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THE IMPACT OF STREET GANG ACTIVITY ON

LAW ENFORCEMENT IN A METROPOLITAN AREA

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ACQUISITIONS

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BY

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PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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

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

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

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

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EXECUTIVE SUMMARY

Section One - Futures Study

This study deals with the issue: What Law Enforcement strategies may be available to impact street gang activity in metropolitan areas by the year 2001? Sub-issue questions are: (1) How will changes or shifts in ethnic make-up of street gangs affect future gang suppression policies or strategies? (2) What changes will occur in law enforcement training as a result of street gang activity? (3) How will street gang activity affect allocation of law enforcement resources? (4) What strategies of coordination with other agencies will emerge as a result of street gang activity? Metropolitan areas are experiencing an ever increasing problem with street gangs in that they are more numerous, more prevalent and more violent than at any time in history. The sophistication, mobility and increasing diverse make-up of gangs are critical issues to be addressed. Additionally, the increasing criminal activity engaged in by street gangs and the formation of "instrumental" gangs poses very serious threats to the community.

Trends related to the issue were forecast as follows: (1) Inter-agency/Community involvement and cooperation will increase slightly by the year 2001; (2) the level of funding - local, state, federal - may increase only slightly; (3) the amount of cross-cultural association in gangs will increase; (4) tolerance by the community regarding gangs and related criminal activity will decrease; and (5) the amount of cooperation between gangs to establish crime coalitions will increase. The events which were forecast and which have a strong probability of occurring with substantial impact on the issue were: (1) Immigration opened to Amer-Asians; (2) ACLU charges harassment of gangs; (3) Enforcement Task Force implemented; (4) Major gang war incident occurs and (5) a gang consortium is instituted. Three scenarios were then developed from the forecasts. The normative scenario reflects a desired and attainable future in which a multi-faceted comprehensive approach positively impacts the street gang issue.

Section Two - Strategic Management

The normative scenario is the basis for developing a strategic management plan for the City of Stockton. Strengths, weaknesses, threats and opportunities are identified. An analysis of stakeholders including police administrators, the police officers association, community and business groups, ACLU and others was completed. Additionally, a modified policy Delphi was conducted to identify policies which would make the normative scenario

possible. Recommended policies include focused recruiting to target minorities; establishment of "Gang Free Zones"; comprehensive cultural/gang awareness training for officers; enhanced community education programs on gangs/drugs; and implementation of a problem oriented policing model to develop community partnerships in addressing gang problems.

Section Three - Transition Management

A transition management plan was offered as the means of getting from the present state to the desired state. Critical mass stakeholders are the chief of police, the city council, the city manager, the police officers' association, the deputy chief of operations, the ACLU, and the local newspaper. A project manager concept will be utilized as the management structure. Implementation technologies include responsibility charting, team building workshop, conflict management and milestone recognition.

The street gang issue is one of tremendous continued concern. The actions to impact street gang activity include: A metropolitan task force to enhance enforcement; a departure from traditional policing to community oriented policing to emphasize problem solving and partnerships with the community; establishment of "Gang Free Zones"; focused recruitment to target minority candidates, and a comprehensive training effort for police personnel and the community.

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A strategic plan designed to impact street gang activity in a metropolitan area.

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A proposed plan identifying the transition structure and technologies to implement law enforcement strategies.

CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

A review of the problem, the strategies to attain a desirable future and future implications.

INTRODUCTION

Metropolitan areas throughout California and across the nation have been plagued by street gangs for several decades. More specifically, these areas are experiencing a very serious problem in that the gangs of the 80s and 90s are more numerous, more prevalent and more violent than at any time in history.[1] It has further been noted that contemporary gangs are more sophisticated, more lethal, involve members for longer periods of time, and appear to be more involved in drug abuse and drug trafficking than gangs of the past.[2]

Cities with diverse populations will be faced with a multitude of street gang problems that seemingly will multiply over the next decade. This will be the result of the continued breakdown of traditional ties between young people and their family, their community, the education system and the economic system. The issues associated with the stereotypical culturally-based, territorial gangs will continue and be influenced somewhat by prison gang activity.[3] Additionally, the booming crack cocaine industry has heightened the formation of "instrumental" gangs formed specifically for trafficking narcotics and other criminal activity.[4] The economic benefits associated with drug dealing provide the incentives to join gangs; street gangs, in turn, provide access to drug dealing and a perceived strength due to the numbers of gang members. The street gang phenomenon is further compounded by the extreme mobility and escalating propensity for violence of Southeast Asian gangs. These gangs principally prey on victims from within their own ethnic community and are involved in crimes of extortion, robbery, rape, assault, theft and murder.[5]

Without a doubt, the problem of street gangs and the associated narcotics and criminal activity are priorities with law enforcement, politicians, the media and, certainly, the citizenry. These issues continue to be most prominent in metropolitan areas which generally provide conditions conducive for youth to assimilate into the street gang subculture. Just as there is no single solution to the ills of society, there appears to be no single solution to the gang problem. Many "tried and true" law enforcement tactics have met with limited and rather temporary success.[6]

In 1982, Martinelli wrote that the street gang phenomenon in California (as throughout the United States) is cyclical and self-perpetuating. Street gangs are not simply a trend that will soon dissipate. The Southern California experience clearly argues against the notion that gangs will somehow fade away.[7] By way of example, the Los Angeles area has been combating street gangs for years. Some twelve years ago there were approximately 40,000 gang members in Los Angeles County; today, there are over 840 gangs with approximately 95,000 gang members.[8]

Besides dealing with a migration of gang members from Los Angeles, metropolitan areas in California will also have to cope with social, demographic and economic factors which provide an environment in which gangs and drugs emerge and flourish. These cities will see an influx of refugees, more non-English speaking individuals, increased demands on social and education institutions, a growing proportion of single parent households,

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increasing reliance on Aid to Families with Dependent Children (AFDC) benefits, more working mothers and increasing school dropout rates.[9]

In 1989, Police Chief Sam Baca of the Albuquerque Police Department stated that society must mount a unified attack if it is going to be successful in the war against gangs. The difficulty in fighting the war on gangs is that it is a war that must be fought on many fronts; in the schools, in the ethnic ghettos, and in the streets of every major city in this country.[10]

Street gangs, whether they be territorial, instrumental, or comprised of newly arriving immigrants, are a monumental problem which will apparently continue to increase and be a threat to our communities. Police managers must identify viable methods for addressing community needs in times where resources and public monies will be limited. Proper planning that will focus on potential problems, maximize law enforcement and community resources and meet the needs of changing populations is critical to surviving the gang issue.

This study will explore the available law enforcement strategies to mitigate street gang activity in a metropolitan area. The Stockton metropolitan area will be used as a case study to address this issue. Stockton is a microcosm of the state at large and reflects the future of similar cities and metropolitan areas. Stockton is the county seat of San Joaquin County in California's Central Valley and was incorporated in 1850. The city developed

as an agricultural, manufacturing, industrial and distribution center. It has a deep water channel and is serviced by an inland seaport. Stockton has also developed as a transportation hub, having three transcontinental railroads, an airport and lying in the corridor of Interstate 5 and Highway 99. State services contribute to the local economy with five correctional facilities located in the Stockton area.

The Stockton metropolitan area has a population of approximately 275,000 residents. There is a diversity of cultures and ethnicities with 28% Hispanic, 10% African American, 15% Asian, 1% American Indian, and 46% Caucasian. The present population reflects the ethnic composition other metropolitan areas in California are projected to have over the next ten to fifteen years. In a recent newspaper article reporting on the influx of immigrants, the Central Valley was described as a crucible for the making of a multi-cultural America; i.e. one could see the face of America's future there.[11] The area further provides the populace with a wide range of affordable housing compared to other metropolitan areas in the state.

The very factors that contribute to the richness and diversity of the Stockton Metropolitan area can also be said to be at the basis of its problems. While there is a movement to diversify the economic base, there is still a large transient population, including illegal aliens, attracted by agriculture. The number of prisons in the area bring in families of inmates with no viable means of support, and the area has been settled by

a very sizeable Southeast Asian population attempting to assimilate. Underemployment and an unemployment rate of 9.5% in 1990 further add negative impacts.

These issues have been the basis of social problems which, in turn, have contributed to the problems of street gangs and the related narcotics and criminal activity. In this sense, Stockton is not unlike other metropolitan areas that are dealing with changing economies, expanding and diverse populations and an ever present and growing street gang issue.

This report will examine those law enforcement strategies which may be available to mitigate or reduce street gang activity in a metropolitan area by the year 2001. This issue was selected by the researcher based on its potential future impact on the Stockton Police Department as well as other metropolitan police departments. Additionally, a list of concerns related to this issue was generated and the following four sub-issues were identified to give focus to this project.

- How will changes or shifts in ethnic make-up of street gangs affect future strategies?

- What changes in law enforcement training will occur as a result of street gang activity?

- How will street gang activity affect resource allocation?

o   What strategies of coordination with other agencies will

        emerge?

For purposes of this study, the following are presented as operational definitions:

Street Gang: Group of recurrently associating individuals with a name or

                       identifiable leadership, identifying with or claiming a geographic,

                       economic or criminal turf and engaging either individually or

                       collectively in violent or other forms of illegal activity. (Esteban

                       Castaneda, California Youth Authority, 1988). For this study,

                       motorcycle gangs, car clubs, and organized crime gangs are excluded.

Activity: Specific behavior performed by a particular person or group of

                       persons.

Metropolitan Area: A geographic area consisting of a large population nucleus - a census-

                       defined "urbanized area" of at least 100,000 population - together

                       with adjacent communities that have a high degree of economic and

                       social integration with that nucleus. The metropolitan area may have

                       one or more central counties containing the areas main population

                       concentration. (U.S. Bureau of the Census, 1990)

In studying the above listed areas, this report will focus on trends and events related

to street gang activity and propose a strategic plan and a transition management plan to

address those concerns. Additionally, conclusions regarding the study will be drawn, and recommendations and future implications will be presented. The futures study section identifies possible pictures of the future based on forecasted trends and events so that appropriate planning can either enhance a desired future or mitigate a negative future.

SECTION I - FUTURES STUDY

ISSUE IDENTIFICATION

The issue to be studied is as follows:

What law enforcement strategies may be available to impact street gang activity in metropolitan areas by the year 2001?

SUB-ISSUES

To aid in further clarification of the issue and to isolate important sub-issues, a futures wheel (Figure A) was employed. The futures wheel helps to identify some of the issues affecting law enforcement's ability to impact street gangs. The following four sub-issues were subsequently identified:

1. How will changes or shifts in ethnic make-up of street gangs affect future gang suppression policies or strategies?

2. What changes will occur in law enforcement training as result of street gang activity?

3. How will street gang activity affect allocation of law enforcement resources?

4. What strategies of coordination with other agencies will emerge as a result of street gang activity?

FIGURE A

FUTURES WHEEL
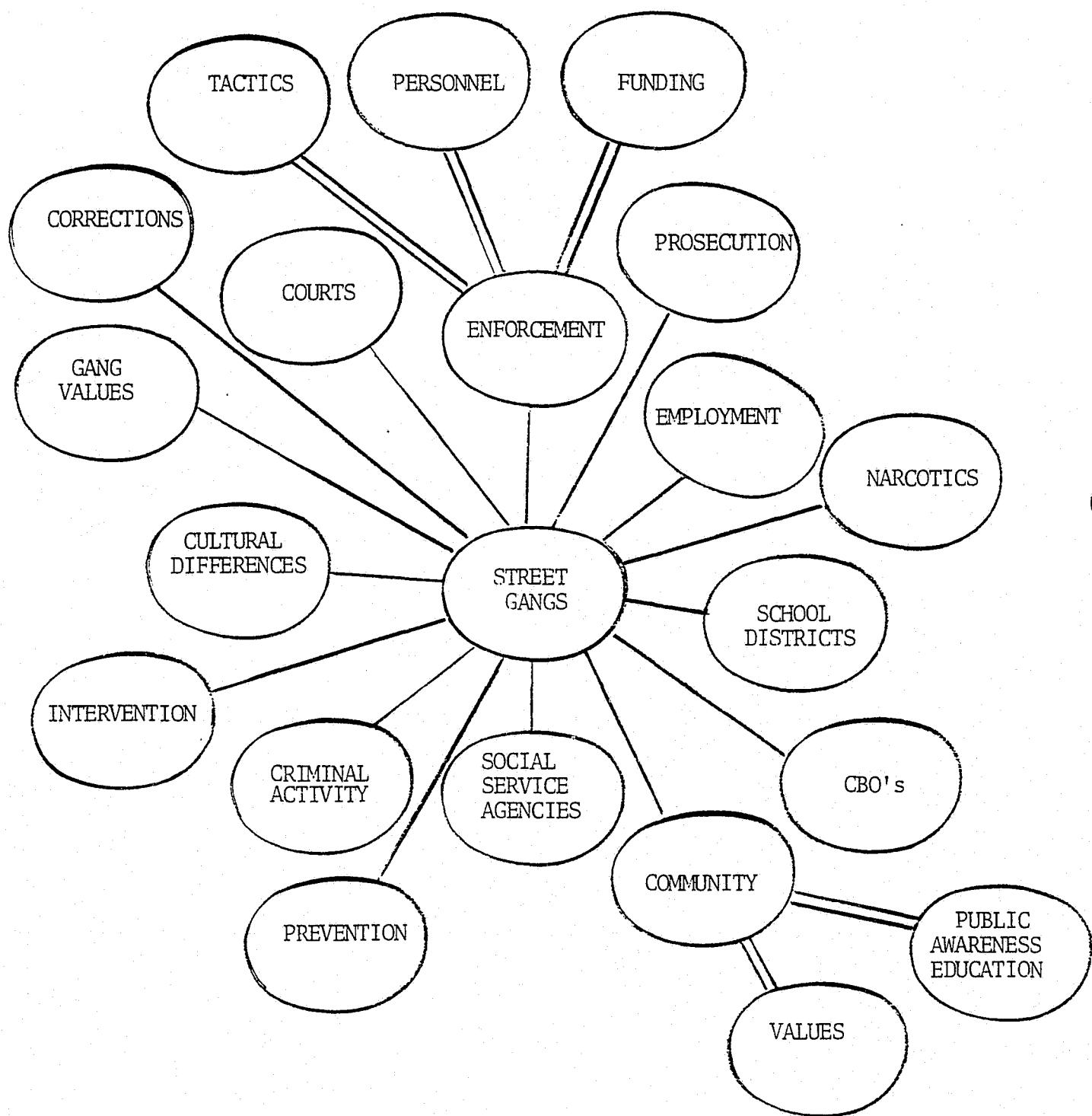
A literature review (Appendix A), selected interviews, and individual experience and analysis were utilized for the environmental scanning process. Additionally, during ongoing research on this subject matter, a Nominal Group Technique Panel was used as a research tool to explore the more focused issue regarding street gangs (i.e., "what impact will street gangs have on law enforcement in Stockton"). Some of the trends and events which were identified by this panel are pertinent to the issue and sub-issues of this study, and are, therefore, included for forecasting. A candidate list of thirty-five trends (Appendix B) and twenty-four events (Appendix C) was developed. A brainstorming session with two outside agency law enforcement managers was then conducted resulting in a prioritized selection of the following most significant trends and events:

TREND IDENTIFICATION AND DEFINITION

Trend 1 - Inter-Agency/Community Involvement

> The degree of cooperative comprehensive efforts among law enforcement agencies, social service agencies and community groups.

Trend 2 - Local Resources

> The amount of funding and personnel dedicated by local law enforcement to address the street gang issue.

Trend 3 - Federal/State Resources

The level of funding from Federal and State sources to specifically impact street gangs.

Trend 4 - Gang Involvement/Membership

The ethnic diversity of the members making up individual gangs.

Trend 5 - Community Tolerance

The extent of victimization and gang related activity the community will tolerate.

Trend 6 - Cooperation Between Gangs

The formation of coalitions by gangs that were previously rivals to further their crime and narcotic activity.

EVENT IDENTIFICATION AND DEFINITION

Event 1 - Immigration Opened to Amer-Asians

A substantial increase in the population of Southeast Asians fathered by Americans and who are looked upon as lower classes in their countries. Such an event would particularly impact areas with established Southeast Asian communities.

Event 2 - American Civil Liberties Union (ACLU) Challenges Police Handling of Gangs

The police are challenged by the ACLU for the enforcement tactics used to target gang members, charging harassment and violation of constitutional rights.

Event 3 - Enforcement Task Force Implemented

A specific enforcement effort comprised of various law enforcement agencies much like the narcotics task forces throughout the State is organized.

Event 4 - Inner-City Development

A blighted core city area where a number of gang members live and associate is redeveloped.

Event 5 - Major Gang War

A single major incident between gangs results in numerous deaths and injuries of gang members and innocent bystanders.

Event 6 - Gang Consortium Instituted

A comprehensive partnership effort involving social service agencies, community-based organizations, citizens and law enforcement to deal with gang issues is organized.

MODIFIED CONVENTIONAL DELPHI TECHNIQUE

The forecasting of the trends and events was completed by a Modified Conventional Delphi panel. The panel was comprised of eleven members, all from metropolitan areas, and included police managers, supervisors, representatives from a district attorney's office, a school district, and a community based organization (Appendix D). The Modified Conventional Delphi process involved two rounds (Appendix E and F). Panel members were provided with the identified issue and sub-issues; a list of the trends and events to be forecasted as well as the definitions for each were included. Based on knowledge, background and opinions, the panel then estimated trend levels and the probability of events occurring.

High, median and low estimates were computed and returned to the panel for the second round. In this portion the panel members were asked to review the data charts from round one and compare them to their original responses. The panel was then given the option of changing the original opinion if it wished. Median values from the second round were then compiled for use in the cross-impact analysis.

TREND EVALUATION

Trend evaluations involved making estimates for each trend using the base of 100 for today. Estimates asked for were for five years ago, five years from now and ten years from now. On the five and ten year future assessments, nominal forecasts (will be) and normative (should be) were made. Table 1 reflects the median levels for the trends

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forecasted by the panel. Appendix G shows the range of responses for the trends and Appendix H contains the trend level graphs. The following analysis is based on the response data.

Trend 1 - Inter-agency/Community Involvement

The amount of involvement and cooperation among various agencies - social service, community based organizations and law enforcement - and the community is critical in addressing the problems of street gangs. A total effort must be generated to effectively respond to the issues. The entire panel thought the involvement five years ago was considerably less than it is today with the median being 40. There was an increase to 130 in the median estimate for five years from now and just a slight increase from that to 140 for the ten year median estimate. While the panel felt the trend levels would increase significantly in the future (5 and 10 years) over what had previously existed, the levels would be somewhat less than they "should be".

This trend was also initially forecasted by the previously mentioned Nominal Group panel. That panel indicated the median five years ago was at five, considerably lower than the Modified Delphi panel. The forecast for five years from now was similar while the estimate ten years from now was 175. The most significant estimate was in "should be" ten years from now with the Nominal Group panel estimating more than double the Modified Delphi panel (400 v. 180).

Trend 2 - Local Resources

The commitment by local jurisdictions in terms of the personnel assigned and the funding of programs to impact street gangs is certainly a consideration. Law enforcement managers must deploy personnel and allocate resources according to the community needs. All panel members estimated the allocation was less five years ago than today, the median being 40 with a range of 5-80.

The median estimate five years from now increased slightly to 130 and maintained that level at ten years. These values were less than the panel felt they "should be;" one respondent indicated the local resource commitment should be five times what it is today in ten years.

Trend 3 - Federal/State Resources

This trend dealt with the realization that metropolitan areas may not be able to effectively deal with street gangs without federal and state assistance for specific programs. While there is some limited funding, a specific commitment at both levels may be appropriate to "fight the war against gangs."

The median estimate by the panel for five years ago was approximately half of today's level. The values increased slightly for the next five and ten years; this was in contrast to the "should be" which was at 200 for both estimates. The range of responses varied greatly and basically reflected the fact that not much of a resource commitment had

been made at the federal and state level and twice as much would be needed in the future as there is today.

Trend 4 - Gang Involvement/Membership

This identifiable trend dealt with the make-up of gangs in terms of ethnic diversity of individual specific gangs. The degree to which there is cross cultural association in gangs which have historically been mono-ethnic will impact the type of response and training of law enforcement. The panel's median value for this trend five years ago was less than today.

There was a wide range of responses for the five years from now and ten years from now estimates. For the most part non-police respondents indicated the "will be" values were less than the police participants. Conversely, the police respondents felt the "should be" forecasts to be less than their counterparts; overall, the median values indicated the cross cultural association would increase over the next ten years reaching a value of 150.

Trend 5 - Community Tolerance

The extent to which the community will tolerate street gangs and their related activity will have an effect on the actions taken in dealing with gangs. Many times citizens feel powerless when confronted with the enormity of the gang/drug problem. At a certain point their frustrations will be the catalyst to demand action by politicians, law enforcement and other responsible agencies.

The panel felt the level of tolerance was slightly less five years ago than today and that it would maintain the current level over the next five years. At ten years the tolerance level would be slightly less than today. The "should be" values indicate tolerance at 75 five years from now and at 50 ten years from now.

Trend 6 - Cooperation between Gangs

The possibility of gangs unifying and developing coalitions to further their narcotic and criminal activity would have a tremendous impact on strategies to combat gangs. In effect, the differences over turf, between blues and reds and between north and south would be set aside to focus on crime.

There was a range of responses for the five years ago value, but the median was significantly less (20) than today. The panel indicated the cooperation would increase slightly (110) in five years and more so (150) for the ten years from now "will be" value. All respondents felt cooperation among gangs "should be" less than it is today for both estimates.

TABLE 1

Trend Evaluation Table

TREND STATEMENT		LEVEL OF THE TREND ** (Today = 100)					
Trend #		5 Years Ago	Today	*Five years from now		*Ten years from now	
1	Inter-agency/community involvement	40	100	130	150	140	180
2	Local resources	40	100	130	150	130	175
3	Federal/state resources	60	100	125	200	135	200
4	Gang involvement/membership	75	100	130	90	150	80
5	Community tolerance	90	100	100	75	80	50
6	Cooperation between gangs	20	100	110	80	150	75

**Panel Medians   N=11   *

"will be"	"should be"

EVENT EVALUATION

The Modified Conventional Delphi panel forecast six events to include the number of years until the probability the event occurs first exceeds zero, and probability of occurrence of each event at five and ten years. Additionally, the panel gave an opinion as to the impact on the issue if the event occurs; positive and negative impacts were both considered using a 1 to 10 scale. Table 2 reflects the panel's median responses of forecasted events. The range of responses and corresponding graphs are contained in Appendixes I and J.

Event 1 - Immigration Opened to Amer-Asians

The immigration of Southeast Asians fathered by Americans generates some interesting spin-off effects in that these persons are looked upon as a lower class in their countries. They would most likely settle in those areas with Southeast Asian communities

already established. Estimates indicate approximately 35,000 of these individuals will settle in California of which some 7,000 will be in the Stockton Metropolitan area. It is believed they would be rejected by these communities and, to some degree, by the general populace. Because of their past experiences and the need to survive, formation of gangs would inevitably occur - gangs which would potentially be more violent than are seen now. The fact these peoples will be young adults will not preclude them from being involved in street gangs.

The panel indicated the opening of immigration was possible in about four years with a 50 percent probability in five years and an 80 percent probability in ten years. There was indication of a slight positive impact (3), however, this was overshadowed by a stronger negative impact (7).

This particular event was also forecasted by the Nominal Group panel during ongoing research. It is interesting to note the estimates by that panel were almost identical to the Delphi panel: five years until probability first exceeds zero; 50 percent probability in five years with 70 percent in ten years; a very slight (2) positive impact and an identical (7) negative impact.

Event 2 - ACLU Challenge

Law enforcement must be able to utilize whatever legal courses of action are available to combat street gangs. The ability to profile and target these individuals could

be in jeopardy based on recent challenges by the ACLU. In these instances the profiling of suspected drug runners has come to the courts. Likewise, charges of harassment could be made when dealing with street gangs.

The panel felt a challenge could take place in about one and a half years. There would be a 50 percent probability in five years and an 80 percent probability in ten years. A positive 2 and a negative 6 would result from such a challenge.

Event 3 - Enforcement Task Force

Although law enforcement can no longer be viewed as the only solution to the street gang issue, it will certainly continue to be a very critical component. Metropolitan areas provide a setting whereby a task force, similar to the narcotics task forces throughout the state, would be effective. Such an approach would enhance communication and enforcement tactics for all agencies within a particular area.

Panel members felt such a task force would be formed in approximately four years. There was a 50 percent probability this action would occur in five years and 80 percent in ten years. The overall impact was viewed as being a definitive positive of 9.

Event 4 - Inner City Development

Inner cities are generally those areas that are older, less cared for and consist of apartments and/or blighted public housing. The conditions are such that they do not

provide an environment in which residents can be comfortable or take pride. Graffiti and other types of destruction are commonplace. These areas also provide sanctuaries for gangs, narcotics and other criminal activity. Efforts to abate graffiti and provide residents with comfortable, quality housing could do much toward improving their esteem and self worth. It would also help in eliminating a negative environment for young people. There is concern regarding the effect such re-development might have on the displacement and relocation of gang activity into previously quiet areas.

The panel indicated such an improvement could occur at about five years from now, but only felt there was a 30 percent probability; at ten years there was a 50 percent probability. The impact of such development was a positive 8 and a negative 2.

Event 5 - Major Gang War

A very possible event will be a major incident with a number of fatalities and a even greater number of injuries. Any one of several issues could be the reason. A large scale narcotics dispute, a territorial dispute between North and South gangs or a new gang trying to establish a name are all very feasible reasons. Not only would gang members be affected, an act like this would be committed where large numbers of bystanders were present and, subsequently, be killed or injured. While this would heighten the notoriety of the gang(s) involved, it could also be the impetus to bring the community together to generate action against gangs.

Panel members indicated it would be one year until the probability of such an incident would first exceed zero. They further felt the probability in five years was 60 percent and 80 percent in ten years. Overall the impact was a positive 1 and a negative 8.

Event 6 - Gang Consortium

In addition to having an effective law enforcement effort, there must also be a partnership of social service agencies, community based organizations and citizens to deal with gang issues. These individuals and groups can be extremely important in identifying potential problems and assisting with prevention and intervention.

The panel felt strong about the formation of a consortium indicating it could occur in about one year. There was a 70 percent probability of occurrence in five years and a 90 percent probability in ten years. There were a negative 2 and a positive 8 estimated impacts.

TABLE 2

Event Evaluation Table

Event #	EVENT STATEMENT	* YEARS UNTIL PROBABIL-ITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	* POSITIVE (0-10 Scale)	* NEGATIVE (0-10 Scale)
1	IMMIGRATION OPENED TO AMER-ASIANS	4	50	80	3	7
2	ACLU CHALLENGES HARASSMENT OF GANGS	1.5	50	80	2	6
3	ENFORCEMENT TASK FORCE IMPLEMENTED	2	50	80	9	0
4	INNER-CITY DEVELOPMENT	5	30	50	8	2
5	MAJOR GANG WAR	1	60	80	1	8
6	GANG CONSORTIUM INSTITUTED	1	70	90	8	2

   * Panel Medians   N=11

CROSS-IMPACT ANALYSIS

The cross-impact analysis was utilized to evaluate the impact each forecasted event had upon each other forecasted event and on the six forecasted trends. The method for estimating the impact was the percentage change (plus or minus) of the original panel forecast and presents the maximum impact on an event or trend.

The process was accomplished through use of three department members reaching consensus on the impacts. These estimates are provided in Appendix K. The cross impact analysis identified three actor events which were estimated to have the most impact on the other events and the trends.

The Enforcement Task Force (10 hits) would have an effect on the other events and the trend in varying degrees, but overall was positive. It would have a very definite impact on an ACLU challenge (Event 2) in the sense that it would support a contention by that faction. Gang involvement (Trend 4), Community Tolerance (Trend 5) and Gang Cooperation (Trend 6) were impacted negatively which is the direction the community would desire.

A Major Gang War (Event 5) would be a very substantial reason to support an Enforcement Task Force (Event 3), Inner City Development (Event 4) and a Gang Consortium (Event 6). It could also be a important factor in generating more Involvement (Trend 1), more resources (Trends 2 and 3) and in Lowering Community Tolerance Toward Gangs (Trend 5).

By the same token it could lessen the amount of immigrants settling in a specific area (Event 1). Additionally, an incident of this nature could have the effect of a major realignment of gangs (Trend 4) and a Cooperation Between Gangs (Trend 6).

A Gang Consortium (Event 6) also had eleven hits and was seen as very positive in its impact. The areas that it would have to reduce would be a Gang War (Event 5), Gang Involvement (Trend 4), Community Tolerance (Trend 5), and Gang Cooperation (Trend 6). The remaining seven events and trends were affected positively, the preferred direction.

Reactor events and trends were those most impacted by events. There were a total of five reactors, all of them being trends. Inter-agency/Community Involvement (Trend 1) was impacted negatively by an ACLU challenge (Event 2), but positively by the other five events. Local Resources (Trend 2) was impacted negatively by Immigration (Event 1) and the ACLU challenge, but in a positive manner by the other four events. Trend 5 (Community Tolerance) showed negative impact by all six events. This is a positive result, however, since tolerance levels should be reduced.

The other two trends significantly impacted (5 hits each) were Federal/State Resources (Trend 3) and Cooperation Between Gangs (Trend 6). Federal/State Resources was impacted negatively by Immigration and the ACLU Challenge and positively by the other three events. Cooperation Between Gangs was impacted positively by the ACLU challenge and a Major Gang War and negatively by three events.

SCENARIOS

The last part of this section concerns the formulation of scenarios, i.e. potential future states based on the forecasted trends and events. Scenarios provide pictures of what the future could be, facilitate identification and evaluation of relevant policies and support decision making. The three scenarios presented are: Nominal - "surprise free"; Normative - "desired and attainable"; and Hypothetical - "what if."

<u>Nominal Scenario</u>

"Metropolitan area records seventy-fifth gang related homicide"

"Central Valley becomes home to large numbers of Southeast Asian immigrants"

"Street gangs cut across racial barriers in recruiting members"

In 1995 ongoing strife and violence characteristic of street gangs has reached an all time high in the Stockton area. An apparent altercation over the control of narcotics sales at Williams Park resulted in the exchange of gunfire by gang members. One reputed member of the Sixth Street Mob was killed and two persons claiming to be North Side Gangsters were injured.

Adding to the increasing street gang problem is the fact gangs are no longer forming along racial or ethnic lines. More and more there is a tendency to find gangs made up of members from various ethnic and cultural backgrounds. African-Americans, Hispanics and Asians appear to be putting away old grudges and are joining forces. This activity is making it more difficult to identify gang members and to determine responsibility in crimes.

The relaxation of immigration laws in 1997 has resulted in a tremendous influx of Southeast Asians to the Stockton area and Central Valley. Included in these immigrants are large numbers of Amer-Asians, Asians fathered by Americans. Besides the demand in social services, there appear to be unique assimilation issues with these peoples. It is noted

Amer-Asians are being rejected by established Asian communities thereby creating some specific law enforcement problems.

Normative Scenario

"Community declares 'Enough of gangs'"

"Metropolitan gang task force funded"

"Police/Community partnership aimed at street gangs"

"Multi-agency consortium developed to curtail gangs and drugs"

Following a series of drive-by shootings involving several identified street gangs in 1996 community members throughout the metropolitan area are saying they have had enough. Citizens are making their feelings known at various community meetings throughout the area. Not only are they voicing tremendous support for law enforcement, citizens are also willing to get involved.

Citizens are forming into community action groups to take on the absentee landlords and residences that allow gangs to flourish and narcotic activity to occur. Partnerships between the community and the police are developing to effectively deal with gangs and drugs. In effect, the community has taken a zero tolerance approach towards gangs.

In the following year the City Council responds to the many serious concerns by the community regarding street gangs. It has recently authorized the Police Department to

enter into an agreement to form a Metropolitan Gang Task Force. This unit, established in October 1997, is comprised of officers from Stockton, the District Attorney's Office, the Sheriff's Department and surrounding agencies. The Task Force will provide better communication between agencies and enhance investigations and prosecution.

In order to be better prepared to address the problems of the diverse community and those posed by gangs, the Police Department has launched an aggressive campaign to better understand cultural and ethnic differences. This also encompasses education programs for department personnel and for the community.

Local and state funding in 1997 has enabled the formation of a gang consortium. This multi-faceted effort encompasses social service agencies, law enforcement, schools and community based organizations. These groups will focus on identifying problems and on prevention and intervention. By the year 1998 the Stockton Metropolitan area has a variety of anti-gang programs in place which, in conjunction with an actively involved and informed community, will continue to impact gangs.

Hypothetical Scenario

"American Civil Liberties Union challenges police treatment of gangs"

"Gangs involved in major altercation at busy mini-mart"

In an attempt to curtail gangs and their related narcotics activity, law enforcement agencies in 1993 have employed suppression tactics specifically targeting gangs. These tactics have involved the profiling of identified gangsters and the surveillance of these individuals. Officers have made a particular point of stopping and checking these subjects for any legal reason.

This type of highly visible, directed proactive enforcement has come to the attention of the American Civil Liberties Union. The ACLU is claiming these types of activities constitute harassment, are discriminatory, and violate the constitutional rights of certain citizens. Following a number of cases involving street gangs the past two years, the ACLU is in the process of petitioning the local courts for an injunction of this activity.

On a Friday evening in 1995 a major confrontation occurred between two rival gangs. This incident started when a member of the Barrio Central Stocktone Gang drove into a mini-mart in the company of a female acquaintance. Some comments were apparently made about the female by 5-6 subjects, reportedly members of the Clay Street Gang. A short fight ensued with the person from BCS beaten.

At approximately 10:30 PM there was a large crowd at the mini-mart, many of which had just left the Edison High School football game. Two carloads of persons drove through the mini-mart and fired into the crowds. At this point three are dead and another twelve are reportedly wounded. Many of the casualties were innocent bystanders with no gang affiliation. Police are investigating the shootings and have not indicated if BCS gang members were responsible.

SECTION II - STRATEGIC MANAGEMENT

The strategic planning process is a structured approach, sometimes rational and other times not, of bringing anticipations of an unknown future environment to bear on today's decisions.[12] The strategic management plan of this study is based on the normative scenario developed from the trend and event "anticipations" in the previous section. That scenario featured a very positive future in which all elements of the community came together to address the street gang problem.

As identified in the Introduction, the Stockton Police Department has been used as a case study for this strategic management plan. The Police Department, comprised of 310 sworn officers and 160 civilian employees, is administered by the Chief of Police who is appointed by the City Manager. The Department has a classic municipal police organization where activities are grouped into three different bureaus; Services, Operations and Investigations. City policy is such that there will most likely be a 15% increase in sworn police personnel over the next two years. This is not necessarily the case among other California cities.

Stockton is a Charter City with a mayor and a six-member council elected at large. The city manager works at the pleasure of the council and is the appointing authority for most department heads; some department managers (City Attorney, Finance Director), however, report directly to the Council. In all, there are fourteen different City departments servicing the very diverse population of Stockton.

MISSION STATEMENT

A mission statement is the basic foundation for the development of strategies to assist in the decision-making process. A mission statement formalizes an organization's purpose, provides direction, defines areas of scope and operation, guides behavior and builds commitment within the entire organization. The "macro" mission statement of the Stockton Police Department developed in an organizational team building workshop is:

> Our mission is to promote quality of life in our community through preservation of public peace. We recognize and respect the diversity and uniqueness of the City of Stockton.

> We work in partnership with the community to provide a wide range of services, maximize our resources and respond to changing needs. We will be sensitive and responsive without bias or prejudice.

With regard to the main issue of street gangs, the "micro" mission statement is:

> To reduce the impact of street gang activity on the community by working with other criminal justice agencies, school districts and community organizations, by proactively identifying gang members and activities and by assisting in the development of alternative paths for at-risk youth.

STRATEGIC PLAN DEVELOPMENT

In order to develop a strategic management plan, an in depth analysis of the organization's external and internal environment must be examined. This is done to determine the positive and negative influences at work that will either help or hinder the organization in attaining its macro and micro missions. The processes utilized to complete this analysis were: The WOTS-UP (Weaknesses, Opportunities, Threats, Strengths-Underlying Planning) and SAST (Strategic Assumption Surfacing Technique). A group of six police department personnel, some of which participated in the Modified Conventional Delphi, developed the data.

EXTERNAL ENVIRONMENT

Threats

In assessing the environment in terms of threats, the panel felt specific trends and events were very definite threats to the Stockton Police Department and its mission. They are included along with other identified threats to provide a complete analysis.

The ability of gangs to recruit members from a variety of ethnic and cultural backgrounds was seen as an area that would compound the problem of dealing with gangs. Previously, gangs have aligned along racial parameters with identification and training

handled accordingly. The cross-cultural make-up of gangs will make it more difficult to identify members and potential activity and will certainly alter tactics.

Likewise, cooperation between gangs to further their narcotic and criminal activity will multiply the threat to the community. One of the positive aspects about gangs and the law enforcement approach has been that gangs have been divisive and not inclined to join forces. This has been indicative of the Bloods and Crips and the Norteno and Sureno Hispanic gangs. A change in that structure would strengthen a very dangerous criminal element and make them even bolder than they are now.

The increase of Amer-Asian immigration can also be a potential threat in that these peoples will be viewed as outsiders by the Southeast Asian Community and the general populace. Their initial inclination will be to locate in areas with established Southeast Asian communities. From their experience they have developed as survivors; after rejection in our metropolitan areas, their natural tendency will be to form gangs, conceivably more dangerous and violent than we have seen.

The move by the American Civil Liberties Unions to challenge police tactics and charge harassment would be a negative event. An effective approach in dealing with gangs is to apply constant pressure on those inclined to be involved in criminal gang activity. The intelligence gathering, profiling and use of gang violence suppression are key

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components. Efforts to undermine these tactics would hamper the police and conceivably strengthen street gangs.

A major gang war would have very serious effects on the community and threaten the ability to achieve the stated mission. Such an incident would result in numerous fatalities and injuries. It would also involve a significant number of resources to handle and investigate; resources which would otherwise be directed toward prevention and pro-active activities. A major gang war could also result in reduced confidence in law enforcement and be seen as an inability to control street gangs and provide for the safety of citizens.

Area Economy. While the area strives for a diverse economic base, the unemployment rate is quite high. Additionally, with cutbacks at the federal and state levels, more program responsibility is being pushed to the local level. These factors could contribute to funding cuts for public safety and law enforcement programs to impact gangs.

Minority Communities. An increase in the non-English speaking communities, specifically Hispanic and Southeast Asian, will challenge law enforcement to relate and work with these groups as well as making it difficult to identify and target criminals.

Bureaucratic Processes. By and large, law enforcement is action and results oriented. Some potentially effective means of addressing street gang and narcotic problems such as abatement processes and ordinance amendments are bogged down because of process.

Inter-departmental Cooperation. Over the past two fiscal years, the Police Department has been the only department to receive any significant personnel increases. This will continue for at least another two years, leading to some natural jealousy and resentment by other departments. A harmonious relationship among all departments is needed to target gang areas like parks, apartments, etc.

County Issues. The booking fees imposed on the city by the county amount to approximately one million dollars annually. These are funds which could certainly be directed toward gang and community awareness programs. Additionally, the county jail, like other counties, has a mandated capacity. The inability to have arrested subjects kept in jail undermines gang enforcement efforts.

Opportunities

Similarly, the panel felt particular identified events were among the opportunities for the Police Department in accomplishing its missions. Again, these are included along with other opportunities.

While the immigration of Amer-Asians was seen as a threat on the one hand, it can also be a tremendous opportunity as a recruitment source. This ties in closely with another identified area, increasing minority populations. Focused recruitment will allow the department to have a work force reflective of the community it serves and to better relate and work with that community.

Inner-city development will provide an area more conducive to new businesses and work toward eliminating a negative environment for young people. This feature will assist law enforcement by abating the conditions conducive to street gangs and criminal activity.

A Gang Consortium is seen as a holistic approach incorporating the services and expertise of agencies throughout the metropolitan area. It would work with and support the law enforcement effort. In fact, all facets, law enforcement. schools, social service agencies, community based organizations and citizens would all be critical and interdependent in this effort.

Inter-Agency Cooperation. There is a positive working relationship among law enforcement agencies in the metropolitan area. This is extremely important in terms of developing a multi-agency gang task force.

Business Involvement. The business community, specifically the downtown business merchants, have been extremely supportive of the department. So much so, they were

instrumental in getting Council approval to hire eight additional officers for downtown enforcement. This support is expected to continue especially as positive results regarding gangs and drugs are attained.

Newly Selected City Manager. The city has recently hired a new city manager who appears to be very supportive of the department. He has a philosophy of allowing managers to run their departments with him providing support. He is also a strong proponent of city employees being involved in the community and working with the community to resolve problems. He endorses the department's goals, specifically in its efforts regarding street gangs.

Supportive City Council. The Council has provided a cooperative work environment among themselves which has been very positive in terms of conducting business. They have also made public safety their top priority and approved the hiring of sixty-two additional police officers over three years. The Council is pro-law enforcement, takes all reasonable action to assist the department and is a positive influence on the department attaining its mission. A portion of the Council will be up for re-election in a year and a half, so there is somewhat of an unknown factor in the future.

Involved Community. The community as a whole is also supportive and understanding of the limitations on law enforcement. Their tolerance of gangs and the crime associated with gangs is getting less and less. Various action groups throughout the

metropolitan area are forming to take on gang and drug houses and are looking to the police to facilitate their actions. This relationship will only increase their support.

INTERNAL ENVIRONMENT

Strengths

Recently Appointed Chief. The current chief was appointed approximately one year ago and is committed to working with the community in addressing problems. He is futuristic in terms of planning, solicits input from his staff in the decision-making process and has a genuine interest and concern for department employees. It is anticipated he will command the department over the next few years providing direction and stability.

Management Staff Composition. For the most part management is young with only two close to retirement. This should provide a degree of continuity within the department during the time when enforcement programs may change. While most of the managers are caucasian, there is minority representation at the top levels.

Experienced/Representative Workforce. There is a balance of seasoned officers and a significant number of officers with less than five years. There has been a concerted effort

to develop a department reflecting the community; with a continued increased hiring program, there have been numerous protected class applicants hired.

Training. The department has historically been very liberal and supportive in the training area. Potential areas of concern and interest as well as high liability issues are continually reviewed with the appropriate training provided.

Programs. The department has also been aggressive in terms of developing new programs, providing safe and effective equipment, utilizing state of the art technology and seeking revenue sources through grant funding.

Weaknesses

Traditional Policing. While innovative in some ways, the department has not completely broken away from traditional responses to problems. The patrol division used to be very proactive, and while some tend to think it still is, the department is pretty much reactive in nature.

Lack of Strategic Planning. While the department has innovative managers, it is still very much a structured organization. There are benefits to this, but in some instances it needs to be more flexible and responsive to the quickly changing nature of problems. Change is occurring, but there needs to be more long range planning.

Adversarial Relationship with Association. The relationship between the Police

Officers' Association and the City is definitely adversarial. Police management is considered

part of the "City" by the POA and issues have developed in areas previously considered

police management's "prerogative" to operate the department. Adding to this is the fact

the City imposed a contract last year, and currently the association has been without a

contract for almost one year. Grievances, litigation and arbitration are the order of the

day. This has a very negative impact on morale and on the ability to manage.

Facility. The department has a single facility that cannot adequately accommodate

all the personnel, equipment and vehicles of a growing agency. Funding for a new facility

could redirect monies from other needed areas.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

Development of a strategic plan takes into account an analysis of stakeholders and

their related assumptions. Individuals, groups or organizations who can impact the street

gang activity issue, can be impacted by the issue or are concerned about the

issue/organization have to be considered. Stakeholders can be supportive, opposed,

indifferent or unknown relative to their position on an issue. Assumptions are defined as

basic, deep-rooted, often unstated values and beliefs that individuals or groups have about

the world.

The Strategic Assumption and Surfacing Technique (SAST) process utilized the six police department personnel identifying stakeholders critical to the issue and their projected assumptions. The identified potential stakeholders are:

1. Police Administrators

2. Police Officers Association

3. City Council

4. Other Law Enforcement Agencies

5. Community

6. Business Groups

7. American Civil Liberties Union (ACLU)

8. Community-Based Organizations (CBOs)

9. Media

10. Street Gangs

11. Special Interest Groups

    i.e. NAACP, Asian Advisory Board, Council for the Spanish Speaking, Chinese Family Organizations

12. Schools

It is expected that police administration will receive more pressure to resolve the ever increasing street gang problem. To offset the pressure police management will generate direct public support and some additional funding. The funding appropriations

will be the result of the City Council's responsiveness to constituents fears concerning gangs and the Council's reliance on police Management for positive results.

The community at large, business groups, community based organizations and schools will all be supportive of the Police Department's efforts in targeting street gangs. This atmosphere will provide an excellent opportunity to increase the involvement in problem solving by all these stakeholders. The community will, in fact, desire to have more input and play an active role in mobilization efforts. Schools, CBO's and business groups may also see the situation as a means to further their own agendas or place increasing demands on the Police Department.

There will also be some stakeholders not totally supportive of the department's efforts. Not the least of these is the Police Officers' Association. Their concern will deal with officer safety issues and public apathy as it pertains to an officer's job in general. Both these areas will have to be monitored to minimize any undermining of efforts.

Particular attention will also have to be given to other groups that will not be supportive. The ACLU will be monitoring everything the Police Department does and will more than likely oppose concentrated enforcement efforts against gangs. Special interest groups will also be wary that any actions will target and single out specific ethnic groups and gang members. Their involvement will tend to be more in prevention/intervention rather than enforcement. While the media may attempt to sensationalize gang activity,

there can be a positive element in their involvement by helping to increase community awareness of gangs.

The projected assumptions for each stakeholder are listed in Appendix L. Additionally, an Assumption Map (Appendix M) reflects the importance of each assumption relative to the stakeholder and the level of projected certainty in the assumption.

MODIFIED POLICY DELPHI

A Modified Policy Delphi Panel was convened to generate, review and select policy alternatives that would make the normative scenario attainable. That scenario describes an informed metropolitan area community working in partnership with law enforcement, social service agencies and community organizations to positively impact street gangs. The Modified Policy Delphi Panel consisted of the six police department personnel.

The process involved two rounds. Initially, the panel was presented the normative scenario and asked to propose policies which would help make that future possible. The panel generated 15 policy alternatives. In the second round the panel was asked to provide pros and cons for each policy and to rate each policy as to feasibility and desirability. These processes resulted in the selection of the following policy alternatives:

1. The Stockton Police Department should develop a community partnership program in dealing with street gang problems. This approach will involve and utilize resources from law enforcement, city and county government departments, social service agencies and community based organizations to work in concert in developing viable solutions.

2. The department should establish "Gang Free Zones" by working with school districts, youth centers and community groups. These areas will be patterned after the "Drug Free Zone" concept and will again promote community partnerships in targeting high gang concentration areas and will focus on graffiti abatement by service clubs and zero tolerance of gang activity.

3. The Police Department will be the driving force in the formation of a metropolitan enforcement unit comprised of personnel from all law agencies in the area as well as other criminal justice agencies. This will provide a unified enforcement effort specifically targeting gangs, enhance identification and intelligence capabilities of involved agencies and offset the mobility and range of street gangs.

4. The Stockton Police Department, in conjunction with the city's Personnel Department, should develop a focused recruiting program to target minority populations, specifically, Southeast Asians, Hispanic and African Americans. With such a large portion of the general population being minority, it is incumbent to have a proportionate work

force. This will work toward providing positive role models, increased confidence in the department, and a work force that can more effectively deal with the ethnic make up of street gangs.

5. The department should develop training programs for the department and the community regarding street gangs and drugs. The changes and shifts in gang composition and purpose necessitate the need for ongoing education for officers to better identify and respond to problems generated by gangs. Similarly, community education is extremely important in developing community involvement and allowing for informed decision making.

RECOMMENDED STRATEGY

After analyzing the policy alternatives, the recommendation is for a comprehensive multi-faceted strategy. It is a fact that street gangs are a common and thoroughly negative element in metropolitan communities. In order to effectively reduce the negative impact of street gangs and their drug and criminal activity there must be a community-wide strategy. This being the case, the proposed strategy is one which combines all the policy alternatives into a multi-phased approach.

On the one hand, many metropolitan areas have been plagued by gang related violence and crime more so than smaller communities. On the other hand, metropolitan

areas have the wherewithal in terms of social service organizations, community and citizen action groups, education, the private business element and the criminal justice system. Regardless of the size of the respective agencies or groups, none can be effective by themselves. The law enforcement community realizes that enforcement by itself will not eliminate street gangs; as a result, there must be a cooperative effort.

For this strategy, the police department will be required to break away from the traditional style of policing which emphasizes crime control and arrests. The police department is a service agency not an occupation force. To this end, the department will implement the concepts and practice of community oriented policing. The community policing model places service to the public and prevention of crime as the primary role of police and emphasizes problem solving with strong citizen participation to define important community issues.[13] In order to effectively interact with the community, the department must recognize the positives of community involvement in matters that affect specific neighborhoods and areas.

It has been indicated that community oriented policing addresses crime causes and makes police officers more effective problem solvers as well as enhancing quality of life.[14] These are the results the department would expect in applying a strategy to the street gang issue. This policing model develops a buy-in by the community and also generates involvement by the schools, social service agencies, and other criminal justice agencies.

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Throughout the development of the philosophy of community oriented policing, cooperation among all these entities will be augmented.

As part of this policing model, the Stockton Police Department will enhance its community education program regarding street gangs and drugs. More than just police personnel will be needed in these presentations. The focus will be on identifying potential street gang problems, presenting resources and viable solutions. This community education program will be facilitated by the Police Department to include input from schools, prosecution, diversion and intervention agencies. The forum for these presentations will vary and encompass Neighborhood Watch groups, Police Advisory Boards, community organizations, and parent/school meetings.

The Police Department will work with communities throughout the metropolitan area to establish "Gang Free Zones." These will be patterned after the "Drug Free Zone" concept and will once again promote a community partnership in targeting high gang concentration areas and those areas around schools where gang members congregate. The department has the data to support calls for service in problem areas and will facilitate community action groups. The department will be the liaison for those communities wishing to take civil action against landlords who allow gang members to live in or congregate at homes and businesses. This component will also strongly advocate graffiti abatement and the penalties for failing to maintain properties.

The Police Department will be the driving force in formation of a Metropolitan Gang Task Force. This task force will be comprised of department officers as well as personnel from the District Attorney's office, Sheriffs Department, Probation, Parole and other surrounding police agencies. Besides having a community oriented and educational approach, there is also a very definite need for suppression. A truly effective program will utilize a bridged concept bringing together community based and enforcement efforts. The mobility and networking available to gangs dictates the need for a task force that will have the ability to readily share information and intelligence. It will allow all agencies in the area to keep abreast of problems and provide the necessary resources to move throughout various jurisdictions and target street gang criminal activity.

As another component of increasing community awareness, the police department will provide a comprehensive training program for all officers. The Stockton metropolitan area consists of peoples from a variety of cultures and ethnicities. It is critical for department personnel to be aware of the cultural differences, customs and mores. The department services all areas and factions and it can only do so better by being more aware of what the differences are.

Officers will also receive gang/drug awareness training and the necessary updates to assist them in enforcement efforts and in community interaction. For the very same reasons, cultural awareness training is important. The Stockton Police Department will also conduct aggressive focused recruiting to target minority populations. The department

must be a direct reflection of the community it serves. The philosophy of representative democracy, an affirmative action concept prevalent in our society, will allow for more exposure to the varied cultures within the department. Additionally, as the department engages in the community policing model, the multi-cultural staff can generate more confidence, better rapport and increased understanding between law enforcement and communities.

For the most part, all of the suggested components are responsive to the changes in the ethnic make-up of gangs. The task force will allow suppression efforts to be much more flexible than in the past. The training and awareness will have to be current to address shifts and to anticipate development and composition of street gangs.

IMPLEMENTATION PLAN

The entire street gang issue is one of critical proportions. The selected strategy for the Stockton metropolitan area is one that encompasses gang information, aggressive suppression, recruitment, non-traditional policing techniques and community liaison activities.

Meetings to establish the enforcement task force will begin immediately. The task force itself will be operational in four months. This should allow time for all involved agencies to consider protocol, operating procedures, responsibility and liability issues.

Also, during the first six months the following components will be initiated:

1. Training program for all officers on cultural sensitivity and gang/drug awareness will be developed and presentations started. The department training section will solicit police personnel and community participation in this effort.

2. The department personnel section will initiate a focused recruiting effort in conjunction with the City Personnel Department and all available community resources.

3. The Community Services Section will develop a community education component and will facilitate the "Gang Free Zones" concept.

The community oriented policing model is a key component, not only in addressing the street gang issue, but also for the future of the police department. Care must be taken to ensure its successful implementation. A committee will be selected immediately representing a cross-section of the department as well as community representation. This committee will be charged with developing a model. It is expected the department will be involved in many areas already that are associated with community policing. The department will formally be in the model in the second year.

As part of this policing style change, the police department will initiate formation of a drug/gang consortium during the first year. This will formally bring together all the various agencies and groups working with street gangs. It will work toward developing

cohesive partnerships with each other and the community so there will be a better sense

of direction and effort. Here again, this time will allow for issues regarding protocol and

responsibility to be addressed.

SECTION III - TRANSITION MANAGEMENT

This section of the study deals with a transition management plan to implement the policies for the Stockton Police Department. In their book <u>Organizational Transitions</u>, Richard Beckhard and Reuben T. Harris identify the transition state - the getting from the present to the desired state - as the period during which the actual changes take place. The focus in this part will be on those areas critical during the process of "getting from here to there"; critical mass identification, commitment charting, management structure and implementation technologies.

CRITICAL MASS

In developing a transition management plan it is first necessary to determine the "critical mass." This mass includes those individuals or groups whose active commitment is necessary to provide the energy for change to occur. In other words, the minimum number of individuals or groups who, if they support change, it is likely to be successful; if they do not support change, it is likely to fail. The following seven critical mass actors were identified:

The Chief of Police

The City Council

The City Manager

The Police Officers Association

The Deputy Chief of Operations

The ACLU

Table 3 represents the actors in the critical mass, their

current commitment levels, and needed levels to make change successful.

TABLE 3

Commitment Chart				
Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Police Chief				xo
2. City Council			xo	
3. City Manager		x----------------->o		
4. POA	x----------------------------->o			
5. Deputy Chief			x------------->o	
6. ACLU	x----------->o			
7. Local Newspaper		x--------------->o		

x - current commitment level
o - desired commitment level

Chief of Police. The Chief of Police is the key individual in the strategic plan. The

Chief's commitment to addressing the street gang issue is strong and needs to remain so.

As such, there is a definite message sent throughout the department and the community

in that this is a priority and will be proactively pursued. The chief's sensitivity to

community issues, his stature in the community and among other criminal justice agencies is extremely important. As a department head, he will be the spokesperson in developing the necessary support by all stakeholders.

City Council. The City Council is acutely aware of the problems associated with street gangs and with the resulting "quality of life" issues of the community. The Council has always been supportive of Police Department efforts, and it is important that their present commitment level be maintained. In order to continue the level, council members must be involved in the various strategic components, i.e. the consortium, gang free zones, and community partnership committees. This will provide them positive political exposure and allow them to stay informed regarding the various processes. More importantly, the Council is very sensitive to the needs of the community and has significant contacts which are necessary in developing support throughout the various communities. Additionally, the Council must be educated and kept informed as to the importance of focused recruiting and training issues. It must be made clear that a breakdown in the training component could undermine all other efforts. Their commitment can be maintained through successes, political pressure and positive feedback from the community.

City Manager. The City Manager is very supportive of community partnerships and interaction by the various city departments. The manager is charged with the management of the city and coordinating the efforts of all departments. Several of the strategy components involve cooperation from other city department, and the manager's support

in soliciting their assistance will be invaluable. The manager must also be the buffer between the Chief and the Council and allow the Police Department to develop implementation of the plan. Finally, the manager is also the leading force in gaining support from other key individuals such as the County CEO and the different school superintendents. The manager should respond to the direction taken by the council. Also, once some positive steps are established this individual will be seen in a favorable light by being a willing supporter.

POA. The Police Officers' Association, as the representative of the rank and file must move from a position of blocking change to one of helping change happen. The POA has historically been oriented toward traditional policing and not inclined to being proactively involved with the community. While the association may recognize the value of a different policing philosophy and a diverse work force, it will continue to block change. This will be based on two arguments: officer safety issues and the potential of lowering hiring standards. In an effort to move the POA to helping change, it will be necessary to have participation by their leadership and for members to be involved in the development committees, and whenever feasible, in the decision-making process.

Deputy Chief. The Deputy Chief of Operations has responsibility for all patrol functions and the Community Services section, two very important areas in the strategic plan. His position of helping change by identifying stakeholders and developing a strategy must be elevated to the level of making change happen. Since the Chief is not able to take

on the task of project manager, the logical transition manager will be the Deputy Chief who will provide a leadership role and support through role modeling. Since this program is strongly supported by the Chief, there will be no problem in having the Deputy Chief move to a position of making change happen.

ACLU. The assumption given the ACLU is one of blocking change based on their previous track record regarding law enforcement. The philosophy of community policing with a strong emphasis on community involvement will, hopefully, allow the ACLU to move to a "let change happen" position. Additionally, the community awareness and protected class recruitment components will be positive factors. There may still be resistance to the task force suppression effort. However, keeping this actor informed on other changes and components may help. It is important to keep in mind the networking and contacts the ACLU might have with other special interest groups in the community.

Local Newspapers. The newspaper is an important information source relative to social issues. There is a relatively good working relationship with the publisher; however, it cannot be taken for granted that support will always be there. At present this actor is considered to "let change happen"; but it is important for the newspaper to minimally move to "help change happen". Educational intervention can be used to increase and maintain the commitment. This will place the changes in a more favorable position by having the media increase community awareness and sensitivity and generate interest and commitment from other groups.

MANAGEMENT STRUCTURE

The Chief of Police is the driving force behind the strategic plan, and because of the involved components, law enforcement is the logical choice to take the lead. However, the day to day demands and total department responsibility preclude the Chief from being the day to day manager. As such, the selected structure will be to assign the Deputy Chief of Operations the responsibility as project manager. This assignment allows for several considerations: it sends a clear message within the department that this is an important change; a high ranking manager will have the resources within the organization at his disposal and will be able to work with the organizational structure; it facilitates interaction with other agencies and the community.

The logic in this particular assignment also takes into consideration other key factors, such as a power base and established contacts in the community and with other city and county departments. The selection follows the thinking proposed by Beckhard and Harris in that a successful transition manager has the following attributes:

- The clout to mobilize resources

- The respect of the existing operating leadership and change advocates

- Effective interpersonal skills[15]

IMPLEMENTATION TECHNOLOGIES

A comprehensive transition management plan must also include the methods or technologies to support implementation and make it successful. People do not resist change; they resist uncertainty. It is also important to recognize that people have a high desire for positive feedback. Successful change must address these factors and be directed at minimizing uncertainty, anxiety, and resistance.

Technologies will include the following:

Responsibility Charting. Responsibility charting clarifies behavior required to implement change. It reduces ambiguity, saves energy and assigns responsibility. Appendix N depicts a R.A.S.I. chart (Responsibility, Approval, Support, Inform) and some of the action steps that will have to be taken.

Based on the actions listed on the chart the project manager (Deputy Chief) has responsibility for the mission, the task force, community policing, contacts with external agencies and budget development. A very important factor reflected by the chart is the approval authority of the Chief and the need for that individual to buy into the strategy and strongly support it. Equally important is the support in terms of philosophy and resources needed from the City Council and the City Manager. While the Council and

Manager are generally supportive, the strategy requires a proactive stance by these entities in order to be successful.

Team Building Workshop. Team building workshops are an excellent tool to get people and groups focused on goals and working together to attain the same goals. Team building workshops assist in breaking the ice among people, clarify misconceptions and provide insight into each others' perspective. Workshops will be conducted with command staff, supervisors and all other involved personnel to clearly state strategy and goals. This will provide the Chief and project manager a forum to set the tone and direction the Department needs to follow.

Conflict Management. Change, by its nature, seems to generate conflict. Channeling expected conflict at issues in a constructive, directed manner can be useful. Controlled conflict can enhance interaction and benefit transition. Uncontrolled conflict will undermine any transition program. Given the fact there will be conflict, the change manager must specifically ensure that conflict is not directed at individuals, but rather aimed at issues.

Role Modeling. Role modeling espouses the concept that leadership practices what it preaches. Norm setters (leaders) incorporate change activity into their personal behavior. It will be critical for the Chief of Police and the transition manager to engage in role modeling in order to project behavior expected throughout the department relative

to the change. It will be important for both of these individuals to support and promote the programs, proposed changes and desired future at every opportunity, such as staff meetings, civic presentations and interactions with other departments and agencies.

Milestones. Milestones throughout the transition plan need to be established and recognized as they occur. This will allow for a measurement of progress of the strategic plan and will enable department personnel and other involved agencies to actually see the plan moving forward. Included in the milestone recognition should also be an evaluation of the progress in terms of quality and impact. The recognition of the important steps in the plan will help personnel in moving from the past to the desired future. As each alternative is initiated there should be formal recognition to include announcements at Council Meetings, media coverage and informational directives within the department. Successes will also be recognized and celebrated. These would include formation of partnerships, significant enforcement efforts by the task force and specific accomplishments by community groups addressing neighborhood gang/drug problems.

CONCLUSIONS, RECOMMENDATIONS

AND

FUTURE IMPLICATIONS

CONCLUSIONS

In dealing with the impact of street gang activity on law enforcement in a metropolitan area, this paper addresses the issue:

What law enforcement strategies may be available to impact street gang activity in metropolitan areas by the year 2000?

The issue was further defined in the project by the sub-issues:

1. How will changes or shifts in ethnic make-up of street gangs affect future gang suppression policies or strategies?

2. What changes will occur in law enforcement training as a result of street gang activity?

3. How will street gang activity affect allocation of law enforcement resources?

4. What strategies of coordination with other agencies will emerge as a result of street gang activity?

The problems associated with street gangs and their criminal activity are pervasive throughout all communities in metropolitan areas. These problems will continue to increase if effective proactive actions are not taken. The manner in which an action plan is developed to minimize or eliminate the impact of street gangs must be a comprehensive, long-term endeavor. If these efforts are not made, law enforcement resources will be drained attempting to respond to the problems generated by gangs. By the same token, so will the efforts and resources of other criminal justice agencies, social service agencies and community groups, if they work independently of each other.

It is evident law enforcement is not the sole answer; however, it is charged with providing for the public safety and maintaining a certain quality of life. While street gangs are and will continue to be enormous problems in metropolitan areas in the future, there are some positive aspects. Metropolitan areas do have the resources to support law enforcement in terms of community and other agencies. Law enforcement is in a unique position to take the lead in bringing the tremendous amount of resources and concern that are out there and channel them in a positive way.

RECOMMENDATIONS

Specifically, in order to offset the changes or shifts in ethnic make up of street gangs, strategy recommendations include an effective recruitment program that will bring in increased numbers of minority group members. This will do much toward enabling law

enforcement to work the changing gangs, break down barriers and provide positive role models. Additionally, a metropolitan enforcement task force with coordinated information networks should be considered to deal with the changing structure and mobility of street gangs.

Training issues related to street gang activity will have to encompass ongoing training for law enforcement personnel as well as awareness training for the community. The training will need to anticipate community changes and be flexible and timely in providing officers with appropriate sensitivity and pertinent gang information. The community must be provided with that information to assist in identifying and addressing gang problems in their neighborhoods.

Recommendations regarding allocation of law enforcement resources relate to a department commitment toward a community oriented policing model. This style of policing is one in which the entire community, government agencies, private agencies and social service institutions focus on crime fighting efforts, in this case street gangs. In addition to dedicating a specific number of personnel to an enforcement task force, personnel (both sworn and civilian) must be allocated to addressing issues through community policing. A commitment of both these fronts must be made by police department administrators and policy makers.

In addressing street gang issues specific areas of coordination with other agencies will emerge. The emergence of "Gang Free Zones" and community oriented policing will be a means of developing partnerships with the community, social service agencies, community based organizations and other government agencies. These partnerships, coordination and cooperation will have to develop out of necessity if there is to be any success.

Again, the strategies available to law enforcement to impact street gang activity will need to be multi-faceted and comprehensive. In order to achieve a desirable future there must be a strategic plan utilizing enforcement and resources from throughout the community. Training will be a key aspect and, certainly, metropolitan departments must make every effort to strengthen their ability to deal with this critical issue through minority recruitment and community sensitivity.

FUTURE IMPLICATIONS

Street gangs and their involvement in narcotics and criminal activity are complex social problems which involve a total community effort in obtaining positive results. Some issues which were touched on lightly, but not specifically addressed, in this project which might bear future study were:

o   The potential impact of citizen action groups on street gangs.

o   How can agencies effectively recruit minority candidates, specifically Southeast Asians.

o   The impact of street gangs on a community based policing model.

APPENDIX A

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APPENDIX B

TRENDS

Number of street gangs
Funding for social service agencies
Drug-related crimes by gangs
Inter-agency and community involvement
Amount of law enforcement resources dedicated to gangs
Ethnic makeup of the population
Serial crimes by street gangs
Mobility of gang members
Cross-cultural gang activity/involvement
Ethnic composition of law enforcement agencies
Gang members living in suburbs
Cultural/sensitivity awareness training for law enforcement
Criminal acts against citizens who take actions against gangs
Gang-related incidents
Community-oriented enforcement/programs
Media influence/coverage of gangs
Involvement of Federal State resources
Cross-cultural victimization by gangs
Structure and role of the family
Impact of gangs on policy makers
Federal funding for gang enforcement/prevention
Volunteer programs directed at gangs
Recruitment of minorities in law enforcement
Community awareness of gangs
Community value system
Role of education/school systems
Degree/severity of violence
Overall economy
Racial mixing of single minority neighborhoods
Entertainment industry portrayal of gangs
Female gangs
Reasons for gang involvement
Multi-faceted gangs
Competition/cooperation between gangs
Community tolerance of gangs

EVENTS

Taxpayers overturn Prop. 13
Federal gang czar appointed
Asset seizure law broadened
Hong Kong immigrants center in California
Task force developed to target gangs
Coalition of "blues" and "reds"
Federal legislation allocates Federal funding for "war on gangs"
Street drug more potent that "crack" developed
Alternative sentencing implemented
Immigration opened to American-Asians
Supreme Court decisions reduce birth control funding
Consortium approach to gangs developed
State mandates cultural awareness training
Gang incident occurs resulting in widespread vigilantism
Legislation dramatically changes weapons' laws
ACLU accuses law enforcement of gang harassment
Inner-city redevelopment
Mandatory work programs for gang-related crimes
Major gang war breaks out in a metro area
Mandatory prison for gang-related crimes
Street-gang forming police hit squad
Court mandate for equal funding for L.E.
"Special Circumstance" imposed on gang-related homicides
LEAP funds "War on Gang" grants

APPENDIX D

MODIFIED CONVENTIONAL DELPHI PANEL

Police Manager, Los Angeles County

Police Manager, San Jose

Police Manager, Sacramento

Civilian Criminal Justice Planner, Stockton

Program Administrator, District Attorney's Office, San Joaquin County

Police Manager, Contra Costa County

Police Supervisor, Fresno

Police Supervisor, Stockton

Police Supervisor, Modesto

Program Coordinator, Gang Program, Stockton Unified School District

Outreach Coordinator, Community-based Organization, Stockton

APPENDIX E

MODIFIED DELPHI PROCESS

Thank you for agreeing to assist me with my Command College project on futures research. The topic of my project is, "What law enforcement strategies may be available to impact street-gang activity in a metropolitan area by the year 2001". Sub-issues which I have identified relating to my primary issue are as follows:

1. How will changes or shifts in ethnic makeup in street gangs affect future suppression policies or strategies?

2. What changes will occur in law enforcement training as a result of street-gang activity.

3. How will street-gang activity affect allocation of law enforcement resources?

4. What strategies of coordination with other agencies will emerge as a result of street-gang activity?

The method I have chosen for my futures forecast is the modified delphi. The enclosed information is the first of two modified delphi rounds.

Please complete the information as quickly as possible and either mail it back to me or (preferably) FAX it to me at FAX number 944-8894. I will then tabulate the data and send you the instructions for the second round of modified delphi. You will then be asked to review the data and determine if you wish to modify your original response.

For this initial round, please evaluate the lists of trends and events, using your knowledge, background and opinions. Please keep in mind that the analysis should be in relationship to my primary project issue and sub-issues. If you have any questions or need clarification, please call me at telephone number (209) 944-8217. Please make every effort to return the data to me within a few days. Definitions of the trend and event statements will also be provided to help you understand what is being forecasted.

TREND EVALUATION

In futures research, a trend is a series of events. It is ongoing and the way the statement is presented, is non-directional; it does not imply increases, decreases or present an opinion. The trend evaluation form calls for you to make estimates of each trend, using the base of 100 for today. The estimates asked for are for five years ago, five years from now and ten years from now. Additionally, on the five and ten years futures' assessments, a diagonal line is shown. The upper part of the diagonal line is for your forecast on what

the trends <u>will</u> <u>be</u>; the bottom half of the diagonal line is for your forecast on what you think it <u>should</u> <u>be</u>.

Trend example:

	5 YRS. AGO	TODAY	5 YRS. FROM NOW	10 YRS. FROM NOW
Cost of Vehicles	80	100	130/120	190/150

In the case of this trend, the forecast was that five years ago, costs were 80% of today's cost. In the five years from now, the forecast is that prices will increase by 30% (will be) and 20% (should be). The ten years from now forecast shows an increase of 90% (will be) over today and 50% (should be) over today.

TREND DEFINITIONS

Trend 1 - Inter-agency/community involvement

This is defined as the coordinated comprehensive efforts between law enforcement agencies and social service agencies.

Trend 2 - Local resources

This trend is the amount of funding and personnel dedicated by local law enforcement to address the street gang issue.

Trend 3 - Federal/state resources

This is the level of funding from federal and state sources to specifically impact gangs.

Trend 4 - Gang Involvement/membership

This trend reflects the ethnic diversity and makeup of individual gangs.

Trend 5 - Community tolerance

This is the extent of victimization and gang-related activity the community will tolerate.

Trend 6 - Cooperation between gangs

This trend would reflect the formation of gang coalitions which were previously rivals to further their crime and narcotic activity.

EVENT EVALUATION

The second evaluation I am asking of you is an evaluation of events. Events are incidents which can be said to have occurred at a certain place or time. For example, the earthquake in California in 1989, was an event.

The enclosed event evaluation sheet asks for the following forecasts:

1. Years until the probability first exceeds zero. This is your opinion as to when, in years, the probability that the event could occur first exceeds zero. Fractions of years are acceptable.

2. Probability five years from now and ten years from now. This is your forecast as to the probability the event will occur five years from now and ten years from now. The probability is based on a percentage; therefore, 50 means it is as likely to occur as not to occur and 90 means it would have a very good possibility of occurring.

3. Impact on the issue area after the event occurs. This is your opinion as to the impact on the issue if the event occurs. There may or may not be positive and negative impacts for the same event. Please consider them separately and rank the impacts on a zero to ten scale (ten being the greater impact).

Event Example:

	YEARS UNTIL PROBABILITY EXCEEDS ZERO	PROBABILITY 5 YRS.	10 YRS.	IMPACT POS.	NEG.
U.S. Military Draft Reinstituted	3	20	60	7	2

In the above example, it was believed the event was not even possible until three years from today. It was felt there was a 20% probability it would occur in five years and a 60% probability in ten years. It was further felt it would be a significant positive impact, and a slight negative impact, on the study issue if it occurred.

EVENT DEFINITIONS

Event 1 - Immigration opened to American-Asians

This refers to the Southeast Asians fathered by Americans and who are looked as lower classes in their countries. Such an event would especially impact areas with already established Southeast Asian communities.

Event 2 - ACLU challenges police harassment of gangs

This event constitutes a challenge by the American Civil Liberties Union of the enforcement tactics targeted a gang member charging harassment and violation of constitutional rights.

Event 3 - Enforcement Task Force implemented

This is a specific enforcement effort comprised of various law enforcement agencies much like the narcotics task forces.

Event 4 - Inner-city development

This event concerns a redevelopment of a core city blighted area where a majority of gang members live and associate.

Event 5 - Major gang war

This would mark a single major incident between gangs resulting in numerous deaths and injuries of gang members and innocent bystanders.

Event 6 - Gang consortium instituted

A comprehensive partnership effort involving social service agencies, community-based organizations, citizens and law enforcement to deal with gang issues.

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September 26, 1991

MODIFIED DELPHI
(FINAL ROUND)

Thank you very much for completing the final round of my modified delphi evaluations. I have taken the data from all the participants and prepared two charts each for the event evaluations and trend evaluations. One chart reflects the range of responses; the second chart contains the median estimates as determined by the participants.

This is the second and final phase of the modified delphi. In this round you are asked to review the data charts (range of responses and median estimates) and compare them to your original responses (a copy of these responses is also included). After reviewing the group responses, you may change your original opinion if you wish to do so. It is not a requirement that you change your original evaluations, only an option.

If you wish to change your responses, please enter the new information on the appropriate blank forms. Please try to have the forms back to me by Tuesday, October 1, 1991 (FAX (209) 944-8894).

I apologize for the quick turnaround but I am attempting to stay on schedule to complete this project. Thank you again for taking time out of your very busy schedules to assist me with this research project. Your insight and input has been extremely valuable to this futures research.

EDWARD J. CHAVEZ
DEPUTY CHIEF OF POLICE
STOCKTON POLICE DEPARTMENT

EJC:jc

attachments

APPENDIX G

Trend Evaluation Ranges

RANGE OF RESPONSES

|	TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
Trend #		5 Years Ago	Today	*Five years from now	*Ten years from now
1	Inter-agency/community involvement	15-75	100	100-150 / 100-325	100-250 / 100-400
2	Local resources	5-80	100	100-200 / 125-300	100-300 / 100-500
3	Federal/state resources	0-100	100	90-150 / 150-300	100-250 / 130-500
4	Gang involvement/membership	5-80	100	110-325 / 0-200	100-400 / 0-400
5	Community tolerance	10-150	100	60-125 / 0-275	50-150 / 0-300
6	Cooperation between gangs	0-100	100	50-150 / 0-110	50-175 / 0-130

*

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"will be"
"should be"
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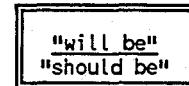
TREND EVALUATION GRAPHS

T−1 INTER−AGENCY INVOLVEMENT

T−2 LOCAL RESOURCES

T−3 FEDERAL/STATE RESOURCES

Page 1 of 2
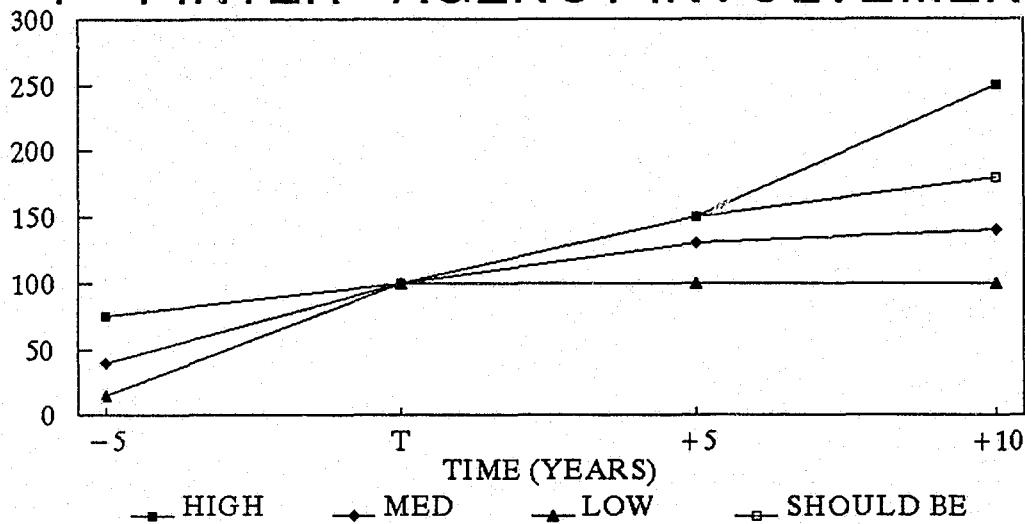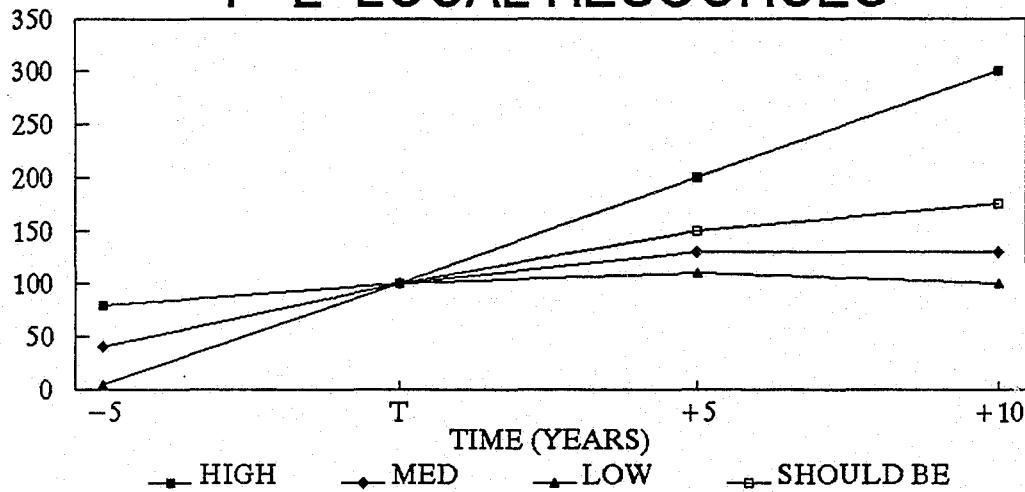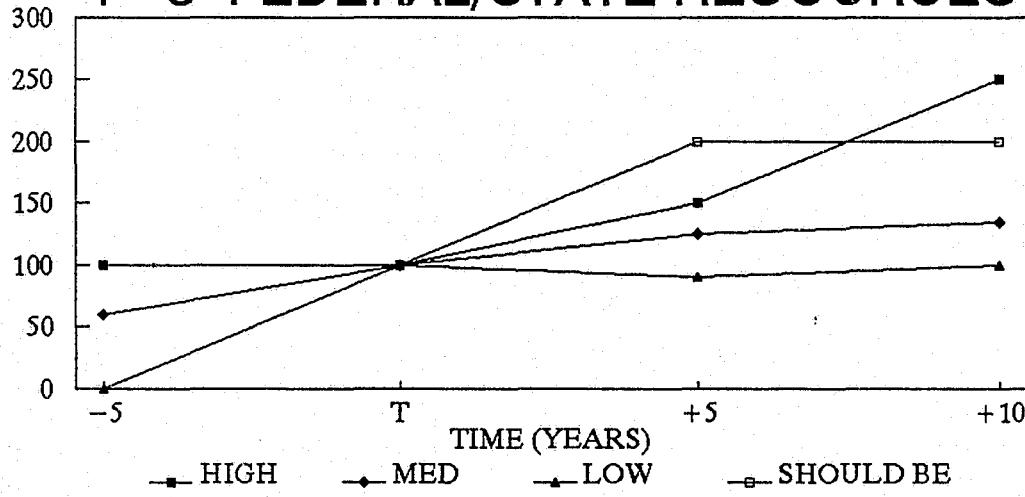
TREND EVALUATION GRAPHS

T-4 GANG INVOLVEMENT

TIME (YEARS)

■— HIGH   ◆— MED   ▲— LOW   ⊡— SHOULD BE

T-5 COMMUNITY TOLERANCE

TIME (YEARS)

■— HIGH   ◆— MED   ▲— LOW   ⊡— SHOULD BE

T-6 GANG COOPERATION

TIME (YEARS)

■— HIGH   ◆— MED   ▲— LOW   ⊡— SHOULD BE
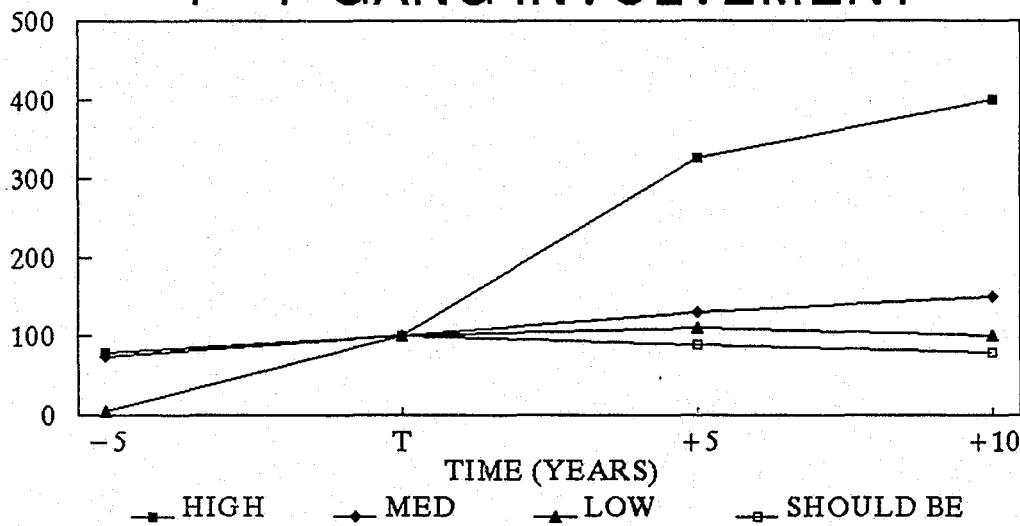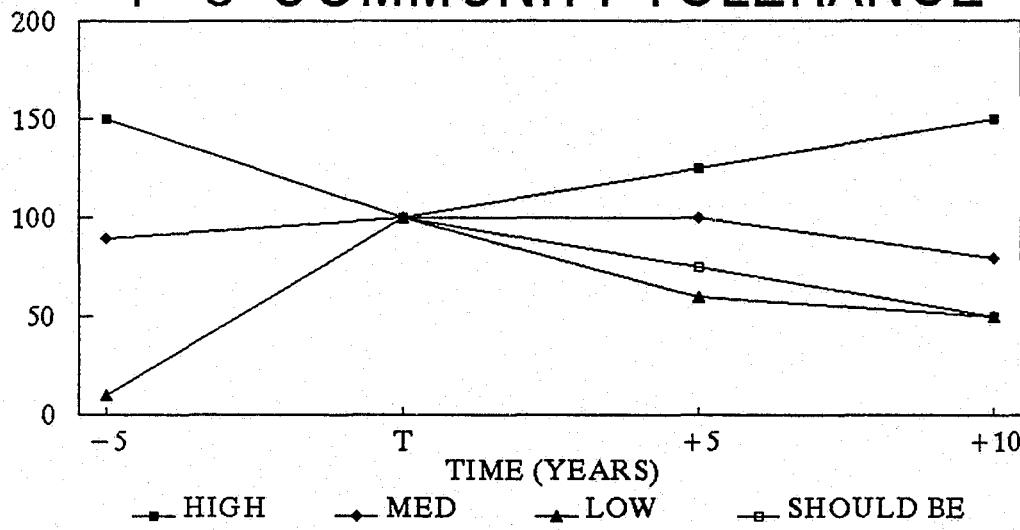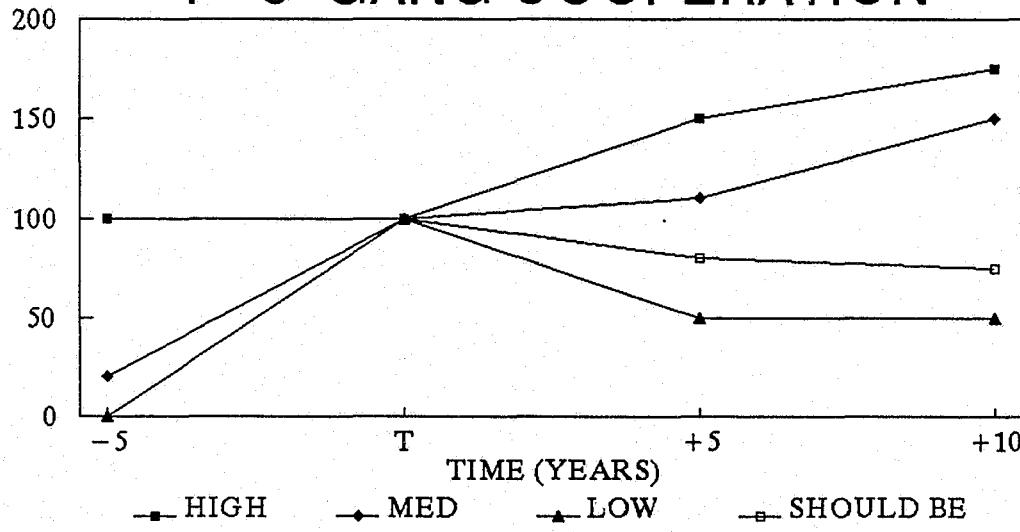
APPENDIX I

Event Evaluation

Event #	EVENT STATEMENT	YEARS UNTIL PROBABIL-ITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	* POSITIVE (0-10 Scale)	* NEGATIVE (0-10 Scale)
1	IMMIGRATION OPENED TO AMER-ASIANS	2-10	10-100	20-100	0-7	3-8
2	ACLU CHALLENGES HARASSMENT OF GANGS	.1-8	25-100	50-100	0-4	3-10
3	ENFORCEMENT TASK FORCE IMPLEMENTED	1.5-4	20-80	50-100	4-10	0-4
4	INNER-CITY DEVELOPMENT	1-10	20-50	35-80	3-10	0-4
5	MAJOR GANG WAR	.1-3	20-100	30-100	0-8	2-10
6	GANG CONSORTIUM INSTITUTED	.5-5	25-100	50-100	5-10	0-5

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APPENDIX J

EVENT EVALUATION GRAPHS

E-1 IMMIGRATION
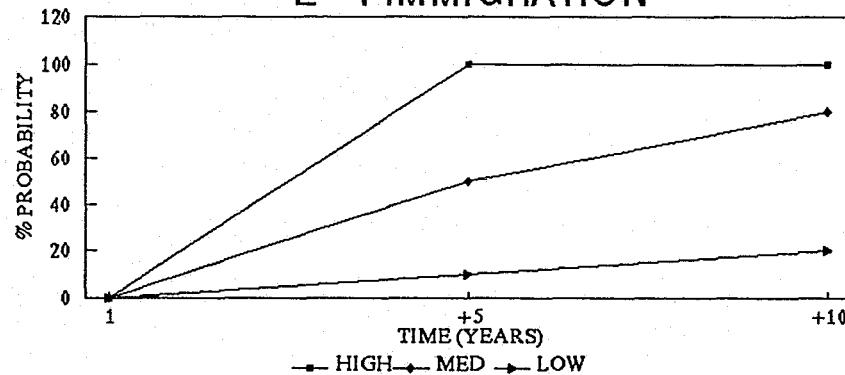
E-2 ACLU CHALLENGE
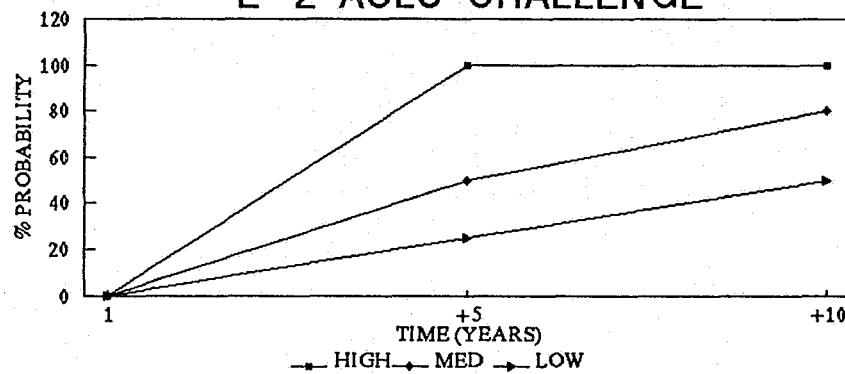
E-3 TASK FORCE
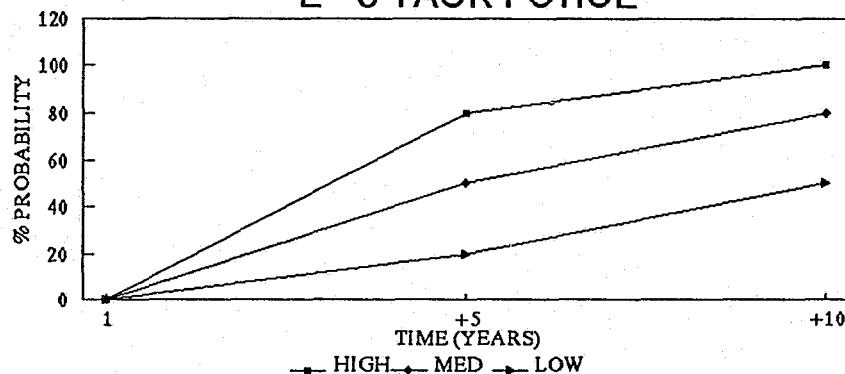
E-4 INNER-CITY
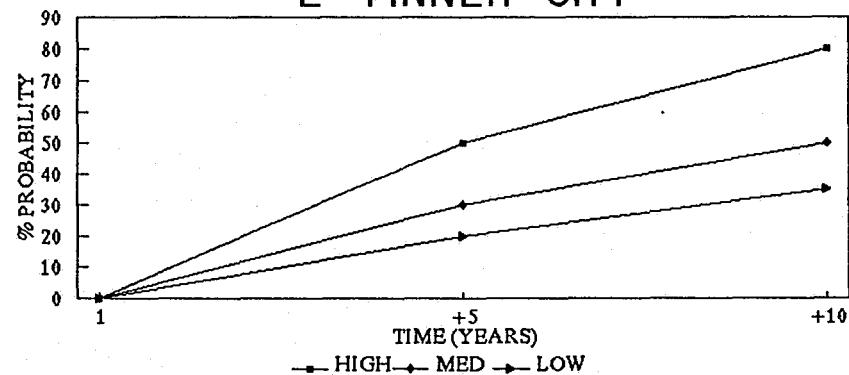
E-5 GANG WAR

E-6 CONSORTIUM

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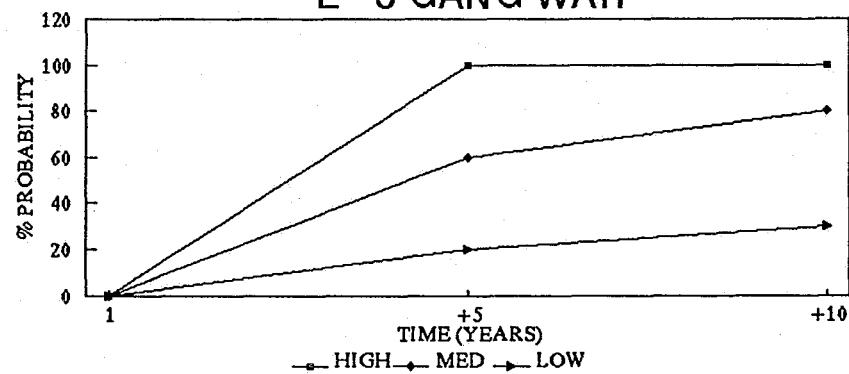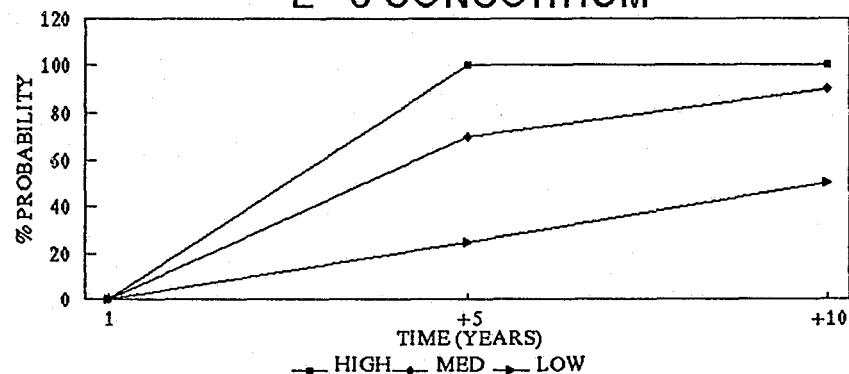
APPENDIX K

CROSS - IMPACT EVALUATION MATRIX

	IMPACTED EVENTS						IMPACTED TRENDS						ACTORS
	E1	E2	E3	E4	E5	E6	T1	T2	T3	T4	T5	T6	
1. Amer-Asian immigration				-10	-5		+20	-10	-20	+25	-20		7
2. ACLU challenge			-25		+20	-10	-10	-10	-10		-5	+50	8
3. Enforcement task force		+75		+50	+50	+75	+50	+50	+15	-20	-30	-40	10
4. Inner-city development			+10			+50	+75	+25			-50	-60	6
5. Major gang war	-10	-20	+90	+15		+40	+25	+60	+20	+25	-75	+50	11
6. Gang consortium	+15	+10	+40	+25	-70		+90	+75	+10	-20	-75	-50	11
REACTORS	2	3	4	4	4	4	6	6	5	4	6	5	

Consensus N=3

T1 - Inter-agency/community involvement
T2 - Local resources
T3 - Federal/state resources
T4 - Gang involvement/membership
T5 - Community tolerance
T6 - Cooperation between gangs

APPENDIX L

STAKEHOLDER ANALYSIS

Stakeholder		Assumption	
1.	Police Administrators	a.	Will receive more pressure to resolve this expanding problem.
		b.	Will develop more support from public (direct or via funding).
2.	Police Officers Association	a.	Will have a concern regarding officer safety issues in dealing with gangs.
		b.	Will assume public will continue apathetic attitude.
3.	City Council	a.	Will want to be responsive to constituents regarding fears.
		b.	Will want police to develop answers.
4.	Other Law Enforcement Agencies	a.	Will benefit as result of increased networking and working joint gang operations.
		b.	Will be concerned about impact gangs will have on their own priorities & workload.
5.	Community	a.	Will increase demand for police services, specifically directed at gang problems.
		b.	Will want to become more involved in community mobilization and partnership efforts with police.
6.	Business Groups	a.	Will have concern street gangs will drive customers away and hurt business.
		b.	Will see resources going to gang problems while their areas are not getting enough attention.

| 7. | ACLU | a. | Will be concerned that concentrated efforts will result in civil rights violations. |
		b.	Will file litigation to impede efforts if they believe individual rights are being violated.
8.	C.B.O.'s	a.	Will have a need for more or expanded prevention and intervention programs.
		b.	Will see this as an opportunity to become more involved in policy making.
9.	Media	a.	Will sensationalize reporting to increase circulation.
		b.	Will assist in increasing community awareness of gangs.
10.	Gangs	a.	Will increase violence towards those who oppose street gang activity.
		b.	Will attempt to improve organization to become more powerful and enhance ability to conduct criminal activity.
11.	Special Interest Groups, i.e. NAACP/Asian Advisory Board/Council for Spanish Speaking	a.	Will have concern specific ethnic groups are singled out as gang members.
		b.	Be more interested in prevention/intervention vs. arrests.
12.	Schools	a.	See issue as a means of getting more programs, personnel and funding.
		b.	Increase their awareness of the importance of cooperative efforts.

APPENDIX M

ASSUMPTION MAPPING

CERTAIN

2a

7a   1a
            3a

        5a

            12b

        11b
6b   4a   9b
    6a   3b 7b   5b

UNIMPORTANT   8b   4b   VERY IMPORTANT
                        12a   1b

                    2b

                11a

                        8a

                            10a
                            10b

                9a

UNCERTAIN

1.	Police Administrators	7.	A.C.L.U.
2.	Police Officers Association	8.	C.B.O.'s
3.	City Council	9.	Media
4.	Other Law Enforcement Agencies	10.	Gangs
5.	Community	11.	Special Interest Groups
6.	Business Groups	12.	Schools

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APPENDIX N

RESPONSIBILITY CHART

Action/Decision	Chief	Deputy Chief	Community Services	City Council	City Mgr.	Personnel/ Training
Mission	A	R	--	S	S	--
Task Force	A	R	--	S	S	--
Community Liaison	S	A	R	I	I	--
Training (Officer)	A	S	S	I	I	R
Community Training	A	A	R	I	I	--
Recruitment	A	I	--	S	S	R
Media Coordination	I	A	R	I	I	--
Community Policing	A	R	--	S	S	--
External Agency Contact	I	R	--	I	I	--
Budget	A	R	--	S	S	--

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (commit resources toward)
I = Inform (to be consulted)

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