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GANGS 2000:

A Call To Action

The
Attorney General's
Report on the
Impact of
Criminal Street Gangs
on Crime and Violence in
California by the Year 2000

Department of Justice
Division of Law Enforcement
Bureau of Investigation

MARCH 1993



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PREFACE

This report is an effort to give the reader a sobering glimpse of the future regarding criminal street gang crime and violence in California. The report attempts to assess the current gang situation and forecast gang trends for the year 2000.

Criminal street gang members are terrorizing communities throughout California where the viciousness of the gangs have taken away many of the public's individual freedoms. In some parts of the state, gang members completely control the community where they live and commit their violent crimes. Gang members have demonstrated a total disregard for human life, and they were responsible for killing and wounding hundreds of people in California during 1991.

This report provides a summary of the gangs, a characterization of the gang members and their criminal activities, and a summation of the gangs' impact on the criminal justice system. It provides a clear need for tightened laws to effectively fight juvenile crime, a need for more sophisticated information-exchange capabilities, and a need for more crime prevention programs within law enforcement, schools, neighborhoods, and local governments.

Police agencies throughout California have always recognized the problems posed by gangs, and these agencies are reacting with stepped up enforcement tactics; however, a law enforcement strategy alone will not end the gang problem. Police agencies have suggested that reducing gang activities will require not only enforcement but also prevention at an early age and greater community involvement.

Today, there are more gangs and gang members than ever before. They are better organized and their members remain active longer. But without new recruits, gangs will become isolated and unable to grow in size and power. In dealing with the gang problem, age is a major factor. Investment in youth at an early age is a primary key to reducing the impact of gangs on society.

The information in this report was researched by Department of Justice analysts who are gang specialists. These analysts were supplied with supporting documentation by law enforcement authorities throughout the state who are also gang experts. Numerous articles and reports on gangs were reviewed, and over 100 criminal justice gang units in California were surveyed to validate the information.

This report assesses California's gang problem today as well as the bleak future which awaits us if we fail to unite as a society to fight back. The goal of this report is not to suggest that the situation is hopeless; indeed, its purpose is to motivate California to fashion bold solutions so that we can prevent the future projected here from actually coming to pass.

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EXECUTIVE SUMMARY

SUMMARY OF REPORT

The Department of Justice estimates there could be as many as 175,000 to 200,000 criminal street gang members in California. These gang members primarily belong to Hispanic gangs; African American gangs, particularly the Crips and Bloods; Asian gangs; and white gangs, especially the Skinheads. Their crimes range from drug trafficking, robberies, burglaries, auto thefts, grand thefts, and receiving stolen property to witness intimidations, extortions, assaults, drive-by shootings, and murders.

- By the year 2000, if this trend continues, there could be as many as 250,000 gang members in the state. They will remain a significant, violent crime threat to all of the major metropolitan cities, and they will become a major crime problem for many of the rural counties.
- Gang violence is increasing in magnitude and frequency. There were approximately 1,000 gang-related killings and at least 3,000 drive-by shootings in California during 1991. Gang members made little effort to distinguish between intended rival gang victims and innocent bystanders.
- Gang arsenals have expanded to include high-powered, large-caliber, handguns; shotguns; and automatic and semi-automatic rifles. The gangs' continued use of this firepower is often without fear of consequence. There will be more gang violence in the future involving weapons, and there will be more willingness by gang members to use them.
- Law enforcement personnel are being shot at by gang members during vehicle pursuits, investigations, and at the scenes of gang-related crimes. Police officers will become victims of gang shootings, thereby, greatly increasing the probability of them being killed in the line of duty by gang members.
- Gangs are recruiting new members at a younger age. There will be more juvenile gang members, and some will be fourth-generation gang members. They will stay with the gangs for longer periods of time. Many gang members are, or will become, career criminals.
- Female gangs are beginning to evolve exclusive of male dominated gangs. These gangs will emerge as independent criminal elements, and female gang members will become more involved in gang violence and other criminally oriented activities.

- Gangs will continue to be involved in narcotics. Hispanic gangs will become poly-drug organizations involved in the trafficking and sale of cocaine, heroin, and marijuana. African American gangs will continue to sell crack cocaine. Asian gang members will be recruited by Asian organized crime groups to become heroin dealers. White gangs will not be a major concern as narcotic traffickers in the year 2000.
- Gang members will learn the benefits of being part of a structured gang, and they will become more sophisticated, organized, and clandestine in their criminal activities. A few of the gangs will evolve into organized crime groups. Some gang members will invest money earned from their illegal enterprises in legitimate businesses.
- Gang crime and violence is inundating many police and sheriffs' departments, which, at the same time, are being forced to reduce personnel assigned to gang units because of shrinking governmental budgets.
- District attorneys' offices and the judicial system are becoming deluged with gang-related caseloads. The increasing number of gang members being arrested for felony crimes is contributing to a tremendous backlog in the courts. Witness intimidation, the threat of courtroom violence, and the "code of silence" among gang members presents obstacles to successfully prosecuting gang members. The court system is no longer fast enough to sentence gang members to jail or prison before they commit additional crimes.
- The protection of witnesses--prior to and during a trial--has become a particularly vexing problem for law enforcement authorities. Witnesses in gang cases are often intimidated or threatened by gang members to keep them from testifying, while funding for many witness protection programs is being reduced or eliminated due to decreasing budgets.
- The street gang situation is overwhelming probation and parole departments. There are an estimated 5,800 California Youth Authority parolees and approximately 65,000 California Department of Corrections parolees; many of whom are gang members. Because of the probation and parole departments' diminishing budgets and limited resources, caseloads are becoming unmanageable to the point where the departments can no longer provide mandated services. Supervision of street gang members on probation or parole will become meaningless.

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- A primary key to reducing the impact of gangs on our society is an investment in youth at an early age. We need a vision that offers a solution to the negative influence that gangs exert on youths. The police, alone, cannot stop the cycle of gang involvement, crime, and incarceration.
 - Gangs provide the young with positive reinforcement often lacking in the home and school. Young people often see gang membership as necessary for survival or as a source of income or prestige. Successful prevention strategies must address the reasons why youths join gangs and must involve law enforcement, parents, schools, and the community.
 - There are numerous gang prevention programs currently operating in California. Those that are successful usually provide partnerships and multi-disciplinary approaches. Reducing the impact of gangs will be a challenge to police, the schools, and the community. Police and government agencies must explore new ways of solving problems, of forming interagency alliances, and sharing responsibility with the community.
 - "Broken windows" need to be fixed. A small investment today will save vast amounts of resources tomorrow. Government must take a leadership role; and with encouragement, citizens will get involved.
 - The year 2000 is our benchmark. With a plan and community support, a generation of youths can be encouraged to reject the "value of gangs" and aspire to active, constructive participation in the community growth.

GANG PROFILES

Criminal street gangs have become one of the most serious crime problems in California. Gang violence--particularly assaults, drive-by shootings, homicides, and brutal home-invasion robberies--accounts for one of the largest, single, personal threats to public safety in this state.

The Department of Justice estimates there may be as many as 175,000 to 200,000 gang members in California. These figures are approximations only since there is no statewide, centralized repository of gang-related information to accurately measure the number of gang members in California. However, these figures represent an approximate 230 to 280 percent increase over the past 11 years when former Attorney General George Deukmejian's Youth Gang Task Force estimated 52,400 gang members in the state during 1981. The Youth Gang Task Force figures were based on a series of hearings held throughout the state in 1981.

The current estimates are based on:

- A 1991 telephone survey by the Department of Justice of California law enforcement gang units, with the exception of those in Los Angeles County. The survey indicated approximately 50,000 gang members in California, exclusive of Los Angeles County.
- A May 1992 report by the Los Angeles District Attorney's Office. The report indicated "there are 125-130,000 gang members on file in the combined databases for Los Angeles County," which included "roughly 5,000 duplicate names." They also reported "20-25,000 gang members active in LA County who have not yet shown up in any gang database."

For the purpose of this report, gangs are defined as "any ongoing organization, association, or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more of the criminal acts enumerated in paragraphs (1) to (8), which has a common name or common identifying sign or symbol, whose members individually or collectively engage in or have engaged in a pattern of criminal gang activity." (California Penal Code Section 186.22[f])

The following criminal acts are enumerated in paragraphs (1) to (8):

- (1) Assault with a deadly weapon or by means of force likely to produce great bodily injury

- (2) Robbery
- (3) Unlawful homicide or manslaughter
- (4) The sale, possession for sale, transportation, manufacture, offer for sale, or offer to manufacture controlled substances
- (5) Shooting at an inhabited dwelling or occupied motor vehicle
- (6) Arson
- (7) The intimidation of witnesses and victims
- (8) Grand theft of any vehicle, trailer, or vessel

A gang member is defined as "any person who actively participates in any gang with knowledge that its members engage in or have engaged in a pattern of criminal gang activity, and who willfully promotes, furthers, or assists in any felonious criminal conduct by members of that gang." (California Penal Code Section 186.22[a])

Both definitions are restrictive. Not all gangs have names, identifying signs, or symbols; and gang members may include associates affiliated with the gang for purposes of criminal activity. Hardcore gang members devote their lives to the gang, but criminal associates do not. This report takes these elusive circumstances into consideration and includes them--along with Penal Code Section 186.22 (a) and (f)--as gangs and gang members throughout the document.

The gangs, which comprise the majority of the violent gangs in California, include Hispanic gangs; African American gangs, particularly the Crips and Bloods; Asian gangs; and white gangs, especially the Skinheads.

Hispanic gangs comprise the majority of the gang population in California. They are involved in a variety of criminal activities, and their arsenals are expanding to large-caliber handguns and automatic weapons.

The Crips and Bloods have become the most well-known of California's African American gangs. They are involved in robberies, burglaries, assaults, drive-by shootings, murders, and narcotics trafficking throughout California and the United States.

Asian gangs--especially Vietnamese, Cambodian, and Laotian gangs--are becoming one of the fastest growing gang-related crime problems in this state. Their members terrorize their own community, and most of their home-invasion robberies include threats or bodily

harm to the victims. Some of the robberies have resulted in the torture and death of the victims.

White gangs, particularly the Skinheads, are involved in hate crimes. Murders and assaults attributed to Skinheads are on the increase, and most of their crimes are racially motivated. The connections between the Skinheads and other established white-supremacist groups--like the Ku Klux Klan and the White Aryan Resistance--are increasing.

HISPANIC CRIMINAL STREET GANGS

Background Through the 1980s

Hispanic gangs began forming in California during the early 1920s. They started as loose-knit groups banding together for unity and socializing in the barrios (neighborhoods) where the same culture, customs, and language prevailed. Gang members were male youths ranging from 14- to 20-years-old. Property crimes such as burglary, strong-arm robbery, and vandalism were their crimes of choice.

These gangs had no formal structure nor leadership. They were very defensive of their barrio, and they would protect it with a vengeance. Gang fights occurred between rival gangs as a result of disputes, turf differences, or transgressions--whether real or imaginary. Often, their weapons included knives, zip guns, chains, clubs, rocks, and bottles.

The commission of a crime became a way of gaining status within the gang. Imprisonment in the California Youth Authority or the California Department of Corrections earned a gang member great stature with other gang members.

By the 1980s, these gangs began targeting their communities and surrounding neighborhoods for drive-by shootings, assaults, murders, and other felonious crimes. Violence became a way of life.

The gangs developed some organization and structure, and leaders emerged from the ranks of older gang members who had been stabbed or shot in gang fights or released from the youth authority or prison. Known as "veteranos," these gang leaders began to recruit new members and train them in gang-related criminal activities. They continued to be turf oriented, and gang fights progressed to gang wars.

The age span for gang members widened, encompassing male youths ranging from 12- to 25-years-old who were willing to fight and die for the gang. Most of the gangs required new members to commit a crime, such as stealing a car or committing a burglary or robbery, before becoming a gang member.

Female associates had little claim to the gang. They assumed the role of traditional girlfriends but, at times, would challenge other females in rival gangs to fight. Because they were less likely to be arrested for gang activities, they were sometimes used by male gang members to carry weapons and narcotics.

As the Hispanic gang members evolved, they established unique trademarks such as tattoos, hand signs, monikers, and graffiti. Elaborate tattoos depicting the initials or name of a gang symbolized loyalty to a particular gang. Hand signs formed the letters of the gang's initials. Monikers were names assumed by--or given to--gang members, and they were usually retained for life. Intricate graffiti--or placards--clearly marked the gang's territorial boundaries and served as a warning to rival gangs. Gang members used these distinguishing characteristics to demonstrate gang allegiance, strengthen gang participation, and challenge rival gangs.

1990's Trends and Patterns

The Department of Justice estimates there could be as many as 95,000 Hispanic gang members in California today. Located in all of the major metropolitan cities, these gangs vary in size from a few members to several hundred. The gang members range in age from 12- to 40-years-old, and many are second- or third-generation gang members.

Adult Hispanic gang members recruit and use juvenile gang members to commit crimes or carry weapons because juveniles are subject to less severe sentences compared to adult penalties. Juvenile gang members are often arrested numerous times before actually serving time in jail or the California Youth Authority.

Recruitment of new gang members often requires the prospective member to commit a drive-by shooting or some other form of felonious assault. Loyalty to their gang usually extends to their death.

Reliance on tattoos, hand signs, and graffiti continues to dominate the gangs' characteristics. These symbols are frequently used to threaten rival gangs besides endorsing allegiance to their own gang.

Their criminal activities now range from robberies, burglaries, grand thefts, vehicle thefts, receiving stolen property to assaults, batteries, drive-by shootings, and murders. They are becoming involved as entrepreneurs in the selling of narcotics--particularly PCP, Mexican tar heroin, methamphetamine, and marijuana.

The gangs' arsenals have expanded to large-caliber handguns, shotguns, and automatic weapons; and their crimes are becoming more violent. Hispanic gang members were

responsible for approximately 80 gang-related drive-by shootings in Stockton, California, during 1991.

Gang members will attack rival gangs in defense of their turf. The Eastside Longos--a Hispanic gang in Long Beach, California--has been involved in a gang war since October 1989 with the Tiny Rascal Gangsters--a Cambodian gang also located in Long Beach and in several other parts of the state including Fresno and San Diego. Drive-by shootings and assaults between these two gangs have resulted in 16 killings thus far.

Law enforcement is an increasing target of gang violence. Hispanic gangs in the Los Angeles area, such as the Harbor City and the "Crazy," have attacked both on and off-duty officers.

A few of the gangs are beginning to recruit non-Hispanic gang members, and some Hispanic gang members are joining different ethnic gangs. Various Hispanic gangs are aligning with other ethnic gangs, usually from the same neighborhood. This affiliation allows them more neighborhood protection from rival gangs.

Hispanic female gangs are starting to evolve exclusive of the traditionally male-dominated Hispanic gangs. Some of the female gang members, such as the Fresno Bulldog Babes, are participating in drive-by shootings, auto thefts, and assaults.

AFRICAN AMERICAN CRIMINAL STREET GANGS

Background Through the 1980s

African American gangs began forming in California during the 1920s. They were not territorial; rather, they were loose associations, unorganized, and rarely violent. They did not identify with graffiti, monikers, or other gang characteristics.

These early gangs consisted generally of family members and neighborhood friends who involved themselves in limited criminal activities designed to perpetrate a "tough guy" image and to provide an easy means of obtaining money.

From 1955 to 1965, the African American gangs increased with larger memberships and operated primarily in south central Los Angeles and Compton. This was partly due to more African American youths bonding together for protection from rival gangs.

It was not until the late 1960s when the Crips and Bloods--the two most violent and criminally active African American gangs--originated. The Crips began forming in southeast Los Angeles by terrorizing local neighborhoods and schools with assaults and

strong-arm robberies. They developed a reputation for being the most fierce and feared gang in the Los Angeles area.

Other African American gangs formed at about the same time to protect themselves from the Crips. One such gang was the Bloods, which originated in and around the Piru Street area in Compton, California; thus, some Bloods gangs are referred to as Piru gangs. The Bloods, which were outnumbered at the time by the Crips three to one, became the second, most vicious African American gang in the Los Angeles area.

Both the Crips and Bloods eventually divided into numerous, smaller gangs (or "sets") during the 1970s. They kept the Crips' and Bloods' (Piru) name, spread throughout Los Angeles County, and began to claim certain neighborhoods as their territory. Their gang rivalry became vicious and bloody.

By 1980, there were approximately 15,000 Crips and Bloods gang members in and around the Los Angeles area. The gangs--or sets--ranged in size from a few gang members to several hundred and had little, if any, organized leadership. The typical age of a gang member varied from 14- to 24-years-old.

Initiation into a gang required the prospective member to "jump in" and fight some of the members already in the gang. Another initiation rite required them to commit a crime within the neighborhood or an assault against rival gang members.

They remained territorial and motivated to protect their neighborhoods from rival gang members. They established unique and basic trademarks such as colors, monikers, graffiti, and hand signs. The color blue was adopted by the Crips as a symbol of gang recognition; red became the color of the Bloods. Monikers--such as "Killer Dog," "12-Gauge," and "Cop Killer"--often reflected their criminal abilities or their ferociousness as gang members. Graffiti identified the gang and hand signs displayed symbols--usually letters--unique to the name of their gang. It was not unusual for members to "flash" hand signs at rival gang members as a challenge to fight. They took great pride in displaying their colors and defending them against rival gangs. They were willing to die for the gang, especially in defense of their colors and neighborhood. It was not until the early 1980s that the era of drive-by shootings began.

They became involved in a variety of neighborhood crimes such as burglary; robbery; assault; and the selling of marijuana, LSD, and PCP. The issue of gang involvement in narcotics trafficking was generally considered to be of a minor nature prior to the 1980s. However, by 1983, African American Los Angeles gangs seized upon the availability of narcotics, particularly crack, as a means of income. Crack had supplemented cocaine as the most popular illicit drug of choice. Prime reasons for the widespread use of crack

were its ease of conversion for smoking, the rapid onset of its effect on the user, and its comparatively inexpensive price.

The migration of African American Los Angeles gang members during the 1980s to other United States cities, often for reasons other than some vast gang-inspired conspiracy, resulted in the spread of crack sales and an attendant wave of violence. This spread of crack sales can be traced back to the gang members' family ties in these cities and to the lure of quick profits. These two reasons provided most of the inspiration and motivation for the transplanted gang members.

Considerable diversity is displayed by Crips and Bloods gangs and their members in narcotics trafficking, which allows for different levels of involvement from narcotic selling by adolescents to the more important roles of directing narcotics trafficking activities. In the past, an individual's age, physical structure, and arrest record were often principal factors in determining gang hierarchy; money derived from narcotic sales soon became the symbol which signified power and status.

Crips and Bloods have established criminal networks throughout the country and capitalized on the enormous profits earned from the trafficking and selling of crack cocaine. In 1987, nine members of the Nine-Deuce Hoovers--a Crips gang--migrated from Los Angeles to Seattle, Washington, where they ran three crack houses, with crack transported from California each week. One gang member was subsequently arrested and pleaded guilty in 1988 to selling crack near a school and using a gun to further his narcotic enterprise. He was sentenced to 25 years in prison and is currently incarcerated in Leavenworth Federal Prison, Kansas.

1990's Trends and Patterns

The Department of Justice estimates there could be as many as 65,000 African American gang members in California today. The majority of them are still Crips and Bloods gang members. They now range in age from 12 to 35, with some as old as 40. The gangs vary in size from 30 members to as many as 1,000. They continue to fight each other for narcotic-related profits and in defense of territory, and many remain unstructured and informal. A few of them are becoming organized with some definitive gang structure.

Some of the older gang members--known as "Original Gangsters"--who have been in the gang for a long time are often the recruiters and trainers of new gang members. Many are second- and third-generation gang members and have been incarcerated in the California Youth Authority or the California Department of Corrections. Due to their propensity for violence, prison and jail officials have found it necessary to house hardcore members in high-security cell blocks or separate facilities.

Some of the more experienced gang members are beginning to abandon established characteristics, such as wearing the colors blue and red, and are now trying to disguise their gang affiliation by wearing non-descript black and white clothing. Other members continue to rely on the gang trademarks, and neighborhoods abound with graffiti signifying the presence of Crips and/or Bloods gangs.

Some of the gangs have formed alliances with other ethnic gangs, and some Crips and Bloods gangs include Hispanic or Asian gang members. Female gang members are rare, but those who do participate play a minor role in gang activity and are used to rent crack houses or traffic in narcotics.

The Crips and Bloods continue to control the distribution of crack cocaine in several California cities and other states. Federal and state law enforcement authorities report Crips and Bloods gang members in 33 states and 123 cities. Once they arrive in a city, they determine the demand for narcotics, the identity of major narcotic dealers, and the existence of established narcotic operations. They then recruit new gang members and take over the selling of crack cocaine. Sometimes, the takeover is without violence if there is little or no resistance from rival gangs. Other times, there will be a great deal of violence if existing gangs have already established narcotic operations, which compete for the narcotics trade.

Two examples of their involvement in crack cocaine include:

- Operation Blue Rag and Operation Red Rag were two joint investigative efforts by numerous law enforcement agencies in San Diego during 1990. From the beginning of these two operations, the goal was not merely to arrest drug dealers but to reduce violence in the community by sending dangerous gang members to prison.

Operation Blue Rag focused on three San Diego gangs: the West Coast Crips; the Neighborhood Crips; and the Linda Vista Crips. When the operation was completed, the San Diego County District Attorney's Office filed criminal complaints against 35 gang members. A dozen more were arrested for probation violations or new charges developed during the investigation.

Operation Red Rag was a five-month undercover operation, which targeted six Bloods sets but soon expanded to include eight of San Diego's ten African American gangs together with a hodgepodge of gang members from Los Angeles. When Operation Red Rag was over, it resulted in the arrest of 112 gang members and narcotic dealers.

- An initial move in a multi-state narcotic investigation was made in early June 1991 when federal authorities in Los Angeles were contacted by federal authorities in Denver, Colorado, for assistance.

A member of the Los Angeles-based 87th Street Gang Crips had been identified as a principal suspect in a Denver case, which involved the trafficking of narcotics by the Los Angeles gang. The gang member, a convicted felon, was on probation at the time as the result of a 1987 arrest when police officers uncovered \$265,000 in cash; an undisclosed amount of crack; and a firearm in his residence. This gang member also had previous arrests for assault with a firearm, robbery, carrying a concealed weapon, and battery. He was known by local police officers to be a major narcotics dealer in the south central area of Los Angeles who used other gang members to sell narcotics and to provide protection for his narcotics trafficking enterprise.

As events later developed in Los Angeles, the gang member and another suspect were apprehended in the gang member's garage area. When both suspects were ordered by police officers to the ground, the gang member opened fire on them. During the ensuing gun battle, the gang member was seriously wounded; and one police officer received a bullet wound in the left foot. During a search of the gang member's apartment, 1,100 grams of cocaine; 267 grams of rock cocaine; 28 grams of black tar heroin; \$25,000 in U.S. currency; and a 9mm pistol were seized.

With gang involvement in the crack market comes a tremendous increase of street-level violence as they battle over the profitable narcotics trade. Violence is a routine part of doing business, and it is used to terrorize citizens and other gangs resisting their intrusion. They make no effort to distinguish between intended rival gang victims or innocent bystanders.

Besides crack cocaine, African American gang members also sell marijuana and PCP; and some have purchased chemicals for their own production of PCP.

Their use of weapons has evolved to high-powered, large-caliber handguns and automatic and semi-automatic weapons including AK-47 assault rifles and Mac-10s with multiple-round magazines; and they sometimes wear police-type body armor. Gang attacks on police officers have escalated. Gangs--such as the '89 Gangster Crips, Project Crips, Neighborhood Crips, Southside Compton Crips, and the Pueblo Bishop Bloods--have shot at officers during vehicle pursuits, narcotic investigations, robberies, and responses to family disturbances.

Their other crimes range from robberies, burglaries, grand thefts, receiving stolen property, and witness intimidations to assaults with a deadly weapon, drive-by shootings, and murders. In Los Angeles during 1990, there were 135 homicides; 1,416 assaults and batteries; and 775 robberies attributed to Crips and Bloods gang members.

Some specific targets of criminal activities include jewelry stores. A series of armed robberies, which has been connected to Crips' gang members from the Los Angeles area, have occurred in several Central Valley and San Francisco Bay Area cities. These armed robberies target jewelry stores and are committed by the "One-Minute Gang"--based on their ability to complete the robberies in one minute. Many robberies have occurred in California; and similar robberies are being reported in Nevada, Oregon, and Georgia. Some of the robberies have resulted in the theft of \$150,000 to \$250,000 worth of jewelry. An estimated combined loss of \$4.7 million has been reported thus far.

Another area of emerging criminal activities for the Crips and Bloods is theft of personal computers from stores and warehouses. In 1991, there were 19 such thefts in the Los Angeles and Orange County areas attributable to these gangs.

During the April 29 to May 1, 1992, riot in Los Angeles, some of the violence was attributed to the Crips and Bloods. The riot was the worst civil disorder in modern American history. Sixty persons died; some 2,500 were injured; 750 fires were set; 14,000 people were arrested; and upwards of \$700 million in damage was done.

Gang members were involved in assaults, attempted murders, murders, arson, and looting. During the riot, two members of the 8-Trey Gangster Crips and two other individuals were seen on national television beating and robbing a truck driver. Twenty-two members of another Crips gang were arrested for looting approximately \$80,000 worth of merchandise from electronic stores.

Other Crips and Bloods gang members were responsible for looting many of the 4,500 weapons from gun dealers, sporting goods stores, and pawn shops during the riot. Gang members have indicated they will use the weapons to kill police officers and parole and probation officers via drive-by shootings and ambushes. Gang members have graffitied walls with "187 L.A.P.D." (187 is the California Penal Code Section for homicide); and other gang members have circulated flyers stating, "Open Season on LAPD."

A temporary truce between some of the gang members of the Crips and Bloods occurred in the Los Angeles area following the riot. Many of these gang members are wearing articles of red and blue clothing interweaved to show their unity. These gangs claim the truce will unite their forces to target law enforcement officers; however, to date, there have been no attacks against the officers resulting from this gang alliance.

Some of the gangs have also indicated they will seek "protection" money from business owners to safeguard them from further crimes. This form of extortion is another effort by the gangs to continue controlling and intimidating their neighborhoods.

ASIAN CRIMINAL STREET GANGS

Background Through the 1980s

Vietnamese, Laotian, and Cambodian gangs represent the bulk of the Asian criminal street gang problem in California. It was not until the late 1970s that Vietnamese gangs began to emerge, followed by Laotian and Cambodian gangs in the early 1980s.

These gangs ranged in size from 5 to 200 gang members; and their crimes included residential and business robberies, auto thefts, and burglaries. Rarely were they involved in drive-by shootings. The gang members varied in age from 15- to 25-years-old, and the older gang members were usually the leaders.

Early formation of Asian gangs was loose-knit, and the gang members did not associate with each other on a continuous basis. They had little, if any, loyalty to a particular gang. Unlike Hispanic and African American gangs, Asian gangs began with no unique characteristics such as tattoos, hand signs, or graffiti. They had no names for their gangs, nor were they organized or turf oriented. There were no female Asian gangs and few female Asian gang members.

By 1985, the Vietnamese gangs were committing organized auto thefts, extortions, firearms violations, home-invasion robberies, witness intimidations, assaults, and murders. They frequently used some type of weapon during the commission of their crimes. Vietnamese gang members began targeting their own communities with ruthless and vicious crimes and would often travel to various Vietnamese communities throughout the country to commit these crimes.

The Laotian and Cambodian gangs remained predatory. They became turf oriented, and their crimes were random property crimes--usually involving some form of robbery or burglary.

1990's Trends and Patterns

The Department of Justice estimates there could be as many as 15,000 Asian gang members in California today. They are still principally representative of Vietnamese, Laotian, and Cambodian gangs; and their gang members vary in age from 13- to 35-years-old. They continue to terrorize and prey upon their communities with violent crimes,

occasionally resulting in murders. They have increased their traveling patterns from coast to coast committing these crimes. Their growing level of mobility and violence has made them a national crime problem.

Many of the Asian gangs have begun to emulate other ethnic gangs; and they are adopting certain gang characteristics such as gang names, hand signs, tattoos, and graffiti. Asian gangs--with names such as the Street Killer Boys, Tiny Rascal Gangsters, Black Dragons, and Natoma Boys--are becoming widespread. Some Asian gangs are naming themselves after the Crips and Bloods gangs. There are Asian Westside Crips, Northside Crips, and Hillside Crips in Modesto. Fresno has the Asian Crips and Asian Bloods, and Long Beach has the Cambodian Crips.

The Vietnamese gangs are not turf oriented or loyal to one neighborhood; instead, they are often comprised of gang members from several locations. The Santa Ana Boys have members in San Diego, Los Angeles, Westminster, Garden Grove, Anaheim, Riverside, and Pomona. The Laotian and Cambodian gangs remain territorial.

A few of the Asian gangs have recruited female gang members who carry weapons for male gang members and assist male gang members in committing crimes, such as home-invasion robberies. Some of the female gang members have formed their own gangs and operate independently of their male counterparts. In Orange County, female gangs--such as the Wally Girls, Pomona Girls, and Dirty Punks--average 20 to 50 members between 13- to 20-years-old. Each female gang is allied with one or more male gang such as the Santa Ana Boys or Cheap Boys. Several of the female gang members have been arrested for auto burglary, shoplifting, and petty theft.

One of the most frightening aspects of Asian gangs is their brutal home-invasion robberies. In a typical home invasion, gang members enter a home, tie up the inhabitants, then terrorize, torture, beat, rob, and--at times--kill them. More than 300 such robberies were reported in California last year, and the attacks are becoming more widespread and violent. Many Asian gang-related crimes go unreported because of the victims' fear of revenge from the gang members. For each reported robbery, experts believe there may be as many as three to five robberies going unreported.

In 1991, there were three to five home-invasion robberies reported each month in Orange County. Thirty such robberies were reported in San Jose during a three-month period. Thirty-two were reported in Sacramento; 25 in Oakland; and 12 in San Francisco for the entire year.

Other crimes--which include robberies, burglaries, auto thefts, and extortions--are often marked with extreme violence. Many of them are conducted with precision, suggesting some form of structure, organization, and planning.

In 1990, a Vietnamese gang in the San Gabriel Valley was linked to at least 30 crimes--including residential and business robberies and extortion. Thirty-two suspected gang members--some of whom were members of the Black Dragon gang, including five female gang associates--were arrested for these crimes.

The Natoma Boys, whose members ranged from 16- to 23-years-old, were responsible for more than 40 crimes in Cerritos and Lakewood during a 4-month period in 1990. The gang netted \$1 million in stolen property from car burglaries, robberies, and auto thefts throughout Southern California. This gang had more than 150 members operating in Orange, Los Angeles, Riverside, and San Bernardino counties.

Extortion of Asian business owners is a principal Vietnamese gang crime since many of the extortion victims fear to report the crime. Gang members engage in burglarizing, ransacking, or vandalizing businesses and then demand payment as insurance against further trouble; and others have extorted protection money from business owners by threatening to kill them and their families.

Auto thefts by these gang members are on the increase, and it is not uncommon for a gang member to be arrested for auto theft and have in his possession an altered ignition key used to start the stolen vehicle. Often, the vehicles are stolen and used during the commission of a crime, then later abandoned.

Violence by Asian gangs continues to increase. They have threatened to kill and have shot at police officers. Turf-related gang wars between some Asian gangs and other ethnic gangs are occurring. Their weapons of choice are handguns, rifles, and automatic or semi-automatic firearms; and they show little or no remorse for the victims of their violence.

As indicated earlier in this report, the Tiny Rascal Gangsters--a Cambodian gang located in Long Beach and in several other parts of the state--are involved in a gang war with the Eastside Longos--a Hispanic gang, also located in Long Beach. Drive-by shootings and assaults by these two gangs resulted in nine killings during 1991.

Some of the Vietnamese gang members are being recruited by Asian organized crime groups such as the Wah Ching and the Wo Hop To Triad in the San Francisco and Los Angeles areas. The Wah Ching is a Chinese criminal organization involved in murder, extortion, prostitution, robbery, gambling, and loan sharking. They are also suspected of narcotics trafficking. The Wo Hop To Triad is a long-standing criminal organization that originated in Hong Kong. They began immigrating to the United States--particularly California--during the mid-1980s; and they have a long history of involvement in illegal gambling, prostitution, narcotics trafficking, and extortion.

The Wo Hop To is attempting to consolidate its power by aligning various Asian organized crime groups and gangs, including Vietnamese gang members, under one umbrella organization. Since April 1990, five murders involving Asian organized crime and/or gang members have occurred in the San Francisco Bay Area as a result of this consolidation effort.

WHITE CRIMINAL STREET GANGS

Background Through the 1980s

White gangs have been forming in California for decades. Early white gangs were oriented around motorcycle gangs like the Hells Angels. Today's outlaw motorcycle gangs are not considered street gangs but, rather, organized crime groups. It was not until the late 1980s that the Skinheads were identified as the primary source of white street gang violence in this state. They were characterized by their shaven heads and white-supremacy philosophy and, for the most part, were factionalized and unorganized.

Skinheads formed as racist gangs and were not turf oriented nor profit motivated. Their crimes ranged from vandalism and assaults to murders. Generally, targets of their crimes included non-white, Jewish, homeless, and homosexual individuals. Confrontations between the Skinheads and their targeted victims were often random, but they usually culminated in serious injury or death to the victim.

The age of the Skinhead gang members varied from early teens to mid-20s. Both males and females belonged to the gang; and their weapons included baseball bats, knives, fists, and steel-toed boots.

Similar to other gangs, Skinheads resort to graffiti, hand signs, and tattoos as typical gang characteristics. Common graffiti includes swastikas and lightning bolts. Most of the graffiti is used to deface property rather than indicate gang territory. Hand signs include both the Nazi salute and formation of the letters "W" and "P" for White Power. Tattoos include swastikas, Nazi flags, hooded Ku Klux Klansmen, and the letters SWP for Supreme White Power and WAR for White Aryan Resistance.

Skinheads began to establish associations with some of the more traditional white-supremacy groups--such as the Ku Klux Klan (KKK) and the White Aryan Resistance (WAR). Gang members would travel throughout California and other parts of the country to attend KKK and WAR rallies, marches, and demonstrations. Skinheads have participated in cross-burnings and become members of the American Klan in Modesto.

Skinheads have attended the annual meeting of the Aryan Nations' Church, a Neo-Nazi organization in Idaho linked to The Order--a former domestic terrorist organization. Skinhead gang members identify with the imprisoned and deceased Order members as "prisoners of war" and "martyrs" in the white-supremacist movement.

Skinheads from California were residing with Skinheads in Portland, Oregon, during December 1988 when the Portland Skinheads used a baseball bat to beat an Ethiopian immigrant to death. The Oregon Skinheads were arrested and convicted for the murder, and the San Diego leader of WAR was indicted by a federal grand jury and found guilty of inciting violence by encouraging them to commit the murder. He had sent Skinheads from California to teach the Skinheads in Oregon how to commit crimes of violence against minorities.

1990's Trends and Patterns

The California Department of Justice estimates there could be as many as 5,000 white gang members in California today. The Skinheads, with approximately 400 members, remain the most violent of the white gangs. Although small in numbers when compared to other criminal street gangs, their potential for violence is significant.

Skinheads remain racially motivated instead of being territorial or inspired to commit crimes for profit. They are still loose-knit and unorganized, but there is some evidence that a few of the gangs have developed an internal gang structure. Some have printed and distributed membership applications, collected dues, established rules and regulations, and conducted meetings with formal minutes. The application for the American Front Skinhead gang implies that if a member betrays the organization, the punishment is "death by crucifixion." Some of the gangs have established phone hot lines, post office boxes, and their own publications intended to recruit new members.

The typical Skinhead gang in the 1990s varies in size from 5 to 20 members, and the age ranges from the early teens to the mid-20s. They continue to shave their heads, but some now have short hair or have grown their hair long to disguise their gang membership. They still have racist-related tattoos including WSU and AYM for White Students Union and Aryan Youth Movement. Their graffiti continues to incorporate the use of swastikas and slogans to profess Nazism. Their weapons now include handguns, rifles, and automatic weapons.

Female gang members are becoming increasingly involved in Skinhead-related hate crimes. They have joined in the gang attacks on targeted victims by male gang members.

Skinheads continue to travel throughout the country, associate with other Skinhead gangs, and commit or encourage hate crimes of racial violence including assaults, drive-by shootings, and murders.

In July 1991, police officers searched a vacant residence in Beaverton, Oregon, after American Front Skinheads had been evicted. Material found in the residence included a "hit list" targeting Portland, Oregon, police officers. A female Skinhead gang member from California, who is the secretary of the American Front, was residing in the residence with other Skinheads prior to the eviction.

The American Front, which originated in San Francisco, now has Skinhead associations in several states. American Front members have been arrested for assault, possession of illegal weapons, attempted murder, and murder in Napa, San Francisco, and Sacramento, California as well as cities in Pennsylvania, Florida, Maryland, and Washington.

Threats, violence, and murder have occurred in California between white-supremacist Skinheads and Skinheads Against Racial Prejudice (SHARP). SHARP members dress and look like white-supremacist Skinheads but oppose the white-supremacy philosophy.

Skinhead violence left one SHARP member dead from a fatal stabbing and another SHARP wounded in Sacramento during August 1990. A fight took place between rival factions of white-supremacist Skinheads and SHARP members. A member of the American Front from Auburn, California, was arrested for the crimes and eventually pled guilty to voluntary manslaughter and assault with a deadly weapon.

Skinheads remain aligned with white-supremacist groups, and they continue to attend KKK and other hate group meetings and rallies. These groups maintain a power base derived from racism and bigotry, and they often resort to violence in support of their beliefs.

VIOLENCE AND CRIME

Criminal street gangs are responsible for thousands of acts of violence and crimes in California each year. Similar to the problem of determining the number of gang members in California, there is no statewide, centralized repository of gang-related information to measure the number of gang-related criminal incidents in California. Regardless, violence involving turf wars, brutal home-invasion robberies, drive-by shootings, and killings are daily gang occurrences. Common gang-related crimes range from assault with a deadly weapon, robbery, burglary, and auto theft to extortion, murder, witness intimidation, and trafficking and selling narcotics.

CRIMINAL INCIDENTS AND STATISTICS

Information collected from a variety of sources for this report indicates there may have been as many as 1,000 gang-related killings and 3,000 drive-by shootings in California during 1991. Many of the victims were innocent bystanders.

Both the killings and drive-by shootings have evolved as the most frequent violent crimes committed by gang members since the early 1980s. Members of one gang drive by and shoot at residences and vehicles of rival gang members. The gunmen often yell the name or slogan of their gang, so the "victim" gang will know who is responsible. Usually, the rival gang retaliates with a drive-by shooting of their own, and the cycle of revenge killings begins.

California street gang violence is not a new phenomenon. Today, the gangs have become more sophisticated and organized, with an abundance of large-caliber handguns, shotguns, and automatic and semi-automatic weapons--including AK-47s, Mac-10s, and Uzi submachine guns.

Examples of gang-related criminal incidents and statistics include the following:

- In 1981, there were 351 gang killings in Los Angeles County compared to 771 during 1991. Two-hundred-and-seven of the 771 killings occurred in the Los Angeles County Sheriff's Department jurisdiction, and 564 occurred in other police jurisdictions within Los Angeles County. Forty-eight of the 207 killings were innocent victims; 5 were over the sale of narcotics; the rest were the result of inter-gang rivalry.
- The San Fernando Valley now averages 3.5 gang crimes per day compared to 2.5 gang crimes every 3 days 10 years ago.

- In 1991, there were 23 gang-related murders in Santa Ana, and juveniles were involved as either victims or suspects in 12 of them. There were approximately 1,500 juveniles arrested in Santa Ana during 1991; and more than half of them were involved in gang-related criminal activity.
- Over 30 percent of the crimes committed in San Bernardino during 1990 and 1991 were gang related.
- The number of gang-related arrests, prosecutions, and convictions in Antelope Valley (Los Angeles County) increased over 900 percent from 1982 to 1992. The number of gangs increased from 3 to 270 during this time.
- There were 1,268 gang defendants filed on by the Orange County District Attorney's Office in 1989; 2,285 in 1990; and 3,050 in 1991. The 1991 figure reflects an increase of 141 percent over the 1989 figure.

There were 197 gang defendants charged with violent felonies (murder, attempted murder, robbery, assault with a deadly weapon, and shooting at an inhabited dwelling) in 1989; 268 in 1990; and 436 in 1991. The 1991 statistic increased 121 percent since 1989.

There were 6 gang defendants charged with murder in 1989; 28 in 1990; and 43 in 1991.

- From 1985 to 1992, the number of gangs in Anaheim increased by 338 percent while the number of gang members rose 347 percent. Anaheim reported more than 100 gang-related shootings from April through October 1990.

CAREER CRIMINALS

Many of the felonious crimes committed by gang members are crimes of recidivism; crimes committed by gang members who are--or will become--career criminals. These gang members have extensive criminal history records reflective of serious, habitual offenders.

For this report, Department of Justice staff reviewed the background of four different gangs to determine if the gang members met the criteria for the California Career Criminal Apprehension Program as specified in Penal Code Section 13853.

The gangs selected for the review included one African American gang (Santana Block Crips), one Hispanic gang (Barrio Small Town), one Asian gang (Hung Pho), and one white gang (Sacto Skinheads).

The Santana Block Crips is a large gang based in Lynwood and Compton, California. It was formed in the early 1970s and has approximately 640 members. Their ages range from 14- to 54-years-old, and the majority are in their early to mid-20s. They were one of the first gangs to be involved in the trafficking and selling of crack cocaine; and members have been identified in Texas, Maryland, Louisiana, Colorado, and Arkansas.

The Barrio Small Town is a Hispanic gang located in Long Beach, California. It has been in existence for about 20 years, and there are approximately 315 members. During the last five years, they have become increasingly violent. Typical criminal activities include drive-by shootings, robberies, auto thefts, and narcotics trafficking. They are also involved in gang warfare with other Hispanic and Asian gangs. The youngest gang member is 12-years-old, and the oldest is 36.

The Hung Pho is a violent Asian gang that formed in the early 1980s. Their name was taken from the now-deceased leader, Hung Quoc Duong, whose nickname was "Hung Pho"--meaning "red fire." Most members of this gang are ethnic Chinese from Vietnam. They were originally based in Orange County but have now established a presence in the San Francisco Bay Area. There are approximately 40 members in this gang. Their criminal history records include arrests for murders, robberies, extortions, assaults, and kidnappings. Gang members range in age from 23- to 44-years-old.

The Sacto Skins is a white gang located in Sacramento, California. They first came to the attention of law enforcement authorities in the mid-1980s. There are approximately 80 gang members who range in age from 17- to 28-years old. Their criminal activities include robbery, assault with a deadly weapon, murder, vehicle theft, and witness intimidation.

There are approximately 1,075 members in these 4 gangs. A review of approximately every fifth gang member revealed that 108 out of 191 had criminal history records. The remaining gang members had no such known record.

The following table summarizes the results of the review:

Total Number of Subjects Reviewed	191
Total Number of Subjects with Criminal History Records	108
Total Number of Arrests in the Criminal History Records	695
Total Number of Felony Arrests	398
Total Number of Felony Convictions	81
Total Number of Career Criminals	29

The gang members committed more felony crimes than misdemeanors. Gang members with criminal records averaged 6.4 arrests; 56.4 percent of which were adjudicated as felonies. Their conviction rate was 20.7 percent. If a gang member was arrested for a felony crime, then the chances of him being convicted were about one in five. Ninety-seven percent of the crimes committed by the gang members fell within the criteria of crimes set forth in Section 13853. Thirty-nine of the 191 gang members had criminal history records, which were sufficient for them to become subjects of the California Career Criminal Apprehension Program.

The following table depicts the level of criminal activities based on felony arrests committed by the 108 gang members:

GANGS REVIEWED

<u>Crime Type</u>	<u>Santana Block Crips</u>	<u>Barrio Small Town</u>	<u>Hung Pho</u>	<u>Sacto Skinheads</u>	<u>Total Crimes</u>
Burglary	36	11	1	0	48
Robbery	67	4	6	2	79
Grand Theft	54	15	3	1	73
Receiving Stolen Property	19	10	1	1	31
Murder	10	3	1	1	15
Assault	32	6	1	2	41
Kidnapping	3	0	2	0	5
Sex Crimes	4	0	0	0	4
Narcotics	54	30	3	1	88
Other	<u>6</u>	<u>2</u>	<u>4</u>	<u>2</u>	<u>14</u>
TOTAL	285	81	22	10	398

Narcotic-related offenses (possession, possession for sale, and transporting and selling) account for 22.1 percent of the felony arrests associated with the 4 gangs. Robbery was the next highest crime type, with 19.8 percent. Property crimes of burglary, grand theft, and receiving stolen property represented 38.2 percent of the total. Assaults also ranked very high, with 10.3 percent.

One career criminal gang member was randomly selected from each gang and profiled. The following information summarizes each profile:

- The Santana Block Crips member selected for profiling was a 25-year-old male who had 8 arrests dating back to 1979. His criminal history record includes arrests for assault with a deadly weapon, transporting and selling a narcotic-controlled substance, rape, and auto theft. He is currently serving eight years in prison for rape, oral copulation, assault with a deadly weapon, battery on a police officer, and a narcotics charge. All are separate charges being served concurrently.
- The Barrio Small Town gang member selected for profiling was a 26-year-old male who had been arrested 17 times for charges including possession of a controlled-narcotic substance, robbery, intimidation of a witness, burglary, and auto theft. Since May 1990, this gang member has been in prison serving a six-year sentence for burglary, robbery, and false imprisonment.
- The profiled Hung Pho gang member is a 32-year-old male who had been arrested 9 times since 1984. Charges include robbery, possession of a controlled-narcotic substance, and carrying a concealed weapon. He has been arrested for crimes committed in San Francisco, Los Angeles, and Sacramento. The subject is now serving a ten-year prison sentence for first-degree robbery.
- The Sacto Skins selected for profiling is a 26-year-old male whose criminal career began in 1981. Since that time, he has been arrested on 18 occasions. His arrest record includes charges for robbery, threatening a witness, trespassing, assault with a deadly weapon, and murder. This gang member was convicted of murder in 1989 and is serving a sentence of 25 years to life in prison.

ORGANIZED CRIME

Some Asian gang members are being recruited by Asian organized crime groups, and some gangs--especially a few of the Vietnamese, Crips, and Bloods gangs--could evolve into organized crime groups as defined in California Penal Code Section 186.2(d):

"Organized crime means crime which is of a conspiratorial and (1) organized nature and which seeks to supply illegal goods and services such as narcotics, prostitution, loan sharking, gambling, and pornography or, (2) through planning and coordination of individual efforts, to conduct the illegal activities of arson for profit, hijacking, insurance fraud, smuggling, operating vehicle theft rings, or systematically encumbering the assets of a business for the purpose of defrauding creditors."

Some of the Vietnamese, Crips, and Bloods gang members are learning the benefits of being a structured gang and becoming organized and clandestine in their criminal activities. For the most part, Hispanic gangs and white gangs do not fit the organized crime definition, with the exception of white outlaw motorcycle gang members who are heavily involved in illicit methamphetamine production.

The national distribution of crack cocaine by the Crips and Bloods has earned gang members an enormous amount of money. Their need to launder the money is creating a situation where gang members will begin to purchase legitimate businesses to disguise the profits earned from their criminal enterprises.

The recruitment of some Asian gang members into Asian organized crime groups, such as the Wo Hop To Triad and the Wah Ching, could contribute to the gangs' evolution into organized crime. Some of the Asian gangs' extortion and protection rackets are reminiscent of the Mafia during the 1940s and 1950s.

The Wah Ching exemplifies the ability of a gang to evolve into a formidable organized crime group. From its origin in 1966 as a street gang, the Wah Ching has developed into a sophisticated criminal organization, with multi-international crime connections. During the 1970s and 1980s, the Wah Ching became an organization that controlled most of the criminal vices in San Francisco's Chinatown and Los Angeles' Chinese communities. During that time, there may have been as many as 200 Wah Ching members and 500 criminal associates in California. Although primarily headquartered in San Francisco, they have developed strong associations with Asian organized crime groups and gang members in Los Angeles, Seattle, Vancouver, Toronto, Boston, and New York--along with close ties to the Sun Yee On and the 14K Triads in Hong Kong.

Typical criminal activities of the Wah Ching include extortion, burglary, gambling, prostitution, loan sharking, narcotics trafficking, robbery, and murder. Their operations now include legitimate businesses including real estate investments, jewelry stores, restaurants, nightclubs, travel agencies, and the entertainment industry.

The dominant position of the Wah Ching has not been seriously challenged until recently. Members of a rival criminal organization known as the Wo Hop To Triad from

Hong Kong have been moving into the San Francisco Bay Area since 1989. This movement by the Wo Hop To is an attempt to gain control over the criminal vices by aligning the various Asian organized criminal groups and gangs in the Bay Area under one umbrella organization. Most of the Wah Ching members and associates have been consolidated into the Wo Hop To. As a result of this consolidation effort, there have been five murders involving Asian organized crime and/or gang members--including the leader of the Hung Pho, a violent Asian gang.

IMPACT ON CRIMINAL JUSTICE SYSTEM

Gang-related crime and violence are adversely impacting the criminal justice system in California ranging from law enforcement, prosecution, and the judiciary to incarceration, probation, and parole. The ever-increasing number of gang members is changing many of the system's traditional tactics used to investigate, prosecute, convict, and sentence them.

Police are targets of gang shootings; prosecutors are encountering complex gang cases and intimidated witnesses who are unwilling to testify; judges are confronted with courtroom security issues; jails and prisons are dominated by gangs; and probation officers and parole agents are overwhelmed with gang caseloads.

LAW ENFORCEMENT

As a result of the increasing magnitude and frequency of gang-related crime and violence, police and sheriffs' departments have formed specialized gang enforcement units. These units now target specific gangs terrorizing neighborhoods and gang members committing violent acts. Police officers now require special training to recognize the many unique characteristics of gang crime.

An insufficient number of police officers and the increasing demands for their response to gang crime and violence--especially during a time when governmental budgets are decreasing--are overwhelming many departments. Some departments are being forced to cut back on personnel assigned to existing gang units. Other departments wanting to create such units are prohibited from doing so; and some departments are assigning gang investigations to different units which, themselves, are being depleted because of fiscal constraints.

Gang members are using high-caliber and powerful weapons; violence aimed at police officers is on the increase. Weapons are no longer limited to revolvers and knives; they now include automatic firearms. Attacks on police officers are becoming more frequent.

Gang violence also affects jails. Increased demands on jails to house more gang members brings an increased number of assaults on jail personnel. Police and sheriffs' departments have found it necessary to separate rival gang members and to house hardcore gang members in high-security cell blocks.

The rural counties, and the small and mid-size police departments, are responding to more gang violence associated with "group homes." These homes are intended to take parolees and gang members out of their former environment by relocating them to non-gang

surroundings. In many cases, this process does nothing more than transplant gangs to a new area and expedite the expansion of the gang problem throughout California. The Redding Police Department has had numerous contacts with group-home clients with serious gang-involved backgrounds. Gang members from the San Diego area, the San Francisco Bay Area, and the Central Valley have been relocated to Redding by the group-home program.

The continuous inter- and intrastate movement of gang members has necessitated law enforcement agencies to establish networks with each other throughout the state and the rest of the country to track the gangs. The constant traveling by gang members to commit crimes has made it imperative that these agencies maintain a system to exchange information about gang crime and violence.

The Gang Reporting, Evaluation, and Tracking (GREAT) System is such a system that can be used to share gang-related information among agencies willing to participate in it. The Los Angeles County Sheriff's Department developed the system, and it is now being adopted by many law enforcement agencies. There are currently 106 agencies in California and numerous agencies in other states which already use GREAT as well as many other agencies preparing to "come on line."

PROSECUTION AND THE COURTS

District attorneys' offices and the judicial system are becoming deluged with gang caseloads. Gang prosecution presents special difficulties not generally found in other criminal trials. Witness intimidation, the threat of courtroom violence, the "code of silence" among gang members, and the repeated need for expert testimony presents obstacles, which must be overcome to successfully prosecute gang members.

District attorneys, like law enforcement authorities, have had to form specialized units to prosecute gang members. In many cases, they have had to implement vertical prosecution, which allows one prosecutor to remain with the case from filing through sentencing. The benefit of such a program enhances the conviction rate considerably. However, to staff such units require considerable resources being reassigned from other existing units.

The protection of witnesses--prior to and during a trial--has become a particularly vexing problem for district attorneys. Witnesses in gang cases are often intimidated or threatened by gang members to keep them from testifying. Many times, the relocation of witnesses is necessary for their protection. Funding for witness protection programs is being reduced or eliminated entirely because of decreasing government budgets. The Department of Justice had a witness protection program for 14 years; but Department funding was

eliminated as a result of reductions in the state budget, and the program was abolished. Seventy-five percent of the program's cases for 1991 were gang related.

Gang trials are beginning to overwhelm the judicial system--both in numbers and severity of crimes. Courts are becoming backlogged, and the time allotted to a "speedy trial" is being prolonged. The court system is no longer fast enough to sentence gang members to jail or prison before they commit additional crimes. It now takes longer for prosecutors to file charges, and it takes longer for the courts to set trial dates. Court congestion can often be attributed to the ever-growing backlog of gang cases. This affects both gang and non-gang trials.

Juveniles are being used by adult gang members to commit crimes because they receive lesser sentences. Most juvenile laws pose no significant threat or deterrent to gang involvement. Jail is not a threat because juvenile sentences are minimal. Yet, there is a need for more juvenile courts, since many of the juvenile gang members are committing more violent, felonious offenses.

Courtroom security is becoming mandatory in many cases because of the potential violence posed by many of the gang members. They have little, if any, regard for authority and must be guarded at all times.

INCARCERATION

Gang members convicted of serious and violent felony crimes are sentenced to either the California Youth Authority (CYA) or the California Department of Corrections (CDC). Approximately 5,100 CYA wards are affiliated with gangs; and an increasing portion of the 100,000 CDC inmates are adult gang members.

When sentenced to CYA, street gang members usually form alliances with similar types of gang members--with the exception of Hispanic gangs. Hispanic gang members have split their allegiance and developed two factions: the Nortenos (Northern California) and the Surenos (Southern California). They remain separated on the streets as well as when incarcerated.

Many of the gang members in CYA have criminal associates in CDC. These associations breed alignments between certain gangs and lead to street gang members eventually becoming prison gang members when sentenced to CDC.

In CDC, Hispanic gang members usually join the Mexican Mafia, Nuestra Familia, or the Northern Structure prison gang. Some African American gang members join the Black Guerrilla Family, while others have formed smaller clusters of Crips or Bloods, which are

referred to by CDC officials as "disruptive groups." White gang members generally join the Aryan Brotherhood (AB); although lately, there has been no active recruitment of gang members by the AB. There are no known Asian prison gangs.

Most prison gang activity is contained within the prison. A recent exception, which may be the beginning of a trend, is the indictment of 21 Nuestra Familia and Northern Structure members by the Santa Clara County Grand Jury. They are accused of a wide-ranging conspiracy to commit murder, extortion, robbery, arson, firearm offenses, and other felony crimes--as well as intimidation of witnesses and the distribution of narcotics for the purpose of establishing and promoting the Nuestra Familia and the Northern Structure as a profitable, powerful, and continuing criminal enterprise. All of the indictees are also accused of participating in street gang activities. Thirteen are charged with murder and could face the death penalty. The others face life in prison without the possibility of parole. Thirty-nine others are named as unindicted co-conspirators.

When released from CYA and CDC, gang members often return to their former street gang but will retain some allegiance to the prison gang. A few prison gangs have influence on street gangs outside CDC. The Mexican Mafia has influence over Hispanic gangs such as the El Monte Flores and the Hazard Street gangs in East Los Angeles. The Mexican Mafia is feared, yet admired, by many Hispanic gang members who equate membership in the prison gang as "being in the major leagues"--the epitome of gang life. Street gang members in a prison gang have bestowed prestige on their street gang, and street gang members often commit crimes in support of their prison gang affiliations.

PROBATION AND PAROLE

The street gang situation in California is literally overwhelming the probation and parole departments. There are an estimated 5,800 CYA parolees; and approximately 65,000 CDC parolees. Many of these are gang members given early releases due to prison overcrowding.

Probationers and parolees are more violent compared to ten years ago when offenses were mainly property crimes and not always crimes of violence. Today's caseloads are filled with violently aggressive probationers and parolees. Probation officers and parole agents are often confronted with dangerous situations when encountering gang members. The gangs' pervasive use of guns and violence, particularly those associated with trafficking and selling crack cocaine, has markedly changed the nature of probationers and parolees.

Probation departments have been forced to create diversion programs and alternatives to court. This has resulted in as many as 85 percent to 95 percent of the first-time juvenile arrestees never seeing the inside of a courtroom.

Those gang members who are on probation benefit from the lack of standardized, statewide probation services. Some county probation departments have a strong probation program while others are being depleted because of diminishing budgets.

Because of the probation and parole departments' diminishing budgets and limited resources, many caseloads are becoming unmanageable to the point where probation officers and parole agents can no longer provide mandated services. Some of them are barely able to supervise the most hardcore offenders. The caseload for today's probation officer ranges from 50 to 100 cases at any one time. A prescribed caseload for a CDC parole agent is 55 cases; however, they now average 70 or more cases. This has forced many probationers and parolees to be assigned minimum supervision, which can lead to additional criminal behavior and violence.

ECONOMIC ISSUES

The economic impact on the criminal justice system and the public attributed to gangs in California may total \$1 billion per year at the present time. The following indicators provide some insight into the vast monetary costs known to be associated with gangs in California:

- A study is being conducted by two doctors at the University of Southern California Medical Center in Los Angeles concerning the costs of medical treatment related to gang violence in Los Angeles County. Their findings indicate direct medical costs pertaining to gang violence may have reached \$231 million in Los Angeles County during 1991, and indirect costs may total approximately \$540 million for the same period.
- Gang suppression funding for local agencies from the Office of Criminal Justice Planning amounted to \$7,161,560 for fiscal year 1989/1990. The following projects were funded:

Narcotic Prevention	\$ 295,000
Community Mobilization	\$ 629,000
Gang Prevention	\$ 986,946
Prosecution	\$1,060,473
Probation	\$1,107,214
Law Enforcement	\$1,312,061
Education	\$1,770,866

- Another pilot program, the Gang Risk Intervention Program (GRIP), is a gang prevention and intervention project in the Los Angeles County school system. The \$1 million for this program comes from asset forfeiture.
- Vast sums of money are being spent by the state and counties to keep gang members and their associates in correctional facilities. The California Youth Authority indicates that as of January 30, 1992, there were 5,098 gang members or associates in their facilities. It costs approximately \$31,370 to keep a youth in the facility for one year; and the financial expenditures to keep 5,098 inmates for a year are approximately \$160,000,000.
- There are 1,272 validated gang members and associates within the California Department of Corrections system. It costs approximately \$20,730 to keep an inmate in the system for one year; and the yearly expenditures for 1,272 gang members and associates are approximately \$26,000,000.
- There are approximately 7,000 gang members and associates out of approximately 20,000 inmates in the Los Angeles County Jail at any one time. It costs \$38.25 a day to keep a prisoner in the county jail. The daily cost for 7,000 gang members and associates is approximately \$267,750; and the yearly financial expenditures are approximately \$98,000,000.

These are only some of the costs affecting the gang situation in California. By the year 2000, expenditures associated with the gang problem in California could conceivably grow to several billion dollars.

GANG TRENDS

Based on the survey and research conducted for this report and the information provided by the criminal justice authorities who were interviewed in support of the report, it is a consensus of opinion that the gang situation in California--if allowed to go unchecked--will get worse. The following information and trends are indicative of those opinions.

By the year 2000, there could be as many as 250,000 criminal street gang members in California. They will be prone to more violence than ever before, and the majority of their crimes will be predatory and, in many cases, vicious. A few gangs will evolve into organized crime groups, and many of the gang members will become career criminals.

The number of gang killings and drive-by shootings will attain an all-time high. Police will be targets of many gang shootings, and gang warfare will increase among various gangs.

Criminal justice agencies will be engulfed with gang-related investigations, prosecutions, incarcerations, and probationers and parolees. The agencies will become dangerously close to being solely reactive--rather than proactive--to the gang situation in California. All of this will occur during a time of fiscal constraints and budget austerity.

Specifically, by the year 2000...

- *There could be as many as 250,000 gang members in California.*

There could be as many as 135,000 Hispanic gang members; 90,000 African American gang members, particularly Crips and Bloods; 20,000 Asian gang members; and 5,000 white gang members, with approximately 600 Skinheads.

The size of the gangs will range from a few to over a thousand gang members. They will remain in all of the major California metropolitan cities, and they will become a significant problem for rural counties.

Gangs will recruit new members at a younger age. There will be more juvenile gang members. There will be fourth-generation gang members. They will range in age from 10- to 40-years-old, with many in their late 30s. Gang members will stay with the gang for longer periods of time.

- *Gang characteristics will not change.*

Tattoos, hand signs, and graffiti will remain symbols of gang participation. Graffiti will become much more of a significant vandalism problem. However,

some gang members will refrain from traditional gang characteristics and begin to disguise their gang affiliation.

- *Gangs will become more violent.*

The number of gang-related assaults, drive-by shootings, and murders will exceed 1991 statistics. There will be more gang violence involving weapons and more willingness by gang members to use them. Gang members will rely more on the use of concealable handguns and high-powered, large-caliber, automatic-assault weapons. They will begin to use incendiary devices and bombs including fragmentation and tear-gas grenades. Gang members will have an increasing disregard for human life. Victims will continue to be rival gang members, individuals targeted for racist reasons, and innocent bystanders.

Gang members will become more brazen in their violence and so will their attacks on law enforcement authorities. Police officers on routine patrol will be ambushed and shot at, thereby, greatly increasing the probability of them being killed in the line of duty by gang members.

Gang warfare will continue among some Hispanic and Asian gangs and Crips and Bloods gangs. Other gangs will also become involved in gang wars over rivalries, turf, and the narcotics trade. The proposed truce between some of the Crips and Bloods gangs in Los Angeles, as a result of the April/May 1992 riot, will be short-lived since they have battled for years as rival gangs over the control of their neighborhoods. But, an incident similar to the riot could trigger a sharp increase in the number of violent acts committed by gang members in and around the Los Angeles area.

- *Gangs will continue to commit predatory crimes.*

The number of serious crimes attributed to gangs will increase, and the majority of the crimes will be felonious. Crimes--such as assaults, batteries, robberies, burglaries, grand theft, auto thefts, receiving stolen property, murder, and weapon violations--will abound. Adult gang members will use more juvenile members to commit crimes due to the lenient juvenile justice system.

Hispanic gangs will remain the formidable gang problem for their neighborhoods with gang intimidation and drive-by shootings.

Crips and Bloods will become more involved in crimes such as jewelry store robberies and computer store thefts.

Asian gangs will increase the number of brutal home-invasion robberies, extortions, and protection rackets because of the Southeast Asian community's reluctance to report the crimes due to gang intimidation tactics.

Skinheads will be responsible for an increase in racially-motivated crimes and violence, and they may become the Ku Klux Klan of the twenty-first century or--at the very least--chapters of the Ku Klux Klan.

- *Gangs will continue to be involved in narcotics.*

Hispanic gangs will become poly-narcotic organizations involved in the trafficking and sale of cocaine, heroin, and marijuana. African American gangs will continue to sell crack cocaine. Asian gang members will be recruited by Asian organized crime groups to become heroin traffickers. White gangs will not be a major concern as narcotic traffickers by the year 2000.

- *Gangs will remain territorial; and, in some cases, they will become more multi-ethnic.*

Hispanic, Asian, and African American gangs will continue to be turf related while many of the black gangs will also become more profit oriented. Skinheads will remain unmotivated by territory or money, and they will continue to retain a philosophy entrenched in bigotry.

Some gangs will expand their membership to include more members of other ethnic groups--particularly African American, Hispanic, and Asian gangs. Asian gangs will continue to pattern Hispanic and African American gangs in dress, gang names, hand signs, tattoos, and graffiti.

- *There will be more female gangs and female gang members.*

Female gangs will emerge as independent criminal elements, and female gang members will become more involved in violence and other criminally oriented activities. They will take a more active role in drive-by shootings as well as narcotics trafficking.

- *More gang members will become career criminals.*

More gang members will become career criminals, and they will be more vicious and violent. Career criminal gang members will commit more felony crimes than misdemeanors; and the preponderance of their crimes will be drug-related offenses (possession, possession for sale, and transporting and selling), followed by grand theft, robbery, assault, burglary, and receiving stolen property.

- *Gang members will learn the benefits of being a structured gang, and a few gangs will evolve into organized crime groups.*

Many gang members will become more organized, clandestine, and sophisticated in their criminal activities. Some Asian gangs, in particular, will evolve into white-collar crimes and other criminal activities such as operating illegal gambling enterprises and money laundering.

Some Asian gangs will also become organized crime enterprises. Established groups--such as the Wo Hop To Triad--will recruit Asian gang members as enforcers or street-level thugs in support of the organization.

- *Skinheads will continue to be aligned with long-established, white-supremacist groups.*

Skinheads will remain the most violent white gang; and although small in numbers, their potential for violence will remain significant. They will continue to become members of organized white-supremacist groups and a leading promotor of hate crimes in California. Some Skinheads may begin clandestine activities including paramilitary training.

- *Gang members will outnumber law enforcement resources.*

Budget constraints will force police and sheriffs' departments to reduce personnel assigned to gang investigations. Jails will become overcrowded with gang members, and gang-related assaults on jail personnel will increase.

Gang crime and violence will become so severe that some law enforcement agencies will be able to provide only suppression activities with little, if any, time left for prevention programs.

Gangs will establish national crime networks; and, therefore, law enforcement authorities must prepare to cope with the continuous inter- and intrastate movement of gang members.

- *Gang prosecutions will target only the hardcore gang members.*

Due to diminishing budgets, certain jurisdictions will be forced to limit their efforts to prosecute gang members for crimes and acts of violence. The number of cases will surpass many of their abilities to prosecute gang members other than those who are hardcore.

- *Courts will become grid locked with gang cases.*

There will be more gang-related cases going to trial, and they will involve an increased severity of crimes. There will be more violence committed by gang members in the courtroom, and enhanced courtroom security will become a must. More juvenile courts will be needed because more of the younger gang members will be committing crimes.

- *The California Youth Authority and the California Department of Corrections will have an increase in gang members as wards and inmates.*

More of the violent gang members will be incarcerated for longer periods of time. Both the California Youth Authority and the California Department of Corrections will experience more gang-related violence, and street gang members will continue to be recruited by prison gangs.

The sheer number of street gang members being sentenced to the California Youth Authority and the California Department of Corrections--and eventually released on parole--will contribute to organized prison gang activity occurring on the street.

Many prison gangs and criminal street gangs will become closer aligned with each other. The alignment and unity between these gangs could form larger and more powerful crime groups.

- *There will be more gang members on probation and parole than ever before.*

Street gang members on probation and parole will be more violent, and they will pose a greater personal threat to probation officers and parole agents. Only the hardcore gang probationer or parolee will receive mandated probation or parole services in those jurisdictions with extreme financial constraints. All others will receive minimum supervision.

Probation officer and parole agent caseloads will increase to the point where supervision of the gang member will become superficial and meaningless.

PREVENTION

California cannot afford an increase in gang violence and crime. It is in the interest of law enforcement, the schools, and the public at large that the projected trends not become a reality. This means that--in addition to surveillance, arrests, investigations, and other law enforcement tactics--police must take a stronger role in prevention. Law enforcement should share in developing alternatives to the negative influences that gangs exert on youth.

THE GOALS OF GANG PREVENTION

- To develop strategies that prevent young people from joining gangs.
- To provide a reason and means for young people to get out of gangs.
- To empower individuals, families, schools, and communities so that they can take action to solve problems associated with gangs; to assist them in working with law enforcement; and, ultimately, make them less dependent on the police.

Gangs and Schools

Children, especially in urban areas, are being exposed to gang activities at a very early age. In many neighborhoods, they can no longer safely play in their playgrounds or schoolyards. Many even fear for their safety going to and from school. Schools report activities by African American, Hispanic, Asian, and white gangs.

High-Risk Youth, Wanna-bes, and "Cool Dressers"

To develop a sound prevention strategy, it is important to understand the "high-risk" youth concept, the "wanna-be" phenomena, and the existence of youth who are simply dressing and acting "cool." The term "high risk" is related to "risk factors" that have been identified, which increase the chance that an individual will have problems. These factors include low neighborhood and community attachment; low expectations of success; lack of student involvement; academic failure; little commitment to school; early anti-social behavior; favorable attitudes towards drug use and gangs; greater influence or reliance on peers than parents; friends who use drugs, alcohol, and tobacco; and association with gangs.

Wanna-bes dress in gang colors and socialize with known gang members. They are high-risk youths who think it is cool to be affiliated with gangs but have not yet become regular

members. They have not yet become directly involved in criminal behavior and, therefore, potentially, can still withdraw from the gang.

Then, there are other young people who dress so as not to attract unwanted attention from gang members or are simply dressing in the latest fashion; much of which (for young people) copies gang dress. To look cool, young people may dress like their favorite rap artist and look like a gang member even when they are not, which presents a challenge for schools and parents to determine whether something like an L. A. Raider jacket is a sign of gang involvement or just the latest fad.

Public Perceptions

During the past decade, the general public outside of the communities affected has learned of gang problems mostly through the media. Newspaper headlines or television broadcasts of drive-by shootings, drug sales, and other gang-related crimes have become common. Hollywood-produced films--such as "Colors," "New Jack City," "Boyz N The Hood," and "American Me"--have contributed images of gangs and gang activities. Another powerful medium that transmits gang culture to the public is the music industry with "heavy metal" and rap artists wearing clothes that mimic gang attire.

Why Young People Join Gangs

Youth, especially high-risk youth, join gangs because:

- Gangs provide them with a sense of friendship, camaraderie, and family--things that they are not receiving at home or school.
- They experience a kind of success in gangs; whereas, they experience failure at school and in the home.
- They have not developed the skills to constructively express feelings of anger and rage.
- There is nothing else to do; they have no hope and see no alternative but to join a gang.
- They feel their survival may depend on joining a neighborhood gang. They fear for their safety and believe that being in a gang gives them protection.
- It is an avenue to gain respect and money. Gangs can provide lucrative economic opportunities, status, and prestige--especially for youths who do not believe they have employment opportunities, or who have no job skills.

- Some youths grow up in families where parents and relatives are active gang members and joining a gang is part of family tradition. In the Hispanic neighborhoods, for instance, gangs have been an integral part of the barrio for generations.

PREVENTION STRATEGIES

Successful prevention strategies must address the factors involved in youths joining gangs and must involve the home, the school, and the neighborhood.

The Home

Parents must be educated on how to spot the signs of gang association, and how to work with their children to deglamorize gangs. Parents must teach their children that joining a gang can ruin lives; lead to criminal records; and, ultimately, to prison. Most importantly, parents need to recognize the signs that their child is involved in a gang and seek the appropriate intervention.

Families need help to deal with their children who are at risk of joining gangs. Training in parental skills gives these parents the knowledge and ability to help their children stay out of trouble. Parents often tend to react strongly to the gang problem; therefore, the information provided to them must be balanced with helpful, hopeful strategies that they can use to turn their children away from gangs. Most law enforcement, school, and community-based providers agree that educating parents about gangs is necessary and critical if the growth of gangs is to be curbed. Law enforcement and educators need to work together to develop the necessary tools and materials to educate parents.

The School

California schools have been active in gang prevention for many years. In an attempt to keep gang problems under control, school programs focus on identifying gang members, removing graffiti, resolving potential conflicts among gang members, and providing parents with information on gangs. Many schools today have strict dress codes to prevent the wearing of gang colors. Schools have also increased security and closed their campuses to limit gang members from recruiting students. In some instances, schools use metal detectors to screen weapons at outdoor stadiums and after-school sporting events.

Since the mid-1980s, schools have received anti-drug abuse funding, which has allowed them to implement Kindergarten through 12th grade drug-abuse prevention curricula. This addresses drugs and targets high-risk youth who were also vulnerable to gang influence.

This funding has spurred a flurry of peer counseling programs and other anti-drug activities geared to high-risk youths.

Also, many school and law enforcement partnerships have been formed in response to the increase in school crime. The role of police on school campuses has changed over the years. Their presence on school campuses often includes involvement in student development rather than just a response to "trouble." The police officer's role also includes prevention; and in many schools, uniformed officers conduct after-school athletic programs and teach drug prevention in classrooms. Teachers in most schools accept police officers as teachers where they once resisted non-teachers in the classroom. School police are also usually accepted by local police as allies, and both are focused on problem solving and the common goal of helping youth.

The Neighborhood

Morale in the neighborhood is a significant factor. The "Broken Window Theory" tells us that the key to social decay is a rising level of disorder that residents fail to challenge in time. When broken windows are not fixed and when graffiti and uncollected garbage become regular features of the neighborhood, a powerful signal goes out that the residents of the area have ceased to care about conditions. This leads to a feeling that events are out of control and often results in a failure to care about what goes on inside the home. Fixing "broken windows" restores hope that the neighborhood can be healthy, productive, and safe again.

Community-based gang prevention is similar to school-based efforts but calls for mobilizing the community to deal with the problem. This includes targeting high-risk youths, identifying current and potential gang members, conflict resolution among gangs, and graffiti abatement. In some communities, the concept of community-oriented policing and problem solving has taken hold or is being implemented.

We have seen communities joining forces with police in an expression of intolerance against drugs. This same attitude is now held for gangs. In 1987, gang prevention programs were given a boost when state funding for gang violence suppression was augmented with state drug prevention dollars. Under the Office of Criminal Justice Planning, funds were made available throughout the state for drug and gang prevention and suppression programs at the community level. This included funding for planning and coordination task forces.

In addition, the community-directed gang prevention effort underwent a change because of the federal "War On Drugs." Community outreach programs, whose goals were to resolve conflict among gangs and to help kids get out of gangs, began coordinating with anti-drug programs targeting similar high-risk youths.

State Anti-Gang Activity

In 1989, the Office of Criminal Justice Planning "State Task Force on Gangs and Drugs" issued its report which stated:

"No one agency can effectively resolve the gang and drug problem. Only with a multi-faceted cooperative effort can the growing violence be reduced. Effective enforcement ... requires thorough investigation and intelligence from probation, corrections, and enforcement agencies, continuity in prosecution, and cooperation from the community and schools."

The task force found that:

"... specialized law enforcement prevention, intervention and suppression approaches, coordinated with other criminal justice agencies, schools, businesses, and community organizations, are effective in addressing the gang and drug problem."

It also found that:

"... local community-based programs which involve the cooperation of individuals in the community, businesses, schools, religious organizations, and law enforcement and government agencies, are essential to combat the intimidation of the community from gang and drug violence and to prevent gang and drug activities."

The Gang Violence Suppression (GVS) program operated by the Office of Criminal Justice Planning was established in 1983 to focus on the prosecution of gang members who engage in violent criminal activities. Over the years, the scope of the program has been expanded and now provides funds to police agencies, district attorneys, community-based organizations, probation departments, and schools. Statewide, there are 65 projects. Some of which require police, district attorneys, community organizations, probation, and schools to work together on a local project; and others that explore an innovative approach to the gang problem for possible use on a statewide basis.

The state encourages local cooperation by requiring evidence of joint planning in applications for grants. State law encourages counties to create a five-year master plan for drug and alcohol abuse prevention by making state funding contingent on multi-disciplinary planning among law enforcement, treatment providers, and other community organizations. In 1989, the governor created the Policy Council On Drug and Alcohol Abuse to coordinate the state's drug prevention, treatment, and enforcement activities--including oversight of a state drug and alcohol abuse prevention master plan.

Federal Anti-Gang Activity

In 1988/1989, a survey funded by the U. S. Department of Justice identified five strategies used to deal with gang problems:

- Suppression including such tactics as arrest, imprisonment, supervision, and surveillance.
- Social intervention--including crisis-intervention treatment--for the youths and their families, outreach, and referral to social services.
- Social opportunities including the provision of basic remedial education, training, work incentives, and jobs.
- Community mobilization including improved communication and joint policy and program development among justice, community-based, and grassroots organizations.
- Organizational development or change including special police units, vertical prosecution, vertical probation case management, and special youth agency programs.

Of those cities and organizations surveyed, 44 percent employed suppression responses; 31.5 percent social intervention; 10.9 percent organizational development; 8.8 percent community mobilization; and 4.8 percent social opportunity. The responses differed in cities experiencing emerging gang problems versus cities with chronic gang problems.

In November 1991, the U. S. Bureau of Justice Assistance provided funds to develop a comprehensive model gang strategy for local communities. A national assessment of existing local programs will be conducted, and a model that balances prevention and control strategies for both emerging and chronic gang problems will be developed. The project will also provide training and technical assistance to local communities. Reports on this program should be available in early 1993.

PROMISING APPROACHES

There are a variety of gang prevention programs currently operating throughout California, and new approaches continue to be developed. Most of the successful programs involve partnerships and multi-disciplinary approaches with either the police, a school, or a community-based organization taking the lead. The range of responses are as diverse as the number of communities working to address the gang issue.

Promising Approaches for Police

Community Oriented Policing and Problem Solving

The Office of the Attorney General has taken a lead role in bringing the concept of "Community-Oriented Policing and Problem Solving" (COPPS) to the attention of law enforcement officials and others interested in new approaches to public safety. "COPPS" offers a comprehensive policing model for dealing with gangs and other problems. Community policing is defined as "... a philosophy, management style and organizational strategy that promotes proactive problem-solving and police-community partnerships to address the causes of crime and fear as well as other community issues."

COPPS supplements traditional enforcement tactics with additional tools to make the police more effective. It mobilizes and empowers communities and addresses problems, such as gangs and drugs, with innovative and comprehensive responses. In an era of shrinking tax dollars, it offers a better way of resolving problems with existing resources.

Civil Gang Abatement

A specific "problem-oriented policing" model is the "Civil Gang Abatement: A Community-Based Anti-Gang Weapon" program in Los Angeles. This joint community and police effort uses the legal system to limit gang activities.

Under this program, an injunction is obtained from a civil court prohibiting specific gang activities that are deemed public nuisances. Violations of the injunction's order can result in arrest; incarceration; and, in some cases, banishment of individual gang members from the community. To obtain an injunction, the community meets with the police and describes specific unacceptable gang behavior.

This civil process allows police to assume a proactive role. Rather than waiting for a crime to occur, patrol officers have the ability to inhibit drug- or gang-related activities by making arrests for otherwise non-criminal acts that are violations of the injunction.

The major goal of the Civil Gang Abatement program is to reestablish self-policing. Actual arrests for violations of the injunction are only one tactic and are not the primary focus. The program "works" because all the parts of the criminal justice system work together, and the community is a full partner in the process.

Promising Approaches for Schools

Targeting High-Risk Youth

The "CHOICES" youth program operates in San Bernardino County. It focuses on middle-school youths who are at greatest risk and aims to reduce drug use, academic failure, gang activities, dropping out of school, and juvenile delinquency. It is both a prevention and intervention program and involves the police and the schools. It also has a school safety element, and it seeks to improve the surrounding neighborhoods by giving the community an active role in the program and stressing their shared responsibility in reducing crime.

Students in the program go through three phases. The first is a 17-week class conducted on campus by police officers. The second is a youth wilderness camp, and the third is an after-care or follow-up "club" where students participate in "positive alternatives" and pro-social recreation activities. The club also provides counseling for youth from dysfunctional families and explores career training and job opportunities. Throughout the program, students are involved in cooperative learning, problem solving, role-play and drama, self- and cultural awareness, and learning self-control and decision-making skills.

Anti-Gang Curricula

Project YES! (Yes to Education and Skills!) is a gang and drug education curriculum aimed at high-risk youths, with lesson plans designed to be integrated into existing courses. The themes are responsible citizenship, cultural diversity, refusal skills, problem solving, choices and consequences, and success and achievement. Project YES! was developed by the Orange County Office of Education and was funded by the Office of Criminal Justice Planning.

Promising Approaches for Communities

Community and Police Partnerships – Drug-Free Zones

In 1988, the Drug-Free School Zones law was enacted providing penalty enhancements for selling drugs within 1,000 feet of a school. Shortly thereafter, California passed its own version--the Juvenile Drug Trafficking and Schoolyard Act. With this legislation in place, communities throughout California began taking back their schools and neighborhoods from gangs and drug dealers.

To assist communities to take advantage of this new tool, in 1990 and 1991 the California Attorney General's Office conducted seminars involving 56 communities providing them with "how to" examples of successful strategies to rid themselves of gangs and drug

traffickers. Each community multi-disciplinary team was also involved in a training exercise, which selected a target area and then set up a plan to involve area residents and key agencies to keep out gangs and drugs.

Since the seminar, these communities--as well as others throughout the state--have implemented a variety of creative and effective programs to eliminate gang or drug problems. These include:

- Abatement programs in which the police, in conjunction with local government agencies and with the support of the community, are eliminating drug houses and gang hangouts.
- Agreements by district attorneys to refrain from plea bargaining cases originating in designated Drug-Free Zones.
- Neighborhood clean-up campaigns conducted by residents and local government.
- Residents are working with park and recreation departments to clean up parks--sometimes using simple techniques like turning on sprinkler systems at times when gangs like to congregate.
- Recreational activities and sports programs are being developed with the cooperation of residents, schools, and parks and recreation departments.
- Public housing residents organizing to clean up their buildings and to provide health care and other services to residents.
- Small claims court actions being filed by residents against property owners for creating a public nuisance when they ignore gang and drug activities on their property.

In addition to these specific activities, residents have been working closely with police to solve problems and supporting them in instituting community policing or problem-oriented policing efforts. Also, partnerships have been formed with schools, businesses, religious organizations, and city and county officials.

Community Reclamation

Another program strategy that works is the Community Reclamation Project in Los Angeles. This program selects target sites plagued with gang and drug problems and, capitalizing on the strengths and resources of the community; sets up a network among

community-based organizations, law enforcement agencies, government and public agencies, and concerned citizens. Program features include:

- Regular community meetings involving public and private agencies that work together to develop a cohesive plan and to avoid duplication.
- Neighborhood involvement that provides guidance and leadership to community members and assists them to identify their concerns.
- Alternatives to gangs and drugs. These include graffiti paint-outs; job workshops; "follow me, I'm gang and drug free" walks; and sports programs.

The project has produced a manual, "Rising Above Gangs and Drugs: How to Start a Community Reclamation Project." It includes a neighborhood involvement checklist; step-by-step instruction on how to start a sports program; a sample community survey; newsletters and information-gathering fact sheets for businesses, religious organizations, and schools.

This project was funded by the U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention; and the Department of Health and Human Services, Office of Substance Abuse Prevention.

Culturally Specific Prevention and Intervention Programs

Orange County has a large southeast Asian population and a growing gang problem. To keep young people from joining gangs, the Vietnamese Community of Orange County, Inc., has set up a youth counseling and crime prevention program that works in conjunction with prosecutors, educators, probation officers, and the police. Services include regular visits to schools for discussions with students and guidance counselors and encouraging parents to become more involved in the problems their children are facing. This non-profit organization offers four services: English tutoring, housing, employment, and relocation.

CHALLENGES

Challenges for the Police

The police should be prepared for the challenges of the next decade. The gang problem will not go away, and gang-blighted communities will instinctively look to the police for help. The burden of resolving the gang problem should not fall solely on the shoulders of the police, but they will be expected to have solutions. This is an opportunity for police

to pro-actively involve the community and schools to meet the problem head on.
Challenges the police will face:

- The gang problem has spread from large urban areas to small towns. Mid-size and smaller police departments will be challenged to take a leadership role in responding to the gangs and must be prepared to identify and deal with gangs and promote a multi-faceted community response.
- Dwindling resources and growing gang crime will appear to call for reactive strategies directed toward immediate crisis. It will be a challenge to invest in developing broad focused, proactive programs based on sometimes difficult-to-manage partnerships.
- In some communities, law enforcement will be challenged to overcome citizen apathy and denial by educating the public and making them aware of gang problems.
- Law enforcement and the community will be challenged to develop new ways of measuring success. Success, based on numbers of arrests, will have to be supplemented by success measured by improvement in the quality of life. This includes measuring such things as increased park use by the public, drops in truancy rates, less street litter, and other improvements in the community climate.
- Law enforcement will be challenged to develop the skills needed for motivating and interacting with communities, and the skills needed to work cooperatively with other government and community systems.

Challenges for Schools

Schools will be looked to for answers but, like the police, cannot bear the burden alone. Schools must continue to involve parents and community residents in solving the problem of gangs. Challenges schools should be prepared to meet:

- Schools should develop partnerships with local law enforcement.
- Schools must take a leadership role in helping their own staff, parents, and neighbors to distinguish between youths who are in gangs and those who follow gang trends--the "cool" from high-risk "wanna-bes." Suppression and prevention must be balanced, and high-risk youths should be the principal target. All youths should be given the opportunity to succeed, and high-risk youths should be shown the advantage of turning away from gang life.

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- Schools should train staff to recognize signs of gang activity in and around their own schools. Special attention should be given to those communities where gang problems have not yet taken hold.
 - Schools should make communication with parents of high-risk youths a priority and should take on the challenge of involving parents in their children's education.
 - To maintain control on campus, schools need to keep up with changes in gang activity and communicate with law enforcement and neighboring communities.

Challenges for Communities

Communities in California can be divided into two camps: those with a chronic gang problem; and those where the problem is just beginning. Where the problem is just beginning, the challenge is to overcome denial and apathy and to take action. Clearly, our history shows us that every community is vulnerable to gangs and gang-related crime.

Communities with chronic gang problems should:

- mobilize their resources;
- organize and share responsibility among community agencies and residents;
- encourage residents to play a more active role in maintaining the condition of their neighborhood and in its policing.

CONCLUSION

California's strength is its dynamic, multi-faceted society. Its diverse minority populations contribute immensely, both culturally and economically. Our youth population is 50 percent white, 31 percent Hispanic, 9 percent African American, and 10 percent Asian/Pacific Islander and Native American. The percentage of Hispanics and Asians is growing at a faster pace than other ethnic groups and will soon make up more than half of the total population. California's future depends on how well its diversity contributes to its economic and social well being.

Today, there are 7.5 million children in California--from newborn to age 18. By the year 2000, these figures are expected to rise by 22 percent; 1 in 8 American children will live here. California's youths are vastly different from the rest of the nation, in both population size and ethnicity. There is no prototype or model like it. California will have to be the innovator addressing these issues in a pro-active, comprehensive, and preventive way.

- Police and government agencies must explore new ways of solving problems in collaborative, multi-disciplinary partnerships with the community; and responsibility must be shared.
- Broken windows need to be fixed. A small investment today will save vast amounts of resources tomorrow. When government agencies respond, people feel empowered and are willing to get involved.
- We need better information on gangs--not only demographics and crime statistics, but how young people view gangs and why they join. Without an understanding of their feelings or perceptions, it will be difficult to create prevention messages.

The year 2000 will be our benchmark. By then, we will see how well our institutions have responded to the challenge. With a prevention plan and a community-wide response, a generation of youths that will reject the "value of gangs" and aspire to active participation in society can evolve. To make this happen, police, schools, and the community must invest in gang prevention in solving the root causes of crime in our neighborhoods.

This report has defined the problem and outlined the challenge. Now is the time to pool the energies and resources of law enforcement, communities, families, and schools to shape society-wide responses to this growing crisis.

APPENDIX

In support of the "Gangs 2000" report, the Department of Justice, Bureau of Investigation, conducted a survey of gang units and sponsored a Nominal Group Technique meeting of gang experts. Both of these efforts were undertaken to solicit new information and validate existing information for the report.

SURVEY

The survey was a questionnaire seeking gang-related data from 105 criminal justice agencies in California with gang units. Most of the agencies were police and sheriffs' departments, district attorneys' offices, and probation departments. The results of the survey became a vital part of this report.

The survey solicited information regarding: (1) the projected increase of gangs, gang membership, and gang violence in California by the year 2000; (2) the possible evolution of gangs and gang members into organized crime groups and career criminals; (3) the gangs' impact on the criminal justice system; (4) the current trends and contributing factors of gangs; and (5) the recommendations necessary for reducing the gang problem.

Ninety-four (89.5 percent) out of the 105 surveyed agencies responded with the following information:

Question #1

Do you believe the street gang population in California will increase by the year 2000? Yes or No

If yes, by what approximate percent do you believe it will increase?

- Eighty-seven of the agencies responded "yes," with a range from 5 percent to 150 percent increase.

<u>Agencies Responding</u>	<u>Percent of Increase</u>
1	5%
7	10%
5	15%
11	20%
19	25%
3	30%
1	35%
4	40%
18	50%
1	75%
1	80%
13	100%
<u>3</u>	150%
87	

- Four of the agencies responding "yes" did not indicate the approximate percent of increase.
- Two of the agencies responding did not indicate either yes or no.
- One of the agencies responded "no" and indicated the decrease to be approximately 50 percent.

Question #2

Do you believe the street gang-related violence and crime will increase in California by the year 2000? Yes or no

- All of the agencies responded "yes" indicating street gang-related violence and crime will increase by the year 2000.

Question #3

What type of street gang--i.e., Skinheads, Crips, Bloods--will cause the most problems for the criminal justice system in your jurisdiction by the year 2000?

<u>Agencies Responding*</u>	<u>Type of Gangs</u>
59	African American Gangs
57	Hispanic Gangs
50	Asian Gangs
13	White Gangs

* Some agencies responded with more than one type of gang.

Question #4

Do you believe some of the street gangs will evolve into organized crime groups and/or some of the gang members will become career criminals by the year 2000?

- Eighty-one agencies responded "yes," and 13 responded "no" regarding the possibility of some gangs evolving into organized crime groups.
- Ninety-three agencies responded "yes," and one responded "no" regarding the possibility of some gang members evolving into career criminals.

Question #5

What impact do you believe street gangs will have on the following by the year 2000?

The agencies believe a variety of gang-related issues will impact the criminal justice system by the year 2000. The following information summarizes their responses:

Law Enforcement

- Increased demand for responses to gang-related crime including organized thefts, burglaries, and robberies; increased violence including assaults, drive-by shootings, and murders.
- Lack of a sufficient number of police officers responding to gang-related incidents due to the decreasing budget and increasing fiscal constraints of law enforcement departments.
- Increased gang-related violence towards police officers, and increased number of police officers killed in the line of duty as a result of responding to gang-related activities.

- Increased use of sophisticated weapons by gang members; increased number of juveniles carrying weapons.
- Increased demands on jails to house more gang members; increased number of assaults on jail personnel by gang members.
- Increased need for additional law enforcement resources to investigate gang-related crime, i.e., specialized gang units, experienced personnel, and training.
- Increased need to network with the community and other agencies within the criminal justice system.
- Fifty percent of all patrol and investigation efforts will involve gang-related activities; 60 to 80 percent of all arrests may be gang related.
- More law enforcement agencies will become reactive instead of proactive due to the overwhelming number of increasing gang crimes.

Courts

- Increased number of gang-related cases and trial time causing delays in prosecution; courts will become deluged and overburdened; increased number of plea bargains on serious crimes for gang members to relieve the caseload.
- Increased number of witnesses intimidated and murdered. Greater need for the protection of witnesses.
- Increased need for courtroom security due to the increase of violent gang members being prosecuted.
- Increased need for prosecutors and judges to be educated on the special problems pertaining to gang cases. Increased need for specialized juvenile and gang courts; increased need for more juvenile courts since many of the younger gang members are committing more violent, felonious crimes.
- Increased number of complex trials involving repeat offenders for gang-related crimes will increase the length of trials.
- Increased need to form specialized gang units for district attorneys' offices.

- Increased need to treat gang members more severely than the average criminal. Increased commitment to prosecute violent gang offenders aggressively and dispense stiffer penalties. Need for using gang-related sentence enhancements such as the Street Terrorism Enforcement Act (Penal Code 186.22).
- Many gang cases will involve expensive high-caliber defense attorneys due to the enormous amount of money earned from the gangs' criminal activities.
- Court system will not be fast enough to sentence gang members before they commit additional crimes.
- Courts will become desensitized to victims affected by gang violence due to its seemingly inability to expedite gang cases.
- Loss of public confidence in the court system.

Incarceration

- Increased number of gang members being sent to the California Youth Authority (CYA) and the California Department of Corrections (CDC) causing overcrowding and additional early releases. Need for more prisons and gang-segregated facilities.
- Increased number of prison gangs; increased recruitment of gang members to join prison gangs; prison gangs will become more organized.
- Increased number of assaults by gang members on CYA and CDC staff; increased violence against other inmates and wards. More violent types of gang members being incarcerated for longer periods of time.
- Increased number of juveniles entering CYA.
- Increased number of gang-related crimes and intimidation committed in CYA and CDC. Prison population will be saturated with hardcore gang members.

Probation/Parole

- Increased number of gang members will be given early probation or parole due to prison overcrowding. Increased number of the more serious,

habitual, violent offenders will receive probation or parole. Increased number of gang members being prosecuted for violation of probation. Increased number of probationers and parolees will have well-established gang connections inside CYA and CDC and on the streets.

- Caseload will become unmanageable, causing a backlog of cases and the inability of staff to supervise them. Increased staff workload will cause probationers and parolees to receive less attention; thus, there will be a greater rate of failure and more probation or parole violators.
- Increased need for more probation and parole agents; increased need for specialized supervision units for gang members. Increased number of gang-related cases will be the violent, hardcore offenders.
- Increased need to find non-custodial alternatives for probation and parole violators.

Question #6

What do you believe will be the most significant trend pertaining to street gangs in California by the year 2000?

The agencies identified several trends pertaining to gangs in California by the year 2000. The following information summarizes their responses:

- Increased sophistication of the gangs; better organization and structure.
- Increased violence by all gangs; more violence involving weapons; more weapons on the streets and more sophistication of weapons; more innocent bystanders will become the victims of drive-by shootings as the incidents increase; more violent attacks on police officers; availability of weapons and a willingness on the part of gang members to use them; increasing disregard for human life.
- Increased gang control in the sale and distribution of narcotics; greater organization and more violence by the African American gangs distributing narcotics; more Hispanic gang involvement in narcotics.
- Increased Asian organized crime activities based on the 1997 closure of Hong Kong and the emerging increase of Asian gangs.

- Increased ethnic mixing of gang membership and merging of various ethnic gangs; racial turf wars and rivalries involving various ethnic gangs.
- Increased gang-related crimes; gangs' use of younger members to commit crimes due to the lenient juvenile justice system.
- Increased gang activities in schools.
- Increased recruitment and growth of gang membership.
- Hardcore gang members will become more difficult to identify because of their attempts to disguise criminal activities from gang activities.
- Increased gang intimidation and control of communities.
- Increased mobility and movement of gang members inter- and intra-state.
- Increased contempt by gangs for society and the legal system.
- Increased infiltration of legitimate businesses by gang members.
- Increased number of racially motivated hate crimes, particularly those committed by Skinhead gang members.
- Increased role of female gang members.
- Increased community involvement in combatting gang crime and violence; more people willing to testify in gang-related prosecutions.

Question #7

What do you believe is the biggest contributor to the street gang problem in California?

The agencies provided several reasons for the gang problem in California. The following information summarizes their responses:

- Breakdown of the family unit; lack of parental control, supervision, and family values resulted in the gang family replacing the traditional family.
- Inability of the family to recognize a youth's involvement in gangs.

- Availability of narcotics, use of narcotics, and profits derived from trafficking and selling narcotics.
- Poverty; lack of education and job training.
- Glorification of gangs by the media and the entertainment industry.
- Lack of positive role models; lack of community involvement; community apathy.
- Perception that there is a lack of economic opportunity combined with the increased economic problems; lack of employment opportunities and adequate jobs to earn a living and support families; the promise of a better life if they quit a gang has little meaning.
- Ease with which money can be made from criminal activity.
- Immigrants experiencing language difficulties and a new culture; their youths find the justice system in this country easy to manipulate--making it easier for them to earn money illegally rather than legally.
- Leniency of the courts; failure of the juvenile justice system to establish accountability; lax juvenile enforcement.
- Conflicts among the different ethnic gangs; increasing gang turf rivalries.
- Lack of early prevention programs for teaching youths alternatives to gangs.
- Law enforcement departments have been slow to recognize the violent gang situation in California as a serious problem.
- Low determinant jail and prison sentences for violent and weapons offenses.
- Increased availability of guns.

Question #8

What do you believe is the most effective method for reducing the street gang problem in California?

The agencies offered several suggestions for reducing the gang problem in California. The following information summarizes their responses:

- Increase gang intervention and prevention programs at an early age; hold parents accountable for their children.
- Increase community involvement; open lines of communication between the youths and their parents; teach self-esteem, good morals, and goal setting; encourage community-based programs to provide viable support and realistic alternatives to gangs--especially for those youths "at risk." Increase cooperation among the various ethnic communities.
- Increase sentences for gang-related crimes; invoke stronger sentences for first-time gang offenders and more severe sentences for repeat offenders; institute stronger weapons and curfew laws; restrict plea bargaining.
- Increase aggressive enforcement along with the collection and sharing of criminal intelligence information by law enforcement departments to reduce gang crime and violence; establish high profile gang units and mandatory gang training for criminal justice authorities; increase resources for gang-related prosecutions.
- Increase cooperation among schools, community, and all criminal justice agencies; establish a multi-agency design that minimizes jurisdictional boundaries and increases communication and cooperation.
- Increase efforts to stop the trafficking and selling of narcotics.
- Create a tougher juvenile justice system; target hardcore gang members; increase mandatory life sentences for violent and/or armed gang offenders; enforce the death penalty for some violent gang-related crimes; make the juveniles accountable for their actions.

Question #9

What one recommendation would you make to reduce the gang problem in California?

The agencies provided several recommendations for reducing the gang problem in California. The following information summarizes their responses:

- Increase penalties for gang-related crimes; enforce the death penalty for some violent gang-related crimes; make it a crime to be a gang member;

be more strict with first-time offenders; administer stiffer penalties at the juvenile level, especially if they use a weapon.

- Increase opportunities for quality education; incorporate stronger anti-gang curriculum in grade schools; focus school intensive programs on youths "at risk"; initiate job and vocational programs; create more diversion programs such as "Just Say No" curriculum, "Scared Straight" lectures, and Police Athletic League.
- Increase funding for law enforcement agencies; increase aggressive street-level enforcement; seek more training for patrol officers dealing with gangs.
- Establish a statewide gang database with coordinators in each county to assist the community's and law enforcement anti-gang efforts.
- Increase need to strengthen juvenile justice system; juveniles have most of the "rights" of adults yet are afforded the "protection and privileges" of being a juvenile; more stringent treatment of juvenile gang members is necessary to discourage "at-risk" youths from continuing gang activities.
- Increase the strength of the family unit; instill more family and school discipline.
- Increase employment opportunities.
- Increase coordination efforts among community groups, schools, and the criminal justice agencies; increase community involvement; hold community leaders accountable.
- Increase monitoring of gang members by probation and parole authorities; initiate immediate prosecution of probation and parole violators; standardize probation guidelines throughout the state.
- Increase the number of prosecutors and judges; educate the judiciary--they need to realize the gang problem requires special handling; gang cases involve complex facets of the law that address juvenile offenders and violent crimes; gang offenders have become increasingly sophisticated in manipulating the criminal justice system; adult gang members use juveniles to commit gang-related crimes, and juveniles often seek diversion to drug treatment programs--often avoiding incarceration for gang-related narcotic crimes.

- Increase the number of prevention programs; add more resources to the programs; establish a coordinator in each county to coordinate all anti-gang activities and to interact with a statewide clearinghouse of anti-gang information and programs.
- Reduce the availability and number of handguns used by gang members.

NOMINAL GROUP TECHNIQUE

The Nominal Group Technique (NGT) is a forecasting model, which capitalizes on the input of ideas from a panel of experts for the purpose of addressing a single, complex issue. For the purposes of this report, the panel was comprised of representatives from police and sheriffs' departments, probation departments, the California Youth Authority, crime prevention units, and the school system. They met in Sacramento, California, on May 8, 1992, and were hosted by the Commission on Peace Officers' Standards and Training.

The NGT panel was asked to identify the emerging trends and events which significantly impact the criminal street gangs in California today and then forecast them for the year 2000. Sixty-four trends and 24 events were recognized by the panel as having some influence on the gang situation in California. A trend was defined as a prevailing movement having a particular character. An event was defined as a condition or occurrence traceable to a cause.

The following ten trends and events were selected by the panel through a process of elimination as the elements with consequential affect on the future of gangs in California:

Trends

- The level of support services in schools--such as training the staff and counselors to recognize and reduce gang activity on the campuses.
- The number of violent acts in schools.
- Gangs networking at a national level.
- The level of parental control over their children.
- The disintegration of the nuclear family.
- The level of deepening racial divisions or ethnic group conflict.

- The level of demographic changes.
- The level of overall violence.
- Immigration to California.
- The level of economic disparity.

Events

- Los Angeles-type riot.
- Media effects on gangs.
- Narcotic laws decriminalized.
- Law enforcement, prosecution, incarceration, probation and parole, prevention, schools, and the community networking.
- Agencies networking.
- Non-white population exceeds 50 percent.
- Immigration quotas changed.
- Proposition 13 repealed.
- Legislation banning handguns.
- Legislation restricting individual rights.
- School vouchers implemented.

Cross-Impact Evaluation

The impact of each event was evaluated by the panel in relationship to the other events and trends. The following information summarizes the cross-impact evaluation:

- The two events having the largest cross-impact are: (1) the non-white population exceeding 50 percent; and (2) the immigration quotas changes. Nearly all of the trends are affected by these changing patterns.

-
- The next event having the largest cross-impact was the reoccurrence of a riot in Los Angeles. An extremely high rating for the level of overall violence and deepening racial divisions resulted from this event. Riots cause violence and ethnic conflicts.
 - The fourth highest rated event was the decriminalization of certain narcotics. As in the previous event, the level of overall violence surpassed all other trends and events rated in this category. Decriminalizing certain narcotics may result in decreased gang violence.
 - The fifth rated event was the media's affect on gangs. This event will affect few trends and events, but the two trends most impacted are the number of violent acts in schools and the overall level of violence. School children are impressionable, and they emulate entertainment stars.

SOURCES

A considerable amount of time and effort was devoted to researching and corroborating the information in this report. Volumes of documents and reports were reviewed, and dozens of gang experts were interviewed to validate the information. A survey of law enforcement gang units and a Nominal Group Technique panel were instrumental in collecting new information and verifying existing information.

This report is based on the consensus of the following sources:

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Statistical Analysis Center

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GANG EXPERTS

Numerous law enforcement authorities, prosecutors, California Youth Authority and California Department of Corrections officials, and probation officers and parole agents who are gang experts were interviewed regarding their perspective of the gang situation in the state. Their opinions are the "sounding board" for assessing the gangs' current patterns and trends. This report is a consensus of their opinions. The Department of Justice especially appreciates the efforts of the following individuals who took the time to share their expertise:

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SOURCES

SURVEY AGENCIES

A survey was distributed to 105 agencies in California which have gang units or staff responsible for gang assignments. Their information contributed significantly to this report. The Department of Justice thanks the following 94 agencies which were kind enough to complete and return the survey:

- . Alameda County Probation Department
- . Carlsbad Police Department
- . California Department of Corrections
- . Ceres Police Department
- . Claremont Police Department
- . Compton Police Department
- . Costa Mesa Police Department
- . California Youth Authority
- . Daly City Police Department
- . Eureka Police Department
- . Fontana Police Department
- . Fremont Police Department
- . Fresno Police Department
- . Fresno County Probation Department
- . Gilroy Police Department
- . Hawthorne Police Department
- . Humboldt County Sheriff's Department
- . Imperial County Probation Department
- . Imperial County Sheriff's Department

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- . Kings County District Attorney's Office
- . Lake County Sheriff's Department
- . Long Beach Police Department
- . Los Angeles County District Attorney's Office
- . Los Angeles County Probation Department
- . Los Angeles County Sheriff's Department
- . Los Angeles Police Department
- . Modesto Police Department
- . Newark Police Department
- . Oakland Police Department
- . Office of Criminal Justice Planning
- . Ontario Police Department
- . Orange County District Attorney's Office
- . Orange County Probation Department
- . Oxnard Police Department
- . Perris Police Department
- . Pomona Police Department
- . Port Hueneme Police Department
- . Rialto Police Department
- . Ridgecrest Police Department
- . Riverside County District Attorney's Office
- . Riverside County Probation Department

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- . Roseville Police Department
- . Sacramento County Probation Department
- . Sacramento County Sheriff's Department
- . San Bernardino County District Attorney's Office
- . San Bernardino County Probation Department
- . San Bernardino County Sheriff's Department
- . San Bernardino Police Department
- . San Bruno Police Department
- . San Diego County District Attorney's Office
- . San Diego County Probation Department
- . San Diego County Sheriff's Department
- . San Fernando Police Department
- . San Francisco County District Attorney's Office
- . San Francisco County Probation Department
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- . San Luis Obispo County Sheriff's Department
- . San Mateo County District Attorney's Office
- . San Mateo County Sheriff's Department
- . San Mateo Police Department
- . Santa Ana Police Department

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 - . Santa Paula Police Department
 - . Santa Rosa Police Department
 - . Selma Police Department
 - . Shafter Police Department
 - . Shasta County Sheriff's Department
 - . Signal Hill Police Department
 - . South San Francisco Police Department
 - . Sonoma County Sheriff's Department
 - . Sonoma Police Department
 - . Stockton Police Department
 - . Sunnyvale Police Department
 - . Tiburon Police Department
 - . Torrance Police Department
 - . Turlock Police Department
 - . Union City Police Department
 - . Ventura County District Attorney's Office

SOURCES

- . Visalia Police Department
- . Walnut Creek Police Department
- . Watsonville Police Department
- . West Covina Police Department

NOMINAL GROUP TECHNIQUE PANEL

A small group of individuals who are knowledgeable about the gang situation in California were invited by the Department of Justice to participate on a special Nominal Group Technique Panel. They met in Sacramento, California, on May 8, 1992, where the panel was facilitated by Russ Kindermann, Senior Consultant, Commission on Peace Officer Standards and Training. The panel's information is incorporated in this report.

The Department of Justice offers a special thank you to the following panel members for their participation:

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