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ACQUISITIONS

WHAT STRATEGIES WILL MID-SIZED POLICE AGENCIES USE TO ADDRESS SOUTHEAST ASIAN AND HISPANIC GANGS BY THE YEAR 2004?

Technical Report

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

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

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

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

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Introduction

PROBLEM OVERVIEW: Youth gang violence and gang-related criminal activity have long been a problem in California, particularly in the metropolitan areas of the southern part of the state. But even in those gangs, violence and gang-related murders have reached unprecedented levels with Los Angeles County recording 690 such deaths in 1990, 720 in 1991 and in excess of 800 in 1992. Street gangs are better organized, more sophisticated and have access to better weapons than in the past.

Once predominantly a Southern California phenomenon, gang violence has now become much more widespread. Large cities as well as smaller jurisdictions are reporting a growing problem with street gangs and their attendant violence ranging from robbery, assaults and homicides to narcotics, extortion and all out gang warfare. An increase in vehicular movement and well organized freeway systems provide gang members with greater mobility, and they no longer confine their illicit activities to any single locale. According to the Federal Bureau of Investigation, the Crips and Bloods have now spread to more than one-hundred cities across the nation and count more than forty thousand members.[1]

Ethnic gangs, such as those formed within Black, Hispanic and Asian cultures, have replaced the Italian Mafia as the focus of reportage by the mass media and of investigations by the U.S. Attorney General. Apparently, the rise in influence of various ethnic cultures in the United States also entails the assimilation of criminalities within those groups.[2] Similarly, the Drug Enforcement Administration has confirmed the presence of multi-cultural Los Angeles street gangs in at least forty-nine other cities.[3]

Since gangs have historically been a large city problem, smaller medium-size agencies, some of which are experiencing street gangs for the first time, are not always equipped or experienced in effectively employing anti-gang strategies. Community-based policing helps, but smaller cities need to implement more

effective strategies to deal with gangs so their once peaceful streets will not be staging grounds for transplanted big city gangs. By being unprepared or reactive to street gangs and gang violence, law enforcement personnel place their communities in jeopardy. Law enforcement further stands a chance of allowing the very society they have sworn to protect to fall prey to a specific violent and malicious criminal element.[4]

Through research accomplished during this study, it appears to be universally understood that a response to youth gangs is approached from three (3) over arching strategies: prevention, intervention and suppression. Prevention is developing methods to prevent gang membership and activity, typically early in a youngster's life by building self esteem, teaching refusal skills, mentoring, etc.

Intervention strategies involve intervening in a process that has already begun in a young person's life; either they are already enmeshed in gang activity, or are in danger of becoming involved. Typical intervention responses include providing alternative activities and goals, counseling, etc.

Suppression strategies almost solely involve the efforts of criminal justice agencies and are designed to suppress gang activity by special enforcement, supervision, incarceration, and/or other provisions of the criminal justice system designed to target, arrest and prosecute perpetrators of criminal gang activity.

The research further indicates that mid-sized police agencies have typically focused on suppression. Even when police efforts resulted in attempts to apply other strategies, gang activity still continued to manifest itself in the community.

The present and projected growth of the problem suggests that effective police strategies in the future will require broader, more indepth approaches applied differently.

ISSUE DEVELOPMENT: Through experience, personal interest, the development of a futures file and literature scanning results, the recognition of a

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PRO-YOUTH NEIGHBORHOODS: REWRITING GANG STRATEGIES FOR MID-SIZED POLICE AGENCIES

J. D. Gomes; Sponsoring Agency: Commission on Peace Officer Standards and Training, 1994; 94 pp.

ABSTRACT

This research project examines the current and projected growth of ethnic street gangs, particularly of the Southeast Asian and Hispanic cultures, and analyzes the response of mid-sized California police agencies to them. A future study incorporated in the project reveals mid-sized agencies have not been effective in gang response. Typically they have focused on suppression rather than incorporating prevention or intervention into a broader approach. As such, a strategic plan is outlined, recommending dual compatible strategies to mobilize the community. It includes the development of a community-based approach by the police agency, with participation from a cross section of the community that have a stake in the problem. The second strategy involves applying and developing pro-youth principles and techniques in individual neighborhoods. Follow-up research is recommended on the future effectiveness of mobilizing field control forces and suppression strategies. Appendixes include key forecasting data and results, charts, references, and bibliography.

PRO-YOUTH NEIGHBORHOODS

. . . Rewriting Gang Strategies For Mid-Sized Police Agencies

A Journal Article

by

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PRO-YOUTH NEIGHBORHOODS
... Rewriting Gang Strategies For Mid-Sized Police Agencies

Though community residents often refuse to face up to it, gangs have staked out new turf--suburbia and the countryside....small and medium-sized cities in California.

It seemed like a typical youth gathering. A few Asian kids getting together for music and fun at a home one warm July evening. And then there was an argument over a girl. Words were exchanged, factions became aligned, fists flew, and knives flashed. Quickly-obtained golf clubs became weapons and struck muscle and bone with sickening smacks. A shot rang out, followed by several more. When it was over, two male rival gang members were shot. One lay dead; and the other lay wounded, but paralyzed for the rest of his life.

No, the scene was not a gang-ridden neighborhood of East Los Angeles, but a lower middle-class neighborhood of Visalia, a well established, culturally diverse community of 86,000 in the heart of the San Joaquin Valley of Central California.

Once predominantly a Southern California phenomena, large cities as well as smaller jurisdictions are now reporting a growing problem with street gangs and attendant violence ranging from robbery, assaults and homicides, to narcotics, extortion, and all out gang warfare. An increase in vehicular movement and well organized freeway systems provide gang members with greater mobility so they no longer need to confine their illicit activities to a single locale. By the year 2000, if this trend continues, there could be as many as 250,000 gang members in California. They will remain a significant violent crime threat to all major metropolitan cities, and will become a major crime problem for many of the rural counties and cities.[1]

Additionally ethnic gangs, such as those formed within Hispanic and Southeast Asian cultures, have replaced the Italian Mafia as the focus of reportage by the mass media and of investigations by the U.S. Attorney General. Apparently

the influence of various cultures and the number of social and economic factors in this country also include the assimilation of criminalities within those ethnic groups.[2]

Children of recent immigrants often are easy recruits. These youngsters tend to become Americanized before their parents do, but lack strong ties to either their new culture or their parent's culture. Gangs give them identity.[3]

Similarly, the Drug Enforcement Administration has confirmed the presence of multi-cultural Los Angeles street gangs in at least forty-nine other cities.[4]

A CASE STUDY

The Tulare County city of Visalia is but one example of many other smaller and medium-sized incorporated cities throughout California who had only experienced situational violence prior to the late 1980's and early 1990's, with non-existent or insignificant gang activity. Ethnic street gangs were something thought to only exist in the large metropolitan areas. As a result, the agencies responsible for policing those jurisdictions, as well as the communities themselves, were ill prepared to respond to the gang phenomenon because they did not understand the sub-culture, let alone develop solutions in response to their presence.

Suburban gangs often thrive because the community refuses to admit it has a problem. Visalia's reaction mirrored responses in many other small and medium sized cities. Community responses ranged from denial to hysteria about the arrival of gangs, but the war was lost and gangs had "taken over." Neither reaction was realistic or productive in seeking appropriate solutions.

The police response also was reflective of other non-metropolitan California city police agencies. The Visalia Police Department had a complement of 86 sworn officers when gangs began to surface during 1989 and 1990, and was considered an innovative, progressive agency. Years prior, the department had formed a partnership with the local school district to fully staff each high school with Youth

Development Officers. A similar arrangement between the department, the school district and a citizens' group resulted in three D.A.R.E. (Drug Awareness Resistance Education) officers that provided the program to city schools and extended to feeder schools. The department had a two decade history of involvement in providing alternatives to the predominantly Hispanic section of the city, which resulted in the formation of a Police Activities League.

Research into mid-sized police agency responses revealed many like programs in other communities. From the beginning of gang manifestation the department responded by focusing efforts towards suppression, while maintaining other efforts directed at diverting youth away from crime. Yet, in spite of those efforts, this city continued to experience escalating gang activity and violence to the present time. These results, as well as the projected growth of the problem into the future, suggest police strategies will require broader, much more indepth approaches applied differently.

This article is the result of a recent study by the author that proposes a pro-youth neighborhood approach.

FRAMING THE ISSUE

Framed as a law enforcement issue, the problem of ethnic youth gangs appears to be deceptively easy to solve. Viewing it solely as a crime problem leads to focus on the individual, the deviant gang behavior, and the punishment necessary to redirect it.[5] Thus, the traditional law enforcement response to street gangs has included suppression techniques, such as gathering intelligence and directed enforcement designed to target, arrest and prosecute gang members.

While suppression efforts are necessarily part of an overall solution, there is no preventative aspect to this strategy and no social empowerment for anyone except professionals in the criminal justice system.

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In addition to suppression, two other universally recognized over arching strategies exist as responses to youth gangs: prevention and intervention. Prevention is developing methods to prevent gang membership and activity, typically early in a youngster's life, by building self-esteem, teaching refusal skills, decision making, mentoring, etc.

Intervention involves intervening in a process that has already begun in a young person's life; either they are enmeshed in gang activity or in danger of becoming involved. Typical intervention strategies involve providing alternative activities and goals, counseling, etc.

The case study agency serves as an example. Born out by research that, while mid-sized police agencies have expanded their gang responses into prevention and intervention to an extent, the point of reference has been of law enforcement. More importantly, again and again gangs have flourished in spite of it.

STUDYING THE FUTURE

This author conducted a futures study using research methodologies to determine the likely future that would affect the strategies mid-sized police agencies use to address Southeast Asian and Hispanic gangs by the year 2004. For purposes of this study, a mid-sized police agency was defined as a department serving a population of 25,000 - 150,000, with 35-200 sworn personnel.

To develop the forecast data, a Nominal Group Technique (NGT) panel was formed. During the NGT process, the panel determined the trends and events to be most important to the issue and forecasted them. Trends were defined as a series of events by which change is measured through time. The trends (with directional forecasts provided through the panel during the process) included: increasing racism in society, increased community participation in response to gangs, an

increase in serious gang crime, a decline in the availability of intervention/prevention services, a decrease in the integration between public and private agencies delivering anti-gang services, and a decrease in the quality of the family unit.

Events were defined as a singular, one-time occurrence with a surprise element that could be plausible and related to the issue within the projected time frame. Events predicted by the panel included: a gang homicide at a major civic event or campus, the formation of vigilante groups, the eruption of major gang warfare, the wide-spread development and implementation of a successful pro-youth neighborhood based program, and the discovery of "paid for protection" activity in the community. During the course of the futures study, cross impacts were analyzed to determine the relationship of events to each other, and events to trends. That process revealed decreasing the level of integration between agencies, or the availability of prevention/intervention services, increased the probability or likelihood of a gang homicide occurring, the eruption of major gang warfare, an increase in serious gang crime, and the continuation in the decline of the family unit.

Conversely, the study demonstrated increasing community participation in response to gangs, or the wide-spread development and implementation of a successful neighborhood based pro-youth program, decreased the magnitude of those trends, as well as the probability of the event, by as much as eighty-five percent.

The present and projected growth of the problem suggests that effective police strategies in the next decade will require much broader, more indepth approaches applied more effectively.

The complexity of the gang issue itself dictates the one key ingredient of any anti-gang program criminologist say is cooperation among parents, teachers,

police, prosecutors and social agencies.[6] The proposed pro-youth neighborhood strategy is built on the premise that the only effective way to frame a gang response is as a community issue.

THE APPROACH

Turf and neighborhoods are important to gangs, so it is logical that neighborhoods can have a strong impact on arresting gang activity. With a program that combines prevention, intervention and suppression on a practical basis, and provides opportunities for youths, people can use the resources of their neighborhood most effectively by developing "pro-youth" neighborhoods.

There are dozens of actions individuals can take upon themselves, including walking the neighborhood, picking up garbage, painting over graffiti, interrupting drug use or drinking, starting support groups and neighborhood organizations.

Those are best done through organizations. Everyone feels empowered when people know they are not alone. It is important to send that message to gang members, too. Neighborhoods are cauldrons for strengthening families. Neighbors need to cooperate and help each other in raising their children by organizing group activities, sharing scheduled activities, communicating regularly, and being host to training and discussion workshops on parenting. Community involvement and a collaboration are essential.[7] Turf issues are divisive. Racism is often a component of gang activity. The successful pro-youth neighborhood approach nullifies racism and emphasizes tolerance and diversity. It also includes youth, especially gang members, as being preferable to excluding them. Gang response efforts should be based on a pro-youth attitude. Automatically dismissing young people as rebellious, defiant and anti-social is non-productive. Establishing a policy of zero tolerance for violence is necessary, while at the same time building social skills among young people for peaceful conflict resolution.

Finally, neighborhoods must provide opportunities. Gang issues cannot be addressed in a vacuum. Other situations that affect young people must be addressed. They include poverty, unemployment, illiteracy, violence, racism, child abuse, inadequate parental supervision and poor access to health care. The overriding principle among all of them is the need to establish strong personal links between young people and adult role models. Many people have expressed, as any successful person will acknowledge, that the most positive influence on their development was the care and attention of an adult during the person's formative years. They include parents, teachers, coaches, mentors, employers, sponsors, clergy, counselors and others. That is important to incorporate into any pro-youth program. The program should have as a primary objective the means to establish relationships between young people and quality role models. After laying that groundwork, any institution, group or neighborhood should be ready to develop specific strategies toward becoming "pro-youth." Neighborhoods are the first casualties when gang activity gets out of hand. They can also be the first and strongest to intervene to make sure that doesn't happen.

IMPLEMENTING THE PRO-YOUTH STRATEGIC PLAN

The key element in the success of developing a neighborhood based, community driven, pro-youth program utilizes a pre-established relationship the police agency has with the community it serves, specifically Southeast Asian and Hispanic communities if ethnic gangs are derived from there. With a mutual understanding and supportive relationship as a prerequisite, the agency can initiate the concept.

The resources necessary to support the effort are internal and economic support of approximately $20,000 for a professional consultant/facilitator to assist department personnel in facilitating ideas and concepts necessary to the

development of a pro-youth program, initially to be established in ten pilot neighborhoods. The goal is to transform trouble areas of the city into pro-youth neighborhoods. It is anticipated each neighborhood will require two to three years to transform. Each neighborhood is likely to encompass an area in the range of ten to thirty city blocks.

The steps necessary for implementation include:

1. Selecting officers with demonstrated experience and ability to establish positive relationships with minorities.

2. Selecting Southeast Asian, Hispanic or other ethnic neighborhoods experiencing gang problems, through established Neighborhood Watch groups or within community policing areas that have indications of risk factors for youth gangs or merging gang problems, for implementing of a pilot program. Each neighborhood will be selected by the department with a coalition of agencies, residents and others who will work together on the pro-youth neighborhood pilot program.

3. Selection of a consultant with experience and demonstrated success in facilitating community programs.

4. Establishing training time for at least twenty agency personnel and volunteers who are members of a local community based, anti-gang community group to implement a pilot pro-youth neighborhood program.

5. Assign officers/volunteer/consultant teams to designated neighborhoods.

6. Help residents organize proactive, pro-youth grassroots neighborhood initiatives with the general aim of providing avenues for youth involvement that are more attractive than gangs.

7. Promote and provide support for specific concepts and associated behaviors in support of pro-youth initiatives with commitment to youth.

8. Establish a community norm of adult involvement and engagement in pro-youth activities.

9. Suggest specific, tangible roles as points of access for adults: mentors, coaches, friendly faces, employers, homework helpers, etc.

10. Create products and programs that can be used in support of these goals.

11. Field test and measure results of strategies and products or programs in ten pilot neighborhoods through the use of dual school/neighborhood surveys to compare initial level of gang activity/community safety/gang crime with future survey results.

12. Plan follow-up and evaluation meetings within the initial pilot program time line: one year.

A key issue is the success of the implementation period, which depends to a large extent on the neighborhood perception of the problem. This requires a neighborhood consensus that the problem needs to be addressed with long term commitment to support alternative activities. This degree of understanding and commitment may be more difficult to achieve in some minority neighborhoods, particularly Southeast Asian neighborhoods, or any culture that is less mainstream where cultural beliefs are more difficult to overcome. More agency effort will need to be made initially to reach that prerequisite state which will be required prior to initial strategy building sessions.

Finances could also become an issue if specific programs require aid. However, for the most part, the pro-youth neighborhood concept and the strategies that become part of it are built on a foundation of volunteering external community and internal neighborhood commitment, and as such would alleviate the need for extended long term financial resources. The concept also presupposes the need to keep the strategies alive and focused within each neighborhood so the commitment remains strong through time.

TRANSITIONING THE POLICE ORGANIZATION

In order to implement this proposed strategy, several stakeholders need to be identified who can have an impact upon implementation. From the original list of stakeholders, seven have been suggested as a model that is considered "the critical mass." The critical mass and their commitment are seen as vital to the implementation of the suggested strategy. A typical critical mass for a police agency seeking to implement a pro-youth neighborhood strategy could include:

1.   Chief of Police

2.   City Manager

3.   City Council

4.   Informal leader of the Hispanic community (or like member of the sector of the community where the initial pilot planning and implementation would begin).

5.   Informal leader of the Southeast Asian community (or like member of the sector of the community where the initial pilot planning and implementation would begin).

6.   Coordinators of existing public and private sector prevention and intervention programs.

7.   Change Management Committee of the pro-youth neighborhood strategy. This committee is suggested to consist of management level officers within the department (ideally in positions of watch commander or area commanders, depending on the organizational structure), supplemented by line personnel in existing neighborhood policing structures.

The Change Management Committee forms to prepare to move the organization and communicate internally a vision, and take the steps necessary to implement the strategy. They will meet regularly, seek the input and direction from the Police Chief and advice and assistance from other members of the critical mass. On that basis, organizational decisions will be made related to implementing possible strategies, utilizing the pre-established relationships the agency has with the community, their individual knowledge of the policing areas and neighborhoods,

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and existing line personnel in neighborhood policing structures (Neighborhood Watch or community policing) as a basis. This committee will form with the consultant/officer/citizen teams to identify pro-youth organizational and community resources, oversee the application to specific neighborhoods, and monitor progress during the transition. Internally, the change management committee can begin forming a pro-youth transition team. In the process, they can begin an orientation to the neighborhood building process to include purpose, a picture, a plan, and parts people will be playing. Giving them parts brings first-hand knowledge to build on problem solving.[8]

Entering the transition into developing pro-youth neighborhoods can bring with it resistance and uncertainty in the police organization and in the community. A variety of techniques are suggested to reduce resistance and anxiety by those affected by the change process. The following techniques are suggested to minimize resistance and enhance the transition process:

1. Responsibility Charting: To clarify roles and graphically represent the actions to be taken, actors involved, and level of responsibility.

2. Survey: Previously mentioned, to measure results.

3. Informational Newsletter: In readable format for the neighborhoods and the organization, to increase awareness and distribute information.

4. Every avenue to promote and recognize success or milestones should be pursued, such as the launch of a new program, the success of intervention efforts in individuals or neighborhoods, or declarations of graffiti-free or pro-youth zones.

5. Team building could be an initial step to build relationships and cohesion in the pro-youth neighborhood response teams.

CONCLUSION

This article has revealed that although gangs are not a new phenomenon to California, they have never been more sophisticated or violent. Projections reveal the number of members in gang activity will continue to escalate well into the next

decade, and the spread of gang activity and influence from the metropolitan areas into small and medium sized cities in the state will continue.

These communities and the police agencies responsible for policing them had not experienced gangs to any great extent, and have been unprepared or ineffective in their responses. While community responses ranged from denial to hysteria, police agencies still tend to focus necessarily on suppression. While many police agency gang responses have included prevention or intervention, they tended to be framed as a law enforcement issue and applied accordingly.

Most importantly, time and time again gang activity and violence in those cities have escalated in spite of it. Police must rethink how their programs operate and rewrite gang strategies that are framed as community issues. This article and the study it is derived from have demonstrated that the complexity and growth of gangs, particularly those formed along ethnic lines, will necessitate a much broader approach than mobilizing and deploying field officers for suppression purposes. The research has revealed it is not enough to hire more cops and build more prisons as a response to gangs. It has to be fought in neighborhoods where drugs, poverty, lack of hope, and opportunities for violence overwhelm any attempt people might have for bettering themselves legitimately.

This article proposes existing neighborhood watch groups or community policing structures be used to implement strategies focused on the root causes of ethnic gangs developed from the pro-youth neighborhood stance in the neighborhoods where they exist. The strategy recognizes that youth violence in the form of ethnic gangs is a community problem, and solutions must be found in the community. More specifically, some solutions may be applied differently based on neighborhood needs/values, and that citizens have knowledge and value in mobilizing them can occur more directly and effectively there.

There are many challenges that law enforcement faces in respect to youth gangs in the next decade. There are many more questions than answers, such as: How will suppression strategies be implemented? What future impact will the financial limitations of government institutions have on ethnic gangs? What will be the future effect of immigration on ethnic gangs? How will politics affect police gang strategies?

This article proposes one promising approach as a means to minimize the effects ethnic street gangs have on our present and future quality of life. The consistently underlying theme interwoven through the recommended pro-youth neighborhood strategy is that gang violence and crime itself will continue to persist until society begins healing itself.

While government, through its police powers, does not have the answers to deliver to neighborhoods, with the community it can and must become a facilitator of the answers and solutions that exist there. Ultimately, that is the police role in the healing process: freeing the neighborhood together for that purpose.

END NOTES

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7. Clifford, M. Amos; Caughron, Bill; Flores, Robyn; Stater, Rodney. "Tulare County Gang Response Project." Preliminary Report, October 28, 1993, p. 7.

8. Bridges, William. "Managing Transition, Making the Most of Change." Addison Wesley Publishing, 1991, p. 60.

need to develop strategies in mid-sized agencies was realized, and resulted in forming the issue to be addressed:

"What strategies will mid-sized police agencies use to address Southeast Asian and Hispanic gangs by the year 2004?"

EXPLANATION OF TERMS: For the purpose of this study, the term "gang" and "street gang" are used synonymously and are generally defined as "a group of anti-social individuals, usually of similar racial, socio-economic, demographic, scholastic, family and/or criminal backgrounds, who band together to form an extended family. This group follows a variety of limited or advanced patterns of organization, may follow prescribed rules and designed goals and objectives for themselves. A gang achieves its goals and objectives through the perpetration of various acts of malicious damage and/or violence which is regarded as criminal or deviant behavior."[5]

"Mid-sized cities" are those cities with populations ranging from 25,000 to 150,000, with their police departments having from 35 to 200 sworn personnel.

The sample agency used in this study is a police department with 91 sworn officers responsible for policing a culturally diverse city consisting of 27 square miles, with a population of 86,000. It is the county seat and the largest urban city in a rural agricultural based county in Central California. Like many other medium-sized cities, it was relatively gang free until 1989 when street gangs began to surface. Consistent with patterns throughout the state and nation, street gangs and organized criminal activity attributed to them in this city continued to escalate through the present time.

THE EMERGING ISSUE: The Department of Justice estimates there could be as many as 175,000 - 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

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Skin Heads). They are responsible for a wide range of crimes including drug trafficking, robberies, burglaries, auto thefts, grand thefts, witness intimidation, extortion, 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 California. They will remain a significant violent crime threat to all of the major metropolitan cities, and will become a major crime problem for many of the rural counties and cities.[6] Gangs will saturate not only the gang ridden environment of the cities, but the supposedly more benign suburban world as well.[7]

Gang violence is increasing in magnitude and frequency. The Department of Justice estimates there were one thousand gang-related killings and at least three thousand drive-by shootings in California in 1991. Some of the victims were innocent by-standers with gang members making very little effort to distinguish between intended and unintended victims. Gang members are recruiting at a younger age. There will be more juvenile gang members and some fourth generation gang members. They will stay with the gangs for longer periods of time. Society has learned how difficult it is to combat trends rooted in decades of poverty, rising teenage pregnancies, broken families, despair and hopelessness.

"Southeast Asian gangs are growing and will dominate organized crime in the United States in the next fifteen years," California Attorney General Dan Lungren told law enforcement officials at an August 1992 conference. The problems of gangs and drugs are not new to the Southeast Asian community because they have existed for years in their own country. There are approximately 500,000 Southeast Asians in California currently, with a projected increase of 11.4% in 1995. The trend will continue into the first part of the next century, hitting 12.9% in 2005.[8] The mainstay of Asian gangs is auto theft and robbery in various forms, where many of the gangs routinely extort protection money from Asian businessmen or commit Asian home invasion robberies.

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Hispanic street gangs have had a long and established history in California that began primarily in the barrios of Los Angeles, but have since spread to most all major California cities and have become a significant problem in rural counties. Most Hispanic gangs have a territorial orientation and adopt geographically related gang names. Their criminal activities span the range of gang crimes. They are becoming involved as entrepreneurs in the selling of narcotics, particularly PCP, Mexican tar heroin, methamphetamines and marijuana.[9] The Department of Justice estimates there could be as many as 95,000 Hispanic gang members in California today, projected to grow to 135,000 by the year 2000.

There is no indication that gang crime and violence will be any less overwhelming to many police and sheriff's departments into the projected future. At the same time, they will be forced to reduce resources because of shrinking governmental budgets. For example, projections suggest a $20-billion budget gap in the state budget by 2000.[10]

Because gangs have historically been a large city problem, most law enforcement techniques used to combat gang violence originated in departments with substantial personnel and resources. In most cases, smaller agencies in mid-sized departments not only had less resources, but were less experienced in formulating effective deployment strategies directed specifically at street gangs.

SUB-ISSUE CONSIDERATION: The sub-issues in this study have been defined by analysis of the available data revealed in the literature scan, other sources and through the use of a future's wheel (refer to page 10). The sub-issues are determined to potentially have significant impact on the central issue. The sub-issues and criteria that led to their development are as follows:

(1) **How will strategies be coordinated with other community intervention methods?** Law enforcement can do much to reduce the level of violence. This reduction, given the commitment of the agency, would necessarily be in the form of

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a proactive law enforcement approach that would be part of a coordinated long-range plan that involves all elements of the society. One best hope is to be part of a mobilization effort that includes parents, teachers and community leaders. A community-wide response to gangs is required to stem the rising tide of gang violence.[11] A wide range of prevention, intervention and suppression efforts would require a coordinated multi-disciplinary approach to deal with societal problems that create an environment in which gangs flourish.[12] Those efforts could include a wide range of strategies such as: parenting skill development, development of teen activities, job training/placement, or establishing an anti-gang curriculum.

(2) **How will technology assist in the response strategy?** As the law enforcement industry is an era of technological change, it will be relying on technology to improve the effectiveness of police resources. Budget realities demand that police leaders make the most effective use of their forces, and technology seems to be an important method of increasing productivity at a relatively low cost. Seemingly, the introduction and implementation of new police technologies will increase the effectiveness of law enforcement's response to street gangs into the projected future. The evolving technological developments could include the development of DNA profiling, surveillance techniques, computerized composites, increased crime analysis capabilities, or automation of intelligence files.

The introduction of technology has already been explosive. In 1964, for example, only one city (St. Louis), had a police computer system. By 1968, ten states and fifty cities had state level criminal justice information systems. Today, almost every city of more than 50,000 has some sort of computer support services.[13] The following table illustrates some of the services that have been computerized as of 1992.

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TABLE I

COMPUTERIZED FUNCTIONS IN POLICE DEPARTMENTS - 1992

Percentage Of Departments Using Computers For:

Record Keeping	45
Criminal Investigations	30
Crime Analysis	25
Budgeting	23
Dispatching	20
Fleet Management	14
Personnel Allocation	13
Jail Management	3

(Source: Brian Reaves, State and Local Police Departments, 1990, Washington, D.C.: Bureau of Justice Statistics, 1992, p. 9.)

By the year 2000, police departments will be relying more heavily on the new technologies for investigative efficiency, yet logically will assist individual agencies in the development of response strategies.

(3) **What methods will be used to mobilize citizens and implement strategies?** Framed as a law enforcement issue, the problem of youth gangs appears deceptively easy to solve. Viewing it solely as a crime problem leads to a focus on the individual, the deviant gang behavior, and the punishment necessary to redirect it. Thus, the traditional law enforcement response to street gangs has included suppression techniques such as gathering intelligence and directed enforcement.

While suppression efforts are necessary, there is no preventative aspect to this strategy and no social empowerment for anyone except professionals in the criminal justice system.

The importance of prevention and intervention for long-term success, and the complexity of the gang sub-culture, will necessarily require mobilization of citizens from various disciplines and segments of the community. It could be possible to use existing police structures, such as Neighborhood Watch, or community policing for the inclusion of citizens.

This study will determine the most effective methods to bring citizens into the process of implementing community strategies.

SUMMARY: Criminal street gangs are becoming an ever increasing problem for law enforcement agencies in California. What once was a Los Angeles problem is now creating police problems in other cities in the state and throughout the United States, even in mid-sized cities that have not traditionally been known as major metropolitan areas. Street gangs are responsible for diversified criminal activity, including increased numbers of drive-by shootings and homicides. These trends are likely to continue into the next decade along with projected increases in Southeast Asian and Hispanic gangs, among others. With the spread of the street gang culture and its attendant violence into mid-sized cities, the corresponding effect on mid-sized police agencies will be tremendous.

While mid-sized police agencies have been mostly unprepared to respond effectively, or have focused on suppression of gangs, the research conducted into this study suggests that an effective response needs to be broader and somehow inclusive of prevention and intervention strategies.

Therefore, it is necessary to study the impact the street gangs, particularly Southeast Asian and Hispanic gangs, have on those agencies. In the process, the role of the Police Department and its relationship to its citizens and to many other

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segments of the community with a stake in the problem will be analyzed to develop future strategies that will be more encompassing, comprehensive and effective.

The study begins in Part I with defining the future by projecting trends and events that will have an impact on the issue.

Part I: Defining The Future

Automated Intelligence Files

Crime Analysis

Neighborhood Watch

Community Based Policing

How Will Technology Assist In The Response Strategy?

Computerized Composites

What Methods Will Be Used To Mobilize Citizens And Implement Strategies?

Demographics

DNA Profiling

Surveillance Technology

Economic

Political

How Will Community Needs Change?

Field Control Forces

Reactive Vs. Proactive

What Strategies Will Mid-Size Police Agencies UseTo Address Southeast Asian & Hispanic Gangs By The Year 2004?

Values

Social

Future Suppression Strategies

Tactics

Intelligence Gathering

Job Training/ Placement

Clearance Rate

Traditional Measures

How Will Response Strategies Be Coordinated With Other Community Intervention Methods?

Crime Rate

Parenting Skill Development

How Will Success Be Measured?

Statistical Analysis

Anti-Gang Curriculum

Surveys

Teen Activities

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Part I is a futures study utilizing research methodologies to define and structure the issue within this study. The main issue of this study is:

What strategies will mid-sized police agencies use to address Southeast Asian and Hispanic gangs by the year 2004?

Within the primary issue, sub-issues have been defined as areas of focus:

1)   How will response strategies be coordinated with other community intervention methods?

2)   How will technology assist in the response strategy?

3)   What methods will be used to mobilize citizens and implement strategies?

Trends related to the issue and sub-issues will be identified as well as potential events which will be forecasted and their possible impact upon the trends and issue. From the forecasted data and analysis, alternative future scenarios will be developed.

TREND FORECASTING

To develop the forecast data, a Nominal Group Technique panel (NGT) was formed. Nine panel members were selected for their experience and by virtue of their background or education, and possessed knowledge of the issue/sub-issues. It necessarily contained a cross section of disciplines and representation from the ethnic groups that are central to the main issue. The NGT panel members included:

1   Terry Ommen: Police Captain, 45 years of age, mid-sized police agency, Command College graduate, MS Degree, 21 years experience.

2.   Raymond W. Forsyth: City Manager, 57 years of age, mid-sized city, Ph.D., former Police Chief for 32 years, 2 years in current position.

3.   Bruce McDermott: Police Chief, 42 years of age, mid-sized city, BA Degree, Command College graduate, 20 years experience.

4.   David Lopez: Supervising Probation Officer, 47 years of age, Hispanic descent, BS Degree, 20 years experience.

5.   Amos Clifford: Private consultant, 38 years of age, experience in high-risk youth programs, MA in counseling, 20 years experience.

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6. Elisabeth Krant: Superior Court Commissioner, female, 39 years of age, 5 years experience as Judicial Officer of Juvenile Courts, Law Degree.

7. Juan Lopez: School Administrator, 39 years of age, Hispanic descent, 16 years experience in teaching/counseling, BS Degree with Administrative Credential.

8. Lali Moheno: Hispanic female, 49 years of age, employed as a consultant to Community Service Training Agency, MSW Degree, 18 years experience.

9. Ker Vahr: Laotian male, 35 years of age, Social Worker employed by County School Office, 5 years experience, BA Degree.

In order to assemble the NGT panel, each perspective panel member was personally contacted and asked to participate in the process. After explaining the project issue, the question under study and the NGT process, each panel member was sent a follow-up letter. (Refer to Appendix A on page 100)

During the NGT exercise, panel members were given an orientation to the trend and event forecasting process, and an explicit definition of the issues/sub-issues.

Trends were defined for the group as a series of events by which change is measured over time. Prior to the solicitation of trends, panel members were advised of the STEEP (Social, Technological, Economical, Environmental, Political) model. Thereafter, three example objective trends from the literature scan (previously cited data in the introduction of this report) were presented to them:

• Level of Southeast Asian and Hispanic populations

• Ability of police agencies to finance resources with public funds

• The number of serious crimes attributed to street gangs

Panel members working individually then selected additional trends which totaled eighteen after being discussed, clarified and listed. (Refer to Appendix B on page 101)

The NGT panel then determined ten trends to be most important to the issue and sub-issues and forecasted them. That is, they chose the trends that were

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thought to most likely have an impact on the issues, or influence their outcome, in the future. The trends with accompanying panel forecasts are depicted on the following Table II. All figures are referenced to 100, the base level for "Today" (1993). Thus, 50 is less than the current level, and 150 is greater. The NGT panel's maximum, upper, mean, lower and minimum forecasts for each trend are depicted. All figures reflect the panel's median forecast. The ten trends are as follows:

T1.   Racism in all areas of the population.

Racism is defined (in this case) as a feeling of superiority by the White race toward the minority, non-White members of the community, such as citizens from the Hispanic and Southeast Asian cultures. The panel's forecasts are depicted on Graph T1.

Racism in All Areas of the Population

Magnitude

MAX	UPPER	MEAN	LOWER	MIN

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TABLE II

Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Yrs Ago	Today	* Five Yrs From Now	* Ten Yrs From Now
1	RACISM IN ALL AREAS OF THE POPULATION	76	100	180	314
2	COMMUNITY PARTICIPATION IN RESPONSE TO GANG PROBLEM	52	100	176	286
3	LEVEL OF SERIOUS GANG CRIME	34	100	266	444
4	LEVEL OF UNEMPLOYMENT	69	100	224	354
5	INABILITY OF EDUCATION SYSTEM	64	100	242	354
6	INABILITY OF POLICE TO FINANCE RESOURCES	65	100	281	421
7	SOUTHEST ASIAN & HISPANIC POPULATIONS	51	100	195	324
8	UNAVAILABILITY OF INTERVENTION/PREVENTION SERVICES	54	100	226	376
9	DEGREE OF INTEGRATION BETWEEN AGENCIES	68	100	196	297
10	QUALITY OF THE FAMILY UNIT	75	100	185	205

** MODIFIED DELPHI MEDIANS

The panel's consensus is there will be an increase in racism from the now majority White population as they experience an influx of Hispanic and Southeast Asian citizens and non-citizens, accompanied by a feeling of infringement upon the established social and cultural institutions, as well as increased competition for housing and other accommodations. The current and incoming members of these groups will feel the resentment and develop an anti-White sentiment, which could further isolate them within their own subcultures.

As Graph T1 indicates, the panel believes racism in society is not only increasing from past levels, but will increase to the future at levels that are projected to be 50% (level: 150) greater in ten years, to as much as 300% (level: 400) greater.

T2. Community participation in responding to gang problems.

The NGT panel defined this trend as the level at which the community collectively responded to gang problems. Their forecasts are depicted on Graph

T2. ***Community Participation in Responding to Gang Problems***

The panel thought the projected increase in the level of gang membership and activity would likely result in increased community participation in seeking broad based solutions to minimize the effect of gangs on the quality of life. The panel's level five years ago was approximately one-half the community participation of today (52). The panel projected the community's level of participating increasing over the next ten years at a level of participation five years ago was assessed as being less than today's level. All projections of this trend by the panel were forecasted to increase as much as three-fold within ten years.

T3.   Level of serious gang crime.

This trend was defined by the panel as the level of serious violent crimes by gang members against persons, such as murder, attempted murders, robberies and drive-by shootings. Panel forecasts for this trend are depicted on Graph T3.

Level of Serious Gang Crime

MAX	UPPER	MEAN	LOWER	MIN

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The panel's projections indicated the level of gang violence will increase in the future. The panel's median level of serious gang crime was a dramatic three-fold (level: 444) increase in serious gang crime. Although perhaps not so dramatic, the projections are consistent with other indicators of this trend as discussed in the future study.

T4.   Level of unemployment.

This trend was defined as the number of unskilled minorities of employment age unemployed in the state. Their forecasts of this trend are depicted below on Graph T4.

Level of Unemployment

MAX	UPPER	MEAN	LOWER	MIN

The panel recognized unemployment as an important factor creating a negative impact on the issue with most gang members lacking employable skills and increased competition for future jobs. The panel forecasted an increase in the unemployed population to levels from 20% (level: 120) to 800% (level: 900) higher than today ten years from now.

T5. Inability of education system.

This trend was defined as the ability of the K-12 public educational system to assimilate minority students and successfully educate all students through graduation from high school. This forecast is depicted on Graph T5.

Inability of Education System

Magnitude

MAX	UPPER	MEAN	LOWER	MIN

It should be noted the panel originally forecasted this trend as directional (as an inability, and is labeled as such), born out by their later forecasts. This graph depicts those forecasts as an increasing inability.

The panel recognized the state's K-12 educational system would be faced with an ever increasing enrollment, particularly of non-English speaking students. It will not be able to effectively assimilate the ethnic students into the mainstream campus population or effectively provide a quality education because of the diminishing State budget and estimated shortfalls into the next decade. The panel forecasted accelerated median levels over the next ten years to a projection that is two and one-half times greater (level: 354) than in 1993.

T6. Inability of police to finance resources.

This trend was defined by the panel as the inability of the police department to finance resources, such as personnel, vehicles, equipment and programs, necessary to deliver basic police services and respond effectively to community issues that require or desire a police response. Panel forecasts are depicted on Graph T6.

Inability of Police to Finance Resources

Magnitude

MAX	UPPER	MEAN	LOWER	MIN

It should be noted the panel originally forecasted this trend as directional (as an inability, and is labeled as such), born out by later forecasts. The graph depicts those forecasts as an increasing inability.

The shortfalls projected in the State budget will translate into less available resources to mid-sized cities (particularly those police agencies) from the State, increased competition from other public funding sources, and limited methods to generate new revenue. The panel's consensus reflected an overall mean score indicating the probability being three times more difficult to finance resources than today (level: 421). The panel forecasted a dramatic (fourfold) increase of this trend by the end of the decade.

T7. Southeast Asian and Hispanic population.

This trend is defined as the number of legal and illegal Southeast Asian and Hispanic residents. The panel's forecasts of this trend are depicted on Graph T7.

Southeast Asian and Hispanic Population

Magnitude

MAX	UPPER	MEAN	LOWER	MIN

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This panel's perception and knowledge of the projected Asian and Hispanic population led to a consensus of this trend as important to the main issue/sub-issues of this project. The panel's forecasts were consistent with those projections, with increases ranging from 40% at the end of the next decade (level: 140) to 600% (level: 700).

T8. Unavailability of intervention/prevention services.

This trend is defined as the extent to which public and private individuals and organizations are available to furnish or provide intervention or prevention services. The panel forecasts of this trend are depicted on Graph T8.

Unavailability of Intervention/Prevention Services

Magnitude

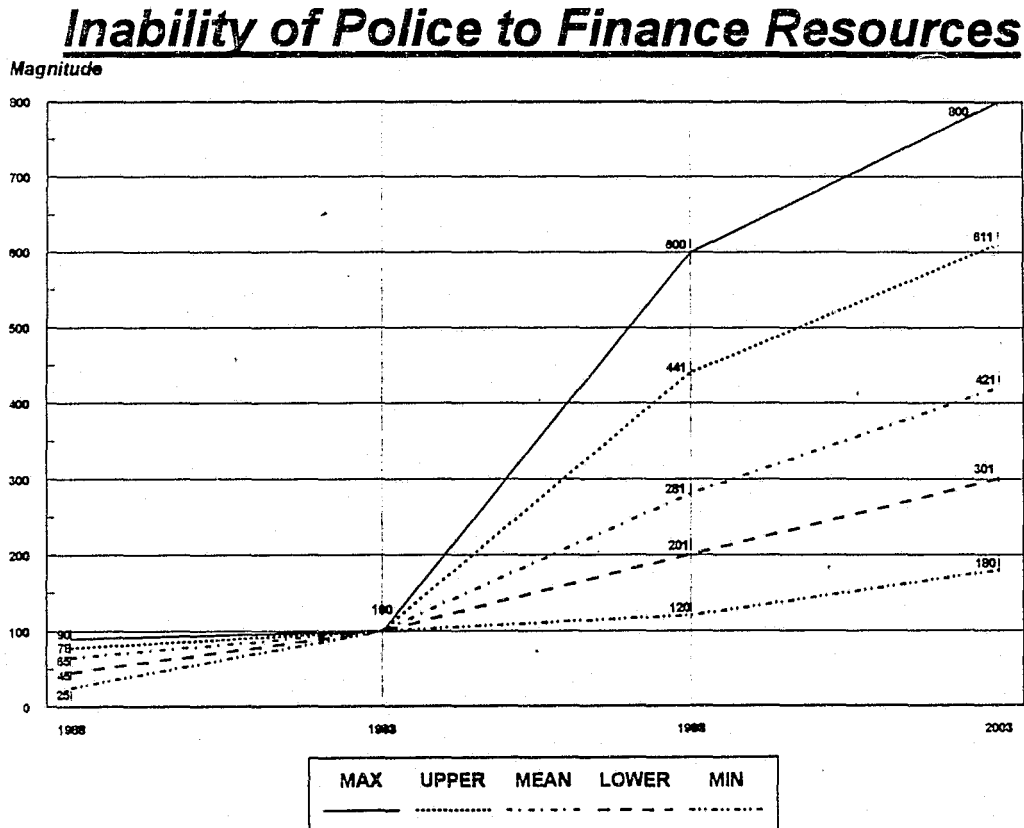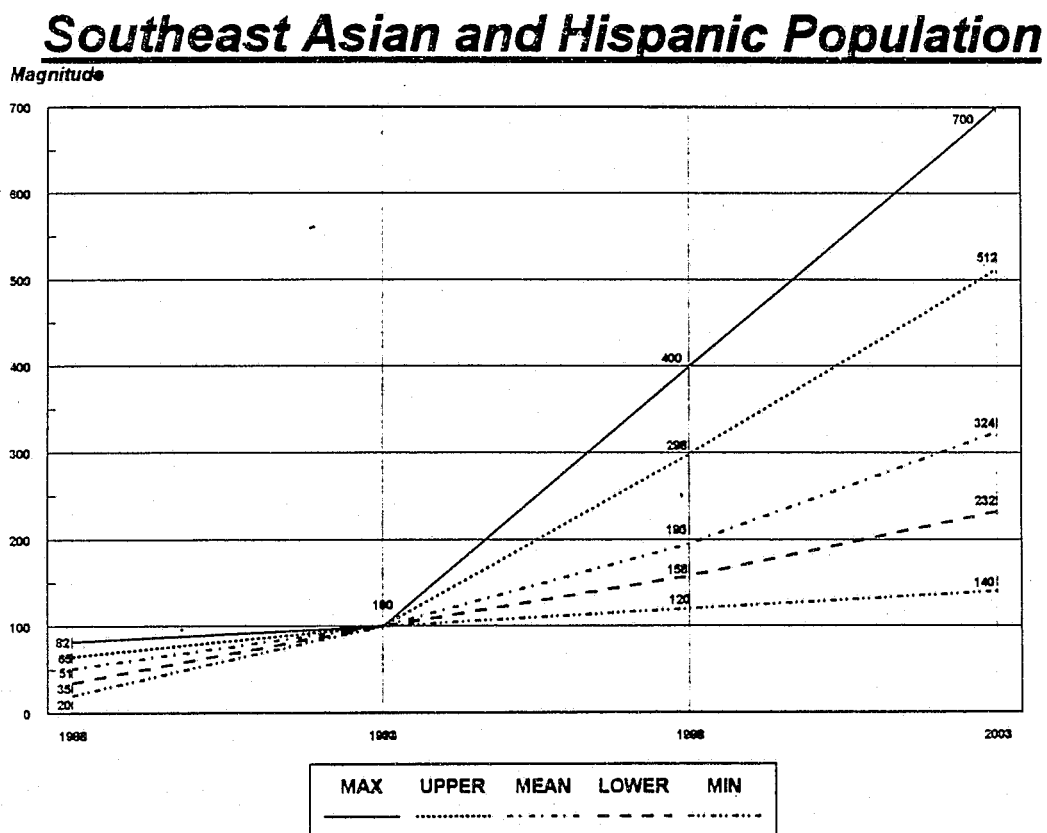| MAX	UPPER	MEAN	LOWER	MIN

It should be noted the panel originally forecasted this trend as directional (as an inability, and was subsequently labeled as such), born out by their later forecasts. The graph depicts these forecasts as an increasing inability.

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Related to a general decline in availability of public revenue, the panel felt there would be an accompanying reduction in prevention/intervention services. Although some voluntary service organizations were cited, long term strategies requiring ongoing revenues were recognized as necessary, but decreasing over time. The panel's projection shows an increasing unavailability of those services in the future.

T9. Degree of integration between agencies.

This trend is defined as the extent to which public and private agencies and individuals integrate and coordinate the efforts and services related to the gang problem. The panel's forecasts are depicted on Graph T9.

Degree of Integration Between Agencies

The panel believed increasing demands brought to bare on public and private agencies that have a stake in the gang problem, as well as political realities, will continue to cause mostly separate efforts in anti-gang programs which will cause ineffective and overlapping programs, and subsequent waste and inefficiency. The panel's mean forecast of this trend is to be approximately twice its current level by the end of the decade.

T10. Quality of the family unit.

The panel defined this trend as the capacity and degree of effectiveness of the immediate or extended family unit to provide for physical and emotional needs of children so they can become self-sufficient. The panel's forecasts are projected on Graph T10.

Quality of the Family Unit

| MAX | UPPER | MEAN | LOWER | MIN |

As the income equality gap widens for minorities (specifically Hispanic and Southeast Asians), families will struggle to provide the essentials of life, in the process sacrificing parental supervision. Particularly with recent arrivals from Southeast Asia, youths will continue to be assimilated into the culture earlier than parents who will be unable to communicate effectively, or learn to understand discipline by American standards. The panel forecasted an increase in the decline of the quality of the family unit into the projected future as indicated on Graph T10.

EVENT FORECASTING

The NGT panel was given a definition of an event as a singular one-time occurrence with a surprise element that should be plausible and related to the issues/sub-issues within the projected time frame. The panel was then provided with three examples of events:

- Supreme Court declares inter-agency gang intelligence files illegal
- Street gangs become powerful organized political block in State elections
- Federal enforcement of immigration laws terminated

Panel members then worked individually to select additional events which totaled twenty-five (25) after being discussed, clarified and listed. (Refer to Appendix C on page 102) The panel selected and ranked ten events for forecasting. (Refer to Table III on the following page.) Probabilities are based on a zero to 100% scale for five and ten-year intervals. Positive and negative impacts are based on a zero to ten scale. The top ten events were selected by the NGT panel based on the likelihood and potential impact to the issue or sub-issues, and are listed and projected as follows. The panel's median, high and low forecasts for each event are depicted.

TABLE III

Event Evaluation

EVENT #	EVENT STATEMENT (Abbreviated)	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			FIVE YEARS FROM NOW (0 - 100%)	TEN YEARS FROM NOW (0 - 100%)	* POSITIVE (0 - 10 scale)	* NEGATIVE (0 - 10 scale)
1	GANG HOMICIDE AT MAJOR CIVIC EVENT OR CAMPUS	1	70	100	4	5
2	STREET GANGS BECOME POWERFUL ORGANIZED POLITICAL BLOCK IN STATE ELECTIONS	5	25	30	0	5
3	COUNTY ECONOMIC SYSTEM COLLAPSES	2	40	60	1	7
4	FORMATION OF VIGILANTE GROUPS WITH AN INCREASE IN SHOOTING/KILLING OF GANG MEMBERS	2	50	70	0	8
5	MAJOR GANG WARFARE ERUPTS, RESULTING IN MULTIPLE FATALITIES	2	80	90	1	8
6	SUSPENSION OF AFDC (Aid to Families with Dependent Children)	4	30	50	4	3
7	NEW PRO-YOUTH EMPHASIZED PROGRAM	3	70	90	8	0
8	DISCOVERY OF "PAID FOR PROTECTION" ACTIVITY FROM GANGS	5	25	50	2	7
9	SUPREME COURT DECLARES INTERAGENCY GANG INTELLIGENCE FILES ILLEGAL	5	50	50	2	6
10	FEDERAL IMMIGRATION LAW TERMINATED	6	0	25	4	2

* MODIFIED DELPHI MEDIANS

E1. Gang homicide at major civic event or campus.

This event was determined to be a gang murder committed during the peak performance of a major civic event, or at a high school or college campus. Its probability is forecasted by the NGT panel on Graph E1.

Gang Homicide at Major Civic Event or Campus

The panel believed an event of this magnitude would likely happen within the decade. It would have an almost equal negative (increased danger, public fear) and positive (generate public concern and commitment to anti-gang efforts) impact. As noted on the above graph, the panel believed the event to be highly probable.

E2. Street gangs become major powerful organized political block in State elections.

Although the progression of gang political power or influence could be construed as a trend, the panel interpreted this as an event, achieved at a point when their influence affected the outcome of a state political election much in the same way as a major political action committee would. The probabilities of this event are projected on Graph E2.

Street Gangs Become Major Powerful Organized Political Block in State Elections

Probability %

Low Does Not Exceed Zero Until The 40th Year

The power of an estimated force of 250,000 gang members by the end of the decade was viewed as important to the panel. Although viewed as a plausible event, the panel consensus was that this event would not have a great probability to occur within this decade and if it did occur, it would obviously have a mostly negative impact.

E3. County economic system collapses.

This event was seen to occur when there was an immediate and total termination of County funds, and its subsequent impact on County services and financial obligations. The probabilities of this event are projected on Graph E3.

County Economic System Collapses

The panel recognized this event as the worst case by-product of the State's projected economic decline and its subsequent negative effect on the issue. It would have major far reaching effects on the ability of mid-sized police agencies and public and private agencies within those counties to maintain their service levels while attempting to supplement like county services. The panel's median probability level was seen to increase into the decade. The impact on the issue if the event occurred would be obviously much more negative.

E4.   Formation of vigilante groups with an increase in shooting/killing of gang members.

This event occurs when a vigilante group of citizens forms and decides to respond to the gang issue by shooting or killing gang members. Its probability for occurring is depicted on Graph E4.

Formation of Vigilante Groups with an Increase in Shooting/Killing of Gang Members

| LOW | MEDIAN | HIGH |

The panel saw this event as an outgrowth of the frustration experienced by a segment of the community and their subsequent reaction to an ineffective criminal justice system and an out of control problem. With no obvious positive impacts, the panel rated the probability of this event as (50) in five years, and (70) in ten years. The panel recognized no residual positive effect and much obvious negative effect on this occurrence.

E5. Major gang warfare erupts, resulting in multiple fatalities.

The panel determined this event would occur when gang rivalries lead to all out warfare played out in a public place during which multiple gang or citizen fatalities were sustained. The probability of this event was forecasted by the panel and is depicted on Graph E5.

Major Gang Warfare Erupts, Resenting in Multiple Fatalities

Probability %

Similar but much broader in scope to E1, the panel rated this event with relatively high five and ten year probabilities, (80) and (90) respectively, with an obvious extremely negative impact to mid-sized police agencies. The probability exceeds "0" after the second year, and increases dramatically through the decade, as depicted.

E6.   Suspension of AFDC (Aid to Families With Dependent Children).

This event would occur when the State or Federal government suspended financial assistance to families with dependent children (known as AFDC). Its probability was projected by the panel and is depicted on Graph E6.

Suspension of AFDC
(Aid to Families with Dependent Children)

With a disproportionate number of minority families (including Hispanic and Southeast Asians) suffering from poverty and supported to a great extent by AFDC, this event was seen as potentially catastrophic to families. The panel projected a relatively low (30% to 50%) probability of this event occurring in the next five to ten years respectively.

Although some positive impacts could be projected as adolescents would be more likely to become self-sufficient sooner, they could result to criminal means as opposed to learning vocational skills, and therefore have a negative impact.

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E7.   New pro-youth emphasized program.

This event occurs when a program is implemented and reaches wide-spread popularity and success in neighborhoods that provides a focus and emphasis on youth. Its probability was forecasted by the panel and is depicted on Graph E7.

New Pro-Youth Emphasized Program

Although the panel recognized improvement in a neighborhood could occur through time, and would therefore be considered a trend, its inception as a program would be an event.

A community norm of adult involvement in pro-youth activities was recognized by the panel as an important event with exceptionally positive (8 on a 10 scale) impact. Lower rates of gang activity were predicted in pro-youth neighborhoods and with such wide acceptance, a decline in gang membership and

violence would occur. It would also provide a positive and rewarding focus for community anti-gang task forces. The panel rated the probability of this event at (70) to (90) by the end of the decade.

E8. Discovery of "paid for protection" activity from gangs.

This becomes an event upon the discovery that "paid for protection" exists in a community. The probability of this event was projected by the panel and is depicted on Graph E8.

Discovery of "Paid for Protection" Activity from Gangs

Probability %   100

LOW	MEDIAN	HIGH

With an overwhelming obvious negative impact to the issue (gang control), and a somewhat less positive impact (limit of targets to non-gang criminals), the panel projected the probability of this event nearly midway on the scale through the projected time period.

E9.   Supreme Court declares interagency gang intelligence files illegal.

This event occurs when the Supreme Court decision is effective that declares police can no longer initiate or maintain intelligence information on gangs. The probabilities projected by the panel are depicted on Graph E9.

Supreme Court Declares Interagency Gang Intelligence Files Illegal

Although the panel viewed this event to have a mostly negative impact on the issue because of its effect on a mid-sized law enforcement agency's ability to monitor/track/respond to gang membership, the probability of occurrence was projected at approximately midway (50%) on the scale. Therefore, it was seen as not extremely probable or extremely likely to affect the issue within the projected future.

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E10.   Federal immigration law terminated.

The panel saw this event occurring when/if the Federal Government, through a Constitutional Amendment, declared it unconstitutional to enforce immigration laws. It becomes an event upon the effect of the legislative action and results immediately in an "open border" state. The probabilities projected by the panel are depicted on Graph E10.

Federal Immigration Law Terminated

Low Does Not Exceed Zero Until the 40th Year

The panel's median rating of this event indicates a low probability of it occurring within this decade, although it would obviously have an important impact on this issue if it did occur.

The panel was able to predict a slightly greater positive impact in terms of an increase in the population base (and a greater degree of assimilation) of the subject ethnic groups.

EVENT CROSS IMPACT ANALYSIS: The impact is the positive or negative linkage between events and the direction of influence one has over the other. The impacts of each event on each of the other events were estimated by a committee consisting of the law enforcement executives of the NGT panel and a Crime Analyst. Each member of the cross impact committee estimated the impacts individually. The figures were then averaged and placed in a 10 x 10 cross impact matrix to arrive at singular cross impact figures across the matrix.

For example, if Event #2 (street gangs become powerful political force) were to occur, it will decrease Event #1's (gang homicide at major civic event or campus) chances of occurring by 27%, most likely because street gangs will have found another avenue to exert power.

EVENT to EVENT

10 X 10 Cross Impact Matrix

Initial Prob-->		E 1 84	E 2 25	E 3 41	E 4 50	E 5 74	E 6 27	E 7 70	E 8 43	E 9 43	E10 19	Final Probabilities	
E1	84	X	3	8	43	43	0	72	40	0	5	E1	97
E2	25	-27	X	52	82	-10	-57	-17	60	22	65	E2	30
E3	41	80	30	X	80	80	63	-10	3	3	5	E3	60
E4	50	-37	-82	5	X	-8	5	-23	-20	20	-13	E4	43
E5	74	90	5	15	47	X	5	45	43	5	12	E5	90
E6	27	23	-30	7	20	27	X	-13	20	3	35	E6	32
E7	70	-48	-47	-2	-42	-48	-48	X	-28	7	5	E7	57
E8	43	40	20	8	53	43	5	10	X	7	8	E8	54
E9	43	43	30	3	47	48	5	22	50	X	5	E9	57
E10	19	58	50	57	63	50	17	3	47	3	X	E10	37

Similarly, if Event #4 occurs (formation of vigilante groups), it will decrease the chances of Event #7 (pro-youth neighborhood program) from occurring by 23%, most probably because of the influence of anti-gang establishment efforts demonstrated by the former.

To cite another cross impact, if Event #10 occurs (Federal immigration law terminated), it will increase the chances of Event #5 (major gang warfare) by 50%, most probably due to increased membership and tension between rival ethnic groups. Final probabilities were projected using probability figures from the Nominal Group Technique process projected with event to event cross impacts.

EVENT TO TREND CROSS IMPACT ANALYSIS: Since events can impact trends, and trends can influence the probable occurrence of events, a 10 x 10 cross impact matrix was used to arrive at final trend levels based on their influence on projected events.

<u>*EVENT to TREND*</u>
<u>*10 X 10 Cross Impact Matrix*</u>

Initial Prob-->		T 1 76	T 2 52	T 3 34	T 4 69	T 5 64	T 6 65	T 7 51	T 8 54	T 9 68	T10 67	Final Probabilities	
E1	76	50	40	70	0	0	10	0	-10	10	30	T1	87
E2	52	25	40	0	0	-10	-25	0	20	30	30	T2	59
E3	34	0	-25	50	30	50	75	-25	75	75	30	T3	54
E4	69	75	75	-30	0	0	0	-25	0	0	0	T4	76
E5	64	50	85	85	0	0	0	-25	-30	-30	0	T5	70
E6	65	0	25	25	0	20	0	-25	10	10	50	T6	72
E7	51	-30	75	-50	-25	-25	0	0	-40	-40	-85	T7	37
E8	54	30	-30	40	10	0	20	0	0	0	0	T8	58
E9	68	25	25	50	0	0	0	0	0	-10	0	T9	72
E10	67	35	40	40	55	65	70	55	70	45	75	T10	100

The potential change is noted in the event to trend cross impact matrix. For example, a gang homicide at a major civic event or campus (E1) with an initial probability of 76, when impacted on community participation in response to gangs (T2), has a positive impact, or increases the level of community participation by 40%. Probability impacts are projected accordingly across the matrix. It is noted community participation in response to gangs (T2), the degree of integration between agencies (T9) and implementation of a new program with emphasis on pro-youth (E7) positively impact, and therefore lessen the probability of other trends and events that potentially have a negative impact on the issue. The implications to the development of the strategic plan are obvious.

Finally, the probabilities of both trends and events were considered for providing a positive or negative future, likely, alternative scenarios for inclusion in the next section of the Futures Study.

SCENARIOS

The final segment of this section is the development of alternative scenarios 'as to possible futures, based upon trend and event forecasts. The purpose of scenarios development is to provide planners with some insight into the future. The following three forecasted scenarios consist of:

An exploratory ("surprise free") scenario, considers and utilizes nominal forecast data from the NGT panel forecasts, but moderates the forecast extremes while exploring the probability that seem to be consistent with a likely or status quo future.

A normative ("desired and obtainable") scenario, plays out the NGT panel forecasts with more consideration given to the cross impact events and trends. In this scenario, trends and events that were projected in the cross impact analysis to mitigate others that negatively impact the issue are played out to produce a future that depicts the possibilities of issue resolution.

A hypothetical ("what if") scenario, presumes NGT panel forecasts of trends and events with a negative impact on the issue will occur as projected. Additionally, there is little or no impact from trends or events that can have a positive impact on the issue. Therefore, it is the least desirable future scenario that is played out, in the process demonstrating the possibility of trends and events if the issue remains unresolved.

The setting of each scenario is a mid-sized California city in the year 2004.

City Gang Activity Remains Steady. . .

A reporter assigned to report on government issues of the local paper pondered her approach of a series of articles about the growth of the city street gang problem. She recalled a time in the early 1990's when the city began to experience graffiti and how street gang activity escalated. As time went on, serious crimes attributed to gangs occurred more often. **(T3/serious gang crime)** Although there were times when street gang violence had the potential to greatly affect campuses or neighborhoods, and sporadic crimes of violence did occur, gangs never got a stronghold. No community event or campus was ever within gang control or suffered a major disruption. **(E1/gang homicide at major event or campus)**

Gangs were organized along racial lines and were confined to bands of predominantly Hispanic and Southeast Asian youths. Their power was confined to criminal activity or intimidation, but they were consistently in a state of flux. The forces and sophistication varied in direct proportion to their threat to the community at any given time.

In 1994, the community had responded to the growing problem with the development of a community based prevention and intervention program. **(T2/community participation)** The organization became formalized in 1995. Through the years, it has suffered from financial constraints, as did the public and private sector agencies that supported it. **(T6/inability of police to finance resources)** However, in spite of that limitation, it continued to experience some success in integrating gang prevention services. For example, in spite of increasing enrollment, the schools maintained an anti-gang curriculum. **(T5/inability of educational system)** Although originally designed for grades kindergarten through

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twelfth, it became financially impractical to expand the program to that extent. A pro-youth neighborhood based program began in April 1996. **(E7/new pro-youth emphasized program)** A police initiated community based program continued to experience some success in areas where citizens maintained interest/commitment.

The reporter recognized a need to make a note of the increase in Southeast Asian and Hispanic populations of the city **(T7/Southeast Asian and Hispanic populations)**, which had steadily increased during the last decade to the level that was now collectively near a majority. Political pressure to increase enforcement of immigration laws was further evidence of resentment from the established Anglo community **(T1/racism in society)**, partially due to increased demands for housing and other services. Efforts to assimilate the minority community met with some success. District elections were instrumental in electing an Hispanic Council Member **(T14/involvement of Southeast Asians and Hispanics in the political process)**, and the police had successfully recruited and hired a number of Southeast Asian and Hispanic officers, so the force was now reflective of the community composition. As a result, those minority communities were less inclined to remain isolated. **(T11/social isolation of Southeast Asian and Hispanic citizens)**

For example, parents with gang prone children were more likely to seek assistance from agencies that had become more responsive to their needs. **(T5/the ability of the educational system)** Yet unemployment of that population remained high, with many employable people lacking adequate job skills. **(T4/the level of unemployment)** Efforts to provide job training were no longer financially possible. The State's budget shortfall caused AFDC (Aid to Families With Dependent Children) and other public assistance programs to be severely limited **(E6/suspension of AFDC)**, causing parents to focus on the physical/financial needs at some expense of the emotional and psychological needs of their children. An established successful community based parenting program, infused by an April

·2002 grant from the Roseann Arnold foundation, did compensate to an extent for the voids of parental supervision experienced in some families. **(T8/availability of prevention/intervention programs)**

The police department formed a gang suppression unit in 1994 to focus enforcement efforts on the emergence of gangs. Within two years the department had discovered members of a Southeast Asian gang were extorting money from citizens for "protection." **(E8/discovery of "paid for protection")** The department's efforts were hampered by the County's financial problems, which resulted in the closing of several jails in 1998 and severely limited their ability to confine anyone except the most serious felony adult offenders. **(E3/collapse of County economical system)** A decision by the Supreme Court in April 2001 also restricted the police from stopping suspected gang members when probable cause was based solely on the suspicion of gang affiliation or from collecting and disseminating gang intelligence information to other agencies.

Yet the department continued some sustained success in their gang suppression efforts, due to some extent by a long standing mutually supportive relationship with the community inclusive of Southeast Asian and Hispanic populations. **(T2/community participation in response to gangs)** Dramatic developments in technology also increased the department's effectiveness in gang suppression. Although technological applications were not always within the reach of the police budget, the department was able to purchase a portable DNA analysis machine capable of on the scene analysis of hair or body fluids, computerized preprogrammed gang vehicle locater devices, and computer access to on the spot individual identification confirmation. **(T17/technology in tracking gang identification)**

Yes, the reporter thought, we still have street gangs; they have not gone away. But the extent and manner of this community's response as it was and as it is into this new century did effectively stop their growth and minimize the effect on our city's quality of life.

NORMATIVE FUTURE SCENARIO

City Out Lives Street Gangs. . .

The reporter assigned to report on government issues for a local paper pondered her approach of a series of articles about the growth of the city street gang problem. It has been several years since the problem was visible enough to be evident by graffiti or youths standing in parks or neighborhoods wearing "colors." But she recalled a time in the early 1990's and for several years thereafter when gang violence escalated to the extent that it was considered a major problem. With major gang warfare recently erupting at a concert during the California State Fair in Sacramento only a couple hundred miles away, resulting in the deaths of many gang members and innocent bystanders **(E5/major gang warfare erupts)**, it was time to reflect on how and why this city did not experience the fate of other communities.

It seemed the community was able to overcome denial relatively soon after the presence of street gangs became evident. In 1993, the police department invited fifty-five "key stakeholders" to a forum to define the problem, assess the level of gang activity as it existed at the time, and to analyze and develop strategies aimed at building a community based approach. **(T2/community participation in response to gangs)**

If there were any doubts street gangs posed a major threat to the safety of citizens, it was non-existent after a May 1994 gang shooting occurred in front of four thousand spectators at a high school graduation. **(E1/gang homicide at major event or campus)** The resulting community concern translated into an infusion of enthusiasm and widespread commitment from all segments of the community who became involved in the police initiated community based anti-gang organization formed the year before. The organization was formalized in 1995 and developed

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many successful programs integrated into existing community and county services. **(T9/degree of integration between agencies)** An anti-gang hotline became available at the police department to increase the department's ability to assess, monitor and respond to gang activity. It resulted in the discovery of a Southeast Asian street gang extortion conspiracy that was offering "paid protection." **(E8/discovery of "paid for protection")** An outbreak of major gang violence was also averted by information from the hotline.

A community based policing program established in the early 1990's increased trust in the police and ensured the department's relationship with its citizens (even minorities), and was based on mutual understanding, respect and responsiveness. It was the basis for the success of the department's anti-gang efforts that were to follow. It was particularly successful in assimilating Southeast Asians and Hispanics into the mainstream of the community. **(T7/Southeast Asian and Hispanic populations)** The entire community was able to avoid feelings of powerlessness to respond to the gang problem and aggression of vigilantism that could have resulted from it. **(E4/formation of vigilante groups)**

The School District, in spite of financial limitations, initiated an anti-gang curriculum taught with the assistance of citizen volunteers. **(T5/ability of the educational system)** Bilingual teachers and counselors were able to establish rapport and liaison with members of the Southeast Asian and Hispanic community, which added to their understanding and commitment of the District's role. A pro-youth neighborhood program aimed at developing a community norm of adult involvement in pro-youth activities was formed in March 1996 and gained wide spread acceptance. **(E7/new pro-youth emphasized program)** Early 1990's rapper "Ice Tea," felled in 1994 by a bullet from a Rush Limbaugh fan, appeared in a wheel chair at a concert to benefit the pro-youth campaign, raising thousands of dollars in the process.

Although the financial status of the County and State remained dismal as the decade neared the turn of the century, more money was able to be diverted into successful gang prevention/intervention programs after a successful alternative to incarceration was discovered by an application of technology which effectively confined criminals to their homes.

The pattern of growth of Southeast Asians and Hispanics continued through the early part of the century **(T7/Southeast Asian and Hispanic populations)**, but increasing political pressure led to the suspension of all immigration into the United States. **(E10/Federal immigration law terminated)** Although these populations by 2001 had collectively become 48% of the city's population, successful Southeast Asian and Hispanic job and parent training programs had increased the assimilation and productivity among those members of the community. In response to the 1998 suspension of Aid to Families With Dependent Children **(E6/suspension of AFDC)** volunteer child care workers, a staff consisting of local senior citizens and high school/college students gaining credit for work experience, was provided so language skills and job training classes could be attended by the minority and non-minority community.

Besides formation of community based policing and a community based gang prevention/intervention program, the police department became more effective in another necessary element of dealing with gangs: suppression. Hampered by a 1999 Supreme Court decision that declared interagency gang intelligence files illegal **(E9/interagency gang intelligence files illegal)**, the department utilized developments in technology that allowed them to more effectively predict, monitor and act upon criminal gang activity ranging from graffiti to drive-by shootings.

Yes, the reporter thought, we are truly a city where gangs are nearly extinct; and we got here from there because we cared enough to fight together.

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HYPOTHETICAL FUTURE SCENARIO

City Continues To Struggle With Gangs. . .

The reporter assigned to report on government issues for a local paper pondered her approach of a series of articles about the growth of the city's gang problem. She recalled a time in the early 1990's when the city began to experience graffiti and how, slowly at first, criminal street gang activity escalated. As time went on, while the community at large remained in denial for the most part, street gangs became more serious and visible. **(T3/serious gang crime)** A gang homicide caused destruction and eventual cancellation of·a forty-year community tradition, the annual high school football playoffs. **(E1/gang homicide at major event or campus)** Although citizens thought gang activity was just another sign of a small town growing into a city, they had grown increasingly hostile toward members of the Southeast Asian and Hispanic communities, from which a majority of gang members were seemingly recruited. **(T1/racism in society)** There was overwhelming local support of a City Councilman running for State Senate on a platform supporting legislation lowering the age limit for murder/major felonies, and advocating the death penalty for youthful offenders.

The reporter recognized that public intolerance for gangs through the years had manifested itself in resentment of Southeast Asians and Hispanics who had collectively reached a majority of the city population due to the abolition of the Federal immigration law. **(E10/Federal immigration law terminated)** The level of emotion in some neighborhoods prompted citizen patrols, which included sporadic acts of unwarranted violence toward minorities and an increase in racial tensions. **(E4/formation of vigilante groups)** The reaction of the minority communities was growing hostility and increased isolation. In spite of their growing numbers, they had failed to integrate themselves into the city's cultural, political or social mainstream.

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Street gangs midway into the decade had assumed periodic control of two neighborhood parks. The understaffed police department's response for the most part was ineffective because citizens were reluctant to get involved. **(T6/inability of police to finance resources)**

During that period of time drive-by shootings became common, and a major gang war irrupted resulting in three gang members being killed and several innocent bystanders injured during the annual Christmas Parade. **(E5/major gang warfare erupts)** With potentially hundreds of witnesses present, police were unable to locate anyone willing to testify against the suspects. Through an informant, the police discovered evidence of a large Southeast Asian street gang extortion operation consisting of wide spread "paid protection" of merchants. **(E8/discovery of "paid for protection")** The informant feared reprisal and would not testify. A few weeks later, police were unable to locate him or get willing victims to substantiate a crime. As a result, the operation continues with police powerless to act.

Police were further limited in response to gangs by a 1999 Supreme Court decision that declared interagency gang intelligence files illegal. **(E9/Supreme Court declares gang intelligence files illegal)** Increased technology to track gang identifications locally was found not to be affordable. **(T6/inability of police to finance resources)** Although budget constraints caused by a diminished State economy affected the police department's ability to finance resources throughout the decade, the 2002 collapse of the County economy **(E3/County financial system collapses)** resulting in jail closings and release of many prisoners was their "coup de grace." Thereafter, they did not have the ability to incarcerate anyone except the most dangerous criminals. Street gangs became so entrenched a known street gang member who had become of legal age ran for City Council. **(E2/street gangs become major political force)** Although he was not elected, he lost by a relatively narrow margin after an aggressive effort to register new voters.

Efforts at community intervention started in 1994 after gangs had become established. Attempts to integrate intervention/prevention services that offered alternatives to incarceration failed because of a lack of faith, commitment and funding to new or existing programs. **(T9/degree of integration between agencies)** It continues to be staffed by a small number of volunteers.

The schools had also suffered a loss of financial support over the past decade which eliminated bi-cultural teachers, counselors and community service workers. **(T5/inability of educational system)** The District was not able to maintain an effective liaison with the minority community, which encouraged isolation and a poor response to school issues. The plight of some parents was further burdened by the 2003 suspension of Aid to Families With Dependent Children **(E6/suspension of AFDC)**, resulting in the wholesale abandonment or sale of children for the physical survival of the remaining family. Even now, a year later, overwhelmed social service agencies were unable to place all the dependent children without the assistance of churches and the community at large.

Yes, the reporter thought, we are truly a city which has lost the war. . . to an enemy from within.

CONCLUSION

The future of this issue: Projecting the impact of Southeast Asian and Hispanic gangs on mid-sized police agency response strategies into the next decade seemingly needs to include a broader community base than traditional police suppression efforts. The writing of the hypothetical scenario demonstrated how impotent the police role can become in addressing this or any other problem without a foundation of community support which must be in place long before a problem of this magnitude becomes evident. Logically, that basis would be a process that embodies the principles of a mutual partnership with the citizens served by the department, such as community-based policing.

To experience success, actual police responses should also seemingly take other forms besides conventional "hook and book" methods. Whatever final strategies are decided, they should be included as part of a broad based coordinated community approach to dealing with every conceivable avenue that leads to minimizing the growth of street gangs. It will seemingly extend the traditional suppression approach of mid-sized police agencies into uncharted territory, but will include direct involvement in other gang prevention/intervention strategies.

Other developments in society will have major implications to this issue in the next decade. The most obvious of those are financial implications (at least into the next decade) which could be mitigated by private funding, volunteerism or technological developments. Less subject to local control, but just as crucial to this issue, is immigration. Enforcing political avenues that control immigration and overcoming isolation of the community that is already in place are at least part of the strategy that would seem to be effective as long as the number of immigrants remain manageable.

Futures research allowed access to a number of professionals who through their collective insight provided a wide range of possibilities affecting the issue. Although the trends and events in totality seemed pessimistic, it was also realistic and probably reflective of the current conditions in California. There was a projection that today's problems will be around for sometime into the future.

In the next part of this study, a situational and stakeholder analysis will be conducted to develop alternative strategies. A strategy will be selected from among the alternatives to form a strategic plan for implementation that will shape the most desirable future.

The futures study has set the stage for consideration of strategies in the development of policy for the implementation of a strategic plan. The implications of this study to such a plan have become evident in the process. It has revealed the importance of an integrated, focused, community and police department response to the issue.

Part II: A Strategic Plan

A STRATEGIC PLAN

The law enforcement community of tomorrow will serve a society far different than today. Law enforcement organizations must prepare for the future to be able to respond effectively to the communities they are sworn to serve. That preparation necessarily involves identifying issues that will be faced by the community and the agency. Through experience, personal interest, the development of a Futures File, and literature scanning results, there was a recognition of a need to develop strategies in mid-sized police agencies to respond specifically to the emergence of Southeast Asian and Hispanic street gangs. The result was the formation of the issue to be addressed:

"What strategies will mid-sized police agencies use to address the Southeast Asian and Hispanic gangs by the year 2004?"

A futures study was conducted utilizing research methodologies to define and structure the issue within the study. A Nominal Group Technique (NGT) panel was selected to develop the forecast data. The NGT panel forecasted key trends and events into the projected future that would impact the issue.

Those projections verified information from available data indicating the Southeast Asian and Hispanic populations would increase, as well as serious gang crimes. There were also predictions reflected in a number of trends/events that the funding resources of police agencies would continue to diminish, as would the ability of families to effectively deal with gang prone children. With this issue defined and a vision of the future in place, the police organization can develop a procedure and operations necessary to achieve the desired future.

In this section of the study, a strategy is developed to achieve the desirable and obtainable state of the normative scenario. The Visalia Police Department, a mid-sized police agency in Central California, is utilized in this study as an example

and study model for the purpose of strategy development which could be transferred to other law enforcement agencies within California.

MISSION STATEMENT

The mission statement of any organization should communicate the type of business it is engaged in, and express the values of that organization in accomplishing its goals. A "macro" mission statement is a description of the overall purpose of the organization.

> **The City of Visalia Police Department has been established to preserve the public peace, prevent crime, detect and arrest violators of the law, protect life and property, and enforce criminal laws of the State of California and the ordinances of the City of Visalia.**

A "micro" mission statement describes a specific purpose or activity. The issue of Southeast Asian and Hispanic street gangs is not isolated to a single agency. The developed "micro" mission statement is issue specific and can be integrated into or used to supplement an existing mission statement as an organizational objective.

> **The Police Department is committed to establishing a gang free community; in partnership with the citizens it serves, the department will actively pursue internal and external resources and relationships to achieve that goal.**

ENVIRONMENTAL ANALYSIS

An evaluation of the current situation in respect to the organizational environment as it exists in its present state must be an integral part of any strategic plan. For the purposes of this study, two situational assessment processes were utilized. The first process is the weakness, opportunities, threats and strengths underlying planning analysis (WOTS/UP). The second process is an analysis of stakeholder assumptions.

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ORGANIZATIONAL OVERVIEW: The city of Visalia is the county seat and the largest of eight incorporated cities in the Central California county of Tulare. The city consists of 26 square miles, with a current population of 86,100, of which 25% are Hispanic, 5% Asian, 1% Black and 69% Caucasian. The city is in a rich agricultural valley, but some diversity in its economic base (which includes industrialization) has occurred.

In addition to a developed industrial park, the city has a combination of older and newer single- and multi-family dwellings. By most standards housing costs are moderate to low, but a shortage of affordable housing still exists. Some residential neighborhoods in the northern sector of the city, consisting predominantly of established and migrant Hispanic and Southeast Asian families, have experienced overcrowded conditions. The city has several redevelopment projects in progress or planned designed to alleviate those conditions. The rate of unemployment in the area, still heavily dependent on agriculture, tends to be high, while the median family income is lower than most areas of the state.

The economy of the city of Visalia enjoyed continuous growth in the 1980's. Like most cities in California, however, the early 1990's (to the present time) has brought a slowdown as the nation's economy has struggled, and the State has limited revenue accessibility to local governments. The city's future economic outlook remains questionable for the rest of the decade and into the new century.

WOTS/UP ANALYSIS. The first stage of analysis is a probe for external and internal environmental factors that could impact the study model of the Visalia Police Department's ability to attain the desired state. This analysis consists of two parts: an assessment of the opportunities/threats in the external environment, and the strengths/weaknesses review of internal conditions of the study model at the Visalia Police Department. An opportunity is a favorable condition or trend outside the agency environment, and a threat is any unfavorable external situation or trend.

Internal strengths are resources that may be used to attain the desired objective, and weaknesses are conditions that would restrict the ability to achieve the objective.

To obtain the WOTS/UP analysis, individuals were interviewed in each department, division or unit to provide evaluations of the key facets of the organization, both internally and externally, as to the study issue and its implications for the organization in terms of WOTS/UP. An analysis of the panel's assessment was conducted, followed by a discussion and consensus on the identified external opportunities and threats and internal strengths and weaknesses.

EXTERNAL OPPORTUNITIES:

- Strong community involvement/support in the gang issue.

  The community's initial response to gangs has progressed beyond typical extremes of denial or hysteria into a realization of the problem and enthusiasm directed at developing solutions. Thus, the climate is appropriate and conducive to strategic development.

- Growth/assimilation of minority communities.

  The city has experienced a steady but manageable rate of growth in Southeast Asian and Hispanic populations with some assimilation into the mainstream. This should allow for a greater opportunity to incorporate the population affected by the issue into the strategic planning process.

- Community recognition/response to cultural diversity.

  Community values include a recognition and celebration of cultural diversity, including the Hispanic and Southeast Asian cultures that are central to this issue, which presupposes a respect and some understanding of those cultures from others in the community who will necessarily become involved in strategy development. Recognition has included media coverage and community response to cultural events.

- Progress toward establishment of council districts as a means of increasing minority representation.

  With a current lack of Hispanic or Southeast Asian representation on the City Council, there is no direct relationship to the primary elected body of this jurisdiction and the populations affected by this issue. However, recent program has been made toward election by districts, which will allow an increase in the likelihood of elected representations from that body who decides department and city resources and direction related to plan development and implementation.

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- Affordable housing.

  This city is recognized as one of the most affordable housing areas in the state. The result has been an increase in owner/occupied dwellings. Experience has shown a less transient population that actually own their homes are more likely to develop long term commitments necessary to develop solutions to community issues.

- New city administrator with established support/trust with minority community.

  The city recently promoted the former Police Chief to City Manager, who has developed a long term relationship/trust with the Hispanic and, to a lesser extent, the Southeast Asian community. This person's involvement in strategic planning is presumed and deemed to be an opportunity because of his credibility and ability to influence positive involvement from that segment.

- Affirmative Action programs.

  The public and private sector agencies that provide youth services or those that have a relationship to the issue have aggressive, affirmative action programs that have increased minority representation in their ranks which affords a greater opportunity to develop mutual understanding of the diverse cultures in the community.

- Steady city growth.

  The city has grown at a healthy manageable rate of approximately 3% during the past several years so that issues related to growth (traffic, housing availability, etc.) are not so overwhelming that attention and resources could not be directed at other community challenges such as those posed by the central issue of this study.

EXTERNAL THREATS:

- Increased racism (as a reaction of Anglo majority community to influx of minorities).

  There is a recognized increase in hostility and resentment toward members of the minority communities from the mainstream non-minority population, mainly evident by verbal comments or behavior in informal settings, as competition for resources increase. Although there is no history of hate crimes or other overt behavior, this could progress and become a threat to a united community effort directed at the issue.

- Limitations/ineffectiveness of criminal justice system.

  Local and state budget limitations have caused a corresponding negative effect in the ability of criminal justice agencies, particularly those responsible for the imposition of juvenile justice. This will be a threat if strategies related to supervision, confinement or other suppression tactics are developed in response to the issue.

● Overburdened educational system.

Youth affected by this issue spend much of their time in the educational system. Therefore, the role of schools in any strategic plan, design or implementation especially related to prevention or intervention cannot be over estimated. Faced with the same financial limitation and additional responsibilities as public sector agencies, the inability of the school system to effectively respond to the issue is a threat.

● Decrease in quality of family unit.

With more families that have both parents working or an increase in single family homes, there is less supervision of affected youths in their family setting. Parents are absolutely essential, but can pose a threat to strategic planning for this issue because they do not always realistically view their children, nor properly prioritize their children in their lives. There is also a national consensus (reflected locally to some extent) that family values related to ethics have declined. The degradation of those values can have a direct effect on gang involvement and threaten the success of strategies.

● Decreasing tax base.

The local and state economies have experienced decreasing revenues which will threaten the ability to finance implementation strategies.

● Declining availability of qualified minority police candidates.

The police agency has experienced a continual inability to attract and retain a number of police officers sufficient to mirror the community composition. This could threaten or limit the ability of the agency to implement strategies without a more direct link to the affected cultures.

● Lack of employment opportunities for minorities.

Although progress has been made in minority hiring, there still exists a lack of employment opportunities, especially for Hispanic and Southeast Asian youths, which will threaten strategies aimed at gang intervention/prevention through gainful productive employment.

ORGANIZATIONAL ANALYSIS

OVERVIEW. The Visalia Police Department's authorized personnel (including seven recently approved but unfilled police officer positions) for fiscal year 1993/1994 consists of 92 sworn and 46 civilian personnel, for a total complement of 138. The current minority staff consists of 16.7% Hispanic, 1.6% Asian, 2.4% Black. The current operating budget is $8.14 million.

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WOTS/UP. An analysis was conducted internally of the organization using the previously described WOTS model.

INTERNAL STRENGTHS:

● New Police Chief with established trust/support with minority community.

This will facilitate any police role in the implementation of strategies in minority neighborhoods.

● Organizational commitment (recently implemented gang response unit, community involvement in anti-gang programs, etc.).

History has demonstrated the department is capable of recognizing and responding effectively to this issue. Internally, the organizational philosophy embodies the concept and practice of shared employee responsibility (both management and line) to improve the delivery of police service. It recognizes "the rapid changing society" of which the issue in this study is a symptom, and the "imperative need to take a proactive approach to change and become an agent of change, rather than passive to it."[14]

● Strong innovative leadership.

The department has a present Police Chief assisted by a management and supervisory staff that will be open to strategic planning options and have been responsible and innovative in their approach to this issue among other challenges facing the department and the community.

● Long established, positive relationship with Hispanic community.

The efforts of a long time Police Commander to the Hispanic area of the community and resulting trust and mutual communication between the agency and this segment of the community will be a strength in strategic plan implementation.

● Strong service orientation.

The implementation strategies that will necessarily include a greater orientation to community service will be compatible to present departmental philosophy and is thus considered a strength. From an external perspective, the agency has consistently strived to develop a clear understanding of, and shared responsibility with, the community it serves. There is a long history and many examples of successful police/community programs that exemplify an effective mutually supportive relationship.

● Progress toward implementation of community policing.

Recent progress has been made toward the implementation of community policing, which is a strength by virtue of the fact that it could provide a structure for the implementation of strategies.

- Organization sensitivity to family responsibilities.

  While the department recognizes the responsibility of the family as it affects youth issues, it has demonstrated a sensitivity to parental demands and a willingness to facilitate mutual efforts aimed at solving youth related problems. This is a recognized strength because it could be incorporated into strategic planning.

INTERNAL WEAKNESSES:

- Voids in management staffing (older staff, pending retirements, frozen Captain and Lieutenant positions).

  Major voids currently exist in the management structure of the department that is recognized as a weakness in the implementation of strategies because of a corresponding effect on the department's ability to manage an implementation plan.

- Strained relationship with other City departments (competing for financial resources).

  Less internal financial resources in city government has caused more competition between city departments, resulting in a strained relationship between the Police and other departments. As the strategic planning for youth issues crosses into other disciplines and city functions, the lack of effectiveness in those relationships will weaken planned development.

- Limited financial resources.

  If strategies involve funding, technology, additional staff or other resources, the current financial limitations of the city and state, plus increased demands on private funding sources, will be a weakness.

- Lack of extensive established history or relationship with Southeast Asian community.

  The department has experienced limited success in overcoming language and cultural barriers necessary to developing an extensive effective relationship with the Southeast Asian community. This is an obvious weakness to the successful and necessary inclusion of this segment of the community in strategic planning.

- Recruitment procedures often ineffective in obtaining and retaining qualified minority candidates.

  A barrier to developing a relationship with the Southeast Asian community is the present inability of the department to recruit and develop qualified candidates from that segment of the population. It is a weakness to strategies in that it limits cultural role modeling or mentoring.

• Poor socialization of new Southeast Asian employees.

While the department has been limited in its ability to hire qualified Southeast Asian applicants, other employees have not been particularly sensitive to cultural differences of Southeast Asian employees in informal settings. This is projected as a weakness because it decreases the likelihood that Southeast Asian employees will identify with departmental strategies directed at this issue.

ORGANIZATIONAL CAPABILITY. The described internal/external capabilities are somewhat but not necessarily exclusive to this agency, but also serve as an example that California law enforcement has recognized community issues are complex and affected by a number of variable factors. There is also a realization that community crime problems evolve from a number of social, economic, demographic, technological or political factors. For the most part, our organizations have been postured to respond to the inevitable changes in our society by strategically planning for it. In large part, effective policing in the future is closely tied to the strategic policy choices made by today's law enforcement officials.[15]

The successful response to this study issue, or any other emerging crime problem, depends on those choices. Ultimately, so does our quality of life and the integrity of our communities.

STAKEHOLDER ANALYSIS

A critical element of any strategic plan is the identification of individuals and groups which may be impacted by or who can impact the implementation or outcome of an issue. The author and two members of the Visalia Police Department (Chief Bruce McDermott and Captain Terry Ommen) identified individuals or groups as the stakeholders, along with certain positions which they hold. Positions, for the purpose of stakeholder analysis are deep rooted, sometimes unstated basic values and beliefs held by them. A special variety of stakeholder which oftentimes is unanticipated, yet may have significant impact on a issue, is identified as a "snail darter."

The following list represents the identified stakeholders to the issue of Southeast Asian and Hispanic street gangs and positions which are believed to be held by them in reference to the issue.

A.   THE COMMUNITY'S HISPANIC POPULATION:

1.   Majority support of police or community efforts to assist in a problem that affects many of their youth, so the assumption is they will become actively involved in planned development and implementation.

2.   Small minority may view intervention efforts directed at Hispanic youths as discriminatory, and therefore may inhibit or discourage active involvement.

B.   THE COMMUNITY'S SOUTHEAST ASIAN COMMUNITY:

1.   Generally less acculturated, or willing to accept police/community intervention, and therefore may not participate in strategic plan implementation or intervention.

2.   Some opposition or passive resistance may exist until some progress is made to develop relationships/trust with police/community.

3.   Cautious support of police community plans to intervene in the problem of gang affiliated youth will build/exist thereafter, as long as effective communication and relationships continue to progress after mutual goals have been realized.

C.   LOCAL POLICE OFFICERS:

1.   Supportive. Most officers will recognize law enforcement's role in gang prevention as part of the big picture, and the necessity of personal and departmental commitment in solution development.

2.   Some officers less receptive to anything other than traditional "hook and book" gang suppression methods. While those officers will be less willing to become involved in strategies that are not pure suppression, they will actively pursue a role in departmental strategies as it becomes incorporated into procedural directives.

D.   LOCAL POLICE CHIEF:

1.   Very supportive of any departmental efforts to expand strategies. Recognizes need to focus department and to develop community awareness/support/participation in solutions, and open to broader strategies that positively affect the issue.

2.   May tend to be cautious in extending departmental resources that are required of the strategic plan, especially if future budgets become more constrained and other community prevention/intervention methods diminish.

E. **LOCAL SCHOOL DISTRICT:**

1. <u>Generally supportive,</u> since schools are directly affected by its implication.

2. May become <u>less receptive to cooperative efforts,</u> as their budget becomes restricted. In those times, a gang issue may be seen as less of a priority than providing educational basics.

F. **LOCAL MEDIA:**

1. Will recognize and be <u>generally supportive</u> of department or community efforts to respond to the issue.

2. Also has role in providing community awareness, and <u>may negatively impact</u> the issue by glorifying/glamorizing gang involvement as it pursues its role as a source of community information.

G. **LOCAL CHURCHES:**

1. <u>Very supportive</u> of department efforts to respond to the issue. It is assumed local clergy and church representatives will be motivated to become actively involved in the issue and in efforts to develop solutions to it.

2. <u>Will share concern</u> for gang involved youths, and will be receptive to <u>sharing responsibility.</u>

H. **LOCAL EXISTING PREVENTION/INTERVENTION PROGRAMS:**

1. <u>Generally supportive</u> of police role, will <u>share concern</u> for gang involved youth. It is assumed they will see themselves as an active and integral part of the issue and response development.

2. May not consistently be committed to shared responsibility concept, for political or competitive reasons. It is assumed there may be a parochial feeling in some disciplines and therefore less of a willingness to initially or long term commit to community efforts to respond to the issue.

I. **LOCAL CITY MANAGER:**

1. It is assumed he will be <u>very supportive</u> of programs that will address an emerging problem. He will especially recognize the need to be innovative as it relates to this issue and be inclusive of community approaches.

2. Will be concerned about balancing the City's financial resources among its various priorities. His support for programs that will require spending may be <u>cautious.</u>

J.   **CITY COUNCIL:**

1.   <u>Generally supportive</u> of police or other city department involvement in developing solutions to this issue, will be reluctant to support any strategy if it requires financial resources.

2.   Will <u>strongly support</u> community involvement and broad based efforts for responding to the issue.

K.   **PARENTS:**

1.   <u>Supportive</u> of police or community involvement in the issue, may even actively commit to it when they recognize the realization of the issue in their children and in the community.

2.   <u>May oppose</u> direct participation if they maintain denial, and therefore would become passive to implementation strategies.

L.   **YOUTHS/STUDENTS (Snail Darter):**

1.   It is assumed youths/students would be <u>generally passively opposed</u> to admitting the existence of this issue as a problem due to peer pressure.

2.   Affiliated members <u>strongly oppose</u> police intervention/suppression methods. View law enforcement as "us" vs. "them." It is assumed that they would not be motivated towards solutions without tangible rewards.

3.   Unaffiliated members may be intimidated into <u>nonresponsiveness</u> or <u>lack concern</u> over the issue in general, unless the effects of gang activity cause them to actively pursue solutions.

M.   **OTHER CITY DEPARTMENTS:**

1.   It is assumed other city departments will be <u>generally receptive</u> to assisting the department/community in responding to the issue. Most departments will see their role in a broader context.

2.   <u>May resent</u> department efforts if financial resources are diverted to police gang efforts.

N.   **CHAMBER OF COMMERCE:**

1.   It is assumed the Chamber of Commerce would be <u>very supportive</u> or programs that promote community's quality of life.

2.   <u>Support may extend</u> to active involvement of Chamber members in training or mentoring youths. By virtue of their cross section of business representation, it is assumed they would be receptive to the issue and actively pursuing a role in solving it.

A graphic display of each stakeholder position, and the certainty and importance of each assumption, is plotted on the Stakeholder Assumption Map on the following page.

The map depicts stakeholder assumptions that are relatively certain and important in the upper right quarter. Examples include the majority support of the Hispanic community (A1), the cautious support of the Southeast Asian community (B3), and the general support assumed of the City Council (J1).

These stakeholders and the assumptions they hold are seen as crucial to the implementation of the strategic plan.

The stakeholders and accompanying assumptions depicted on the lower left quarter of the map have relatively less importance or certainty. Examples include the general receptiveness of other City departments (M1) and the assumption of a negative media impact (F2). These stakeholders and the assumptions they hold are seen as less crucial to the implementation of the strategic plan.

STAKEHOLDER ASSUMPTION MAP

CERTAIN

ASSUMPTIONS
A1 - Majority Support
A2 - Minority Discriminatory View
B1 - Less Acceptable
B2 - Some Opposition
B3 - Cautious Support
C1 - Supportive Preventive Efforts
C2 - Less Receptive (Non-Traditional)
D1 - Support Expansion of Role
D2 - Cautious (Resources)
E1 - Generally Supportive
E2 - Less Receptive (Budget)
F1 - Generally Supportive
F2 - Negative (Glamorization)
G1 - Involvement in Solutions
G2 - Share Concern/Responsibility
H1 - Generally Supportive
H2 - Political Competitiveness
I1 - Very Supportive
I2 - Financial Concern

*C1   *D1   *J2

*A1   *I1

*G1

*J1

*E1

*N1

*B1

*L1

*K1   *B3

*M2

*H1   IMPORTANT

UNIMPORTANT

*G2   *C2   *F1

STAKEHOLDERS (UNIMPORTANT section)
J1 - Generally Supportive
J2 - Strongly Support
K1 - Commit (Pending Realization)
K2 - Opposition with Denial
L1 - Passively Opposed
L2 - Affiliated Opposition
L3 - Non-Responsiveness
M1 - Generally Receptive
M2 - May Resent
N1 - Very Supportive
N2 - Active Involvement

*M1

*K2   *B2

*L3   *A2   *D2

*F2

*L2

*N2   *I2

*E2

*H2

STAKEHOLDERS
A. COMMUNITIES' HISPANIC POPULATION
B. COMMUNITIES' SOUTHEAST ASIAN POPULATION
C. LOCAL POLICE OFFICERS
D. LOCAL POLICE CHIEF
E. LOCAL SCHOOL DISTRICT
F. LOCAL MEDIA
G. LOCAL CHURCHES

H. EXISTING PREVENTION/INTERVENTION PROGRAMS
I. LOCAL CITY MANAGER
J. CITY COUNCIL
K. PARENTS
L. YOUTHS/STUDENTS
M. OTHER CITY DEPARTMENTS
N. CHAMBER OF COMMERCE

UNCERTAIN

DEVELOPING ALTERNATIVE STRATEGIES

Alternative strategies were developed and analyzed through the use of a Modified Policy Delphi process. The purpose of the process is to explore, identify and analyze alternative policies that can be implemented to achieve the stated mission. The Modified Policy Delphi consisted of seven members of the department vertically represented to include a broad range of experience and knowledge from management, supervision and line personnel. The members included:

1. Bruce McDermott, Police Chief - 42 years of age, 20 years experience, BA Degree; Command College graduate.

2. Terry Ommen, Police Captain - 45 years of age; 21 years experience; MS Degree; Command College graduate.

3. John Gomes, Police Lieutenant - 46 years of age; 25 years experience, BS Degree.

4. Robert L. Williams, Police Sergeant - 46 years of age; 22 years experience; BS Degree.

5. Jim Nelson, Police Sergeant - 44 years of age; 20 years experience; MS Degree.

6. Gary James, Police Agent - 35 years of age; 13 years experience; AA Degree.

7. Steve Dyar, Police Officer - 32 years of age; 10 years experience; BS Degree.

Their policy development focused on the mission and organizational policies or procedures that would create a gang-free community. The recommended policies were selected reflecting that goal and utilizing selected criteria applicable to the issue that included: Desirability (short and long term), feasibility, cost and stakeholder support. The recommended policies selected by the Modified Policy Delphi are:

1. **Police agency to establish a facilitative role in coordinating/maximizing a community based approach to address the issue (matching community resources with community needs).**

2. Develop a neighborhood based/community driven pro-youth program that addresses the risk as the problem.

3. Police department to implement cultural awareness/sensitivity training for all personnel.

POLICY ANALYSIS

1. **Police initiate/coordinate community based approach to address the issue.**

This policy is based on a recognition that the gang issue is complex and therefore needs a broad-based approach. The agency would assign a supervisor or management staff person to facilitate a community forum of key stakeholders, define and develop an understanding of gangs, and to assess the current level of activity.

The process would then include an assessment of the current efforts of private and public sector agencies to address the issue. Finally, additional prevention/intervention/suppression strategies would be selected and assigned to responsible agencies or persons. Current efforts and newly developed strategies would be coordinated, resources and information would be shared through a community based group, facilitated by the police department, and would eventually evolve into a permanent non-profit organization.

PRO:

- Develops ownership by participating stakeholders.

- Promotes a common focus/generates mutual understanding of the issue.

- Brings individual agencies together toward common goal (generates unity).

- Coordinates effort that is mostly fragmented, sometimes duplicated.

- Provides a necessary framework for a broad continual, progressive approach to the issue.

<u>CON:</u>

- Difficult to manage and structure such a diverse multi-interest group.

- Subject to blame fixing or internal political infighting.

- Required sharing of resources and information presupposes commitment to a common goal/unified purpose, and may be difficult to achieve in reality.

- May be difficult to sustain commitment over time that is necessary for long-term success.

- Requires a difficult to achieve balance of prevention/intervention/suppression strategies from a community cross section.

This policy would be acceptable, perhaps even welcome, by stakeholders across the board as they would participate in the process and have an opportunity to share in the responsibility and success.

2. **Development of a community based, community driven pro-youth program.** This policy would be implemented by the agency to initially provide parents information about youth gangs, and assist in developing an understanding of the risk factors for youth involvement, and an ability to recognize warning signs of youths involved in gang activity. As a departure from traditional methods, the policy would use existing police department policing structures (Neighborhood Watch or community policing) to help residents of Southeast Asian and Hispanic neighborhoods organize proactive, pro-youth grass roots initiatives with the general aim of providing youths who are more attracted to gangs with alternative avenues for involvement. It will recognize the power and creativity of youths and provide validation by including them directly in the naming of the problem and in the search for solutions in their own neighborhoods. It would also recognize that there is a link between the economy and families, communities, minorities and youth at risk. Finally, it would recognize the need to address the risk, not the youth, as the problem.

PRO:

- Recognizes the need for community driven solutions.

- Develops ownership of participating stakeholders at a very unique, grass roots neighborhood level.

- Provides positive and rewarding focus in the individual neighborhoods experiencing the emerging problems.

- Flexible, can be tailored to the needs of individual neighborhoods (not a one-size-fits-all model).

- Is applicable through an existing neighborhood and policing structures.

- Defines or frames the issue with an orientation of pro-youth as a reference from which to shape solutions.

CONS:

- Presumption of overcoming apathy and widespread support may not always be realistic.

- May initially create unrealistic expectations: empowering the neighborhood may not be able to overcome inequities in social power.

- As is established, may create a perception of specialized treatment from uninvolved neighborhoods.

- It is difficult to move past "identity politics" and personal bias toward real dialogue and an attitude of right thinking and action.

- Funding may not always meet existing needs.

The stakeholders would seemingly embrace such a unique positive effort aimed at the neighborhoods from which the largest risk of gang involvement exist. In terms of stakeholder support, the youth of the community as a group share a common experience of having far less power than adults, although they are not affected equally. A key element in the success of the pro-youth approach is obtaining the participation and support of most if not all members of this group. Visible minority youths, young women, children and teens living in poverty are far more likely to remain "uninvolved" and disempowered than their male peers from middle and

upper-class family backgrounds. However, youths as a group are seldom given a voice when it comes to deciding how the community responds to an issue such as gang violence that directly affects so many in their ranks. If a plan of action is imposed to confront youth violence in neighborhoods without consulting and actively including young people and all the stakeholders involved, few will have an interest in supporting what is offered. Thus, the absolute necessity is to encourage and include this stakeholder group as neighborhood strategies are developed.

3. **The police department to implement cultural awareness/sensitivity training to all personnel.** The police department would implement an ongoing training program to provide all personnel with information on the history, family structure and values of the diverse cultures represented in the community. The ultimate goal would be to develop an understanding of the cultures by department personnel so more effective communication and relationships with minorities (especially Southeast Asians and Hispanics) would exist. These enhancements would allow officers to more effectively respond to families with gang affiliated or at-risk youth.

PRO:

- Easily "sold" as a logical method to promote a basic understanding of the community's diversity.

- Not difficult or expensive to implement.

- Demonstrates to the community responsiveness to changing demographics.

- Hispanic and Southeast Asian stakeholders would perceive it as a positive step.

CONS:

- Much less potential to directly impact the issue.

- Lack of ownership by rank and file.

- Will not overcome deep-seated feelings of prejudice or fear.

- Sustained effectiveness would require continued development of community relationship in some manner.

- Is limited in scope--no ownership or involvement from stakeholders outside the agency.

- No impact in non-minority communities.

Upon analyzing each proposed policy for its likelihood of accomplishing the mission, both Policy #1, police coordinated community based approach, and Policy #2, community based and driven pro-youth program, were selected by the panel as having the greatest direct impact on the issue. Each policy is compatible with the other and allows for the broadest range of participation by the community and the stakeholders. Thus, they hold the most promise for sustained success.

IMPLEMENTATION PLAN

The implementation of <u>police facilitated effort to implement and coordinate a</u> <u>community based approach to gangs</u> requires the commitment and leadership of the Police Chief and his management team, which is presupposed. Beyond that, the resources necessary to support the initial and continued facilitative role of the department in the process requires a limited degree of internal staff support and the time/materials necessary to operate meetings and coordinate programs. The following steps are necessary to operationalize the task force:

1. A facilitator is identified, preferably an officer at the management or supervisory level, with experience as a facilitator and extensive knowledge of gangs and a diverse contact with the community.

2. The designation of key stakeholders will be made among the previously listed stakeholder groups with invitations extended to an initial forum within the time frame.

3. Site selection for the initial forum.

4. Agenda selection, including an orientation to the gang sub-culture, present assessment of current level of gang activity, and an instrument that measures group perception of the problem.

5. Establish methodology for assessment of current public/private sector efforts.

6. Establish methodology for brainstorming additional avenues of prevention, intervention and suppression.

7. . Narrow list by desirability and feasibility.

8. Assign responsibility to agency or individuals with time lines.

9. Implement selected recommendations.

10. Plan follow-up meetings to evaluate programs and progress. Time line: Six months.

11. Formation of formal non-profit organization. Time line: One year.

The assigned individuals and agencies will be responsible for implementing, supporting and communicating adopted recommendations. The success or progress of the recommended programs will depend on the sustained commitment

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of the assigned stakeholder group or agency. The challenge for the police department and the facilitator will be to provide sufficient focus and tangible return to maintain participation, not only for each program but within the larger community group over a period of time.

Another key issue is providing financial resources for implementation. A group consensus will need to be reached in the initial forum that the primary issue can be impacted with existing resources. Within the time line, a fund raising mechanism will need to be implemented with responsibility assigned to individuals or groups within the larger key stakeholder group for creating operating revenues for agency programs or providing minimal funding for the operation of the community based organization.

Last, it would seemingly be difficult to provide for an overall evaluation of the coordination/success of the overall efforts of a community-based approach to gangs as it relates to the growth of the problem in the city. How do you measure it? How do you know if it is better or worse by what you have done? It would seem a valid evaluation would or could include comparison of a gang problem in a similar community, which might be able to lead to an objective measure.

The key element in the success of <u>developing a neighborhood based community driven pro-youth program</u> is the preestablished relationship the agency has with the community it serves, specifically the Southeast Asian ar J Hispanic communities, etc. With a mutual understanding and supportive relationship, the agency can initiate the concept. The resources necessary to support the effort are internal and economic support of approximately $20,000 for an outside consultant to assist department personnel in facilitating ideas and concepts necessary to the development of a pro-youth program in ten pilot neighborhoods. The steps necessary for implementation include:

1.   Selecting officers with demonstrated experience and ability to establish positive relationships with minorities.

2.   Selecting ten Southeast Asian/Hispanic neighborhoods through established Neighborhood Watch groups or within community policing areas that have indications of risk factors for youth gangs or merging gang problems, for implementation of pilot program.

3.   Selection of a consultant with experience and demonstrated success in facilitating community programs.

4.   Set training time for at least twenty agency personnel and volunteers who are members of local community based anti-gang community group to implement pro-youth neighborhood's program.

5.   Assign officer/volunteer/consultant teams to designated neighborhoods.

6.   Help residents organize proactive pro-youth grass roots neighborhood initiatives with general aim of providing avenues for youth involvement that are more attractive than gangs.

7.   Promote and provide support for specific concepts and associated behaviors in support of pro-youth initiatives with a commitment to youth.

8.   Establish a community norm of adult involvement in pro-youth activities.

9.   Suggest specific tangible roles for adults: mentors, coaches, friendly faces, employers, homework helpers, etc.

10.   Create products/programs that can be used in any community in support of these goals.

11.   Implement and field test these products/programs in the ten pilot neighborhoods.

12.   Plan follow-up and evaluation meetings within the initial pilot time line: One year.

A key issue is the success of the implementation concept, which depends to a large extent on the neighborhood's perception of the problem. This requires a consensus that the problem needs to be addressed, with long-term commitment to support alternative activities. This degree of understanding and commitment may be more difficult to achieve in some minority neighborhoods, particularly Southeast Asian, where the community culture is less mainstream and cultural barriers are more difficult to overcome. More agency effort will need to be made initially to reach that prerequisite state which will be required prior to initial strategy building sessions.

Finances could also become an issue if specific concepts require aid. However, for the most part this program and the concepts that support it are built on a foundation of voluntary commitment internal and external to the neighborhood and as such would alleviate the need for extended long-term financial resources. This policy also presupposes a need to keep the concepts alive and focused within each neighborhood so that the commitment remains strong.

CONCLUSION

The phenomena of Southeast Asian and Hispanic youth gangs, as with any other crime problem, is evolving; and we are only in the early stages of trying to understand all its complexities. Having more questions than answers is far from comforting, but it should not keep us from acting; however, it should force us to pause and thoughtfully consider our next steps.[16] The strategic plan herein outlined is designed for that purpose.

As revealed in the future study, largely focusing on traditional suppression responses to the gang issue has not proven to be effective. The strategies employed in this plan broaden the role of a mid-sized police agency response to the issue, directly into prevention and intervention applied at the community, and cites specific neighborhood levels.

In the strategic policies that have been chosen to carry out the mission of this study, the establishment of a gang-free community, there is the recognition of a need for community driven solutions, and that youth violence is a community problem, and that solutions must be found in neighborhoods and within the community.

The development of a transition management plan now remains so that the "present state" of the organizational and community structures can be postured for attaining the "desired state."

Part III: Transition Management

TRANSITION MANAGEMENT

The transition management plan is critical to the overall success of changing the "present state" of the organizational structure to the desired or "future state."

As American futurist Alvin Toffler said, "Our moral responsibility is not to stop the future, but to shape it....to channel our destiny in a humane direction to ease the trauma of transitions."

The transition management plan is developed to the unique conditions of the organization under change. This section of the study will consist of identifying those individuals necessary to make the change happen, an analysis of the current state of commitment and ways to build or change commitment. Additionally, to minimize the negative impact of organizational change, transition management techniques and tools are recommended.

IDENTIFICATION OF CRITICAL MASS

In order to implement the strategic plan, several stakeholders have been previously identified which could have an impact upon implementation. From this list of stakeholders, eight have been identified by the author as the "critical mass." The critical mass and their commitment are seen as vital to the implementation of both selected strategies. Critical mass individuals were selected by virtue of their position to influence the outcome of the issue. They are displayed on the "Commitment Chart" (on the following page) as well as their current commitment and the commitment necessary to make the change occur.

The following is a list of the critical mass members' current commitment, as well as recommendations for achieving the required level of commitment.

COMMITMENT CHART

Level of Commitment

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				XO
City Manager		O ——→ X		
City Council			XO	
Informal Leader of Hispanic Community		X ←—— O		
Informal Leader of Asian Community	O ————————→ X			
Coordinators of Existing Prev/Interv			O ——→ X	
Project Manager of Community Based Organization				XO
Manager Pro-Youth Committee				XO

KEY
O = Present Commitment
X = Minimum Commitment

1. <u>Chief of Police:</u> The Chief is a law enforcement executive who is committed to mutual police/community driven solutions professed in both plans. He enjoys popularity in the community and support among the other stakeholder groups and as such would be in a powerful position to "make change happen." He will serve as a <u>role model</u> by virtue of his style of direct participation in key parts of each process that will clearly demonstrate his own commitment to the change, internally and externally. For example, his participation in the initial forum to form a community based approach to gangs and his stamp of approval and commitment of resources to develop the neighborhood based pro-youth programs would send an organizational message of commitment. It is predicted he will minimally maintain this level of commitment.

2. <u>City Manager:</u> As a former police chief, the current City Manager recognizes the need for community participation in problem solving. As a police chief he was cautious in response to the emergence of gangs. However, in both positions he has been a change agent and an advocate of meeting challenges with proactive approaches. Since he is not now directly involved in law enforcement issues, his present level of commitment can be described as "let change happen." He is also in an influential position so he would be minimally required to "help change happen" when approval of staff and financial commitment is necessary from the City Council and other stakeholders. A method to increase his awareness and commitment level will be to directly involve him in both strategies as well as appointing him to the Board of Directors during the formation of a non-profit organization to coordinate the community's gang response.

3. <u>City Council:</u> The present City Council has said publicly and privately they promote solutions that "come from within" the community and as such would maintain a position that will "help change happen." Sustaining their level of commitment, especially when it involves even minimal financial and staff support, will require the inclusion of one or more members of the Council in the planning and implementation processes of both strategies. As a political body they recognize the value of being visible and involved in the implementation and solutions to community issues and, therefore, should readily participate.

4. <u>Informal Leader of the Hispanic Community:</u> The department has a two decade history of efforts toward developing an effective relationship with this person and other members of the Hispanic community. The person and a majority of the Hispanic community would support police/community efforts to assist in a problem that affects so many of their youths. His present commitment is at the "let change happen" level. Minimally, for the strategic plan to achieve success (especially pro-youth strategies in Hispanic neighborhoods), his commitment level would need to increase to "help change happen." As a strategy for increasing commitment, this person and other key influential members of the Hispanic community would be included in educational intervention[17] process to develop their understanding of the change process and offer commitment that would be incorporated in a forum prior to the implementation of the community based approach to gangs.

5. <u>Informal Leader of Southeast Asian Community:</u> As a more recent arrival in the community, and with less understanding of its values and inclusion in its culture, this person and the community he represents is in a position to "block change." Although he may not feel as strong about intervention from the mainstream culture, the Southeast Asian community's values do not

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include overwhelming acceptance of outside intervention and family values such as those offered in parenting skill development or other methods. Special sessions incorporated in **problem finding** will need to be planned by officers and consultants in Southeast Asian neighborhoods prior to the implementation of pro-youth neighborhood strategies. Additionally, educational intervention in the community based forum will need to include this person and other influential members of this community to assist them in understanding the change problem and move into the "help change happen" level of commitment. Their resistance to change may be partially overcome through time, increased culturalization and sheer frustration, as an increasing number of Southeast Asian youths become enmeshed in gang activity.

6. Coordinators of Existing Prevention/Intervention Programs: Although the persons responsible for coordinating various public and private sector youth services in the community have an understanding of youth programs, they are from different disciplines. By virtue of their positions and goals, they can "make change happen." However, a consensus on the bigger objectives (understanding the community's gang problem and developing coordinated methods to overcome it) will need to be reached. Increasing collaboration in overcoming territorial approaches will need to be accomplished by defining the roles of the interacting agencies in a forum that includes forced collaboration led by law enforcement experts at the community based forum, and by a consultant/law enforcement team making referrals to these agencies based on specific area needs in developing pro-youth neighborhoods. It is important to the success of both strategies not only that the persons representing these agencies be maintained at the "make change happen" level, but that commitment be focused and directed specifically at the planned strategy. Ownership accomplished through formal

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representation in the community based organization should also work to sustain it.

7. Project Manager: Is a police department representative responsible for facilitating and coordinating the initial forum of key stakeholders, and further developing the community based approach to gangs.

His/Her role as transition manager is described in the next immediate section. As a vital component in the community based approach strategy, this person is identified as an integral part of the critical mass, with a level of commitment is currently at the "make change happen" level. With the proper selection of the person, this level of commitment should be easily maintained.

8. Change Management Committee of the pro-youth neighborhood strategy consists of management level officers, supplemented by line personnel and existing neighborhood policing structures. Their role in transition management is described in the next immediate section of this study. They have been identified as part of the critical mass because of their role in the successful implementation of this strategy. Their current level of commitment is determined to be at the "make change happen" level, and should be easily maintained at that level consistent with their dedication and commitment to the departmental direction and strategies.

TRANSITION MANAGEMENT STRUCTURE

In order to move from the present state of a police organization and community reactive to the growth of gang violence to a future state of reestablishing a gang-free environment in partnership with citizens, a transition management structure must be implemented.

The project manager form of transition management will be utilized to initiate/coordinate the community based organization. He/She will be an officer at

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the management or supervisory level responsible to the police chief. The project manager would become responsible for facilitating the initial forum of key stakeholders as well as representing the department's interest, and committing and promoting the effectiveness of department resources with mutual support and approval from the police chief and management staff.

The project manager will also assume the responsibility for the role of transition manager. As such, he/she will continue to facilitate the active role of the department and the coordination of community resources toward achievement of the group's mission. In this role, the project manager will remain actively involved in facilitating/coordinating/planning community based strategy internal and external to the police organization.

As external strategies are developed from various disciplines, the project manager will need to form a support group from the original stakeholders consisting of representatives of various constituencies, such as clergy, parents, schools, judiciary, media, criminal justice, youth service and elected officials. This group will monitor, oversee and manage the changes that occur in relationships or in the community as new strategies are developed and implemented. This group will form into a Board of Directors when the organization has made sufficient progress and stability has occurred, when a need to achieve a state of permanency has occurred and it needs to become formalized as a non-profit organization.

Developing a neighborhood based community driven pro-youth program will require another form of transition management. The police organization currently has management-level officers (lieutenants) assigned to areas of the city as a prerequisite to the implementation of a broader based community policing strategy. These positions of the line-management hierarchy become "job enriched," and as such, assume collective responsibility for transition management of this strategy in addition to their patrol watch commander duties.

They would form a change management committee to prepare to move the organization and communicate internally the vision, and take the steps necessary to implement this strategy. They will meet regularly to make decisions related to implementation possibilities utilizing their preestablished relationships the agency has with the community, their individual knowledge of their respective policing areas and neighborhoods, and existing supervisory line personnel in neighborhood policing structures (Neighborhood Watch or community policing) as a basis. This committee will form with consultant/officer/citizen teams to identify pro-youth organizational and community resources, oversee the application to specific neighborhoods and monitor progress during the transition.

TRANSITION MANAGEMENT TECHNIQUES

The transition process of change within the community and in the police organization can expect to bring with it resistance and uncertainty. In order to move from the undesired present state to the desired future state, change must occur. However, a variety of techniques can be utilized to reduce resistance and anxiety by those affected by the change process. By employing these techniques, not only can resistance be minimized, but enhancement of the transition process can be obtained.

The key to the transition process in both related strategies is "living the vision" in the community and in the police organization and enhancing communication within groups and between involved individuals. The following transition tools and techniques have been selected for implementing the change.

1. Responsibility Charting: Responsibility charting is an effective technique for providing a graphic representation of the actions to be taken, the actors involved and the level of responsibility for those actions. The chart is referred to as the responsibility, approval, support, informed and irrelevant (RASI) chart, and is depicted on the following page.

    This method of clarifying roles and decreasing ambiguity could be used in the community based organization once the process has reached the support group stage to chart RASI role of the police chief, the project manager and representatives of the stakeholder groups. Those roles and their respective responsibilities would be clarified and modified upon appointment of a formal Board of Directors. The police transition management team responsible for implementing the pro-youth program could also use this technique to establish the transition responsibilities and authority of their members with inclusion of the private consultant and citizen volunteers.

2. Survey: Although surveys will be initially administered to seek input from stakeholders to assess their level of commitment and to identify differences in problem perception, this technique could also be used as an evaluation tool in specific neighborhoods and among grade school and high school students. One or more key indicators should be chosen and periodically measured to help assess if the community is making progress. Specific evaluation tools have been designed to measure the perceptions of neighborhood residents, grade school students, and high school students as indicators of progress. (Refer to Appendixes D, E, F, pages 103-104) Once a survey has been completed, data from it can be used as a baseline which can be measured against future surveys and can be compared. Changes in students' (and citizens') perceptions regarding gang activity is a

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RESPONSIBILITY CHART (RASI)

Decisions or Actions	Chief of Police	City Manager	City Council	Informal Leader Hispanic Community Chief of Police	Informal Leader of S/E Asian Community	Coordinator of Prevention/ Intervention Programs	Project Manager	Change Management Committee
Identify Forum Facilitator	A	S	I	S	S	S	R	--
Identify Stakeholders	A	S	S	I	I	I	R	--
Select Forum Agenda/ Methodology	A	S	I	I	I	S	A	--
Assign Agency/ Individual Responsibility	R	I	--	I	I	A	A	--
Implement Forum Recommendations	S	I	--	R	R	R	A	--
Form Non-Profit Organization	R	I	I	I	I	S	A	--
Select Pro-Youth Officers and Consultants	A	S	I	S	S	I	--	--
Select Pro-Youth Neighborhoods	A	S	S	I	I	I	--	R
Assign Pro-Youth Neighborhood Teams	A	S	S	I	I	I	--	R
Promote Pro-Youth Concepts/ Provide/Support	S	S	I	S	S	S	--	A
Implement Pro-Youth Evaluation Process	R	--	I	R	R	R	--	A

KEY: R = RESPONSIBILITY FOR A PARTICULAR ACTION, NOT NECESSARILY AUTHORITY
A = MUST APPROVE, HAS POWER TO VETO THE ACTION
S = MUST SUPPORT, HAS TO PROVIDE RESOURCES FOR THE ACTION (MAY NOT AGREE)
I = MUST BE INFORMED OR CONSULTED BEFORE ACTION (CAN NOT VETO)
-- = IRRELEVANT TO THE PARTICULAR ACTION

recommended method by which community based programs can evaluate progress.[18] Programs on both strategies will develop simple evaluation plans by the progress toward meeting measurable goals can be compared.

3. Informational Network: Regular progress reports to stakeholders and neighborhoods will be made in a newsletter format. A communications subcommittee will be formed within the community-based organization to increase awareness and disseminate information as to the potential of proposed programs and the value and success of existing ones. Techniques will include formation of a speakers bureau and media engagement strategies. The change management committee of the pro-youth neighborhood program will assume like responsibilities and techniques for effecting communications that could rely on the public information officer, Neighborhood Watch newsletter or existing department resources as mechanisms.

    Internally, the police organization of the pro-youth transition team will begin an orientation to the neighborhood building process to include purpose, picture, plan and parts people will be playing. Giving them parts brings first hand knowledge to bare on problem solving.[19] Briefings and this internal information network will continually be used to provide progress reports as a matter of internal credibility building.

4. Celebration of Successes: Every avenue to promote and recognize strategic successes or milestones will be pursued. Such occasions could be the launch of a new program, the opening of a neighborhood center, the success of intervention efforts in individual students, or declarations of graffiti free or pro-youth zones.

5.   Team Building: As an initial step to build relationships and cohesion in pro-

youth neighborhood response teams, an associate consultant will be utilized

to develop team building techniques and workshops.

The timing of techniques designed to ease transition is as important as their

nature. So it is that the time and sequence of responsibility charts, evaluation

surveys, team building sessions, initiation and release of information, and

recognition of successes will need to be carefully considered and planned. The

following page contains a flow chart that depicts the sequence and timing of

techniques designed to support the strategic plan during the first five years of the

implementation period (1994-1999).

TRANSITION MANAGEMENT TECHNIQUES
Flow Chart 1994-1999

Community Organization to Implement/ Coordinate Community - Based Approach to Gangs

Community Driven Pro-Youth Neighborhood Program

Responsibility Charting   Student Survey   Neighborhood Survey   Progress Reports   Team Building   Celebration of a Success / Milestone (Not Charted Dictated by Progress)

CONCLUSION

This study has progressed from the identification of an issue which became the need to develop response strategies in mid-sized police agencies to address Southeast Asian and Hispanic gangs in those communities. A future study was conducted which included universal recognition that three over-arching strategies in response to gangs exist: prevention, intervention and suppression. Traditional mid-sized police agency responses have largely focused on suppression, and attendant crime and community problems related to the issue have grown in spite of it. Finally, it revealed the need for a broader approach that includes a police role in the remaining strategy. Trends and events were forecasted that would impact the issue and sub-issues into the projected future. Using the forecast, future scenarios were developed with a normative scenario chosen as the most desired and attainable.

A strategic plan was formulated that includes the agency as a facilitator of community response efforts at large, and applies response strategies to specific neighborhoods to achieve the desired state. And finally, a plan is designed to manage the transition of the police organization and the community as they move from the present state to the desired state.

Now, with the framework in place, we enter our transition state because our organization is changing, our community is changing, and we are changing. Today we are not the same as we were yesterday, and we will not be the same tomorrow.

The extent to which we manage and shape that inevitable change is the extent to which we achieve the desired state of our projected future.

Perhaps Spanish philosopher Jose Ortega y Gasset said it best when he declared, "Life is a series of collisions with the future; it is not a sum of what we have been, but what we yearn to be."

Part IV: Conclusion

CONCLUSION

The conclusion section of this study will consist of two parts. The first part will provide answers to the issue and sub-issue questions, based on information derived from the study. The second part will include recommendations for a futures study on the impact of Hispanic/Southeast Asian gangs to a mid-sized police agency.

The Issue Question

"What strategies will mid-sized police agencies use to address Southeast Asian and Hispanic gangs by the year 2004?"

This study has demonstrated the complexity and growth of ethnic gangs will necessitate a much broader approach than mobilizing and deploying field officers for suppression purposes, which have been the traditional approach of mid-sized non-metropolitan police agencies that have been inexperienced and unprepared to respond effectively to the emergence of gangs. While gathering intelligence and forming specialized enforcement units may still be a part of an overall strategy even into the projected future, consistent long term effectiveness to address the issue will necessarily include many other individuals and public and private organizations in the community. The future will require a broader police approach in prevention and intervention which encompasses strategic gang responses that the police have so far only had a cursory role.

This study recommends two compatible strategies to mobilize the community to achieve a necessary level of broad based participation and commitment required to minimize the effect of ethnic gangs on mid-sized communities.

The strategies include development of a community based approach by the police agency with participation from a cross section of the community that have a stake in the problem. The second strategy involves applying and developing pro-youth principles and techniques in individual neighborhoods.

Whatever strategies are employed to address this issue, the study is very clear. Our planning and focus must extend beyond the traditional police role and policing model. The changes in our society, the demands on our agencies, and the complexities of the challenges we will face (of which the issue is just an example) will require us to respond far differently than in the past.

Sub-Issue No. 1

"How will response strategies be coordinated with other community intervention methods?"

This study has revealed the existence in all communities of many public and private agencies that have a stake or role in responding to the issue of Hispanic and Southeast Asian gangs. Beyond that, there are individuals in every community that have an interest in the issue, whether or not they are actively involved in pursuing a solution.

The research has suggested an absolute need to coordinate the efforts of agencies and citizens involved in that endeavor. The strategic model posed by this study places the police agency in the crucial role of facilitating a community based approach to the issue.

In addition to the coordination of existing efforts/resources, the strategy extends to the development of additional methods to drive community based solutions. Although it can be difficult to manage and structure, this strategy presupposes ownership of the issue and responsibility for solutions where they must be to succeed: across the entire community.

Sub-Issue No. 2

"How will technology assist in the response strategy?"

This study has revealed technology to be one of the fastest developing fields. Most evident of the technological developments that potentially will affect the strategic response to this issue is information processing and availability. In that

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regard, the increased capability will allow officers to retrieve and share gang intelligence information with a much greater degree of efficiency into the projected future. That information sharing ability offered by technological advances will cause the information highway to be much more effective. For example, projected advances indicate it will be able to assist in the sharing and coordination of automated information and processes required between agencies and individuals in the community based strategy.

But perhaps technology's most extensive assistance to response strategies that address Hispanic and Southeast Asian gangs will be directly related to investigative techniques. Examples include: surveillance technology, genetic (DNA) technology to link gang crimes to specific suspects, and other scientific developments that increase the analysis of forensic evidence as well as many other potentially successful advances that are on the horizon which will likely increase the effectiveness of law enforcement's response strategies into the projected future.

It should be noted this sub-issue did not become extensively incorporated into the strategic plan in spite of being initiated as a sub-issue question through every process of the future study. Although the conclusions related to it cited in the previous paragraph were based on well documented research and literature, this sub-issue was not extensively incorporated into the strategic plan of this study.

Sub-Issue No. 3

"What methods will be used to mobilize citizens and implement strategies?"

The community based strategy addresses coordinating and expanding the role of organizations and individuals with a stake in the issue and who are already employed or motivated to address it. This sub-issue question addresses mobilizing that segment of the community made up of typical citizens who are often preoccupied with other priorities in their lives and, therefore, not directly involved in the issue.

The mobilization strategy suggested by this study is defined as the development of pro-youth neighborhoods. The research has revealed it is not enough to hire more cops, arrest more people and build more prisons as a response to gangs or crime. It has to be fought in neighborhoods where drugs, poverty, lack of hope and opportunity for violence overwhelm any attempt people might make for bettering themselves legitimately.

So it is that the mobilization of citizens and the implementation of strategies focused on the root causes of ethnic gangs are developed from a pro-youth stance in the neighborhoods where they exist. This strategy recognizes that youth violence in the form of Hispanic and Southeast Asian gangs is a community problem and that solutions must be found in the community. More specifically, some solutions may be applied differently based on neighborhood needs/values, and that citizens have knowledge and value, and mobilizing them can occur more directly and effectively there.

The consistent underlying theme revealed by this study and incorporated into the recommended strategies is that continuing into the projected future this issue and crime itself will continue to persist until society begins healing itself. The police role in the healing process is thus expanded into the community, which must also come together to share that purpose.

<u>Recommendations For Future Study</u>

As this study progressed, the researcher has identified additional areas for future study consideration which include:

1. What methods will be used to mobilize field control forces?

    There will seemingly always be a need for police suppression and control as a response to street gangs. But what tactics will be used in the future remain to be determined.

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2. How will suppression strategies be implemented in the future?

    Additional study needs to be made on what police suppression will need to be included in the future. For example, how will intelligence gathering, coordinating efforts with other community strategies, and the extent and application of resources be addressed?

3. What future impact will the financial limitations of governmental institutions have on ethnic gangs?

    Research into the specific trends and events revealed in this study indicate continued financial limitations in the public sector. Questions remain as to how agencies will cope in spite of the financial future, and how can responses be effectively maintained.

4. How will societal values affect the Hispanic and Southeast Asian gang subculture in the future?

    A consistently changing world in values that shape society will ultimately affect the gang subculture. What will the likely affect be, and how will it change police and community responses?

5. What will be the future effect of immigration on ethnic gangs?

    In the present day, Government control of immigration is being challenged literally. How will it affect our community, and what will be the impact on ethnic gangs?

6. What future impact will the political system response have on police gang strategies?

    Will the political system and politicians at the local, state and federal levels be responsive to the issue, and how will it ultimately affect the future of police gang strategies?

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June 4, 1993

Dear (   ):

Thank you so very much for consenting to participate in my independent study project Nominal Group Technique (NGT) exercise. As you may know from experience or have derived from our discussion, it is a form of "structured brain storming" with relatively strict protocol.

The process will include both individual and collaborative work in a group setting. We will be meeting on Wednesday, June 23, 1993 from 8:00 a.m. until about noon in the Dome Room of the Depot Restaurant, 207 East Oak Street. Lunch will be provided.

Let me share some information about the issue we will address and the process that will be used in our analysis.

The issue:

What strategies will mid-size police agencies use to address Southeast Asian and Hispanic gangs by the year 2004?

Sub-issues:

● How will response strategies be coordinated with other community intervention methods?

● How will technology assist in the response strategy?

● What methods will be used to mobilize citizens and implement strategies?

<u>NGT Process:</u>

We will be using the Nominal Group Technique to identify important trends and events which are related to or may affect or impact the issue/sub-issues into the projected future. We will also forecast the trends and probabilities of the events.

Prior to the meeting, it may be advantageous to list several trends and events that based on your experience, knowledge and intuition will fit that criteria.

If you have any questions related to this task or the process, please do not hesitate to contact me.

Again, thank you for your willingness to participate in this exercise.

Sincerely,

Bruce McDermott
Chief of Police

John D. Gomes
Lieutenant

JDG:ssd

APPENDIX B

TRENDS IDENTIFIED

T1. Racism in all areas of the population.

T2. Community participation in response to gang problems.

T3. The number of serious crimes attributed to street gangs.

T4. Unemployment rates for unskilled minorities.

T5. Inability of overburdened educational system to adequately prepare culturally diverse population to compete for scare jobs.

T6. Inability of police agencies to finance resources with public funds.

T7. Southeast Asian and Hispanic population.

T8. Availability of intervention/prevention services that are alternatives to incarceration, resulting in pressure to police.

T9. Integration between agencies.

T10. The quality of the family unit.

T11. Continued degree of social isolation of Southeast Asians and Hispanics.

T12. Rate at which Southeast Asian and Hispanic target population (youth) are suspended or expelled from school system.

T13. Public intolerance for lawlessness.

T14. Involvement by Southeast Asians and Hispanics in the political process.

T15. Awareness of violence as a political campaign issue.

T16. Public paranoia of gang activity.

T17. Technology in tracking gang identifications.

T18. Continued lack of criminal justice consequences for first-time misdemeanor violators.

APPENDIX C

EVENTS IDENTIFIED

E1. Gang homicide at major event or school campus.

E2. Street gangs become powerful organized political block in state elections.

E3. County economical system collapses, resulting in release of criminals.

E4. Formation of vigilante groups, with increased shooting/killing of gang members.

E5. Major gang warfare erupts, resulting in multiple fatalities.

E6. Suspension of AFDC (Assistance to Families of Dependent Children).

E7. New program developed with emphasis on pro-youth neighborhood based involvement, with wide spread popularity and success.

E8. Discovery of "paid for protection" activity from gangs.

E9. Supreme Court declares inter-agency gang intelligence files illegal.

E10. Federal enforcement of immigration law is terminated.

E11. District Elections are required in mid-sized cities.

E12. Legislation prohibiting illegal children from obtaining public education.

E13. Major killing results in apathy from community.

E14. Political campaign calls for reduction of prison funding.

E15. Gangs are redefined. "Gang Crimes" are less restrictive, special statutes for gang crimes abolished.

E16. Legislation lowering age limit for murder/major felony; death penalty for youth will increase.

E17. A major legitimate business established offering anti-gang services and products.

E18. A gang member is shot to death prior to police arrival.

E19. Serious felony offenses result from gang initiation process.

E20. Suspension of all immigration into the United States.

E21. Immigration quotas increase.

E22. Martial law used to control gangs.

E23. Police surrender control of certain city areas to gangs.

E24. Bureau of Criminal Statistics report gang violence down.

E25. Handguns declared illegal.

Youth Survey - High School

This is a survey of what you think or know about gangs in your school and city. This survey is voluntary. You do not have to answer the questions, but we hope that you will decide to do so. *Do not write your name on this form or identify yourself in any other way.* If you have decided to participate, begin by answering the questions on this page.

Name of your school: _____

Your grade in school (check one):   ____9th   ____10th   ____11th   ____12th

Age in years (check one):   ____13   ____14   ____15   ____16   ____17   ____18

Your sex (check one):   ____Male   ____Female

Which racial or ethnic group do you belong to (check one answer only)?

    ____(1) Asian American (including Pacific Islander)

    ____(2) Black or African American

    ____(3) Hispanic American (Latino, Mexican, Central American, etc.)

    ____(4) Native American (Indian)

    ____(5) White (Anglo)

    ____(6) Mixed Race/Ethnicity (More than one of the above groups)

    ____(7) Other (write in): _____

Were you born in this country (check one)?   ____Yes   ____No

Now go on to the next page.

For questions 1 - 15 check one answer only for each question.

1. When you hear the word "gang," what does it mean to you (check one)?

    ____ (1) kids who hang out together for fun and don't cause any harm
    ____ (2) kids who are in a group that sometimes gets into trouble, but who don't
              really mean to harm anyone
    ____ (3) kids in a group with a "gang name" who break laws and sometimes
              hurt people on purpose
    ____ (4) adults in big criminal gangs like the Mafia
    ____ (5) something else (explain)_____

2. Choose the one statement that best describes how you feel about gangs .

    ____ (1) I will never join a gang like that.
    ____ (2) I might join a gang like that someday.
    ____ (3) I have already decided to join a gang like that.
    ____ (4) I used to be in a gang like that, but not anymore.
    ____ (5) I am a member of a gang like that.

    If you checked (5) write in the name of the gang: _____
          Have you ever wanted to get out of the gang? ____Yes   ____No

3. How much of a problem are gangs *for you* at your school?

    ____ (1) not a problem for me or no gangs at school.
    ____ (2) I know they are there, but am not really afraid or bothered by gangs.
    ____ (3) sometimes I am worried or feel unsafe because of gangs at school.
    ____ (4) I worry so much about gangs that it interferes with my activities.

4. How big a problem are gangs *for you* in your neighborhood?

    ____ (1) not a problem for me or no gangs in my neighborhood.
    ____ (2) I know they are there, but am not really afraid or bothered by gangs.
    ____ (3) sometimes I am worried or feel unsafe because of gangs in my
              neighborhood.
    ____ (4) I worry so much about gangs that it interferes with my activities.

5. Do your parents tell you how bad gangs are and to stay away from them?

    ____ (1) Never
    ____ (2) Once or twice
    ____ (3) Often
    ____ (4) All the time

6. How many names of gangs in your town can you think of ?

_____ (1) none, I don't know any names of gangs in my town.
_____ (2) one
_____ (3) two
_____ (4) three to five
_____ (5) more than five

7. Are other kids at your school afraid of gangs?

_____ (1) none, as far as I know
_____ (2) yes, a few
_____ (3) yes, a lot of kids
_____ (4) yes, almost everybody who isn't in a gang

8. Has anyone ever asked or pressured you to join a gang?

_____ (1) I have never been asked to join a gang
_____ (2) yes, once
_____ (3) yes, two or three times
_____ (4) yes, more than three times

9. In the last month, have you ever known that another student was carrying a gun at your school (did not have to be in a gang)?

_____ (1) never as far as I know
_____ (2) yes, once
_____ (3) yes, two or three times
_____ (4) yes, more than three times, but not every day
_____ (5) yes, every day or almost every day

10. Is there any part of your town (a street or neighborhood) that gangs control so that other people are afraid to go there?

_____ (1) not as far as I know
_____ (2) yes, at least one neighborhood or street
_____ (3) yes, two or more neighborhoods or streets

11. In the last month, have you ever been afraid of being beaten up by other kids on your way to or from school?

_____ (1) no, never
_____ (2) yes, once
_____ (3) yes, two or three times
_____ (4) yes, more than three times, but not every day
_____ (5) yes, every day or almost every day

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12. Have you ever been threatened verbally by a gang member while at your school?

_____ (1) No, never threatened at school
_____ (2) Yes, I have been theatened at school

13. Have you ever been threatened verbally by a gang member in your neighborhood?

_____ (1) No, never threatened
_____ (2) Yes, I have been threatened

14. Have you ever been physically assaulted (hit, beaten up) at school by a member of a gang?

_____ (1) No, never
_____ (2) Yes, I have

15. Have you ever been physically assaulted (hit, beaten up) in your neighborhood by a member of a gang?

_____ (1) No, never
_____ (2) Yes, I have

For the rest of the questions check as many answers as you think apply.

16. What advantages do you see to being in a gang (check all that apply)?

_____ (1) none, as far as I know
_____ (2) have a lot of friends
_____ (3) get respect from other people who are not in gangs
_____ (4) nobody would mess with me (protection)
_____ (5) get money
_____ (6) get alcohol, drugs
_____ (7) have fun, party

17. What disadvantages do you see to being in a gang?

_____ (1) none, as far as I know
_____ (2) get into trouble at school, maybe be expelled
_____ (3) get into trouble with police, maybe go to jail
_____ (4) get hurt, maybe killed
_____ (5) parents would be very angry with me
_____ (6) commit a bad sin, be in trouble with God
_____ (7) would loose friends I have now

18. What kinds of things do you think members of a gang do as a *gang activity*? (Check all that apply)

____ (1) don't do anything, just hang around or party
____ (2) paint names and messages on walls
____ (3) wear gang colors and gang clothes
____ (4) protect their neighborhoods and other members of their gang
____ (5) pick fights with kids not in gangs
____ (6) fight with other gangs
____ (7) steal things
____ (8) take drugs
____ (9) sell drugs
____ (10) drink beer, wine, or liquor
____ (11) hassle, annoy, and frighten people
____ (12) do good things (help others, work at jobs, do sports, do homework, etc.)
____ (13) other _____
____ (14) don't know what gang members do

19. Do you know any gang members? Use the list that follows to describe that (those) person(s).

____ (1) I don't know any gang members.
____ (2) yes, a close friend of mine
____ (3) yes, one of my parents
____ (4) yes, one of my brothers or sisters
____ (5) yes, another member of my family (cousin, uncle, in-law, etc.)
____ (6) yes, a student in my class
____ (7) yes, a neighbor who lives on the same street as me

Thank you for your help!

Youth Survey - Grade School

This is a survey of what you think or know about gangs in your school and city. This survey is voluntary. You do not have to answer the questions, but we hope that you will decide to do so. *Do not write your name on this form or identify yourself in any other way.* If you have decided to participate, begin by answering the questions on this page.

The school I go to is called: _____

My grade in school is (check one): ____5th ____6th

My age is (check one): ____9· ____10 ____11 ____12

I am (check one): ____Male ____Female

I am (check one answer only):

____(1) Asian American (including Pacific Islander)

____(2) Black or African American

____(3) Hispanic American (Latino, Mexican, Central American, etc.)

____(4) Native American (Indian)

____(5) White (Anglo)

____(6) Mixed Race/Ethnicity (More than one of the above groups)

____(7) Other (write in): _____

I was born in (check one): ____The United States (America) ____Another Country

Now go on to the next page.

For all of the questions check (√) only one answer.

1.   What does the word **gang** mean to you? (Check only one answer).

_____ (1) a group of kids who have fun together, go places together
_____ (2) a group of kids who do things together and sometimes get into trouble,
           but don't mean to harm anyone.
_____ (3) kids in a group that has a name and who break laws and may scare or
           hurt people on purpose.
_____ (4) something else

2.   Do you and your friends ever talk about **gangs** that are in your neighborhood or
       town (check one)?

_____ (1) no, never
_____ (2) yes, sometimes
_____ (3) yes, often
_____ (4) yes, all of the time

3.   Do you know the names of any gangs in your town? (check one)

_____ (1) no, none
_____ (2) yes, one
_____ (3) yes, two
_____ (4) yes, three or more

4.   Are any of your friends or people you know already in a gang?

_____ (1) no, none of them
_____ (2) yes, at least one friend in a gang

5.   Do you think any of your friends want to be in a gang?

_____ (1) no, none of them
_____ (2) yes, at least one does

6.   Are any of your older brothers or sisters in a gang?

_____ (1) no, none or don't have any older brothers or sisters
_____ (2) yes

7.   Do you think any of your older brothers or sisters want to be in a gang?

_____ (1) no, none or don't have any older brothers or sisters
_____ (2) yes

8. Do you want to be a member of a gang?

_____ (1) no, I don't
_____ (2) yes, I would
_____ (3) yes, I am already

9. Do your parents tell you how bad gangs are and to stay away from them?

_____ (1) never
_____ (2) once or twice
_____ (3) often
_____ (4) all the time

10. Are there any places in your neighborhood or town where you are afraid to go because members of gangs are there?

_____ (1) no, there are no places where I am afraid of gangs
_____ (2) yes, there is at least one place where I am afraid to go

11. Are there any gang members at your school?

_____ (1) no, none or I don't know
_____ (2) yes, one or two
_____ (3) yes, a few
_____ (4) yes, quite a few (10 or more that you know of)

12. Has anyone asked or tried to make you join a gang?

_____ (1) I have never been asked to join a gang
_____ (2) yes, I have been asked to join a gang

Thank you for your help!

Date of Interview:_____

Neighborhood Identifier:_____

Hello, I'm _____, and I'm working on a study of issues related to youth in your neighborhood. The study is part of a Pro-Youth Neighborhoods project being started by a group of organizations who are interested in the well-being of young people. We are interested in learning more about people's views of the needs in their neighborhoods.

A. Respondent's age category:

☐ Younger than 18 years
☐ 18-25 years
☐ 26-34 years
☐ 35 years and over

B. Is this a convenient time for us to conduct the interview?

No: Would some other time be preferable?
Reschedule time and date:_____

C. Your answers to questions we ask will be anonymous. That means your names will not be connected with the answers you give on this survey. The results of the survey will provide the Pro-Youth Neighborhoods Coalition with information to help us understand the needs of families and young people, and to select a neighborhood in which we will conduct a pilot project. In this pilot project, our organizations will experiment in working together with the people in the neighborhood, on the needs and projects that you and your neighbors feel are most important for the quality of life in your neighborhood.

Your participation in the survey is voluntary. If I ask you anything you don't want to answer you don't have to. If it's all right with you, let's get started. (PAUSE TO GIVE RESPONDENT A CHANCE TO ASK QUESTIONS.)

I. NEIGHBORHOOD CONDITIONS

First, I would like to ask you about the conditions in your neighborhood — where you live and the several blocks around you. I'll read a question and then several responses, and I'd like you to tell me which is the best answer to the question.

1. In your opinion, are many young people in this neighborhood in need of more help or guidance from adults?
   (*Interviewer: read the responses and mark one box*)

   Yes, many young people need more help..☐

   Some young people need more help, but not most.................................☐

   Not many young people need more help..☐

   No, young people around here have all the help they need......................☐

2. During the day, do you feel safe being out alone in your neighborhood?
   (*Interviewer: read the responses and mark one box*)

   Very safe .... ☐

   Fairly safe.. ☐

   Somewhat safe .... ☐

   Very unsafe.. ☐

3. After dark, do you feel safe being out alone in your neighborhood?
   (*Interviewer: read the responses and mark one box*)

   Very safe .... ☐

   Fairly safe.. ☐

   Somewhat safe .... ☐

   Very unsafe.. ☐

4. Do you feel that young children are safe in your neighborhood?
   (*Interviewer: read the responses and mark one box*)

   Very safe .... ☐

   Fairly safe.. ☐

   Somewhat safe .... ☐

   Very unsafe.. ☐

5. How much of a problem are gangs in your neighborhood?

   Major problem .... ☐

   Minor problem.. ☐

   Not a problem .... ☐

6. How much of a problem is crime in your neighborhood?

   Major problem .... ☐

   Minor problem.. ☐

   Not a problem .... ☐

7. What kinds of relationships do people in your neighborhood tend to have with their immediate neighbors?

   No relationship .... ☐

   Casual and friendly .... ☐

   Poor relationships; arguments and disagreements .... ☐

   Good relationships; help each other out...................................... ☐

8. Do you live in the same neighborhood as you did one year ago?

   Yes (continue)... ☐

   No (go to question #11) .... ☐

9. Compared to *one year ago*, do you now feel more safe or less safe in your neighborhood?

Much less safe than before ....☐

A little less safe than before ....☐

About as safe as before ....☐

A little more safe than before..☐

Much more safe than before ....☐

10. Compared to *one year ago*, has your neighborhood become a better or a worse place to live?

Much worse than before..☐

A little worse than before ....☐

About the same as before ....☐

A little better than before...☐

Much better than before ....☐

11. In your opinion, do people in your neighborhood feel they are able to have control over the conditions that exist in their neighborhood (for example, gangs, crime, drug dealing, safety, parks, police service, graffiti):

Yes, they feel a great deal of control ....☐

Yes, they feel they have some control ....☐

No, they feel they have little control...☐

No, they feel they have no control ....☐

12. Are the people in your neighborhood actively involved in working to improve neighborhood conditions?

Yes, they are involved to a great extent ....☐

Yes, they are involved somewhat ....☐

No, there is little involvement ....☐

No, they are not involved..☐

13. Would the people in your neighborhood be likely to become involved in helping to plan a "Pro-Youth Neighborhoods Project," if they were invited to do so?

Yes, they would be very likely to get involved...☐

Yes, they would be somewhat likely to get involved ....☐

No, there they would be somewhat unlikely to get involved ....☐

No, they would not get involved, but would not oppose the project ....☐

No, they would not get involved, and they might oppose the project..................☐

13a. What could we do to encourage your neighbors to get involved in a Pro-Youth Neighborhoods Project?

_____

_____

_____

14. Would you personally be likely to become involved in helping to plan a "Pro-Youth Neighborhoods Project," if they were invited to do so?

    `Yes, I would be very likely to get involved ....☐

    Yes, I would be somewhat likely to get involved...☐

    No, I would be somewhat unlikely to get involved ....☐

    No, I would not get involved..☐

14a. What could we do to encourage you to get involved in a Pro-Youth Neighborhoods Project?

_____

_____

_____

15. Would you like to make any comments on the needs of your neighborhood, or of the young people who live here? Please make your comments only about *this neighborhood.*

_____

_____

_____

_____

_____

_____

_____

_____

_____

Thank you for your help.