BLUEPRINT

402?

BLUEPRINT ON GANGS

A COORDINATED APPROACH TO A GROWING PROBLEM

PEOPLE ... PREVENT OR REDUCE ...
INVOLVEMENT IN GANGS AND VIOLENT OFFENDING

STATE OF OREGON
1859

OREGON CRIME PREVENTION
RESOURCE CENTER

B L U E P R I N T   O N   G A N G S :

A C O O R D I N A T E D   A P P R O A C H   T O
A   G R O W I N G   P R O B L E M

Criminal Justice Services Division
Executive Department
155 Cottage NE
Salem, OR 97310
503-378-4123

PREFACE to "Blueprint on Gangs: A Coordinated Approach
to a Growing Problem"

In July, 1992, thirty people actively involved in anti-gang efforts in Multnomah County, Oregon, met in an intensive three-day conference. The meeting was initiated by the Northeast Coalition of Neighborhoods in Portland and the Oregon Crime Prevention Resource Center, a small agency directly under the jurisdiction of Oregon Governor Barbara Roberts.

The group was invited to meet for the purposes of:

> o   identifying the stages and cycles of community response to gangs;

> o   identifying who is responsible for gang prevention, intervention, treatment and detention; and

> o   recommending strategies to prepare communities to respond to gangs and gang violence.

Participants represented the full spectrum of approaches to gang issues: from prevention specialists and educators to law enforcement people, and from government agencies to independent, community-based non-profit agencies. Most were line workers -- people who interact daily with gang members and gang-affected youth.

Most of the participants dubbed themselves "OG's," a gang phrase for original gang members, but in this context meaning "old guys in the fight against gangs." The group drew on Portland's experience, with the goal of helping other communities identify existing resources that can be marshalled cooperatively in the fight against gangs.

Probably the most important lesson learned at the symposium is this:

> Everyone - the entire community offering a continuum of services - is responsible for responding to youth who are, or would like to be, "gangsters." Participants learned that every discipline has its own definition of who it will serve. These definitions shape how each organization is able to serve youth involved in gangs.

> **Knowing one another's definitions, capabilities and limitations is critical to building an effective community response to gangs and violence.**

This document stimulates that learning process for communities organizing themselves to prevent and contain gang activity, and enables them to design responses to gangs and violence that fit their unique needs. The collective experience and knowledge gained by Portland . . .

o   Illustrates that "it can happen here." The factors that fertilize gang development don't just happen in big cities. They cross ethnic and racial barriers, economic backgrounds and geographical boundaries.

o   Helps individuals who see kids regularly -- teachers, social workers, recreation providers, parents and neighbors -- learn about the factors that promote gang involvement.

o   Presents tactics and strategies for organizing anti-gang activities within a community.

o   Alerts communities to signs of gang involvement or activity.

o   Describes strategies for dealing with gang-affected or involved kids.

o   Documents the history of gang development in the Portland area, with the goal of helping other communities shorten the "denial period" associated with emerging gangs.

o   Presents specific checklists and resources in an appendix.

BLUEPRINT ON GANGS:
A COORDINATED APPROACH TO A GROWING PROBLEM

"We don't have gangs here ... this isn't Los Angeles."

Portland politician
1987

Youth gangs in the United States have always been around, but the level of violence associated with gang activity today has magnified the gang phenomenon to the level of an epidemic. Gang members are killing each other and innocent, besieged neighbors who are caught in the cross-fire. Gangs have become so visible, in fact, that a gang mentality permeates pop culture, influencing youthful fashion, music and attitudes.

Oregon's State Youth Gang Strike Force has documented nearly 2,700 gang affiliates as of the summer of 1992. Agencies and community members working "in the trenches" estimate the total to be at least 5,000 statewide.

Communities demonstrate a cycle of response to the presence of gang violence that is similar to the Kubler-Ross stages of grief after the death of a close friend or family member. The first stage is denial, and the city of Portland was no exception. (The remaining stages of grief in Kubler-Ross' scheme are anger, bargaining, depression, acceptance, hope.)

Multnomah County with its largest city, Portland, is Oregon's population center. As such, Portland was the first city in the state to see gang activity imported from Southern California. For a variety of reasons, it was easy for Portland's decision makers to ignore the problem.

The major barrier to acknowledging gangs was one of perception and self-perception. For many people, it was easy to believe that only the largest cities are susceptible to gang problems. To the extent that the Portland area views itself as exclusively well-educated, well-housed and middle-class, Portlanders denied the existence of conditions that encourage gang affiliation.

Furthermore, once the broader community acknowledged the existence of gangs, many chose to view the problem as limited to poor, minority neighborhoods. Poverty, poor housing and despair do exist in Portland. But they exist in relative isolation, in geographic pockets of the city. Urban blight presents an uncomfortable contrast to the attractive neighborhoods, dynamic downtown and lovely natural environment that rank Portland among the nation's most liveable cities.

Gang affiliation is not limited to very poor children. The fundamental promise of gang affiliation - connectedness, acceptance, mutual support, safety - holds strong appeal to adolescents regardless of class, race or geography.

Because Portland's first gang members were recruiters from the Los Angeles area, many public officials believed that the problem would remain isolated with a few out-

of-state individuals. A common belief was that gangs would disappear with the incarceration of the infiltrators. It was easy for decision-makers to underestimate the powerful social and economic enticements of gang involvement.

Many police officers, social service workers and people who lived and work in Portland neighborhoods agreed there was a growing problem during the mid-1980s. However, governments and major regional organizations were slow to acknowledge this reality and respond with funds and action.

The section "A Brief History of the Portland Experience" describes how members of the Portland community pulled together to draw attention to the growing gang problem and to develop strategies to overcome it. Other chapters suggests programs and strategies for other communities. This report is designed for use by communities of all sizes and all geographical locations.

ABOUT GANGS: INDIVIDUAL CHARACTERISTICS AND COMMON TRAITS

It is very difficult to document the extent of gang impact. Observers note major differences between recorded statistics and anecdotal accounts. The following points summarize the best available assessments of Oregon and Portland gangs, based on the experience of symposium participants.

o   Gang membership is not confined to any single place, race, ethnic group or economic stratum.

o   The Portland Police Bureau and state agencies agree that the problem is growing and spreading around the state.

o   There are no statistics on the numbers of gang-affected youths (as opposed to gang-**involved** youth, who are actual gang members). Agencies disagree on what constitutes "gang-affected," and such youth are harder to identify than actual gang members. However, experts believe it is a very large number -- and growing.

o   Gangs create fluid alliances, coordinating activities for specific purposes with other gangs of different geographic, cultural or name affiliations.

o   Community members suspect that the number of racist skinhead groups has been under-reported and that authorities have not taken these groups as seriously as is warranted.

o   The existence of gangs is a problem of regional, statewide, national and international significance. It is no longer just a problem in major metropolitan areas.

Causes of Gang Involvement

The causes of gang involvement vary with individuals, communities and types of gangs. However, some very clear common points arise in any review of gang affiliation, according to symposium participants.

o   A key motivator for gang membership is the sense of belonging, power and affirmation that accompanies affiliation with a group. Mutual support, acceptance, safety and intense interpersonal bonding are powerful benefits that gangs of all kinds offer young people. The formation of friendships based on strong loyalties is a developmental task associated with adolescence.

o   All gangs feed on the sense of isolation and disenfranchisement that are common to a certain extent in most adolescents, and which are exacerbated by families under stress, living in poverty and fear.

o   Profit has become a tremendous motivator for youth to join some gangs. Among many gangs, the drug trade provides a strong economic incentive. This is a motivation for all types of gangs, with the exception of the white supremacists. Financial incentives may be more important factors for young men than for women.

o   Skinheads thrive on racial prejudice and hatred. Racial identification may be a unifying factor for some gangs, but gangs are increasingly interracial.

o   Self-protection is a growing reason for gang affiliation. Sometimes, young men and women involved in gangs are afraid to get out because of the repercussions.

o   Gangs offer excitement and recreation -- strong motivators for adolescents.

Key Characteristics

Anyone, male or female, from any racial, ethnic, socio-economic, geographic or political group, may be recruited into a gang. Certain common factors signal adults that a young person has an interest or involvement in gangs and gang lifestyles. The following list may help identify children at-risk, and suggest targets for early intervention.

o   Gang members are as young as 8 and as old as 23. Interest in gangs and at-risk behaviors commonly surfaces around the fifth or sixth grade.

o   Currently, all races and both genders are active in gang behavior in Oregon. Gang participation among females, in all types of gangs, has increased since the initial appearance of Portland gangs. Some female gang members engage in gang activities independent of relationships

with male members. However, few females are presently in programs aimed at gang-affected or gang-involved youth.

o   Although gangs may be identified by race or ethnicity, observers note a strong trend toward interracial gangs. This may lead to identity confusion. For example, Hispanic members of an Asian gang may identify themselves as Asian, and will join in anti-Hispanic gang activities.

o   Gang members have, or perceive they have, limited employment and social opportunities. Many gang members can correctly be identified as "self-employed," but earn their money illegally.

o   Observers say that in most gangs, leadership is very loose except in times of a crisis, when leaders become very visible.

o   Recruitment varies with individual gangs. Recruitment tactics include:
    -   intimidation
    -   monetary inducements
    -   family involvement
    -   peer pressure

o   Some gangs require commitment of a crime for membership.

Portland's Youth Gangs Task Force has prepared a document profiling specific types or styles of gangs, that describes risk factors, defines behavior, and identifies gang-specific characteristics. This profile may be found in Appendix A.

Behavior

Some gang experts prefer to define a gang member by his or her behavior, rather than by appearance or association. Delinquent behavior does not automatically mean a child is a gang member. At the same time, some children at risk of becoming gangsters may not be exhibiting illegal or delinquent behavior. It is very difficult to describe gangs by listing behaviors alone. However, many gang members and gang-affected youth do exhibit one or more of the following behaviors, which range from status offenses to the most serious felonies.

o   Poor school attendance
o   Runaway behavior
o   Curfew offenses
o   Graffiti and vandalism
o   Self-mutilation
o   Assault, bias crimes, harassment, intimidation
o   Theft and other property crimes, including car theft
o   Robbery and extortion
o   Substance abuse
o   Possession, distribution and manufacture of controlled substances
o   Homicides and drive-by shootings
o   Weapons sales and/or possession
o   Rape and sexual aggression
o   Suicide

Gang Differences: Organization and Structure

Gang structures and styles vary according to the central unifying factor. The central focus may be geographic (turf), philosophical, cultural or ethnic identification.

African-American gangs tend to be driven by economics, peer pressure and social/emotional factors. Gang membership may span two generations. African-American gangs are often modeled after so-called "L.A. style gangs" and may be turf based. Drugs and the money derived from drugs are central to L.A. style gangs.

L.A. style gangs tend to be hierarchical, but the nature of leadership is not well-defined. Leaders tend to be strongly charismatic when visible, and are based in a geographic area ("the 'hood"). L.A. style gangs evolve into "sets" with distinct names and unifying factors, under separate leadership.

Highly mobile, Asian gangs have a well-defined recruitment process, including formal applications. They target children for membership at a young age. Some Asian gangs, particularly Chinese and Vietnamese, may have a highly sophisticated organizational structure controlled by adults. Such organizations are deeply involved in drugs, prostitution and illegal gambling, often on an interstate basis. Most Asian gangs are loosely structured on the street, and "specialize" in car prowls, intimidation and extortion, targeting other members of the Southeast Asian community.

Asian gangs often evolve in refugee communities, proliferating among Cambodian, Laotian and Vietnamese families. However, Filipino and Chinese groups have existed in the United States for some time.

White supremacist gangs, usually referred to as skinheads, are ideologically driven, with a great emphasis on peer pressure. Adults may be recruiters and decision-makers for skinheads. Adult white supremacists provide organizing assistance and resources.

Hispanic gangs have tended to be inter-generational in nature -- fathers, sons, cousins and uncles all members of the same set. As more single young men come into the U.S. from Latin America, the nature of Hispanic gangs is evolving to include young Latin males living independently of any family structure.

Young Women and Gangs

Young women are an integral part of gang society. In Portland, young women helped L.A.-style gangs become established -- knowingly or inadvertently -- by providing shelter, information and support to gang recruiters. Females continue to be involved both passively and actively with gangs, and workers believe that as many young women as men are involved with gangs. Despite this recognition, Portland has only one program for gang-involved females.

The nature of female gang involvement varies. Traditionally, young women have aligned themselves with gangs through boyfriend gang members, wearing the colors and identifying themselves with certain gang groups. Being the girlfriend of a gang

member carries status similar to gang membership among males. Girls have often been the catalyst for gang violence. They can encourage and instigate fights between men from opposing organizations.

In 1989, female gang activity became more visible. "Cripettes" and "Bloodettes" created their own procedures, adopted their own gang names and wrote graffiti. Within a year, law enforcement agencies were listing females as gang members, and young women were apprehended in connection with violent crimes, both in conjunction with and independent of male gangs.

With the incarceration of several female leaders, much of the independent female gang activity diminished, and today, young women are once again largely in supporting roles. However, the fact that women are less visible in their gang involvement is not a rationale for society's failure to provide services to them.

A primary concern for many service providers is the self-perpetuating nature of the gang cycle. Gang babies dressed in blues or reds are the next generation of citizens. Teenage mothers who lack self-esteem, parenting skills, knowledge of health care and other life skills are ill-prepared to raise healthy children. Yet some young Portland women are mothers of two or more children by gang-member fathers.

Violence is as accepted among young women as young males, although the motivation for the actual use of violence may vary. A youth services agency staff member related a recent discussion with young women about self-defense. To the staffer's astonishment, each group member pulled out a knife to demonstrate how she protects herself against date rape.

As with many other gang-related circumstances, poverty, drug and alcohol abuse, dysfunctional families and other chronic problems create a predisposition to gang involvement. For some young women, getting pregnant by a gang member is a status symbol. To others, it is the escape they need to become independent of their negligent or abusive parents, gain their own support networks and their own apartments.

But it is not only poor women from low-income neighborhoods who are attracted to gang lifestyles. Females from middle class families pursue relations with gang members for the same reasons as do other youngsters -- for feelings of belonging, support and self-esteem. Another critical piece is the sense of excitement and adventure associated with gangs.

Whatever the reasons or the behaviors, young women are central to gangs and currently are raising the next generation of potential gang members. Each community must begin directing resources at these women, not only to provide them with healthy alternatives, but to protect their children and families.

Skinheads

Skinheads are an easily identifiable group who are appearing in communities around the country, including Oregon. Most skinheads are avowedly racist, promoting a variety of right-wing ideologies.

Some skinheads identify with a national group called Skinheads Against Racial Prejudice (SHARP), and they say they oppose the racism of other skinheads. While they do not advocate racism, they are equally as violent as their racist counterparts.

It is important for communities and service providers to remember that the attractions of gang affiliation and underlying needs are the same for skinheads as for other gangs - approval, self-esteem and emotional support. While the apparent unifying force may be Aryan philosophy (or anti-racism, in the case of SHARP), the true connection is more profound, and exactly the same as for the Bloods and the Crips - a sense of belonging.

At this writing, Portland has no programs designed specifically to work with skinheads. Furthermore, service providers seem reluctant to accept skinheads into their programs, for several reasons. The ideological foundations of these groups demand intensive services, akin to de-programming cult victims. In addition, white supremacy has political implications. It is not illegal to believe in the concepts, but it is illegal to act in violent, destructive ways.

Jailed skinheads often view themselves as political prisoners, rather than criminals. The issues of freedom of thought and political choice complicate service to these youth. In addition, youth entrenched in this ideology may view themselves as "whole" and not needing "traditional" services.

Portland and other communities should increase efforts to serve skinheads. While it is easy to dismiss their ideology, it is inhumane to dismiss the needs of children who need help.

ISSUES FOR LAW ENFORCEMENT, COMMUNITY-BASED ORGANIZATIONS AND THE EDUCATIONAL COMMUNITY

Around America, youth gangs are becoming established in small and mid-sized towns and cities. Without fail, newly impacted communities engage in a period of denial about the reality of a gang presence, perhaps because it runs counter to a self-perception of an idealized, trouble-free community. Also, gangs are traditionally defined in terms of color and class, making them easy for the mainstream to ignore. This bias is not in tune with current realities of mixed-race and cross-class gangs. Better information about gangs, such as this document, will hopefully shorten the denial period so that gangs have less opportunity to establish themselves and flourish.

Youth gangs are complex. There is no one solution or approach that works to prevent or contain them. It takes all of a community's resources, acting in deliberately, carefully planned coordination, to create and implement effective anti-gang strategies. Once past the denial phase, angry communities will coalesce, will bargain with one another and with youth to resolve gang problems. The more the community learns about gangs, the more depressing the work may seem. However, once a community has accepted the reality of gangs in its midst, and has begun working together to commit resources in a coordinated manner, a climate of hope can be created.

From the earliest conversations between representatives of law enforcement, community-based organizations (prevention- and intervention-oriented), and the educational community, the differences between disciplines must be acknowledged and considered. The way one discipline defines gangs and illegal gang behavior impacts that system's response. For instance, law enforcement definitions center around criminal activity; law enforcement may not be able to act in a given situation if a crime has not occurred.

The authors of this report represent four different perspectives: law enforcement (including the juvenile justice system), education, prevention programs and intervention/treatment programs. The following discussion of issues relative to each of these perspectives is not intended to be a stand-alone part of this report. Interagency and cross-discipline communication and mutual respect is vital for a comprehensive anti-gang program to succeed.

A Cautionary Note: Clothing is not Necessarily an Indicator of Gang Involvement

Previous sections have emphasized the need for teachers, parents and neighborhood residents to be alert to gang presence. One of the most obvious symbols of gang association is style of dress.

However, **clothing is not necessarily an indicator of gang involvement.**

This statement has major implications for dealing with young men and women. Gang-style clothing has become a fashion independent of gang involvement. Young men and women all over the United States emulate certain dress styles that are popular among gang members -- from Oakland Raiders jackets to baggy pants.

Very often, this has no relation to gang activity. School officials, parents and justice services personnel must be very careful about judging youth based on clothing. Some reasons are:

- o Labelling of any kind can be extremely dangerous to a child's well-being, seriously impacting self-esteem, relationships with parents, children and teachers, and academic achievement. Identification of a child as a gang member on the basis of clothing alone is unacceptable.

- o Attempts to restrict clothing styles often fall unjustly and inappropriately on young men and women of color. Teachers and administrators appear to have treated young African-American and Hispanic men differently from their Anglo schoolmates in enactment and enforcement of dress codes. Furthermore, young men of color are more likely to be labelled as "gang-involved" than are white students.

- o A primary goal of anti-gang activities is to keep students in school. Sanctions that have the effect of pushing young people out of school will ultimately injure that child's chances of success.

School districts considering any change in dress regulations out of concern for gang involvement should consider the implications and results of these proposals thoroughly.

The Role of the Line Worker

The importance of line workers -- the people who have daily contact with gang-involved youth -- has been a constant theme throughout discussions on gangs. Several fundamental issues deserve attention.

- o Line workers have the best information. They are the ones who see the daily activities, the trends and the changes. They are the ones in whom young people are most likely to confide. Decision-makers should pursue line workers for the most accurate and up-to-date data, and should include them in policy-making deliberations.

- o In social services, line workers are chronically underpaid. Yet it is the line worker who is actually performing the difficult job of helping youth and families. Low pay leads to high turnover, which reinforces young men and women's sense of uncertainty, abandonment and distrust.

- o In addition to being better compensated, line workers should be viewed as skilled professionals, and provided with broad-based training opportunities. As the extent of gangs increases, staff will be expected to be competent in more complex and diverse areas. The need for training will increase accordingly.

THE RANGE OF ANTI-GANG SERVICES

Providers of services to gang-affected youth, families and communities view the need for services as a continuous, spiraling circle, with no obvious start and finish. Various providers see themselves in the center of a continuum of services, acting as the primary agent that initiates services to at-risk or gang-affected youth.

It is not possible to say "prevention comes at the beginning, detention comes at the end," because people are so rarely predictable. They go in and out of risk, trauma, incarceration and service programs. While it is tempting to indicate need for services chronologically (at this time in a child's life, X service is needed), **human beings are not that simple. They do not live in a vacuum and develop independently. Furthermore, treatment for a parent can be prevention for a child; intervention in a youth's life can lead to necessary treatment services for the rest of a family.**

A system is only as good as its parts. Communities must agree upon several fundamental values before coordination of programs and possible redirection of resources can occur.

o   All young people deserve a safe environment, both physically and emotionally safe, in which to grow and thrive.

o   The primary goal of any program is to help rebuild families and the community.

o   Continuity of service is essential. Breaks in service provision for an individual should not be tolerated.

o   The full array of services -- from prevention to law enforcement -- must be present and visible within each community. Kids need to see and experience the caring of adults in their community.

Program providers and system coordinators must agree to aim for certain common goals and standards.

o   Interconnections between various disciplines and approaches must become institutionalized to break down barriers to coordination and integration.

o   Any program must be individualized and driven by the needs of the child and the family, and be responsive to changing conditions in the community.

o ` A holistic model must guarantee that all basic needs are met (food, health care, housing, etc.).

o   Public information and awareness building must be part of any working model. It is critical to alert people to the damage gangs do to a community, and make the dangers real and personal to them. The outcome is for the broader community to accept responsibility for gang

prevention activities and quality of life assurances.

o   A model must include resources for youth who want to get out of gang involvement permanently, and for youth/adults who are re-entering society after institutionalization for gang-related crime.

o   It is critical to replace the excitement and sheer recreational value of gang involvement when encouraging youths to refrain from gang activity. Exciting, engaging recreation is critical to keep their attention.

o   Continued feedback and evaluation is an integral part of the process.

The authors of this report identified the following services that contribute to keeping youth out of gangs. Do not let this list become a barrier to action if your community does not have every one of these services.

o   Health care services for mother and child
o   Parenting classes
o   Head Start and early childhood education
o   Educational opportunities for parents, families and grandparents
o   Elementary, middle school and high school education and activities
o   Positive, alternative services for youth, particularly those already attracted to gangs
o   Support services and counseling for parents of gang-involved youth
o   Employment, training opportunities
o   Visible law enforcement presence
o   Alternative, culturally appropriate treatment options
o   Tools to create new lifestyle
o   Skill-building
o   Dealing with sexual issues, abuse, counseling
o   Anger management
o   Alcohol and drug education/treatment
o   Conflict resolution training
o   Dispute mediation
o   Treatment (note that treatment must go beyond medicating potentially violent youth to control them physically)
o   Detention as last resort
o   Services listed above available upon re-entry into community

The challenge imposed by the danger of gang activity in a community can be a strong motivation for institutions to put aside their "turf" issues, and to institutionalize functional, interagency working agreements. Community providers who can form anti-gang partnerships may include:

o   Schools
o   Churches
o   Social service organizations
o   Youth recreation agencies
o   Law Enforcement and juvenile justice systems
o   Health Care

- o   Mental Health Care
- o   The Oregon Children's Services Division
- o   County Children & Youth Services Commissions
- o   The media
- o   Policy makers
- o   Foundations for funding
- o   Higher education facilities for interns and technical assistance
- o   Businesses and business groups
- o   Community-based volunteer and civic groups

ACTION PLAN

The first steps in confronting gangs in your community are:

Identify the problem. Create a problem statement about the dangers and implications of a gang presence in your community. Emphasize that gangs are a powerful social force that bring with them violence and death.

Clarify the problem. Describe the problem carefully, comparing the symptoms and activities you observe with those described in this document and other literature. Be careful to distinguish between common, popular cultural traits (clothes, music, etc.) and true gang-related activities and attitudes. At this point, it is particularly important to avoid racial stereotypes.

Bring the community together. Hold meetings with representatives of schools, community-based organizations, law enforcement agencies, and other organizations. Outline the problem, agree on definitions (or agree to disagree), identify responsibilities and jurisdictions, and assess resources.

In Portland, the various perspectives (prevention, intervention, treatment and justice services) use different definitions for "gangs," "gang-involved youth," and "gang-affected youth." It may be necessary for different systems to use different definitions to protect youth while assuring that services are provided when necessary.

For example, justice services personnel define gang members by their criminal or delinquent actions. This narrow definition helps protect young men and women who are not acting illegally from apprehension by the criminal justice system. On the other hand, prevention service providers may want a more flexible definition to enable more youth to qualify for their services.

Develop a coordinated response, designed to:

o   Isolate and target for specialized services (out-of-home placement, alcohol and drug treatment, specialized gang programs) high visibility, charismatic youth who are obvious actors in gang activity.

o   Identify young men and women who are likely to remain independent of gangs and succeed in school and other traditional activities to demonstrate and help develop alternatives to gang behavior.

o   Educate adults who work with youth of the risk factors for potential gang involvement (three or more of the following): a family member is a known gangster, the youth flashes gang hand signals or has a "moniker" or gang nickname, is arrested for a non-gang offense, poor school performance.

o   Provide alternatives to those less likely to succeed. Examples are employment and training, residential care or treatment programs and other community-based services such as recreation programs.

o   Modify existing services to respond to gang-specific needs. For example, speed access to drug and alcohol treatment, provide anger management training through existing service agencies, and support families of gang members through whatever avenue works.

o   Involve the full spectrum of criminal justice system members in a community response: probation, parole and correctional officials, prosecutors and judges, as well as school and "public" police.

o   Empower communities by creating graffiti removal teams, neighborhood watches, citizen-police liaison programs, and similar crime prevention programs characterized by self-determination and community responsibility for its own quality of life. Let citizens hold service providers accountable for their gang-related work.

o   Involve youth in designing community solutions, giving them responsibility and the opportunity to feel successes.

o   Design enforcement strategies, like curfew sweeps, that can be used to take juveniles off the streets for their own safety, and to suppress gang activity. Other examples are specialized gang units, drug house ordinances and more officers on the street.

o   Co-locate services whenever possible. Create community-based service centers. Involve affected citizens in meaningful ways to obtain their participation in resolving gang problems in their neighborhoods while insuring citizen safety.

o   Begin outreach quickly. Make resources available to parents, grandparents, neighbors, and siblings through a hot-line or other easily accessible program. If resources permit, implement specialized outreach programs at the middle school level, and divert to alternative schools if appropriate.

o   Develop community-based emergency response plans in case of a drive-by killing or other catastrophe that threatens the peace of an entire neighborhood (see appendix B). Include an emergency hot-line for people to report incidents and for rumor control purposes.

o   Keep students in school, by developing curricula that are relevant, interesting and useful to at-risk youth. Keeping at-risk kids mainstreamed may loosen bonds to gangs.

o   Engage the schools in providing anger management, empathy training, communication and anti-violence education. A community in denial will be more willing to accept "anti-violence" programs than "anti-gang" programs.

Funding

Gang membership is not just one end of a spectrum of poverty and violence. It is a phenomenon of its own, a force that can shake the foundation of communities. Gangs must be taken seriously -- and lack of funding is never an excuse for community inaction.

If the force of gangs is not recognized and taken seriously, children, families and neighborhoods may soon be out of reach of service providers and beyond intervention efforts. Gangs cannot be tolerated and ignored in the same way our society has tolerated illiteracy, unemployment and homelessness. The young victims of gang involvement are not silent or passive. If left alone, they will magnify the intensity of violence and greatly expand their impact on the entire community.

Among some policy-makers, a triage mentality has emerged with respect to youth and gang services. The theory is to intervene with the youngest children and "write off" those currently involved with gangs. The authors of this report, Portland-area service providers, find this an intolerable concept. Aside from the essentially inhumane and cruel implications of this as a funding strategy, it is short-sighted and won't work. Those youth "written off" will not vanish. They will continue to impact resources, particularly law enforcement, justice services and detention and jail facilities. Young women continue to have babies by gang members. It is virtually impossible to separate service to individuals when they are part of a continuous family cycle.

Staff at agencies who work with gang members and gang-involved youth believe that more funding is essential to address the very serious, growing problems presented by gangs. The Portland area needs more programs aimed at people of all ages and youth at all degrees of gang involvement. More funding is necessary for the full-spectrum of gang-related services -- from health and mental health programs to law enforcement and justice services.

Media Management

Despite warnings from service providers, police officers, line staff and community residents, policy makers and the larger community are more easily able to remain aloof from concerns about gangs when the media are silent. Because a few concerned media folks took the initiative in Portland, gang presence was brought to the public's attention long before the first drive-by shooting. The media helped precipitate actions that directed resources to these problems.

The implications are profound for communities just beginning to deal with the gang problem. Until high level policy makers are invested in solving gang issues, law enforcement professionals, educators and the social service community must exercise their best skills in public relations and media management. The following thoughts may be helpful to other communities faced with this situation.

  o Educate the media about the dangers of glamorizing gangs. Encourage them to report in a style that avoids publicizing particular gang names, lends notoriety to one gang or invites retaliatory actions. Sensitize media representatives to the hazards of romanticizing gang symbols and lifestyles.

o   Establish a network in which community members alert others to responsible and irresponsible journalists. Learn who to trust.

o   Become a resource. Reporters depend on reliable sources. Provide good, accurate information.

o   If you have a story to tell, cultivate a reporter or photojournalist to help you tell it. Sending a press release or calling an assignment editor may not bring any results, as editors tend to judge "news value" by excitement level, rather than long-term impact. Find out which reporters cover children and youth or crime. Invite them out to a program, to hear personal stories, to meet the youth.

o   Be on the lookout for positive "photo opportunities" and "media events." Use press releases when they are appropriate. When staging events, consider ways to invite the most television coverage. Consider speakers, layout of the presentation, time of day.

o   Educate the media about law enforcement needs. Make sure photojournalists and reporters understand when and why information must remain confidential. Encourage discussions between police and media to clarify needs and expectations.

o   In Portland, the primary media representative who initiated coverage of gangs was an African American male who lived in Northeast Portland. He used his personal interest in the topic to focus media attention on the gang problem. While he was not the only reporter, he was the person who pursued the story early, most vigorously and in a way that had little to do with his primary responsibilities at the station.

     The message we get from this is the importance of cultural diversity among the media. Communities must make it clear to their local stations and newspapers that their reporting staff and editors should represent the region's cultural make-up. This is the surest way to guarantee coverage of issues that affect minority communities.

o   Encourage the media to cover the positive aspects of gang-affected communities. Alert the press to stories about children who excel in academics, the arts, athletics and community-based programs that are both creative and effective.

Using Resources Effectively

Given the chronic shortage of funds and resources, it is important that anti-gang programs coordinate with each other and use resources wisely. Based on Portland's experience, the following list of recommendations can help communities better use available funds and leverage other resources.

o   Increase communication and coordination among community-based organizations, justice services, schools and social service providers. Create a coordinating body and a clearinghouse charged to:

20

- clarify expectations and goals and identify which providers are best suited for specific services;

- update information and referral data, keep agencies informed about new programs, trends, and data;

- coordinate employment information services to insure accessibility;

- maintain a centralized data base of available space and beds, to reduce waiting time for residential or capitated treatment services.

o   Law enforcement organizations must train line officers to be effective with gangs. Line officers are often the first contact when gang members enter justice or other service systems. Involved officers need information about gangs and gang-involved youth, techniques for outreach and communication, and information on available resources. It is critical for officers to develop cultural competency, a deep understanding of the sub-cultures from which gangs evolve.

Community-based organizations can and should provide much of this training. From them, officers gain perspectives on prevention, intervention and treatment, and learn details about local gang conditions. At the same time, the community must pursue the total commitment of lead law enforcement officers to build a coordinated, comprehensive response to gangs.

o   Strengthen cross-cultural training at all service levels.

o   Increase efforts to keep kids in school, where they are easier to access and encourage away from illegal activities. Increase flexibility of programming and improve curriculum to accommodate student needs. Schools can offer violence prevention, anger management and conflict resolution education to children in all grades.

o   Create useful, meaningful jobs for youth.

o   Create ordinances that assist law enforcement, such as drug free zones and curfews. Ordinances can be used to prevent violence or as tools for involving youth in treatment and intervention programs.

o   Coordinate with existing efforts to promote affordable, accessible housing.

o   Adopt an interdisciplinary, team approach to all service development.

o   Establish individual program priorities, and be willing to narrow focus if necessary. Be willing to give up specific programs if they can't be provided well and assured over a long period of time. Credibility with youth, families and neighborhoods is related to consistency over time.

21

o   Create a realistic evaluation system based on input from credible providers. (Evaluation is a particular deficiency in the Portland area today.) Create a peer review system of experienced providers to guarantee that the service contracts are being executed competently and appropriately.

o   Make sure information and services are available to language-minority populations.

o   Design creative partnerships. For example, pair up young men and women with temporarily disabled workers who need assistance performing their jobs, combining job training with the workers compensation system.

o   Broaden community involvement. Educate the business community, get their buy-in, share their resources. Create mentoring programs, more job training and employment opportunities. Solicit contributions of printing, equipment, expertise. Implement an "Adopt an Agency" program. Encourage financing of recreational opportunities.

o   Improve media awareness and sensitivity.

o   Educate public policy makers. Strengthen ties to governments at all levels, as well as school boards. Bring policy makers into the community to visit programs and meet with line staff, to learn first-hand about program impact and potential for human success.

o   Enlist assistance of higher education facilities for research, information, student volunteers and interns.

o   Engage the tremendous resources that churches represent.

o   Create citizen advisory groups and ad hoc action groups.

o   Use or develop neighborhood organizations to engage in anti-crime activities: identification of drug houses, neighborhood watch programs, courtwatch programs, citizen foot patrols and other empowering activities.

o   Encourage family mentoring programs, in which families open their doors to at-risk youth to provide healthy role models for male/female relationships, work habits, and more.

o   Design services to be available for youth before they get into the juvenile justice system.

LESSONS FOR COMMUNITIES

The following lessons are based on successes and false starts from the Portland community. They are words of advice designed to help you move through the most difficult period -- mobilizing the community.

o   Don't underestimate the power of denial. Almost all communities resist acknowledging that gangs exist within their boundaries. Persist in your efforts to raise awareness.

o   Don't wait until an outside funding source acknowledges the problem. Service providers used existing resources and volunteer efforts to start the Youth Gangs Outreach Program. Had they waited for funders, the problem would have been even harder to control.

o   In the early stages, lack of knowledge and awareness are major barriers to recognizing gang presence and designing combat strategies. Don't look exclusively to institutions like school districts and police departments, because early on they may have less information and experience than do most neighborhoods and community-based organizations.

o   Create a balance between denial and labelling. Be careful not to make assumptions about youth based on dress, choice of music or other characteristics that have come to be associated with gangs. The affectations of gang membership have become part of the popular culture. To label a child as a gang member when he or she is not may have serious consequences.

o   Don't overlook the role of young women. Females are key to gang establishment. In Portland's case, Southern California gang members moved in with young women, often single mothers with their own apartments in housing projects. These apartments became the base for gang operations. Female support continues to be critical to gang proliferation.

o   Don't underestimate the skills, talents and organizing abilities of gangs. Just because gang leaders may lack formal education doesn't mean they lack "smarts."

o   When starting outreach programs, communications are critical. Make sure school personnel and justice services staff at all levels know and understand the nature of "outreach" services. People at all service levels must be trained to understand and respect the functions of the others, so that outreach people don't interfere with police responsibilities, and vice versa.

o   Gang members who are not in school tend to congregate near schools. School grounds are excellent locations for outreach efforts.

o   One serious gap in the existing service system is education for gang-affiliated youths. While those who are still in school have some, although limited, options and opportunities, the available options tend to be inappropriate for those who have been out of school for some time.

Traditional classrooms offer a variety of dis-incentives to such youth. They are reminders of a history of failure and disciplinary encounters. Too often, such youth, behind grade level for their age, must resume school in a grade level that will be boring, irrelevant and time-consuming, in a classroom with students much younger than themselves. For those who need to support themselves -- and perhaps their families -- these programs won't work. New models are needed.

o   As with any other skills, graffiti-drawing takes time to perfect. Just because neighborhood graffiti doesn't look the way it does on television doesn't mean it isn't gang-related. The occurrence and recurrence of graffiti may be a true indicator of gang presence, regardless of what it looks like. Changes in graffiti, with one group's message painted out by another, signals current or pending gang activity.

o   Trust building is the most important element of outreach work. Very often, young people want to prevent violence and welcome the opportunity to talk with someone who can help. But assurance of anonymity is critical. Portland outreach staff never pass on sources and keep information confidential unless they feel they must intervene to prevent violence.

o   Outreach workers are most effective if they share characteristics with the target group (e.g. similar age, ethnic affiliation, neighborhood background). Former gang members can be excellent in this role. However, employers are cautioned to take advantage of police security checks before hiring. Build language into employment contracts that specifically prohibits drug and alcohol use and other unacceptable behavior. Recognize that former gang members are still vulnerable and need additional support.

o   Localized, community service centers are very important to at-risk youth. Whenever possible, co-locate service for families and youth within a given neighborhood.

o   Regardless of the type of service or the type of youth being served, programs and staff must be appropriate to the youth's needs. Primarily, that means the service provider must be trained and equipped to deal with gang members, not just at-risk youth or other categories of young people. Gang membership has its own unique problems and attributes. Service providers must be culturally competent to avoid further alienating, confusing or upsetting an already troubled child.

o   Systems should be designed to allow a youth to participate in decision-making about treatment and services, as appropriate.

o   The earlier and more thoroughly a child can be helped, the more likelihood he can remain detached from gang affiliation. At-risk behaviors can often be observed very early in a child's life, and distinct gang-related activities usually are observable by the sixth grade. Teachers need to be well trained in telltale behaviors.

Furthermore, law enforcement agencies, schools, health care providers, justice service, social workers, and treatment agencies must create a

coordinated response targeted at middle school-aged and younger children.

o   The lack of affordable, safe housing for low-income people hits particularly hard at young adults. If families of gang-affected youth lack stable housing, it is difficult to serve parents and siblings. Legally emancipated young men and women need safe, secure housing to be able to pursue treatment, job training and education that leads to self-sufficiency.

o   If police resources are limited, as measured by slow police response time, lack of information and conflicting jurisdictional issues, then communities will be unable to deal effectively with increased gang violence and crime.

o   When residents perceive law enforcement agencies to be unresponsive to the impact of gangs, neighborhoods may begin to feel hopeless, resigned and powerless.

o   As with any other social service, the need for funding often takes precedence over all other activities. Proposal writing, lobbying and other fund-raising activities may interfere with the ability to give the best service to youth.

o   There is rarely a clear-cut distinction between prevention, intervention and treatment. They may be interchangeable. For example, "treatment" can be any special attention provided to a child or youth, including additional recreational opportunities and athletic training, special education or other programming.

Intervention is also preventive, and prevention can occur before a child has become involved with gangs or when a young person is in danger of reconnecting to old gang friends. Treatment for pregnant teens is clearly preventive if healthy maternal/child outcomes and a strong start at developing parenting skills are provided.

Certainly, all institutions and agencies should appreciate this cyclical approach to working with children and families. But it is also important that communities and funders understand the inter-relatedness of services and the need for continuity of services. Of particular importance is educating police officers about their roles in supporting prevention, intervention and treatment efforts.

A BRIEF HISTORY OF THE PORTLAND EXPERIENCE

In 1986, residents, crime prevention workers, juvenile court and youth service providers, and a few police officers in affected neighborhoods began noticing unusual occurrences in certain areas of Portland.

Youngsters were talking about L.A. gang members holding parties for young men in the neighborhood. Homeowners reported new, distinctive "owners" of existing drug houses. Youth service providers were hearing isolated anecdotes that indicated something different was going on.

During that year, the Portland police learned of a member of the L.A. Crips gang living in Columbia Villa, Oregon's largest public housing project, located in North Portland. Children at a nearby grade school told their counselor that they feared the end of the school year, because they felt safer in the school building than at home.

Some of the first people to be aware of the changing situation worked in the city of Portland's Northeast Coalition of Neighborhoods office. Portland neighborhood associations promote community organizing on public policy issues and crime prevention.

At a national Urban Crime Conference, neighborhood office staff heard a presentation by the Los Angeles-based Committee on Youth Gang Services that helped them make the connection between the rumors in Northeast Portland and gang activity. They heard about the mistakes and oversights made in Los Angeles, and learned that the Portland area was in danger of making the same mistakes unless immediate action was taken. They learned there are:

Three symptoms that indicate gang presence and require immediate organization -

> o   Graffiti;
> o   Talk about gang members; and
> o   A takeover in the drug trade.

During the spring of 1987, Northeast Neighborhood staff helped create the Youth Gangs Task Force, a vigorous, interdisciplinary group dedicated to understanding and coping with the gang situation. Organizations interacting with gang-affected youth participated, as did precinct-level law enforcement officers, county juvenile justice workers, Portland Public Schools and its police, and neighborhood crime prevention coordinators, who served as a bridge with law enforcement.

The Youth Gangs Task Force began meeting regularly. The majority of members were line-workers from various agencies. They conducted some meetings in evenings and on weekends to gain input from community residents.

Initially, task force members expected the large, formal institutions, like the Portland Police Bureau and the school district, to provide concrete solutions to gang problems. An early task force lesson learned is that police and schools, because of their structure, have less access to first-hand information about gangs than staff from community-based organizations. Police and schools were relatively uninformed

about "gang issues" and were historically slow to embrace new issues. **Community-based organizations and neighborhood-oriented groups took the lead in disseminating information and developing strategies to combat gang growth.**

Youth Gangs Task Force teams educated and informed local politicians about the growing gang presence. Some were ready to listen, others accused the task force of raising false alarms.

In an early move to attract the attention of law enforcement agencies, the Youth Gangs Task Force mobilized Northeast Portland's most visible and respected organizations to hold a press conference. The press conference alerted the community to an emerging problem, the need to respond to it, and called for a specialized gang unit in the Police Bureau.

The task force began directing existing resources to work on gang prevention and intervention, created a youth gang hot-line and other outreach programs. During 1987, the task force received grants from the City of Portland, Multnomah County and United Way to support and develop its response.

A simultaneous organizational shift within the Portland Police Bureau to community policing advanced anti-gang efforts in inner northeast Portland. Community policing encourages citizen involvement and reinforces the role of community-based organizations in building a climate of empowerment.

PORTLAND'S STRATEGIC RESPONSES

A broad continuum of organizations responded to Portland's gang crisis. They pooled their resources, shared intelligence and developed cooperative strategies such as these.

Strategies implemented by community-based organizations:

o   **Creation of the Youth Gangs Outreach Program,** including:

   The Youth Gang Hot-line, a telephone resource assuring anonymity to callers who report gang behavior, locations of drug houses, suspicions concerning their own children's activities and other information. The hot-line is an important resource for justice service agencies, and it funnels useful information to providers of prevention and intervention services.

   Full-time Outreach Staff. Trained men and women wearing easily identifiable t-shirts visit schools, street corners and other meeting places for gang-involved and affected youth. They establish relationships, identify problem situations and provide information and services as appropriate. Their primary role is to create trust with gangsters and prospective gangsters, offering them alternatives to gang lifestyles.

   Outreach staff have been able to learn about incidents that have already occurred and those that are expected; who is armed; who is recruiting and who is looking for help. Cooperation with other agencies, including

27

the Police Bureau, has allowed the community to prevent violence and intervene on behalf of young men and women.

The outreach staff is an important tool for reducing tension and providing a community with alternatives. Non-threatening to youth and families, and respected by residents and police alike, they play a key role in providing support to children and parents, educating neighborhoods, and watching for trouble.

Anti-graffiti Project. Graffiti, if left unattended, can reinforce the most negative aspects of a neighborhood. Buildings deteriorate more quickly, fear increases and families flee to "safer" neighborhoods. The Graffiti Removal Project eliminates graffiti and gang notation in neighborhoods, and provides work experience and in-depth employment training to young men and women.

o   **The Rescue Plan:** Participants in the Northeast Rescue Plan Action Committee, a group associated with the Youth Gangs Task Force, published a document that included definitions of gang-involved, gang-affected and at-risk youth. The plan matches target groups with service needs: educational, family, drug and alcohol treatment, employment, mental and physical health, recreation, case management and other services. A key element of the rescue plan is a list of "outcome indicators" that indicate degrees of success toward keeping young people out of gangs.

o   **Coordination between agencies providing employment training and referral and agencies working with at-risk youth.** As a result, line workers acquired more resources for placing young men and women in jobs. Employment specialists learned how to serve at-risk youth more effectively, and modified inappropriate program requirements.

For a complete list of community-based organizations that are active in Portland's anti-gang effort, see the appendix to this document.

Juvenile Justice and Law Enforcement

o   **A Justice Coordinating Committee** to provide formal sharing of information between various agencies and providers was created. This coordination enabled law enforcement and justice service personnel to focus efforts on key locations and people.

o   **The creation of special units** within existing organizations to deal with youth gangs. Interagency law enforcement groups on both a regional and statewide basis are important resources to collect and analyze information, and can target auxiliary resources when necessary.

Portland Police Bureau formed the Gang Enforcement Team (GET), Tri-Met assigned police to keep public transportation safe, and the Multnomah County Sheriff's Department contracted with the Housing Authority of Portland to implement safety action teams at public housing

sites. Oregon State Police contributed to the State Youth Gangs Task Force and GET. A specialized gang prosecution unit was formed in the Multnomah County District Attorney's office, and ordinances were strengthened or created. Multnomah County's Juvenile Justice Division created GRIT (Gang Response Intervention Team), which has spawned numerous other programs.

o **The Juvenile Probation and Parole** system added staff to track gang members through the system.

Educational Institutions

o **A review of existing public school policies and curriculum** resulted in more programs addressed to gang-involvement and raised parent and teacher awareness about the nature and structure of gangs.

o **Curriculum development and staff training in the public schools** focused on empathy development, anger management, communication skills and conflict resolution in grades K-12.

o **Oregon Outreach,** an alternative education and placement program, was created.

o **Portland high schools** created anti-gang programs to support at-risk students.

Cooperative Programs

o **Co-location of services.** The King Neighborhood Facility in Northeast Portland now houses a variety of services for youth and families: Juvenile Justice Services, drug and alcohol and parole and probation counselors, Youth Gangs Outreach programs, and the Coalition of Northeast Neighborhoods office.

o **Community education.** One of the most important factors in Portland's crime prevention efforts has been neighborhood acceptance of responsibility. The Police Bureau's community policing policy, which has developed during the last five years, and neighborhood crime coordinators, teach residents how to work together to reduce gangs and crime in their neighborhoods.

Police and other specialists taught neighbors how to observe and record criminal and gang activity. Neighbors learned what other city and county agencies to use to eliminate drug houses, improve street lighting and reduce other factors that attract crime.

Citywide gang forums involved Portland Public School personnel, neighborhood crime coordinators and police officers.

Through the Youth Gangs Task Force, other elements of the community learned about gang and crime prevention: case workers and social service providers, meter readers and other utility workers, teachers,

29

parents, college personnel and the media. All components of a neighborhood can serve as front-line assistants in fighting gangs and youth crime.

o   **A coordinated media and public information campaign** designed to bring gang-related issues to the public in a constructive, non-alarmist, manner was established.

While Portland is relatively rich in resources, lack of the full range of services can not be an excuse for inaction elsewhere. It is imperative that smaller communities encourage existing programs to cooperate and divert resources as needed to fight gangs.

A Coordinated Strategy that Worked: **The Columbia Villa Story**

The death of Joseph "Ray Ray" Winston in August, 1988 crystallized public awareness of gangs in Portland. The event precipitated a nationally and internationally recognized project that demonstrates the effectiveness of community policing and neighborhood empowerment.

Like other heavily gang-impacted neighborhoods, shootings occurred almost nightly in Columbia Villa during the spring of 1988. A set called the Columbia Villa Crips literally held residents hostage through intimidation. Even at mid-day, residents remained locked in, with curtains drawn. Families complained of finding syringes buried with their points sticking out of playground lawns.

Service delivery was difficult because of the level of fear. Frightened North Portland residents dependent on services like the public health clinic, located inside the Villa, declined service.

Service providers involved with Villa residents had met in June, 1988, in response to escalating violence. Winston's death prompted more meetings, and by October the Columbia Villa Service Project was created. Based on community policing principles, the project integrates and coordinates a network of services supported by schools, local and state governments, private non-profits, church and neighborhood groups, businesses and individuals.

The Villa Project was successful in large part because of grassroots recognition of the problem. The county commission chair, the Portland mayor and the Housing Authority's director were early supporters. The Portland school superintendent and state legislators quickly added their backing.

Like the Youth Gangs Task Force, the majority of project workers were line staff or middle management. They were all acutely aware of the Villa's problems, a critical element in overcoming inevitable turf battles. Service providers covered the full spectrum of programs, from youth to aging services, from Portland Parks and Recreation staff to the Columbia Boys and Girls Club. Many were United Way organizations.

Initial activities created by the Safety Action Team, coordinated by the Multnomah County Sheriff's department, included changes in leases to permit eviction of residents failing to control their children and tighter monitoring of residents' "guests." More services and programs were brought into the existing mix to encourage Villa residents to come out and participate.

Today, crime statistics, including evidence of the drug trade, have dropped dramatically. The Villa has a healthy tenant association, which did not exist in 1988. Though poverty and other attendant problems remain, today residents exhibit a new pride and sense of responsibility about their neighborhood.

A CHALLENGE TO PORTLAND

In Portland as of mid-1992, white supremacist activity continues to increase, and juvenile workers have noted a marked increase in non-felony crimes, such as unauthorized use of a motor vehicle (joy-riding) and drug-related crimes (robbery, burglary, dealer-to-dealer crimes). The current pattern suggests both recreational and economic motivations.

In assessing service quality and availability, it is important to note that different types of gangs and gang members require very different services. The number and diversity of gang members and gang-affected youth demands more services and a greater variety of services than are currently available.

Portland has developed some successful programs for at-risk, gang-affected and gang-involved African American youth. The North/Northeast community, in particular, has a variety of cooperative prevention, intervention and treatment programs to serve young African American men.

While many existing programs are excellent and reach targeted populations effectively, there simply aren't enough programs or enough resources to meet the need. Lack of program evaluation is another nearly universal problem.

Portland has only one program for gang-affected young women. The number of services for females is seriously inadequate, and as the nature of female involvement in gangs changes, there is a need to prepare for more and different programs and services. The Gang Involved Female Team (GIFT) targets this population. Some services are tailored to young women with babies.

Both Asian and Hispanic youth are severely under-served. Providers point out a particular need for residential treatment and counseling, especially services designed to be culturally appropriate.

No Portland programs are designed for skinhead gang members. Youth gang experts have noted a reluctance among providers to work with skinheads in existing programs.

31

APPENDIX CONTENTS

A: Gang Profiles

B: Funeral Instructions

C: List of Community-based Organizations

D. What Precipitates Gang Incidents

E. Community Organizing Checklist

F. Gang Symposium Participants

APPENDIX A: GANG PROFILES

Information contained in these gang profiles was obtained from various member agencies of Portland's Youth Gangs Task Force, and was developed by Marsha Palmer, Crime Prevention Specialist, and Sharon McCormack, Portland's Crime Prevention Program Manager, and revised in January 1992. Information printed herein is included with permission of the authors.

A Gang Is...a group of people who interact among themselves to the exculsion of other groups, have a group name, claim a neighborhood or territory and engage in criminal or anti-social behavior on a regular basis.

Typical Pre-Gang Behavior

Identification or affiliation with gangs does not happen overnight. Pre-gang behavior begins at the elementary school age.

- Poor progress or achievement in school
- Truancy from school
- Lacks hobbies or something constructive or positive to do with leisure time
- Frequent negative contact with school officials and/or police
- Draws gang symbols or insignias
- Problems maintaining relationships with family
- Puts tattoos on self
- Lives in a neighborhood where gangs exist
- Friends dress in gang attire
- Wants to dress in gang attire

While the above behaviors are characteristic of gang involvement, some youth who join or associate with gangs do not dress in the traditional gang clothes and do not exhibit conspicuous behavior that indicates gang involvement. Parents must be aware of the behavior and activities of their children. **Communication between family and youth is crucial as a means to prevent gang membership.**

How Parents Can Help

Most experts agree that early intervention works best when a child is at risk with involvement in gangs. Families, schools and law enforcement should begin gang education as early as kindergarten making sure that the child knows what the consequences are for being active in a gang.

Often a family isn't able to recognize what is happening to their child or will keep denying that their child has become involved with gangs. Most families wait until the situation is out of control before asking for help.

How can a family keep their child out of the gangs?

Know who your child's friends are and where they hang out. Show interest in what they do for fun. Compare notes with other parents about what is happening in your school and community.

Let the child know what happens when they join a gang. Watch the TV or read the newspapers together when a gang member is killed, shot or sent to jail. Show the child that there is a consequence.

Keep telling your child you love them. If a child feels loved and respected it will lessen the peer influence they may be experiencing.

Children need to be involved with positive activities without a lot of leisure time. Keep them involved in after school activities, athletics or a job along with family time.

Make sure your children have a curfew. And be ready with consequences if they break it.

Be willing to spend time with your child. Let him or her know you are there to listen.

Keep track of your child's work at school. Talk to his/her teachers, coaches to find out how they are doing.

The needs met by gangs are acknowledgment, feelings of connection, security (both physical and economic), sense of family, a set of values and behavior code. A stressful homelife and family non-involvement contribute to the youth looking to the gang for support and acceptance. Other family related indicators may include low family educational level, low family expectations, limited-English speaking home, abuse and/or neglect and ineffective parenting.

In addition to many of the pre-gang behaviors, youth may have low motivation and low educational and occupational goals. They may exhibit drug and alcohol use. They may have poor peer relations and may not participate in extra-curricular activities. These are indicators only and are not meant to be inclusive. Threats, intimidations, fear and rumor are basic gang tools. Types of weapons used have evolved from fists, feet and knives to handguns, automatic weapons and sawed-off shotguns. Most of these firearms are stolen during burglaries or purchased through illegal means. Many gangs participate in drive-by shootings. A drive-by shooting is where members from one gang will seek out the homes, vehicles or hang-outs of a rival gang and, using weapons, will drive by and shoot at the members of that gang. Usually the "suspect" gang member will yell out the gang name or slogan so that the "victim" gang retaliates and drives by at a later date.

Motivation for Joining a Gang

Identity or recognition: being part of a gang allows the youth gang member to achieve a level of status he feels is impossible outside the gang culture.

Protection: many members join because they live in the gang area and are subject to violence by rival gangs. Joining guarantees support in case of attack and retaliation.

Brotherhood: to the majority of youth gang members, the gang functions as an extensionof the family and may provide companionship lacking in the gang member's home environment. Many older brothers and relatives belong.

Intimidation: some members are forced into joining by their peer group. Intimidation techniques range from extorting lunch money to physical beatings.

Structure of a Gang

No formal structure exists within most youth gangs, but there does exist a system of crime specialization. One member of a gang may engage in illegal activity such as burglary, robbery or extortion.

Leaders within a gang usually acquire their positions of power through one of two methods--either by being the "baddest" guy around or possessing leadership abilities.

The gang's level of violence is determined by the Hard Cores and their ability to use the gang as a vehicle to do violence. The Hard Core are generally the leaders, the most violent and street wise. They are usually liked and respected by gang members.

Those who associate for status and recognition are the "wanna-be's". They wear the jackets, attend social functions and may even have tattoos. This association fulfills the emotional need of belonging.

Dispelling those Gang Myths

Myth	Truth
Parents of gang members are alcoholics or abusive.	Parents are all different. Many are struggling to help their kids stay out of gangs.
Gangs are from very poor families.	Gang members are from a variety of backgrounds, middle-class, wealthy and poor.
These kids are unloved.	There are gang members that have a loving, caring environment.
Gang involved youth never succeed in school.	Many gang members enrolled in school may have learning difficulties but all have the ability to learn.
All gangsters are black.	Gangsters are now multi-racial and include whites, Hispanics and Asians.
Gang members are dumb.	Many members exhibit leadership and organzing skills.

PROFILE OF ASIAN GANGSTERS

At Risk Factors

- Alienated from family and society
- Male or female
- Ages 12 to 25
- Cultural conflict between youth and family
- Limited English speaking, low income home
- Divided from family unit (separated: part of family in U.S. and part in another country)
- Immigrated without family unit or education, especially Amerasians
- Anger with governmental agencies
- Language and cultural barriers
- Seeks immediate gratification through money
- Becoming Americanized/family fears losing control of youth
- Hanging around with known gang members

How To Define An Asian Gang?

There are three types of Asian Gangs:

Casual Gang--a group of friends who operate in crime (extortion, burglary and car theft/prowl). They operate by consensus with no leadership. The members participate in the most violent of crimes.

Informal Gang--a charismatic leader, but the membership fluctuates and is transient in nature.

Formal Gang--a more defined leadership with a definite chain of command. The membership is loyal and the gangsters delve into extortion.

Most Asian gangsters arrived in the United States as refugees. The population of Amerasians are a particularly at risk group who immigrated under the "Home Come Act". The stated ages of the Asian youth are not always accurate. There may be a discrepancy of two to three years. Family names are often the same or similar with many having the same first and last name but a different middle name.

In 1985 and 1986 an influx of Asian gangsters came to Portland from California. In Portland, law enforcement agencies see Asian gangsters involved with major narcotic trafficking and stolen weapons (they are obsessed with weapons). Autos (particularly Toyotas and Datsuns) and car stereos are favorite targets for theft. Asian gangs are very mobile--members travel the "I-5 pipeline" from California to Oregon to Washington. Weapons may include the martial arts, knives, nunchakus and guns of all types.

Primarily the Asian gangsters prey upon their own community through extortion, physical assaults and residential robbery and burglary. Most gangsters are involved for the profit. Armed robbery is common. Typical targets are convenience stores, jewelry or grocery stores. In the metro area there is an increase of Asian gangs involved in school locker break-ins and thefts of "starter" jackets.

Asian gangsters are beginning to use gang names and graffiti to identify themselves. In Portland there are the Viet Crips, the V Boys, HK Homies, Oriental Boys, the Red Cobras, Cambodians With An Attitude (CWA) and the Solo Boys. The Red Cobras are primarily a multi-racial gang.

Understanding the Asian Culture

- strong emphasis on family;

- strong emphasis on education;

- mistrust of police and governmental agencies by immigrant population;

- generational conflicts between traditional values and popular culture.

Asian Behavior and Dress Styles

The typical Asian gangster is not distinctive in dress and can be difficult to identify. They make every effort to dress conservatively.

Black baggy pants and jacket with white shirts are favored by Asian gangsters. New wave hair styles are popular. Red Cobra Bloods may wear distinctive red clothing and the CWA wear black hats with their initials stitched in front or inside.

Many Asian gangsters exhibit tattoos on their bodies to intimidate or impress and are commonly of a military theme.
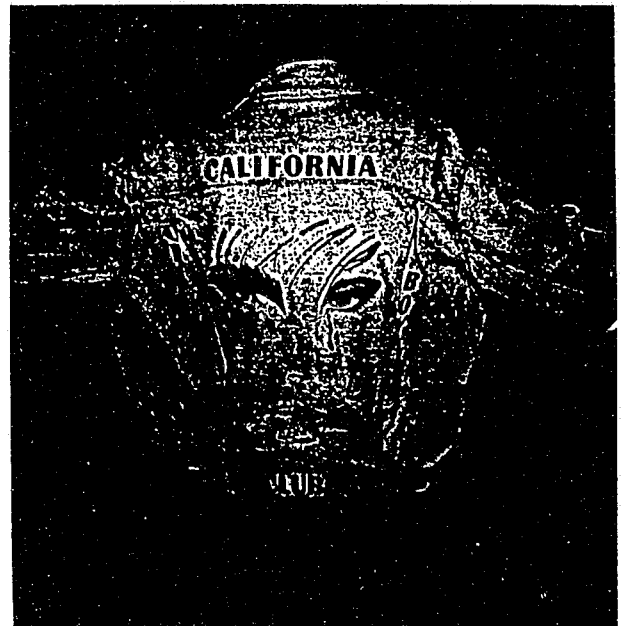
Asian Styled Graffiti

ORIENTAL BOYS

PROFILE OF A CHOLO STREET GANG

At Risk Factors

•Usually male
•Ages 10-22
•Generally Mexican-American or Chicano
•Generational
•Family members or siblings involved
•Use of gang language/signs
•Use of colors
•Language and cultural barriers

Known Hispanic/Cholo Gangs

Portland/Metro Area Sets

XVIII (18th) Street Cholos
Pine Street Cholos
Latin Kings
XIV Cholo (14th Street Cholos)
Florence XIII

California Sets

White Fence
Eastside
Primera Flats

In the early 1900's, the first evidence of Hispanic or Cholos gangs surfaced in the southern California area. Rivalry developed between some of the immigrants from different areas, leading to the evolution of the first known gangs. By the early 1970's, an increase in Hispanic gang graffiti, violence and crime was occurring in all parts of California.

Cholo gangs invariably name their gang after a geographical area or "turf", something they feel is worth fighting for and defending. Hispanic gang activity often becomes a "family affair".

Young males will be the "Pee Wees" or the " 'lil' Winos" within the gang. Anyone who lives past age 22 becomes a "veterano." The "veterano" may actively participate in crimes, but more often will give aid, shelter and advice to younger gang members. They will hide members from police, dispose of weapons and provide places for members to meet and have parties. Cholos and Vato mean "homeboy". Homeboy is anyone from the same neighborhood or gang; a friend or an accepted person; in a larger sense, a person from the inner city; also *homie.*

Hispanic gangs form alliances for purposes of strength. Inter-gang feuds and "wars" occur largely over territory or as a result of some real or imagined transgression by a rival gang. Often uppermost in the gang member's mind is the belief that "the gang is more important than the individual member".

The metro area of Portland is experiencing an increase of Hispanic/Cholo gang recruitment and activity. A number of local agencies are beginning to develop a strategy with the spanish-speaking community to deal with the upsurge of Cholo gang activity.

Body Language
•Use body stance to intimidate
•Crossed arms
•Stand with feet in T shape or duck style
•Use same body language as Crips or Bloods

Graffiti
•Use block styled lettering
•Clear marking of territorial boundaries.

Tattoos
•Put on various parts of the body; indicating gang set and individual's nickname

Cholo Dress Styles

•Wear pendleton shirts, only top button will be buttoned
•Khaki pants, cuffed
•Dark bandana
•Hair net worn at times
•Dark sun glasses

Cholo Styled Graffiti

Cholo/Hispanic Street Glossary

Barrio:	neighborhood (not slang)
Cholo:	boy involved with gang activity
Chola:	girl involved in gang activity
Chota:	police
Carcel:	jail
Clika, Clica:	gang
Ese!:	Hey man!
Junta (junte):	meeting
Marrano:	a pig, police officer
Placa:	name, plaque, police
Rifa:	rule, we are the best
Trucha:	watch out!, get with it!, be on the look out for the man
Varrio:	neighborhood (synonymous with gang)

PROFILE OF L.A. STYLED GANGS

At Risk Factors

- Academic problems
- Alienated from family and society
- Cuts across income levels
- Male or female
- Ages 12 to 22
- Generational
- Siblings involved
- Wearing of gang colors
- Associations with known gang members
- Use of gang language/signs
- Often single parent female head of household
- Living in gang impacted neighborhoods
- Physical security concerns or risk

Known Gang Sets (Groups)

LA styled gangs are often multi-racial and include whites, Hispanics, Asians, etc.

Columbia Villa Crips	47 Kerby Bloc Crips
Imperial Village Crips	Grape Street Crips
West Side Rolling 60's	62nd St. Diamond Crips
West Side Pirus	Woodlawn Park Bloods
Loked Out Pirus	Inglewood Family Bloods
Syndo Mob	Folks
Unthank Park Hustlers	

Eastside Syndicate (E.S.S.) (all white gang)
*Mean Criminal Minded Mobsters or Rolling 40's Crip
*Hill Top Hustlers (HTH)
*Southeast Mafia

*multi-racial gangs primarily in Southeast Portland

In 1986 California LA gangs came to market crack cocaine. They brought their gang value system, codes and behaviors to local black gangs from Los Angeles, Compton and Pomona. LA styled gangs in Portland have now evolved through the creation of gang sets comprised of local Portland youth.

LA gangs also brought their own brand of violence and revenge to Portland. Local area gang members began flashing their weapons to protect their" set" and "hood" (see Word List below). Drive-by shootings now occur frequently as gang members fight over turf. Other activities include robberies and assaults. Weapons may include guns of any type such as AK 47's and UZI's.

Gangs are more entrenched in Portland now than in 1986. Gang members not only consist of siblings but of generations. Teenage fathers and mothers are teaching their children gang signs and dressing them in gang colors. And LA styled gangs are moving into all sections of the metropolitan area; southeast, southwest, Tigard, Beaverton, Gresham and Vancouver, Washington.

The Gang Word List

Being down: stands up for his set
BK: Blood Killer-what Crips call themselves
CM: Crip murder (insult from Bloods)
CRAB: insult from Bloods
CRIPPIN: Crips " survive any way you can"
"40": Old English 800 Malt liquor
Gang Banger/Banging: involved w/gang activity
Homeboy: someone from the same gang, friend
The Hood: neighborhood of gang set
CK: Crip Killer-what Bloods call themselves
O.G.: Original gangster
SET: members of a specific gang or sub-group
187: California state penal code for murder
CRAB: insult to Crips
SLOB: insult to Bloods

L.A. Styled Gang Dress

**Wearing of colors is only one factor in determining gang affiliation.**
Portland area L.A. styled gangs predominantly wear two colors: red (BLOODS) and blue (CRIPS). Black has emerged as the neutral color worn generally by all gangs.
Do-rags (bandanas) may be worn as signals. Do-rags are worn in the back pocket, on the head and may indicate something may happen.
Sagging is how a gang member wears his pants; low on the hips. Many members wear baseball caps with nicknames and gang slogans. Inside the caps they write graffiti and their monikers.
Gang members also wear red or blue rubber bands in their hair depending on the set they associate with.

'b'

'c'

P
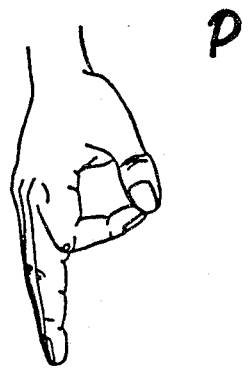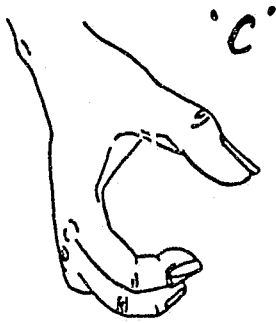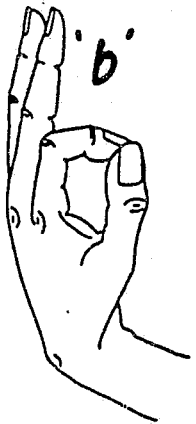
North
Side
Columbia
Villa
Crip
Gang
from
3700
blocc
Street
Cur33

CUZZZ

$30°$ $60°$ $90°$

CRIPS

K.ROC

B/K

456n

SLOB

KILK

PROFILE OF A SATANIST

At Risk Factors

- Academic problems
- Alienated from family and peers
- Cuts across all income levels
- Male or female
- Ages 12 to 24
- Drug/Alcohol abusers
- Generally caucasian
- Low self-esteem
- Strives for power and control
- Preference to obsession for Heavy Metal music
- Participation/obsession in fantasy role-playing games (such as Dungeons and Dragons)
- Lack of humor
- Negative feelings about school/future
- High tolerance for pain/deviance
- Frequent thoughts of suicide and death
- Secretive

Five Types of Satan Worship

- **Religious**
  Tax exempt status
  Publically reject criminal activity
  Recognized as a religious church
- **Adolescents**
  Participate as "dabblers"
  Adopt certain symbols
- **Self-styled**
  Use their own fetishes
  Usually loners
  Obsessed with satanic themes
- **Criminal Satanic Cults**
  Criminal activity through Satan
  Satanism is their lifestyle
  Involvement in sacrifices
- **Generational**
  Two or three generations involved
  Secretive
  Criminal ritual activities

Satanism is the worship of the devil, its practice reverses many social values including focusing on death rather than life. Satanistic practices range in involvement from teen dabblers to public worship to criminal displays by self-styled practitioners to secretive generational cults.

Teenage "dabblers" are of great concern to those who work with youth. Dabblers can cause mental and physical harm to themselves and others. Dabblers exhibit obsession with movies, videos, posters, books and heavy metal music with themes of violence, rape, death and demonism. They will use satanic symbols doodled on notebooks, worn as jewelry or t-shirts, to decorate their room or drawn or tattoed on their body. They possess candles, incense, knives, bells, chalice, bones, herbs, blackened nails (middle or little finger on left hand) and show signs of self-mutilation. Consistent wearing of black clothing, combined with the symbols should be a major warning sign.

Satanic altars often hidden from view are identified by black candles, skulls or bones and use of satanic symbols. Satanic diaries (Personal Book of Grimoires) focus on satanic rituals, group activities, suicide, thoughts of death, and contracts with Satan. Heavy metal bands favored by teenagers involved with Satanists are Iron Maiden, King Diamond, K I S S and We Are Satan's People (WASP).

Be Alert To:
Family members should be alert to youth who change their lifestyles to include:
- Drug use
- Backward writing
- Cruelty to animals
- A false sense of well-being
- Clandestine and secretive behavior
- Drop in grades
- Loss of interest in former friends & activities
- Exaggeration of emotions
- Preoccupation with death
- Black bedrooms and/or black clothing
- Self-mutilation

Important Dates of Satanic Calendar

Jan. 17	Satanic Revels
Feb. 2	Candlemas
March 20	Spring Equinox
April 30	Valpurgisnacht
June 21	Feast Day
Sept. 7	Marriage to the Beast Satan
Oct. 31	All Hallows Eve
Dec. 22	Winter Solar Solstice

**Satanists use Christian, Pagan and Satanic calendar to chart ritual ceremonies
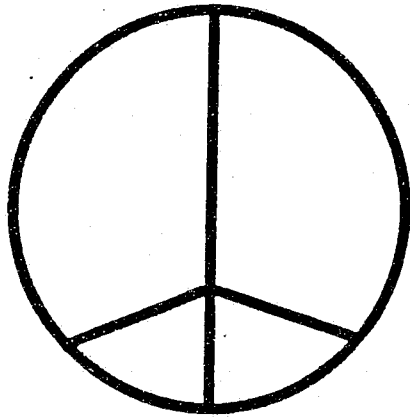
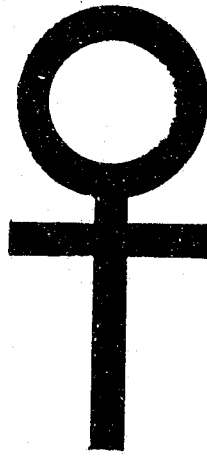# SYMBOLS USED BY SATANISTS
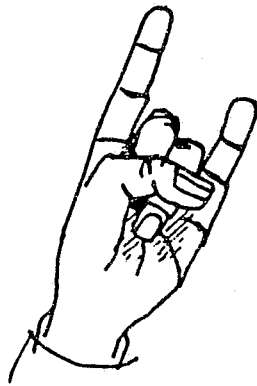
"Horned Hand"
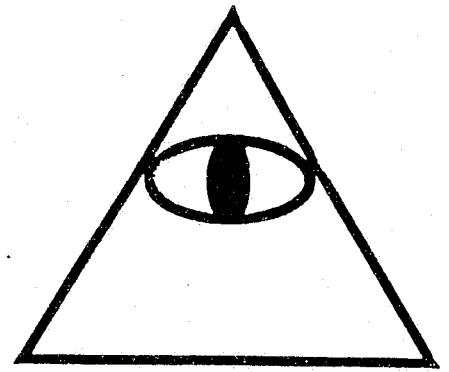Heavy Metal Music

666   FFF   9̶9̶6̶

"Mark of the Beast"
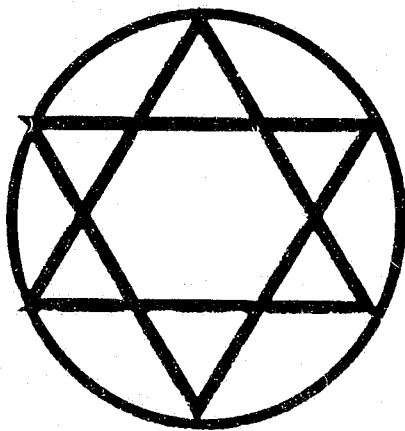(Revelation 13:16-18)

"Cross of Nero"
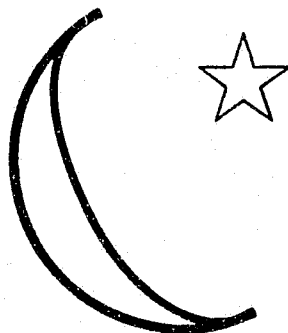"The Defeat of Christianity"

Ankh
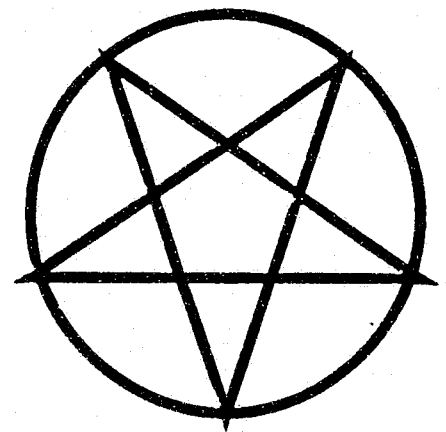

Third Eye or Evil Eye

"Seal of Soloman"

Moon Goddess &
Morning Star

"Baphomet"
(Inverted Pentagram)

PROFILE OF A WHITE SUPREMACIST OR SKINHEAD

At Risk Factors

- Academic problems
- Alienated from family, society and government
- Cuts across all income levels
- Male or female
- Ages 12 to 25
- Drug/Alcohol abusers
- Physically or sexually abused (victims)
- "Loners"
- Feelings of anger, hate, injustice
- Hate all types of authority

Who is Recruited?

Frequently the first to be recruited are the "nobodies" or an individual who feels set apart. The targeted audience is aimed at Pacific Northwest blue collar white male youth who blame others for their troubles. Many are from low income, single parent families but have a strong work ethic. Youth are recruited through schools, literature, dances. They hope to gain superiority and power through intimidation.

Supremacist/Skinhead Groups

Nationwide:

KKK Youth Core	London Skins
Boot Boys	The ORDER
LADS (LA Death Squad)	
The Northern Hammerskins (now in Portland)	
The WAY (White Aryan Youth)	

Portland area:
Independants (no group affiliation)

WAR Skins (White Aryan Resistance)
SHARP (Skinheads Against Racial Prejudice)
Southeast Boot Boys
American Front
National Aryan Front
National Socialist Front

White Supremacists are usually referred to as "Skinheads" because of their closely cropped hair styles. Roots of the Skinhead movement in the United States began in England in 1968. Groups such as Skinheads of America (1984) and Romantic Violence (Chicago/1984) continued these messages of racial hatred. In 1986 the Aryan Nation movement reached out to the Skinheads to form an allegiance. Skinheads are now the "front line soldiers" for the Aryan Nation and White Supremacist movement. Neo Nazi, KKK and Posse Commitatus share the same philosophy as the Skinheads. They believe the white race is superior and that race mixing is taboo.

Portland Skinheads promote racial hate and violence through the distribution of hate literature targeting African-Americans and other people of color, Gays, Lesbians and Jews. Inner southeast and northeast have been target areas for the posting of such literature. Post office boxes and telephone numbers are used to further the racist belief. Skinheads are known to frequent Pioneer Square. Skinheads intimidate and harrass individuals with racial slurs and physical attacks. Weapons may include clubs, bats, guns, knives and chains. The type of music they listen to is called **OI** (music to riot by). **OI** is sometimes used as a greeting from one Skinhead to another.

Bands Favored by Supremacists

| *from England*	*from US*
Screwdriver	Final Solution
Sudden Impact	Prisoner of Peace
Brutal Attack	White Pride
Black Flag	US Chaos
Skullhead	Nigger Nigger

Skinhead Dress Styles

- Dress to intimidate
- Bomber style jackets/leather
- Army fatigues
- Braces (suspenders)
- T-shirts with White Pride logos
- Doc Marten boots (steel-toed)
- Shaved heads or closely cropped hair
- Green flight jackets

Colored shoelaces may mean:
- White/red colors = Supremacists
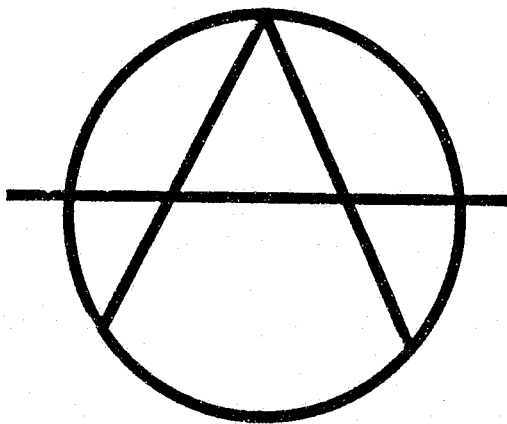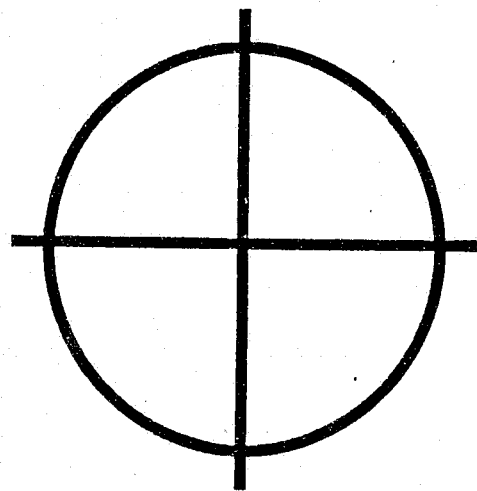- Yellow color = Recently injured someone
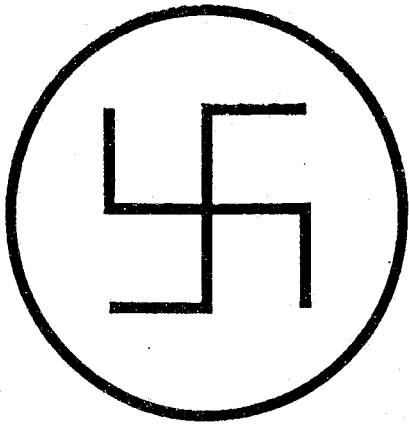
"Swastika"
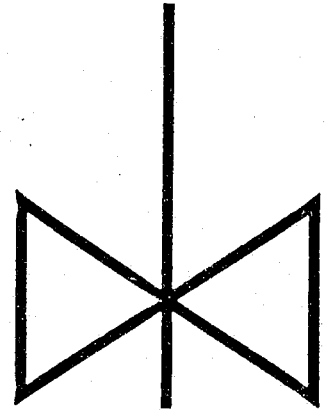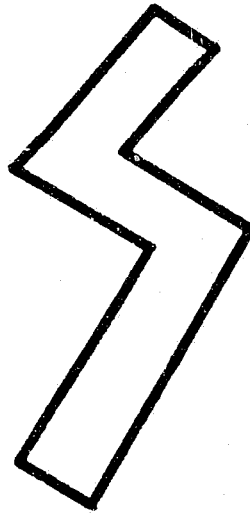
Symbol of
"Anti-Justice"

"Anarchy"

Rifle site
"Violence"

APPENDIX B: FUNERAL INSTRUCTIONS

At the request of the family, Portland's Youth Gangs Outreach Program has worked with surviving family and gang members in the event of gang-related homicides. The program has a carefully-written protocol to guide staff to mitigate the potential for retaliatory violence and to assist families with the press, the community, and the criminal justice system - IF the family desires such assistance. Here is that policy in capsulized form for adaptation by other communities.

1. Determine the appropriate method of establishing contact with the family of the deceased. Staff meets to bring forward all known information about the deceased and the deceased's family. Family may include biological parents, other relatives and/or guardians, and other family members (with or without gang affiliations). If the family are regular church members or has a minister with whom it communicates, this information is brought forward.

2. Assign a lead outreach worker to the case with an additional staff designated as back-up. All information relating to activities surrounding the death and its aftermath go through this person to insure best service delivery to the deceased's family. This staff will also be the primary liaison with law enforcement.

3. Lead staff shall request information from the family as to the date, time, place of the funeral/memorial service and the name of the officiating clergy; name and location of cemetery; family dinner or wake following services and provide this information to law enforcement.

4. Lead staff shall advise the family of the kinds of services outreach staff can provide at services, such as expressing family or clergy wishes to persons arriving at the service regarding dress, colors, sagging, caps and so on. Staff shall always defer to the family or clergy, and remember their preferences may change with circumstances. Lead staff and back-up shall attend church services, and may speak for the family at its request at that event.

5. Once arrangements are made, it is imperative that staff coordinate with law enforcement to insure a safe, violence-free service that meets the wishes of the family to the greatest possible extent. Coordination is best limited to two parties, one from the agency and one from law enforcement.

6. Staff are required to wear clothing identifying them with the agency, such as T-shirts, sweat shirts or jackets to funeral events.

7. Lead staff shall identify the routes between the funeral home, cemetery and grave site, and communicate this information to other staff. Two staff shall go directly to the cemetery or other designated post-church location, arriving before the funeral procession. They are to position themselves near the grave site to state family wishes to those arriving for the services.

8. Two outreach workers work post-cemetery family gatherings, unless more coverage is required.

9. Staff should try to determine which family member speaks for the majority of

family members, and how family decisions are made. Advise the family of the type of information the media is likely to want: names of deceased's parents, age, school attended, picture, how the deceased was perceived within the community. At the direction of the family, all media contact should start with the agency director.

10. If the family has expressly indica_ed that it desires no media contact regarding the death, the agency may respond to media requests with a prepared written statement to this effect, and state that the family would like the media to abstain from attempts to contact the family or otherwise gain access to information, and that the family appreciates the media's cooperation in honoring its request.

11. Regarding the status of law enforcement investigations of the death, it is best to refer inquiries directly to law enforcement. Staff shall in no way provide information regarding the status of the investigation that might compromise it.

12. Outreach staff have an important role to play in the event of a gang-related homicide. They are known to gang members, implement "rumor control," and know who among the survivors may be "running hot." By their presence alone, they convey a sense of caring to surviving gang members, and provide a sense of calm and order at an emotional time.

13. Portland's Youth Gangs Outreach Program can put pastors who have had experience with funeral ceremonies for gang members in touch with non-metro clergy for information and support.

14. Law enforcement agencies may wish to consult with the Portland Police Bureau about establishing and maintaining perimeter security at funeral events.

APPENDIX C: List of Community-based Organizations in the Portland Area (all are area code 503) and A Few National Resources (see below)

Community Resources

Albina Youth Opportunity School/Genesis	288-8948
Landlord Training Program	796-3126
MYCAP (Minority Youth Concerns Action Program)	280-1050
North Portland Crime Prevention Office	823-4763
Northeast Portland Crime Prevention Office	823-3152
Northeast Youth Service Center (Urban League)	280-2600
Portland House of Umoja	282-3296
Portland Public School Police Force	249-3307
Portland Youth Redirections (Emmanuel CGS)	281-0355
Youth Gangs Outreach Hot-line	823-GANG
Youth Gangs Outreach Program	823-4112
Youth Service Center (North Portland)	285-0627

Employment

Job Corps	1-800-344-4349
Job Net	823-3312
Northeast Workforce Center	240-5342
Oregon State Employment Unit	280-6046
Youth Resource Desk (Oregon Outreach)	287-0823

Law Enforcement/Criminal Justice

Gang Enforcement Team, Portland Police Bureau	823-4106
Gang Resource Intervention Team (GRIT, Juvenile Court)	248-3460
State Youth Gang Strike Force	248-5066

Neighborhood Associations

Portland Office of Neighborhood Associations	823-4519
Crime Prevention Office	823-3048

Several national organizations with information and resources relating to gang youth in specific settings include:

National Youth Gang Information Center   1-800-446-4264
2000 N. 14th Street, Suite 580
Arlington, VA 22201
(Federally-funded information and technical assistance center.)

National School Safety Center   310-456-4000
Pepperdine University
Malibu, CA 90265

APPENDIX D. WHAT IMMEDIATE EVENTS PRECIPITATE GANG INCIDENTS

While the underlying problems may have existed for years, experts have identified certain events that can trigger interest in gang participation or violent gang incidents.

o   Real or perceived provocation by police or other authority figures.

o   The effects of alcohol and drugs.

o   Invasions of turf (predominantly L.A. style gang in neighborhoods and perceived "business" territories for Asian gangs)

o   An incident stemming from a social event.

o   Political events, such as the Rodney King trial.

o   School rivalries.

o   School suspension or expulsion.

o   Females inciting violence by male gang members. Also, rivalries over females who have changed affiliation from one set to another.

o   Retaliation stemming from a previous incident.

o   Certain dates: anniversary of a drive-by shooting for L.A. style gangs; Hitler's birthday for skinheads; certain holidays for Southeast Asian gangs.

APPENDIX E: COMMUNITY-ORGANIZING CHECKLIST

Worries about an emerging youth gang presence, or the worsening of an existing problem may motivate communities to organize. Patterns of community organization will vary according to the complexity of the problem and the players in town. The process of organization depends on cooperation and conflict management among significant community organizations. The three main tasks in community organizing are organizing resources, exchanging information and developing collaborative approaches to dealing with the youth gang presence or problem.

____ Convene a meeting, preferably under the ad hoc leadership of a grassroots leader or an agency executive. Make sure local government is aware meetings are being held.

____ Air concerns. Form sub-committees to research, report and make recommendations to the main body in the areas of:

    ____ Problem assessment, taking care to neither exaggerate the scope of the problem nor deny its seriousness;

    ____ Resource assessment, calculating the survival and developmental needs of existing resources;

    ____ Strategic tactics available from all parties, and strategies that may need to be developed to improve suppression or intervention efforts;

    ____ Common definitions and policies that can be integrated into a community response system, including information and intelligence sharing that recognizes confidentiality protections.

____ Assimilate information over the course of as many meetings as are required to develop community-wide goals and objectives and integrated policies and procedures.

____ Charge participants with using their moral power and political or administrative influence to create a collective community response to the problem.

____ Have community "players" identify what will be their reciprocal roles in a coordinated response to gangs.

____ Determine what sort of structure the response will use with regard to decision making and program development that assures that the needs of the community and the needs of individual organizations responding are met.

____ Demonstrate that existing resources are being re-directed as necessary to meet the "emergency" as defined by the community. At that point, outside funders are more willing to look at a comprehensive developmental plan. Build evaluations into the front end of plans to help lure future funds.

FURTHER SUGGESTIONS on community organizing can be found in the body of this document in several sections. This list is not intended to stand alone.

APPENDIX F: PARTICIPANTS IN THE SYMPOSIUM ON GANGS & VIOLENCE
SEASIDE, OREGON   JULY 14 - 16, 1992

Morris Banks, Photojournalist, KOIN-TV
Rebecca Black, Director, Oregon Outreach, Inc.
Jimmy Brown, Supervisor, GRIT Program, Multnomah County Juvenile Justice
Division
John G. Canda, Coordinator, Youth Gangs Outreach Project
Officer Dorothy E. Elmore, Portland Police Bureau
Diane Feldt, Director, North Portland Youth Service Center & TOGETHER program
Sylvia Aguilar-Forsee, Juvenile Court Counselor, Multnomah County
Officer David Barrios, Portland Police Bureau
Ed Blackburn, Director, Hooper Center
Willie Brown, Juvenile Group Worker, Multnomah County Juvenile Court
Lee P. Cha, Coordinator, North Portland Youth Service Center
Lt. Rod Englert, Multnomah County Sheriff's Office
Larry Foltz, Director, Northeast Youth Service Center
Johnny A. Gage, House Parent, House of Umoja
Lt. Steve Hollingsworth, Portland School Police
Terrol Johnson, Supervisor, Mainstream
Sylvia Loftus, Coordinator, Oregon Crime Prevention Resource Center
Sharon McCormack, Crime Prevention Programs Manager, City of Portland
Thach Nguyen, Juvenile Court Counselor, Multnomah County
Arturo Aguillon-Peraza, Juvenile Court Counselor, Multnomah County
Lolenzo Poe, Director of Resource Development, Multnomah County Juvenile Justice
Division
Cathy Schar, Supervisor, Student Discipline Programs, Portland Public Schools
Gregory Talton, Project Coordinator, Genesis
William Jennings, Director, House of Umoja
Curtis Kimbrough, Youth Redirections
Claire Levine, Free-lance writer
Sylvia Loftus, Coordinator, Oregon Crime Prevention Resource Center
John Miller, GRIT Counselor
Marsha R. Palmer, Crime Prevention Coordinator, Northeast Neighborhood Office
Samuel Pierce, Director, MYCAP
John Randolph, Juvenile Parole Officer, State of Oregon
Lt. Dick Stein, Oregon State Police, State Youth Gang Strike Force
Roy Washington, Youth Treatment Center, Gang Transition Project
Clarice Weisbord, Adjunct Instructor, Justice Administration, Portland State
University