Graffiti Paint-Out

---

- Pinpoint high graffiti areas on a map.
- Take photographs and put identifying information on the reverse.
- Notify law enforcement and any community-based organizations working with graffiti of your concerns and ask a representative to give a graffiti workshop at a neighborhood meeting.
- Hold a community meeting.
- Select a community paint color.
- Determine a unifying pattern.
- Select a time, date, and meeting location for the paint-out.
- Obtain written permission from people owning involved property.

## **Checklist For a Graffiti Paint-Out (Cont'd)**

---

- Obtain paint, paint trays, brushes, rollers and dropcloths.
- Prepare a flyer / graffiti fact sheet.
- Distribute flyer, advertise and announce event.
- Make copies of maps and permission sheets for each group.
- Divide participants into teams with specific assignments.  
Make certain they have
  - Paint and Trays
  - Brushes and Rollers
  - Instructions on Uniform Pattern to be Used
  - Map With Specific Locations Marked
  - Permission Slips for Pertinent Locations
- After assignments have been completed, congratulate yourselves on taking the first step!

## **Checklist For a Graffiti Paint-Out (Cont'd)**

---

- Hold a meeting to discuss strategies for prevention of future graffiti and other community concerns.**
- Organize an adopt-a-wall paint-out program.**
- Work with a graffiti-oriented community-based organization or law enforcement to identify the source of graffiti.**
- Work with law enforcement, community-based organizations and residents to make parents of youth identified putting up graffiti more aware of their child's involvement and the damaging effect graffiti has on the community.**
- Hold periodic graffiti paint-outs involving the entire neighborhood.**

# Workshop Checklist

---

- Target locations where at-risk youth congregate.**
- Select a date, time and location for your job workshop.**
- Design a flyer.**
- Distribute flyers at schools, recreation centers, churches and in the neighborhoods.**
- Prepare registration form, math and typing tests.**
- Collect applications from employers who would like to have them completed at the job workshop.**
- Contact local business people to speak to youth about their careers.**

## **Workshop Checklist (Cont'd)**

---

- Ask local skills centers, military recruitment centers, conservation corps, etc., if they would like to participate.**
- Make posterboard signs for all sections.**
- Recruit volunteers.**
- Arrange for coffee / Danish; luncheon.**
- Hold job workshop--have fun!!**
- Write thank-you letters to all who helped.**
- Follow up with youth to see if they have been placed.**

# Rites of Passage

---

**Personal Rite of Passage**

**Social Rite of Passage**

**Spiritual Rite of Passage**

**Political Rite of Passage**

**Cultural Rite of Passage**

**Economic Rite of Passage**

**Emotional Rite of Passage**

**Mental Rite of Passage**

**Historical Rite of Passage**

**Physical Rite of Passage**

## **Checklist for Obtaining a Corporate Sponsor**

---

- Organize a list of possible corporate sponsors.**
- Determine which businesses would be interested in supporting which type events.**
- Get the names and titles of the people who handle corporate sponsorship within that organization.**
- Assemble an information packet outlining the project's goals and objectives, the specific event for which you are asking support, and a letter of request that the business person may keep on file.**



## **Checklist for Obtaining a Corporate Sponsor (Cont'd)**

---

- Make an appointment to meet with the business person.**
- Make your presentation specifically detailing your needs.**
- Write a thank-you letter for the time and consideration that person has given your project.**
- Invite the business person to the event.**

MODEL COMMUNITY PROGRAMS  
Natalie D. Salazar, Instructor

OUTLINE

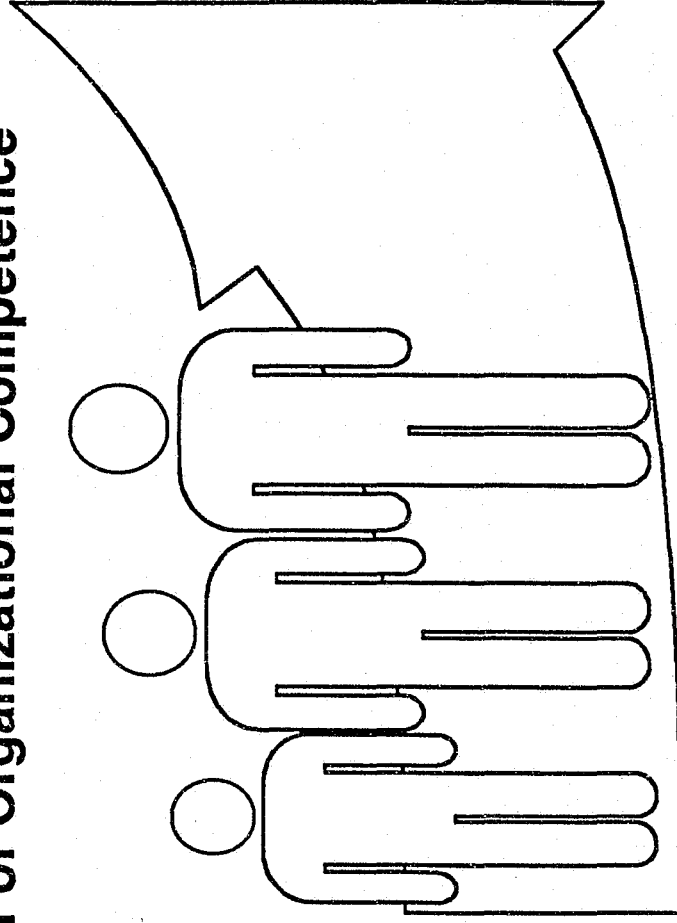
I. Definition of a Community-based Program	
A. Background on their Purpose	Page*
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VI. Video - "Gangs: A Matter of Choice"	
VII. Wrap-up	
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\* Refer to "Rising Above Gangs and Drugs: How to Start a Community Reclamation Project"

# What is Needed?

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## Growth of Organizational Competence



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# **Program Management**

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## **Growth of Organizational Competence**

- System Design & Planning**
- Coordination**
- Training**
- Assistance**
- Monitoring**
- Management**
- Handling Highly Complex or Unique Areas**

# Program Management

---

**Community Services**

## **Patrol**

**Crime Prevention  
Unit**

**Sex Crimes  
Unit**

**Crime Analysis  
Unit**

**Schools**

## **Investigations**

**Missing Persons  
Unit**

**School Resource  
Unit**

**Juvenile Unit**

**JUVENILE  
PROGRAM  
MANAGER**

**Gangs / Drugs Unit  
Juvenile Detention  
Prosecutor  
Judicial  
Probation  
Corrections  
After Care**

# **Program Implementation**

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- Review Policy**
- Outline Process**
- Establish Procedures**
- Test Pilot**
- Monitor Practice**

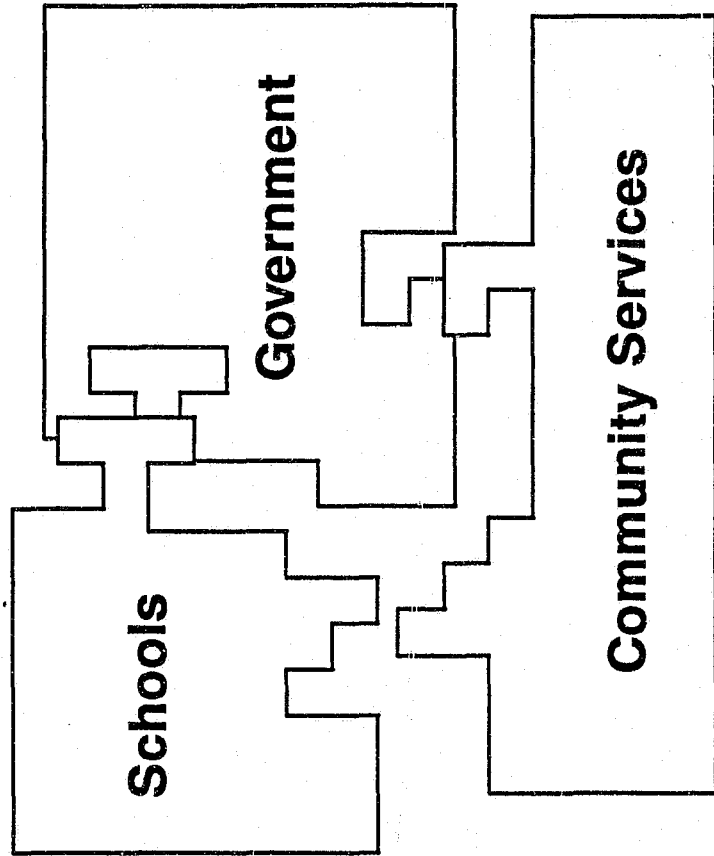
# Monitoring Implementation

---

- Compliance With Memorandum 84-19**
  - N.C.I.C.
  - Patrol
  - Detectives
- Communication / Coordination**
  - Communications Center
  - Patrol
  - Detectives
  - Crime Analysis
  - Prosecutor
- Security**
- Flow Rate**
- Holding Facilities**
- Measure Acceptance**
  - Patrol
  - Detectives
- Case Tracking**

# **Inter - Agency**

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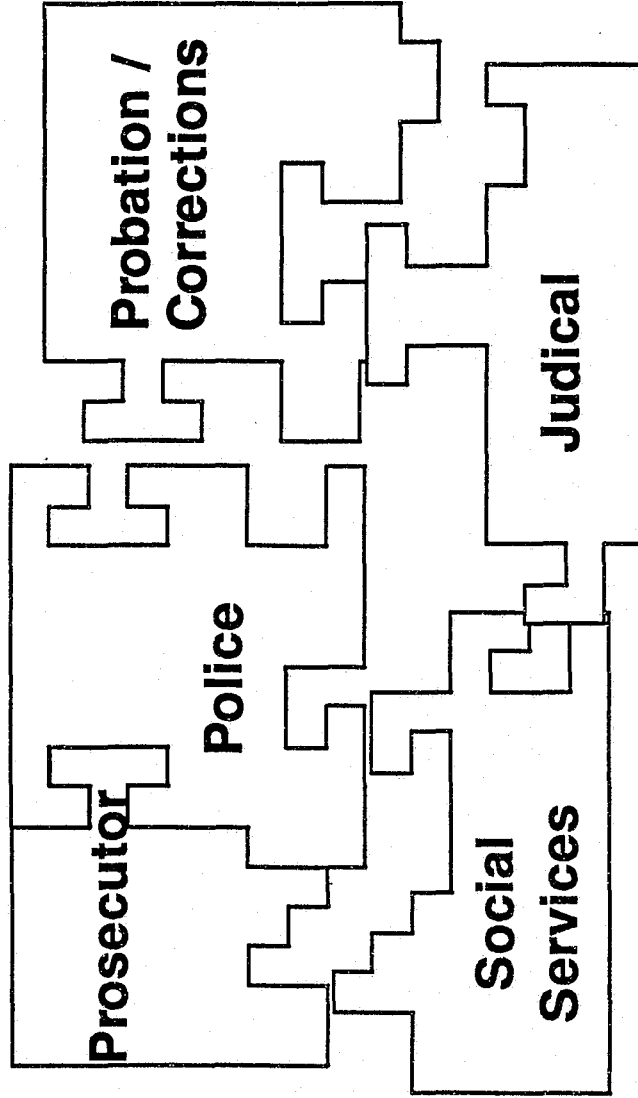


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# Juvenile Justice System

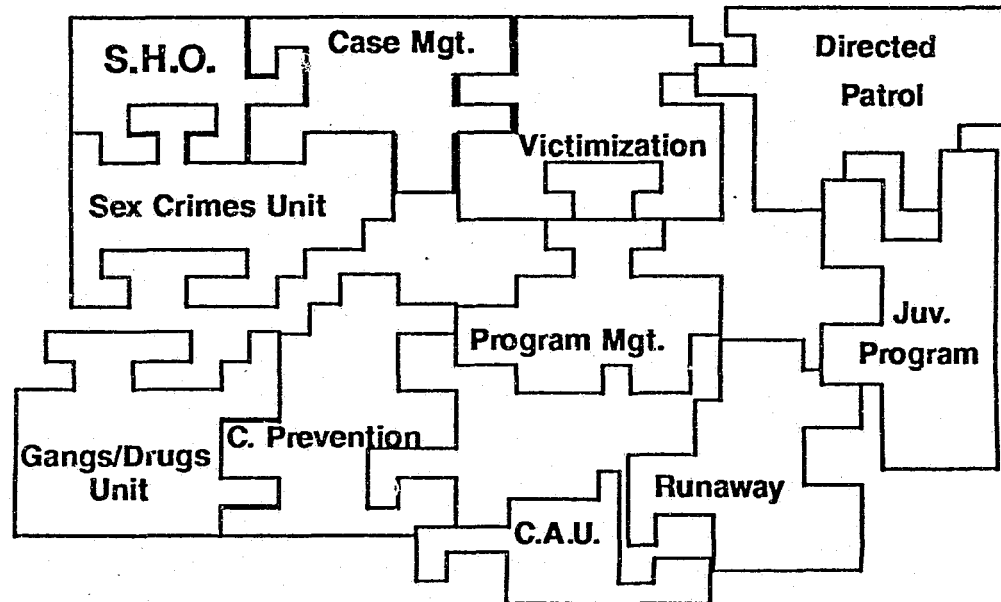
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# Program Development

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## Department



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**It is clear that at least one of three things  
needs to be done in every community:**

- Change the state law; or**
- Change the interpretations of present laws  
and the rules that were developed based  
upon old interpretations, or**
- Change the way local system operates.**

- 
- Conduct the self-assessment of present juvenile justice operations;**
  - Identify goals and objectives for improvement of the system;**
  - Publish the self-assessment report and a plan of action;**
  - Designate working groups and responsibilities for the implementation of planned improvements; and**
  - Provide oversight to implementation activities and develop remedial action as necessary.**

**Establish  
Database**

**Establish Criteria  
For Gang Status**

**Establish Early  
Identification  
Process**

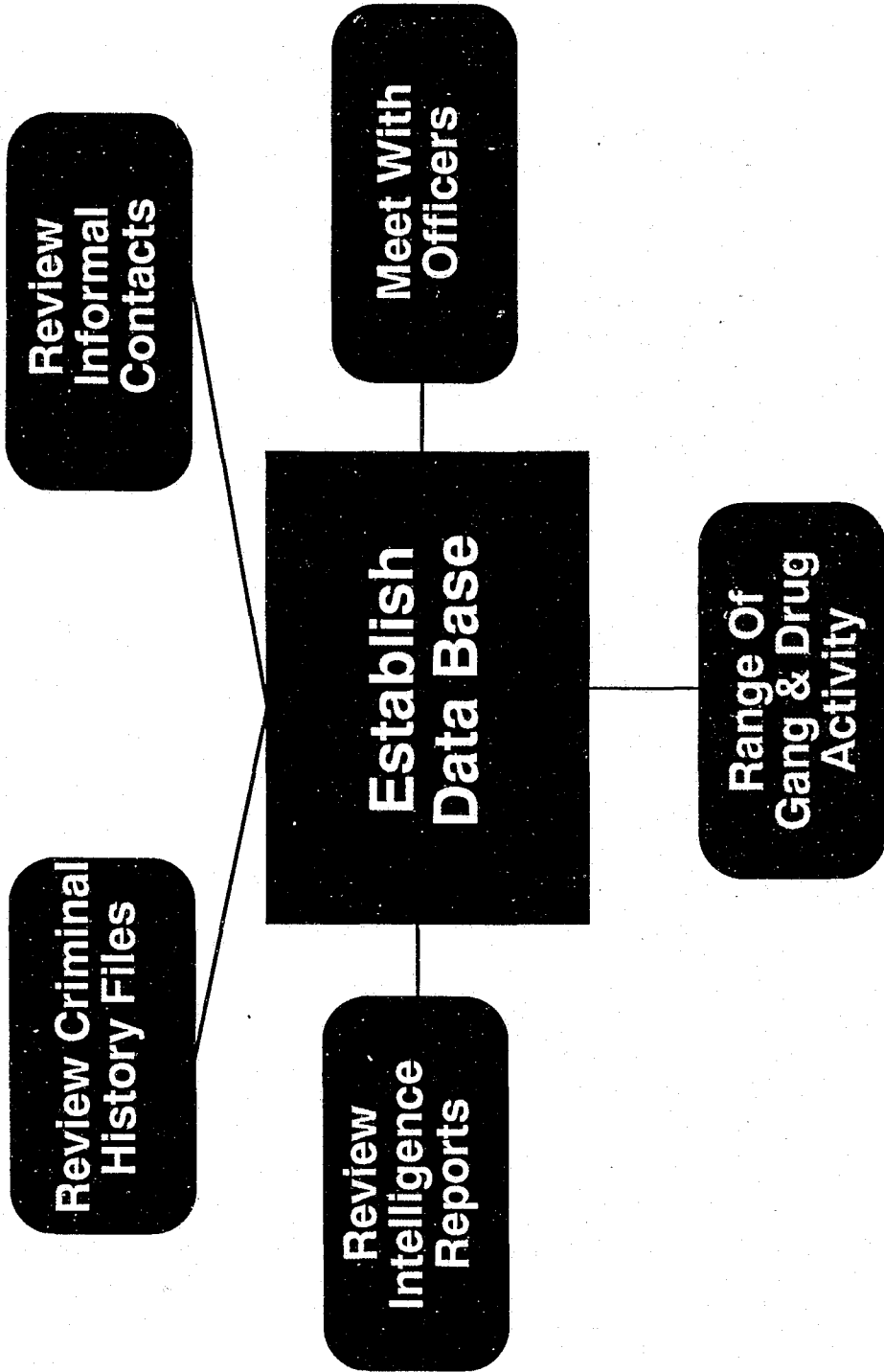
**Specialized Crime  
And Intelligence  
Analysis Functions**

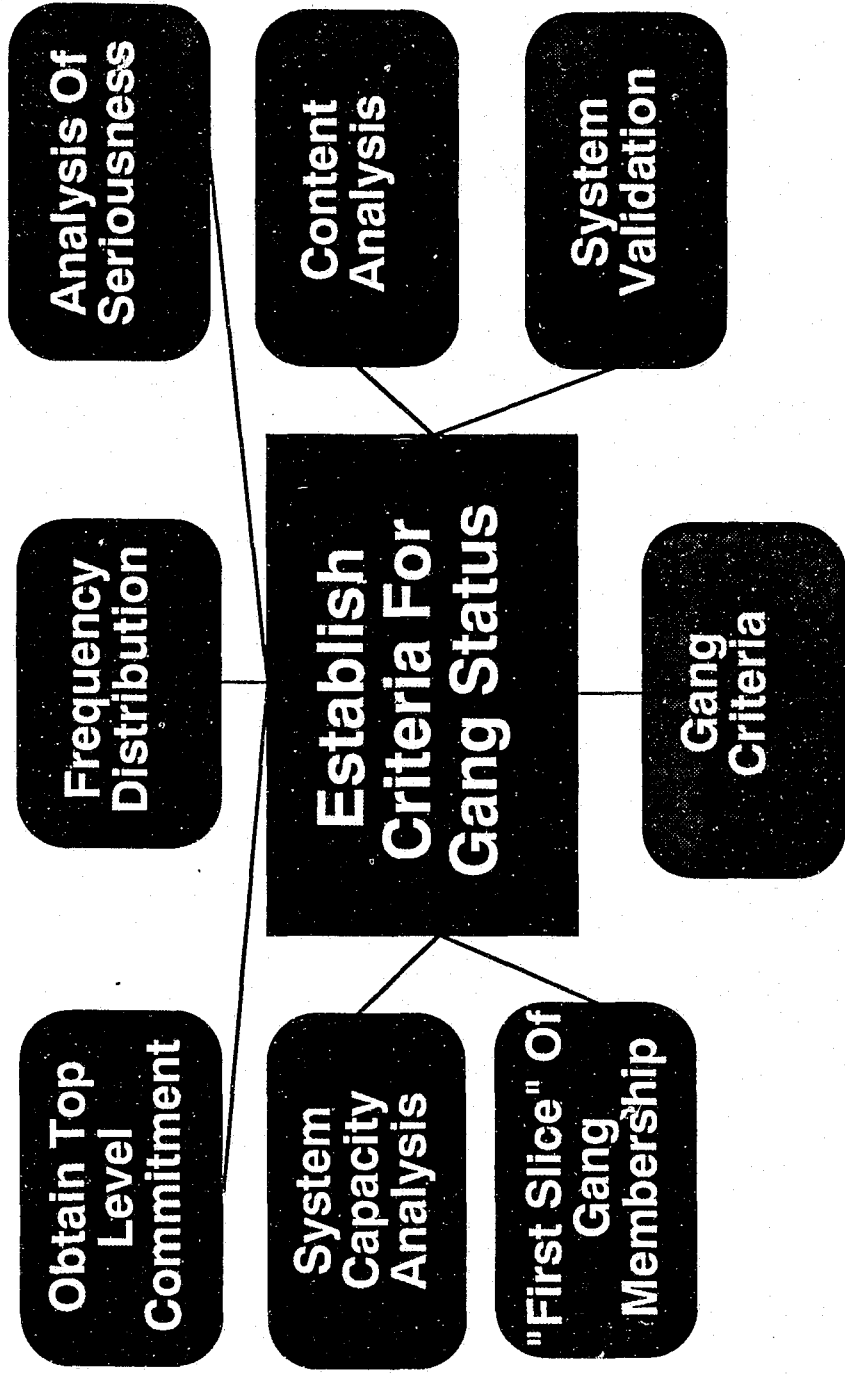
**Linkage And  
Flow Of  
Information**

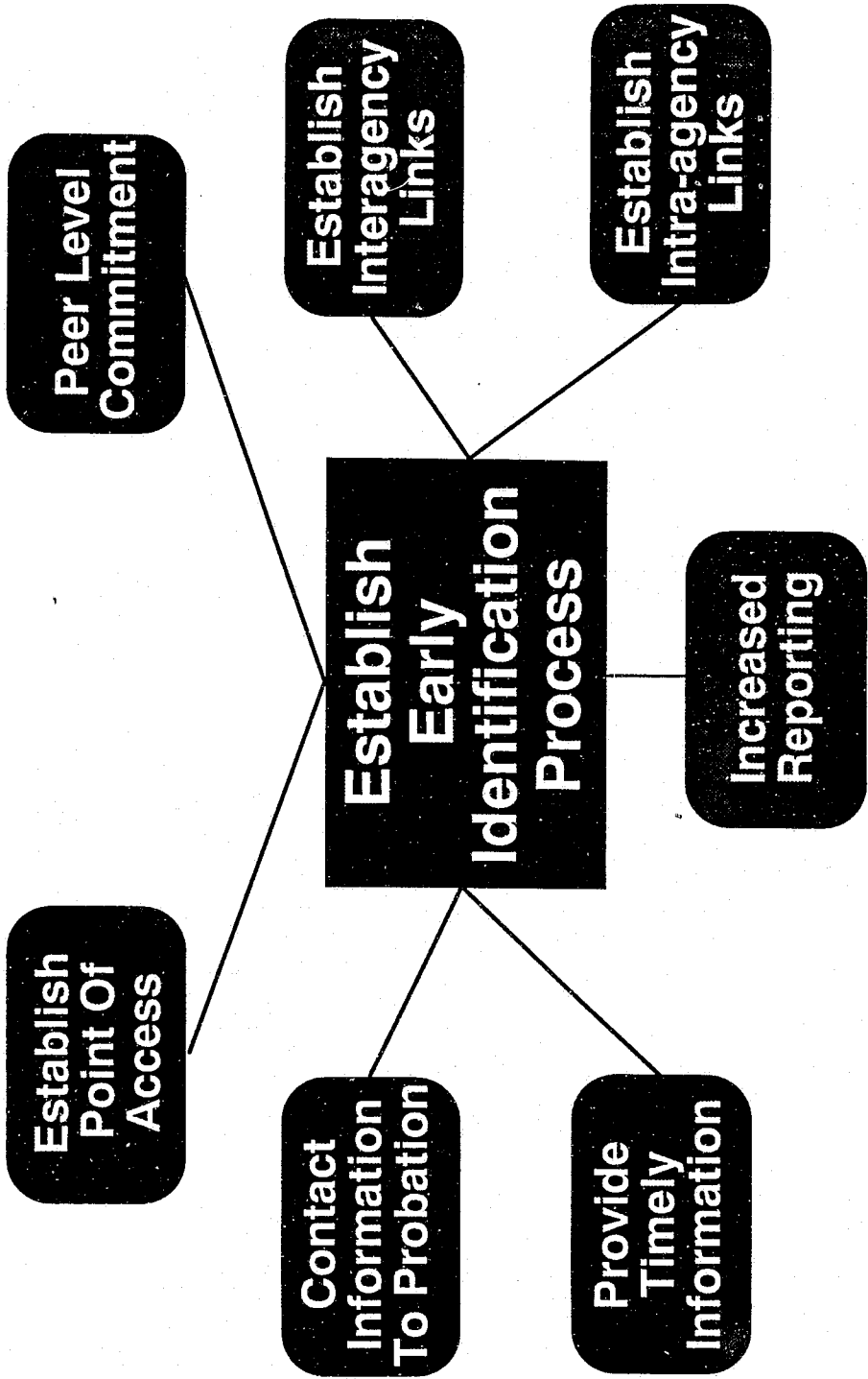
**Establish Specialized  
Criminal Justice  
Procedures**

**Interagency And  
Community  
Support**

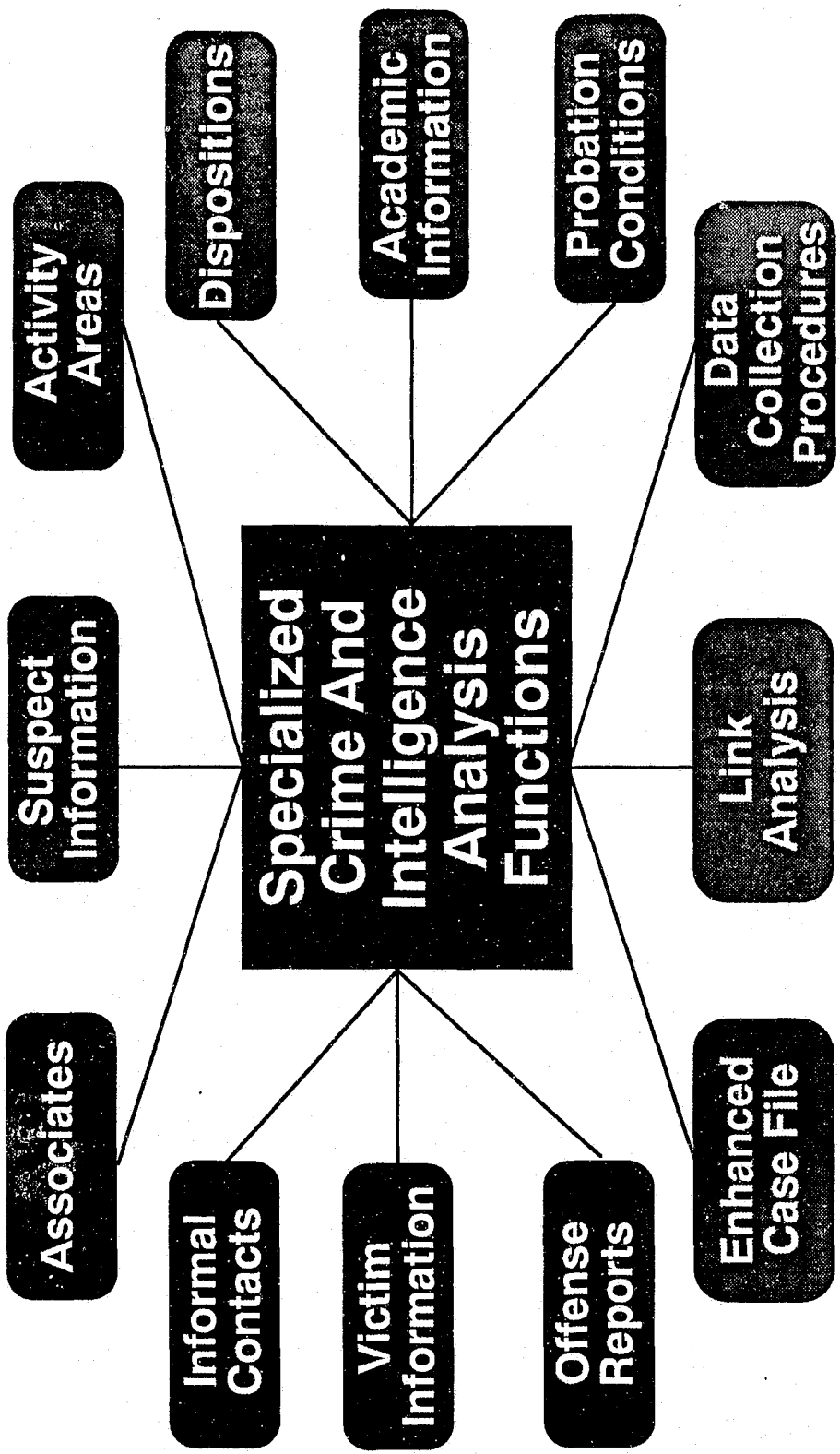
**Organization  
Development And  
System Support**

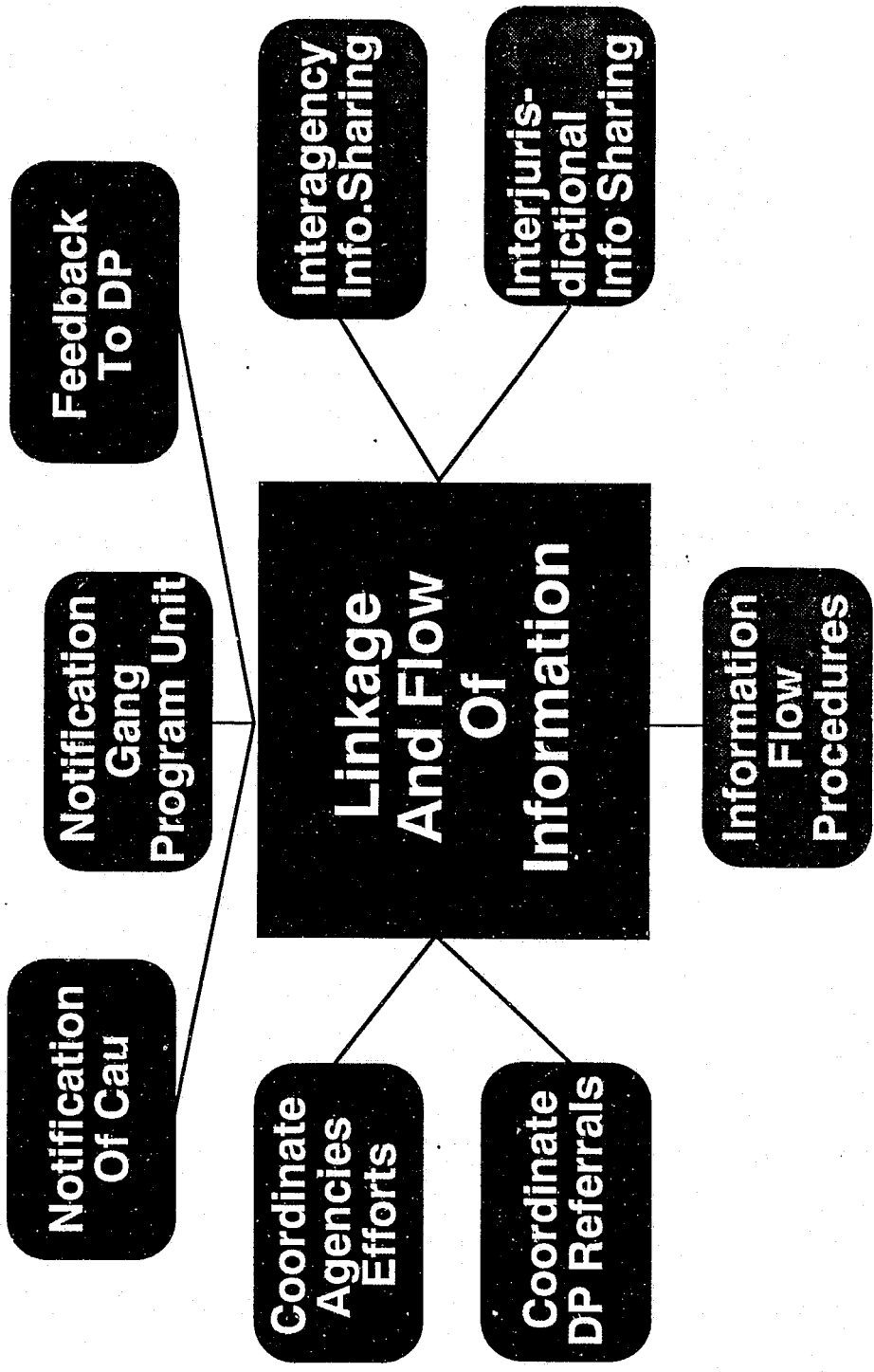


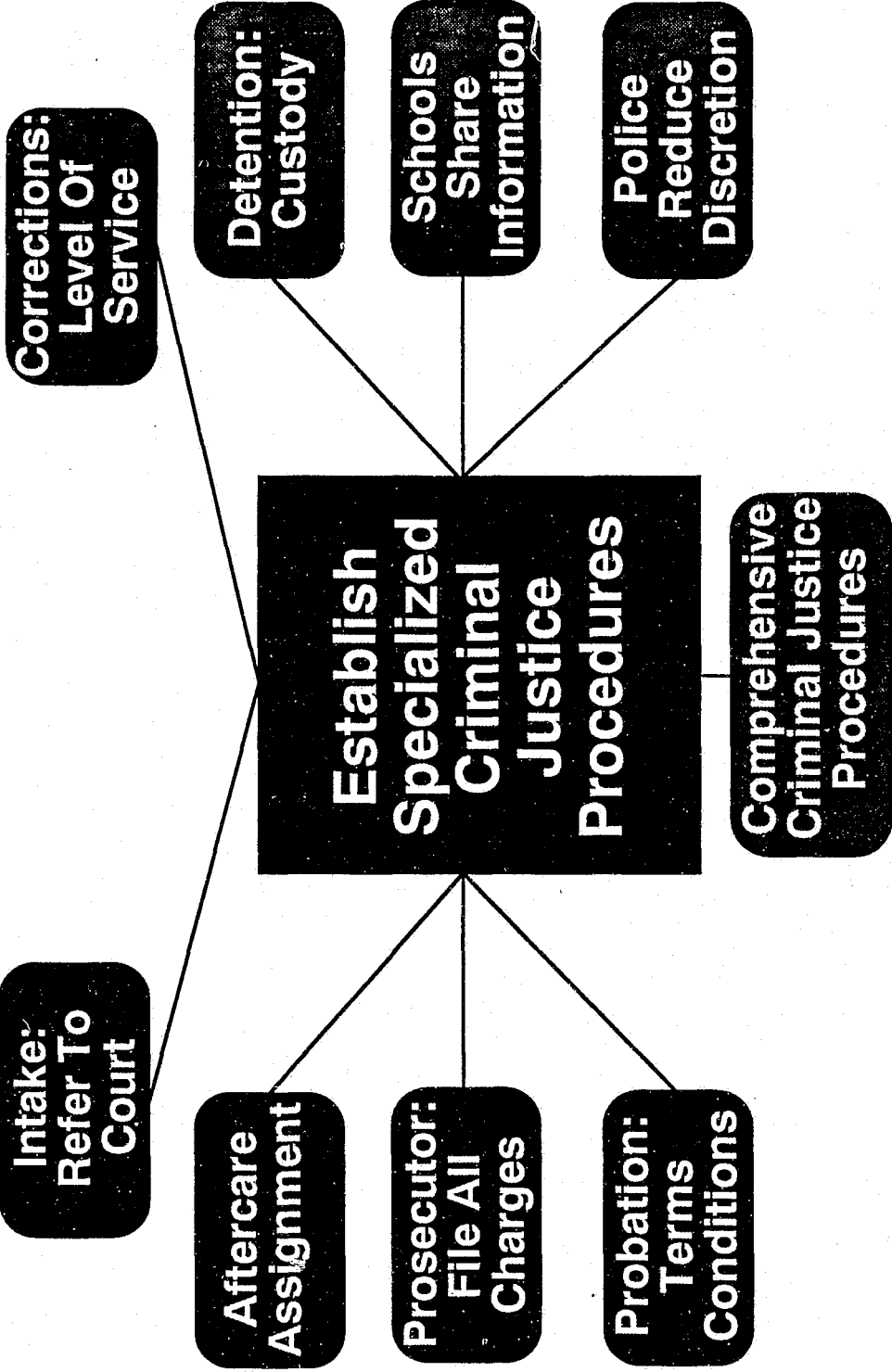












**Policy  
Development**

**Procedures  
Development**

**Interagency  
And  
Community  
Support**

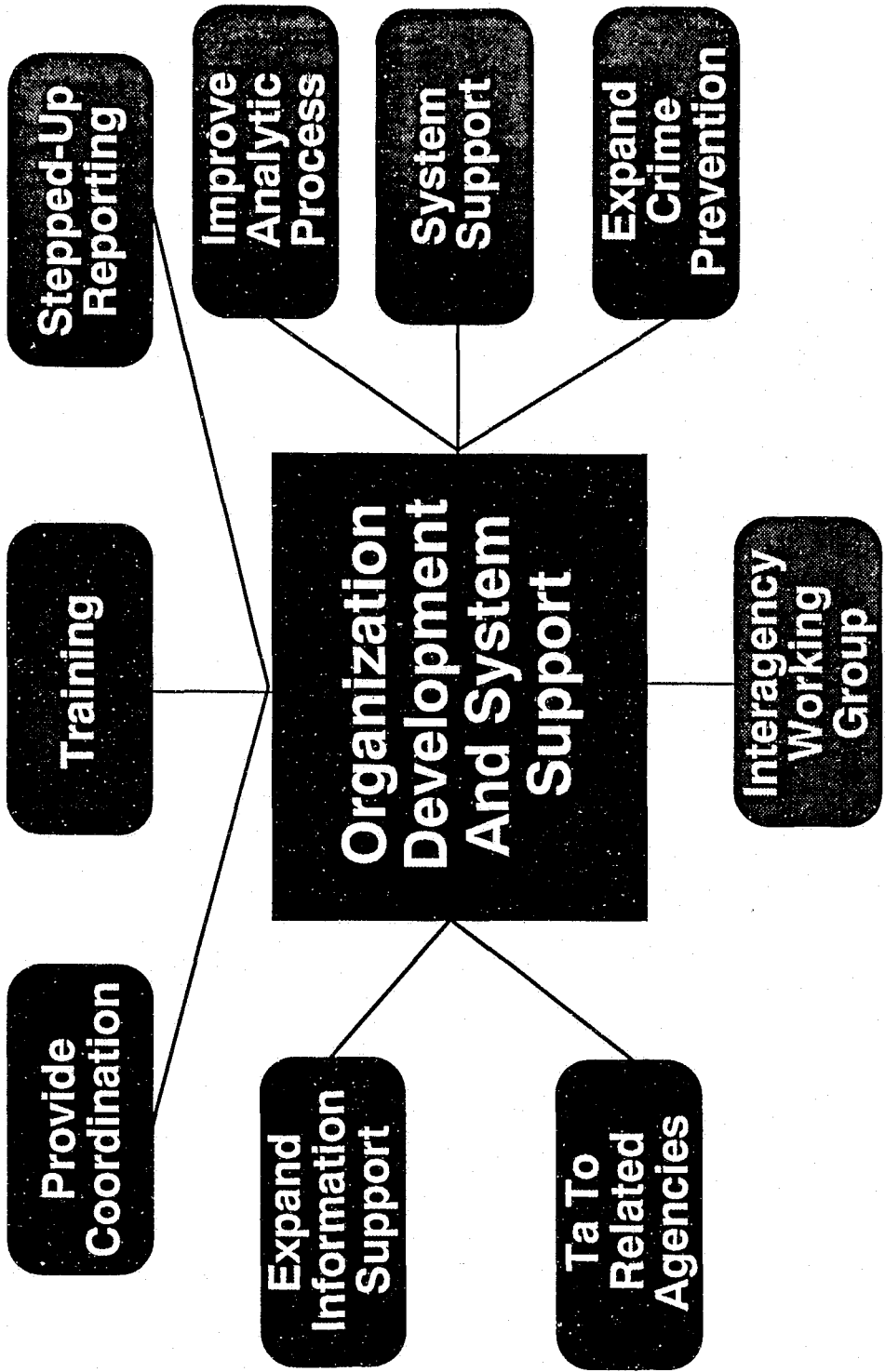
**Develop  
Informal  
Contacts**

**Institutionalize  
Procedures**

**Implementation  
Demonstration**

**Develop  
Resources**

**Identify  
Information  
Needs**



# Community

---

- Organize Against Gang/Drug Activity**
- Overcome the Issue of "Denial"**
- Identify Key Anti-Gang/Drug Leaders**
- Offer Alternatives to Gang Membership**
- Involve Business in the Anti-Gang Effort**
- Assist Parents / Families / Youth at Risk for Gang Membership**
- Emphasize Positive Role Models**
- Devalue Gang Membership**

# Local Government / Legislative

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- Implement Model Gang/Drug Legislation
- Control Access to Park/Recreation Areas Frequented by Gangs
- Prompt Removal of Gang Graffiti
- Implement Environmental Design Techniques in Planning/Zoning to Suppress Gang Activities
- Strict Code Enforcement in High Gang/Drug Areas
- Coordinate Services With Housing Authorities
- Support Community Anti-Gang/Drug Activities
- Provide Necessary Funding

# Human Services

---

- Develop Specialized Treatment Programs for Drug/Gang Offenders**
- Provide Vocational Training/Basic Skills Training for at Risk Youth and Offenders**
- Support Community Anti-Gang Efforts**
- Network With Law Enforcement/Corrections/Probation**
- Provide Staff With Training on Ethnic/Cultural Issues**
- Maintain Credibility With Clients and Official Agencies**



# Schools

---

- Identify School Assignment of Students Who Are Classified as Gang Members by Local Authorities**
- Share Disciplinary Code Violations and Other Pertinent Data With the Police, Crime Analysts, or Other Designated for Profiling Gang/Drug Members**
- Separate Designated Gang Members by School Assignment**
- Develop Gang Prevention Curriculum**
- Provide Staff With In-Service Training on Gang/Drug Issues**
- Establish School Policies, Procedures, and Code of Conduct That Regulates Gang Activities**
- Institute a Vigorous Graffiti Removal Program**

# Police

---

- Develop Special Crime Analysis and Drug/Gang Offender Files**
- Coordinate Interagency Activities and Services for Drug/Gang Members**
- Prepare Profiles of Gang Activities, Members, Locations, Criminal Behavior, Recruitment Techniques**
- Use FI Cards or Citations to Document Reprimands and Non-arrest Situations Involving Designated Drug/Gang Members**
- Institute Directed Patrol to Increase Field Contacts, Assist in Community Control of Probationers and Follow Up on Habitual Truancy Cases**

## **Police (Cont'd)**

---

- Provide Daily Transmittal of FI or Citations Involving Drug/Gang Members to Probation Authorities**
- Conduct Instantaneous Checks of a Youth's Prior Police Contacts / Drug-Gang Involvement for Patrol Officers**
- Support Community Anti-Gang Efforts**
- Support Law Enforcement Drug Education Programs**

# Prosecution

---

- File Charges Based on the Highest Provable Offense**
- Resist the Pre-Trial Release of any Designated Gang/Drug Member**
- Seek a Guilty Plea on all Offenses Charged**
- Vertically Prosecute All Cases Involving Designated Gang/Drug Members**
- Provide 24 Hour Availability to Law Enforcement**
- Provide Special Techniques to Protect Witnesses in Gang/Drug Cases**
- Participate in Interagency Working Groups and on Individual Case Management Teams**

# Prosecution (Cont'd)

---

- Share Appropriate Information With the Crime Analyst or Person Designated to Develop and Maintain Profiles on Gang/Drug Members**
- Establish a Formal Policy of Seeking Maximum Penalty for Each Conviction or Adjudication of a Designated Gang/Drug Member**
- Seek Community Input on Prosecution Decisions**
- Establish Media Relations Procedures**
- Utilize RICO and Forfeiture Statutes**
- Enforce Drug Free School Zones**

# Judicial

---

- Authorize the Inspection of Records of the Juvenile Court, Probation, Protective Services, Prosecutor, Schools and Police by the Crime Analyst or Official Designated to Develop and Maintain Profiles of Gang/Drug Members**
- Refrain From the Sealing or Destruction of the Juvenile Records of any Designated Gang/Drug Member**
- Place Limits on "Deferred Adjudication" Especially for Designated Gang/Drug Members**
- Prioritize Gang/Drug Cases**
- Utilize Special Courtroom Procedures to Avoid the Intimidation of Witnesses**

# Probation

---

- Institute Intensive and Continuous Case Management for Designated Gang/Drug Members**
- Adopt Active Community Control Concepts, Including 24 Hour Home Checks and Limited House Arrest**
- Provide Mandatory Sanctions for Each Infraction of Probation Rules, Including Revocation of Probation Status**
- Develop Special Residential and Alternative Treatment Programs**
- Include Mandatory Drug Testing as a Condition of Probation**
- Participate in Interagency Groups and on Individual Case Management Teams**
- Share Conditions of Probation With the Police, Crime Analyst, or Other Official Designated for Profiling Gang Members**

# Intake/Detention/Corrections

---

- Mandatory Holding of Designated Gang/Drug Members Who Are Brought in on New Charges**
- Immediate Notification of Prosecutor of the Intake of a Designated Gang/Drug Member**
- Special Follow-up and Records Preparation for Detention/Bail Hearings for Designated Gang Members**
- Establish a Policy of Separate and Secure Holding of Designated Gang Members**
- Provide Special Close Custody Classification for All Designated Gang Members to Protect Staff and Other Correctional Clients**
- Monitor and Record All Activities and Transactions of Designated Gang Members**
- Provide Staff Training on Gang/Drug Issues**
- Gather Intelligence on Gang/Drug Activities**
- Implement Specialized Aftercare Planning and Case Management Techniques**

OSL-1635-104