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SYMPOSIUM ON YOUTH GANGS

A National Conference
January 12-14, 1989
Los Angeles, California

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U.S. Department of Justice
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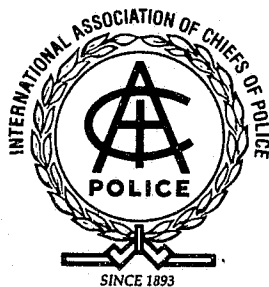
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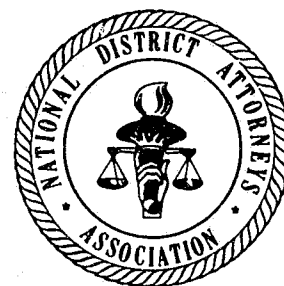
SYMPOSIUM ON YOUTH GANGS

A National Conference
January 12-14, 1989
Los Angeles, California

Presented by



International Association of
Chiefs of Police



National District
Attorneys Association



U.S. Department of Justice

Office of Juvenile Justice and
Delinquency Prevention

Washington, D.C. 20531

Communities across the Nation are confronting a serious new phenomenon: well-armed gang members violently competing for a part of the illegal drug trade. Many innocent bystanders have been injured and even killed as a result of this violence, which continues to escalate.

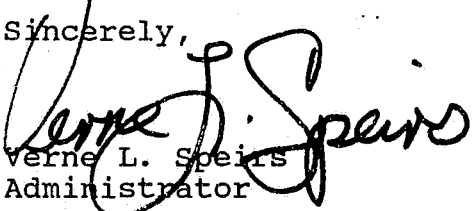
The availability of crack cocaine, and the immense profits it produces, have transformed many of the country's toughest street gangs into drug trafficking organizations. Profits from this lucrative drug trade enable gang members to purchase a chilling inventory of deadly military weapons.

Combatting this growing gang violence is a high priority at the Office of Juvenile Justice and Delinquency Prevention (OJJDP). As part of our efforts to help communities aggressively address this issue, we invited you here to Los Angeles so we could provide you with the most current information about the nature and scope of the gang problem and about promising programs for preventing and intervening in gang activities.

We have also been working closely with prosecutors, law enforcement officials, school administrators, and community organizations to develop strategies communities can implement to keep their neighborhoods safe from gangs and the devastating violence that accompany them.

Over the next few days you will hear from some of the country's leading gang experts as well as learn how you can develop system-wide strategies to confront gang activities. I urge you to take advantage of the expertise and knowledge OJJDP is offering at this symposium and use it to help your jurisdictions effectively and aggressively respond to the insidious problem of gang violence.

Sincerely,


Verne L. Speirs
Administrator

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SECTION 1
SYMPOSIUM AGENDA

AGENDA

NATIONAL SYMPOSIUM ON YOUTH GANGS

Thursday, January 12

1:00 p.m. Registration
San Diego Foyer

4:00 p.m. Plenary Session: **Welcome and Opening Remarks**
San Diego Room

Moderator: *Jerry Needle*
Director, Police Management Services
International Association of Chiefs of Police

Presentation: **Welcoming Address**
Verne L. Speirs, Administrator
Office of Juvenile Justice & Delinquency
Prevention

5:00 p.m. Reception
San Jose Room

6:00 p.m. Symposium Dinner
San Francisco Room

Address: **Early Enforcement: The Radical Option to
Gang Violence**
Ira Reiner, District Attorney
Los Angeles, California

Friday, January 13

7:30 a.m. Working Breakfast Overview of Activities
San Diego Room

Remarks: *Jerry Needle*

8:30 a.m. Plenary Session: Youth Gangs Today--The National Perspective
San Gabriel Room B & C

Moderator: *Michael Genelin*
Head Deputy, Hardcore Gang Division
Los Angeles County District Attorney's Office

Presentations: **Contemporary Youth Gangs: Problems and Responses**
Dr. Irving Spergel
University of Chicago

Gangs in Schools: Breaking Up Is Hard To Do
Dr. Ronald Stephens
National School Safety Center

Crack Cocaine and Street Gangs
Eddie Hill, Staff Coordinator
Drug Enforcement Administration

Gang Task Force Investigations - The F.B.I. Role
David Binney, Drug Section Chief
Federal Bureau of Investigation

Jamaican Posses: Nationwide Drug Gangs
Charles Sarabyn
Bureau of Alcohol, Tobacco and Firearms

10:15 a.m. Break
San Gabriel Foyer

10:30 a.m. Plenary Session: **Gang Problems--Local Variations**
San Gabriel Room B & C

Moderator: *Michael Genelin*
Head Deputy, Hardcore Gang Division
Los Angeles County District Attorney's Office

Presentations: **The Los Angeles Experience**
Lorne Kramer, Commander
Bureau of Special Investigations
Los Angeles Police Department

The Chicago Experience
Frank Radke, Commanding Officer
Gang Crime Section
South Chicago Police Department

The Ohio Experience
Dr. C. Ronald Huff, Professor
Ohio State University

The Miami Experience
Andrew Hague
Chief of Gang Prosecutions
State Attorney's Office
Dade County, Florida

The Phoenix Experience
Michael Frazier, Comander
Community Relations Bureau
Phoenix Police Department

12:00 Noon Working Lunch: **Overview of Workshops**
Santa Barbara Room A & B

Remarks: *Jerry Needle*

1:15 P.M. Workshop I: **Assessing Gang Problems**
Participants Convene By Jurisdictions

3rd Level Seating Areas: Phoenix San Diego
Sacramento Denver
Tacoma Seattle
Milwaukee Minneapolis

5th Level Seating Areas: Kansas City Omaha
Reno Columbus
Portland Oklahoma City
San Antonio Salt Lake City
San Diego Room: Louisville
San Gabriel B: Indianapolis
San Gabriel A: Boston

3:15 P.M. Break
San Gabriel Foyer

3:30 P.M. Workshop II: **Identifying Promising Programs and Strategies**
Participants Convene by Discipline

Police Workshop: *Robert Jackson, Detective-Sergeant*
San Fernando Room Gang Activities Section
Los Angeles Police Department

Wesley McBride, Sergeant
Operation Safe Streets
Los Angeles County Sheriff's Department

Prosecutors Workshop: *Keith Burt, Chief*
Los Feliz Room Gang Prosecution Unit
San Diego County District Attorney's Office

Robert Barr, U. S. Attorney
Northern District of Georgia

Educators Workshop: *Ronald Garrison, Field Services Director*
Los Cerritos Room National School Safety Center

Gus Frias
Operation Safe Schools
Orange County, California

Court Services Workshop: *Randy Moore, Judge, Superior Court*
San Bernardino Room Los Angeles County, California

C. Robert Jameson, Presiding Judge
Juvenile Court
Orange, California

Supervision Workshop: *Clarence Terhune, Director*
Santa Anita Room A California Youth Authority

Dr. Michael Schumacher
Chief Probation Officer
Orange County, California

Tom Wright, Supervisor
Gang Violence Suppression Unit
Probation Department
Orange County, California

Community Organizations Workshop:

San Gabriel Room B *Clay Hollopeter, Executive Director*
Boys Club of San Gabriel Valley
San Gabriel, California

Steve Valdivia, Executive Director
Community Youth Gang Services
Los Angeles, California

Chris Baca, Executive Director
Youth Development, Inc.
Albuquerque, New Mexico

5:30 P.M. **Workshop III: Reviewing Promising Programs**
Participants Reconvene by Jurisdictions

3rd Level Seating Areas:	Phoenix	San Diego
	Sacramento	Denver
	Tacoma	Seattle
	Milwaukee	Minneapolis
5th Level Seating Areas:	Kansas City	Omaha
	Reno	Columbus
	Portland	Oklahoma City
	San Antonio	Salt Lake City
San Diego Room:	Louisville	
San Gabriel A:	Indianapolis	
San Gabriel B:	Boston	

6:30 P.M. **Adjournment**

Saturday, January 14

9:00 A.M. **Plenary Session: Systemwide Strategy Building**
San Diego Room

Moderator: *Jerry Needle*

Presentations: *Pamela Swain, Director*
Research & Program Development Division
Office of Juvenile Justice & Delinquency Prevention

Terrence S. Donahue, Director
Special Emphasis Division
Office of Juvenile Justice & Delinquency Prevention

10:00 A.M. Break
San Diego Foyer

10:15 A. M. Workshop IV: **Developing Systemwide Strategies**
Participants Convene by Jurisdiction

3rd Level Seating Areas: Phoenix San Diego
Sacramento Denver
Tacoma Seattle
Milwaukee Minneapolis

5th Level Seating Areas: Kansas City Omaha
Reno Columbus
Portland Oklahoma City
San Antonio Salt Lake City

San Jose Room: Louisville
San Jose Room: Indianapolis
San Jose Room: Boston

12:00 Noon Lunch on Your Own

1:00 P.M. Plenary Session: **Gang Information Networking - The GREAT System**
San Diego Room

Remarks: *Jerry Needle*

Presentation: *Ray Gott, Commander*
Juvenile Operations Office
Los Angeles Sheriff's Department

1:30 P.M. Plenary Session **Federal and State Initiatives and Assistance**

Presentations: *Diane Munson, Deputy Administrator*
Office of Juvenile Justice & Delinquency Prevention
U.S. Department of Justice

G. Albert Howenstein, Executive Director
Governor's Office of Criminal Justice Planning

Michael J. Dalich, Deputy Director
Bureau of Justice Assistance
U.S. Department of Justice

Representative
U.S. Department of Education

Kenneth Finlayson, Regional Administrator
U.S. Department of Housing & Urban Development

2:30 P.M. Plenary Session:
San Diego Room

Closing Remarks

Diane Munson, Deputy Administrator
Office of Juvenile Justice & Delinquency Prevention
U. S. Department of Justice

3:00 P.M. Adjournment

The sponsors of this Symposium appreciate the support of

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which has made this Symposium possible.

This symposium is supported by Grant Number 88-JN-CX-K003 awarded by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice. The Assistant Attorney General of Justice Programs, coordinates the activities of the following program offices and bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions are those of the presenter and do not necessarily represent the official position of the U.S. Department of Justice.

SECTION 2
SYMPOSIUM OBJECTIVES

SYMPOSIUM OBJECTIVES

This symposium has been designed for key juvenile and criminal justice personnel, representatives of community-based organizations, and school officials from cities with emerging gang problems. The objectives of the symposium are to:

- **Inform participants about:**
 - the nature and scope of gang problems likely to confront their cities;
 - promising programs for preventing and intervening in gang activities;
 - federal resource and assistance opportunities.

- **Promote design and implementation of systemwide strategies to respond successfully to gang activity.**

- **Initiate development of a nationwide gang information exchange network.**

Objective 1: Information On Gang Problems and Promising Programs

The cities that have been invited to the symposium have emerging gang problems. Many of the cities are just beginning to recognize and deal with their problems. To respond most effectively, the cities need information on the organization and dynamics of gang activity, nature of gang problems, promising programs and strategies, program and policy failures. Information on these subjects will be provided by expert practitioners from cities with chronic gang problems and by leading gang and youth researchers.

The information will be presented in two plenary sessions and two workshops:

- Plenary Session: National Perspective on Juvenile Gangs;
- Plenary Session: Gang Problems-- Local Variations;
- Workshop II Identifying Promising Programs and Strategies; and
- Workshop III Reviewing Promising Programs.

The organization and dynamics of gang activity, gang problems, promising programs and strategies, as well as programmatic failures will be discussed by police officials, prosecutors, school administrators, and other practitioners from cities which have chronic and emerging gang problems. Participants will also receive reports on the latest findings and recommendations from those engaged in gang-related research and program development. Researchers who engaged in nationwide studies of gang problems will report their findings and offer their recommendations as well.

Information on federal resource and assistance opportunities will be presented during the Plenary Session: Federal and State Resources and Initiatives.

Objective 2: Design and Implementation of Systemwide Prevention and Intervention Strategies

Experienced practitioners and researchers are convinced that successful response to gang activity requires a coordinated approach by criminal justice, social service, and educational institutions. Building successful systemwide programs involves: determining the extent of a community's gang problem; analyzing the gang population and its activity; establishing program objectives; formulating programmatic responses; mobilizing resources necessary to employ the responses; and evaluating program operations and results. Design and implementation of systemwide gang control programs will be described and explained by policy and program officials from the Office of Juvenile Justice and Delinquency Prevention during the Plenary Session: Systemwide Strategy Building.

Participants will conduct initial steps to design or strengthen systemwide programs for their own jurisdictions during Workshop I: Problem Assessment and Workshop IV: Strategy Development.

Objective 3: Initiate Information Network Development

Mounting evidence indicates that gangs are no longer entirely localized. Some are developing inter-city networks and/or exporting members to cities across the nation. It is essential, therefore, for gang control authorities to establish counter-networks. During the Plenary Session: Gang Information Networking, participants will learn about an operational gang information system, possibilities for replicating the system, the potentials of inter-jurisdictional networking.

SECTION 3
DEFINITIONS

DEFINITIONS

A number of terms will be used repeatedly during the symposium. To provide a common frame of reference, the following definitions and descriptions are provided.

◦ Gang, Gang Members, Gang-Related Incidents

The Youth Gang Suppression and Intervention Project, being conducted by the School of Social Service Administration, University of Chicago, and the Office of Juvenile Justice and Delinquency Prevention, and has found that precise definitions of gangs and gang-associated phenomena do not exist. They report, however, that common "frames-of-reference" do.

- **Gang.** A gang is a group of people, predominately male, who commit illegal acts, often, but not exclusively, of a violent nature.
- **Gang Members.** Gang members are individuals who either state they are in a gang, are identified by police or other agencies as gang members because of their associates, wearing of colors or symbols or other factors, and/or who are involved in gang-related incidents, usually as offenders.

Ages of gang members range from as young as 8 years to 40 years or older depending on the city. Law enforcement representatives are reluctant to apply the term juvenile to the groups with which they deal, preferring instead the terms "youth gang" or "street gang" since groups are street oriented, comprising mainly adolescents and/or young adults.

- **Gang-Related Incident.** A gang-related incident is defined several ways, in practice. A gang-related incident: involves inter-gang violence; is a criminal act motivated by gang membership or gang function; is a criminal act committed by a gang member regardless of motivation, function, or situation. Some cities may employ more than one definition or change definitions over time.

◦ Systemwide Strategies

The rudiments of a systemwide strategy or program were set forth in writing in Police Handling Of Youth Gangs, a 1983 OJJDP publication by Needle and Stapleton. A systemwide strategy (originally labelled a Comprehensive Community Gang Control Program) is a structural approach designed to direct the activities of all organizations devoted to prevention and control

of gang violence toward common goals without materially impairing the autonomy of participating agencies. Every organization concerned with gang members or potential gang members, or able to influence their behavior, should be involved in the program. Countywide organization is preferable to municipal since it enables both county and municipal agencies and institutions to participate. For similar reasons, regional and statewide programs would be even more desirable. Police agencies in cities where gang problems are centered should take part in the program. Participation of social service agencies, prosecutors, judges, probation and parole agencies is also mandatory for effective program function.

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

SECTION 4

**SYMPOSIUM PAPERS AND
PROMISING PROGRAM DESCRIPTIONS**

Draft, January, 1989

Youth Gangs: Problem and Response
A Review of the Literature
Executive Summary

Irving A. Spergel

with the assistance of

**G. David Curry
Ron Chance
Alba Alexander
Deeda Seed**

**Candice Kane
Ruth E. Ross
Pamela Rodriguez
Edwina Simmons**

**Prepared for the
National Youth Gang Suppression
and Intervention Project**

**A Cooperative Project with the
Office of Juvenile Justice and Delinquency Prevention
U.S. Department of Justice**

**The School of Social Service Administration
The University of Chicago
969 E. 60th Street
Chicago, Illinois 60637**

10. Executive Summary

Introduction. Youth gangs have been present as a problem in western and eastern societies for a long time. They exist currently in socialist as well as free market societies, and in developing as well as developed countries, although varying in prevalence, character, and degree of criminality. Youth gangs were prevalent in urban centers in the United States prior to the nineteenth-century and in the early decades of this century. Nevertheless, youth gangs were considered only a limited aspect of the crime and delinquency problem by various national commissions in the late 1960s and early 1970s. Youth gangs until very recently were considered a serious problem confined to a few large urban areas.

Description, analysis, and policy development of the gang problem have been impeded because of lack of adequate data and diverse definitions about what a gang or gang incident is. Information about gangs also tends to be politicized or serve particular organizations or ideological interests. Scholars have employed varying definitions of the gang, often without adequate empirical basis for broad generalization. Definitions may determine whether we have a large or a small problem, whether more or fewer arrests should be made, and which agencies should receive funds to deal with the problem one way rather than another.

Some of the definitions have emphasized benign, communal or social support aspects of gangs. A few academics perceive youth

gangs as performing important economic, even political, functions. Some analysts have viewed the gang as playful, mischievous, committing minor infractions, a way male youth adapted to a socially deprived urban environment. More recently observers have perceived the gang as participating in serious, violent, and criminal behavior, including drug trafficking. Law enforcement definitions of gang incident tend to be generally more narrowly based than community agency or citizen definitions, however, ranging from almost any illegal act committed by an identifiable gang member to a set of specific criminal activities by juveniles which grow out of gang motivation or specific gang circumstances. The issue of whether a gang is simply any delinquent group or a more specialized entity has not been resolved. But the definition of gang appears to refer increasingly to juvenile and young adults associating together for serious, especially violent, criminal behavior with special concerns for "turf" along with or criminal enterprise interests.

Scope and Seriousness. Despite extensive media attention, and perhaps also because of limited research and lack of consensus on what a gang or gang incident is, the scope and seriousness of the problem nationally is not clearly or reliably known. Based on law enforcement and media reports, criminal youth gangs or gang members are to be found in almost all fifty states. While no region of the country is without youth gangs, gangs seem to be concentrated in western, midwestern, and southeastern states. They are present in certain large and

middle-sized cities, and even smaller communities, but may be absent or less extensive in seemingly similar cities and communities elsewhere. Gangs are present in city, state, and federal correctional as well as in various public school systems. Recent studies indicate that gangs or gang members are present in 67 percent of the state correctional institutions. All the public high schools of Chicago report the presence of gangs or gang members, although not necessarily gang problems.

It is not possible to meaningfully estimate the number of youth gangs or gang members in most cities, schools, prisons, or other social contexts. While it is clear that gang and gang problems have spread to many localities and various parts of the country, and that numbers of gangs and gang members have increased in many of those places, there are also reports of a decline in the number of gangs, gang members, and gang problems in some cities next to others with serious problems. Sharp fluctuations may also occur in estimated numbers of gangs and gang members in a relatively short period of time.

Nevertheless, there is reasonably good evidence of a general increase in gang-related violence. Gang members, at least those with arrest records, are responsible for a disproportionate amount of violent crime in comparison to non-gang offenders. At the same time, the proportion of total violent crime committed by gang members is very low. In a city such as Chicago, it is less than 1 percent. However, the problem lies in its concentration in certain categories of violent crime, such as homicide and

aggravated assault, and in its concentration in certain neighborhoods.

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

Drugs and Violence. The relationship of gangs to drug use and drug trafficking was reported usually as a source of only passing interest in the early gang literature. Gang members were cited as ambivalent to drug use and often demonstrated hostility toward drug dealing, especially use of hard drugs. In recent years, there is evidence that more and more gang youth have used and sold drugs. Currently some gangs, gang cliques, or former gang members are heavily engaged in street sale of drugs, if not also midlevel distribution. However, the growth of drug dealing by gang or former gang members is insufficient to account for the greatly increased sale and use of drugs in many innercity communities. Furthermore, while individual gang members may be involved in violent activities that are related to drug use or

sale, the relationship of gang-related violence to drug use and sale is less clear. High levels of competition for drug markets does increase the likelihood of conflict, but most gang homicides still appear to be based on traditional turf conflicts.

Character of Youth Gangs. Gangs appear to be more highly structured than delinquent groups, but in general they are viewed as loosely organized. Gangs are also structured in different ways. Some gangs are based on age divisions; others with the same or similar name are located in different parts of the community, city, or across states. Coalitions of gangs, "nations," or "supergangs" exist, but it is important not to exaggerate the degree of cohesion or "peaceful" relationships between gangs in these associations. The size of the gang has been a source of disagreement. Estimates have ranged from four or five to thousands.

The gang consists of different types of members: core, including leaders, associates or regulars, peripheral or fringe, "wannabes" 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 gang roles and specific positions is unclear. 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. Leadership may be viewed as either a function or a

specific position, sometimes shifting, at times relatively stable.

At the heart of the concept of the gang is the idea of territoriality or turf, i.e., control of physical space or illegitimate enterprise. In some cities, gangs have a less well-developed sense of physical territoriality. Also as the gang member and the gang mature, there tends to be a certain variable shift to the idea of criminal enterprise. Protection or control of space becomes less important than controlling access to illegitimate income sources, often drug markets. A distinctive character of the gang remains its commitment to, or use of, violence in achieving objectives, whatever they may be.

Demographics. Variables of class, culture, race or ethnicity interact with local community factors of poverty, social instability, and/or social isolation to account for the variety of gangs and gang problems that exist. Youth gang problems in the United States currently appear to be found largely in black and/or Hispanic low-income populations where they are concentrated, particularly in urban areas. The rate of increase in Asian gangs appears to be high, particularly in California and the southwest. White youth gang and gang problems, proportionately the lowest, are increasingly differentiated, including such groups as Stoners, Skinheads, Motorcycle gangs, and Satanic groups. There are significant differences within and across racial or ethnic groups in terms of pattern of structure, criminality, violence, and drug

trafficking. Variations exist by region of the country, as well. In general there is evidence that black gangs are relatively more involved in drug trafficking, Hispanic groups in physical turf-related battling, Asians in a variety of property crimes, and whites both in organized property crimes and vandalism. Furthermore, gang violence remains largely intra-ethnic or intra-racial.

The age range of gang members appears to have expanded in recent decades, particularly at the upper end. Members remain in gangs longer for increasingly serious criminal gain-oriented purposes. Extreme gang violence is concentrated in the older teens and young adults. The age of the gang homicide offender is 19 or 20 and the victim a year or two older. However, the age of the average gang offender arrested is 17 or 18 years. The aging of the youth gang population may be due to many factors, especially the changing structure of the economy and the loss of desirable unskilled jobs as well as increased access to low level drug dealing opportunities requiring gang background and skills.

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 street gangs may have female auxiliaries or chapters. 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 gang behavior is related directly or indirectly to that of the dominant male pattern. Evidence suggests that females are more likely to make a positive contribution toward conventionalizing male gang behavior rather than inciting male gang members to violent or criminal activity.

Membership Experience. The gang experience is increasingly important for low-income youth and youth from unstable social environments. It provides certain psychological, social, cultural, and economic functions no longer adequately carried out by family, school, and legal employment. Three or four sets of precipitating factors have been used to explain gang-related delinquency and violence: individual member need for status or reputation, group cohesion or solidarity, and personality disturbance or social disability, and perhaps increasingly economic advantage. Relationships among gang members may be viewed as a continuous struggle to manage status and security needs as defined and redefined by the gang over time.

Under what conditions status striving is reduced or enhanced in its contribution to delinquency and violence, particularly through group activities and cohesion or solidarity, has been at issue among researchers. A key unresolved question is whether gang cohesion or solidarity leads to delinquency and violence or whether delinquency or violence precede the development of cohesion. The time sequence is important for purposes of policy and programming. Focus can be on preventing the gang from

forming or cohering, or on controlling specific delinquent situations or acts per se even after the gang is established, for example, through individual counseling, family treatment, supervision, suppression, or environmental "target hardening."

Social/Personal Disability. We know little about the social and personal disabilities of gang delinquent youth which distinguish them from nongang delinquents, or differences among types of gang youth. There is some speculation that core members are more troubled than fringe members. The notions of megalomania and cult are often introduced in explanations of gang member personality. We are not sure how bright or dull the gang member is compared to other nongang members from the same environment. Gang members have an exceedingly high rate of school dropout. Some researchers view the gang member's so-called disturbance and social handicap as functional to survival in his environment and to the gang's status system. A distinctive character trait of the gang member may be his excessive need, drive, or interest in wielding power, exercising control over others, and mastering his social environment through whatever means available, often violent.

Social Context. The factors of rapid population change, social disorganization, and poverty, actual or perceived, may combine to create the macro-structural conditions which contribute to institutional failures and the need for and development of alternate social roles and career routes for youth gang members. The interaction of social disorganization and lack

of access to legitimate resources probably largely accounts for the development of serious deviant group and subcultural phenomena in a variety of contexts. The family, school, politics, and organized crime may be viewed as contributing in the following specific ways to the formation and development of individual gang member behavior and 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 family variables to produce a gang problem youth, including the availability of a peer group that does not support family, school, and other normative values. Gang members appear not to be generally rebellious or hostile to parents or family members, except perhaps among white gang members. The extent to which some gang families condone or implicitly approve participation in the gang, particularly if the youth helps to support the family economically, may be a contributing factor.

Schools. Few school studies directly address the school gang-related problem. Gang problems are perceived as present in many inner city schools, more so by students than by faculty. Police data indicate that the gang problem is generally more serious outside than inside the school. Gang conflicts may be planned or started in school and carried out after school. A key problem is that students who do not adapt well at school and who do not like school are likely in particular schools and neighborhoods to be attracted to gangs. Certain schools even in

the worst gang/crime-ridden communities appear to do a better job than others sustaining low rates of gang involvement by students.

Politics. A symbiotic relationship between urban politicians and gangs has been observed in certain low-income communities, particularly those in process of considerable demographic or political change. New political aspirants short of manpower may call on gangs and gang members to perform a variety of tasks needed for competition in local politics, e.g., obtaining signatures or petitions, putting up or tearing down election posters, intimidating voters, getting voters out to the polling place. Gangs and gang problems also serve as an important issue for a whole variety of organizations to achieve ends not directly related to the problem, e.g., selling newspapers, election of public officials, expanding youth-serving programs, augmenting police personnel to fight crime generally. Gangs have been used by a variety of organizations at times of urban disorder to try to control riot potential.

Organized Crime. So-called violent and criminal subcultures have probably become more integrated in the 1970s and 1980s than they were in the 1950s and 1960s, as newer minority groups are entering organized crime. Greater competition among nascent criminal organizations, the relative increase of older youth and adults in street gangs, and the expanded street-level drug market probably have further contributed to the integration of violence and criminal gain activity. Several observers suggest a close relationship between youth gang members or street or corner youth

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. Some gang structures, or cliques within gangs, may now be considered as subunits of organized crime for purposes mainly of drug distribution, but also car theft, extortion, and burglary.

Organizational Response

Four basic strategies have evolved in dealing with youth gangs: community organization or neighborhood mobilization; youth outreach or street gang work; social and economic opportunities provision; and gang suppression and incarceration. Since these strategies are often mixed, it is possible to incorporate them into two general organizational approaches or ideal types: Model "A," a traditional, limited bureaucratic or unidimensional professional approach and Model "B," a rational, comprehensive, community-centered approach. The strategies were first examined in terms of historical development, then specific institutional or organizational approaches assessed in view of Model "A" and "B" criteria.

The local community or neighborhood approach was an early attempt to bind elements of local citizenry, local 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, as focus tended to shift to larger problems of housing, education, and job development. The assumption of the outreach or street gang work approach was that

gangs were viable or adaptive and could be redirected through counseling and group activities. In the process the values and norms of gang members could be changed in a positive direction. The strategy, while it targeted gang youth, was unidimensional and not adequately integrated with other approaches, e.g., suppression or opportunities provision. There was little evidence of success.

Concern with the rising rates of delinquency, unemployment, and school failure of inner-city youth lead to a series of large-scale social resource infusions and efforts to change institutional structures. This opportunities provision strategy did not specifically target the youth gang problem. While such programs as Head Start and Job Corps appeared to have an effect on delinquency, it is not clear to what extent the gang problem was directly modified. During the middle, late 1960s, and early 1970s, there was in fact evidence of a rise in the scope and seriousness of the problem in several cities. The current dominant strategy is police suppression and enhanced incarceration of core gang offenders. This, to some extent, is a "quick fix" strategy which has been successful in terms of process or short term results, but has demonstrated little or no success in respect to longer term outcome or reduction of the gang problem particularly in those communities with severe gang problems.

Youth Work. A variety of youth agency programs and strategies were examined and assessed in light of the dimensions

of the two models proposed, based on available research data and information. The youth work strategy in its traditional Model "A" value change form has persisted over the decades. Almost all evaluations indicate a lack of success in terms of delinquency reduction. Evidence indicates that special youth work programs based on gang structures, per se, can cause community conflict and contribute to increased organization and criminalization of the gang. Recent efforts, which tend to be integrated with suppression or social control as well as neighborhood mobilization strategies, give promise of success, but have not been systematically or adequately evaluated, as yet. Youth work programs for the most part continue to emphasize traditional, particularistic organizational strategies, e.g., counseling and recreation without adequate relation to other approaches, in addressing gang problems.

Police. Law enforcement has pursued both Model "A" and Model "B" approaches. A traditional Model "A" strategy focuses almost exclusively on suppression: surveillance, stake out, aggressive patrol and enforcement, follow-up investigation, intelligence gathering, and infiltration of gangs or contexts in which gangs are found. There is increasing emphasis on the improvement of data or information systems and some law enforcement coordination. No evaluation of this approach has been conducted. Based on anecdotal evidence, "the nip in the bud" suppression approach may in fact be successful in reducing the number of gangs and gang violent incidents in smaller

communities or emerging gang cities, although an exclusive law enforcement approach appears to have little effect on the drug-gang trafficking problem, or in cities where gang patterns have been long entrenched.

The Model "B" approach assumes that the suppression must be incorporated as part of an interagency, community collaborative set of strategies which also gives due attention to prevention and social intervention roles by police officers. A great variety of programs and tactics have been developed by police departments in pursuit of this more complex approach. Some gang specialist officers have directly engaged in counseling, job referral, school lectures, and community organization activities. But again, we still do not know whether this set of strategies is any better than a Model "A" approach. Its use in New York City and especially in Philadelphia have been promising, particularly with younger youth and at a time when the gang problem was less severe and less interconnected with the drug problem. In fact, it can be argued that the drug problem served to sharply reduce a traditional gang violence problem in these and other cities on the East Coast.

Prosecution. It is difficult to fit the analysis of prosecution strategies neatly into a particular model. In many respects the recent innovation of vertical prosecution, witness protection, and community information programs are steps towards a more comprehensive Model "B" approach. There is clear evidence that vertical prosecution has improved the rate of convictions

and incarcerations. But focus has been essentially on adults and hard-core gang offenders. It is possible to argue that the vertical prosecution approach could be broadened to include preventive and social intervention strategies, particularly if younger offenders were targeted as well.

Judiciary. Relatively little attention has been directed by the judiciary to its responsibility for dealing with gang problems generally and gang offenders specifically. The tendency has been to emphasize a "get tough" strategy or removal of the serious juvenile gang offender from the jurisdiction of the juvenile and family court. Since the judges already pursue a broader "Model B" approach in respect to deprived children and minor offenders, conceivably some of these strategies and patterns could also be applied to juvenile gang offenders. Some judges, however, already pursue strategies in which gang youth are sentenced to corrective institutions and placed in community contexts that provide opportunities for social support, training, jobs, as well as strong supervision.

Probation/Parole. While a few states and counties have paid special attention to the youth gang problem, most supervisory agencies do not specifically target or make special arrangements to deal with gang members. "Innovative" approaches have been developed in a few places, especially the state of California, Los Angeles County, San Jose, and Philadelphia. The specialized programs emphasize enhanced supervision and even suppression in collaboration with law enforcement agencies. In such situations,

there may also be a reduction of counseling, job referral, and community involvement strategies. A few probation and parole units have experimented with combined counseling, social service, community involvement, as well as increased surveillance strategies. A clear-cut integrated approach was developed in Philadelphia with apparently positive results. The integration of a variety of justice system supervision and suppression as well as work opportunities for probationers and parolees also appears promising.

Corrections. The prisons and training schools may be regarded as both a facilitator or direct contributor to gang problems, as well as a response to it. Incapacitation, while it is a simple short-term solution, has led to increased gang cohesion and membership recruitment in the institution, 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 to maintain inmate control. A Model "A" approach still predominates in most prisons, including swift reaction to and preferably forceful prevention of "forceful acts," special lock-up arrangements, or moving gang leaders from one prison or prison system to another. A Model "B" approach, perhaps more likely to be developed in a youth correctional institution, is based on the notion of effective coordination with a variety of law enforcement officials outside the institution, effective communication

between correctional officers and inmates, and increased institutional opportunities for positive inmate change, including training and work programs. The evidence for the beginning development of Model "B" approaches targeted at gang members exists in some of the California Youth Authority and in Wisconsin's Department of Health and Social Services, Division of Corrections programs.

Local School Programs. Schools can be regarded as the best community resource for prevention and early intervention in respect to gang problems. Most schools, overwhelmed by other concerns, would prefer to ignore the problem. The first response to the gang problem, after denial, is to bring in youth-serving organizations or the police onto school campus to cope with it. Sometimes probation officers have established special outreach/school gang programs. Of interest in recent years has been the development of special antigang curricula, sometimes taught by outside personnel. There is some evidence that these curricular efforts are successful in changing the attitudes of youth about gangs, although it is not clear that gang behavior is thereby also reduced. Comprehensive school and outreach antigang programs are presently being tested in Los Angeles and Chicago.

Local Community Organizations. A variety of ad hoc, sometimes ephemeral, social-movement type local community efforts have developed in recent years to deal with the gang problem. Some of these are variations of more general citizen crime control and prevention programs. Evidence for their success

without relation to other approaches is lacking. It is questionable that such citizen participation programs can be effective where the risks of intimidation by gang members is high.

Nevertheless, a variety of proactive, if not angry, and militant local citizen, groups have formed to deal with gang problems, sometimes with the aid and supervision of the local police. Such groups patrol streets, supervise social events, and observe students in school buildings. Some of the groups have taken a vigilante character and do not shrink from interrupting drug deals, holding offenders until the police are called, and even shooting at gang members. Sometimes resident groups have attempted to mediate gang disputes. Mothers groups were active in preventing gang conflict in Philadelphia. Mothers or parent groups have also been organized recently in various cities to press existing law enforcement or social service agencies to take a more active stand. Such community groups may supply support service to victims or general recreational or tutorial services to youth "at risk."

A variety of youth organization structures, including gangs and gang member representation, also have been established to control gang violence or more general types of urban violence. Some of these projects have been sponsored by social agencies, public and voluntary, and sanctioned by the police. Some youth organization efforts have been opposed by the police, especially when they appear to represent criminal interests. These efforts

to involve gang members in gang control efforts have not as a rule been well developed or supervised and usually resulted in community controversy. No evidence exists that they have been effective.

Local Employment. It is not clear that large-scale training and employment projects have adequately targeted gang youth. But there is evidence that gang youth prefer a "decent-paying job to the gang life." They lack the skills and attitudes to hold them, however. Full-time and part-time jobs are viewed as useful in dealing with the gang problem. Some local job development projects have been promising. Especially promising is the San Jose Youth Conservation Corps experiment. Gang members and other youth and young adults are provided with jobs and closely supervised, including regular drug testing. A high rate of success is thus far reported in this program.

Legislative Response. Legislatures in various states have conducted investigations, and a few have passed legislation specifically addressed to gang problems. California has been most active with 80 bills passed in recent years. It has also developed the most comprehensive approach. Legislation in Illinois appears to be broad in scope, although fragmentary. It deals with improved educational and job opportunities, and child welfare agency responsibility, as well as better police organization in respect to the gang problem. None of the legislation appears yet to have been funded or implemented.

California legislation in 1981 was initially concerned with improving the ability of district attorneys to address gang activity. Between 1982 and 1986, the law was amended to include law enforcement, probation departments, school jurisdictions, and community organizations. A Gang Violence Suppression Program was established in the Office of Criminal Justice Planning to administer all state and federal funds dealing with specified gang-related purposes. The office delineates the criteria to be met by the agencies in the state receiving these funds. A variety of definitions as to gang, gang member, and gang incident have been established. California guidelines require that criminal justice agencies, schools, and community organizations work together under supervision of the local prosecutor's office in planning and coordination. Emphasis appears to be mainly on suppression and incarceration.

Conclusions and Policy Implication.

A variety of intervention strategies have evolved, often without adequate relation to each other. "Softer" social agency youth development and "harder" law enforcement suppression approaches have alternated as predominant strategies, and at times, clashed with each other. Complementary perspectives, definitions, and intervention models have not yet been adequately integrated in most chronic or high rate gang problem cities. Prevention or early intervention strategies targeted at youths beginning gang careers have also not been adequately

conceptualized or developed in emerging cities and social contexts.

A comprehensive approach, probably under some new central authority, involving public-voluntary agency-community group cooperation should be created and systematically tested, particularly in cities where the youth gang problem has become serious and entrenched. An early intervention approach should be tested, particularly in those contexts where the youth gang problem is emerging, where it is still confined largely to juveniles and adolescents, and where it does not yet systematically involve young adult criminal organization.

The following general policies are recommended:

1. In order to avoid excessive labelling, the definition of a gang should be restricted to high profile youth gangs engaged in serious violence and crime, and whose basic reason for existence is symbolic or communal rather than economic gain. Drug trafficking or criminal gain organizations per se should not be considered youth gangs. A gang incident should be any illegal act which arises out of gang motivation or gang-related circumstances.

2. Youth who give clear indication of gang involvement should be the primary targets of early intervention and comprehensive gang control programs. It is assumed that a small number of youth can be targeted for remedial and supervisory attention. The tendency to identify at-risk youth without clear criteria of potential gang membership

should be avoided. Preventive programs should be directed primarily at changing social, economic, and organizational circumstances, particularly in low income and disorganized communities which are conducive to gang formation.

3. A special authority should be established to develop a comprehensive approach in chronic gang problem cities. Leadership of such an effort should be assigned to an official agency, such as probation, parole, or possibly law enforcement. All criminal justice agencies, including police, probation, parole, judiciary, prosecution, corrections, should be part of the new authority, supported by key voluntary agencies, schools, business and industry, and local community groups. A strategy of social control, i.e., social support, social opportunities, as well as job opportunities, should guide the development of program activities and the roles of various personnel. The police department should expand its gang unit/juvenile division structures to encompass an improved suppression, but also social education and intervention, function(s). While priority by a variety of justice and community agencies should be given to juveniles and adolescents, programs should be extended to deal with older adolescents and young adults. A new training and job development structure should be established as part of the authority concerned primarily with the needs of older adolescent and young adult gang members.

4. A local educational administrative unit, in collaboration with law enforcement, family or juvenile court, as well as social agencies and community groups, should take responsibility for the development of special programs directed to social education and social control of youth, especially those between 10 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 performance of such youth and provide them and their parents with outreach counseling. 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.

go for help. This means we'll drop whatever we're doing to take a youth back to school when he's been suspended. It means taking him out to find a job. It means visiting him in juvenile hall and going with him to court on his behalf to see that the judge has all of the facts. And if he's too drunk to drive, he can call us and we'll pick him up and take him safely home.

To work with "at-risk" youth requires continual study to master the ins-and-outs of the juvenile justice and educational systems and the other forces that impact on a volatile youth's life. Sometimes you must take a firm, hard, strong stand on critical youth issues and risk offending policemen, social workers, probation officers, teachers, principals and other so-called youth workers when you defend your position as youth advocate and ombudsman. Expect to work long, hard, irregular hours because youth crises are not often convenient or during regular business hours.

The Boys Club can serve as the catalyst for needed community changes and reforms on behalf of all youth; members and non-members alike. Practices and policies of schools may need to be reviewed. School officials may not want these kinds of kids in their school. Our job is to visit the school on behalf of the youth we are working with to assure that individual youth receives the services they need, and to advocate for systematic change that makes the system more responsive to all youth. As an advocate for youth, it is

essential that Club leaders become informed on current issues affecting youth and not hesitate to speak out, boldly and forcefully, on conditions or situations that are harmful.

PROGRAM HINTS

1. Mainstream "at-risk" youth into on-going programs rather than putting them into special "gang" programs.
2. Modify existing programs and procedures so that they "fit the youth" rather than expecting the youth to "fit the program".
3. Be honest, truthful and fair. It's not helpful to moralize, preach, ridicule, shame or embarrass. And if you promise to do something, then do it.
4. Expect early disappointments and short-term failures in the beginning. It takes a while for street kids to really trust you.
5. Provide increased opportunities that foster a sense of usefulness, competence and worthwhileness.
6. Understand the interrelationship between anti-social street behavior and the use and abuse of alcohol and drugs.
7. Have faith that these youth will turn out OK anyway and that you are only speeding up the inevitable.

September 1985

TARGETED OUTREACH PROGRAM

Through training and technical assistance provided by Boys Clubs of America, Clubs participating in the TARGETED OUTREACH program are reaching out to their community's "at risk" Jr. and Sr. High School aged youth and integrating them into their everyday programs utilizing the Youth Development Strategy.

TARGETED OUTREACH Clubs have increased their ability to intervene and work with "at risk" youth by forming strong linkages with their communities schools, juvenile justice systems and other youth serving agencies

and organizations. Clubs have also improved their skills by utilizing a case management system to follow their members progress and program involvement.

The TARGETED OUTREACH program is funded through grants from the Office of Juvenile Justice and Delinquency Prevention and The Frances L. & Edwin L. Cummings Memorial Fund.

For further information about the program call (212) 557-7750 or write:

Targeted Outreach Program,
National Program Development Service
Boys Clubs of America
771 First Avenue
New York, NY 10017.

Project Return: A Triumph Over Delinquency

By Clay Hollopeter

A Boys Club approach to helping troubled youths move from county probation camps back into their communities.

"First, the strangeness of the sensory experience unsettles him in a very subtle manner... Second, he is disorganized because of his lack of interpretive knowledge of the everyday-taken-for-granted outside world... Third, he is ill-prepared to function smoothly in interaction with outsiders in the outside world because he has lost the vast repertoire of taken-for-granted, automatic responses and actions."

From *The Felon*, Prentice-Hall, 1970

In the past, the criminal youth offender of the San Gabriel Valley was charged with the overwhelming task of his own rehabilitation. He was expected, somehow, to have gained the social and emotional skills necessary to stay out of trouble while he was serving time in a county detention camp.

The staff of the Boys Club of San Gabriel Valley felt this was far too much to expect of an adolescent. How, they asked, can a young offender change, *in one day*, from being in an institution for delinquents to becoming a responsible community citizen? And how can an emotionally troubled, neglected, and/or substance-abusing youth be expected to change without substantial help with his problems?

The Boys Club of San Gabriel Valley had the answers: He can't! So they developed a solution that has proved very effective: it's called Project Return.

Project Return is designed to meet the enormous challenge of helping incarcerated delinquent youths make the changes needed for a successful return to community life. The project's main objective is to dramatically reduce the incidence of rearrest and to avoid the need for further institutionalization.

The youths involved in the project range in age from 14 to 18, and most are at least 16. Typically, their arrest and subsequent detention in a County Probation Department Camp is only the culmination of a history of criminal and antisocial behavior. In fact, many of them are gang members at the time of their sentencing, and are no

strangers to trouble from the law. Crimes for which Project Return youths have been arrested range from petty theft and minor possession of alcohol to possession of a deadly weapon with attempt to commit assault and suspicion of attempt to commit murder.

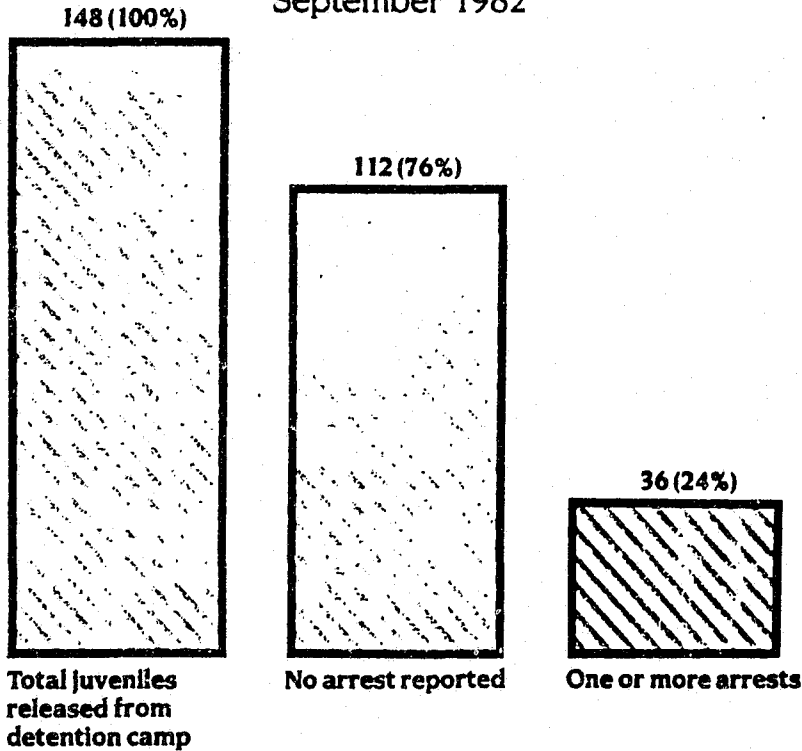
Project Return enters the picture after the youth has served some time in a California County Probation Department Camp. All youths referred to the project have been ordered to detention by the juvenile court for serious delinquency, and many of them have established lengthy arrest records prior to their enrollment in the project. In order to ensure that a young offender gets every opportunity to reconstruct his life, a Project Return staff member often initiates contact with him *before* he is released. That way, two important objectives are accomplished: (1) The adolescent is reassured that he is not alone, and that there are people "out there" who really care about him and are committed to helping him turn his life around; and (2) the project worker can get a feeling for the youth's particular background and individual needs so that, when he is released from probation camp, the program will be prepared to meet his needs.

In the meantime, a project worker will also contact his family members, when possible, to help pave the way for his return to the community. One of the project's many goals is to help the youth recreate a satisfactory relationship with his family, because success in this area can be very important to his future progress. Both the family and young offender are informed that Project Return is an ongoing service, and that help is available 24 hours a day, seven days a week.

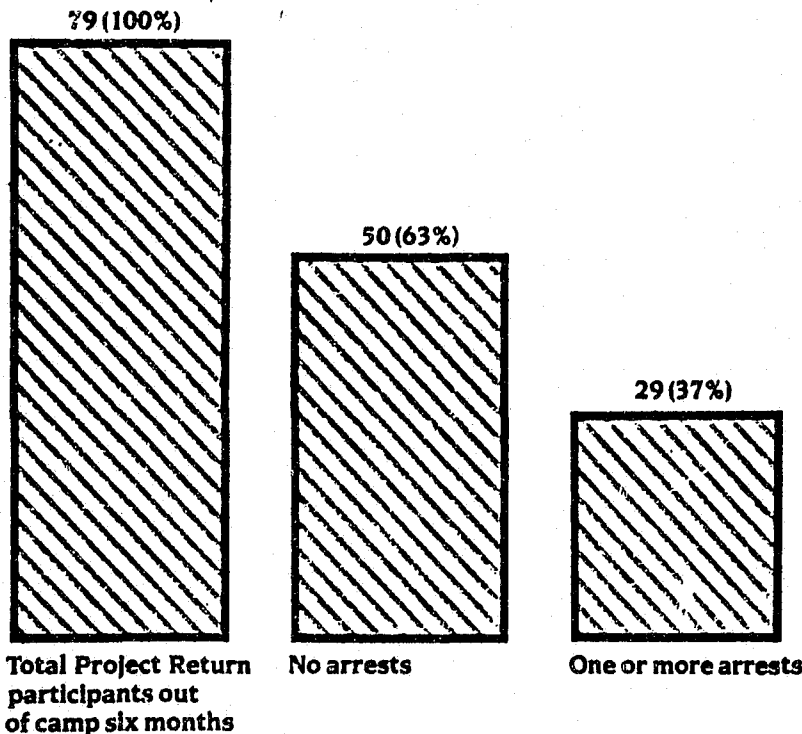
Once the youth is released, Project Return offers a variety of special services. For example, there are programs that: (1) help the youth gain satisfactory employment, (2) help him get back into school if he desires, or is required to do so, (3) help him develop skills so that he can use his leisure time constructively, (4) help him get off—and keep off—a dependence on drugs, if necessary, (5) help him con-

Project Return

Juvenile Automated Index (JAI) Re-Arrest Check September 1982



Six-Month Re-Arrest Check



troil alcohol consumption, (6) help him find a decent place to live, enough to eat, and adequate clothing, and (7) help counteract the oftentimes harmful effects of gang or peer-pressure influences. To accomplish these weighty goals, the project staff members assume the role of helpful, concerned adults working closely with the youths in supportive, caring relationships.

These valuable services, by the way, are provided in addition to—and in conjunction with—the assigned probation officer's duties. Project Return does not assume the monitoring role of the Probation Department because that role is seen as potentially damaging to the program's ability to be viewed by troubled youths as one of sincere help and care.

Project Return is not an arm of the court either. Rather, it is a constructive Boys Club program designed to help adolescents stay away from trouble and out of the criminal justice system.

How successful has Project Return been? *Very successful.* When it was established eight years ago, one of its primary goals was to make sure that 50 percent of the participating young offenders were not rearrested for at least six months following their release from detention camp. This optimistic goal has not only been met, but has actually been exceeded.

An August 1982 study showed that 148 youths had been released from Los Angeles County Probation Camps and enrolled in Project Return. A recheck taken during the first week of September 1982 revealed that 76 percent (112 of the original 148 youths) had not been arrested. The 76 percent figure is a full 26 percent over Project Return's projected goal—and that's success!

It is clear that the troubled teenagers of the San Gabriel Valley have been given very real, practical, and meaningful assistance by their local Boys Club. Now, through the continued conscientious work and dedicated support of the Boys Club, the community of San Gabriel Valley finally has a chance to realize the full potential and valuable resources that its youths can provide.

Additional Programs

Specialized Gang Supervision Program

This Los Angeles County Probation Department Program employs fifty deputy probation officers working in five units of ten officers each, which are located throughout the county. Each DPO carries a caseload of fifty juvenile or seventy-five adult gang members. The primary focus is the enforcement of court ordered conditions of probation with an emphasis on a timely return to court when violations occur.

DPO's working in this unit are expected to maintain close working relationships with other law enforcement agencies and often ride along with police to monitor the activities of probationers in the community. The program mandates that each officer work fifty percent of his time in the field making home calls with probationers and parents, and contacting schools and other community agencies. They work flexible hours which include evenings and weekends.

Contact Person:

Miguel Duran, Director
11234 East Valley Blvd.
El Monte, CA 91731
Tel: (81) 575-4003

Community Youth Gang Services

Sixty gang counselors and forty support staff maintain fourteen street teams who are dispatched in radio equipped vehicles to intervene directly with gang members in the community. They also maintain a twenty-four hour hotline for disseminating information and receiving referrals for the street teams.

This is a private nonprofit community-based organization under contract to the city and county of Los Angeles. It provides gang violence reduction services through five contract delineated strategies: intervention; mediation; prevention; community mobilization; and communication.

The agency has also developed several prevention programs including a graffiti removal program, gang awareness presentations, and two employment programs for gang members. They have also developed an all volunteer network to assist them.

Contact Person:

Steve Valdivia, Director
Paul Dorsett, Program Monitor
144 South Fetterly Avenue
Los Angeles, CA 90022
Tel: (213) 200-4264

Gang Reclamation Project

This is a federally grant funded eighteen month program, now in a start-up phase with full implementation expected by February 1, 1988.

The project will employ sixteen staff who will work directly with all members of the community including: law enforcement, community based organization, private industry, and local community groups. Its mission is to reduce gang violence and drug abuse in an area where gangs have recently emerged and pose a threat to the stability of the community. This will be accomplished by a combination of preventative, educational, and community networking techniques. When concluded, it is to be replicated in other areas of the United States where similar problems are occurring.

Contact Person:

Natalie Salazar, Director
9150 East Imperial Highway
Downey, CA 90242
Tel: (213) 940-2845

Gang Drug Pushers Project

This is a state grant funded pilot program employing two deputy probation officers who together supervise sixty identified gang members who have been involved in drug sales. Electronic surveillance devices are used to track these high risk probationers. The program goal is to swiftly remove probationers who violate court ordered conditions of probation. unannounced drug testing is a tool used by these officers.

Targeting drug dealers who are known to be a focus for gang violence is seen as a way to reduce the overall level of violence in communities that are impacted with gang activity. Successful after one year, this program has been refunded.

Contact Person:

Vic Mathews, Supervising Deputy Probation Officer
200 West Compton Blvd.
Compton, CA 90221
Tel: (213) 603-7889

Workshop I

ASSESSING YOUR GANG PROBLEM

OBJECTIVE

The objective of this workshop is to assess the dimensions of your community's gang problem and its readiness to respond successfully.

PROCESS

A facilitator will guide you and the members of the team from your city through a structured process to produce the desired assessment.

- Each member of your team will complete the Problem Assessment Worksheet that follows. It is designed to elicit information on the:
 - scope of seriousness of gang activity in your community;
 - scope and nature of current responses;
 - effectiveness of current responses.
- Each member of your team will complete his worksheet independently, answering for the institution he represents.
- Your team leader will summarize the individual responses on the Problem Assessment Summary that follows.

All assessment worksheets should be retained for further use after the symposium.

WHAT THE PROCESS WILL PRODUCE

A written profile of the scope and severity of your jurisdiction's gang problem, an inventory of current gang prevention and control programs, an appraisal of program effectiveness, and a list of information needed to assess the problem further.

Selected OJJDP Programs

Title: JUVENILE GANG SUPPRESSION AND INTERVENTION PROGRAM

Grant Number: 87-JS-CX-K100

Grantee: University of Chicago
School of Social Services Administration
969 E. 60th Street
Chicago, IL 60637
312/962-1134

Project Director: Irving Spergel

Current Project Period: 10/1/87 - 9/30/90

OJJDP Monitor: Benjamin Shapiro Daniel Bryant
Special Emphasis Research and Program Development
Division Division
202/724-8491 202/724-5929

Project Summary: There is increasing evidence that, in addition to the continued presence of chronic gang activity in major metropolitan jurisdictions, gang activity is emerging in smaller size jurisdictions. Recently there is clear evidence that youth gangs are becoming involved in illegal drug trafficking. Therefore, the purpose of this program is to develop the effective, comprehensive approaches that are designed to suppress, control, and treat criminality among chronic and emerging youth gangs. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: IDENTIFICATION AND TRANSFER OF EFFECTIVE JUVENILE JUSTICE PROJECTS AND SERVICES: EFFECTIVE PARENTING STRATEGIES FOR FAMILIES OF HIGH-RISK YOUTH

Grant Number: 87-JS-CX-K095

Grantee: University of Utah
Social Research Institute
Graduate School of Social Work, Room 130
Salt Lake City, UT 84112
801/581-4861

Project Director: Karol L. Kumpfer, Ph.D.

Current Project Period: 10/1/87 - 9/30/90

OJJDP Monitor: Lois Brown Lois T. Keck
Special Emphasis Research and Program Development
Division Division
202/724-8491 202/724-5929

Project Summary: The objective of this program is to reduce delinquency and drug abuse by youth by providing community agencies with increased information and skills to implement family strengthening programs for high-risk children and youth. This will be accomplished by identification, assessment, and dissemination of family-oriented programs that have demonstrated success in decreasing risk factors for involvement in delinquency and drug use, or in directly reducing delinquency and drug use. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: MANAGEMENT TRAINING AND TECHNICAL ASSISTANCE
IN NONPROFIT ORGANIZATION MANAGEMENT

Grant Number: 87-JS-CX-0001

Grantee: Institute for Nonprofit Organization Management (INPOM)
518 Seventeenth Street, Suite 388
Denver, CO 80202
303/825-0800

Project Director: Jeffrey W. Pryor

**Current Project
Period:** 10/1/86 - 10/1/88

OJJDP Monitor: J. Robert Lewis
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: This training project is designed to improve the management capacity of nonprofit agencies whose purposes are consistent with OJJDP's goals. The project provides training to upgrade the management and resource development capabilities of nonprofit agencies and provides onsite technical assistance to participant organizations and information to OJJDP grant recipients on management issues.

Title: JUVENILE JUSTICE TRAINING FOR LOCAL AND STATE
ENFORCEMENT PERSONNEL

Grant Number: 87-JS-CX-A008

Grantee: Federal Law Enforcement Training Center (FLETC)
Office of State and Local Training
Glynco, GA 31524
912/267-2435

Project Director: Howard Goetsch

**Current Project
Period:** 6/1/87 - 9/30/88

OJJDP Monitor: Ronald Laney
Training, Dissemination, and
Technical Assistance Division
202/724-5940

Project Summary: The purpose of this training is to assist State and local law enforcement agencies in improving their skills by equipping them with a better understanding of the juvenile justice system, and to enhance the expansion of such training by State and local agencies and other training institutions. This will be accomplished by continuing to offer such courses as POLICY I, POLICY II, Child Abuse and Exploitation Investigative Techniques, and Child Abuse and Exploitation Investigative Techniques Academy Transfer.

Another training program brings chief executives of schools, judges, and law enforcement, prosecutorial, and juvenile probation personnel together to present a method of information sharing, cooperation, and coordination leading to improved school safety, supervision, and delinquency prevention. Specifically, the goals are to design and present a SAFE POLICY program process that may be implemented within existing organizational frameworks, resource bases and missions; promote recognition of the juvenile justice system's processes and practices; promote recognition of the behavior patterns of juvenile delinquents; promote recognition of the agency level and system practices in dealing with community, school, and supervision problems; promote recognition of the current school responses to handling troubled, problem, and delinquent children and youth; promote recognition of what constitutes a safe school; enhance juvenile justice system response to children and youths; and implement an information development and sharing process to assure continuing communications related to common problems.

Title: SERIOUS HABITUAL OFFENDER COMPREHENSIVE ACTION PROGRAM
(SHOCAP)

Grant Number: 86-JS-CX-C006

Grantee: Public Administration Service
1497 Chain Bridge Road, Suite 202
McLean, VA 22101
703/734-8970

Project Director: Peter Bellmio

**Current Project
Period:** 8/8/86 - 8/7/88

OJJDP Monitor: Robert Heck
Special Emphasis Division
202/724-5914

Project Summary: SHOCAP is a comprehensive service-coordination and case-management process involving the entire juvenile justice system including prosecutors, courts, schools, police, corrections, and community aftercare services. The purpose of SHOCAP is to develop procedures for the early identification and tracking of serious juvenile offenders and improve the flow of information among and between service system components to eliminate or reduce pretrial delays, case dismissals, plea bargaining, and sentence reductions for serious juvenile offenders.

Title: VICTIMS AND WITNESSES IN THE JUVENILE JUSTICE SYSTEM

Grant Number: 87-JS-CX-K093

Grantee: American Institutes for Research
1055 Thomas Jefferson Street NW.
Washington, DC 20007
202/342-5000

Project Director: Blair Bourque

**Current Project
Period:** 10/1/87 - 9/30/90

OJJDP Monitor: Benjamin Shapiro Richard Sutton
Special Emphasis Research and Program Development
Division Division
202/724-8491 202/724-5929

Project Summary: The purpose of this development initiative is to assist juvenile justice and related community agencies to establish specialized programs and services for victims and witnesses, to ensure appropriate assistance is available to improve juvenile court processing of offenders, enhance dispositional development and decisionmaking, ensure that opportunities for victims' participation in the adjudicatory process are fully utilized; and to increase overall victim satisfaction with the juvenile justice system. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: NATIONAL SCHOOL SAFETY CENTER

Grant Number: 85-MU-CX-0003

Grantee: Pepperdine University
24255 Pacific Coast Highway
Malibu, CA 90265
818/377-6200

Project Director: Ronald D. Stephens

**Current Project
Period:** 5/15/85 - 7/31/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: The National School Safety Center provides a national focus on school safety by making the Nation aware of the magnitude of campus and school crime and violence, identifying methods to diminish crime and violence, and promoting innovative, workable university campus crime prevention and school discipline restoration programs. These goals will be accomplished through the establishment of a working clearinghouse and a national information network; sponsoring and participating in various conferences and workshops; developing an educational leadership course at the graduate level; gathering, analyzing, and publicizing school safety and legal information through the quarterly news-journal, posters, videos, and specialty booklets, and by providing technical assistance to all States and the District of Columbia.

Title: PROMISING APPROACHES FOR THE PREVENTION, INTERVENTION,
AND TREATMENT OF ILLEGAL DRUG AND ALCOHOL USE AMONG
JUVENILES

Grant Number: 87-JS-CX-K084

Grantee: Pacific Institute for Research and Evaluation
7101 Wisconsin Avenue, Suite 805
Bethesda, MD 20814
301/951-4233

Project Director: Peter R. Schneider, Ph.D.

**Current Project
Period:** 10/1/87 - 9/30/91

OJJDP Monitor: John Dawson Catherine Sanders
Special Emphasis Research and Program Development
Division Division
202/724-8491 202/724-7560

Project Summary: The purpose of this program is to assist communities to eliminate adolescent drug and alcohol abuse through the identification and review of promising juvenile drug prevention, intervention, and treatment programs, the development and testing of program prototypes, and the provision of training based on the prototypes. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: HIGH-RISK YOUTH PROGRAM

Grant Number: 87-JC-CX-K103

Grantee: Ohio Department of Health
246 North High Street
P.O. Box 118
Columbus, OH 43266-0588
614/466-0280

Project Director: Michael J. Stringer

Current Project Period: 10/1/87 - 9/30/88

OJJDP Monitor: John Dawson
Special Emphasis Division
202/724-8491

Project Summary: The purpose of this program is to demonstrate a coordinated network of services in Ohio at the State and local level to reduce substance abuse among youth. By developing a community organizational structure and a comprehensive planning procedure and program development process, communities will maximize utilization of existing and new resources for youth at high risk of involvement in illegal drug use. Resources and activities will be coordinated in one rural and three urban sites.

Title: NATIONAL DELINQUENCY PREVENTION EDUCATION PROJECT

Grant Number: 85-JS-CX-0007

Grantee: Constitutional Rights Foundation
601 South Kingsley Drive
Los Angeles, CA 90005
213/663-9057

Project Director: Carolyn Pereira

Current Project Period: 4/1/85 - 3/31/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: Constitutional Rights Foundation (CRF) continues to conduct national training and dissemination programs. The overall goal is to stimulate widespread implementation of high-quality Law Related Education (LRE) programs in schools (kindergarten-12th grade) and juvenile justice settings. CRF is also sponsoring a conference on developing LRE for new juvenile immigrants. The national training and dissemination program has seven components, in which CRF works cooperatively with the other LRE grantees to accomplish the objectives. The seven components are training and technical assistance; information resource; marketing and support; preliminary assistance to future sites; program development; assessment; and coordination and management. CRF serves as fiscal agent for the subcontracts to 18 of 34 participating States that receive funds under this program.

Title: THE PARTNERSHIP PLAN, PHASE II

Grant Number: 87-JS-CX-0002

Grantee: Cities in Schools, Inc.
1023 15th Street NW.
Washington, DC 20005
202/861-0230

Project Director: James J. Hill

Current Project Period: 7/1/84 - 4/14/88

OJJDP Monitor: Lois Brown
Special Emphasis Division
202/724-8491

Project Summary: Cities in Schools (CIS) is a national public-private partnership dedicated to assisting communities in coordinating human services through a prescribed 10 step organization and development process to address their school dropout problems with alternate educational services. CIS uses the existing resources of the local business community through the creation of public-private partnerships that coordinate rather than duplicate existing services. The CIS program endeavors to reduce school absenteeism and dropout rates through coordination of human services for at-risk youngsters in the schools or in some cases in alternative settings. Cities in Schools operates in 22 cities, at 93 education sites. A total of 12,185 students are either direct CIS participants or receive services from the in-school program. Statewide programs are under development in eight States. In addition, CIS has made successful efforts to coordinate with Private Industry Councils (PIC's), funded by the Department of Labor, to assure job-related services to CIS youth and their families, and social services to CIS-involved PIC clients.

Title: INTENSIVE COMMUNITY-BASED AFTERCARE

Grant Number: 87-JS-CX-K094

Grantee: Johns Hopkins University
Institute for Policy Studies
Charles and 34th Street
Baltimore, MD 21218
301/338-7179

Project Director: David M. Altschuler, Ph.D.

Current Project Period: 10/1/87 - 9/30/90

OJJDP Monitor: Frank O. Smith Daniel Bryant
Special Emphasis Research and Program Development
Division Division
202/724-5914 202/724-5929

Project Summary: OJJDP is sponsoring this development initiative to assess, develop, test, and disseminate intensive community-based aftercare program prototypes/models for chronic serious juvenile offenders who initially require residential care. The overall goal of the program is to reduce the incidence of crime committed by chronic serious juvenile offenders who are released from secure confinement. This is to be accomplished by assisting public and private correction agencies in developing and implementing effective intensive community-based aftercare programs. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: JUVENILE CORRECTIONS/INDUSTRIES VENTURES

Grant Number: 87-JS-CX-K098

Grantee: National Office for Social Responsibility
222 South Washington Street
Alexandria, VA 22314
703/549-5305

Project Director: Judy Strother

Current Project Period: 10/1/87 - 9/30/90

OJJDP Monitor: Frank O. Smith Douglas Thomas
Special Emphasis Research and Program Development
Division Division
202/724-5914 202/724-5929

Project Summary: The project will assist juvenile corrections agencies in establishing joint ventures with private businesses and industries to provide new opportunities for the vocational training of juvenile offenders in secure correctional settings. The project will provide correctional institutions with educational and treatment alternatives designed to encourage, motivate, and provide incarcerated offenders with more opportunities for vocational training, general education, and paid employment experiences. It will also enable youth to be accountable for their behavior by paying monetary restitution to a victim or to a victims' compensation fund, and contributing a portion of their wages to help cover the cost of their care. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: EVALUATION OF HABITUAL SERIOUS AND VIOLENT JUVENILE OFFENDER PROGRAM

Grant Number: 85-JN-CX-0013

Grantee: American Institutes for Research
1055 Thomas Jefferson Street NW.
Washington, DC 20007
202/342-5045

Project Director: Roberta Cronin

Current Project Period: 9/22/85 - 3/1/88

OJJDP Monitor: Richard Sutton
Research and Program Development Division
202/724-5929

Project Summary: The Habitual Serious and Violent Juvenile Offender Program (HSVJOP) has four major impact areas: prosecution, courts, victim/witness assistance, and corrections. The following is a listing of those objectives that are considered most critical to the national evaluation: (1) to assess the degree to which prosecutor offices consistently identify target cases in accordance with selection criteria, assign experienced prosecutors to handle target cases, utilize vertical prosecution of target cases, reduce the number of decisions made without knowledge of the juvenile's delinquent history, and restrict or eliminate charge or sentence bargaining; (2) to determine whether the courts reduce pretrial, trial, and dispositional delays; (3) to evaluate how consistently prosecutor offices implement specified program services for the victims of target youth crimes; (4) to document efforts to enhance the rehabilitative approach for project youth; and (5) to develop and institutionalize a Management Information System capacity. Researchers at American Institute for Research are currently completing final report development.

Title: RESTITUTION EDUCATION, SPECIALIZED TRAINING,
AND TECHNICAL ASSISTANCE (RESTTA)

Grant Number: 88-JS-CX-K001

Grantee: Pacific Institute for Research and Evaluation
7101 Wisconsin Avenue, Suite 805
Bethesda, MD 20814
301/951-4233

Project Director: Peter R. Schneider, Ph.D.

Current Project Period: 12/15/87 - 12/14/88

OJJDP Monitor: Peter Freivalds
Training, Dissemination, and
Technical Assistance Division
202/724-5940

Project Summary: The essential functions of the RESTTA project are to provide information, training, and technical assistance to the nationally growing field of restitution programs. The project is consistent with those themes and components of the OJJDP Program Plan that support the development of alternative dispositions in juvenile justice, provision of redress to crime victims, and assurance of offender accountability to the community. The importance of continuing OJJDP support for the project is underscored by the very nature of RESTTA's goals and objectives, which include developing and evolving restitution beyond the fundamental stage, determining which program components or structures are the most effective, and marketing of restitution programs to juvenile justice agencies that presently do not have such programs. As new programs are organized and implemented, there is a continuing need for information, training, and technical assistance to assure optimum program development and results. Evaluation findings show that restitution programs are least effective when they lack appropriate organization and structure. RESTTA's services are required to provide assistance in these matters.

Title: LAW ENFORCEMENT HANDLING OF JUVENILE OFFENDERS

Grant Number: 87-JS-CX-K097

Grantee: Police Foundation
1001 22nd Street NW., Room 200
Washington, DC 20037
202/833-1460

Project Director: James D. Ginger, Jr., Ph.D.

Current Project Period: 10/1/87 - 9/30/90

OJJDP Monitor: Benjamin Shapiro Douglas Thomas
Special Emphasis Research and Program Development
Division Division
202/724-8491 202/724-5929

Project Summary: The purpose of the Law Enforcement Handling of Juvenile Offenders program is to address the problems police agencies confront in handling serious juvenile offenders, particularly those involved in illegal drug use and trafficking. It will involve the development and testing of model decisionmaking policies and procedures to improve law enforcement identification, screening, and referral of serious juvenile offenders, especially those who are drug-involved, as well as to improve strategies for diverting noninvolved serious offenders. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.

Title: EDUCATION IN LAW AND JUVENILE JUSTICE

Grant Number: 85-JS-CX-0003

Grantee: American Bar Association
Commission on Youth Education for Citizenship
750 North Lake Shore Drive
Chicago, IL 60611
312/988-5731

Project Director: Charlotte Anderson

Current Project Period: 5/1/85 - 4/30/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: The American Bar Association (ABA) continues to conduct national training and dissemination programs. The overall goal is to stimulate widespread implementation of high-quality Law Related Education (LRE) programs in schools (kindergarten-12th grade) and juvenile justice settings. The national training and dissemination program has seven components, in which ABA works cooperatively with other LRE grantees to accomplish goals and objectives. The seven components are training and technical assistance; information resource; marketing and support; preliminary assistance to future sites; program development; assessment; and coordination and management.

Title: NATIONAL TRAINING AND DISSEMINATION PROJECT

Grant Number: 85-JS-CX-0009

Grantee: Center for Civic Education/Law in a Free Society (CCE/LFS)
5146 Douglas Fir Drive
Calabasas, CA 91302
818/340-9320

Project Director: Charles N. Quigley

Current Project Period: 5/15/85 - 7/31/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: The Center for Civic Education (CCE/LFS) continues to conduct national training and dissemination programs. The overall goal is to stimulate widespread implementation of high-quality and tested Law Related Education (LRE) programs in schools (kindergarten-12th grade) and juvenile justice settings. The national training and dissemination program has seven components, in which the grantee works cooperatively with other LRE grantees to accomplish the objectives. The seven components are training and technical assistance; information resource; marketing support; preliminary assistance to future sites; program development; assessment; and coordination and management. The grantee also assists the Constitutional Rights Foundation (CRF) in monitoring the contracts of the 18 participating States funded under this program.

Title: JUVENILE JUSTICE AND DELINQUENCY PREVENTION PROGRAM

Grant Number: 85-JS-CX-0012

Grantee: Phi Alpha Delta Public Service Center (PAD)
7315 Wisconsin Avenue, Suite 325E
Bethesda, MD 20814
301/961-8985

Project Director: Robert E. Redding

Current Project Period: 8/6/85 - 6/14/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: PAD continues to conduct national training and dissemination programs. The overall goal is to stimulate widespread implementation of high-quality and tested Law Related Education programs in schools (kindergarten-12th grade) and juvenile justice settings. PAD also tests Law Related Education in preschools. The national training and dissemination program has seven components in which PAD works cooperatively with the other Law Related Education grantees to accomplish the objectives. The seven components are: training and technical assistance; information resource; marketing and support; preliminary assistance to future sites; program development; assessment; and coordination and management. PAD has a coordinator in each of the 34 participating States. The coordinators are responsible for stimulating cooperation and support from their membership for the Law Related Education program within their States.

Title: DELINQUENCY PREVENTION THROUGH STREET LAW

Grant Number: 85-JS-CX-0004

Grantee: National Institute for Citizen Education in the Law
Consortium of Universities
25 E Street NW., Suite 400
Washington, DC 20001
202/624-8217

Project Director: Jason Newman

Current Project Period: 4/15/85 - 4/14/88

OJJDP Monitor: Leonard Johnson
Training, Dissemination, and
Technical Assistance Division
202/724-7573

Project Summary: National Institute for Citizen Education in the Law (NICEL) continues to conduct national training and dissemination programs. The overall goal is to stimulate widespread implementation of high-quality and tested Law Related Education programs in schools (kindergarten-12th grade) and juvenile justice settings. NICEL works with the Social Science Education Consortium (SSEC), through a contract to assume specific responsibilities for the assessment and evaluation of the program. The national training and dissemination program has seven components, in which PAD works cooperatively with other Law-Related Education grantees to accomplish the goals and objectives. The seven components are training and technical assistance; information resource; marketing and support; preliminary assistance to future sites; program development; assessment; and coordination and management. There are coordinators in each of the 34 participating States. The coordinators are responsible for stimulating cooperation and support from their communities for the Law Related Education program within their States.

Title: PROYECTO ESPERANZA/PROJECT HOPE

Grant Number: 85-JS-CX-0021

Grantee: COSSMHO - National Coalition of Hispanic Health and
Human Services Organizations
1030 15th Street NW., Suite 1053
Washington, DC 20005
202/371-2100

Project Director: Jane Delgado

**Current Project
Period:** 10/1/85 - 12/31/88

OJJDP Monitor: Travis Cain
Special Emphasis Division
202/724-5914

Project Summary: The purpose of this supplemental program is to assess family strengthening and crisis intervention programs and to design prototypical programs for Hispanic families. This effort builds on a 3-year project. COSSMHO's Project Hope, which began in 1984, has operated in 12 sites nationwide. COSSMHO has worked with community-based organizations, which it has assisted to develop and conduct prevention, intervention, and treatment programs for abused, neglected, and runaway youth and their families. COSSMHO has provided counseling and host family programs. The assessment report will be available in the summer of 1988.

Title: TARGETED OUTREACH: DRUG PREVENTION SUPPLEMENT

Grant Number: 86-JS-CX-K027

Grantee: Boys Clubs of America
771 First Avenue
New York, NY 10017
212/351-5900

Project Director: Geri Lynn Mansfield

Current Project Period: 7/1/86 - 6/30/88

OJJDP Monitor: John Dawson
Special Emphasis Division
202/724-8491

Project Summary: This project provides for supplemental funding to an existing Special Emphasis cooperative agreement with the Boys Clubs of America (BCA). The overall goal of the existing grant is to provide training and technical assistance to local clubs of the BCA in targeting at-risk and delinquent youth by providing services as an alternative or supplement to the juvenile court and other youth-serving agencies. The National Office of the BCA helps 75 local clubs located in 10 major metropolitan areas in providing services for at-risk and first-time juvenile offenders who are not now participating in BCA activities. This supplemental award will provide training for BCA personnel in the development of drug prevention and intervention services. The program is called "SMART MOVES" and emphasizes youth involvement, family involvement, positive peer pressure, enhancement of self-esteem, resistance to negative peer pressure, and referral to appropriate community services.

Title: YOUTH DRUG AND ALCOHOL ABUSE: INTRODUCTION OF EFFECTIVE STRATEGIES SYSTEMWIDE

Grant Number: 87-JS-CX-K096

Grantee: Pacific Institute for Research and Evaluation
7101 Wisconsin Avenue, Suite 805
Bethesda, MD 20814
301/951-4233

Project Director: Peter R. Schneider, Ph.D.

Current Project Period: 10/1/87 - 3/31/89

OJJDP Monitor: John Dawson
Special Emphasis Division
202/724-8491

Project Summary: The purpose of this program is to perform three separate but integrated activities. The grantee will conduct a conference of selected national private not-for-profit organizations to define their constituencies' needs, explain their current and planned programmatic responses, and encourage coordination with each other and cooperation with the Federal Government in the present effort. The grantee will also demonstrate a community planning and organization strategy for communities to assess and respond to their current juvenile drug abuse problems and needs, as well as provide information concerning the most promising technologies in drug abuse prevention and treatment through a systemwide response curriculum. Finally, the grantee will develop and test a training program for high school students to assist them in organizing their high schools to prevent illegal drug and alcohol abuse. This program is cofunded with The National Highway Traffic Safety Administration, and the Office of Substance Abuse Prevention. This program effort will consist of (1) identification and assessment of selected programmatic approaches, (2) prototype (model) development based on the existing approaches, (3) development of training and technical assistance materials to transfer the prototype designs, (4) testing of the prototypes, and (5) dissemination of prototypical program designs.



BOYS CLUB
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**Blueprint
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the '80s**



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NATIONAL PROGRAM DEVELOPMENT SERVICE

HOW TO DO IT



DELINQUENCY PREVENTION

WORKING WITH VOLATILE YOUTH AND STREET GANG MEMBERS

BY CLAY HOLLOPETER, EXECUTIVE DIRECTOR
BOYS CLUB OF SAN GABRIEL VALLEY

Where I live, the volatile youth and street gang members are, were or should be members of the Boys Club. They've always lived in the neighborhood. They just didn't get off the bus to terrorize us. When they were younger they appeared as normal as all the other neighborhood kids. But now they're terribly troubled and often raise havoc throughout the community.

You see, around here, gang kids are basically just like everyone else. They have a family that they love. They have feelings that get easily hurt and needs to be satisfied, just like you and I. Sometimes they act very poorly, uncontrolled, often endangering themselves and risking injury to others. Sometimes they need detention and rehabilitation to "get their heads together." But remember, they're all from the neighborhood and will return here. They all need help. They all need someone who can give them understanding, support and encouragement. Most know that their life is "all screwed-up" but don't know how to set it straight. That's our job at the Boys Club.

Our Boys Club is strategically positioned to be responsive to the needs of kids in trouble. It has always been a place to go for help. We can give these young people the support and know-how to help them solve their problems. Understand, it's a lot harder to help kids with real problems that it is to play games with youngsters. It is also vastly more satisfying.

BOARD SUPPORT AND OPERATIONAL CHANGES ARE PREREQUISITES

In order to successfully work with these youth, you will need the support of your Board of Directors. You will have to re-educate them

about the mission of the Boys Club and make them aware of the reasons for working with these youth. To gain the support of your Board of Directors you will need to:

1. *Demonstrate to your Board the need in your community for this type of program. Provide the Board with information about the number of young people from your community who are arrested, the incidence of youth street gangs in the area, and examples of former or present Boys Club members involved in gang or delinquent activity. Make your Board aware of the problems existing agencies are having providing services to these youth and what the Boys Club can do to help these young people.*
2. *Show the Board that other organizations in your community will support your endeavors. The Juvenile Courts, Probation Departments, schools, police, and other youth serving organizations can, by their support, help convince the Board that the Boys Club can make a significant contribution towards helping these young people in your community. At our Club, the support of area merchants, who were concerned about these young people hurting their business, was helpful in convincing the Board to begin programs for volatile youth and street gang members.*

3. Give your Board a clear, well thought out plan that specifically shows how the Boys Club can respond to the needs of these young people. Give Board members the opportunity to be involved in developing this plan and provide them with the opportunity to get involved in the program by volunteering.

The Club itself may need to change the way it operates. Remember, you want to bring into the facility the kids that need help the most. Initially you may experience problems. You'll probably have to change the hours and days of service. You'll need to stay open later and provide extended days of operations. We are open from 1:00 to 9:00 (and sometimes past 10:00) every day of the year -- including Sundays and holidays -- and some of our very best service is done on Sunday evenings when everyone is more relaxed and reasonable. It did not cost any more to operate on an everyday basis; we merely reallocated existing staff and resources.

A THREE-PRONGED APPROACH IS NEEDED TO EFFECTIVELY HELP THE YOUTH

1. **INDIVIDUALIZATION** - It is necessary to offer each youth an individualized program of services needed to normalize his life. Each youth must have a program that stresses personal attention and individualized services. These young people each have a different set of circumstances and helping them will require a personalized response. At our Club we visit incarcerated youths in the institution several times prior to their release. This gives our staff an opportunity to develop a bond of caring friendship with the youth. It also helps us to develop a comprehensive service plan that can provide the youth with the support and know how necessary for them to solve their difficulties. Services the youth may need include: education services, tutoring, counseling, drug and alcohol treatment, health, job training and placement, and housing. Your club doesn't have to start this project in a big way. Just start with one youth and help him through his problems, then do another and another.

2. **NETWORKING** - A network of supportive service providers, agencies and referrals has to be developed that can provide long term aid and assistance. The Club's role in relation to other community organizations and agencies is bound to change. In this way rather than being part of the problem, the Club becomes part of the solution. Networking through service linkages becomes essential for efficient and prompt delivery of service. Other agencies must be compelled to work with our youth and to provide them the quality and quantity of service that they would otherwise offer their other clients.

The Club becomes the conductor of an orchestra of varied services, assuring that each youth begins to receive the type and quantity of service he needs in order to assist him in getting his life back on course. To assure that your Club can provide all the services needed by the young people you serve, linkages must be developed with many other agencies and individuals in your community, including: schools, mental health agencies, agencies that provide job training and placement, drug and alcohol specialist, agencies that can provide legal advice, and other specialized resources that you will want to access for young people. For example, our Club has access to a Plastic Surgeon that specializes in removing gang tatoos!

3. **ADVOCACY** - Advocacy on behalf of the youth and to bring about corrective changes in the community to address the underlying causes of gangs and youthful delinquency is a crucial part of the Clubs response. Clubs must be willing to be an advocate for the young people we serve. I make a pledge and commitment to our members. I tell them that we'll help them whenever they need help and for as long as they need it -- unconditionally! This means when a youth is in trouble he knows he can come to the Boys Club for help with full expectations of getting help. He knows we'll be working on his behalf. It's a bond of trusted respect; the youth knows that when the chips-are-down, the Boys Club is where you

Workshop I

PROBLEM ASSESSMENT WORKSHEET

This worksheet is to be completed by each member of the team.

Please complete as many of the following questions as you can, as accurately as you can. Hopefully, many were answered prior to the symposium. Whether you are guessing at or estimating an answer, indicate this [as: 40 gangs--estimate]. If you cannot answer a question, or choose not to guess, indicate by "don't know," or "data not available." You should complete your worksheet in about 30 minutes so that your team leader has time to summarize worksheets.

A. Respondent Information

1. Your Name and Title:
2. Name of Agency/Institution:
3. Name of Your Jurisdiction:
4. Date:

B. Gang Activity

1. Approximately how many gangs are there in your jurisdiction?
2. Approximately how many gang members are there in your jurisdiction?

3. Describe current gangs:
 - a. Names (of largest ones):
 - b. Age ranges of members (of largest ones):
 - c. Predominant ethnicity/races (of largest ones):
4. Estimate the types and numbers of serious criminal offenses gang members are responsible for:
5. Are victims of gang crime primarily:
 - a. Other gang members? _____
 - b. Members of the general public? _____
 - c. Both? _____
6. Are gangs involved in organized drug trafficking
 - a. If yes, can you describe the level and nature of involvement?
7. Is gang activity of recent origin?
 - a. If yes, how recent (in years)?

8. Do gang members operate:
 - a. In limited geographical areas? _____
 - b. Throughout the city? _____
9. Is there any evidence that gangs or gang-members in your community are influenced by gangs or gang members from other cities?
 - a. If yes, explain:
10. Using any point in time, or other baseline for comparison, would you say gang activity is:
 - a. increasing _____ decreasing _____
 - b. more violent _____ less violent _____
 - c. Baseline used for comparison:

C. Gang Control Programs

Describe any programs conducted by your agency to prevent, suppress, or otherwise control gang and/or gang member criminality:

1. Program:
 - Name:
 - Goals:
 - Principal activities or methods:

- Staff Size:
- Perceived or demonstrated effectiveness:

2. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff Size:
- Perceived or demonstrated effectiveness:

3. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff Size:

- Perceived or demonstrated effectiveness:

4. Program:

- Name:

- Goals:

- Principal activities or methods:

- Staff Size:

- Perceived or demonstrated effectiveness:

5. Program:

- Name:

- Goals:

- Principal activities or methods:

- Staff Size:

- Perceived or demonstrated effectiveness:

D.

Program Coordination

1. With which agencies of government do your gang control program personnel have the most frequent contact?
 - a. Is contact principally formal or informal?
2. With which community organizations (community groups, churches, etc.) do your gang control program personnel have the most frequent contact?
 - a. Is contact principally formal or informal?
3. Does any formal inter-agency coordination occur among agencies engaged in gang suppression and intervention?
 - a. If yes, please describe.

E.

Information Needs

1. What information do you most need to further assess and understand your community's gang problem?
 - a. Local information needed to further assess gang problem:
 - b. National information needed to further assess gang problem:

Workshop I

PROBLEM ASSESSMENT SUMMARY

This worksheet is to be completed by the team leader.

Please use this worksheet to consolidate and summarize the information provided on the Problem Assessment Worksheets turned in by the members of team. Since you have only about one-hour, you may want to have the entire team assist in the process.

The answers and information you record should reflect the best consensus of what is contained in individual Problem Assessment Worksheets.

A. Jurisdiction

1. Name of Your Jurisdiction:
2. Prepared by:
3. Date:

B. Gang Activity

1. Approximate number of gangs in the jurisdiction:
2. Approximate number of gang members:
3. Characteristics of largest gangs:
 - a. Names:
 - b. Age Range:
 - c. Ethnicity/race:
4. Number and types of serious criminal offenses attributable to gangs:

5. Targets of gang members:
6. Level and nature of gang involvement in drug trafficking:
7. Origin of gang activity:
8. Operational range of gangs:
9. Outside influences:
10. Trends in gang activity:

C. Gang Control Programs

Programs currently conducted:

1. Program:
 - Name:
 - Goals:
 - Principal activities or methods:
 - Staff size:
 - Perceived or demonstrated effectiveness:

2. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff size:
- Perceived or demonstrated effectiveness:

3. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff size:
- Perceived or demonstrated effectiveness:

4. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff size:
- Perceived or demonstrated effectiveness:

5. Program:

- Name:
- Goals:

- Principal activities or methods:

- Staff size:
- Perceived or demonstrated effectiveness:

Workshop II

IDENTIFYING PROMISING PROGRAMS

OBJECTIVE

The objective of this workshop is to supply your jurisdiction with a menu of strategies considered to be effective or potentially effective.

PROCESS

A facilitator will guide you and your counterparts from other cities through a structured process to produce the menu of strategies:

- Each member of your group will receive Promising Programs Worksheets designed to elicit information on programs considered or demonstrated to be effective or potentially effective.
- Each member of your group should complete one worksheet for every program considered to be effective or promising, beginning with the one(s) considered to be most effective or promising.
- Each member should be prepared to discuss the program(s) felt to be most effective or promising.
- Because time will not permit discussion of all promising programs during the workshop, all worksheets will be reproduced for all members of the group.
- Each member should provide copies of all worksheets to his team leader to add to worksheets prepared and received by members of teams that attend other workshops.

The structured exercise will be preceded by presentations from individuals who administer or are familiar with exemplary programs.

WHAT THE PROCESS WILL PRODUCE

An extensive collection of programs worthy of examination and possible implementation and experimentation by criminal justice agencies, social service agencies, community groups--all within the framework of a systemwide strategy.

Workshop II

PROMISING PROGRAMS WORKSHEET

This worksheet is to be completed by each member of the group.

Please complete one of these worksheets for each program or strategy you are familiar with. Provide as much information as you can. Hopefully, much of the information was collected prior to the symposium. When you cannot provide data, indicate "don't know" or "data not available." We encourage you to use this worksheet not only for gang-specific prevention/control programs, but also for: (1) broader youth-crime prevention/control programs that impact individual members of gangs and (2) ideas you may have for new programs and new approaches.

You will have approximately one hour to complete worksheets. You will receive copies of all worksheets completed in your workshop.

- o **Name of Program:**
- o **Name of Agency that Operates the Program:**
 - * **Goals:**

 - * **Program Targets:**

 - * **Principal Activities:**

 - * **Age of Program:**

 - * **Funding Level:**

* **Staff Size:**

* **Results To-date:**

* **Evaluation Data Available:Yes [] No []**

* **Written Description Available:Yes [] No []**

* **Contact Person:**

This worksheet was completed by:

NAME:

REPRESENTING (CITY):

It is important to complete this box so that we can photocopy this worksheet and provide a complete packet to all participating jurisdictions.

Workshop III

REVIEWING PROMISING PROGRAMS

OBJECTIVE

To discuss programs that seem especially promising and pertinent for a jurisdiction.

PROCESS

Your team leader will guide you through a discussion of programs and ideas discovered during Workshop II deemed to have particular promise for your jurisdiction. The Promising Program Summary should be used to record ideas.

WHAT THE PROCESS WILL PRODUCE

A list of programs that the team would like your jurisdiction to pursue further, with a view toward implementation.

Workshop III

PROMISING PROGRAMS SUMMARY

This worksheet is to be completed by the team leader.

Please use this worksheet to list the names of programs nominated for further consideration by members of your team. Since you have only 30 minutes or so to complete the exercise, you may want to focus only on highest priority programs. Others can be discussed at other times. Remember, all are recorded on Promising Program Worksheets. By the time you leave the conference, or shortly thereafter, you will receive copies of all worksheets produced in the six workshops, by 120 professionals, representing six separate disciplines.

A. Program Title

Title:

Jurisdiction:

B. Program Title

Title:

Jurisdiction:

C. Program Title

Title:

Jurisdiction:

D. Program Title

Title:

Jurisdiction:

E. Program Title

Title:

Jurisdiction:

F. Program Title

Title:

Jurisdiction:

G. Program Title

Title:

Jurisdiction:

Workshop IV

DEVELOPING SYSTEMWIDE STRATEGIES

OBJECTIVES

To outline an action agenda for establishing or strengthening a systemwide gang control program.

PROCESS

A facilitator will guide the team from your city through a structured process to develop an action agenda.

Each member of your team will complete the System Building Worksheet designed to identify actions to take to create or strengthen a systemwide gang control program.

Your team leader will summarize ideas and suggestions on the System Building Action Agenda.

The agenda and system building worksheets should be retained for further use after the conference.

WHAT THE PROCESS WILL PRODUCE

An outline of recommended actions to be taken by your jurisdiction, members of the group, and others in government and the community to respond to current gang problems.

Workshop IV

SYSTEM BUILDING WORKSHEET

This worksheet is to be completed by each member of the team.

Please use this worksheet to recommend actions for establishing or strengthening a systemwide program -- tailored to your jurisdiction. You have approximately 30 minutes to complete the worksheet.

A. Designing or Redesigning a Systemwide Response

1. Is a new organization or reorganization of an existing organization needed to mount an effective systemwide response against gang problems?

Yes _____ No _____

2. If yes:

- a. What should the objectives of the organization be?

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

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

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

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

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

B. Timetables

1. When should a new organization or reorganized existing organization be ready to implement an effective or more effective systemwide response?

2. When should required information, plans, and actions be completed?

C. Responsibilities

1. Which member(s) of the team, your agencies and your government is (are) best suited to provide previously specified information, develop plans, take required action?

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

Workshop IV

SYSTEM BUILDING ACTION AGENDA

This worksheet is to be completed by the team leader.

A. Designing or Redesigning a Systemwide Response

1. New organization or reorganization needed?

Yes _____ No _____

2. If yes:

a. Objectives of organization:

b. Essential agency, group, political participants:

c. Roles essential participants must play:

d. Essential programs:

e. Information, planning and action needs:

f. Priority problems:

B. Timetables

1. Implementation date for a new or strengthened systemwide response.
2. Target dates for required information plans, actions.

C. Responsibilities

1. Most appropriate persons to develop information and plans and to take action:
2. Individuals to be held responsible for information, plans and actions:

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COMMUNITY YOUTH GANG SERVICES PROJECT--FACT SHEET

Los Angeles County reported 420 gangs with 40,000 members as of December 1983. While most gang activity is not criminal and most gang crime is not violent, there is an increase in the violence perpetrated by gangs. CYGS was created in early 1981 in response to a record number of 351 gang-related homicides reported in 1980. In 1982 there were 205 gang-related murders, a remarkable decrease of 30%. The Interagency Gang Task Force of which CYGS is a member, is credited with this huge reduction.

WHAT IS CYGS' ROLE?

Community Youth Gang Services Project is the only non-law enforcement agency designed specifically to combat the increase of gang membership and violence. As a community corporation, CYGS uses a "hands on" approach of street programming and resource banking to make contact with high risk youth, discourage them from destructive activities and refer them to agencies and programs. CYGS uses an "artichoke strategy" to peel off individual and small groups of gang members and involve them in prevention activities.

HOW DOES CYGS FUNCTION?

The project is composed of 14 Street Teams which provide services to targeted neighborhoods. Street Team Workers are hired from within the target neighborhoods and are trained in prevention, intervention, mediation, crisis resolution, community networking and resource referrals. Street Teams develop a rapport and working relationship with active high risk youth, encouraging and helping them to find alternatives to a life of violence and crime. When all else fails, the teams are called upon to intervene in disputes and to provide mediation and rumor control in emergency situations.

WHAT IS CYGS' FUNDING SOURCE?

Since its inception in Spring 1981, the project has been funded by the County (60%) and City (40%) of Los Angeles. The funding contract is renewed annually.

CYGS PREVENTION PROGRAM HIGHLIGHTS

- Park and School Prevention Program: Counseling, rap groups, sports, presentations, strategic coverage and intervention services during events and crisis situations.
- Street Academy: Professional and para-professional training and research for workers in the youth gang field. Also, public education and "How To" workshops for parents, school staff, law enforcement and youth service providers.
- Street Art Program: Neighborhood beautification including trash and graffiti removal with mural projects.
- Summer Youth Employment: Vocational exposure, employment experience, and pre-employment training.
- Junior Olympics: Sport and recreation for high risk youth.
- Black Tie (males)-Neighborhood Dreamgirls (females): Leadership and self-image training.

SUMMER OLYMPICS

The period before, during and after the 1984 U.S. Olympics in Los Angeles poses an unprecedented challenge for local government, businesses, corporations, community-based agencies, law-enforcement and the community at large. In addition to bestowing international prestige, the XXIII Olympiad brings with it a once-in-a-lifetime opportunity for all important elements of the community to come together for the purpose of eliminating, or at least substantially curtailing, the specter of youth gang violence. The need to address this problem becomes all the more important when one considers that more than 1 million tourists are expected to descend upon Los Angeles beginning as early as June 1, when the summer events will kick off with the opening of the Olympic Arts Festival. From that day forward, the responsibility for the safety of those who will be visiting Los Angeles rests squarely on the shoulders of law-enforcement and, indeed, the community itself.

This section of this report will analyze the following areas:

- The Potential For Gang Violence
- The Role Of Private Enterprise
- The Community's Role
- The Unique Role Of CYGS

In order to meet this extraordinary challenge head-on, innovative programs will need to be developed, programs that impact upon the negative behavior of Los Angeles estimated 40,000 gang members. While substantial attention has already been given to involving youth in the Olympic spectacular, little thought or activity has been spent in an attempt to redirect, monitor, influence and guide the actions of young gang members. The Olympic games provide us with the opportunity to establish short and long-term programs for gang members that will have a positive impact on the city long after the last athlete has competed and is transported home.

Summer Olympics: The Potential For Gang Violence

The information that follows begins to present a picture of the potential for gang conflict and the involvement of street gangs in negative activities in areas near the sites of the various Olympic events (see chart at end of this report). We can start to build a realistic appraisal of the threat posed by the gangs if we consider the following:

- Seventeen events will be held in the immediate Los Angeles area;
- The majority of these events will take place at sites that are either directly in gang territory or in areas that are under the "influence" of over 100 different gangs; and,
- Of the 17 separate sites, at least five are in areas with a high potential for gang activity, with the other twelve located in areas with at least a moderate potential for gang-related conflict and crime.

The real danger for negative gang activity during the Olympics does not rest on the ability of gangs to form coalitions or guarantee each other "safe passage" through hostile territory. The events are coming to the gangs and the public will be traveling through gang territory, not the other way around. The routes that the public will be taking to reach the events will, in most cases, travel at least partially through gang-controlled areas. This factor becomes significant when we consider that in 1981 and 1982 approximately one third of all gang-related homicides in the county of Los Angeles involved attacks by gangs on individuals that were not affiliated with gangs. The negative gang activity that we have been describing may take many forms:

- Violent confrontations that break out when gangs with a history of conflict encounter each other in public areas;
- Acts of vandalism at the sites or in the general area of the events;
- The theft of public or private property (i.e. parked vehicles, vendors, etc.); and,

- Attempts to rob tourists that have become "targets of opportunity" by passing through gang-controlled territory.

By presenting these factors for consideration, it is not our intention to generate controversy or hysteria. Rather, it is our hope that by facing the realistic danger of gang activity having a negative impact on the games we can begin the necessary discussions that will lead to a prudent and appropriate response to the problem.

Seizing The Opportunity

It is virtually impossible to overestimate the "once-in-a-lifetime" nature of the 1984 Olympics and the potential it brings to the Los Angeles area. We would be remiss, as individuals and representatives of organizations that work in and with local communities, if we did not recognize this potential as an opportunity to draw on un-tapped talents and resources of a population that has yet to be drawn in as active participants in the Olympic process. Gang members, potential gang members and young people in general will respond to the Games and find a way, either positive or negative, to participate in this unique event. To a great extent, the responsibility for the quality direction of that participation rests with us. The time available for planning and forecasting is drawing to a close and the period for action is already upon us.

In order to put the time available to us in a proper perspective, we have to consider that the influx of tourists and business related to the Olympics will not begin with the Games themselves but with the Olympic Arts Festival, which begins on June 1 and probably prior to that date. Any initiative that is designed to involve young people in positive and productive activities related to the Olympics must be in place and operating by early spring if it is to have its desired impact.

New Partnerships

The process that resulted in Los Angeles being selected as the site for the '84 Olympics required a series of partnerships to be forged: the public sector and the private sector, local and international organizations, amateurs and professionals.

Using this theme of 'new partnership' as our model we should visualize the Olympics not as an event that lasts for two weeks or for a summer, but as an opportunity to build new bridges between local communities, the public sector and the private sector.

It is the task of this new partnership to develop opportunities and programs for young people in the areas of employment, education and recreation that will involve them, not just for the period of the Games or the summer of '84 but that will make a lasting contribution to all of Los Angeles. Such a contribution would facilitate the movement of all young people into the economic and social mainstream of life in Los Angeles.

Based on these factors, CYGS recommends that:

- Technical assistance should be provided to communities in the area of community safety that focuses on what communities can do to make themselves safe and secure during this summer;
- Sports and recreation programs should be developed on the local level that can become on-going, yearly events;
- Employment opportunities must be initiated that lead to jobs and training programs that will continue after the Games have concluded;
- The institutions that sponsor the Olympic Arts Festival should develop vigorous outreach mechanisms that will insure that all communities in Los Angeles will have an opportunity to take advantage of the unique educational and cultural programs that will be a part of the Festival; and,
- Continuing efforts after the Games should be made to institutionalize the 'partnerships' that have been developed in a manner that guarantees that the true legacy of the XXIII Olympiad is realized through development efforts that have a lasting impact on the social fabric of Los Angeles.

The Role of Local Communities

The role of law enforcement and intelligence organizations in providing adequate security for the Games themselves responds to an appropriate concern. Equally appropriate is concern for the potential for crime and threats to community safety in the neighborhoods that host the sites for particular events and will serve as routes for tourists traveling to the events.

The potential for problems becomes even more concrete when we look beyond the slogans that tell us that Los Angeles is the site of the XXIII Olympiad and we begin to recognize Dominguez Hills as the site of the Cycling competition, Cal State L.A. as the site of the Judo competition and East L.A. College as the site of the Hockey events. Since the Olympic Games will truly be hosted by the communities that comprise Los Angeles, it is appropriate for these communities to desire an equitable level of concern to be demonstrated for their safety and security.

Community Youth Gang Services Project, as a community-based organization, is already addressing the potential for problems posed by the street gangs operating in the City and County of Los Angeles as one aspect of the issue of community safety. It is a job that we cannot do alone. It takes the direct involvement of each community (through its block clubs, town watches, churches, local institutions, elected officials and individual citizens) in coordinated efforts that allow communities to take responsibility for their own safety. This constructive community contribution must be developed and enhanced through technical assistance and the involvement of the public and private sector.

The Unique Role Of CYGS

Community Youth Gang Services Project, as the community's right arm in its struggle against youth gang violence, has developed a series of positive alternative for gang members, alternatives that will redirect the negative behavior of approximately 2,500 to 3,000 gang members and leaders before, during and after the 1984 U.S. Olympics. With the financial assistance of local businesses, the endorsement of the Los Angeles Olympic Organizing Committee and a grant from the federal government (administered through the City of Los Angeles), we intend to conduct the following activities:

- **Junior Olympics:** Organize and supervise summer sports activities, including competitive, non-competitive and exhibition events, for approximately 1,000 gang-involved youth residing in five select communities in the County of Los Angeles;
- **Strategic Coverage:** Patrol and monitor in conjunction with law-enforcement 17 of 23 Olympic sites that CYGS has previously identified as areas of potential gang conflict;

- **Special Summer Activities:** Initiate trash and grafitti removal projects, recreational activities and job opportunities involving approximately 900 gang-involved youth through a federal-government funding proposal submitted jointly by CYGS and the Mayor's Office of Criminal Justice Planning.
- **Summer Youth Employment:** Create 500 to 1,000 jobs for gang-involved youth under the auspices of the City and County of Los Angeles' Summer Youth Employment Program (SYEP).

Planning for both the CYGS Junior Olympics and jobs programs is currently underway. Final approval from the Los Angeles Olympic Organizing Committee was received on March 12. Approval by the federal government and the City and County of Los Angeles is expected by April. The bulk of the CYGS Junior Olympics Program will be underwritten by local businesses and corporations. Aside from the strategic coverage of selected Olympic sites, each of the aforementioned programs will be held each summer, with the private sector augmenting the costs for any of the programs receiving public sector funds of limited duration.

EVENT	SITE	GANGS IN THE AREA*	COMMENTS**
Basketball	Inglewood/ The Forum	Rolling 60's Crips, 8 Tray Crips, Hoover Crips, Inglewood Family	High potential for gang activity
Swimming Track & Field Boxing	USC L.A. Coliseum L.A. Sports Arena	Rolling 20's & 30's, Al Capone Gang, Hoover Family, 38th St., Pueblo Bishops, Playboys, Fruit Town Brims, Crips (4 Tray, 5 Tray, 5 Duce), 18th St., Harpys, Clanton	High potential for gang activity
Field Hockey	East L.A. College	El Hoyo, Lopez Mara, Arizona Mara, La Rock, Lote Mara, Primera Chicos, ELA Trese, Choppers, VNE, Maravilla, White Fence, Marianna Mara, Wah Ching	High potential for gang activity
Judo	Cal State L.A.	El Sereno, City Terrace, Geraghty, the 8 Maravilla gangs	Moderate potential for gang activity
Baseball	Dodger Stadium	Echo Park, Highland Park, Diamond, Happy Valley, E/S 18th St., Avenues, Alpine	Moderate potential for gang activity
Tennis & Gymnastics	UCLA	Sotel 13, Playboy Gangsters, School Yard Crips, Venice 13, Shore Line Crips, Culver City 13	Moderate potential for gang activity
Soccer Equestrian Events	the Rose Bowl Santa Anita	Raymond Crips, East Pasa, North Pasa, South Pasa, W/S Crips, 5/2 Duce (Bloods), 6/2 Duce (Bloods), Altadena Block Crips, Bloods	High Potential for gang activity

EVENT	SITE	GANGS IN THE AREA*	COMMENTS**
Cycling	CSU at Dominguez Hills	Miller Gangsters, Crips (Atlantic Drive, In-hood, Ghost Town, Lime Hood, Holly Hood, Six-hood, Palmer, Santa Ana Block, Oak, Kelly Park), CV-3, CV-70, T-Flats, Largo, Young Crowd, Paragons, Insane Gang, The Dukes, Santa Fe Boys, Raymond Crips, Shot Gun Crips, Victoria Park Locos, Del Amo (east & west), La Loma, Patch Piru, Carson 13	High potential for gang activity
Weightlifting	Loyola Marymount University	Ochentas, Los Compadres, Socios, Lennox 13, One Eleven St. Boys, Socias, Las Compadres, Imperial Boys, Watergate Crips, Hx13-Little Watts, Inglewood Family, Inglewood Trese	Moderate potential for gang activity
Volleyball Fencing	Long Beach Arena Long Beach Convention Center	Crips, West Side Longo, East Side Longo, Siga Siga, Wilmas, San Pedro, Hawaiian Gardens, La Rana	Moderate potential for gang activity
Archery Yachting	El Dorado Park (L.B.) Long Beach Harbor		

* The gangs listed in this column either operate in the area of the site or have an on-going conflict with a gang in that area.

** The events listed as having a "high potential" for gang activity are in areas with a high number of gangs, gangs with a pattern of criminal activity, serious on-going conflicts between gangs and are easily accessible by routes that travel through gang territory. "Moderate potential" implies that while the factors listed above may not exist with the same degree of intensity or frequency the possibility of negative gang activity still exists and deserves our attention.

The Challenge of Gangs: Increased Numbers and Violence

Los Angeles County Sheriff's Department reported 420 gangs with 40,000 members in the county as of December 1983. Eighty percent of gang members are Black or Hispanic males from depressed economic environments with inadequate education and employment opportunities. Although not widely publicized, the involvement of females in gang activity parallels the increase in male gang membership.

Few programs exist at schools, parks and neighborhoods which can arrest the attention of gang members, channel their energy, redirect their personal philosophy and equip them with skills to navigate into adulthood. The Scouts, YWCA/YMCA and similar organizations are seldom equipped to serve gang-involved youth.

While most gang activity is not criminal and most gang crime is not serious, there is an increase in the violence perpetrated by gangs. There is an increase in use of cars and guns. According to law enforcement, the weapons have become increasingly sophisticated. Law enforcement agencies report that 40% of gang violence victims are non-gang members.

The Task Force: A Comprehensive Response

Community Youth Gang Services Project was created in the spring of 1981. It was created in response to the record number of gang-related homicides reported by city and county law-enforcement agencies in 1980.

That year, the Los Angeles County Sheriff's Department reported 351 gang-related homicides throughout the county-by far the largest number of gang-related slayings ever recorded in local history.

Indeed, the problem was so widespread that Los Angeles became the unofficial gang capitol of the United States. Even New York City, a more densely populated metropolis, had fewer gang-related fatalities compared to Los Angeles. New York recorded five homicides that year, while Chicago reported 38.

By the end of 1981 the homicide rate attributed to Los Angeles gangs dwindled to 290. The figures for 1982 were even more encouraging: According to the Sheriff's department, there were 205 gang-related murders that year, a remarkable decrease of 30 percent.

When these figures were made public at a news conference in 1982, Los Angeles County Supervisor Ed Edelman credited this huge reduction in gang-related deaths to the joint efforts of the Los Angeles County Inter-Agency Gang Task Force, which was formed in 1981.

Each member of the Task Force has a specific role in reducing and preventing gang-related crimes: CYGS, the major community-based element within the task force, works vigorously to redirect gang youth from a life of crime and violence; city and county police and sheriff's departments enforce the laws once they have been broken; the district attorney's office prosecutes the culprits; and the county probation department monitors the activities of former felons who have been released back into society.

Prior to the inception of the county-wide task force--and CYGS--little emphasis was placed on combatting the problem of youth-gang violence in a comprehensive manner.

Grassroots Organization: Community Youth Gang Services Project

Community Youth Gang Services Project is the only official non law-enforcement agency designed specifically to combat gang violence. The goals of CYGS are to aid in the prevention and reduction of gang related violence, murders, and drive-by shootings.

The Project is composed of 14 Street Teams (eight in the county areas, and six in the city) which provide services to targeted areas. Members of our Street Teams are hired from within the targeted areas. A typical employee is street-wise, an attribute crucial to his or her ability to function effectively in areas of gang activity and gang influence.

These teams are trained in prevention, intervention, mediation, crisis resolution, community-networking and resource referrals. To maximize our effectiveness, we maintain regional offices located strategically in South-Central Los Angeles, Pico Rivera, Lincoln Heights, San Fernando and East Los Angeles.

- **Intervention Services**

During the course of each day, our Street Team Workers speak directly to gang members, encouraging and helping them to find alternatives to a life of violence and crime. When all else fails, our teams are called upon to intervene in gang disputes and to provide mediation. In this way, CYGS serves as a liason between rival gangs in conflict.

And while we are equipped to respond to a crisis situation at any moment, our Teams spend much of their time providing prevention services to gang members and youth at risk.

- **Prevention Services**

The primary thrust of the Project is prevention services. In fact, 95 percent of the work we do is intended to prevent gang violence.

We prevent gang members and potential gang members from becoming involved in homicides and other violent activity by meeting with them on a day-to-day basis, gaining their trust and encouraging them to participate in constructive programs and activities.

We also refer the gang members and their families to volunteer and public agencies equipped to handle their special needs in education, counseling, employment and social services.

Neighborhood-Impact Approach

In order to maximize effectiveness of our prevention programs, we use a Neighborhood-Impact approach to guide our efforts. This approach holds that the most effective way in which to make a significant impact with a limited amount of funds over a short period of time is to structure the program so:

- it is implemented in a select number of neighborhoods rather than at random;
- it is designed to develop a network that involves young people, agencies, institutions and the business community in a joint effort; and,
- it lays the groundwork for long-term opportunities for both young people involved and the community itself.

We select neighborhoods in the city and county of Los Angeles based on the following criteria:

- each of the neighborhoods is a major focal point for gang activity; and,
- each of the neighborhoods manifest the full range of environmental conditions that are known to facilitate the development of gang activity and participation, thus allowing us to further develop our model and adequately evaluate its effectiveness.

Each of the neighborhoods involved manifest similar characteristics, including:

- a high percentage of high density and/or public housing;
- a high percentage of unemployment, particularly for minority youth;
- a high percentage of single-parent households, with many teenage parents;
- a high degree of ethnic homogeneity; and,
- a significant evidence of crime and gang-related crime in particular, and a general fragmentation of services, businesses, and other elements that contribute to youth development.

CYGS Prevention Program Summary

Programs

1. Athletics/Social Cultural

- Jr. Olympics (Competative and Non-Competative Sports).
- Sports Tournaments (Football, Handball, Softball and Boxing)
- NYPUM Mini-bikes
- Christmas Program
- Wilderness Survival
- Field Trips and Special Events

2. Community Safety

- Gang Watch (Block Clubs and Neighborhood Organizations)
- Strategic Coverage (Hangouts and Hot Spots)
- Gang Awareness (Presentations and Literature)
- School Prevention (Target "Feeder School" Clusters).
- Park Prevention (Target Areas).

3. Street Academy

- Staff Training and Development
- Youth Service Provider Training (Schools, Agencies, Law-enforcement).
- Volunteer Training (Merchants, Block Clubs, Neighborhood Groups).
- Parent Training
- Youth Training (Breakthrough, Teen-Post and CYGS).
- Applied Research (Publications/Productions).
- Resource Board (Bank)

4. Street Art

- Neighborhood Improvement
- Clean-Up Campaigns
- Graffiti Removal
- Murals
- Resource Board (Bank)

5. Street Sense

- Bi-monthly Newsletter (Published by TRW).
- Communications Network
- Resource Board (Bank)

6. Street Wise

- Training Handbook
- Training Aids (Audio-Video)
- Resource Board (Bank)

7. Youth Development

- Black Tie Affair
- Neighborhood Dreamgirls/New Image
- Summer Youth Employment

PROGRAM RECOMMENDATIONS

Gangs as groups, are resistant to influence, while individual gang members tend to be more open to the influence of role models and personal assistance. CYGS Street Workers therefore prefer to work one-to-one with gang members. This case load of youth is tracked from the streets into counseling, training, educational and employment opportunities. Much of this kind of work begins with special events as attention-getting "hooks" to build rapport and trust with youth. The following summarizes CYGS' efforts to enhance the communities capacity to assist gang youth and establish "customized" programs to prevent gang violence.

These programs are designed to reach potentially hard-core gang members before they are trapped in the gang culture. CYGS does not have the budget or the resources to develop these program efforts, however, we do have the staff and experience to work with gang youth and their communities. A coordinating council consisting of CYGS, the Human Relations and Youth Commissions and other public, volunteer and private agencies and firms could begin now to organize for a comprehensive prevention program for youth "at risk". Such a program must reflect most, if not all, of the following activities and components.

CYGS Prevention Program Summary

PROGRAM

COMPONENTS

ACTIVITIES

Athletic, Social and Cultural

Sports tournaments; NYPUM Minibike Program; Black Tie Affair; Awards Dinner; Food and Toy Giveaway; Christmas Program; Field trips and other outings.

Activities are organized on an "as needed basis as a method of convening rival gangs to mediate disputes and head off potential conflicts. This also provides positive alternatives to "hanging out" and idleness. Gang members are counselled and advised in a way that leads to a referral or a development plan for individual youth.

Community Safety Program

Gang Watch, presentations and organizing with block clubs; Strategic coverage of gang hangouts and hot spots; Public presentations to schools, meetings, etc.

This activity focuses on community organizations, businesses and block clubs. CYGS staff provides a series of presentations and/or strategic coverage at the neighborhood level. Presentations include gang and safety awareness topics.

Employment and pre-employment training and placement

Planned pre-employment training; Summer jobs; Referral and placement in apprenticeship, training programs and job referrals.

This activity is one of the vital tools used to re-direct gang youth. While much of this work involves referrals, CYGS is developing the capability to provide pre-employment training and summer employment projects. A job bank and limited "handyman" projects are also planned.

Neighborhood improvement activities

Clean-up campaigns; Graffiti removal; Park prevention strategies; Handyman work projects; Volunteer programs.

This activity involves staff and gang members in developing a new "role" for youth in contributing to the betterment of target neighborhoods.

CYGS Prevention Program Summary

PROGRAM	COMPONENTS	ACTIVITIES
School Prevention Program	Elementary schools; Junior high schools; Senior high schools; Continuation schools; Other schools.	This activity focuses in on the conflicts occurring on the school campuses. CYGS staff has completed a survey of schools to determine the level of gang activity. Upon request, CYGS staff is implementing strategic coverage and school-based programs to work with gang youth. Rap sessions, counseling classroom presentations and special activities are part of the strategy. Work with teachers, counselors and security staff has led to discussions about in-service training for school personnel by CYGS staff.
Street Academy Training Program	Breakthrough Program; Street Sense Newsletter; Writing and media skills; Neighborhood Dreamgirls-Self-Image Seminars; Parents of Watts; Youth and parent training; Wilderness Challenge Program .	Youth, parents, staff and volunteer training activities are in various stages of development and implementation. CYGS staff participates in one in-service and one professional development session per month. A gang parent training session has been scheduled. Another in a series of self-image seminars for gang-involved females is also scheduled. Other training activities have taken place or are scheduled with community-based organizations and local businesses.

CYGS Prevention Program Summary

PROGRAM

COMPONENTS

ACTIVITIES

Youth Service
Referral Program

Education and training; Job
placement; Personal develop-
ment; Counseling and therapy;
Legal aid; Child abuse;
Armed forces; Religious, etc.

Activities in this category in-
clude referral of gang-involved
youth and their families to a
variety of legal, social service,
and other public and private
institutions. Through these
referrals, gang youth are encour-
aged to seek professional help
and/or new opportunities in an
effort to divert them from a life
of crime and violence.