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

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

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

EXECUTIVE SUMMARY

This project explores the question, "How will changes in the Asian population impact street gang crime in California?". The project reviews current trends in Asian communities and forecasts probable patterns in the future related to Asian gang crime.

Will an expanded Asian population bring with it increased street gang violence? How prepared is law enforcement to deal with the potential crime and other related problems? Will Asian gangs form and will they join in with other traditional street gangs? These and other questions are discussed as several futures are developed and suggested policies formulated.

The project also includes both a strategic plan and a transition management plan to assist California law enforcement to prepare for the impact Asians may have on the incidence of street gang crime. This report is not intended to analyze or evaluate the level of Asian gang violence in the State of California. That process has been accomplished through other presentations and reports. It is the purpose of this document to provide the reader with a management perspective and suggested alternatives to combat Asian street gangs.

This report is the result of an in-depth management analysis of the growing Asian population growth and street gang problem. The report outlines recommendations designed to enhance those efforts. It is the intent of this document to convey the need for a well designed, stated law enforcement

strategy to confront the current Asian street gang problem while at the same time developing the community's flexibility and commitment to sustain that effort into the future. Accomplishing this goal will require modifying current enforcement strategies. It is believed that the recommendations contained in this report increases the likelihood of achieving the objective to eliminate Asian street gang violence.

In the past, the violence associated with Asian street gangs in California has received massive media attention. This has had the positive affect of heightening the awareness of the Asian community toward a problem that has existed for many years. There is no question that street gangs are a deadly, menacing group of criminal predators. However, there exists a much higher level of fear in the Asian community prompted by the willingness of Asian street gangs to be more criminally oriented and violent.

The growth of the gang phenomenon has brought with it usage of more sophisticated weapons, violent turf wars, narcotic trafficking and witness intimidation. The traditional gang problems of malicious mischief, petty theft and an occasional gang vs. gang confrontation have given way to increased sales and usage of narcotics, "hit" style assassinations and criminal marauding. More specifically, Asian gangs are involved in more sophisticated crimes with an organized flavor.

In addition, modern day Asian street gangs have become more mobile and more inclined to travel to areas distant from their claimed turf. This has increased the difficulty of properly differentiating between crimes

that are gang related and crimes that are not. This results in complicating the actual extent and scope of the street gang problem.

Although there are a variety of factors involved, it is commonly agreed that the social trends contributing to the rapid expansion of gangs are:

- * Recognition and negative peer influence
- * Narcotic abuse and related crimes
- * Increased community fear
- * Erosion of parental control
- * Overloaded criminal justice system
- * Community pride and values
- * Asian organized crime
- * Cultural tolerance

It is beyond the limitations of law enforcement to correct conditions that are not only beyond its purview, but that have implications deep into the very fiber of our society. If we are ever as a community going to substantially influence the Asian gang problem, it will take a greater harmony of effort with law enforcement a critical ingredient. Law enforcement will need to reach out and become more actively involved with other established groups and community institutions focusing on prevention. A parochial law enforcement approach designed to "contain" Asian street gangs will not eliminate the violence.

TABLE OF CONTENTS

<u>CHAPTER</u>		<u>PAGE</u>
I.	INTRODUCTION	1
	Statement of Need.	1
	Project Scope.	2
	Project Structure.	2
	Uniqueness of Project.	3
	Project Payoff	4
	Statement of Objectives.	4
II.	OVERVIEW OF ASIAN TRENDS	5
	Demographics	5
	Immigration Policy	9
	U. S. Refugee Policy	11
	Illegal Aliens	13
	Cultural Differences	15
	Chinese	16
	Japanese.	16
	Korean.	17
	Filipino.	18
	Vietnamese.	19
	Asians and Law Enforcement	21
	Asian Crime.	25
	Asian Gang Overview	26
	Chinese Organized Crime	29

CHAPTERPAGE

Triads.....	29
Tongs.....	32
Japanese Organized Crime.....	33
Vietnamese Organized Crime.....	35
Korean Organized Crime.....	38
Asian Street Gangs.....	38
Asian Gang Characteristics.....	40
Chinese Gangs.....	42
Filipino Gangs.....	45
Korean Gangs.....	47
Vietnamese Gangs.....	47
Others.....	48
Current Problems Affecting Law Enforcement.....	49
Field Enforcement.....	49
Investigative Follow-up.....	50
III. DEFINING THE FUTURE.....	58
Relevant Trends.....	58
Forecasts.....	60
Event Evaluation.....	62
Cross Impact Analysis.....	64
IV. SCENARIOS.....	65
Scenario I.....	65
Scenario II.....	68

CHAPTERPAGE

V.	STRATEGY PLAN	72
	Introduction.	72
	Situation	72
	Environment.	72
	Resources.	73
	Stakeholder Demands.	75
	Law Enforcement	75
	Execution	76
	Alternative Courses of Action.	76
	Recommended Course of Action	77
	Short Term Strategy	78
	Long Term Strategy.	78
	Administration and Logistics.	82
	Planning Systems.	82
	Addenda	83
	Addendum I - Capability Analysis	83
	Addendum II - Strategic Analysis.	84
	Addendum III - Situation Analysis.	85
	Addendum IV - Stakeholders and Assumptions.	86
	Addendum V - Stakeholder Chart	87
	Addendum VI - Prevention Measures	88
VI.	IMPLEMENTATION.	91
	Negotiable and Non-negotiable Points.	91
	Important Stakeholder	92
	Community.	92

CHAPTER

PAGE

Law Enforcement.	92.
Gangs.	93
Strategy.	93.
Critical Mass	95
Structure	97
Technologies.	97
Addendum I.	99
Conclusion.	100
Persons Interviewed	103
Selected Bibliography	111

CHAPTER I

INTRODUCTION

STATEMENT OF NEED

The Asian population in California is expanding rapidly. Immigration information indicates a mushrooming of Asians migrating to the United States and settling in California with no reduction in the near future. California, being part of the Pacific Rim, is expected to experience a continued growth of Asians through the end of the century. It has been estimated that Asians will become the third largest ethnic group by the year 2010 and could eventually grow to 55% of the state's population.

As the Asian population has grown, so has their involvement in criminal activity. This is particularly true in the case of Asian youth gangs. As the Asian population continues to grow, many predict Asian street gang crime will also.

Law enforcement will be confronted by many new challenges in the future. The changing Asian demographics will create some of those challenges and this project will explore the impact it will have on street related crimes.

PROJECT SCOPE

There is no question the growth of the Asian population will impact every aspect of law enforcement, from line operations to administration. This project will limit itself to the trends and events related to Asian gang crime. Several viable alternative futures are considered and all answers explored.

This project will be further limited in that it will not attempt to predict all the crimes Asians may become involved in. It will be the goal of this project to focus on specific gang-related crimes. It will be the objective of this study to identify specific types of crimes categorized as Asian gang-related crimes and develop policy recommendation as well as identify resources and skills needed.

Although the terms "Asian" and "Asian Pacific" are sometimes referred to as a single group, there are as many as 25 distinct Asian nationalities within California. It should not be assumed that all Asian cultures are the same. Each group possesses its own language, belief and cultural background. For the purpose of this study, however, the terms Asian and Asian Pacific will be used interchangeably unless a specific ethnic group is referred to. Also, this study will be restricted to only five major ethnic groups: Chinese, Japanese, Filipino, Korean and Vietnamese.

PROJECT STRUCTURE

There will be four major parts to this project:

1. Research and Fact Gathering

During this phase, all available literature was reviewed and people, both inside and outside law enforcement, were interviewed.

2. Defining the Future

Alternative futures were developed concerning the impact of Asian demographics on street-gang crime utilizing futures technology.

3. Planning for the Future

During this phase, a strategic plan was developed as were appropriate policies. This was done by using the information gathered in the first two phases.

4. Managing the Change

During this phase of the project, everything developed and learned during the previous three phases will be used to formulate a proposed management structure and related recommendations to manage the transition caused by the expansion of the Asian population.

UNIQUENESS OF PROJECT

This project is unique in that very little has been done in the area of forecasting the future of Asian gang crime. Many communities in California with large Asian populations either don't know much about Asian gang crime or refuse to acknowledge they have a problem.

There are a variety of obstacles to effectively working Asian crime that confront law enforcement including language barriers. The project should be of interest to both specialized operations personnel as well as administrators in law enforcement. It will also be of interest to other public officials and community groups in areas with growing Asian demographics.

PROJECT-PAY OFF

The Asian demographic trend in California is already manifested and the forecast for the future indicate every probability of continued rapid growth. The question this project investigated was how the continued growth will impact street-gang related crime. In the past several years, Asian gang-related crime has already grown faster than any other ethnic group gang crime. Asian gangs differ from traditional gangs in that they are more involved in crimes (such as extortion) that have a monetary gain objective rather than the traditional turf/identification motives of other gangs.

This project addressed an issue which potentially affects every law enforcement agency in California. The goal of this project was to assist those agencies to be better prepared and to influence law enforcement policy in the State of California in the future.

STATEMENT OF OBJECTIVES

1. Identify the trends in Asian demographics (using research, groups, NGT, personal interviews, etc.).
2. Identify the current assumptions relative to Asian crime and Asian gangs.
3. Identify the possible scenarios.
4. Develop a strategy to deal with the most probable future.
5. Prepare a management structure or approach to manage the transition from the current to the future situation.

CHAPTER II

OVERVIEW OF ASIAN TRENDS

DEMOGRAPHICS

Asians are the fastest growing segment of the United States' population and could reach approximately 10 million by the year 2000. By the turn of the 21st Century, Asian-Americans will comprise almost 4% of the United States' population, an increase from 1.5% in 1980. Between 1970 and 1980, a decade in which the total United States population increased by only 11%, the Asian-American population soared by 141%.¹

During the last several years, Asians have become the fastest-expanding ethnic minority, as measured by growth through births and legal immigration (Hispanics are probably still ahead if undocumented entries are counted). Though Asians still number only 3.6 million, or 1.6% of the total United States' population, their ranks have been growing at an unprecedented rate since the reform of immigration laws in 1965. In 1985 alone, more Asian immigrants came to the United States (282,999) than in the three decades from 1931 to 1960. More than half settled in California, which now has the nation's largest Asian population. Sixty-four percent (approximately 1,853,000) of the Asians living in the United States of America reside in California. Although the states' major cities have had large Asian communities for many years, numerous other areas such as San Jose, Orange County, Sacramento, San Gabriel Valley (L.A. County) and many others are realizing Asian growth.

¹L.A. TIMES, October 10, 1985, referring to a study by Population Reference Bureau.

There is every indication the trend of Asian immigration will continue. Approximately one million other Asians have already applied and received preliminary clearance to come to America. By the year 2010, the Asian population in the United States is expected to more than double its present number.

The newcomers are drastically changing the Asian/American mix. The 1980 census showed that Japanese-Americans, the largest Asian subgroup since 1910, have dropped to third place (701,000) after Chinese-Americans (806,000) and Filipino-Americans (775,000). Japanese-Americans play almost no role in the current wave of Asian immigration. Within the next 30 years, demographers expect Filipinos to become the largest group of Asian-Americans, followed in order by Chinese, Koreans, Vietnamese, Asian, Indians and Japanese.

Twenty years ago, more than half of all immigrants into the United States came from Europe and Canada. Unlike the mass migrations of Europeans to the United States, the Asian movement is fueled largely by the educated middle class. Except for the Indo-Chinese, due to their large refugee contingent, the new Asian arrivals are at least twice as likely as native-born Americans to be college graduates. Moreover, since many others are admitted because of a desirable vocational background, the group as a whole has greatly enriched the nation's talent pool. According to Rand Corporation, demographer Kevin McCarthy, the Asians are the most highly skilled of any immigrant group our country has ever welcomed to our shores.

Like previous generations of immigrants, many Asians seek to realize their personal American dream by starting their own business -- the ultimate

statement of independence. These enterprises also provide a chance to maximize the productive potentials of entire families and a way to absorb newly arrived members, who often become eligible for immigration after the pioneer attains citizenship. The entrepreneurial impulse runs strongest among Koreans. Nearly one in eight Korean-Americans is self-employed. This is by far the highest rate for any ethnic group.

Because of this influx, California has become a concentration of tiny islands of international cultures. The California Department of Education reports that 87 different languages are spoken in public schools. Waves of immigrants, mostly Southeast Asian refugees fleeing wars and political terrorism, have poured into California over the last 10 years, adding to a rich patchwork of other ethnic communities.

Immigration is not a new phenomenon in California. Until recently, California's immigration trends were different from those in the nation as a whole because of the State's location along the Pacific Ocean and its physical and psychological isolation from the earlier developing states in the east and midwest. As was true of the waves of immigrants to the eastern shores and the midwest, immigrants migrated to California primarily to fill the need for cheap labor. The initial foreign population in California, after the state seceded from Mexico, was Chinese. The arrival of the Chinese in the late 1840s coincided with the first massive internal migration from other parts of the United States to California, when people came in search for gold. Initially, the Chinese were employed in mines, then they built railroads, and finally they provided the disciplined labor force necessary to cultivate the rich California soil for agriculture. An influx of English-speakers from the eastern states, plus the Chinese, had

swamped the small native Hispanic and Indian populations by the late 19th Century. At that time, anti-Chinese sentiment led to legislation barring their entry. That was the first time any ethnic group had been refused entry to the United States.

The need for cheap labor did not disappear, however, and the Japanese replaced the Chinese, coming first from Hawaii, then directly from Japan. The success of the Japanese, not only as workers but also as entrepreneurs, stimulated anti-Japanese feeling. This led to an agreement between the two countries in the early years of the 20th Century which prevented further Japanese entry. Thus, the first wave of Asians to California ended during a period when the demand for cheap labor was growing. The void was filled by the first large wave of Mexicans drawn by the lure of United States jobs and pushed by the Mexican revolution and associated upheavals. By the end of the 1920s, Mexicans had become established not only in California agriculture but also in industry, particularly in Los Angeles, where many worked in canneries and garment factories. During this period, a state commission was appointed by the governor to examine the so-called Mexican problem. Even before the commission completed its work, the Great Depression had struck and the Mexicans' influx abruptly ended.

The wave of Blacks from the South did not reach California until the production needs of World War II could not be fully met by other migrants. Blacks were among the several million people who came to work in the defense industries that mushroomed along the coast from San Diego to San Francisco. This influx slowed in California, as elsewhere, in the mid-1960s. It was replaced by the fourth and current wave dominated by the same two groups

that were California's first immigrant groups: Asians and Mexicans.

Political upheavals in Southeast Asia have generated a tidal wave of Asian immigration. Many are rural peasants with little education. But there is also a new Asian immigration population entering the United States' society with extraordinary speed and success. Asian professionals from Vietnam, Philippines, Korea, China and Laos are doctors, engineers and scientists, not laborers or farmers.²

It is imperative as part of this study to look at immigration quotas as well as refugee quotas to be able to successfully predict and anticipate future population trends.

IMMIGRATION POLICY

Historically, since 1921, Congress has imposed numerical limits on immigration but those limits have never been firm. As a result of the many different types of exemptions from the ceiling, (legislation by Congress authorizing admission of special groups outside the ceiling), actual immigration has routinely exceeded the specified ceiling. For example, between 1971 and 1980, the annual ceiling stipulated by law totaled 290,000 but actual legal immigration averaged about 450,000 per year and reached 601,000 in 1978 according to the Immigration and Naturalization Service 1983 Statistical Yearbook (Refer to Table 1 for a numerical history of immigration to the United States). If all refugees and illegal aliens were included, total immigration would probably be approximately one million a year (more than three times

²PSYCHOLOGY TODAY, "The Oriental Express", July 1, 1986.

the current ceiling). The great discrepancy between the legislated ceiling and actual immigration results in part from a deliberate choice by policy makers to exempt some countries or categories of immigrants from the ceiling and to retain some flexibility to respond to special situations presented.

As a result, today, immigration is again rising toward the high levels of earlier periods in the United States' history. The present immigrants came mainly from Asia and Latin America (See Table 2). Presently, one-third of all legal immigrants are Asians. This is due primarily to the changes in the immigration law adopted in 1965, which eliminated discriminatory quota provisions and opened up Asian migration to the United States. According to Table 2, during the years 1980 to 1984, the legal Asian immigration proportion rose to 48%.

Current legal immigration admissions have set an annual ceiling of 270,000, with a maximum of 20,000 from any single country. Exemptions for immediate family members such as husbands, wives, parents and children of current adult aged United States citizens permitted nations to exceed the 20,000 limit. In 1984, 273,903 people took advantage of the provision. Also within the numerical ceiling is found an elaborate series of "preferences" which gives priority to other relatives of United States' citizens and people with urgently required skills to enter the United States.³

³TIME MAGAZINE, July 8, 1985, "Trying to Stem the Illegal Tide".

Time Magazine (July 8, 1986), reports that in 1984, "more Asian immigrants came to the United States (282,000) than in the three decades from 1931 to 1960. More than half settled in California, which has the nation's largest Asian population".⁴

UNITED STATES REFUGEE POLICY

The United States has been a place of refuge since its earliest history. For many of the refugees, the United States has represented political and religious freedom. Prior to 1948, the United States had no official refugee policy. Since World War II, the United States humanitarian concern for refugees has been reasserted. The Displaced Persons Act of 1948, which provided for the entry of more than 400,000 persons, was the first legislative reflection of concern for refugees. More recently, with the passage of the Refugee Act of 1980, the United States has given strong statutory support, as part of its official immigration policy, to admitting refugees regardless of their country of origin or the ideologies from which they are fleeing.

The Refugee Act of 1980 incorporated into United States law a coherent, practical and comprehensive framework for the admission of refugees based on the international definition of refugee:

"Refugee" is defined as "any person who is outside any country of such person's nationality, or in the case of a person having no nationality, is outside any country in which such a person last habitually resided and who is unable or unwilling to return to, and is unable or unwilling to avail himself/herself of the protection of that country because of persecution or a well founded fear of prosecution on account of race, religion, nationality, membership in a particular social group, or political opinion".

⁴TIME MAGAZINE, July 8, 1985, "Trying to Stem the Illegal Tide".

Since the enactment of the Refugee Act of 1980, an average ceiling of 70,000 has been granted to refugees around the world.

An interesting note is that over the last ten years, some 755,000 refugees have arrived in the United States from Indo-China. About 52,000 (73%) of the 71,000 total refugee admission in 1984 came from Indo-China. The same proportion is expected for 1985 and 1986. (See Table 3 for refugee arrival to the United States by nationality).

The Orderly Departure Program (ODP) provides an exception to the ceiling of refugees established for a specific geographical location. The ODP was established by agreement between the United Nation's High Commission for Refugees (UNHCR) and the Vietnamese authorities following the Geneva Boat Refugee Conference in July, 1979 to provide a safe, legal alternative to the risk of refugee flight by sea. There was a significant expansion of this program in 1983, bringing the number of a monthly departure rate for the United States of close to 1,000 persons. About the same number depart for other countries. There exist indications that Vietnamese who may be considering illegal flight are at least regarding the ODP as a viable alternative.

Because of the ODP, refugee admissions have often exceeded the average of 70,000 since the enactment of the Refugee Act of 1980.

The President's proposal for refugee admission for 1986 as presented to the subcommittee on Immigration and Refugee Policy of the Senate Judiciary

Committee on September 17, 1985, as follows:⁵

"The President proposes to establish a ceiling of 70,000 for refugee admission to the United States in the coming fiscal year. This total will be broken down into 3,000 for refugees from Africa; 40,000 for East Asia; 8,000 for the Orderly Departure Program from Vietnam; 9,500 for refugees from Eastern Europe and the Soviet Union; 3,000 for refugees from Latin America and the Caribbean; and 6,000 for refugees from the near East and South Asia."

Refer to Table 4 for California counties having an Indo-Chinese refugee population of 1,000 or more.

ILLEGAL ALIENS

Presently, no one really knows how many illegal aliens now live in the United States, nor how many are entering the country every year. Newsweek Magazine (June 25, 1984), showed estimates of the resident illegal population ranging from a low of about two million to a high of 10 million or more. Estimates of the yearly increase in that population is anywhere from 100,000 to 500,000 and more than half of these figures are estimated to be from Mexico.⁶ The Immigration and Naturalization Service (INS) estimates that of the over 10 million visitors who came here in 1984 on temporary visas, at least 500,000 have joined that underground population of the undocumented. Based on these figures, it is clear that the present policy is incapable of trying to stem the illegal tide.

Even more confusing is trying to pinpoint an estimate for the population of illegal Asian aliens. An INS Special Agent in Los Angeles, who deals

⁵UNITED STATES DEPARTMENT OF STATE BULLETIN, "Proposed Refugee Admission for Fiscal Year, 1986", November, 1985.

⁶NEWSWEEK MAGAZINE, June 25, 1984, "Closing the Door".

with the investigation of Asian aliens, stated that although no study has been performed in this area, he estimates that the illegal Asian population in California is anywhere from 25% to 30% of the entire California Asian population.

There are a number of ways in which a person could be in the United States illegally. First, he said the most prevalent way is via tourist or student visa. A large percentage of the people issued these visas just don't honor the stipulations and therefore their status changes to illegal.

Tourists and students often come here with visas with the intent of never returning to their country. These visa abusers are the most difficult to apprehend. They have six months (the normal term of a tourist visa) or more if granted a student visa to burrow into society. In 1983, a tally of apparent visa abusers was startling: there was a total of 2.1 million entrants with temporary visas recorded for whom the INS had no record of departure. Second, a large influx of these illegal Asian aliens arrive here from Mexico and the South American countries using different visas as well. Canada appears to be another route currently being used. Third, the status of a person may change when he/she commits a crime in the United States; entering without proper documents; entry without inspection; and enters using false statements.⁷

California has become a haven for those seeking a better life. All available information indicates a continuing migration of Asians with no

⁷CHINESE SMUGGLING TASK FORCE PROPOSAL, U.S. Immigration and Naturalization Service, February 28, 1986.

reduction in the near future. Experts predict the Asian population in California is expected to double by the end of the century. Those same experts speculate the return of Hong Kong to the Chinese in 1997 will potentially accelerate the migration even more.

CULTURAL DIFFERENCES

Each of the Asian groups studied has its own distinct cultural background, value system and language. The language barrier has proven a primary obstacle in the acculturation process, making it more difficult to adjust to the American way of life and to assimilate into the American culture and value systems. Although the acculturation process is important to the Asian-American, most hold on to a strong identity with their native country, teaching their children valued traditions.

In general, the Asian community is hard working, family oriented and excel in education. In fact, a recent study indicated that 35% of all adult Asian-Americans have earned college degrees (a rate more than double that of any other ethnic group, including anglos). Although several California colleges and universities offer Asian-American study programs, the University of California based at Los Angeles offers the only complete program, including a Master of Arts program in Asian-American Studies.⁸

Asian people have a cultural history of living in hazardous, domineering and sometimes threatening life or death situations. Most travel to America for freedom and a better way of life. Because of these experienced adverse

⁸ASIAN STUDY, Los Angeles County Sheriff Department, 1985.

conditions, the family has proven to be the basic unit of most Asian societies. The family must stick together for survival. Many times, the family may include two or three generations living under one roof.

The Chinese were the first Asian immigrants to arrive on the West Coast, primarily in California, in significant numbers. Today's Chinese take pride in being the oldest culture and still hold on to many of their basic value systems. The Chinese came from a primarily agricultural nation and depended on informal organizations. Much of the strength of the Chinese group lies in its community organizations, which are often based on family systems; its strong work orientations, and its high educational attainment.

Today, according to one study reviewed, the typical Chinese immigrant or citizen is middle aged, foreign born and has lived in the United States longer than 15 years. Although this typical Chinese may not be a professional person, he is not likely to be unemployed. He may be self-employed or the owner of a small business.

The Japanese were the next group of Asian immigrants to arrive in significant numbers on the West Coast. They came from a developing industrial nation and used their Embassy and Consular Officials as resources. Because their children were born in America, acculturation became an immediate issue.

Harry Kitano describes the Japanese-American stratification by identifying terms to denote significant elements in their society: The "Issei", or first generation immigrants were minimally acculturated and are rapidly

disappearing; the "Nisei", or second generation were the American-born children of the Issei. They make up the current middle-aged parent or grandparent generation and used educational opportunities as means of upward mobility; the "Sansei", or third generation are the children of the Issei. Many have no identification with Japan, except for Asian features; the "Yonsei" or fourth generation Japanese will probably identify with the more general term "Nikkei", referring to Japanese born in the United States.⁹

As with other Asian groups, the basic strength of the Japanese-American lies in the community and the family.

Today, the typical Japanese immigrant or citizen is middle-aged, born in the United States and has one or two children of high school or college age. He is probably reasonably fluent in English. The Japanese immigrant will usually have family members waiting upon his arrival to the United States. He probably also received help from persons who were not related but considered an extended family.

The Koreans are primarily a new immigrant group. The Korean experience has been different from that of the other Asian groups; they became a people without a country when the Japanese occupied their nation. These Asians were primarily Christian, so the church was and continues to be a major organization in the community.

⁹ ASIAN AMERICANS: THE CHINESE, JAPANESE, KOREANS, FILIPINOS AND SOUTHEAST ASIANS, Harry H. L. Kitano, (Annals of the American Academy of Political and Social Sciences, March, 1981)

The new immigrants reflect the influence of the 1965 Immigration Act, which gave priority to applicants with advanced education, training and skills.

The primary destination of the new Korean immigrants is Los Angeles.

Although many Koreans have to be content with lower-status occupations upon their arrival, most believe that the primary obstacle in educational and occupational opportunities is that of language. Their primary strength, as with other Asian groups, lies in their hard work orientation and their ability to use educational opportunities fully. The typical Korean immigrant or citizen is young and foreign born. He/she is probably early to mid 30s, married and came to the United States less than 15 years ago.

The Filipino group is different from other Asian groups not only racially and culturally, but also because they have experienced living under direct colonial rule for such a long period of their history. The Filipino community, the fastest growing Asian community in the United States, has been recategorized by the Office of Civil Rights due to their insistence and growth in numbers. Because of Malaysian backgrounds, many feel similar to Americans and somewhat superior to other Asians. It is also interesting to note that because of the wide variations in education, income and occupations, generalizations concerning the Filipinos are difficult.

Today, a typical Filipino is probably young, foreign born, in his/her early 30s, married with an average of about four or five persons in a household. Although some Filipinos practice the Muslim faith; it is nearly a foregone conclusion that our typical Filipino is Catholic, and he/she is almost certain to attend church at least once a month, and probably more often

than that. On the other hand, aside from church membership, he/she is not much of a joiner of organizations.

Apparently, it is more important to the Filipino to pursue educational and vocational opportunities than to stay close to a concentration of related persons. In addition, there is no concentration of ethnic businesses to attract the Filipino to one neighborhood rather than another.

The current migration of the Vietnamese from Southeast Asia began after the withdrawal of the United States from Vietnam in 1975. The migration of these refugees has been drastically different. It involved very little long-ranged planning and the primary motive for immigration was that of sheer survival. Southeast Asians can be found in almost every part of the country. Factors such as climate, presence of relatives, other Asians and services available has made California the primary attraction.

During the past decade, the United States has accepted more than 500,000 Vietnamese for resettlement. Of this number, about 299,000 (59.8%) live in California. Most have found some form of employment. But for many, assimilation has been hindered by a preoccupation with the past that translates into a continuing determination to overthrow the Marxist government in Hanoi.

"Vietnamese are more political than the other Asians in California", explains Nguyen Thanh Nam, the Long Beach leader of the Hoa Hao, a Buddhist sect committed to the restoration of a non-communist Vietnam. "Japanese,

Koreans, Filipinos all waited in line for the chance to come here and make money. Theirs was a conscious decision. Ours was no planned immigration. The society of South Vietnam was transported here intact. We can't enjoy life here because we don't belong".

The trauma of transition is more difficult for the Vietnamese than other Asian groups discussed; as the National Institute of Mental Health describes in the following excerpt:

Living for many years in a war-torn country has exposed many refugees to violence and death; at the same time the refugees' survival instinct in difficult situations has increased. While feelings of self-worth for having survived such an ordeal may arise, the main worry of many has been "survivor guilt" -- the anxiety over leaving behind family members and surviving when others did not. Refugees have experienced loss of socioeconomic or cultural status, change in sex roles, differences in family life, and loss of respect for elders. Refugees who have been in the United States for some time are moving from an anxious and confused state of inadequacy to a positive mobilizing of anger and irritation. However, throughout, there is a fear of abandonment, of vulnerability to one's support system, as well as a psychological numbing to the threat of harm or death that refugees face in their perilous journey to the United States.¹⁰

According to a 1985 report completed by United Way, "although the Chinese were the first Asian group to immigrate, the Japanese have the largest group of native born citizens".

All the aforementioned Asian groups have strong religious affiliation. This is important since churches play an integral part in assimilation.

¹⁰BRIDGING CULTURES, Asian Pacific Social Work Curriculum Development Project, 1981.

ASIANS AND LAW ENFORCEMENT

During this study, no documented research could be found in the area of Asian attitudes regarding law enforcement. The Los Angeles County Sheriff's Department conducted an "Asian Study" of various Asian communities in Los Angeles in 1985.¹¹ In that study, they interviewed a wide variety of law enforcement representatives and Asian Pacific culture experts. The results were an overwhelming consensus that Asians do respect law enforcement in the United States.¹² This was stated for all Asian Pacific groups and is consistent with interviews conducted during this study.

Although the majority of Asians are foreign born, they generally are able to make the transition of accepting the reality that police in the United States are honest and intelligent. In their homeland, the police are often viewed in a negative manner because any contact with the police was often unpleasant. The police in many foreign countries are considered enforcers for the central government and its policies. Corruption and scandals were the norm. Appointment was often through nepotism and avoidance of the police was advocated as much as possible.

A critical part of the acculturation process here in the United States for recent immigrants and refugees is that the police officers in the United States are honest and cannot be bribed. Our police are educated and intelligent as a result of the rigorous selection process utilized, and

¹¹ASIAN STUDY, Los Angeles County Sheriff Department, 1985.

¹²Ibid.

it is continually stressed that the police exist to protect and to enforce the law.¹³

Law enforcement, however, needs to be aware that although recent immigrants and refugees have accepted the police as an important government function, they remain unclear as to police responsibility and the functions of the criminal justice system. It was pointed out during the L.A. County study that recent immigrants and refugees viewed the police role as strictly one of enforcing laws and arresting violators. They had no knowledge of other services and functions the police were involved in. Constitutional rights, bail, hearings and other aspects of the justice system were just as confusing. This confusion was illustrated by several officers interviewed during this study. When suspects are arrested and set free on bail, Asians sometimes feel betrayed and totally shocked by the way our judicial system works.

During this research, all the officers interviewed acknowledged the general respect for the law by Asians. It was generally agreed by all the officers that Asians not only respect the law but that respect for the law is stressed in the upbringing of their children. This was also reflected in the literature reviewed. The Asian crime rate closely parallels the general population. The percentage of reported crime is similar to non-Asian communities. A primary distinction between Asians that commit crimes when compared to the general population was that the level of crime was usually more sophisticated and conspiratorial (i.e. extortion, loan sharking,

¹³Ibid.

auto burglary rings and maintaining gambling establishments). An important general impression expressed by those interviewed is that only a small percentage are individuals who habitually commit crimes. Sergeant Dan Lyons (Garden Grove Police Department, Special Investigations Unit) has worked exclusively on Vietnamese gang activity in Garden Grove for the past five years and offers this point of view. The combined Vietnamese communities in Garden Grove and Westminster is larger than any outside of Vietnam itself. But the reported crime figures are not significantly different than any other ethnic community. According to Sergeant Lyons, both the press and television closely monitor the Vietnamese community and reporting major crimes as a possible means of increasing their ratings and sales of newspapers. The end result is an increase in the attitude of "yellow peril", and the stereotype of the lawless nature of the Vietnamese community which he says is totally unfounded. Sergeant Lyons cites that in Garden Grove, less than one percent of the Vietnamese residents are habitually engaged in criminal activity.

Although Asians do respect law enforcement, they are still hesitant to seek the aid of law enforcement due to the fear of reprisal and the fact that punishment in the United States is not seen as swift or severe enough. This attitude was found particularly strong among recent migrants and refugees, but low among American born Asians.

The primary reason behind this is that even though the police are regarded as highly competent, they cannot provide around-the-clock protection. Also many victims are hesitant to seek police help because they own an

established business and do not want periodic acts of vandalism committed against their property.

During the course of this study, several interesting points were discovered on how cultural factors impact the way certain Asians (mainly recent immigrants and refugees) respond when making contact with law enforcement officers. Police officers should be made aware of these cultural differences, particularly if they work in an area where there is a high concentration of Asians. These differences will be discussed in another part of this report.

Asian communities have been considered "models" due to the relative absence of crime among Asians. New information surfacing in many metropolitan areas indicates this to be a misconception. Asian communities have continued to grow but have largely been ignored by law enforcement. As police agencies become more involved in Asian communities, they are finding a pattern of unreported crime and a higher victimization level than previously thought.

With the bulk of the Asian population being recent immigrants, the potential of an Asian becoming a victim of violence is appreciably greater than the average citizen. Contributing to the complications of policing the Asian communities is ignorance of the laws, lack of crime reporting, embarrassment and the lack of confidence in law enforcement's ability to deal with their victimization.

Asian organized crime and street gangs are the principle sources of crime in the Asian community.

ASIAN CRIME

The following headlines recently appeared in California based newspapers:

- * "Gang Warfare in Gardena Erupts as Sansei Shot During Scuffle."
- * "One Wounded as Gunman Opens Fire in Restaurant."
- * "Wah Ching is One of the Largest and Strongest Gangs in San Francisco."
- * "David Tong, One-time Member of a Chinese Gang Found Shot."
- * "3rd Vietnamese Firm Burns."
- * "Arson Blaze - Restaurateur Cites Trouble with Viet Youths."
- * "Viet Gangs Blamed for Killing of Mother of 14."
- * "Two Vietnamese Held, 3 Sought for Murder."
- * "4 Bandits Raid Wedding Party of Vietnamese in Garden Grove."
- * "Officer Reviewing Shootout in Chinatown is Threatened."
- * "Asian Gangs Ready to Take on Police."
- * "Gunmen Fire into Restaurant Crowd; 2 Killed."¹⁴

These crimes of violence are but a sample of the emergence of crimes perpetrated by Asians against Asians. But not typical Asians - Asian street-gang members.

The presence of street gangs in California is not a new phenomenon. Historically, street gangs, specifically of Hispanic and Black ethnicity have existed throughout the state for decades. Asian gangs have also been a part of American history for the past several decades. Over the last 10 years, a large influx of Asian immigrants have settled in and around major American seaport cities. More Asian gangs have developed as well as Asian gang-related criminal activities. There are several factors

¹⁴References on file.

contributing to the growth of Asian gangs. Some of these factors include cultural shock, language, economics, etc. Asian gangs differ from traditional gangs in the United States in that they are primarily interested in monetary gain, whereas your traditional street gangs are concerned with protecting their territory, macho image and identification. Both traditional and non-traditional gangs commit violence, however, Asian gangs commit more crimes directly related to monetary gain. Many people attach mystery and intrigue to Asian criminal elements. There are no mysteries, just cultural and language differences. Once one becomes aware of their cultural difference and develop abilities to communicate, one will be able to deal with the Asian gang.

ASIAN GANG OVERVIEW

Asian gangs have been present in several California cities for several years in one form or another. Prior to the relaxed immigration law that was passed in 1965, most Asian gangs were primarily comprised of Chinese, Filipino and Japanese youths. The Chinese and Filipino gangs were formed for protection from outsiders and as gambling location lookouts. Japanese youth gangs emerged from these social clubs. Presently, the Japanese are the only Asians who have, for the most part, left the gang mode. The main reason may be that they were the largest original group of Asians to settle in this country and they appear to have assimilated quickly into the American culture.

Since 1965, waves of Asian immigrants and refugees entered this country at the rate of approximately 250,000 a year. With the influx of

of immigrants and refugees that settled in various parts of the United States, several newly organized gangs emerged. These gangs differ somewhat from the pre-1965 Asian gangs in that they are involved in organized gang activity for profit. The Asian youths that involve themselves with gangs are generally from lower social economic families. They have found it difficult to stay in school or to obtain employment. Much of their livelihood is derived from organized robberies, burglaries, extortions and narcotics sales. Herein lies the difference between Asian gangs and the traditional Hispanic and Black gangs. It should also be mentioned that the Asian gang members' attitude toward coming to the United States has been that it is truly a land of opportunity, criminally that is. He/she knows that regardless of what Asian country he/she is from, his victims of the same ethnic group are easy pickings. Primarily because they don't trust the police, largely due to police corruption in their homeland, he/she also knows that targeted victims can be easily intimidated. The victims are generally in business for themselves and fear gang reprisals if they as much as talk to the police. When Asians are victimized by Asian gangs, they often offer no description and/or provide a false description of the suspects. When Asian gangs commit extortions, they will often request that their payoff be given in the form of a payroll check with the usual payroll deductions for security services. In many cases, the gang members will intimidate the victim(s) to the point where the victim(s) will gladly pay on a regular basis, so that they may continue their business.

Acts of violence by Asian gangs are less random, compared to traditional gangs, and are generally committed for specific group goals. It is a well

known fact that Asian gang members carry "state-of-the-art" weapons.

The Asian gang, highly mobile, has no defined territory. They prey on Asian communities throughout the state with no regard for city or county boundaries. Measuring their impact is difficult because many of the crimes committed are crimes of extortion directed toward their own ethnic communities which go unreported. The force and fear placed on their victims by Asian gang members are real enough that victims fear reprisals and are very reluctant to report any crimes committed against them by gang members.

While each Asian gang has its own unique characteristic, most have roots in their country of origin which are continued when members arrive in the United States. Asian gangs are similar to other ethnic gangs in that they are started and organized into groups to protect their communities, rather than protecting their territory or "turf".

The ages of the Asian gang members range from 14 to 25 years, the same as Black and Hispanic gang members. Younger gang members are more often involved in criminal activity than their older associates, mostly due to peer pressures in daily contacts at school. Also, these younger members are utilized frequently to commit crimes for their senior comrades.

Initiation into Asian gangs basically requires new members to swear an oath of loyalty to the organization and commit various crimes approved and witnessed by active leaders and members. Since Asian gang activity is rooted in their respective country of origin, it is necessary to review the background of Asian crime, then look at specific groups of Asian street gangs.

CHINESE ORGANIZED CRIME

TRIADS

The history of the Triads begins in the 17th Century when northern oppressors invaded China, sweeping away the Ming Dynasty; and brought into power their own oppressive and alien ruling dynasty, the Ching Dynasty. In the mixture of Chinese legend and history during that period, it seems quite clear that there was a resistance movement formed to combat these foreign oppressors. The resistance fighters grouped into "Triad" societies. The word "Triad" signifies its symbol, an equilateral triangle representing the three basic Chinese concepts of heaven, earth and man. For the next 300 years, the Triads, with their oath of secrecy and covert operations, were a proud and honorable part of the resistance in China against the foreign rulers. In the end, during the early years of this century, the Ching Dynasty lost power because of a wide range of problems. Its own corruption and decadence was among the leading factors.

In those early days of the Triads' history, the societies had a highly ritualized system of initiation ceremonies. There were blood oaths, passwords, secret hand signals, poems and a rigorously maintained hierarchy. The main features of the initiation ceremony were fourfold: One, it had to be in a room or a Triad lodge which was decorated with ancestral tablets and flags of mythical heroes. Two, a live chicken was beheaded and its headless body wrapped in paper to represent the rightful fate of a man called Ma Ning Yee. According to legend, he was a Buddhist Monk, who betrayed his brothers in the very first Triad during the 17th Century. The chicken's blood was then drained into a bowl of wine with the

words, "After Joining the Hung Family (Hung is another word for Triad), Remain Loyal and Faithful or the Wicked and Treacherous Will Die Like This Cock". Three, blood was drawn from the left middle finger of each new recruit, mingled with the wine and dead chicken's blood and then drunk by all present to signify blood brotherhood. Four, 36 solemn oaths of loyalty to the Triad movement was made by each new member.

With the founding of the Republic of China in 1911, there came decadence and corruption and a withering away of Triad ideas.

Prior to 1949, there had been some involvement in crime by the Triad movement. By this time, the Triads had become a criminal element with very little honor or dignity. In China, the history of the Triad movement had always been politically motivated. Their sole aim and reason for existence had been to overthrow the Ching Dynasty. However, their political aims achieved, the Triad movement did not disband. This was due to the fact that years of clandestine existence had attracted large numbers of criminals and undesirables. This element had increasingly misapplied the power and influence of the Triads to their own nefarious ends. The battle for power between the pro-Communist and pro-nationalist factions of China intensified during the 1940s. For a few years, the struggle for power was set aside while a common enemy, the Japanese, was fought. After the Japanese surrender in 1945, the political factions in China resumed their bitter struggle for domination. It soon became apparent to the nationalist government that they were losing the fight. In an attempt to bolster waning public support for their cause, the nationalists appointed a top general to reorganize the Triads.

This reorganization consisted of a series of mass initiations of nationalist soldiers, police and civilians. The ceremonies were brief, in accordance with Triad principles. The recruits were sworn in before a picture of Dr. Sun Yat-sen, first elected President of the Chinese Republic.

The general reorganized the Canton Area Triads into 36 branches. Some of these branches extended into Taiwan. As a Communist victory became apparent, the nationalists fled China. In 1949, General Chang Kai-shek was forced to flee the Chinese mainland to Formosa (now Taiwan). Hong Kong and Taiwan became the popular places for refuge. This brought a mass influx of Triad refugees into Hong Kong. While this was not the beginning of Triads in Hong Kong (the headquarters of the second lodge having been moved to Hong Kong in 1847), the Communist victory in 1949 undoubtedly saw the largest influx of Triads into Hong Kong.

In 1956 riots broke out in Hong Kong. The riots were not inspired by the Triad societies but they certainly took advantage of the situation. The public and the media condemned the blatant violence and activities of Triad members. In turn, the police launched a severe crackdown on Triad criminal activity and special legislation was passed. This led to the arrest of some 10,000 Triad officials and members. Four hundred of the top officials were deported and many others fearing a similar fate, fled. The majority settled in Taiwan.

Triads are known to operate in numerous international cities and are very nervous regarding the 1997 take over of Hong Kong by Nationalist China.

Consequently, the Triads are looking toward the United States, Australia, Canada and England to relocate. Currently, in Hong Kong, there are an estimated 300,000 Triad members.¹⁵

TONGS

The Chinese began arriving in California in large numbers in the mid-1800s after gold was discovered in the Sierra Nevada Foothills. They arrived from areas near Canton, Amoy and other southern coastal cities in China. Upon their arrival, they received harsh treatment from other ethnic races due to their foreign language, culture and customs. Consequently, "Chinatowns" developed in nearly every gold rush camp. During this period, various associations were established. Family associations were created and consisted of members with a common surname such as Wong, Lee or Hom. District associations were formed by persons originating from the same village groupings within their home provinces. Tongs (meaning halls or meeting places) were organized by persons of less common surnames, usually not members of families or district associations. These individuals joined the Tongs so that they would be represented in negotiations with the legal or legislative establishments within the general communities.

There is little doubt that a percentage of these immigrants had Triad backgrounds.

Finally, the Chinese Consolidated Benevolent Association, commonly called the Six Companies, was created. As in the past, this organization is

¹⁵INTERNATIONAL ASIAN CRIME CONFERENCE, Los Angeles, November, 1986.

currently comprised of members from the various Tongs and associations, which function mainly as arbitrators of the political and commercial aspects of the Chinese communities.

It is important to note not all Tongs are Triad infiltrated. Tongs are generally respectable benevolent or fraternal organizations within the Chinese community. Those Tongs which have become facades for criminal enterprises engage in the operation of illegal gambling casinos, loan sharking, extortion and narcotics trafficking.

Until law enforcement can successfully penetrate what has become another "great wall" of silence about the true significance of and motives for events in the Chinese community, the reign of terror of the Triads, Tongs and street gangs will never end. (Refer to Table 5 for Triad Organization Chart.)

Triads have been part of the Chinese society for so long that they are often approached by citizens for help in place of the police.

JAPANESE ORGANIZED CRIME

During this study, there was a general consensus among law enforcement officers that Japanese youths are not associated with street gangs to any great degree. For continuity purposes, however, information concerning Japanese organized crime has been included.

The Japanese "Yakuza" (pronounced yaku-za) or "Boryokudan", (pronounced boreyo-kewdon), a term preferred by the National Police of Japan, is

viewed in North America, as an emerging oriental organized crime element which has potentially significant impact on law enforcement especially in the Pacific basin region. They are composed of approximately seven major gangs which are similar in composition and hierarchy to the "LCN" families. The criminal enterprises engaged in by the Boryokudan parallel those of the LCN and collaboration is suspected in the areas of pornography, firearms and illegal drug smuggling back to Japan.

The Japanese organized crime elements have added a new dimension for American law enforcement in the form of so-called "sokaiya" activities (corporate extortion). These groups became shareholders of targeted corporations. They disrupt stockholders meetings through violence or filibuster techniques unless their often subtle but lucrative demands are met by the corporate leadership. Because of the recent bipartisan agreements between some American and Japanese corporations, sokaiya groups have discovered a new source of victims. Although not considered to be widespread in the United States at this time, there are clear indications of such activities being perpetrated in some areas.

There are also growing concerns that selected manufacturing firms may be susceptible to being brought out by a sokaiya group which can then control, by extension, some larger manufacturing process or industry.

Since extremely large sums of money are generated through a variety of criminal enterprises, the Boryokudan have almost unlimited capital to invest in world-wide interests. The takeover of legitimate businesses

is viewed as a logical step in preserving wealth and power.¹⁶

VIETNAMESE ORGANIZED CRIME

Vietnamese organized crime in the United States is a relatively recent development when compared to the Chinese or Japanese criminal infrastructure. Prior to the mid-1970s, the number of Vietnamese immigrants in the United States was low. Following the collapse of the Republic of Vietnam in 1975, many thousands of refugees fled their country by any and all means. Among those refugees were criminal elements which existed in Vietnam during the war years and which have continued their criminal enterprises in the United States.

Traditional expressions of Vietnamese organized crime, which have been translated in the United States, include members of the established Chinese/Vietnamese crime families from Cholon, members of the Binh Xuyen, members of certain para-military religious sects and opportunists dating back to the American presence in Southeast Asia during the 1960s and 1970s.

Since arriving in the United States in 1975, key individuals of Chinese/Vietnamese crime families have reportedly developed and maintained commercial ties to Bangkok and Hong Kong. They centered their efforts on the importation of goods and ethnic foodstuffs to serve the large emigre community. These Cholon Chinese/Vietnamese have always had a traditional interest in gambling and prostitution activities in Vietnam.

¹⁶ORIENTAL ORGANIZED CRIME RESEARCH PROJECT REPORT, Federal Bureau of Investigation, January, 1985.

Their criminal involvement in the United States at the present time is unknown.

The Binh Xuyen rose to prominence in Vietnam in the mid-1950s due to a combination of support from Vietnamese Emperor Bao Dai, the French government and certain elements of the United States Government.

The Binh Xuyen has been described as a political and racketeering organization which had agreed to carry out police functions (for the government of South Vietnam) in return for a monopoly on gambling, opium traffic and prostitution in the metropolitan areas. The Binh Xuyen became a totally criminal organization in the post-1956 period, at which time its control of the police and certain import regulations changed from overt to clandestine in nature.

Criminal factions also existed within the framework of certain quasi-religious sects in Vietnam. While these sects were not criminal organizations, they have allegedly hosted an element of Vietnamese organized crime for their own purposes. Notable among these sects was the Hoa Hao, which makes a nominal claim to select, often contextually incongruous, principles of Buddhism.

Like the Binh Xuyen, the Hoa Hao maintained a large paramilitary force and performed limited police functions in the areas they controlled. The Hoa Hao was also suppressed once their utility to the United States Government came into question. After this, the Hoa Hao split into smaller

factions. Following a government sponsored coup, particular Hoa Hao leaders were singled out for special favor and consequently rose to great prominence in Vietnam. This prominence engendered a degree of corruption and the individuals in question reportedly exploited their organization for criminal purposes.

The massive buildup of the United States military presence in Vietnam during the 1960s and 1970s fostered the growth of numerous criminal elements. These groups provided illicit goods and services to American military personnel.

Some of these criminal groups were composed of Vietnamese military personnel who used their positions to foster a number of rackets paralleling traditional criminal enterprises, including the sale of narcotics to United States military personnel.

Unlike the Chinese and Japanese, an observable evolution of traditional Vietnamese criminal societies such as some Triads and the Yakuza, has not been evident. There is a consensus among law enforcement that the Vietnamese criminal elements that have arrived in the United States since 1975 are in an early developmental state, not unlike the Chinese youth gangs of 10 years ago.

These various factions have yet to consolidate their power in the United States and thus cannot be claimed to engender organization or control of all Vietnamese crime in general or even all crime in any given category.

KOREAN ORGANIZED CRIME

This project revealed very little about Korean organized crime. The Federal Bureau of Investigation, however reports Korean organized crime is taking on major proportions nation-wide in the area of prostitution and fraudulent immigration. (Refer to Tables 6 and 7.)

ASIAN STREET GANGS

The most significant conclusion, without question, is that Asian street gangs are affecting a large segment of California and that only a few law enforcement agencies have recognized the problem.

It was also concluded that the Asian population in California is increasing at a rate that many municipalities were both unaware of and unprepared for.

The involvement of Asians in the business community has increased to a level that makes it predictable that they will be more frequent victims of Asian gangs.

Based on an "Asian Criminal Activities Survey", conducted by the Los Angeles County Sheriff's Department, 46% of the surveyed jurisdictions experienced an increase in Asian crime. Factors in common among those jurisdictions included: a large Asian population, a large number of Asian owned or operated businesses, and their location in the Los Angeles basin. Other significant figures that resulted from the survey included the following:

- 23% encountered reports/rumors of extortion of Asian owned/operated businesses.

- 29% experienced high value residential burglaries or robberies of Asian victims.
- 45% encountered incidents of violence involving Asian suspects and/or victims.
- 40% are aware of Asian organized crime or Asian street gang activity in their jurisdiction.
- 29% identified Asian gangs active in their jurisdiction.
- 48% have a large number of Asian owned or operated businesses in their jurisdiction.
- 27% have entertainment centers frequented by Asian youths.

During this study, geographical Area Commanding Officers in the Los Angeles Police Department were surveyed relative to Asian gang activity. All areas surveyed indicated their areas had some level of Asian gang activity. In addition, all the areas also indicated such activity had increased.

Officers surveyed in San Jose, Sacramento, San Francisco, Orange County, Los Angeles County and Houston, Texas, also reported dramatic increases in Asian gang crime.

Asian street gangs differ from the traditional street gangs normally encountered by law enforcement. Asian street gangs have not adopted the standard gang identifiers such as manner of dress, speech, nor are they "territorial" in nature. They are extremely secretive concerning gang membership or affiliations and avoid contact with authorities. Cultural differences, language barriers, criminal sophistication and high degree of mobility all contribute to their anonymity.

The lack of attention and familiarization with Asian street gangs and their activities by law enforcement have allowed them to engage in criminal activity nearly unnoticed.

Asian street gang members engage in sophisticated, well-organized criminal behavior and become professional criminals at a very young age. This criminal activity involves a variety of crimes with strong violent and threatening overtones. These crimes include: murder, rape, robbery, extortion, assault, burglary and theft. They frequently intimidate and violently threaten victims and witnesses and continue their criminal activities with impunity.

Confrontations between gangs or ethnic groups are also increasing as rivalries develop and specific communities suffer as the gangs jockey for control.

ASIAN GANG CHARACTERISTICS

Most Asian gangs share similar characteristics. One of the most common, of course, is involvement in crime for profit, closely followed by a high level of discretion when being interviewed by the police. Another is their high mobility after committing crimes. An Asian gang suspect can flee from state to state very easily and quickly as money is not a problem.

Territory is not a high consideration as the various Asian ethnic gangs must cross many boundaries in order to get to their victims. Many Asian gangs hang out at popular clubs and discotheques. Again, money is not a

problem as with traditional gangs. The younger groups hang out at hamburger stands and coffee shops. The younger Korean gang members frequent nightclubs and if identified as being under age, will buy their way in. Sometimes just being known as a gang member by management is intimidating enough to gain entrance. Many of the Chinese/Vietnamese frequent local gambling establishments, where they also victimize patrons. Most of the Filipino gangs hang out at residences and small shopping centers much like traditional gangs. Shopping malls have become a popular hangout for younger Asian gang members.

Asian gang members generally drive popular cars. It is very common to see a Chinese or Chinese/Vietnamese gang member drive late model white Toyotas or Datsuns. Korean gang members prefer to drive late model Camaros and Trans-Ams.

Specific gang identification, with the exception of Filipino gangs, is still very difficult. This is largely due to their desire to be discrete regarding their activities. Contrary to traditional gang members, Asian gang members do not spontaneously boast of their position or deeds. Their objective, to deceive and remain anonymous to law enforcement, remains a high priority. As far as identifying marks are concerned, only the Filipinos, Chinese and Vietnamese wear tatoos. However, most Asian gang members, including the aforementioned, wear scars from cigarette burns. In most cases, cigarette burns were the result of an initiation. New members will have cigarettes put out on their wrist or the backs of their hands as a display of loyalty and courage.

CHINESE GANGS

The formation of Chinese gangs in California can be traced back to the latter part of the 19th Century with the influx of large numbers of Chinese immigrants. Because of language barriers, customs and cultures, etc., various Chinese communities were formed. With the formation of these communities, the Tong organization was born.

The first Chinese gangs observed in California resulted from criminal alliances being formed within the Tong organization. The Tongs, a benevolent group, formed to provide support and financial assistance to Chinese families in establishing businesses. However, some members of the Tongs became involved in illegal activities such as extortion, gambling and prostitution. In order to protect these criminal interests and intimidate families who had borrowed money, "look-see boys" were recruited from within the Chinese community. They acted as eyes and ears and reported the presence of police and strangers in the vicinity of gambling dens, houses of prostitution, or other designated locations. From the ranks of the "look-see boys" (whose activities) evolved the Chinese gangs of today.

In 1965, the Wah Ching, the first Chinese youth gang was formed in Los Angeles and San Francisco. Wah Ching, when literally translated, means "Chinese youth". The one prerequisite for being a member was to have been born in Hong Kong. The Wah Ching soon developed a reputation for torture, murder and other violent acts which allowed them to extort businesses and other community members.

In early 1970, a member of the Wah Ching, Joe Fong, left the gang and formed a group called the Chung Ching Yee, or Joe Fong Gang, now known as the "Joe Boys". Both the Wah Ching and the Joe Boys competed for control of illegal gambling, extortion and other criminal activities within their communities.

Currently, there are approximately 300 members of the Wah Ching and 175 members of the Joe Boys in both Los Angeles and San Francisco. The rivalry between the two gangs resulted in the now infamous "Golden Dragon Massacre" in which five people were killed and eleven wounded when the Joe Boys attempted to eliminate the leadership of the Wah Ching.

The Golden Dragon Restaurant in San Francisco's Chinatown was filling up with nearly 100 customers at 2 AM, Sunday, September 4, 1977. Some of them were tourists from other cities, such as Seattle and Los Angeles, who were spending Labor Day weekend in San Francisco. Many were local residents who had just come from the bars and discotheques in Chinatown. Small groups of Asian youths were seated at various tables and booths in the restaurant.

About 10 miles away, a dozen Chinese youths, commonly known as "Joe Boys", were sitting in a house in Daly City waiting for a telephone call. A few minutes later, the phone rang. The message was short. "The Wah Ching are at the Golden Dragon". Five youths left the house, got into two cars and headed north into San Francisco. One of the drivers was 16-years old; the other was 23-years old. Three 17-year old youths rode with the younger driver. They were holding two shotguns, a .38 caliber revolver and a .45 caliber semi-automatic rifle, all loaded.

At 2:49 AM, the diners in the Golden Dragon noticed that something strange was happening inside the front entrance. They saw three young males wearing stocking masks and holding guns. The three gunmen quickly spread out, pointed their guns directly at the surprised diners and opened fire. Five people died and 11 were wounded. Most of the dead and seriously wounded were young Asians, college students, law students and church members. The other young Asian diners, who had escaped death and injury by ducking under tables, were the Wah Ching, the target of the assault.

The Golden Dragon incident was not a spontaneous or isolated incident. It was a planned and coordinated effort by the Joe Boys to destroy the leadership of the Wah Ching, their rival gang. Additionally, members of the Hop Sing Boys were present at the restaurant and were fired upon by the Joe Boys.

All but one of the Joe Boys who took part directly or indirectly in the incident have been apprehended. The effort to eliminate the Wah Ching leadership by killing them in the Golden Dragon Restaurant was a retaliatory move for an incident which occurred just two months earlier.

In addition, San Francisco has two other gangs called the Hop Sing Boys and Kit Jai Boys (Kid Boys) with approximately 50 members each.

Chinese gangs generally have no single leader, but are cellular, independent operations which may join together when confronted by a common enemy.

There is no standard, recognizable dress for Chinese gang members, although

some members of the Wah Ching have been known to wear T-shirts with their gang name printed on them. Some members of this gang also have tatoos with the gang name or initials.

FILIPINO GANGS

Filipino gangs had their beginning in the Philippines. Following World War II, many hard-core criminals who were released from prison in the Philippines formed gangs, establishing territorial grounds and concentrating their criminal activities in Manila.

In 1968, the United States immigration quota for nationals of the Asian-Pacific triangle was increased, and Filipino communities throughout the United States, particularly on the West Coast, grew dramatically. While the Filipino community as a whole had a very low crime rate, some of its members formed gangs which have grown into a serious law enforcement problem.

Filipino gang members may be identified by tatoos containing their gang names. Unlike most other Asian gangs, Filipino gangs display their gang name in graffiti.

In contrast to other youth gangs mentioned in this report, hardcore members of Filipino gangs are usually older, with some in their 30s. However, it is the younger members who are used to run weapons and drugs and who often commit the most violent acts in order to prove themselves.

Although many cities in California have some type of Filipino gang, the greatest concentrations are located in the San Francisco and Los Angeles areas.

San Francisco, with the largest number of Filipino gangs, has three which are the most active:

1. Bahala Na, or BNG, which is presently the largest and most violent-prone gang in the City.
2. LVM (which stands for the three main groups of islands in the Philippines -- Luzon, Visayas and Mindanao) is a gang which has been at war with Bahala Na for the past several years.
3. The Frisco Boys, formed in San Francisco approximately 15 years ago, has an active membership of about 50. Its own sub-groups are the "Batang 13", or Youth of 13, and the "Batang Frisco", or Youth of San Francisco.

Three other gangs -- "Ugat Banal" or (Blood Brother), the "Sinta Seven", and the "Sige-Sige Sputniks" (SS Sputniks) are also based in San Francisco but are less active than those previously mentioned.

Other cities in the Bay Area have Filipino gangs such as the "Oakland Boys", the "Manila Boys" (from Neward and Fremont), the "Union City Boys" and others too numerous to mention. These gangs look to the San Francisco gangs for leadership.

There are two major Filipino gangs in the Los Angeles area:

1. The "Satanas" gang was formed in 1972 by a former Sige-Sige Sputnik through recruitment of high school students. Its current membership is primarily foreign born and range in ages from 14 to 32 years. Gang warfare frequently occurs between the Satanas and Hispanic youth gangs.

2. The "Barkadang Guam" is made up of Filipinos who are from the Island of Guam. While the gang is relatively small with only approximately 20 members, its involvement in criminal activities such as narcotics, burglary, muggings and assaults with deadly weapons has made it a significant law enforcement problem.

KOREAN GANGS

Korean youth gangs are found primarily in the Los Angeles area, and are becoming a significant law enforcement problem. The gangs are involved in such criminal acts as extortion, robbery and burglary and target as their victims other members of the Korean community. Victim/witness intimidation is very common and further complicates law enforcement efforts.

Korean gang members are usually newly arrived immigrants who have been in the United States for less than five years. The structure of the gangs reflect their traditional respect for elders, with younger members being subservient.

Korean youth gangs do not use graffiti and do not wear distinguishing clothing or tatoos. Gang warfare between the various Korean youth gangs or against other ethnic groups is viturally unknown.

VIETNAMESE GANGS

There are very few Vietnamese youth gangs in California, but those which have formed are located primarily in the Los Angeles/Orange County areas where large numbers of Vietnamese settled in the mid-1970s. The gangs are involved in extortion of businesses within the Vietnamese community in exchange for "protection".

The Vietnamese who assimilated easily in Chinatown attempted to conquer the Wah Ching stronghold in Los Angeles, but were quickly repelled by the more established and notorious Chinese youths. Vietnamese gangs such as the Frogmen, Black Dragons and Pink Knights are commonly seen in the Los Angeles area around Vietnamese businesses, but their control lies in Orange County where most members of their community settled.

Vietnamese gangs prey primarily on businesses and demand money and services in exchange for being left alone.

OTHERS

Other Asian groups such as the Pacific Islanders, East Indians and Guameanians have also formed small youth gangs in various areas. Perhaps the most prominent of these are the "Sons of Samoa", who have factions throughout California. Some Samoans have begun to identify with Black gangs and call themselves the "Samoan Crips" or "Sons of Samoa-Crips".

CURRENT PROBLEMS AFFECTING LAW ENFORCEMENT

FIELD ENFORCEMENT

Asian gang members will utilize deception and hide behind their cultural trait of being very quiet when approached or interviewed by non-Asian officers. This is not to say that any Asian officer will get the necessary cooperation from an Asian gang suspect; however, when an Asian gang suspect is confronted by an Asian or non-Asian officer knowledgeable in the suspect's gang sub-culture, he/she will usually cooperate.

When Korean gang members are asked for their name, they will give the officer their name in the Korean sequence, which is last name first, then their first and middle. Consequently, the officer may make a want and warrant check with negative results, when in fact the suspect may have a warrant.

Asian gang members are not identifiable as far as their dress code. Asian gang suspects in a recent Chinatown murder of an LAPD uniformed officer were dressed in business suits, appearing as typical customers in a jewelry store.

Language generally should not be a problem for field officers as in most Asian countries. English as a second language is usually a mandatory course. The problem arises when an officer is interviewing a suspect, witness or victim and it appears that he/she cannot speak English. These persons will often take advantage of the old excuse, "no speak English", for obvious reasons. However, many times witnesses and victims will adopt this ploy due to an uncomfortableness in dealing with the police.

INVESTIGATIVE FOLLOW-UP

Investigative detectives experience the same problems as uniformed field officers. An additional problem is that in some cases successful threats may have been made in the victim's native language, however, when translated, the impact is lessened and the threats are no longer such. Many Asian victims are also contacted by the suspects who appeal to them not to testify for reasons of cultural compassion, restitution and/or intimidation.

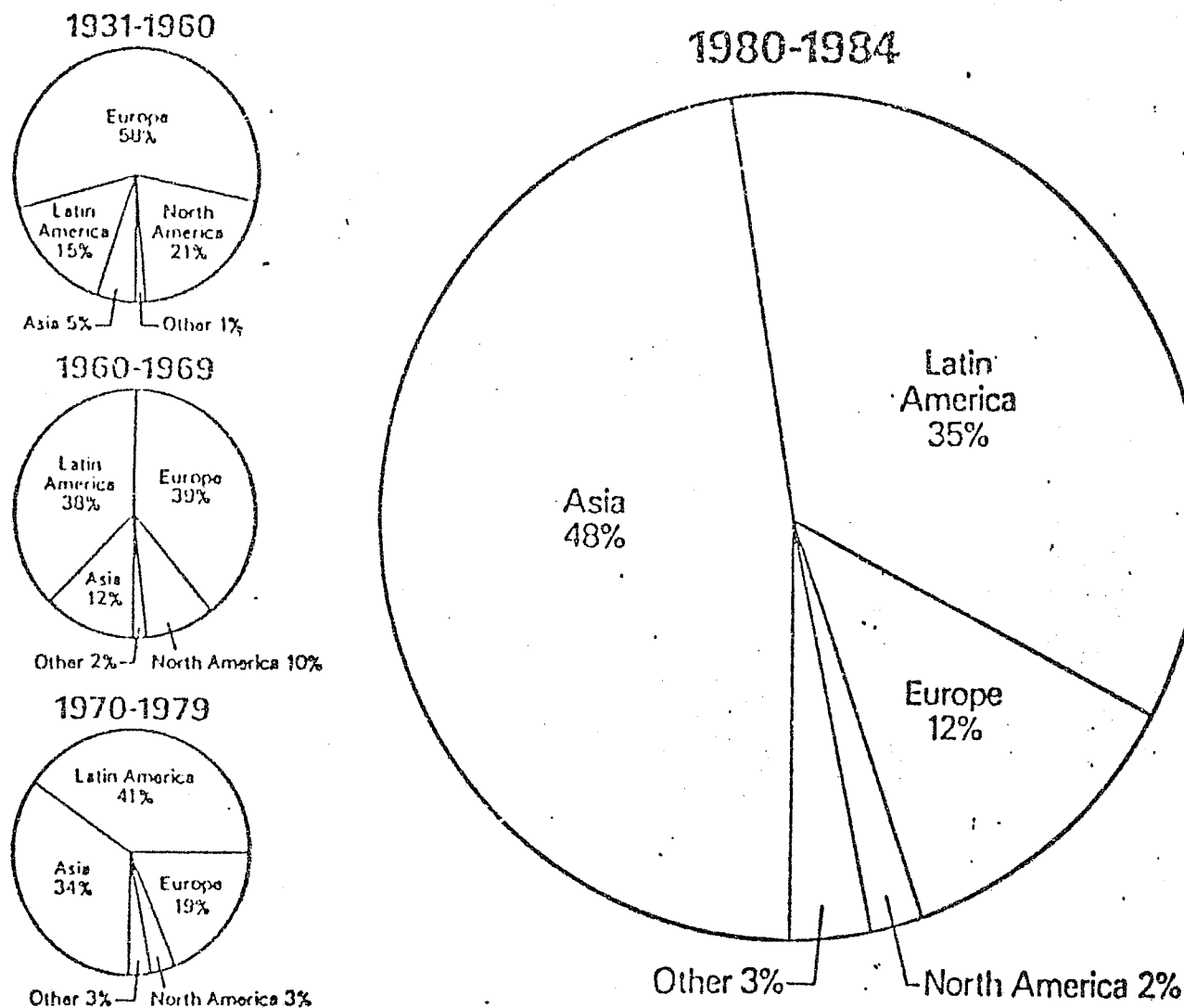
Prosecution becomes difficult due to victim and witness apathy, especially in one-on-one identifications. Extortion cases are extremely difficult to file as are defrauding an innkeeper. A combination of victim and witness apathy, coupled with the suspect's basic understanding of the law makes investigative follow-up very difficult.

TABLE 1

IMMIGRATION TO THE UNITED STATES 1820 - 1983

(From 1820 to 1857, figures represent alien passengers arrived; from 1858 to 1891 and 1895 to 1897, immigrant aliens arrived; from 1892 to 1894 and to the present time, immigrant aliens admitted.)

Year	Number of Persons	Year	Number of Persons	Year	Number of Persons	Year	Number of Persons
1820 - 1953	51,406,446	1859	352,768	1920	430,001	1971 - 1980	4,493,314
1820	8,395	1870	387,203	1921 - 1930	4,107,209	1971	370,478
1821 - 1830	143,433	1871 - 1880	2,812,191	1921	805,228	1972	284,525
1821	9,127	1871	321,350	1922	309,556	1973	400,060
1822	6,911	1872	404,805	1923	522,919	1974	394,351
1823	6,354	1873	459,853	1924	706,895	1975	335,194
1824	7,912	1874	313,239	1925	294,314	1976	393,510
1825	10,199	1875	227,453	1926	301,493	1976, TO	103,576
1826	10,837	1876	169,955	1927	335,175	1977	462,215
1827	18,875	1877	141,257	1928	707,255	1978	601,442
1828	27,292	1878	138,453	1929	279,578	1979	450,348
1829	22,520	1879	177,925	1930	241,700	1980	530,639
1830	23,322	1880	457,257	1931 - 1940	528,431	1931 - 1983	1,750,494
1831 - 1840	509,125	1881 - 1890	5,246,513	1931	97,139	1981	596,500
1831	22,533	1881	669,431	1932	35,575	1982	594,131
1832	60,482	1882	765,992	1933	23,068	1983	559,763
1833	58,640	1883	603,322	1934	29,470		
1834	65,355	1884	518,592	1935	34,955		
1835	45,374	1885	395,346	1936	35,329		
1836	76,242	1886	334,203	1937	50,244		
1837	79,340	1887	490,103	1938	67,895		
1838	39,914	1888	546,885	1939	82,938		
1839	63,069	1889	444,427	1940	70,756		
1840	84,066	1890	455,302	1941 - 1950	1,035,019		
1841 - 1850	1,712,251	1891 - 1900	3,587,554	1941	51,776		
1841	80,299	1891	560,313	1942	23,731		
1842	104,555	1892	579,553	1943	23,725		
1843	52,495	1893	429,750	1944	28,551		
1844	78,515	1894	285,631	1945	38,119		
1845	114,371	1895	258,535	1946	108,721		
1846	154,410	1896	343,267	1947	147,292		
1847	234,968	1897	230,832	1948	170,570		
1848	275,527	1898	229,239	1949	185,317		
1849	297,074	1899	311,715	1950	249,187		
1850	369,920	1900	448,572	1951 - 1960	2,513,479		
1851 - 1860	2,598,214	1901 - 1910	8,795,046	1951	205,717		
1851	379,406	1901	487,918	1952	255,520		
1852	371,533	1902	648,743	1953	170,434		
1853	308,545	1903	857,046	1954	208,177		
1854	427,833	1904	812,970	1955	237,790		
1855	200,377	1905	1,020,499	1956	321,825		
1856	250,435	1906	1,100,705	1957	325,857		
1857	251,200	1907	1,255,342	1958	253,265		
1858	123,126	1908	782,870	1959	260,656		
1859	121,232	1909	751,781	1960	265,398		
1860	153,640	1910	1,041,570	1961 - 1970	3,321,677		
1861 - 1870	2,314,024	1911 - 1920	5,735,811	1961	271,344		
1861	91,313	1911	878,587	1962	293,763		
1862	91,995	1912	833,172	1963	306,250		
1863	176,282	1913	1,197,872	1964	292,248		
1864	193,419	1914	1,210,490	1965	295,697		
1865	245,120	1915	326,700	1966	323,040		
1866	310,569	1916	293,270	1967	361,972		
1867	315,722	1917	295,403	1968	454,448		
1868	338,842	1918	110,618	1969	359,579		
		1919	141,132	1970	372,375		



LEGAL IMMIGRANTS TO THE U.S.: 1931-1984
By Region of Birth

**REFUGEE ARRIVALS INTO THE UNITED STATES BY NATIONALITY
FISCAL YEAR 1983**

Nationality	Refugee arrivals
Total	57,064
Afghanistan	2,475
Albania	61
Angola	10
Austria	106
Belgium	6
Brazil	1
Bulgaria	158
China, Mainland	155
Cuba	723
Cyprus	2
Czechoslovakia	1,191
Djibouti	1
Egypt	5
Estonia	1
Ethiopia	2,275
Finland	1
France	9
German Democratic Rep.	52
Germany, Federal Rep.	11
Greece	37
Hungary	651
India	1
Iran	1,017
Iraq	1,577
Israel	2
Italy	16
Jordan	2
Kampuchea	11,161
Laos	2,631
Lebanon	4
Malawi	1
Malaysia	1
Mozambique	11
Namibia	1
Pakistan	8
Poland	5,520
Romania	3,758
Saudi Arabia	1
Singapore	39
South Africa	13
Spain	10
Sudan	59
Syria	17
Thailand	411
Turkey	19
United Kingdom	5
USSR	1,363
Vietnam	21,463
Yemen (Aden)	1
Yugoslavia	9
Zaire	11
Stateless	1

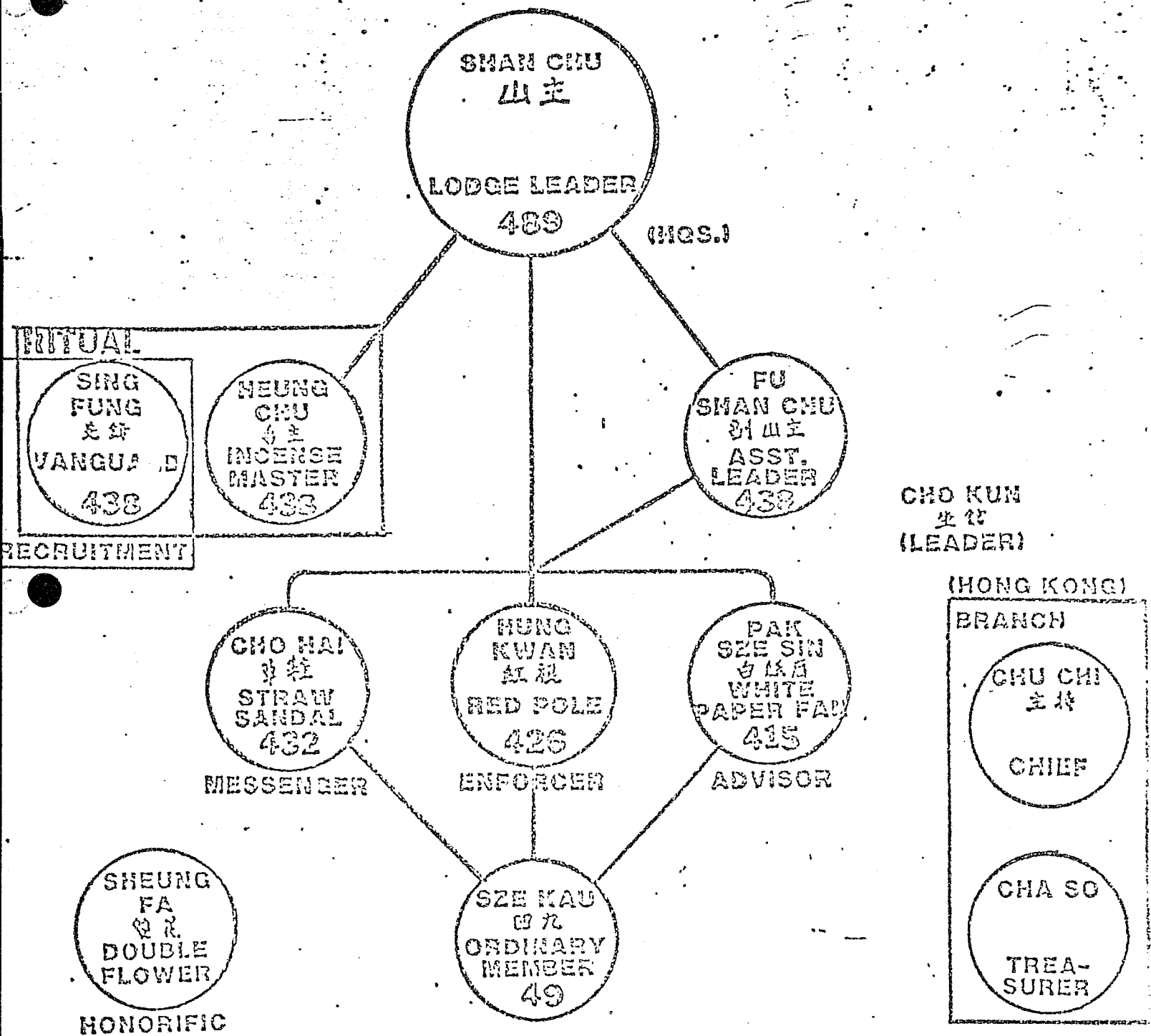
TABLE 4

California counties having an Indo-Chinese refugee population of 1,000 or more as of July 1, 1983. (Permanent Indo-Chinese resident aliens, Indo-Chinese who have become U. S. citizens, and U. S. born children of Indo-Chinese residents not included).

Alameda	10,310
Contra Costa	3,080
Fresno	10,830
Kern	1,050
Los Angeles	73,600
Marin	1,060
Merced	4,820
Monterey	2,290
Orange	46,800
Riverside	3,000
Sacramento	10,200
San Bernardino	2,910
San Diego	26,550
San Francisco	25,100
San Joaquin	15,200
San Mateo	1,580
Santa Barbara	1,610
Santa Clara	30,450
Sonoma	1,710
Stanislaus	3,150
Ventura	1,700

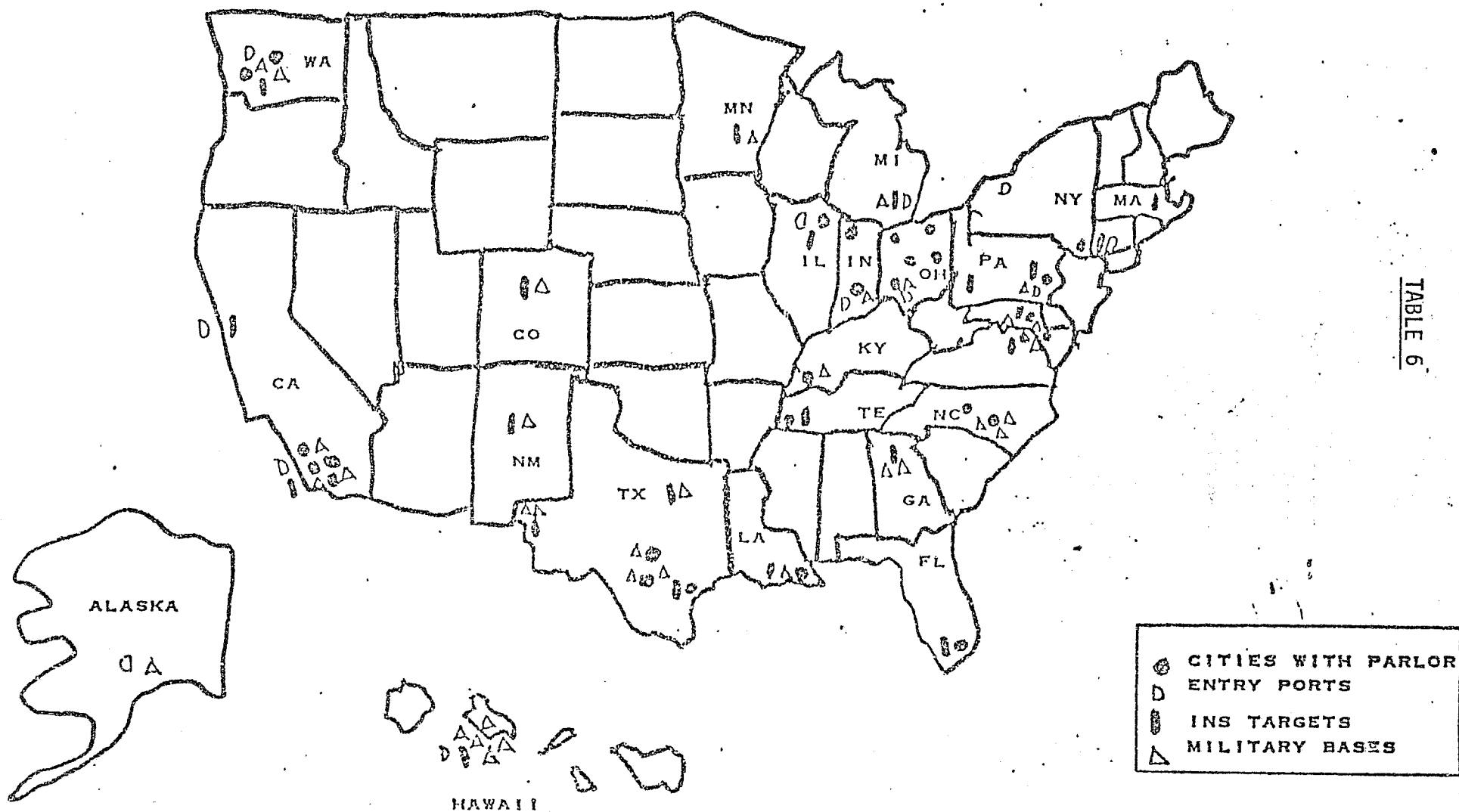
Source: California State Department of Finance Population Research Bureau.

TRIAD



DISTRIBUTION OF KNOWN KOREAN MASSAGE PARLORS, INS INVESTIGATIONS,
KOREAN FEMALE ENTRY PORTS AND ADJACENT MILITARY INSTALLATIONS

TABLE 6



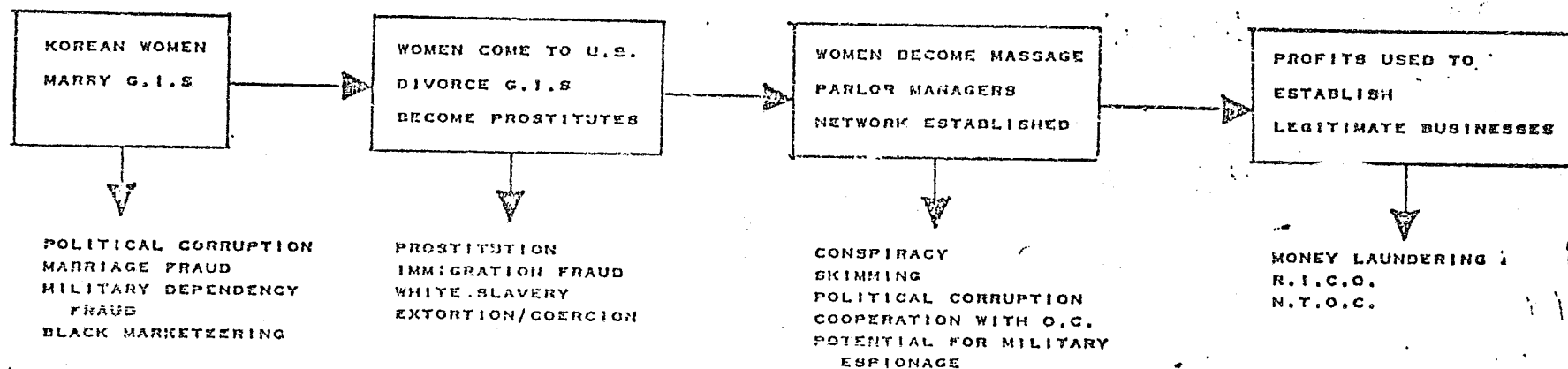
KOREAN ORGANIZED CRIME TASK FORCE
MAGLOCLN

KOREAN ORGANIZED CRIME

PROSTITUTION SCHEME AND ATTENDANT CRIMINAL ACTIVITIES

TABLE 7

57



CHAPTER III

DEFINING THE FUTURE

RELEVANT TRENDS

To properly plan for the future, it is important to get some idea what that future may look like. There are several ways to forecast the future which eliminate "predictions" or "guesses".

To forecast the future environment, I used the Nominal Group Technique (NGT). I selected a group of six individuals who represented a broad perspective from law enforcement to representatives from private business and academics. Through brainstorming, literature and a discussion relative to the project question, this group identified the below listed set of emergency trends. It was determined the below listed trends should be monitored:

TRENDS	EVENTS
1. Different types of gang crimes.	1. Improved enforcement methods.
2. More Asian gangs and gang members.	2. Formal prevention and intervention program.
3. Need for more Asian officers.	3. Enhanced recruitment.
4. Increase of Asian organized crime.	4. Improved statewide and national law enforcement cooperation and training.
5. Racial/ethnic strain.	5. Expanded community based neighborhood programs.
6. Need for Asian community relations program.	6. Improved programs to educate Asian citizens.
7. Need for Asian cultural training for police officers.	7. Asian academics and community members used for training.
8. Corruption of public officials.	8. Values reviewed frequently and vigilant investigations.
9. Increase in Black and Hispanic gang activity.	9. Increased emphasis on solving street gang problems.
10. Increase in overall street gang crime.	10. Continued emphasis on solving street gang problems.
11. Increase Asian victimization.	11. Confidence developed to ensure reporting.

12. More mobile gangs.

13. More complex street gang problems.

14. Need for centralized information system.

15. New resource demand.

12. Systems implemented to track movement.

13. The assigning of more personnel and resources to combat the problem.

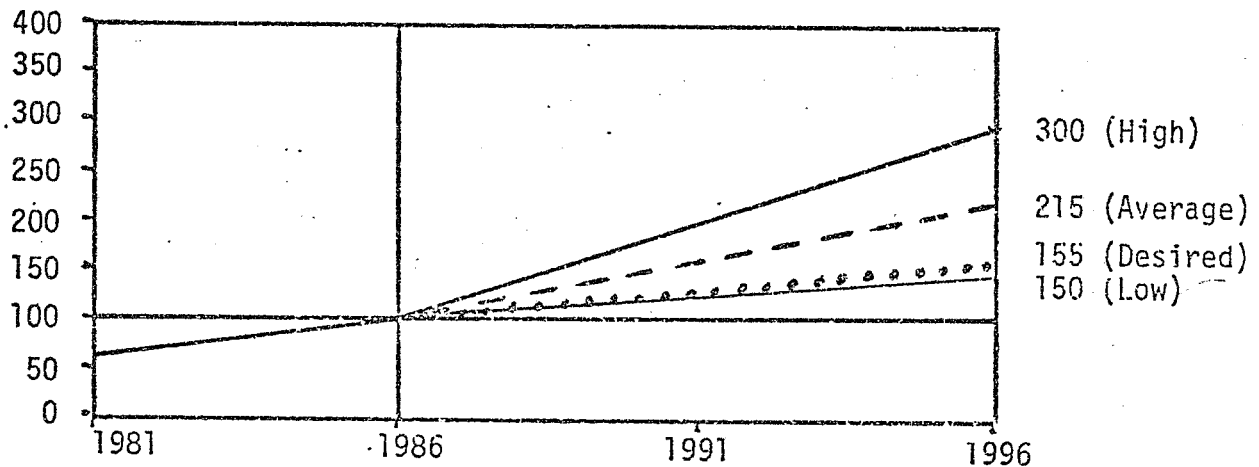
14. State funds allocated for statewide system.

15. Public and private financing of prevention and enforcement program.

FORECAST*

From the general set of trends, three were identified to most useful and pertinent to forecasting the future of Asian gang related crime:

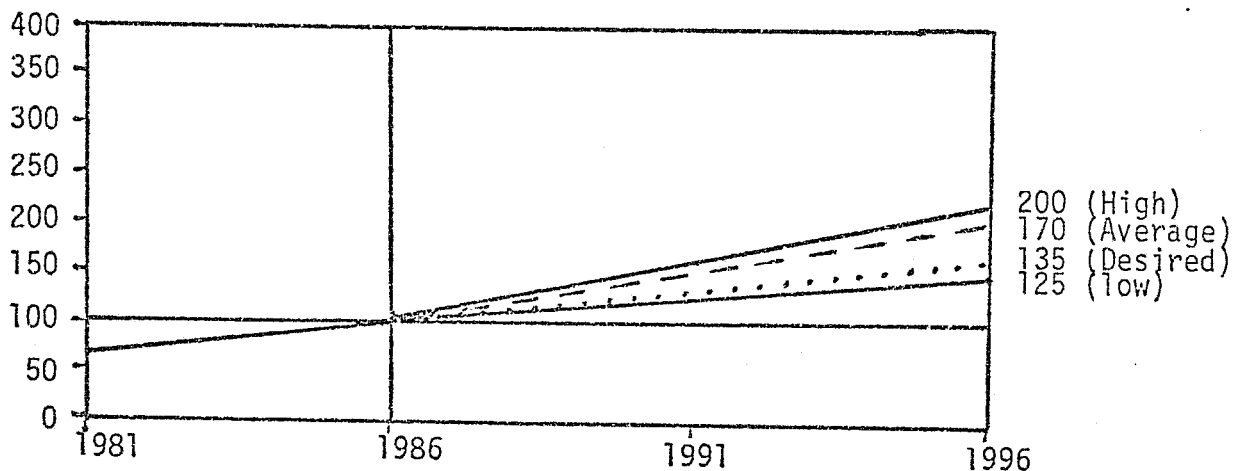
INCREASE OF ASIAN ORGANIZED CRIME



1. Increase of Asian Organized Crime

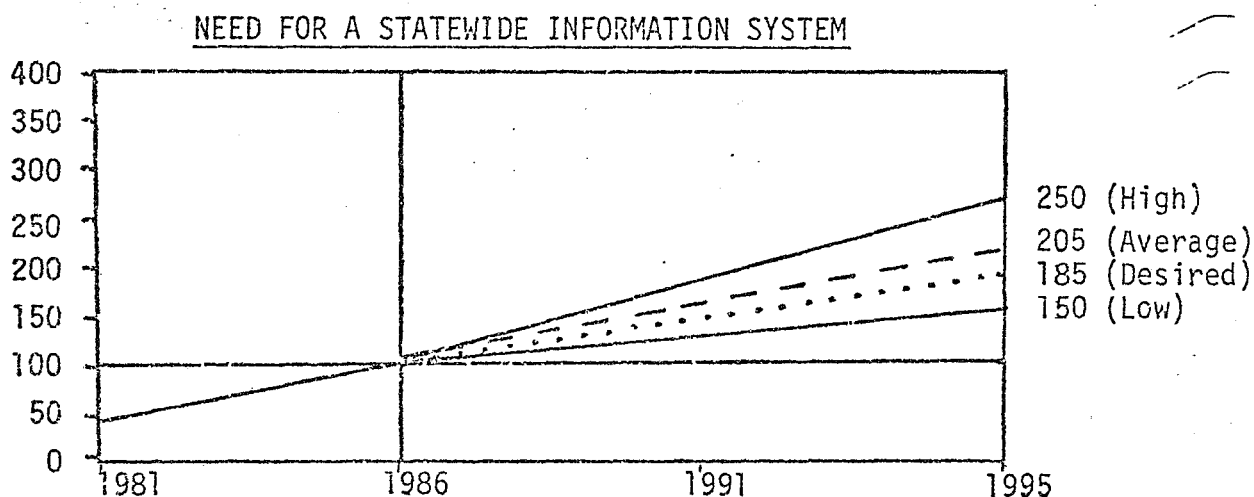
In June, 1983, the Federal Bureau of Investigation (FBI) studied an emerging crime problem of Asian origin. That study showed a growing involvement of criminal groups in the United States of Asian extraction in organized crime. As the Asian population in California grows, it is predicable there will be growth in crime perpetrated by Asians. Interestingly, the forecast indicates the growth of Asian organized crime is inevitable. A desirable future would be to restrict its growth as much as possible.

INCREASED ASIAN VICTIMIZATION



2. Increased Asian Victimization

Asian communities are generally close-unit and selfsustaining. Approximately 70% of the Asians living in California are foreign born. As more immigrants arrive, this relative percentage of foreign born will increase. Since new immigrants and refugees to the United States bring with them preconceived, negative ideas regarding government and law enforcement, they will continue to avoid the police and not participate in traditional community relations programs. Unreported crime will only perpetuate lawlessness and victimization. It is predictable that with an increase in the Asian population, there will be an increase in Asian victims of crime. The forecast indicates an increase in Asian victimization since Asian gangs primarily prey on their own ethnic communities.



3. Need for a State-wide Information System

Asian street gang members are more mobile than traditional Black and Hispanic gangs. In addition, they are inclined to engage in more sophisticated crimes such as extortion, residential robberies, narcotics, gambling, loan sharking and car theft. California law enforcement has identified the need to maintain communication links with other statewide agencies in an effort to track and identify Asian gang members. This need will expand as the Asian gang problem does and a centralized information clearinghouse is forecasted as highly desirable and probable.

*Table Explanation:

High: Highest estimate from NGT

Average: Mean of estimates from NGT

Desired: Mean of "most desirable" future from NGT.

Low: Lowest estimate from NGT

These trend scales visually articulate the 10 year forecasts for the three selected trends. Each trend identified also has many social aspects which are demonstrated by the dynamic spread between nominal and normative forecasts by the panel.

The panel judged the general situation for each of the trends to have been better five years ago. There was also a broad lack of optimism that conditions would improve in the future. In two of the three trends, the panel focused on conditions which will negatively impact law enforcement in the future. The third trend, although needed to deal with an anticipated rise in street gang crime in general, was identified as particularly important concerning Asian gang crime.

The project panel identified numerous events considered to be certain and uncertain relative to the project question. From this general group, the panel considered the following events as critical. The events were rated through the NGT process as to individual probability. They were then evaluated as to their relative impact on each other using the cross-impact process

EVENT EVALUATION	1996 PROBABILITY
1. Improved statewide and national law enforcement cooperation and training.	60%
Automation and the world of technology enables law enforcement to communicate more efficiently and timely. Advances in methods designed to identify and track criminals and neutralize their mobility and assumed identities are developed. Greater federal law enforcement support enables local agencies to detect organized crime groups and interstate movement.	

2. Confidence developed in Asian communities to ensure reporting and involvement.

60%

Law enforcement has been successful in opening lines of communication in the Asian community. Fear of retaliation by gang members and the historical suspicion of the police have been overcome. The American judicial system is better understood and Asian neighborhoods and businesses are more actively involved in crime prevention activity.

3. State funds are allocated for statewide automated crime and gang information systems.

55%

Street gangs are recognized as a serious pervasive criminal element. The increase in Asian gangs draws attention to the need to monitor their movements across jurisdictional boundaries. State funds are made available in the form of regional grants designed to network with a centralized information system.

4. Expanded community and neighborhood crime prevention programs.

28%

The acculturation of Asians into the American way of life has prompted more of a collective crime fighting attitude. Asian businesses and Asian controlled corporations have contributed money and resources to combating crime in their respective ethnic communities. The recruitment of more Asian police officers has developed stronger lines of communication and overcome cultural barriers to police/community relations.

CROSS-IMPACT ANALYSIS

IF THE STATEWIDE AND NATIONAL COOPERATION WERE IMPROVED:

The impact would be:

- * Confidence developed in Asian communities (probability of 47% increased to 50%).
- * State funds are allocated for statewide systems (probability of 55% increased to 75%).
- * Expanded community/neighborhood prevention programs (probability of 28% increased to 40%).

IF CONFIDENCE WAS DEVELOPED IN THE ASIAN COMMUNITY:

The impact would be:

- * Improved statewide/national cooperation and training (probability of 60% - unchanged).
- * State funds are allocated for statewide systems. (probability of 55% decreased to 50%).
- * Expanded community/neighborhood prevention programs (probability of 28% increased to 70%).

IF STATE FUNDS ARE ALLOCATED FOR STATEWIDE SYSTEM:

The impact would be:

- * Improved statewide/national cooperation and training (probability of 60% increased to 80%).
- * Confidence developed in Asian communities (probability of 50% increased to 57%).
- * Expanded community/neighborhood prevention programs (probability of 28% increased to 40%).

IF COMMUNITY AND NEIGHBORHOOD CRIME PREVENTION PROGRAMS EXPANDED:

The impact would be:

- * Improved statewide/national cooperation and training (probability of 60% increased to 70%).
- * Confidence developed in Asian communities (probability of 47% increased to 90%).
- * State funds are allocated for statewide systems (probability of 55% unchanged).

CHAPTER IV

SCENARIOS

To create a vision of what the future could look like, two scenarios were developed. These scenarios were built around the emerging trends and events developed during the research portion of this project.

The following scenarios described in narrative fashion how the project issue could affect California law enforcement in the future.

SCENARIO NO. 1

The year is 1991, and the governor has directed a special panel to review the status of Asian gang-related crime in the State of California. This is a follow up to general guidelines to eliminate Asian street gang violence developed in December, 1986 by a Blue Ribbon Committee.

That Committee was comprised of Asian community leaders, educators and businessmen; law enforcement representatives from cities impacted by Asian gang-related violence; and management level representatives from the Immigration and Naturalization Service and the Federal Bureau of Investigation. The Committee developed an analysis of the sweeping demographic changes that would be occurring in California during the five-year period, 1987 to 1992. The analysis included, but was not limited to, shifts in population growth, density, median age and ethnic plurality. The Committee also forecast what law enforcement needs would be based on these changes.

Proudly, the panel reports to the governor that the guidelines and recommendations made five-years ago have proven to be successful. Those guidelines developed by the Committee were utilized by law enforcement agencies with a large degree of success. Proactive programs based on education, prevention and intervention were developed and implemented by specialized units. The initial target was to dissuade community apathy toward street gangs in general. Before this could be accomplished, non-Asian

patrol officers assigned to Asian areas were provided background training in Asian customs, class systems, religious and business practices. This training was provided during roll calls by community representatives and developed in the non-Asian officers an understanding of the community they serve. These officers entered the impacted areas better equipped to interface with the community in the quest to seek out community contacts. Community-based neighborhood watch and anti-street gang programs were presented. During these meetings, anti-gang brochures containing an anti-gang hotline telephone number were furnished to anyone who needed help to avoid or quit street gang involvement. An anti-gang program was introduced in schools and directed toward "at risk" juveniles. Public and private financing of law enforcement crime prevention programs by businesses located in impacted Asian areas resulted in a greater sense of unity and responsibility to the Asian community. The community leaders, via community-based meetings and media exposure, heralded the sincerity of law enforcement to assist the Asian community in ridding themselves of street gang criminals. Confidence in the criminal justice system grew. A door-to-door poll was conducted by law enforcement in the impacted areas to determine their level of effectiveness. The results were overwhelmingly positive. The community believed in their police department and supported their effort to make the Asian community a safer place in which to live. Police officers were no longer feared or looked upon with distrust. Outreach recruitment programs resulted in an increase in Asian police candidates from the most heavily affected Asian center. Confidence in law enforcement resulted in an increase in the number of gang-related crimes reported, ultimately resulting in a shift of personnel resources. The additional assigned personnel were deployed as footbeats,

crime report writers in community-based substations and task forces. The indigenous gang leaders were identified and targeted for surveillance, ultimately being arrested, convicted and sentenced to prison terms. The systematic removal of the identified criminally active leaders caused a void no one wanted to fill. The Asian street gangs feeling the drain of their imaginary control of the community began to travel to other Asian communities located throughout the State to commit crimes and seek refuge. Law enforcement agencies sought and received State funded grants to develop tracking systems to trace their movement and provide criminal history on targeted street gang members. A state level clearinghouse for training information and assistance was developed to assist small sized law enforcement agencies Statewide. Several regional programs involving law enforcement agencies were developed which proved effective.

An anti-corruption program stressing ethical principles and values for public officials was initiated by law enforcement. Sting operations based on information received from the Asian community were instituted against suspected corrupt public officials. The resulting publicity served as a deterrent and subtle message that the Asian community would no longer be silent victims.

In closing, the panel reports that although Asian gang-related crime is still present, it is in check. While the large influx of Asian citizens predicted became a reality, proper anticipation and strategic planning has avoided the uncontrolled growth of Asian street gangs and developed improved avenues of communication with the Asian community throughout the State.

SCENARIO NO. 2

The year is 1991, and there has been a substantial increase in migration of Asians into this country, with the majority of them settling in California, which has created new challenges for law enforcement. Of paramount importance to law enforcement has been the overall increase in street gangs as the newly arrived Asians make their way to existing Asian communities to live. There, the young Asians, out of necessity, for protection from existing street gangs have joined established Asian gangs or have formed their own gangs.

Local police have been confronted with different types of gang-related crimes. The Asian gangs prey on their fellow Asians, relying on the Asian community's cultural distrust of law enforcement to avoid arrest. The gangs are involved in protection and extortion rackets of established businesses, prostitution, loan sharking, gambling and other non-traditional street gang crimes. In addition, the vicimization in the Asian community has increased as the gangs have expanded.

This increase in Asian gangs and Asian victims has created a need for more Asian police officers. Officers who understand the Asian culture and speak the Asian language are needed to overcome the Asian cultural distrust for law enforcement. Cultural training for non-Asian officers has become necessary to develop the mutual understanding between the Asian community and law enforcement.

As the Asian population and Asian gangs have increased, the Asian communities have expanded geographically, displacing non-Asians and

non-Asian gangs, principally Blacks and Hispanics. The displaced gangs' criminal activities have increased as they fight for "turf" and to prevent displacement. The non-Asian gangs in some cases have united in their common goal of stopping the encroachment by the Asian gangs. Ultimately, it is feared, street gang fights for control of territory may become the main focus of gang violence.

As Asian gangs have proliferated and gained footholds in their respective communities, terrorizing businesses and citizens, the gangs have become more organized and united for strength. Asian gangs have also expanded their criminal activity to more traditional forms of organized crime; extortion, protection, prostitution, gambling, narcotics trafficking, illegal immigration, "slave trade" and labor racketeering. As the street gangs have grown in both power and wealth, the corruption and control of public officials has occurred. Public officials, out of fear, greed or the power offered by the gangs, have become willing pawns.

The insurgency of Asian gangs has created new and more complex street gang enforcement problems for law enforcement. Asian street gangs, atypical in their dress, when compared to Black and Hispanic gangs, who wear traditional gang style clothing, are not readily identifiable by law enforcement. The detection of gang-related activity is compounded in the Asian community by the reluctance of Asian victims to willingly report the gang's criminal activities; adding to the difficulty in gang visibility in the Asian gangs' practice of frequenting business establishments instead of loitering on street corners.

As the Asian gangs' criminal activities increase, they have shown their ability to travel great distance and cross community, city, county and state boundaries to commit crimes in Asian and non-Asian communities.

The increased and far reaching mobility of Asian gangs has made it even more necessary for law enforcement to develop information files statewide. Automated tracking systems and intelligence networks to trace gang members throughout the state will be necessary for law enforcement to effectively identify gang members, trace their movement and their gang activity. To carry out the administration of criminal justice, a statewide automated system containing parole and probation information on gang members will be needed for all law enforcement agencies statewide.

The rapid expansion of the Asian community and Asian related street gangs has also increased the racial and ethnic strain statewide. Culture clash, prejudice and resentment have developed and will continue until language and culture barriers are removed. Competition for education, jobs and housing only add to the racial and ethnic strain. Labor markets traditionally belonging to non-Asian groups such as the garment and fish industries and domestic workers feel the strain of the increased pressure from the advancing Asian community.

There is a need for Asian community projects to replace the traditional self-help attitude of Asians. It is projected that gang violence will be at such epidemic proportions in the future that citizen and community groups will have to interact with law enforcement to defend themselves against

these criminal elements. The community must bridge the gap between itself and law enforcement to attack and suppress gang activity.

All of this has created new and additional resource demands on law enforcement. Law enforcement has realized it will have to step up recruitment and training of Asian officers. Non-Asian officers will require special training dealing with Asian cultures, customs and problems unique to the Asian community. Interpreters, both inside and outside of law enforcement, will be necessary to span the language barrier. Law enforcement community relation efforts in the Asian community will need to be expanded to overcome the community's fear of the police and to enlist their cooperation and help in developing an alliance to combat and eradicate gang activity. Law enforcement will need to stretch their resources to repress gang activity, to identify gang members and perpetrators of crime, to increase their intelligence network and to effectively track gangs and their activities.

If only someone had the foresight to plan for this, it all may have been avoided.

CHAPTER V

STRATEGY PLAN

INTRODUCTION

The purpose of this chapter is to discuss a strategic plan or "planning map" for law enforcement in California. The data that has been collected and described in this report and the thoughts provoked by the scenarios indicate the probable consequences of the projected changes in the Asian population and the potential impact on street gang-related crime in California. This chapter will further articulate organizational aims and define strategies to achieve them.

1. Situation

a. Environment

Chapter II of this report very thoroughly discusses Asian trends in demographics, immigration, cultural differences and criminal behavior. Without repeating that discussion, it seems sufficient here to state law enforcement is faced with an enormous challenge in the near future concerning Asian crime.

Also, traditional gang crime has increased at an alarming rate in many California cities and will, most likely, continue to be a sizeable problem in the future. The clear distinction between traditional street gangs and Asian street gangs will make enforcement and prevention even more complicated. Both brands of gang crime have roots which are deeply embedded in social problems and

cultural differences. Nevertheless, they both pose unique, massive challenges for law enforcement. The traditional approach in law enforcement used to deal with Black and Hispanic gangs will be less effective in combating the Asian gang crime problems.

In trying to forecast the impact of changing Asian demographics on street gang crime, several trends were identified as most useful:

- * Increase of Asian organized crime
- * Increased Asian victimization
- * Need for statewide information system

During the research and panel discussion, it was determined that each of the above trends currently contributes to the street gang problem and are expected to grow in severity. Currently, the effects of these trends are experienced in communities where sizeable Asian neighborhoods and business areas exist. Considering the projected growth of Asian demographics in the next five to ten years, however, the above listed trends can be expected to impact heretofore unaffected and inundated areas already experiencing problems. Therefore, law enforcement must find ways to penetrate Asian cultural barriers and mobilize impacted neighborhoods to develop an intolerance for street gangs in general. At the same time, law enforcement must devise ways to react to the identified trends and intercept the flow of youth into street gangs.

b. Resources

Law enforcement is generally highly qualified and well equipped in California. The majority of agencies have experienced restricted

budget and resources in the past few years; but this has encouraged innovation and accountability.

There is no doubt that to combat the future challenge of street gangs brought on by Asian growth, law enforcement agencies will have to become involved in a strategy commitment. The Asian community will have to become more involved, in addition to other resources such as Asian business and corporate leaders.

A review of the current capabilities of law enforcement in the state (Addendum No. 1), indicates a better than average potential to deal with the problem. The analysis, however, indicates very little probability there will be much growth, if any, in the near future. This means any long range plan to deal with Asian gang crime must rely on existing resources. Areas clearly in need of development are training, recruitment, cultural awareness, attitudes, management commitment and supervisory skills.

Law enforcement in California has demonstrated an ability to respond satisfactorily to significant challenges in the past. The leadership ability and innovative spirit is present and should play an important part in meeting this challenge. For a strategy and management analysis and situational factors, refer to Addendum Nos. 2 and 3.

c. Stakeholder Demands

The nature of the problem will naturally develop support for any practical solution from the majority of interested parties. There may, however, be those groups or individuals who have mixed feelings or are non-supportive. The attachments (Addendum Nos. 4 and 5) identify the potential stakeholders (those individuals/groups with a special interest in the outcome) and the relative strategic assumptions.

Since perceptions of a problem as dynamic as Asian gangs may have a variety of origins, each law enforcement agency responsible for policing a community impacted by Asian gangs should conduct a community survey to develop data to evaluate those factors most prominent. Concerns such as crime, intimidation, avoidance and media exposure may be important to consider in planning specific public relations and enforcement programs.

2. Law Enforcement

- a. In a broad sense, law enforcement has the responsibility for preventing and deterring crime. When that fails, they are responsible for apprehending violators. The delivery of police service by uniformed officers responding to calls for service is a primary function.

In addition to routine patrol, the Police Department has the responsibility for a myriad of other duties such as protection of life and property and the investigative and support

functions necessary to promote an atmosphere of security and protection.

b. Desired Mission

In addition to being dedicated to providing impartial, effective police service, law enforcement will need to be committed to interdicting the proliferation of Asian gang crime and minimizing Asian victimization. Practically speaking, law enforcement alone is not the answer, however, if Asian gang-related crime is established as a priority, their strength and membership can be diluted.

3. Execution

a. Alternative Courses of Action - Possible Strategies

1. Without modifying current methods and operating procedures, place greater emphasis on combating the overall gang problem in each community.
2. Recognize the increased mobility of street gangs in general (Asian gangs specifically) and develop a regional enforcement posture combining the resources of several agencies. This may have a short-term suppression effect, but long term benefits may be difficult to achieve.
3. The appointment of a gang enforcement coordinator at the state level with the authority to develop a coordinated

approach using all available resources. He should have a mandate to develop a short-term operational approach to deal with the current problem and a more comprehensive long-term solution to the overall street gang problem in the state.

4. The development of regional councils made up of specifically selected stakeholders to study localized gang problems, the causes and solutions and implement corrective actions.
5. The development of specific prevention measures which can be utilized by agencies/communities of all sizes.

b. Recommended Course of Action

There is no magical answer to the street-gang problem. Very clearly, law enforcement must take the initiative to develop a strategy to combat its effects and, further, try to stimulate a sustained effort by the community, social agencies, government agencies and special interest groups toward a long-term solution.

In the past years, substantial advances have been made in elevating the awareness and concern of law enforcement personnel toward street gangs. However, there is an alarming fatalistic attitude that gangs are a part of our culture and community and there is not much law enforcement can do about it. The emphasis on eliminating gang violence needs to be recognized as part of the basic police mission.

Law enforcement has been faced with many challenges in the past. Not many, however, match the scope and persistence of the street gangs, which are well entrenched and firmly dedicated. Successfully meeting the challenge of Asian gangs will require an optimistic commitment and a dedicated, sustained effort.

1. The overall gang enforcement strategy for law enforcement has to involve two separate and distinct dimensions.

* Short Term Strategy

The continued aggressive apprehension and prosecution of all types of criminal gang members is indispensable. Through their active involvement, patrol, traffic, narcotics and detectives law enforcement's overall effectiveness in this area will be improved. Although a stepped up apprehension strategy is not the solution, it will shift the power now enjoyed by the gangs to the police and community.

2. *Long Term Strategy

There is a need to recognize that a sustained commitment for a minimum of five years as an enforcement priority is going to be required. A long range strategy designed to impact the violence committed by street gangs has to emphasize prevention with enforcement as a by-product.

Relative to Asian gangs specifically, law enforcement organizations must develop trust relationship with their respective Asian

communities. Data collection and intelligence files concerning Asian gang members and Asian criminals involved in gang-type crimes should be initiated and maintained locally.

3. The recommended strategy is a combination of alternatives two through five as stated above. The appointment of a coordinator to control and coordinate the state's gang enforcement effort will have the following benefits:

- * Emphasize the importance of the task.
- * Permit appropriate authority to provide advice, allocate resources and assist local efforts.
- * The establishment of goals and objectives, for state agencies.
- * Transcend organizational and territorial obstacles that became artificial barriers to goal achievement.
- * Elevate to the appropriate level the position which will meet with other agencies (Federal, State and local) to discuss plans and suggested solutions.
- * Pinpoint accountability.

- * Improve coordination and focus of gang enforcement units.
 - * Ensure follow through.
 - * Centralize information sharing and training.
 - * Implement statewide automated gang information system, utilizing the Office of Criminal Justice Planning (OCJP).
 - * Require OCJP in conjunction with the Commission on Peace Officers Standard and Training to provide funding for training programs regarding Asian gangs.
 - * Establish a proto-type prevention/intervention program related to Asian gang.
 - * Recommend that the Judicial Council of California institute instructions on gang crime, victim/witness intimidation issues and related topics.
4. At the local or regional level, the following strategy should be considered:

In the short range, stability of the current gang problem is a necessity. This can be done through target oriented enforcement and diligent prosecution. The efficiency of the current organizational

structure needs to be evaluated to ensure there is proper departmentalization.

The long range strategy must include more novel, proactive measures to prevent the proliferation of gang violence indicated in the Situation Section of this plan.

Long range goals should include:

- * Gang Awareness education in all elementary and junior high schools.
- * Parental education and involvement.
- * Publication of brochures for public dissemination with gang recognition information and advice.
- * Centralized automated information system on gangs and crime related data.
- * Gang related legislation.
- * Dedicate more gang enforcement resources to prevention and community mobilization.

- * Develop funding from private sources of police substations (storefronts) located within communities with a heavy Asian concentration.
- * Establish special units in County Probation Departments with responsibility to supervise convicted gang members.
- * Provide specialized training in gang awareness for prosecutors, judges and other criminal justice system officials.
- * Develop community information bulletins outlining methods commonly used by Asian gangs for dissemination to Asian businesses.
- * Specifically identify and target criminally active Asian gang members.

NOTE: A suggested list of preventative measures which should be considered by all impacted agencies is attached as Addendum No. 6.

4. Administration and Logistics

The current organizational structure is fragmented, focuses on short-term delivery, poorly coordinated and lacks follow through. The recommended course of action should provide the opportunity to correct these deficiencies and elevate the strategy as a priority.

Other areas where support will be needed to carry out the strategy are:

- * Expansion of internal programs in the areas of training and sensitizing all personnel to the problem and the strategy to deal with it.
- * Shift in organizational emphasis and environment - more goal/mission oriented.
- * A sustained commitment by all personnel, especially middle and upper level managers.
- * Position involvement by community, business, schools and clergy.

5. Planning System

The type of planning system needed was discussed with several small groups. It would be inadvisable to structure a planning system which did not allow the flexibility to deal with the fluid nature of gang violence. Consequently, it was generally concurred with that issue planning should be combined with an established periodical planning system. A five year strategy with annual reevaluation would be most practical.

ADDENDUM 1

CAPABILITY ANALYSIS: RATING

Each of these items were evaluated on the basis of the following criteria:

- I. Superior. Better than anyone else. Beyond present need.
- II. Better than average. Suitable performance. No problems.
- III. Average. Acceptable. Equal to competition. Not good, not bad.
- IV. Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V. Real cause for concern. Situation bad. Crisis. Must take action to improve.

<u>Category</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>
Manpower		✓			
Technology		✓			
Equipment			✓		
Facility			✓		
Money			✓		
Calls for Service				✓	
Supplies				✓	
Management Skills		✓			
P. O. Skills				✓	
Supervisory Skills			✓		
Training				✓	
Attitude			✓		
Image			✓		
Local Government Support			✓		
Growth Potential				✓	
Expertise				✓	
Management Flexibility			✓		
Pay Scale		✓			
Benefits		✓			
Turnover	✓				
Community Support		✓			
Sick Leave Rates			✓		
Morale			✓		

ADDENDUM #2

STRATEGIC ANALYSIS

External Environment/Strategic Plan

Continued change; multiple agency impact general public support; social conditions; cultural obstacles.

Resource Requirements Organizational

No increase in personnel;
minimal budget increase;
interagency sharing; state
support; resource evaluation

↑
STRATEGIC
MANAGEMENT
↓

Considerations

Centralized vs.
de-centralized;
organization
commitment;
established priority

Internal Environment/Strategic Control

Must convince personnel of priority; development of unified attitude; overcome internal territorial obstacles; balance of resources.

ADDENDUM #3

SITUATION ANALYSIS

WEAKNESSES

Problems too big
Too many involved agencies
System too complex
Lack of societal commitment
Increase in homicides
Recruitment

OPPORTUNITIES

Save lives
Decrease victimization
Improve quality of life
Improve cooperation
Identify causes
Reduce long range cost
(prevention)

THREAT

Narcotics
Internal attitudes
Infringing on other
bureaucratic agencies
Demographic changes
System overloaded
Personnel shortages
Cultural obstacles
Language barriers

STRENGTHS

Aggressive management
Problem identified
Law enforcement can
mobilize
True public service
commitment
Training ability
Media access
Strong access
Strong public support
Good interagency
cooperation
Flexibility

STAKEHOLDERS AND ASSUMPTIONS

1. Community

- a. Neighborhood groups - support
- b. Business - support/mixed
- c. Parents - support
- d. Non-gang youth - support

2. Law Enforcement

- a. State - mixed
- b. Management - mixed
- c. COPs - support
- d. Gang specialist - mixed

3. City Government

- a. Council - support
- b. City Administrative Officers - mixed
- c. Other City Departments - support
- d. City Attorneys - support

4. County Government

- a. Board of Supervisors - support
- b. County Sheriffs - support
- c. Probation Department - support
- d. Community Youth Gang Service Projects - mixed
- e. District Attorney - support

5. Media

- a. Printed - mixed
- b. Electronic - mixed

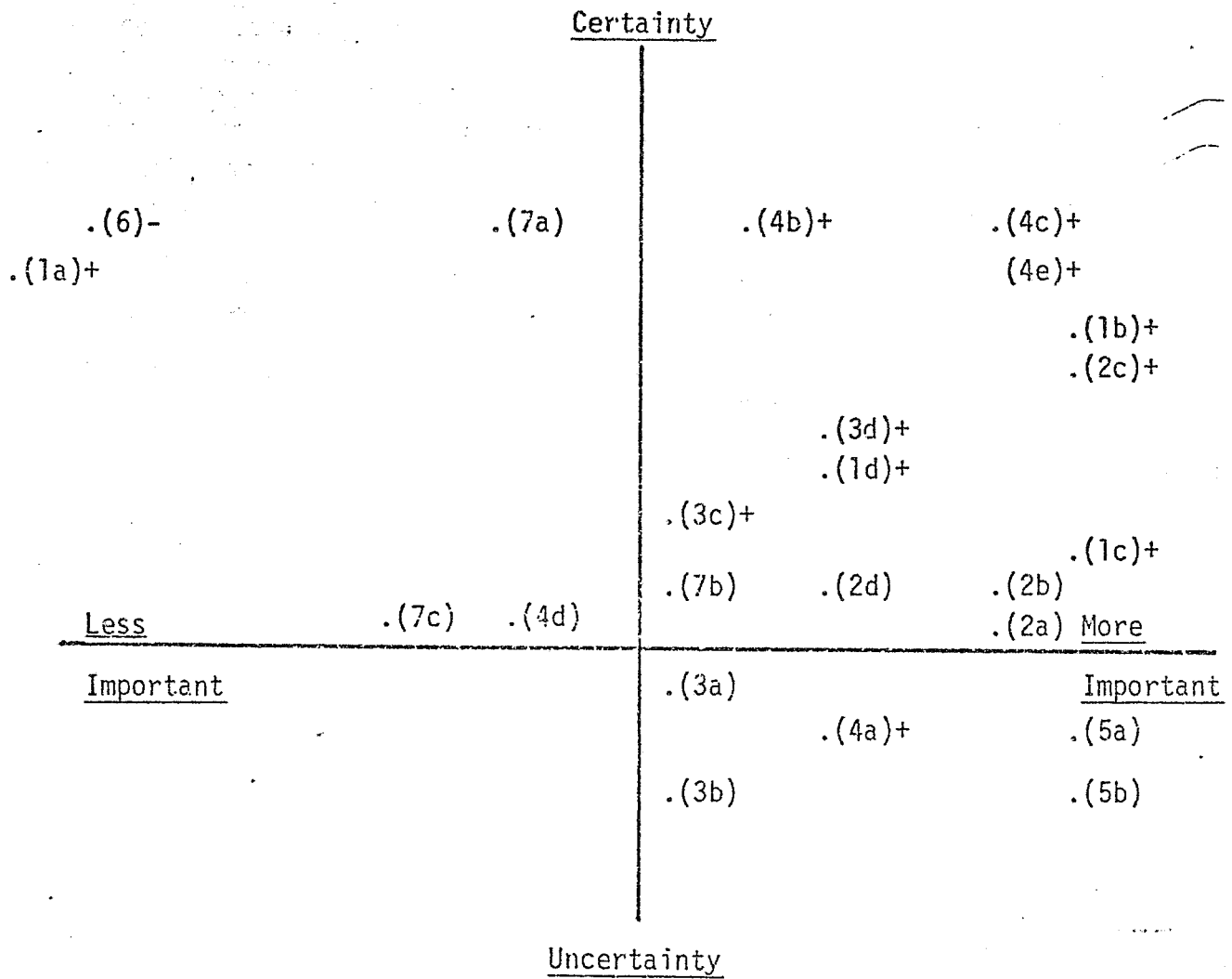
6. Gangs - oppose

7. School Boards

- a. Administration - support
- b. Teachers - mixed
- c. Security - mixed

ADDENDUM #5

STAKEHOLDER CHART



PREVENTION MEASURES

Prevention is the long term cornerstone to impacting gang violence. The following list provides examples of prevention measures that can be implemented. The measures are not listed in any priority order, and are merely offered to stimulate discussion and consideration:

- * A sustained expectation of commitment by all law enforcement personnel especially middle and upper level managers.
- * Provide recognition to employees for innovative gang-related programs.
- * Expansion of internal law enforcement programs in the areas of training and sensitizing all personnel to the problem and strategy to deal with it.
- * Focused enforcement efforts and programs toward career Asian criminal gang members.
- * Target "at risk" Asian juveniles (10 to 15 years of age) for gang resistance training.
- * Seek inter-agency cooperation (courts, probation and parole) to remove the indigenous gang leaders from impacted communities.
- * Ensure all County Probation Departments are fully aware of the gang affiliation of individuals arrested and entered into the criminal justice system to ensure their probation recommendations so the concerned magistrate will be appropriate.
- * Strict enforcement of curfew laws by patrol officers.
- * Seek more restrictive sentencing of youthful offenders (13 to 14 years of age).
- * Strict enforcement of loiterers in and around school grounds (653(G) P.C.).
- * Schedule neighborhood watch type gang awareness meetings in impacted areas.
- * Provide brochures for public dissemination with gang recognition information and advice.
- * Discourage Asian community apathy toward gangs through gang awareness training.

- * Develop and implement anti-graffiti programs to dissuade vandalism.
- * Organize neighborhood clean-up programs.
- * Encourage various segments of the Asian community such as business owners, school administrators and clergy to take a stand against street gangs.
- * Business/service clubs should be encouraged to support youth activities to provide alternatives to gang involvement.
- * Interact with local clergy and solicit their support to develop an anti-gang involvement program.
- * Provide parental gang awareness education and involvement.
- * Participate in organized meetings with parents of known gang members. Possible topics of discussion:

Notification of gang involvement by their children.

Parental responsibility (legal/financial).

- * Initiate legal proceedings against parents for failure to control their children (272 P.C., Contributing to Delinquency of a Minor) and hold them liable for financial liability.
- * Provide information seminars on gang activity and gang member recognition to school teachers in impacted areas.
- * Request school administrators to become more involved in the community they serve.
- * Maintain and develop a spirit of cooperation with local school security officers.
- * Support gang awareness education in all elementary and junior high schools.
- * Develop information systems with school officials to encourage the reporting of gang activity and/or rumors of gang activity.
- * Provide gang awareness training to student council and elected officers and solicit their support in applying positive peer group pressure against gang involvement.
- * Recruit city/county park directors and their staff to assist in identifying "at risk" and hardcore juveniles. Park directors should be encouraged to develop sports related activities on weekends and after school hours to deter gang violence..

- * Heighten the gang awareness of Housing Authority Police Officers especially in impacted areas. The Housing Authority Police Officers, because of their assignment, are more readily available to gain the confidence of "at risk" juveniles and their families.
- * Utilize Immigration and Naturalization Service in removing those alien Asian gang members who participate in criminal gang activity.
- * Develop and maintain working liaison with the California Youth Authority (C.Y.A.). A free flow of information between C.Y.A. and law enforcement could provide up-to-date information on gang members released back to the community and hardcore gang members enroute to camp.
- * Utilize sports and entertainment figures as positive role models.
- * Encourage positive media involvement such as:
 - Public service announcements.
 - De-glorification of street gangs.

CHAPTER VI

IMPLEMENTATION

This report has outlined the impact of Asian demographic growth on Asian street gang crime and a strategy to combat it. This section will discuss considerations for implementation and the approach to be taken to gain acceptance and participation of those who will carry out the strategy.

The general street gang problem, and approaches to deal with it, has stirred discussion in California for the past year. This debate has also triggered shifts among police managers regarding strategies to deal with it. Consequently, some resistance to change (new strategy) can be expected. The following implementation plan is designed to ease any negative reactions to the change posed by the strategic plan.

1. Negotiable and non-negotiable points

A. Negotiable:

- * Appointment of state coordinator
- * Specialized training for judges, prosecutors, etc.
- * Development of MO bulletins for community

B. Non-negotiable:

- * Statewide automated system
- * OCJP/POST funding for training
- * Special units on County Probation Departments
- * Targeting of chronic violators
- * Development of prevention programs

2. Important stakeholders

- * Community
- * Law enforcement
- * Gangs

Community

The community, as a major stakeholder, will respond favorable and supportive in general. They will, however, be slow in exhibiting the commitment necessary to cause change. They can be expected to give on any part of the plan that will clearly provide a safer environment for them to live in and can be expected to be passive or avoid any point that will require a break in their daily routine or effort.

Law Enforcement

In general, law enforcement as an institution, can be expected to be supportive. Some individuals may seem threatened or openly oppose. The strategic plan proposes a shift in organizational values and emphasis. This break in continuity and "organizational stability" will be threatening to some managers and rank and file alike. Law enforcement can be expected to support those things that are traditional and be guarded about those things that are less structured. Those areas where territorial claims have been made in the past can be expected to generate the greatest concerns and unwillingness to give.

Gangs

Although the gangs themselves are an important stakeholder, they can be expected to generally be indifferent about the plan. It should be anticipated they will see the plan as a challenge and react in an aggressive manner or try to avoid confrontation. Negotiation is not a consideration.

3. Strategy

The plan of action is a multifaceted strategy designed to constructively deal with the Asian street gang problem. Its success is dependent on the cooperation and commitment of a variety of entities. Because the community is a fluid, ambiguous stakeholder, selected target areas should be identified and mobilized. In addition to established community based programs, residents, parents and businesses need to be educated and stimulated. Creative solutions can mutually be arrived at between these community groups and the Department. More effort and time will be needed to provide a catalyst for community involvement.

Collaboration will be needed to gain acceptance and the sustained commitment needed from law enforcement. Firm direction from the top level management and appropriate accountability to ensure the plan's success will be absolutely necessary. By trying to develop a "win/win" environment and balance the needs of all concerned, willing participation should be a reality. Prior to implementing the plan, it should be discussed with line and management level personnel. Their participation in the refining the final strategy will help bridge the gap between compliance and commitment.

Although less complicated, the plan's implementation relies on tactically creative solutions to maintain stability with the gangs. They can be expected to be preoccupied with their criminal, anti-social behavior. They may even respond in a more aggressive manner if their interests appear threatened. To be successful, however, there can be no compromise, avoidance or accommodation.

CRITICAL MASS

As used here, the "critical mass" are those groups or individuals whose support/involvement are essential to the plan's success.

The "critical mass" that is relevant to the success of the plan has been identified as the following:

- * Chiefs of Police/Sheriffs
- * Media
- * Community (general)
- * Community (Asian)
- * Local government
- * Gang enforcement officers
- * State Legislature
- * California Office of Criminal Justice Planning

Addendum 1 shows the estimated present position of each concerning the change and what level of commitment will be needed for success. A review of this chart shows the following:

- * There is generally a passive attitude that will not necessarily work to block change but needs to become more actively in support of the plan.
- * Chiefs of Police and County Sheriffs will need to move from their current position to a more assertive, lead position.
- * The media is shown as passive regarding the change. The media is a critical element and could interfere with successful change if they took an opposition posture.

- * The general community and local government is passive but needs to move to a more supportive "helping" position if change is to occur.
- * The State Legislature is currently passive but needs to recognize the need for change and develop a general commitment to assisting law enforcement and the community.
- * The OCJP has already acknowledged the emergence of the Asian gang problem and has indicated an interest in making change happen.
- * There is a consensus among gang enforcement officers who realize the growing threat of Asian gangs and wanting to see change occur.
- * The Asian community experiences the realities of Asian gang crime; and although there is a general apathy relative to dealing with it, they have shown an interest in change and making it happen.
- * None of the critical mass would work to "block" the change.

To achieve the necessary commitment from the critical mass of individuals relevant to this plan, the following steps should be taken:

1. One-on-one meetings to explain the proposal and the rationale.
2. Attempt to raise the "dissatisfaction" level by heightening the awareness of the critical mass regarding the need to change.
3. Encourage input from those individuals critical to accomplishing the change and make modifications to the plan if appropriate.
4. Emphasize the high probability of success and develop the perception there are viable first steps that can be taken.
5. Encourage a positive attitude that transcends independent organizational boundaries in favor of overall community interest.

STRUCTURE

The transition period - between present and future - is important to the ultimate success of the Strategic Plan. Since the Strategic Plan essentially only involves law enforcement, it should be staffed and directed by individual agencies. The management structure most suitable to implement this plan would be as follows:

- * An assigned Project Manager with staff rank in an operations assignment.
- * The project team should be comprised of representatives of the major groups involved in the change.

NOTE: Due to the statewide scope of this project, it was not practical to suggest a structure for every agency. This approach is generic and can be modified to meet the needs of each organization.

TECHNOLOGIES

Initially, the Project Leader should meet with the Project Team and do some team development. This can be done by explaining in detail the intended change and the purpose of the Transition Team. Their input and participation in establishing the methods to be used and manner the group will proceed will help ensure success.

Education and Training for those involved in the Transition Team and those impacted by the change is essential to developing a common understanding of responsibility and expectation.

When the plan is placed into action and the change is initiated, timely review and feedback systems should be used to ensure an orderly transition and compliance. This aspect will also be vital to ensure on-going operations and stability of gang enforcement does not suffer during the transition state.

Collaboration meetings with operations personnel to clarify issues and identify problems will also permit constructive reevaluation of the transition and needed course corrections.

COMMITMENT PLANNING

- A. • WHAT DO YOU NEED FROM THE "CRITICAL MASS"?
- B. • WHERE DOES "CRITICAL MASS" (INDIVIDUALS) STAND NOW REGARDING THE CHANGE?

Type of Commitment

Actors In Critical Mass	Let Change Happen	Help Change Happen	Make Change Happen
Chiefs of Police/Sheriffs		B	A
Media	B	A	
Community (general)	B	A	
Community (Asian)		B	A
Local Government	B	A	
Gang enforcement officer			A, B
State Legislature	B	A	
California OCJP		B	A

CONCLUSION

The data that has been collected and described in this report and the thoughts provoked by the scenarios is intended to be a beginning. There is no magic in solving the street gang-related crime problem; Asian gang crime will post an even greater challenge.

It is hoped that this project has stimulated a new level of thinking in California law enforcement in regards to preparing for a problem that is sure to face us in the near future. Each law enforcement agency should independently evaluate how the forecasts and trends articulated in this project potentially will affect them and their communities. Policy demands will require a total resource commitment and cooperation between regional agencies to ensure a well orchestrated, unified effort toward dealing with the projected Asian gang problem. Cultural training for officers related to specific backgrounds of citizens has been recognized by numerous agencies around the world as a necessary element to dealing with the influx of immigrants and refugees.

Several studies have shown that Asian communities have the lowest participation of involvement in crime prevention activity as compared to other ethnicities. This is a cultural issue. Asians are close knit and have a selfsustaining, serious structure. Fighting crime is usually viewed as a responsibility of government institutions. Law enforcement will have to bridge the gap between this mentality and the modern day reliance on community involvement to solve crimes and participate in prevention.

People who participate in collective crime fighting activities demonstrate greater feelings of control over their lives and lower levels of fear than those who simply stay at home as much as possible and avoid crime.

This report depicts the present nature and extent of Asian gang crime in California. By understanding the present and being aware of the potential change as indicated by the trends, we will be better prepared for the future. It is the expectation that Asian gang crime will continue to grow and will present California law enforcement with a new criminal dimension. It is also anticipated there will be a concurrent displacement of other more traditional criminal groups including street gangs. This report attempts to provide law enforcement with a better understanding of the extent of this threat so timely and effective countermeasures may be undertaken.

As a result of this research, it is strongly recommended that police administrators and government leaders seriously consider the projections and possible ramifications of the changing Asian demographics and the impact it will have on street gang crime.

Asian gangs are not yet as numerous or structured as other criminal groups. They pose the same threat, however, to the community as other youth gangs have for several decades. Asian gangs have the capacity of becoming far-reaching organized crime syndicates with an international flavor.

The situation becomes even more pressing with the migration of the Triads from Asia. Combined with the growing sophistication and mobility of California home-grown gangs, the scope of Asian gang related crime will likely change radically throughout the West Coast. A new kind of mafia born in the Pacific Rim, threatens to penetrate our social and cultural values and institutions in much the same way the Italian Mafia did in the twenties. The implications are just as serious. As American law enforcement learned the hard way fighting the traditional mob, organized crime once entrenched is almost impossible to eradicate.

Hopefully, this project will stimulate further research and discussion.

PERSONS INTERVIEWED

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