

157095

**What Will be the Impact of Asian Gang Mobility  
on Mid-Size Law Enforcement Agencies  
by the Year 2004?**

157095

U.S. Department of Justice  
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**A Technical Report  
by**

**Larry W. Woessner  
Command College Class XX  
Commission on Peace Officer Standards and Training  
Sacramento, California  
May, 1995**

20-0422

**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.**

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## Introduction

Though gangs themselves date back for decades, the recent increase in gang violence is rising to epidemic proportions. A futures file search of the past 20 months revealed 118 articles indicating that the issue of gangs and how to combat them is a number one concern of the public, legislators and law enforcement.<sup>1</sup> The occasional drive-by shootings that emerged in the late 1980's have now become a weekly occurrence. In 1988, the California State Legislature, in Penal Code Section 186.22, declared that "California is in a state of crisis which has been caused by violent street gangs." The Street Terrorism Enforcement and Prevention (STEP) Act was enacted to address the concerns of Californians with respect to gang violence.

Additionally, several police agencies have implemented special gang enforcement and/or prevention programs in an effort to combat increased gang activity. These programs and new legislation have done little to curb the problem. The tendency of law enforcement today is to do repeated "gang sweeps", which usually involve only one agency, in order to eliminate the problem within their jurisdictional boundaries. The

increase in gang crime is evidence that this tactic has very little impact and is only a short-term remedy to a continuous infection of society. A common belief among the public and law enforcement is that gang violence can't be stopped. It is estimated that if the current trend continues, there could be as many as 250,000 gang members in California by the year 2000.<sup>2</sup>

As the trend toward gang violence grows, so does the trend of the population growth of youths between the ages of fifteen and nineteen years. Between 1993 and 2000, this age group, which is responsible for almost 50% of the crime, will continue to increase.<sup>3</sup> This is also the age group most susceptible to gang involvement. These two factors indicate that gang membership will increase resulting in a parallel increase in gang violence. With the increase in gang violence reaching alarming heights, law enforcement and elected officials must look for ways to tackle the problem.

A contributing factor to the increase in gang violence is the influx of Southeast Asian immigrants into the United States, specifically in

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ABSTRACT

The complexities of Asian gangs and the future impact of their mobility on law enforcement is examined to encourage law enforcement agencies to develop a model strategic plan and transition management plan for the future. The study identifies the differences between the "turf oriented" gangs and mobile Asian gangs. Research indicates that Asian gangs are transient criminal enterprises that target Asian communities throughout the country as well as internationally. Futures forecasting methods identify current trends and projected events which are analyzed and reveal the need for a multi-agency approach to address the issue. The author presents a model of probation officers and deputy district attorneys assigned to police agencies to concentrate on targeted gang members. Gang tracking and inter-agency communication is augmented with computer technology and managing related constitutional rights issues is also discussed. Future scenarios, graphical depictions of trends and events, bibliography and references are included.



**Journal Article**

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## Introduction

Though gangs themselves date back several decades, the recent increase in gang violence is rising to epidemic proportions. Across America, law enforcement and criminal justice agencies are struggling to cope with the effects of violent crime committed by street gangs. Citizen expressions of fear and frustration are repeatedly heard in the media, courtroom, boardroom and council chamber alike. During a recent 20-month period, violent gang crime was reported in over 118 articles from various newspapers and magazines.<sup>1</sup> The message is overwhelmingly clear to policy makers and legislators at all levels: this is a matter of greatest public concern.

The occasional drive-by shootings that emerged in the late 1980's have now become a weekly occurrence. According to White House figures, the average firearm injury costs \$53,831, with 85% of that paid by taxpayers; fatalities are seven times that much. In 1988, the California State Legislature, in Penal Code Section 186.22, declared that "California is in a state of crisis which has been caused by violent street gangs." The Street Terrorism Enforcement and Prevention (STEP) Act was enacted to address the concerns of Californians with respect to gang violence.

## ***Current Strategies***

Several police agencies have implemented special gang enforcement and/or prevention programs in an effort to combat increased gang activity. These programs and new legislation, however, have done little to curb the violence. The tendency of law enforcement today is to do repeated "gang sweeps" usually involving only one agency, in order to eliminate the criminal activity of gang members within their jurisdictional boundaries. The trend of increased gang crime is evidence that this tactic has very little impact and can be compared to applying a short-term remedy to a growing infection on society. A common belief among the public and law enforcement is that gang violence can't be stopped. It is estimated that if the current trend continues, there could be as many as 250,000 gang members in California by the year 2000.<sup>2</sup>

Contributing to gang violence is the number of youths between the ages of fifteen and nineteen years. Between 1993 and 2000, this age group, which is responsible for almost 50% of crime, will continue to increase.<sup>3</sup> This is also the age group most susceptible to gang involvement. These two factors indicate that gang membership will increase resulting in a parallel increase in violent gang crime during this

same time period. With the increase in gang violence reaching alarming heights, law enforcement and elected officials must look for more effective ways to address the increasing gang violence.

### ***Asian Street Gangs-A New Dilemma***

A contributing factor to the increase in gang violence is the influx of Southeast Asian immigrants into the United States, specifically in California. "They are banded together by culture and language; resulting in concentrated Asian communities throughout the country (Valdez)."<sup>4</sup> Law enforcement has thus been presented with a unique and complex problem of Asian street gangs. Asian street gangs include those from Cambodia, Vietnamese and Ethnic Chinese from Vietnam, Hmong and Laotian from Laos. As the demographics of California continue to change, it is anticipated that the number of Asians will increase to 10 million by the year 2000.<sup>5</sup> With that increase comes the potential for an increase in Asian street gangs.

Asian street gangs, some of which appear to be quite organized, present law enforcement with a problem never before encountered; that of dealing with a non-turf-oriented, extremely mobile type of gang. The

Asian gangs introduced different types of violent crime law enforcement had not previously experienced, such as residential take-over robberies where several gang members enter an Asian occupied residence and bind, beat or torture the occupants until their valuables are relinquished.<sup>6</sup> In many communities with a large percentage of Asians, the violence of the Asian gangs is a weekly, if not daily, occurrence.

Asian gangs rarely claim any kind of "turf", as traditional gangs do, and many times they have no ties to family in their city of residence. For example, the Santa Ana Boyz gang has members from Los Angeles, Orange and Riverside Counties. One of the largest gangs, Tiny Rascals Gang (TRG) draws its membership from Fresno to San Diego Counties, a distance of over 400 miles.<sup>7</sup> Asian street gangs have become a mobile criminal enterprise, developing an informal network of contacts throughout the United States, South America, Canada and Southeast Asia.<sup>8</sup> They are known to commit a crime in Southern California one night and continue their crime spree in Northern California or in another state the next night. Consequently, locating them after the commission of a crime frequently requires the help of law enforcement in other jurisdictions, including those out of the United States.<sup>9</sup>

In his book GANGS: A Guide to Understanding Street Gangs, Al Valdez states, "They can literally be in Los Angeles, California in the morning and Houston, Texas the next day by travelling overnight, often in a stolen vehicle. One gang was tracked from Orange County to San Francisco, California, then to Portland, Oregon, on to Seattle, Washington, up into Ontario, Canada, and finally to Houston, Texas. This occurred within a thirty-one day period, travelling by car and leaving the victims of several residential robberies in their wake. Asian street gangs will be a major law enforcement problem in the 1990's and on into 2000."<sup>10</sup>

Because Asian gangs are so mobile, it is difficult to track their members. When one of these gang members is finally apprehended, some of their crimes in other jurisdictions may be overlooked due to a lack of cross-jurisdictional communications. Since their activity spreads to several jurisdictions, the approach to combating the mobility problem appears to be a multi-agency one. In a study conducted by Richard F. Thomas of the California POST Command College Class IX, he recommended that a study be conducted on the long-term impact of displacement of gangs on mid-size California cities in the future.<sup>11</sup> In order to effectively displace gang members who traverse multi-jurisdictions, the

enforcement and prevention strategies must also be multi-jurisdictional.

Jack Willoughby, a noted gang expert from the New Orleans Police Department, states:

"The mobility of Asian gangs is a fact that should be stressed in any investigation of these subjects. They can, and will, move from state to state in a day, and at the drop of a hat. Investigation of Asian-committed crimes is all but impossible on a "single-city" basis. The mobility and national connections of these subjects make it imperative that law enforcement officers and agents in different jurisdictions cooperate and share information on a regular basis."<sup>12</sup>

An on-line bibliography search of abstracts for publications that are gang related was made with the After Dark linkage through the Bibliography Research Service (BRS).<sup>13</sup> This search revealed 75 publications dealing with gang-related research. None of them, however, addressed the problems of dealing with the mobility of the Asian gangs. Clearly there is a need to address this emerging issue.

### ***Research Focus***

The following question was used as a focus for the futures research completed to produce this article:

**What will be the impact of Asian gang mobility on mid-size law enforcement agencies by the year 2004?**



Research revealed this to be an emerging issue that poses a significant problem to law enforcement and warrants consideration in future law enforcement planning. Mid-size agencies are limited in their resources which limits their ability to effectively allocate manpower and equipment to address the problem. A ten-year window was chosen as current trends suggest that continued emigration of Asians into the United States will have an effect on the issue for a long period of time. Law enforcement is frequently slow to react to emerging problems, consequently, projecting this issue ten years from now seems to be a reasonable time frame.

The following sub-issues were also examined in this study:

- What communications techniques will be used for tracking cross-jurisdictional Asian gang members?
- How will be criminal justice agencies work together to effectively monitor Asian gangs?
- How will law enforcement manage the related constitutional rights issues?

These sub-issues appear to have a strong impact on the stated issue question. An extensive study of the issue and sub-issues together was aimed at providing law enforcement with future remedies for this emerging critical problem.

### ***Scope of the Problem***

A number of key issues were identified as inadequacies in the existing approach to reducing gang violence:

- *Limited or diminished funds to pay personnel costs.* The business of policing gangs is expensive. Most police efforts are labor intensive and use large amounts of overtime. Unless significant results are achieved, these endeavors are frequently found to be financially prohibitive over a sustained period of time.
- *Interagency communication obstacles.* With various functions of the justice system located in different geographical areas, interagency communication is impeded. The exchange of information is even more unlikely if it must be communicated through FAX, phone or via memo. As prosecutors struggle with increased case loads resulting from the current law enforcement practice of gang sweeps, they must consider efficiency in deciding what charges, if any, to file. Gang members assigned to probation with formal gang terms, placed on them by the court as a condition of probation, are frequently contacted in the field by police, usually after the normal work hours of the Deputy Probation Officer (DPO). Police lack authority to detain a probationer for violating the gang terms

without permission from the DPO, thus causing them to resort to written documentation which is forwarded to the DPO for action. The lack of timely information flow hinders the ability for effective surveillance, investigation, prosecution and probation adherence.

- *Inadequate research data and gang member documentation for tracking gangs and gang members.* Little factual data is available to law enforcement on the effectiveness of programs designed to reduce the incidence of criminal gang activity. Most intervention methods, such as gang sweeps, serve only to place a bandage on a severed artery. The definition of gang, gang member and gang crime vary from agency to agency as do methods and criteria for identifying gang members. As a result, cross-jurisdictional communication for purposes of identifying gang members in the field is frequently inaccurate. Improper identification of gang member frequently enables them to elude prosecution by other law enforcement agencies from which they have fled.

- *Outcry of special interest groups, negative media attention and lawsuits filed by ACLU.* One obstacle that could hinder the success of a program that focuses on a particular minority group is the intervention of special interest groups and the American Civil Liberties Union (ACLU). Since this type of program deals with targeting particular ethnic

minorities (i.e. Asians) in suppression efforts, it is likely that these groups and the ACLU will have an interest in the strategies used for targeting individuals. The ACLU will continue to be the voice of special interest groups or cultures whose members are affected by law enforcement's aggressive efforts.

In Westminster, California, a civil suit was initiated by the City against a local gang to prohibit them from associating together in certain areas of the City. The ACLU became very active representing all 34 gang members in the civil hearing conducted to obtain a permanent restraining order.<sup>14</sup> The ACLU is currently challenging the gang information housed in the General Recording, Evaluating and Tracking (GREAT) computer in a lawsuit against the Orange County District Attorney's Office which holds the system's central node.

### ***A glimpse of the future***

During this study, a futures forecasting exercise was conducted by means of a Nominal Group Technique (NGT) and Modified Delphi Panel. The exercise identified several trends and projected significant events that could impact the issue either negatively or positively. These trends and events were used to develop three hypothetical scenarios of the future of

law enforcement as it relates to gang mobility. The most desirable future is one in which law enforcement has successfully developed a gang enforcement program, nation-wide, which has triumphed over the many court challenges of special interest groups and the ACLU for civil rights violations.

Common threads among the three scenarios were inter-agency cooperation, utilization of new technology and integrity of gang information collected and disseminated between federal, state, local and even international agencies. This NGT panel, as well as two others the author participated in, believe that, eventually, individuals will be willing to give up some of their personal freedoms in order to have a safer society. This attitude of the public should eventually carry over to State and National Supreme Court attitudes when challenged gang enforcement methods reach their level.

All persons participating in the NGT process agreed that the mobility of Asian gangs has the potential to undermine law enforcement's methods of attacking gang violence in the future. The recommendation is that law enforcement agencies consider the following policy considerations;

- **Begin educating the public, legislators, ACLU, special interest groups and courts as to the seriousness of the gang mobility problem to gain a "buy-in" prior to establishing suppression programs.**
- **Bring the three functions of the criminal justice system; police, probation and prosecution, together to focus on the immediate problem.**
- **Work toward developing a networking system between agencies to improve communication regarding mobile gangs with consideration toward a state-wide and finally a nation-wide electronic database.**
- **Work toward establishing national guidelines for the collection and dissemination of gang intelligence information.**
- **Encourage new legislation which prohibits convicted gang members from interstate or intrastate travel without notification to parole/probation or local law enforcement agencies.**

While this study stresses the importance of an eventual nation-wide approach, individual agencies must first lay the foundation upon which the structure is to be built.

### ***The program model***

This plan envisages a new model of gang interdiction, apprehension and prosecution by housing police, probation and prosecution in one office

at the police department, to concentrate on gang issues relative to the city. This synergistic team would be enhanced by state and federal agencies through computerized linking to share information on all gangs, which would reduce allegations of targeting a specific ethnic group. Lobbying efforts would be undertaken to establish federal violations for gang crime sprees that cross state boundaries. Electronic monitoring as a condition of probation through wrist/ankle bands would be encouraged. The panel felt that these strategies would best address the gang mobility issue through enhanced intelligence and information sharing capabilities.

Partnerships need to be created with special interest groups and the ACLU in an effort to obtain a "buy-in" to such a plan. This plan allows each department to develop and control its own team while cooperating with other agencies. Obstacles include cost of personnel and equipment, increased workload of gang officers, probation departments and courts, time frame for implementation and active resistance by gangs and special interest groups with lawsuits through the ACLU.

The first step in this plan is for the police department to establish a team to address gang issues related to the city. A database must be created and all existing gang information reverified to ensure accuracy. This is followed by establishing liaisons with state and federal agencies

to work together to expand existing computer technology by linking agencies experiencing gang crimes committed by the same gang members. Information-sharing and personnel training regarding mobile gangs is critical to this plan.

Chief administrators of involved agencies will need to educate legislators about the complexity of the problem of mobile gangs and enlist them to assist by passing legislation aimed at cross-jurisdictional gang crime and penalty enhancements. Identified mobile gangs and gang members would be "flagged" in databases and court records for intensive focus on enhanced supervision and/or detention. Other restrictive measures should also be considered, such as enforcement of the Street Terrorism Enforcement and Prevention (STEP) Act (California Penal Code Section 186.22) or civil abatement considerations where an affected city initiates a civil lawsuit against a gang to prohibit them from associating in specific areas. The cost of this plan is minimal and may be funded through narcotic asset seizures, though interagency cooperation will eventually lead to combining resources in order to minimize costs.

This strategy is not only geared toward the issue of gang mobility by using multi-agency resources, but also the issue of gangs in general, by enhancing communication among affected jurisdictions on a large scale



basis and taking steps to protect the constitutional rights of gang members thus reducing intervention demands of ACLU or other special interest groups. It is seen as a suppression effort only and is separate from any educational programs that may operate concurrently with this program. All communities infected by gangs, whether mobile or turf oriented, will benefit from this plan. Current computer technology exists to make this program work. Administrators and legislators will need to actively promote the implementation of this model in an effort to reduce governmental red tape and set the foundation before the mobility problem erupts to a point that it can't be controlled.

### ***Conclusion***

This study clearly presents the importance examining gang mobility and providing it with serious consideration in planning for the future of law enforcement as it relates to gang enforcement strategies. At the beginning of the study, the author identified the issue and sub-issues. The conclusions reached with respect to the sub-issues are as follows:

- **What communications techniques will be used for tracking cross-jurisdictional Asian gang members?**

Several possibilities exist to address this sub-issue. All are of value and must be considered for implementation jointly. Law enforcement must establish both personal and electronic communication channels among jurisdictions. For electronic tracking and information sharing, guidelines must be created for the collection, retention and dissemination of gang information. Definitions of "gang", "gang member", and "gang related crime" must be consistent across jurisdictions. Building communication bridges among agencies on a national or international basis appears cumbersome, but small and mid-size agencies can begin by creating local networks to accomplish this objective.

Though communications networks help to identify the movement and activity of gang members, they do not ensure the ability to locate them when suspected of a crime. Requiring convicted gang members to wear traceable ankle/wrist bands or other tracking devices as a condition of probation or parole, will require concentrated lobbying efforts to obtain legislation governing these requirements. Nation-wide computerized data bases can also help ensure accurate field identification of gang members through digital photo imaging and fingerprint scanning.

- **How will criminal justice agencies work together to monitor Asian gangs?**

Once a gang member is identified as being a threat to one or several communities, law enforcement agencies must band together with other functions of the criminal justice system to focus their enforcement on selective incapacitation of the individual. This study described a model of bringing police, probation and prosecution into one team, housed in the police department. This team provides a synergistic program whereby gang members are targeted through selected criteria for aggressive suppression tactics of police, strict adherence to gang probation terms by probation and vertical prosecution for any crime by the courts. Blending these three functions of the criminal justice system into one provides immediate case review, tactical planning, expert opinion and focused attention to the goal of selective incapacitation of the gang members. Mutual support is immediate and as such, the speed and quality of communication is greatly enhanced. This permits coordination and strategic planning beyond what would occur through usual channels. Other suppression tactics to consider are civil abatement, utilization of street terrorism laws, criminal racketeering and enactment of additional laws that address cross-jurisdictional crimes committed by gang members.

- **How will law enforcement manage the related constitutional rights issues?**

Clearly, this proved to be the most difficult sub-issue to address. While the protection of individual rights is crucial in a democratic society, the protection of society as a whole warrants almost as much attention, if not more, according to some individuals. During this study, the author talked with several individuals of various professions regarding this sub-issue. There appears to be a feeling among many citizens that they would sacrifice individual rights in order to enjoy a safer society. Unfortunately, this feeling will not prevent intervention by special interest groups, community groups or the ACLU when it comes to law enforcement targeting specific individuals or cultural groups for enforcement.

Law enforcement must make an effort to establish liaisons with members of these groups or organizations in an effort to educate them and, if needed, obtain guidance when dealing with the implementation of the strategies discussed in this study. Law enforcement must show these groups and the general public that their methods of identifying and tracking gang members are above reproach. This can be accomplished by accurate documentation and constant updating, reverification and purging of gang information files. An up-front and open approach prior to enforcement actions is encouraged to avoid conflicts afterwards.

- **What will be the impact of Asian gang mobility on mid-size law enforcement agencies by the year 2004?**

The purpose of the study was to answer this issue question.

Research indicates that this emerging issue, if not properly managed, has the potential to severely cripple law enforcement's efforts at reducing gang violence. While it is doubtful that gangs will ever be totally eliminated, addressing the mobility of gangs, whether Asian or non-Asian, will greatly enhance the ability of law enforcement to impact the amount of violent transient crime attributed to these individuals. The author has presented strategies geared at inter-agency, cross-jurisdictional networks which utilize current technology to focus on any mobile gang. Though mobility was first noticed among the Asian gangs, during the course of this study, the author found that non-Asian gangs are becoming more mobile in their criminal endeavors. The strategies presented are not race or ethnic specific, but apply to all gangs who travel across jurisdictional boundaries.

### ***Recommendation***

This study focuses on suppression tactics only. It is suggested that further study be undertaken to examine gang prevention strategies for law enforcement to consider as a collateral program to the suppression strategies.

## ENDNOTES

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6. Interview with Detective Mark Nye, Asian Gang Expert, Westminster Police Department, November, 1993.
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8. Ibid.
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11. Thomas, Richard F. "A Response to Youth Gangs for Mid-Size Law Enforcement Agencies" Command College ISP #9-0175, 1990, p. 95.

12. Willoughby, Jack "Vietnamese Criminal Activity" New Orleans Police Department, 1992, pp. 20-39.
13. Bibliography Research Services (BRS) "A Comprehensive Search of Social Science Abstracts for Gang Related Research, September, 1993.
14. Interview with Orange County Deputy District Attorney John Anderson, Asian Gang Prosecutor, November 1993.

California. Al Valdez, an authority on gangs, stated: "They are banded together by culture and language resulting in concentrated Asian communities throughout the country."<sup>4</sup> The effect on law enforcement is the unique and complex problem of Asian street gangs. Asian street gangs include those from Cambodia, Vietnamese and Ethnic Chinese from Vietnam, Hmongs and Laotians from Laos. As the demographics of California continue to change, it is anticipated that the number of Asians will increase to 10 million by the year 2000.<sup>5</sup> With that increase comes the potential for an increase in Asian street gangs.

The emergence of Asian street gangs, some of which appear to be quite organized, has presented law enforcement with a problem never before experienced, that is, how to deal with a non-turf oriented, extremely mobile type of gang. With the Asian gangs came a difference in the type of violent crime law enforcement had previously experienced, such as the residential take-over robberies committed against members of their own race.<sup>6</sup> In many communities with a large percentage of Asians, the violence of the Asian gangs is a weekly, if not daily, occurrence.



Asian gangs rarely claim any kind of "turf" as traditional gangs do, and many times they have no ties to family in their city of residence. For example, the Santa Ana Boyz gang has members from Los Angeles, Orange and Riverside Counties. One of the largest gangs, Tiny Rascals Gang (TRG) draws its membership from Fresno to San Diego Counties, a distance of over 400 miles.<sup>7</sup> Asian street gangs have become a mobile criminal enterprise, developing an informal network of contacts throughout the United States, South America, Canada and Southeast Asia.<sup>8</sup> They are known to commit a crime in Southern California one night and continue their crime spree in Northern California or in another state the next night. Consequently, locating them after the commission of a crime frequently leads to other jurisdictions, including those out of the United States.<sup>9</sup>

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"They can literally be in Los Angeles, California in the morning and Houston, Texas the next day by travelling overnight, often in a stolen vehicle. One gang was tracked from Orange County to San Francisco, California, then to Portland, Oregon, on to Seattle, Washington, up into Ontario, Canada, and finally to Houston, Texas. This occurred within a thirty-one day period, travelling by car and leaving the victims of several residential

robberies in their wake. Asian street gangs will be a major law enforcement problem in the 1990's and on into 2000".<sup>10</sup>

Because they are so mobile, it is difficult to track Asian gang members. When one of these gang members is finally apprehended, some of their crimes in other jurisdictions may be overlooked due to lack of cross-jurisdictional communication. Since their activity spreads to several jurisdictions, the approach to combating the mobility problem appears to be a multi-agency one. Richard F. Thomas, a graduate of Command College Class IX, recommended that a study be done on the long-term impact of displacement of gangs on mid-size California cities in the future.<sup>11</sup> To effectively displace gang members who traverse multi-jurisdictions, the enforcement and prevention strategies must also be multi-jurisdictional. Jack Willoughby, a gang expert from the New Orleans Police Department, states:

"The mobility of Asian gangs is a fact that should be stressed in any investigation of these subjects. They can, and will, move from state to state in a day, and at the drop of a hat. Investigation of Asian-committed crimes is all but impossible on a single-city basis. The mobility and nationwide connections of these subjects make it imperative that officers and agents in different jurisdictions cooperate and share information on a regular basis."<sup>12</sup>

An on-line bibliography search of abstracts for publications that are gang related was conducted with the After Dark linkage through the Bibliography Research Service.<sup>13</sup> This search revealed 75 publications dealing with gang-related research; however, none of them addressed the problems of dealing with the mobility of the Asian gangs. Additionally, the six Command College Independent Study Projects (ISP) published to date that deal with gangs were reviewed, and a scan of current law enforcement magazines and journals was conducted. None of them addressed the mobility issue of the Asian gangs. Clearly there is a need to address this emerging issue.

One obstacle that could hinder the success of a program that focuses on a particular minority group is the intervention of special interest groups and the American Civil Liberties Union (ACLU). Since this type of program deals with targeting particular ethnic minorities (i.e. Asians) in the suppression efforts, it is likely that special interest groups and the ACLU will have an interest in the strategies used for targeting individuals. In Westminster, California, a civil suit was initiated against a local gang to prohibit them from associating together in certain areas of the city. The ACLU became very active, representing all 34 gang members in the civil

hearing to obtain a permanent restraining order.<sup>14</sup> Additionally, the ACLU is currently challenging the gang information housed in the General Recording, Evaluating and Tracking (GREAT) computer in a law suit against the Orange County District Attorney's Office which houses the system's central node. This issue was also identified as a possible future study by Richard F. Thomas in his study of law enforcement's response to youth gangs.<sup>15</sup> It is apparent that managing constitutional rights issues related to gang enforcement must be considered in any enforcement plan. A Relevance Tree was used to assist the author in determining the following issue question and sub-issue topics.

To develop the Relevance Tree, the gang mobility issue was presented to experienced gang investigators in the Westminster Police Department, Sergeant Jack Davidson, Detective Mark Nye, Detective Luis Santaella and Deputy Probation Officer Steve Sentman. A discussion and brainstorming session was facilitated by the author to develop related issues associated with the issue of gang mobility and that may impact law enforcement's efforts at managing the mobility issue in the future. At the completion of the discussion, the panel determined that most of the related issues

branch off of three key sub-issues. The Relevance Tree in Illustration #1 depicts the panels consensus of the issue and related sub-issues and how they branch off of each other. The gang mobility issue is the main trunk of the tree which supports the three secondary trunks which are the sub-issues.

#### The Issue Question

*What will be the impact of Asian gang  
mobility on mid-size law enforcement agencies  
by the year 2004?*

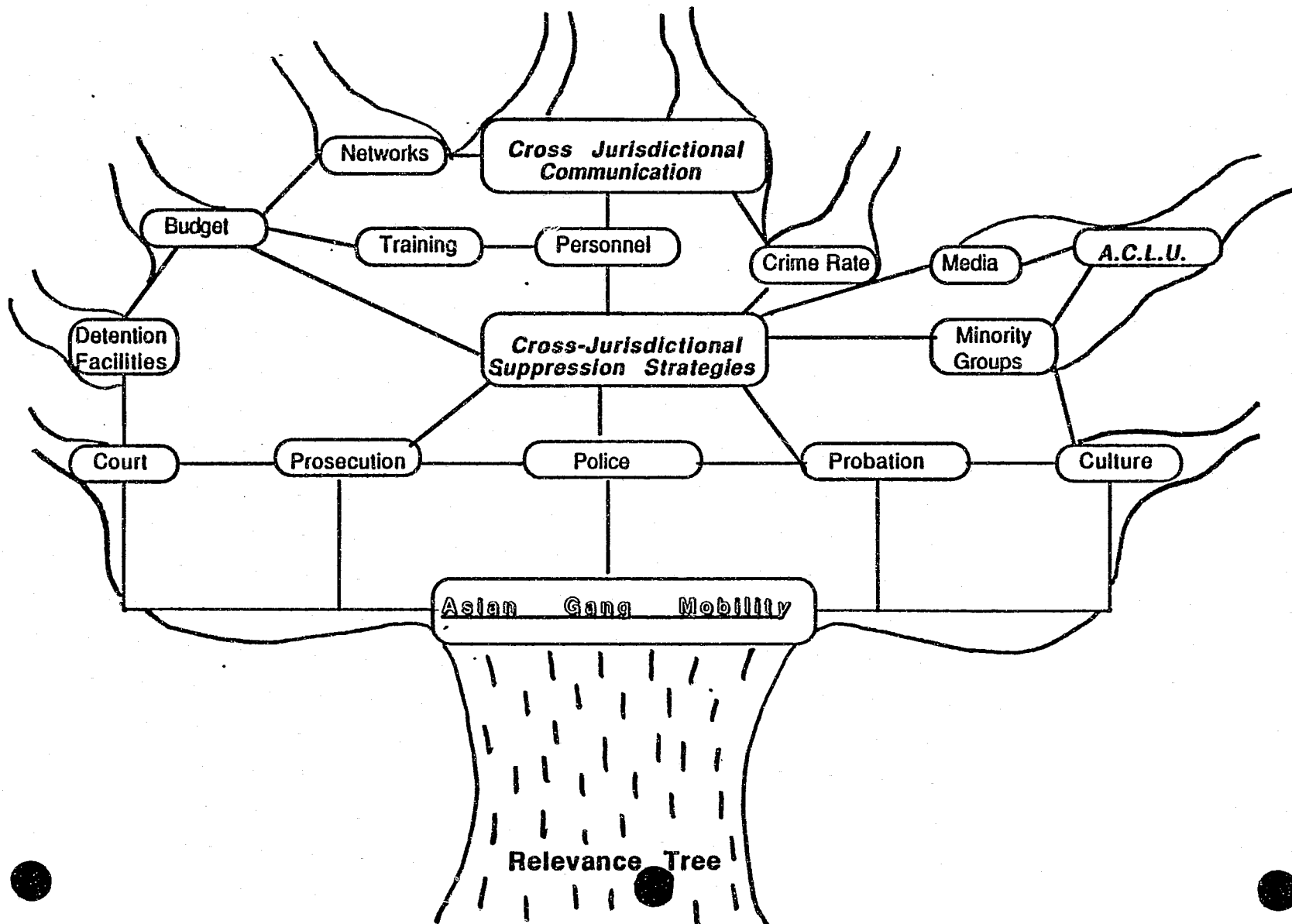
This issue was chosen because research shows it to be an emerging issue that poses a significant problem to law enforcement which has not previously been addressed in preparing for the future. Mid-size agencies are limited in their resources and seem to bear the brunt of the problem. The year 2004 was chosen because continued emigration of Asians into the United States will most likely have an effect on the issue as more at risk youths enter the country. Law enforcement is frequently slow to react to emerging problems, therefore, looking out at this issue ten years from now seems to be a reasonable time frame.

### The Sub-Issues

1. *What communications techniques will be used for tracking cross-jurisdictional Asian gang members?*
2. *How will criminal justice agencies work together to effectively monitor Asian gangs?*
3. *How will law enforcement manage the related constitutional rights issues?*

The sub-issues were chosen because they had not yet been addressed in past research and they appear to have a strong impact on the issue question as evidenced by the Relevance Tree. Additionally, sub-issue #2 and #3 were recommended as future study topics in an ISP by Richard F. Thomas of Command College Class IX. It is felt that a study of the issue and sub-issues will provide law enforcement with future remedies for an emerging critical problem.

Illustration #1



## FORECASTING THE FUTURE

### Introduction

Research material indicates that Asian street gang mobility is an emerging issue that will impact law enforcement agencies, specifically mid-size agencies. This study is designed to provide the reader with the methods used to develop and explore possible futures using existing trends and hypothetical events which interact with these trends.

### Futures Methodology

The Nominal Group Technique (NGT) was used to develop a list of trends relating to this issue and a list of events that may impact the issue or other events. Invited to participate on the NGT panel were members from law enforcement, city government, private business and academic research. It was decided to assemble a broad range of experience both inside and outside of law enforcement in an effort to obtain different perspectives on the issue and sub-issues. Below is the list of panel members.

Jack Davidson: Sergeant, Westminster Police Department gang team.

Mark Gibboney: Captain, El Monte Police Department and Command College



Class 15 graduate.

John Hensley: Captain, Manhattan Beach Police Department and current Command College Class 20 participant.

Douglas Kent: Information systems/data analyst and program evaluation consultant and lecturer at California State University, Long Beach.

Orville King: Lieutenant, Orange County Sheriff's Department and coordinator of the Orange County Chiefs' and Sheriff's Association Project No Gangs. Current Command College Class 21 participant.

Julie Newell: Retired police officer, owner of Newell Enterprises Private Security.

Mike Sellers: Lieutenant, La Palma Police Department and current Command College Class 21 participant.

Steve Sentman: Deputy Probation Officer, Orange County Probation Department assigned to Gang Violence Suppression.

Dr. Peggy Smith: Criminal justice researcher and retired professor from California State University Long Beach. Former coordinator of the Orange County Gang Incident Tracking System (GITS).

Linda Swain: Principal Personnel Analyst, City of Huntington Beach.

Al Valdez: District Attorney Investigator, Orange County District Attorney's Office and author.

### The Nominal Group Technique Process

The issue and sub-issue statements were presented to the panel and each member was first asked to privately list trends and then events that relate to the issue. To assist in developing the trend and event statements, the following developmental question was presented: What are the most important trends/events that may affect law enforcement's ability to deal with Asian gang mobility over the next ten years? The confidential lists were collected and transferred to flip charts, posted on the wall and discussed in a round-robin fashion for clarification and relevance to the issue. A voting and ranking process was conducted to obtain a consensus for the selection of the top ten trends and events.

### Trend Definition

A trend is a series of events by which change is measured over time. It contains events that are related and can be forecasted, but does not include a predetermined measurement. In other words, a trend measurement can show an increase, decrease, or no change at all. Therefore a statement that has a predetermined measurement is presumptive and would lead the panel in a stated direction during the forecasting process.

### Identifying Trends

The NGT Panel first silently generated a total of 58 trends. These trends were listed on flip charts to allow for a round-robin discussion of each trend for relevance, clarification, or any predetermination contained in the statement. Through discussion and combining duplicate trends, the list was reduced down to 37 trends (Appendix A).

Each member of the panel was then instructed to vote for the twenty trends that they felt were most important to the issue. The votes were tabulated to obtain the top twenty trends. These twenty trends were listed on flip charts for further discussion and clarification. Each member was then asked to select their top ten trends and rank them from one to ten, with their number one choice receiving 10 points, number two choice 9 points and so on. These votes were tabulated to determine the top ten trends based on the number of points given to each individual trend. The following is a list of the top ten trends as selected by the panel at the conclusion of the NGT process.

**1. Number of multi-jurisdictional law enforcement/criminal justice services directed at Asian gangs.**

Defined as the number of multi-agency services that exist to address Asian gang issues. This includes federal, state, county and local agencies.

**2. Impact of Asian organized crime on Asian street gang activity.**

The panel defined this trend as the amount of influence and to what extent Asian organized crime members affect the criminal sophistication of Asian street gangs.

**3. Amount of tracking of different Southeast Asian groups.**

Defined as the amount of tracking of different Asian cultures such as Chinese, Laotian, Vietnamese, etc. The opinion of the panel was that these cultures migrate to different parts of the state where they form their own enclaves thus attracting members of their own race/culture. For example, when looking for a Vietnamese gang member, police would likely concentrate on Vietnamese communities rather than Chinese.

**4. Amount of local government economy.**

Defined as the amount of funds available to local municipalities from the county, state or other revenue sources.

**5. Demographic changes regarding Asians.**

Defined as not only the cultural diversity of the State, but also in specific areas such as Koreatown in Los Angeles, or Little Saigon in Westminster.

Also considered was the number of different cultures entering the state

and age make-up of the state. The panel elected however, to restrict the trend to focus on the cultural diversity issue not on age.

**6. Amount of funding available for joint agency task forces.**

Defined as the amount of funds used to form and operate joint agency task forces designed to address a specific problem. The panel discussed the tendency of agencies to avoid the inter-agency concept in order to keep their resources within their own jurisdiction.

**7. Number of Asian gangs.**

Defined as the number of Asian street gangs in the country.

**8. Amount of exploitive media coverage of gangs and suppression activities.**

Defined as the amount of publicity given to gang issues by the media. The panel felt that most of the media coverage worked to exploit the gangs while portraying police suppression efforts as excessive or unwarranted.

**9. The quality of cultural/race relations.**

Defined as the quality of, rather than the amount of, cultural/race relations programs. Considerable discussion was held to clarify exactly what the panel members meant by the word "quality." At first, some looked at good quality and bad quality as two different trends and had trouble looking at quality, good or bad, as a whole. Quality is defined is

defined to include both good and bad. If the trend line increases, the quality is improving, if it decreases, the quality is worsening.

**10. Number of law enforcement personnel assigned to gang enforcement.**

Defined as the number of personnel assigned to Asian gang crime as their primary responsibility. The panel felt some agencies, though they had the funds, failed to commit personnel to the problem or denied even having a problem.

Forecasting Trends

At the completion of the NGT process, the same panel participated in a Modified Delphi process to forecast the trends. To assist the panel in clearly understanding trends and how to forecast them, graphs were used to show the pattern of current measurable objective trends and how they have progressed to today. Each member was asked to complete the graph as they felt the trend would continue in the future. These were collected and traced onto an overhead transparency producing a spidergraph. This allowed the panel to realize that there would be a variance between their responses depending upon their profession, experience, expertise and knowledge of the specific trend.

The panel was told to use a base number of 100 for each trend as it exists today, in 1994. They were then asked to think back 5 years and also to project out 5 and 10 years and provide a number they felt the trend was or would be in comparison to 1994. For example, if they felt a trend would double five years from now they would score it at 200. These numbers were collected and tabulated to obtain the high, low and median projection of the group for each trend. A Trend Evaluation Form (Table #1) displays the panel's results. The information in the table was then used to present a graphical depiction of each trend. The following graphs present a complete picture of the trend forecasting process including a brief explanation of the panel's forecasting results as to how they felt the trend would unfold within the next ten years.

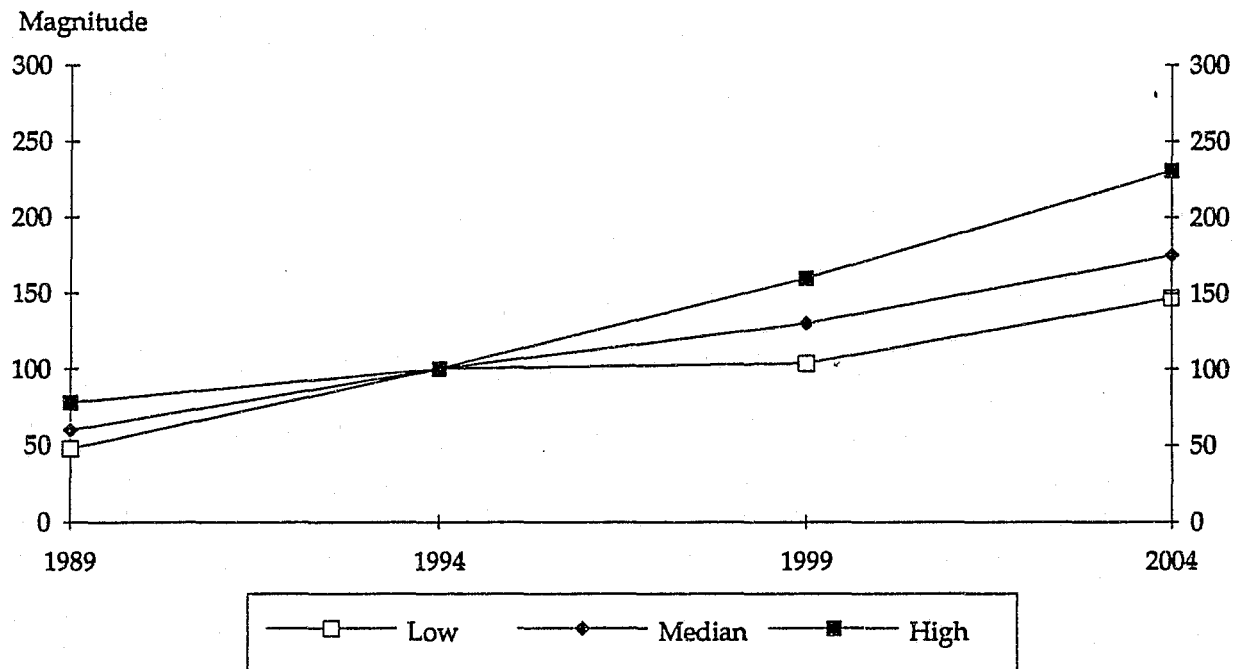
**Table #1**  
**TREND EVALUATION**

Consensus Panel N=11

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	Five Years Ago	Today (1994)	5 Years From Now	10 Years From Now
1. No. of multi-jurisdictional law enf. services aimed at Asian gangs.	Low/Median/High 48/60/78	100	Low/Median/High 104/130/160	Low/Median/High 147/175/231
2. Impact of Asian organized crime on street gang activity.	30/70/79	100	119/140/185	141/175/208
3. Amount of tracking of different Southeast Asian groups.	21/50/66	100	120/140/158	148/175/236
4. Changing local government economy.	Provided	100	80/110/120	127/141/199
5. Demographic changes regarding Asians.	Provided	100	119/140/180	153/180/270
6. Amount of funding available for joint agency task forces.	62/80/98	100	103/120/135	104/130/178
7. Number of Asian gangs.	33/60/85	100	120/125/160	136/175/215
8. Amount of exploitive media coverage of gangs and suppression activities.	26/60/88	100	113/120/155	115/140/195
9. The quality of cultural/race relations.	47/75/101	100	92/125/151	96/140/191
10. No. of law enforcement personnel assigned to Asian gang enforcement.	40/60/85	100	108/120/148	110/140/213



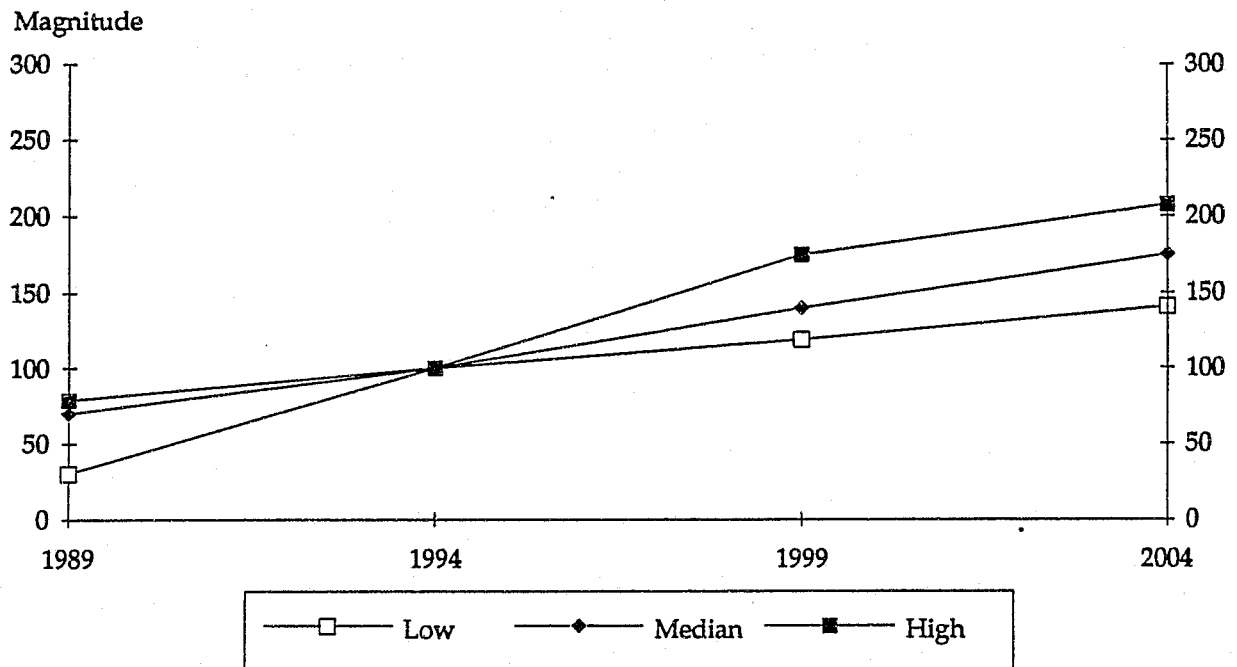
Illustration #2



**Trend #1:** The number of multi-jurisdictional law enforcement/criminal justice services aimed at Asian gangs.

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. The median projection on the graph depicts the panel's general consensus that multi-jurisdictional programs will gradually become more prevalent in the future which should directly impact the mobility issue.

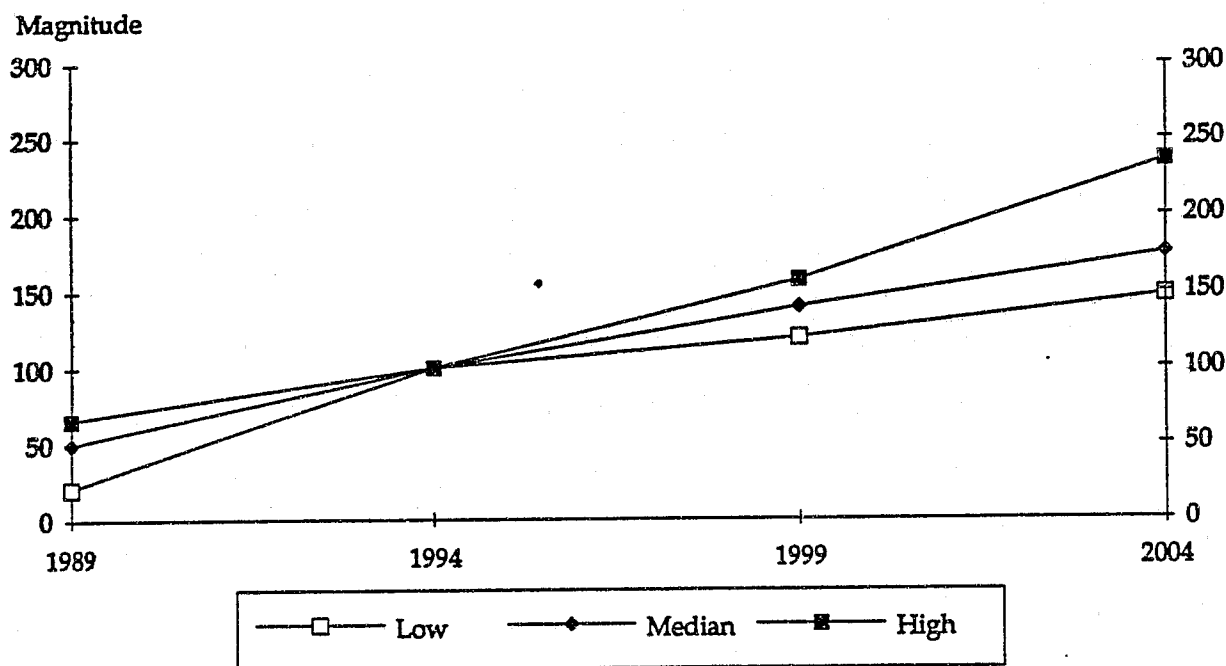
Illustration #3



**Trend #2: Impact of Asian organized crime on Asian street gang activity.**

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. Notice the closeness in the high and median scores for five years ago. This indicates that the majority of the panel felt Asian organized crime has influenced Asian street gangs for quite some time, and is expected to nearly double in ten years. An increase in the influence of Asian organized crime would negatively impact the issue.

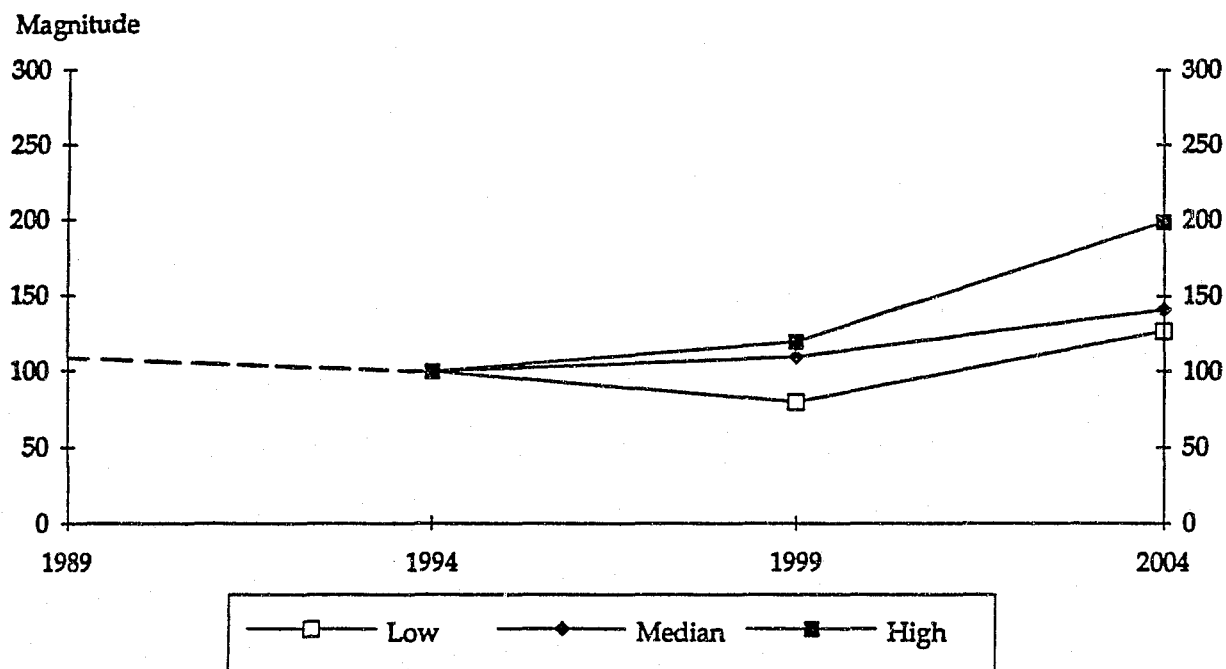
Illustration #4



**Trend #3: Amount of tracking of different Southeast Asian groups.**

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. The low and median projections at year 2004 indicate the majority of the panel felt this trend would increase steadily. A small number of panel members felt the trend would make a rapid increase between 1999 and 2004. The ability to better track different Asian groups directly relates to the ability to address the gang mobility issue.

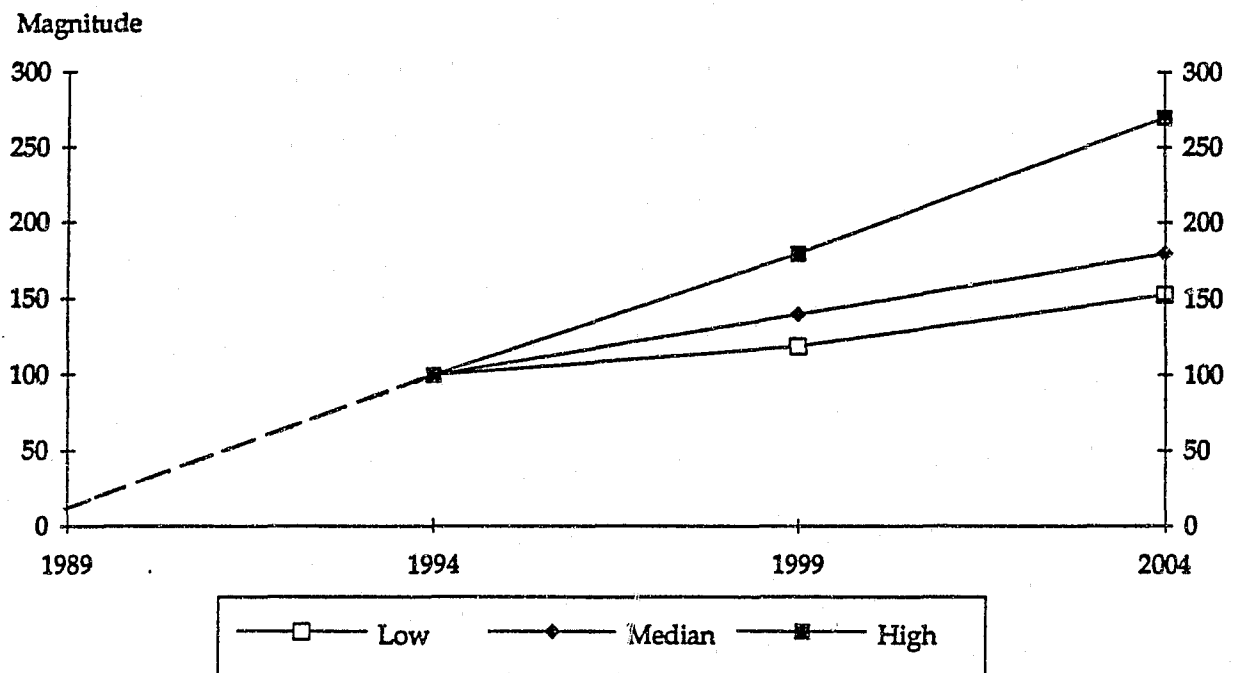
# Illustration #5



## Trend #4: Changing local government economy.

The majority of the panel felt that the trend has increased in the past five years, but will begin to level off over the next ten years nearly to where it was five years ago. A small number of panel members felt the trend had decreased over the last five years but would begin to climb with a rapid increase between 1999 and 2004. The 1989 forecast of the panel was not included as the true trend was available. Law enforcement can't effectively network with other agencies if it lacks the necessary funding.

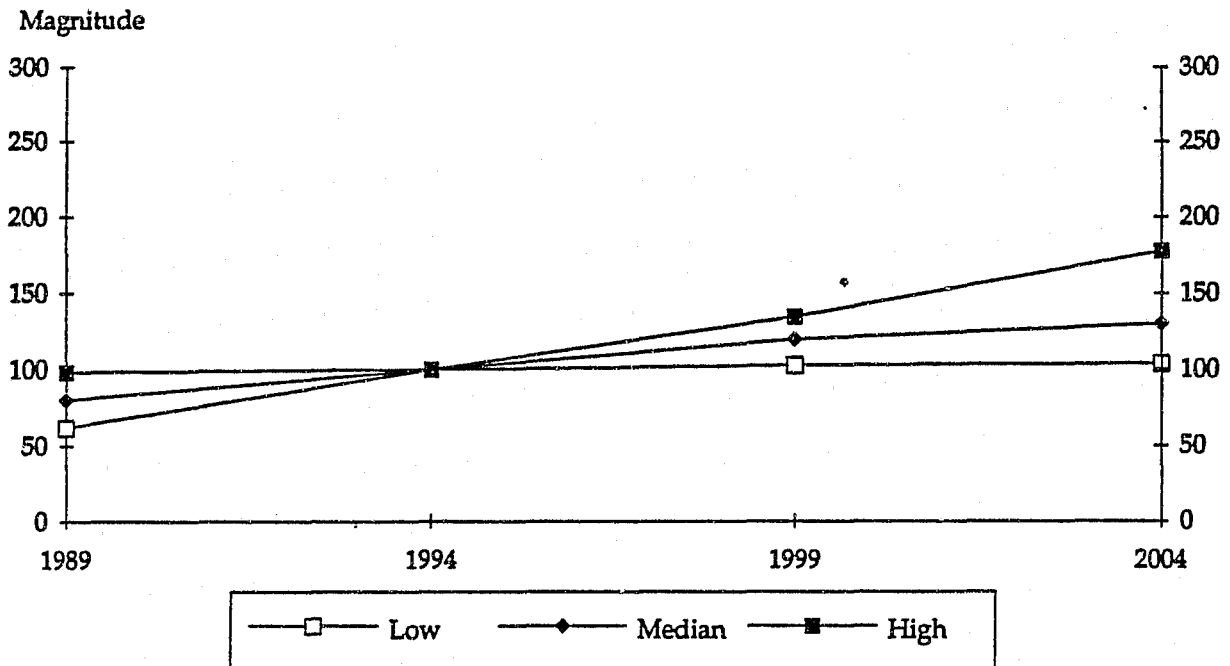
Illustration #6



**Trend #5: Demographic changes regarding Asians.**

The entire panel forecast this trend as continuing to increase over the next ten years with a small number of panel members seeing a rapid increase after 1999, which is attributed to the change in control of Hong Kong. The 1989 forecast of the panel was not included as the true trend was available. As Asian communities develop in other areas gangs will have more areas to victimize and thus, increase their mobility.

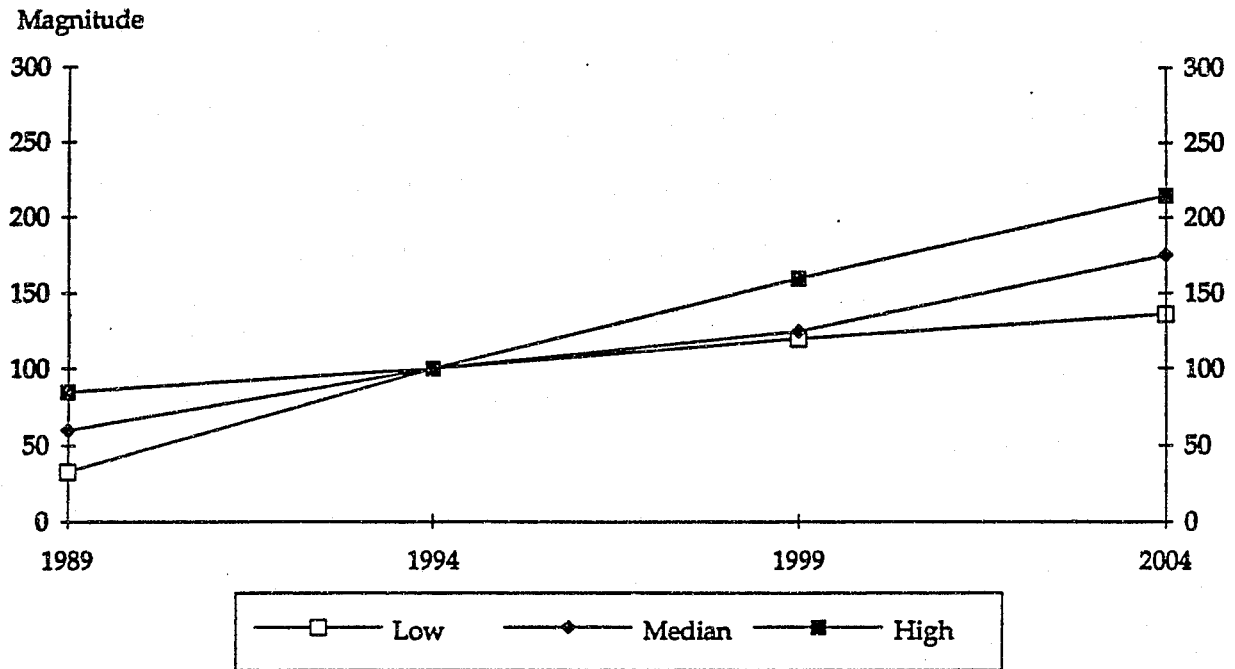
Illustration #7



**Trend #6:** Amount of funding available for joint-agency task forces.

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. Notice the difference between this graph and Trend #1 (Illustration #2). While the panel felt that multi-jurisdictional law enforcement services would increase, the majority felt that the funds available for joint-agency task forces would decrease. This indicates that the multi-jurisdictional services would be aimed more at cost saving programs rather than task force enforcement programs. To address gangs that traverse many jurisdictions, inter-agency projects need funding.

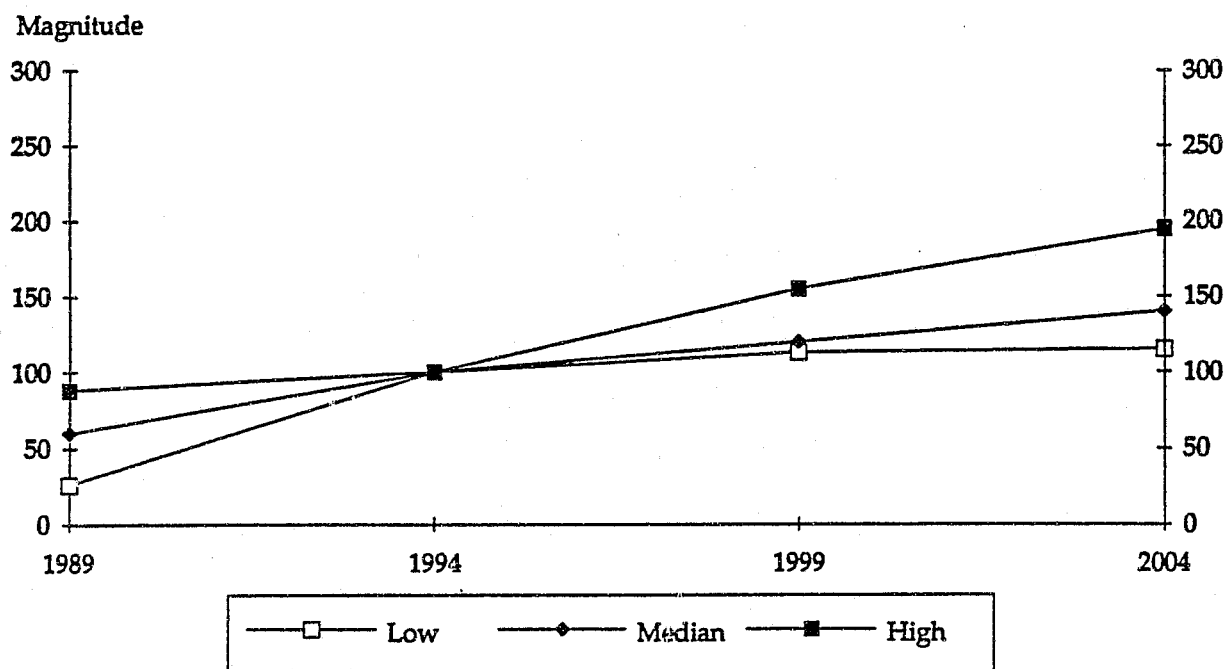
Illustration #8



**Trend #7: Number of Asian gangs.**

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994 due to poor documentation by agencies dealing with Asian gangs and the mobility of the gangs which makes it difficult to obtain an accurate number. The panel agreed that the number will increase with the most rapid increase coinciding again with the control change of Hong Kong in 1999. It was a surprise to the author that the 10-year projection for this trend was not higher, since the panel felt that Asian gangs were growing rapidly. The graph doesn't depict a rapid growth, but rather a gradual one. This closely resembles Trend 5 (demographic changes). As the number of gangs increase, the task of tracking their mobility becomes more cumbersome.

Illustration #9

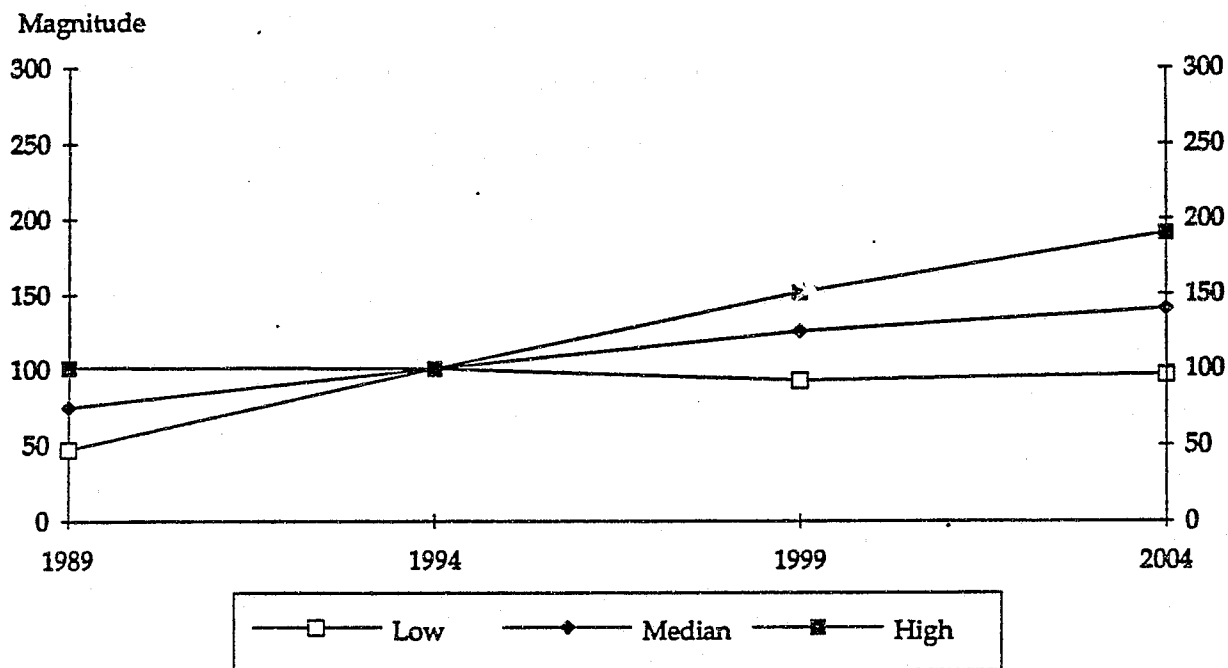


**Trend #8: Amount of exploitive media coverage of gangs and suppression activities.**

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. The graph depicts the majority of the panel's feeling that gang activity will eventually become "accepted" by the public and therefore become less newsworthy. Some felt, however, that it would increase to nearly double in ten years. The influence of media on the public regarding this issue could result in a lack of support of law enforcement programs by some groups or individuals.



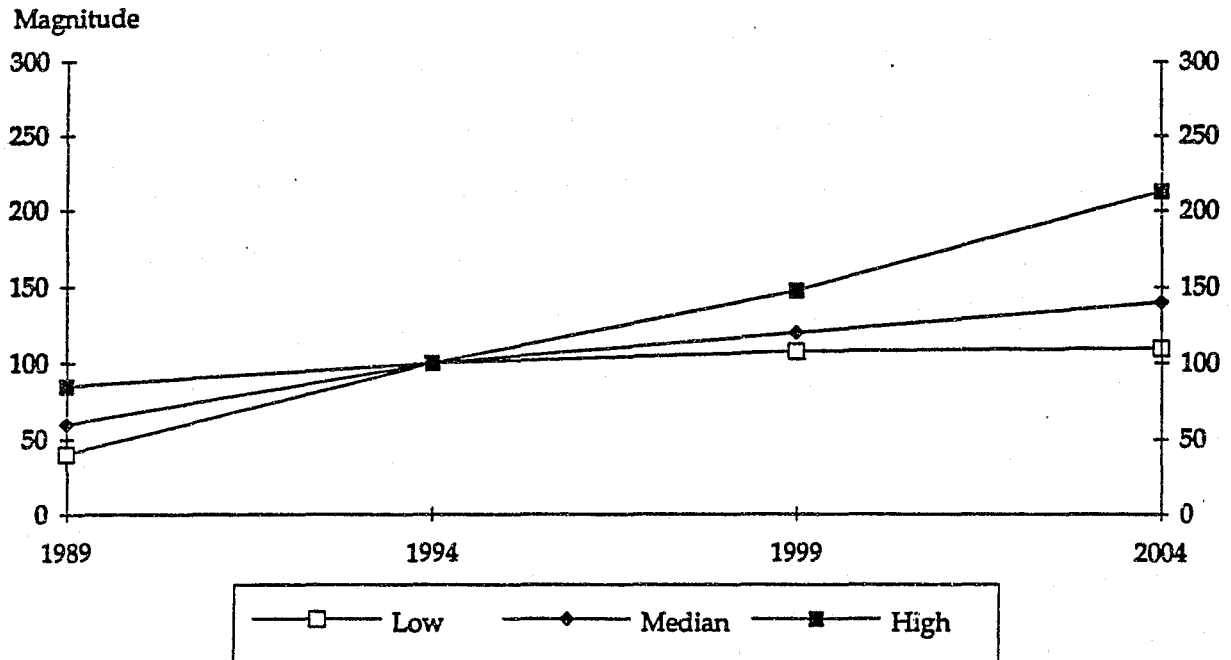
Illustration #10



**Trend #9: The quality of cultural/race relations.**

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. Only a very slight increase is indicated here. Part of the panel felt this trend had reached its high point and would not change significantly over the next ten years. This trend is not seen as directly impacting the issue other than law enforcement better understanding the Asian culture.

Illustration #11



**Trend #10:** Number of law enforcement personnel committed to Asian gang enforcement.

Objective data for the trend five years ago could not be substantially documented to provide information to the panel as to the true trend from 1989-1994. Again, a small part of the panel forecast a rapid increase, while the majority felt it would be a gradual insignificant increase. This trend coincides with Trend 6 (Illustration #7, amount of funding for joint-agency task forces). The implication is that funds will not be available to commit personnel to Asian gang enforcement.

### Trend Summary

It is interesting to note that all trends increased with the exception of Trend 4 (local government economy) which ranged from a rapid increase to a very small increase to a small decrease. The increase in three of these trends (#2 impact of Asian organized crime, #3, demographic changes and #7 number of Asian gangs) will negatively impact the issue, while the remaining trends will positively impact the issue.

### Event Definition

An event is a discrete, one-time occurrence. In other words, an event is a one-time occurrence that can have an impact on the issue or other events. Using the same process as they did for trends, the panel was reconvened to generate a list of future events that could impact the issue. The panel was instructed to avoid listing natural or man-made disasters such as floods, fires, earthquakes, war, etc. though some panel members felt that Asian gangs might take advantage of such a disaster to enhance their criminal enterprises.

### Identifying Events

The panel first silently generated a total of 55 events. They were listed on flip charts and clarified by the group in the same manner as the trends which resulted in reducing the list to 41 events (Appendix B). The panel was then asked to individually vote for their top twenty events. Once the top twenty events were listed and discussed, the panel was asked to select their individual top ten events by using the same ranking and voting process they used for the trends. The following is a list of the panel's top ten events in rank order.

**1. Funds for criminal justice are slashed.**

Defined as an immediate drastic cut in funds to local law enforcement agencies provided by federal, state and county government. This would occur as a result of failing economy or a side effect of some other major occurrence requiring these funds to be diverted to other areas. The 1994 bankruptcy of Orange County is an example of this.

**2. Legislation bans possession/sale of firearms by persons in the 18-25 year old age bracket.**

Defined as an aggressive legislative act that prohibits possession/sale of firearms directed toward 18-25 year olds or any other person with a past criminal conviction of a violence or weapon related crime.

**3. New technology developed to track gang members.**

Defined as a significant technological development for law enforcement that allows sharing of information and tracking of identified gang members.

**4. Court decision restricts police from gathering gang intelligence.**

Defined as a Supreme Court decision that restricts police from maintaining intelligence files on gangs and gang members based solely on their membership in a gang.

**5. Creation of a federal Asian gang intelligence computerized clearinghouse.**

Defined as the creation of a federally funded computerized clearinghouse for the specific purpose of collecting and distributing intelligence information which is supplied by all federal state and local agencies through a Wide Area Network (WAN).

**6. Gang member identification methods of police for targeting Asian gang members for prosecution is challenged.**

Defined as opposition by special interest groups, defense attorneys and the ACLU to the methods utilized by police for identifying an individual as a gang member and, as a result, targeting the individual for enforcement alleging the enforcement is merely for being a gang member.

**7. Court decision restricts police from taking gang photos.**

Defined as a court decision prohibiting police from taking non-custodial photographs of suspected or admitted gang members, not suspected of specific criminal activity, for use in intelligence or gang photo books or photo line-ups.

**8. An amendment to the U.S. Constitution declares societal rights take precedence over individual rights.**

Defined as concern for public safety becoming so great that many U.S. citizens become willing to give up some of their individual rights over the rights of society as a whole to ensure a safer living environment resulting in the proposal and adoption of a constitutional amendment by legislature.

**9. A high ranking law enforcement official is killed in an ambush by an Asian gang.**

Defined as a high ranking law enforcement official, deliberately ambushed and killed by an Asian gang member. The killing is due to the officials position as a statement of control and power by the gang.

**10. The ACLU seeks a court decision to prevent task force enforcement aimed at specific race.**

Defined as aggressive ACLU intervention in the suppression tactics used by police directed at specific races. This would be accomplished by lawsuits on behalf of gang members and special interest groups.

### Forecasting Events

At the completion of the NGT process, the same panel was asked to participate in a Modified Delphi process of forecasting the probability of each event occurring and when they felt it would first occur. They were first asked to attempt to determine when the event would first occur using zero as the base number for this year (1994). The next step was to forecast the percentage of probability that the event would occur 5 and 10 years from today.

To avoid having a lower probability at 10 years than at 5 years, the panel was instructed that once an event had a probability of occurring, that probability remains; at least the same for the entire 10-year period. The panel was also cautioned to avoid scoring an event with a zero probability as that would indicate that it had absolutely no chance of occurring and would conflict with our definition of the "future" as "everything that could ever happen" The panel collectively decided to score at least a 5% as their minimum probability score over the ten year period.

To evaluate the impact each event would have on the issue, the panel was instructed to look at each event as a possible negative and positive impact

and using a scale from 1 to 10, to determine to what degree each one was, realizing that an event can have a high positive and high negative impact at the same time. An Event Evaluation form is used to display the forecasting results of the panel. (Table #2).

At the completion of these processes, the minimum, mean and maximum projection of when the event might occur was calculated as well as the impact of the event on the issue. The nearest time of occurrence coupled with the high probability scores provide the maximum curve, while the farthest time of occurrence and low probability scores indicate the minimum curve. The following pages depict a graphical representation of each event along with a brief explanation of the panel's forecasting results and to what degree the event might impact the issue negatively and/or positively.

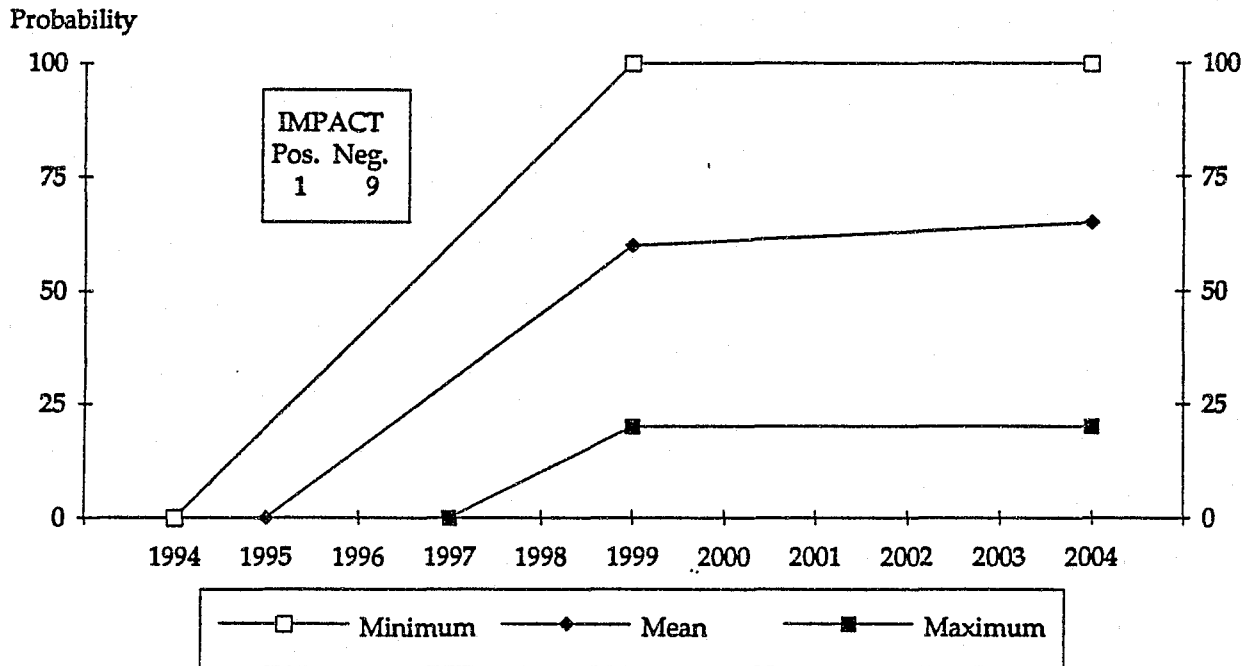


**Table #2**  
**EVENT EVALUATION**

Consensus Panel N=11

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY NOW = 1994		Impact on the Issue Area If the Event Occurred	
		FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
1. Funds for criminal justice slashed.	Low/Avg/High 0/1/3	Low/Avg/High 20/60/100	Low/Avg/High 20/65/100	Lo/Av/Hi 0/1/3	Lo/Av/Hi 8/9/10
2. Legislation restricts sale/possession of firearms to 18-25 yr. olds.	0/2/3	30/62/100	50/90/100	2/7/10	0/3/7
3. New technology developed to track gang members.	1/2/4	30/67/100	50/82/100	5/8/10	0/2/5
4. Court decision restricts police from gathering gang intelligence.	1/3/5	0/40/80	20/50/100	0/1/3	6/9/10
5. Creation of a federal Asian gang intelligence computer clearinghouse.	2/6/10	0/27/70	5/37/80	0/7/10	0/3/10
6. Gang member ID methods of police for targeting Asian gangs is challenged.	0/1/2	30/62/100	40/78/100	0/2/8	5/7/9
7. Court decision restricts police from taking gang photos.	0/3/10	0/42/100	5/51/100	0/.4/2	6/8/10
8. U.S. Const. amendment states societal issues precedent over individual ones.	0/8/10	0/13/70	5/17/85	0/5/10	0/4/10
9. High ranking law enf. official is ambushed/killed by Asian gang.	1/2/5	20/50/100	20/63/100	0/3/8	1/6/10
10. ACLU seeks court decision preventing task forces aimed at specific race.	0/2/5	10/64/100	20/74/100	0/1/8	2/7/10

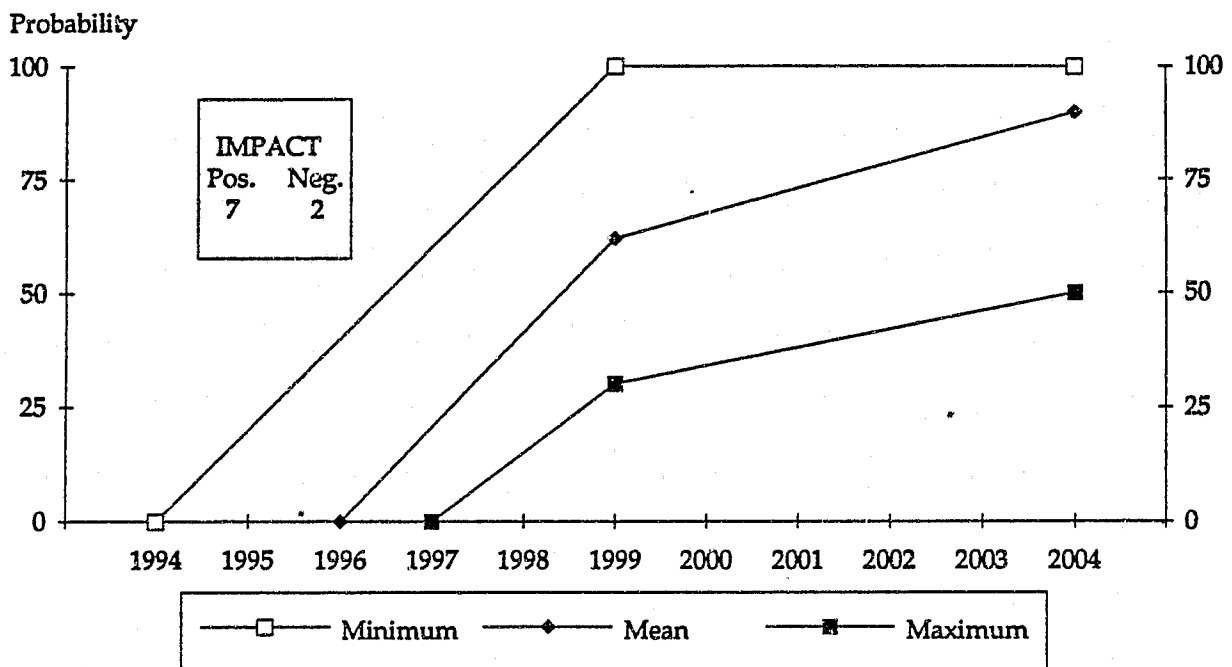
Illustration #12



**Event #1: Funds for criminal justice slashed.**

While this is a high negative impact, it was also felt that it might force agencies to form more joint agency operations. The mean and low scores indicate the panel's general belief that this event could occur within the next two years, but only with a 60% chance. The median projection peaks at 65% indicating that the majority of the panel feel this event does not have a significant possibility of occurring. This could be the driving force to address the issue from an inter-agency approach by combining resources.

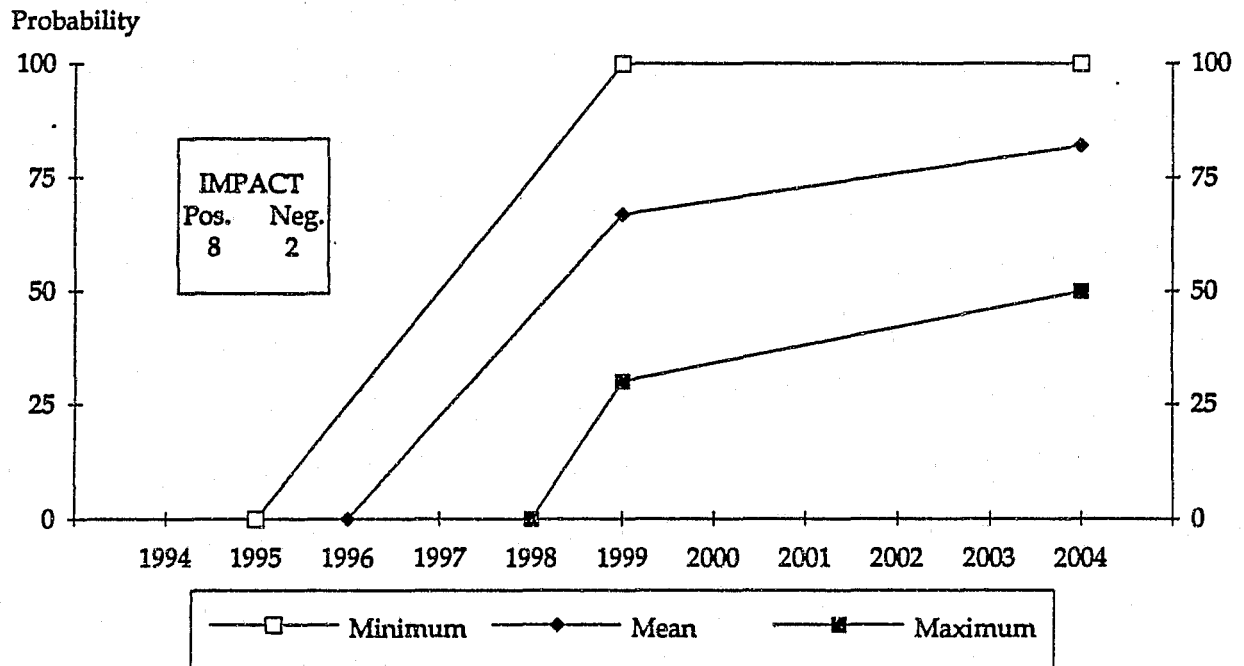
Illustration #13



**Event #2:** Legislation further restricts possession/sale of firearms.

A significant positive impact was forecast, however, some of the panel saw this event as a slight negative as it would still not prevent accessibility of firearms to criminals, only "honest citizens". Notice the rapid upward probability increase of the mean curve. The majority of the panel felt this event had a very strong probability of occurring and may limit mobility since gang members would lack weaponry to commit their crimes.

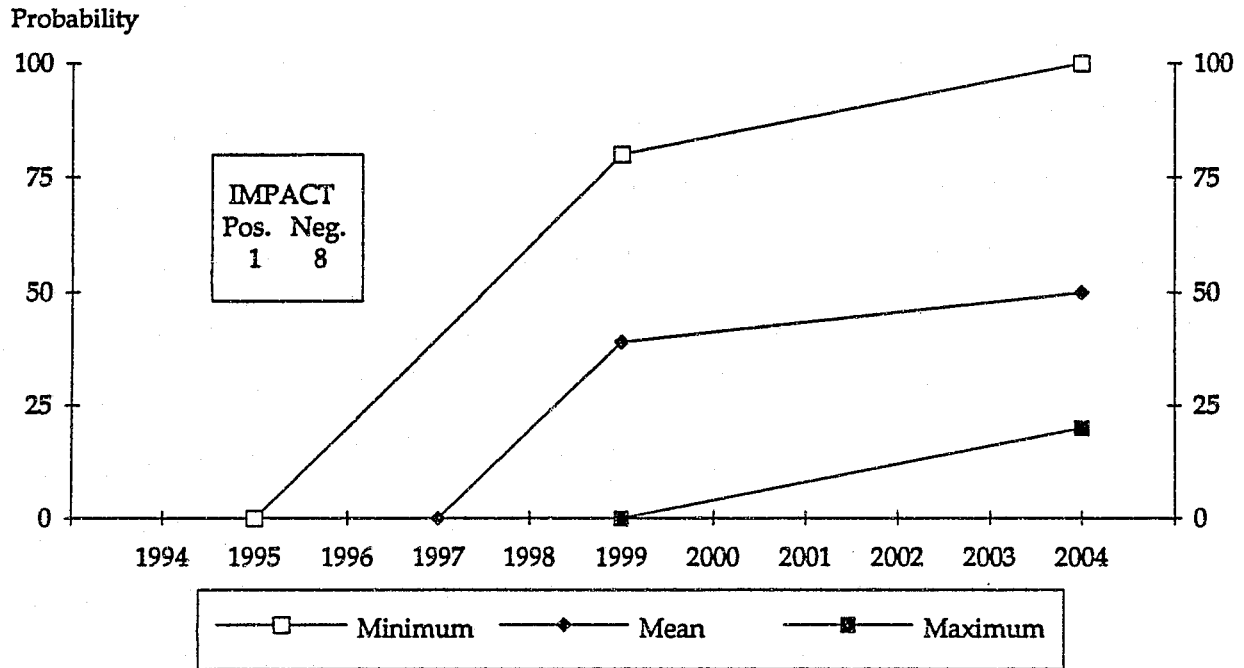
Illustration #14



**Event #3:** New technology developed to track gang members.

While this would have a definite positive impact for the issue, the panel felt that a slight negative impact would be the legalities and cost which could divert resources from other Asian gang efforts. The graph depicts the panel's belief that this event also has a high probability of occurring in the next five years.

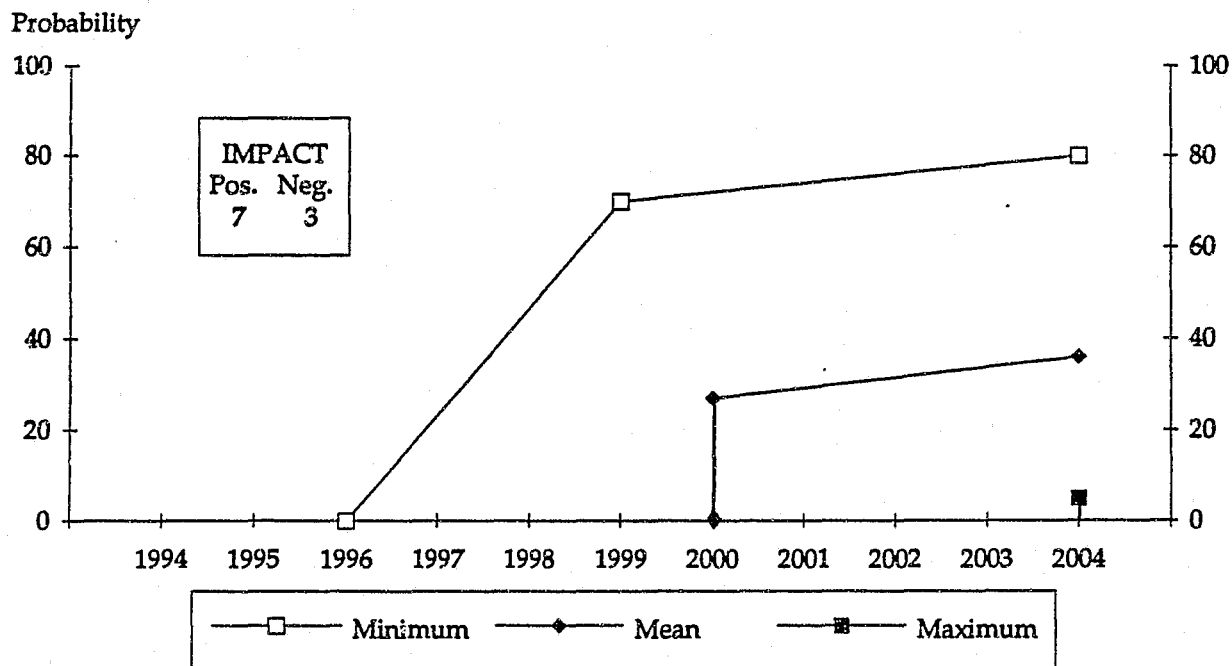
Illustration #15



**Event #4: Court decision restricts police from gathering gang intelligence.**

A decision such as this would have a tremendous effect on the issue. The highest positive impact score from the panel was 3 (one member). It is unclear why some panel members felt this event would positively impact the issue even slightly. The majority of the panel gave a forecast of 50% or less for this event to occur. The occurrence of this event would seriously restrict law enforcement's ability to combat gang mobility.

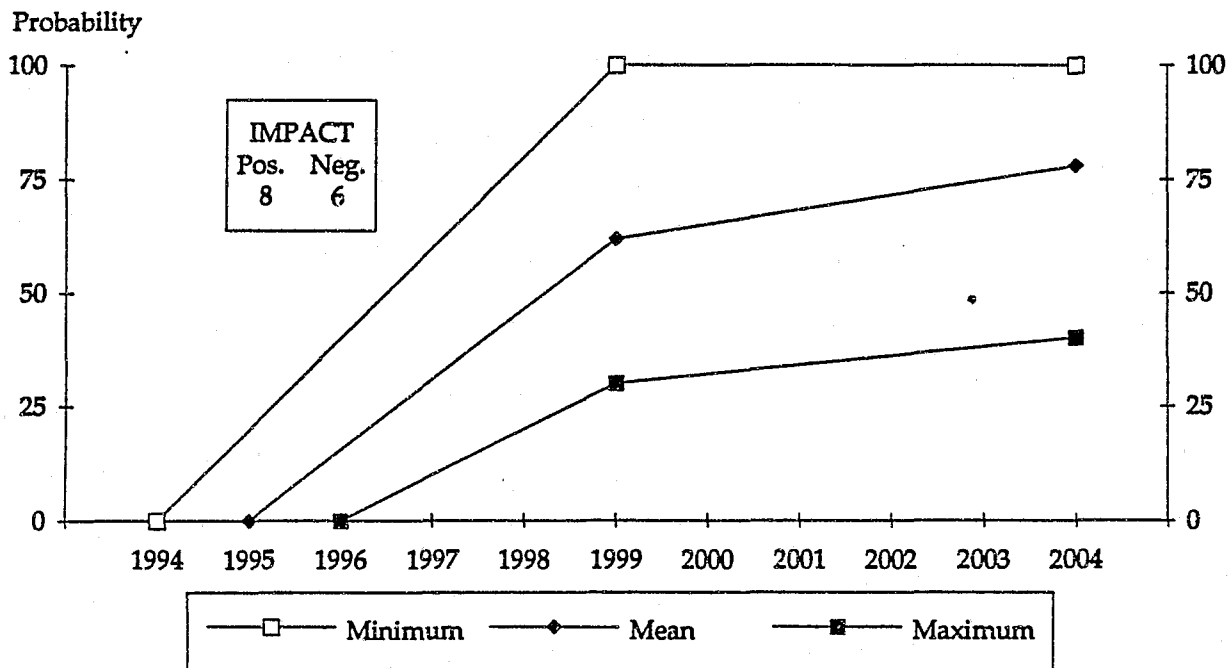
Illustration #16



**Event #5:** Creation of a federal Asian gang intelligence computerized clearinghouse.

The only negative impact the panel saw was a potential problem with the reliability and freshness of the information and security of the WAN. The majority of the panel gave this event a low probability of occurring and if so, not until the year 2000 or after. The highest probability given by the panel was 80%. This event would greatly enhance law enforcement's efforts at addressing the mobility issue.

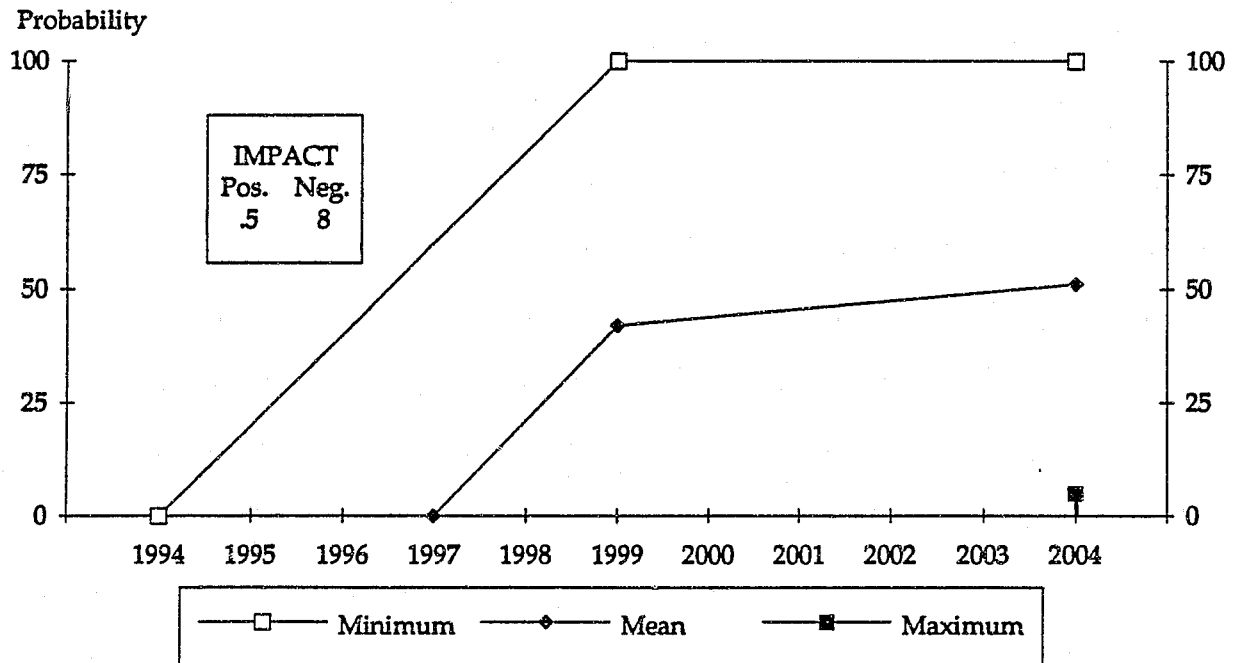
Illustration #17



**Event #6:** Gang member identification methods of police for targeting Asian gang members for prosecution is challenged.

One panel member scored an 8 for a positive impact on the issue. It was felt that a challenge such as this might help to force agencies to improve their identification and tracking procedures. The forecast is that this event will occur relatively soon with a mean probability 62% to 78%. This event would be a drastic set back for law enforcement.

Illustration #18

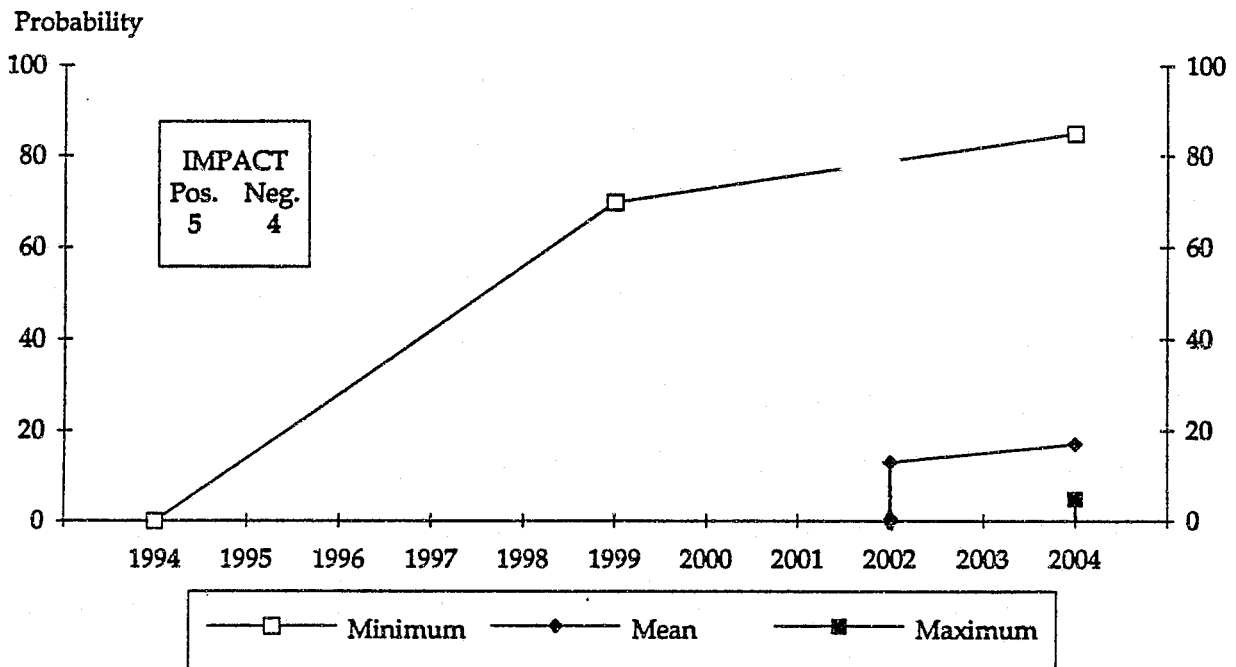


**Event #7:** Court decision restricts police from taking gang photos.

No real positive impact was seen in this event. The ten year probability for this event is very similar to Event 4 (gathering/ gang intelligence) except that a few panel members felt this event would not occur within the next ten years. This event would negatively impact law enforcement's gang intelligence efforts to share with other agencies.



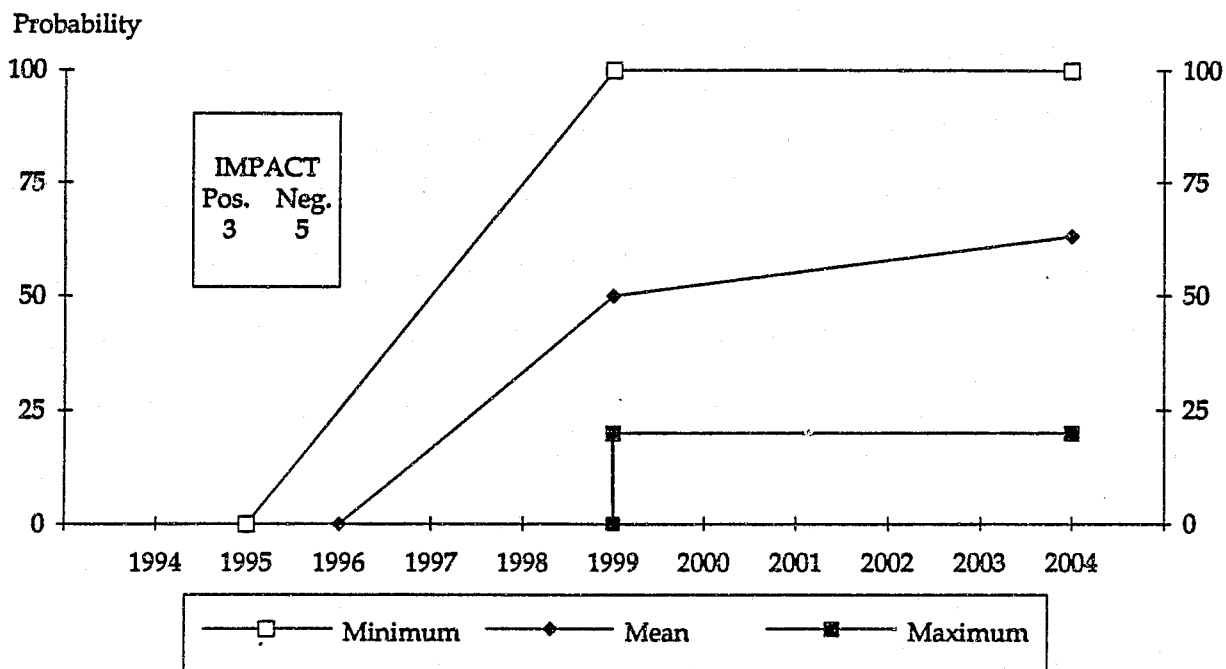
Illustration #19



**Event #8:** A U.S. Constitutional Amendment states societal rights precedent over individual rights.

The positive and negative impacts of this event were very close. The panel agreed that this could be beneficial to the issue, but at the same time, they felt a constitutional amendment would possibly cause more problems among minority rights advocates. The majority forecast is a very low probability of occurrence and if so, not until 2002 or after.

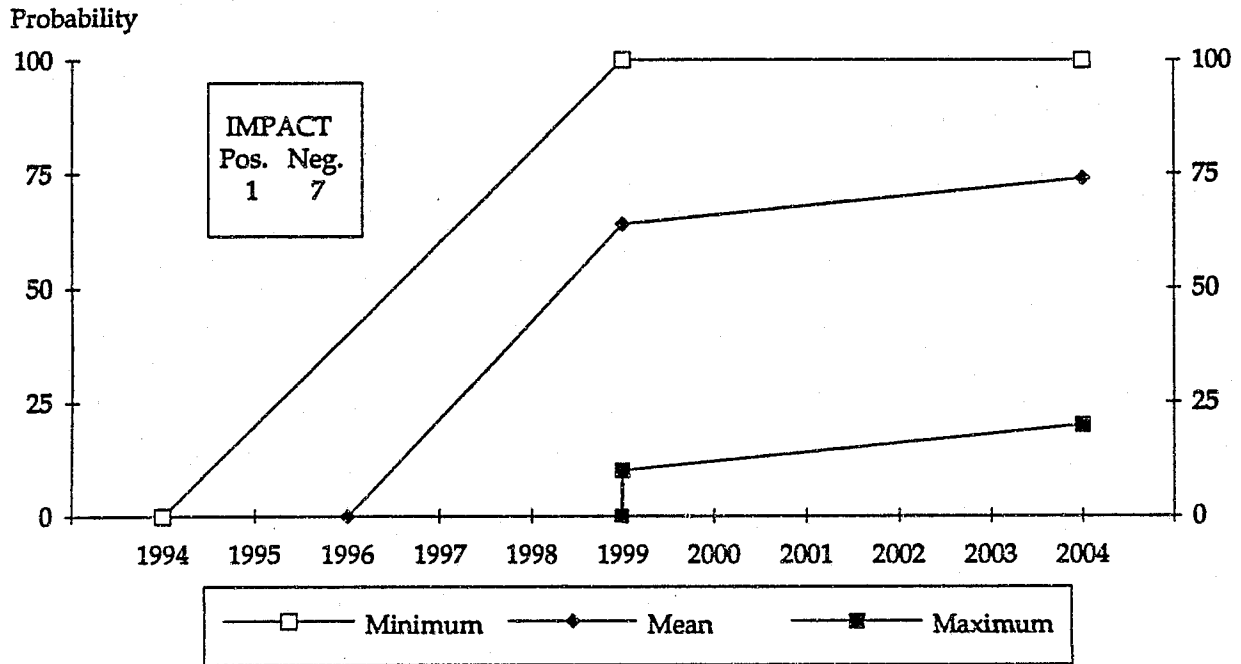
Illustration #20



**Event #9:** A high ranking law enforcement official is ambushed and killed by an Asian gang.

The event scored a medium negative impact and a low positive impact. The panel agreed that this event would definitely bring attention to the issue, but would not necessarily impact it a great deal one way or the other.

Illustration #21



**Event #10:** ACLU seeks a court decision prohibiting task force operations aimed at specific race.

The panel felt that this event would be more negative than positive but it would not be that significant since task forces are addressing criminal activity, regardless of race. Anytime ACLU ties up an issue in litigation, law enforcement activities must be put on hold or altered to conform to expected court decisions. The panel felt that this event really doesn't have a significant possibility of occurring.

### Forecast Summary

The median ten year probabilities of the events forecast E-5 (creation of federal computerized clearinghouse) and E-8 (Const. Amend. for societal over individual rights) as having low probabilities of occurring. E-4 (restriction on gang intel.), E-7 (restriction on gang photos), E-9 (ambush of high ranking law enforcement official) and E-1 (slashed criminal justice funds) are in the mid-probability range of 50% to 65%. The remaining events (E-2,3,6 &10) have probabilities of 74% or greater.

### Event Cross-Impact

Three members of the NGT panel, Jack Davidson, Douglas Kent and Steve Sentman, were reassembled in a Modified Delphi process to consider the impact each event may have on the other. This impact could be negative, positive or no impact at all. The panel was supplied with the average probability of each event as provided by the NGT panel at ten years from 1994. Open discussion was held and scores compared to reach a consensus as to how each event probability would be affected by the separate occurrence of the other events. Table # 3 contains a Cross-Impact Matrix showing the original probability, the percentage of change and the adjusted probability of each event as affected by the occurrence of the other events.

Table #3

**CROSS-IMPACT MATRIX**

	PROB	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Adj.Prob.	A
E1	65	X	0	-6	0	-1	0	0	0	0	0	60	2
E2	90	0	X	0	0	0	0	0	2	-1	0	90	2
E3	82	0	0	X	0	3	1	0	1	0	0	84	3
E4	50	0	1	-5	X	-4	4	5	-1	0	1	51	7
E5	37	0	0	4	1	X	1	1	0	0	1	43	5
E6	72	0	0	0	3	1	X	3	0	0	1	76	4
E7	51	0	0	-1	4	-2	1	X	-1	0	2	53	6
E8	17	3	6	3	-6	14	-3	-8	X	0	-3	21	8
E9	63	0	3	0	-1	1	-1	-2	2	X	-2	63	7
E10	74	1	-1	2	1	1	3	2	-1	-1	X	79	9
R	X	2	4	6	6	8	7	6	6	2	6	X	Tot.

A=Actors R=Reactors All Probability Numbers are Percentages

Event Legend

1. Funds for criminal justice are slashed.
2. Legislation restricts possession/sale of firearms to 18-25 yr. olds.
3. New Technology developed to track gang members.
4. Court decision restricts police from gathering gang intelligence.
5. Creation of a federal Asian gang intel. computerized clearinghouse.
6. Gang member I.D. methods of police for targeting Asian gang members for prosecution is challenged.
7. Court decision restricts police from taking gang photos.
8. U.S. Const. Amend.-- societal rights precedent over individual ones.
9. High ranking law enf. official is ambushed and killed by Asian gang.
10. ACLU seeks court decision preventing task force enforcement aimed at a specific race.

### Cross-Impact Results

The Cross-Impact Chart is designed to show the impact the occurrence of one event can have on the occurrence of the others. An event can't impact itself so an "X" is placed in the grid box for that event. The occurrence of an event can increase, decrease or cause no impact at all on the occurrence of the other events.

In examination of the cross-impact results, it is noteworthy that none of the events significantly impacts E-1, (Funds for criminal justice slashed). Consequently, this event only significantly affects one other event (#3 New technology developed for tracking gang members). Event-10, (ACLU seeking a preventative court decision on police task forces), had an impact on all other events indicating the importance of considering the protection of constitutional rights and ACLU intervention as a sub-issue for this study. With the exception of Event-1, all events either remained the same or had a slight probability increase.

The greatest positive impact was E-8 (U.S. Constitutional Amendment for societal over individual rights) to E-5 (Federal Intelligence Computerized Clearinghouse). This would indicate that once a constitutional amendment

such as this passes, then creation of a federal "big brother" type intelligence unit would become more acceptable. The greatest negative impact was E-8 to E-7 (Court restriction against gang photos). Again, societal rights taking precedence over individual ones would make court decisions such as this less probable. Event-8 also impacted E-4 (court restriction against gathering gang intelligence) in the same manner. Seven events had a probability increase, 2 remained the same and 1 had a probability decrease after completing this process. This resulted in eight of the events having a 50% or greater probability of occurring within the ten year window from 1994-2004.

#### Future Scenarios

The purpose of this section is to provide future scenarios based on the occurrence of one or more of the selected events. A SIGMA Probabilistic Scenario Generator program from Policy Analysis Inc. in Washington D.C. was used to assist in determining which events would be used in the scenarios. The events, final probabilities from the cross-impact process and negative/positive impacts were entered and generated 100 times to provide sufficient data to select events to use. The generator is programmed to begin in 1995 and covers a nine-year period. Therefore,

none of the iterations will show any events occurring in 1994. This will not alter the projections of the NGT panel since none of the events had a significant possibility of occurring in the first year.

The 100 iterations from the scenario generator program were separated by scenarios with the same similarities such as numerous events occurring within the first few years, or all negative events occurring, or most plausible scenarios, etc. After examining these groups of iterations, as well as looking for any unusual iterations, three iterations were chosen for the following scenarios. The three scenarios combined will address all ten events. Additionally, three core trends will be used in each scenario, they are T-4 (Local government economy), T-5 (demographic changes) and T-7 (number of Asian gangs). These core trends were chosen as the author felt they had the greatest impact on the issue. The remaining seven trends will be interspersed throughout all three scenarios.

#### Site of the Study

For the purpose of this study, the City of Westminster, California was selected as the site of the scenarios and for the development of a



strategic plan which will be discussed in the next section. Westminster is a mid-size city in the heart of Orange County, approximately 8 miles inland with a make-up of residential, commercial, light industrial, a major shopping mall and the largest Vietnamese shopping district outside of Vietnam. The majority of the Asian community, known as Little Saigon, is within the city limits and is looked upon as a potential tourist attraction in the future. The population is approximately 82,000 and covers 10.5 square miles. The demographics are 57.5% Caucasian, 21.9% Asian/Pacific Islander, 19.1% Hispanic, 1.5% other.

Westminster has the first elected Vietnamese councilman in the State and a very well organized Asian Chamber of Commerce and various other Asian groups. In 1988, the first police chief selected from outside the agency, was hired. He is progressive and has modernized the once stagnant police department quite rapidly with automation, increased personnel, Problem Oriented Policing and other programs. He has been instrumental in forming some crucial partnerships with community members, business leaders and clergy. The benefit of these partnerships became evident when they supported the police chief in establishing a gang suppression program. The killing of a motorist by a gang for the purpose of stealing her

vehicle to do a drive-by shooting on a rival gang was the catalyst to begin this program. The public was outraged over the killing and became very supportive of the police department's efforts in this area and very concerned over the growing Asian gang activity.

Some animosity exists among some non-Asian residents and businessmen who feel the city officials are catering to the Asian community with special variances on business permits and commercial development. Many non-Asians are opposed to further development of Little Saigon as they feel it will attract more Asian gangs.

### **Scenario #1-Feared Future**

#### Iteration #20. Seed # 8985575

The following events occur:

- |                  |   |
|------------------|---|
| 1. August, 1998  | E-5. Creation of federal gang computer clearinghouse. |
| 2. June, 1999    | E-6. Gang ID methods of police challenged             |
| 3. December 1999 | E-10. ACLU prevents enforcement aimed at race         |

#### **"State of the Police Department Address"**

January, 2000

Chief Jeff Parker in his "State of the Police Department Address" this morning told the Mayor and City Council that the ACLU action last month may result in the county-wide

E-10 ACLU seeks court decision to prevent task force enforcement aimed at race.
---

Asian gang task force coming to an end. The Mayor, Tony Lam, and one

Councilman, Dr. Co Pham voiced their concerns that this would create havoc in the Little Saigon area as the Asian gangs may start to return. The ACLU's decision follows on the heels of the court battle faced by the City of Westminster in June of 1999 when civil rights attorneys challenged the police department's methods of identifying gang members to target for later prosecution.

E-6 Gang member identification methods of police for targeting Asian gang members for prosecution is challenged.

At the suggestion of Chief Parker, the city is appealing the decision in that case in which the group, Asians Worried About Racist Enforcement (AWARE) was able to convince the court that Westminster Police Department and other agencies were identifying members of the Asian race as gang members without just cause. This action resulted in a \$250,000 judgment against the city.

Chief Parker is concerned that this latest action will result in further control of Little Saigon by Asian organized crime factions (T-2) who will now be able to make effective use of the Asian street gangs in their enterprises. With the number of Asians leaving Hong Kong growing daily, many of these people are coming to America (T-5). They bring with them more organization to the Chinese Triads in this country and have the potential of adding to the already increasing number of Asian gangs (T-7).

Continuous court battles over law enforcement's methods of identifying Asian gang members and targeting their enforcement efforts toward them jeopardizes the Federal Asian Gang Computerized Clearinghouse which assists in tracking these gang members.

E-5 Creation of federal Asian gang  
Intel. computerized clearinghouse.

Since its inception in August, 1998, this clearinghouse has been utilized by agencies throughout the nation to track violent gang members and solve numerous cases (T-3). With the continuous cuts in local government budgets (T-4) programs of this type as well as the task forces aimed at these gangs which are essential to combating the gang problem, are at risk. Chief Parker went on to enlist the assistance of the Mayor and Council in encouraging law makers to continue to endorse these gang efforts stating, "for without them, law enforcement will take giant steps backward in the battle against gangs."

## Scenario #2-Probable Future

### Iteration #28, Seed # 8986731

The following events occur:

- |                   |  |
|-------------------|--|
| 1. February, 1997 | E-4. Court restricts gathering gang intelligence                             |
| 2. January, 1999  | E-6. Gang ID methods of police challenged                                    |
| 3. July, 2000     | E-10. ACLU prevents enforcement aimed at race                                |
| 4. January, 2001  | E-2. Legislature restricts sale/possession of firearms from 18-25 year olds. |
| 5. January, 2002  | E-9. L.E. Official is ambushed/killed by Asian gang                          |
| 6. October, 2002  | E-8. U.S. Const. amend. societal rights over individual.                     |

## "Safety of Society Outweighs Rights of Individuals"

California Digest, October, 2002

After nearly a decade of extreme gang violence in society, an amendment to the U.S. Constitution has been adopted that proclaims that the safety of society as a whole takes precedence over the rights of individuals. This decision is seen by law enforcement as a victory in the continuous battle against street

Event #8- An Amendment to the U.S. Constitution states societal rights take precedence over individual rights.

gangs and comes only seven months after the ambush and assassination of Los Angeles Police Chief Jess Chambers while leaving a summit meeting

on gangs in January of

Event #9-A high ranking law enforcement official is ambushed/killed by an Asian gang.

this

year. Law enforcement has been challenged frequently during the past

decade in its efforts against gang violence. In the mid-1990's, many

agencies had diverted personnel from other assignments to the

investigation of Asian gangs (T-10). Many of these officers and agents

were part of multi-jurisdictional programs directed at the growing Asian

gang problem (T-1). These multi-jurisdictional task forces were formed

partly due to decreased city and county budgets (T-4) and partly due to

their effectiveness in tracking Asian gang members through inter-agency

networking and information sharing (T-3).

The efforts of these task forces led to a decrease in the number of Asian gangs (T-7) at a time when the Asian population in the state was increasing (T-5). The Westminster Police Department had been a leader in the gang eradication efforts by forming one of the first joint-agency enforcement units of its kind in the mid-1990's. This program concentrates the police, probation and district attorney's office together, in one office, in order to identify gang leaders and target them for vertical prosecution and strict probation adherence. It was later used as a model for other joint-agency programs (T-1). The program also resulted in state grant funding for similar programs throughout the state (T-6). It wasn't long, however, until these efforts came under attack.

In February of 1997, a decision by the California Supreme Court restricted law enforcement agencies from gathering intelligence information on

gangs.

Event #4-Court decision restricts police from gathering gang intelligence.

This decision eliminated

a very useful tool of law enforcement in tracking and identifying gang members. One reason for the decision was negative media coverage (T-8) of a mis-identification of a gang member based on some outdated intelligence information. Fortunately, the decision was overturned on appeal. Almost two years later, in January, 1999, Westminster Police

Department's methods of identifying Asian gang members was challenged in court. Event #6-Gang member identification methods of police for targeting them for prosecution is challenged. Because of

Westminster's inter-agency program, the accuracy of their computerized database gang verifications was upheld. They had spent almost two years during program implementation ensuring all gang files were up-to-date and accurate. Gang violence in Westminster dropped 62% after two years of operation and cultural relations between the Asians and non-Asians began improving (T-9).

Since the integrity of Westminster's gang files and inter-agency program were sound and based on research theories stating that a small percentage of criminals are responsible for a large percentage of crime, continued efforts by defense attorney's and action groups to curtail their program were fruitless. Finally in July of 2000, the ACLU got involved by defending, in civil court, an entire gang that Westminster Police were attempting to exclude from certain areas of the city. ACLU was unsuccessful in obtaining a decision preventing task force operations aimed at race. Event #10-ACLU seeks court decision to prevent task force enforcement aimed at race It

appeared that Westminster was on the right track in their inter-agency design. Even though the State Supreme Court had restricted their efforts,

the Appellate Court deemed their files criminal files, not intelligence files and accepted as evidence in gang cases to prove gang membership.

One tool that law enforcement had hoped would help was legislature enacting the new weapons laws in January of 2001 which further restricted the possession of firearms.

Event #2-Legislature restricts possession/sale of firearms to 18-25 yr. olds.

It seems that gang members are still able to obtain firearms as evidenced by the assassination of the Los Angeles Police Chief earlier this year.

Westminster Police Chief Parker feels that the new constitutional amendment is a positive step toward continued efforts to provide a safe community, free of gang violence in that it should help in overturning previous court decisions that have hampered law enforcement's efforts and move us closer to a federal computerized gang intelligence clearinghouse.

### Scenario #-Desired Future

#### Iteration #43. Seed #8988561

The following events occur:

- |                   |   |
|-------------------|---|
| 1. March, 1995    | E-7. Court restricts taking gang photos                                     |
| 2. October, 1995  | E-10. ACLU prevents enforcement aimed at race                               |
| 3. January, 1997  | E-3. New technology to track gangs developed                                |
| 4. December, 1998 | E-2. Legislature restricts sale/possession of firearms from 18-25 year olds |
| 5. May, 2001      | E-6. Gang ID methods of police challenged                                   |
| 6. March, 2002    | E-5. Creation of federal gang intel. clearinghouse                          |
| 7. June, 2003     | E-1. Criminal justice funds slashed   |



## "State-wide Budget Cuts Will Impact Gang Enforcement Efforts"

A speech by Westminster Chief Jeff Parker to California Police Chiefs,  
July 1, 2003.

"Ladies and gentlemen, fellow colleagues, at our past annual seminars, we have usually been able to open our meetings on a positive note. This year, unfortunately, that is not the case. As you all know, the future of law enforcement as we know it today is in financial crisis. Last month, the governor announced that the state will retain more of the taxes collected by cities and counties to help offset the state deficit.

E-1 Funds for  
criminal justice  
slashed.

Additionally, the Office of Criminal Justice and Planning (OCJP) will lose all of its funding, meaning that grants for special projects and joint operations will no longer be available (T-6). While there is no good time for this to happen, this, in my opinion, appears to be the worst possible time. The governor's decision will have a lasting impact on us at the local level (T-4). Many of our programs are in jeopardy and personnel cuts are inevitable. Some cities or counties may, in fact, declare bankruptcy.

One of my main concerns is what this decision will do to the gang crisis in the state. As many of you are aware, I am chairman of the California Chiefs' Gang Strategy Committee. I would like to recap for you the last decade or so to give each of you an idea of what we risk losing. In the

early 1990's, gang violence was at its all time high. The number of Asian gangs was on the rise (T-7) and their mobility made it difficult to deal with them. Gang violence and law enforcement tactics for addressing it were an everyday media interest, usually portrayed negatively both toward gangs and our efforts (T-8). In fact, because of the media attention, activist groups banded together to challenge law enforcement's practice of photographing gang members. In March, 1995, they won a court decision in Orange County that prohibited us from taking gang photos.

**E-7-Court decision restricts police from taking gang photos.**

Fortunately, the public and and law makers realized the impact this decision would have and the appellate court overturned the decision. It did, however, cause us to tighten up our methods of photographing and identifying gang members. Later, in October of that same year, the ACLU became involved in

defending gang members, stating they had the right to meet as social clubs.

**E-10 ACLU seeks court decision to prevent task force enforcement aimed at race.**

In a civil action in Westminster, we were attempting to exclude a violent gang from an area of our city. The ACLU defended all 34 members of the gang and won a temporary injunction prohibiting our actions. It was obvious that courts were becoming more concerned for public safety than individual rights as this decision was later overturned on appeal.

Finally, in January, 1997, advanced technology allowed us to get a handle on the gang mobility problem with the Global Positioning System (GPS) gang tracking computer.

**E-3 New technology developed to track gang members.**

It began here in

California and eventually led to the rest of the nation and as of March of last year, it was linked to the newly formed federal clearinghouse for Asian gangs. This clearinghouse was later expanded to include non-Asian gangs to avoid future litigation by ACLU or special interest groups for discrimination.

**E-5 Creation of a federal Asian gang intelligence computerized clearinghouse.**

This federal

clearinghouse now allows us the opportunity to view digitized gang photos, tattoos and other identifying features of convicted gang members who must now register at their local police department in the same manner as sex offenders and drug dealers. Through the permanently installed computer chip in the little finger of convicted gang members, we can now locate them through GPS monitoring when suspected of criminal activity. Within an hour we are able to locate gang members suspected of crimes and coordinate with other agencies to make quick arrests before other crimes are committed. The clearinghouse was a result of another court case in which methods of identifying gang members was challenged.

**E-6 Gang member identification methods of police for targeting Asian them for prosecution is challenged.**

One year later, the

clearinghouse came on-line. The progress we have made in our battle against gangs has been tremendous. The programs and computer systems we have implemented along with the further restrictions placed on firearm possession and sales

E-2 Legislation restricts possession/ sale of firearms to 18-25 yr. olds.

in December of 1998, has brought us a decrease in the number of gang shootings as well as the number of gangs (T-7). We have been able to effectively track the highly mobile Asian gangs and severely impact their criminal enterprises. As the Asian population continues to grow (T-5) and the race relations continue to improve (T-9), we can't afford to let the state's budget crisis interfere with our progress.

I call on each of you to continue to be a part of the inter-agency programs (T-1) that have been so crucial and continue to dedicate personnel to the gang eradication efforts (T-10) that we have implemented. Through cooperation and combining of resources, we can keep control of our communities and avoid returning to the past violence that was so prevalent in the early and mid-1990's. Thank you!"

### Strategies

The scenarios highlighted the importance of planning for the events that were used. Though Scenario #3 depicts the most desirable future, common threads among the three scenarios were inter-agency cooperation, utilization of new technology and integrity of the gang information collected and disseminated between federal, state, local and even international agencies. Not only this NGT panel, but others the author participated in, believe that eventually individuals will be willing to give up some of their personal freedoms in order to enjoy a safer society. This attitude should eventually carry over to Supreme Court attitudes in considering gang enforcement methods. All persons contributing to the production of this paper agree that the mobility of Asian gangs has the potential to undermine law enforcement's methods of attacking gang violence in the future. It would benefit law enforcement agencies to consider the following policy considerations;

- Bring the three functions of the criminal justice system; police, probation and prosecution, together to focus on the immediate problem.

- Begin educating the public, schools, ACLU, courts and legislators regarding the seriousness of gang mobility problem to obtain support for new enforcement programs. Solicit them to assist in developing programs that address the issue while preserving constitutional rights of all.
- Developing a state-wide and eventual nation-wide system electronic database among law enforcement agencies to improve communication regarding mobile gangs.
- Establishing national guidelines for the collection and dissemination of gang intelligence information.
- Encourage new legislation which prohibits convicted gang members from interstate or intrastate travel without notification to parole/probation or local law enforcement agencies.

## STRATEGIC PLANNING

The purpose of this section is to develop a strategic plan for the Westminster Police Department (or other mid-sized police departments) to address the issue of Asian street gang mobility to move the organization to the desired future as depicted in scenario #3. Though Event #1 (Criminal justice funds slashed) is included in this scenario, it is not really a part of law enforcement's desired future. It may, however, be a reality and, as such, it must be considered.

Previous futures research revealed that this emerging issue is a complex one not previously encountered by law enforcement in dealing with the gangs. Asian street gang mobility not only crosses city and county boundaries, but also state and national boundaries. Critical trends impacting the issue are the number of Asians entering the country and the number of Asian street gangs, both of which are projected to continue increasing. Another concern is the impact of Asian Organized Crime on the issue. Critical events that could impact the issue are new technology developed to assist in tracking gangs and possible court challenges against law enforcement efforts, by special interest groups or the ACLU. The first step in the strategic planning process is to develop a mission

statement for the organization. To address this issue (Asian gang mobility) the following mission statement was developed for the Westminster Police Department with assistance from Sergeant Jack Davidson, Douglas Kent and Steve Sentman.

### MISSION STATEMENT

The members of the Westminster Police Department are committed to protecting the lives, property and constitutional rights of the community and to reduce gang related crimes and gang influenced anti-social behavior through the following goals.

- Removal of selected hard-core (most violent) gang targets that impact Westminster.
- Gathering intelligence information on gangs and gang members to network with other agencies.
- Utilizing innovative techniques toward control of mobile gangs, such as wrist bands and tracking systems.
- Personnel development and training relating to the characteristics of mobile gangs.
- Establishing liaisons with the media, ACLU and various community and special interest groups.



## SITUATIONAL ANALYSIS

Four members of the original NGT panel (Sergeant Jack Davidson, Douglas Kent, Steve Sentman and Al Valdez) were reassembled to participate in a Modified Delphi exercise of situational analysis, identifying stakeholders and stakeholder assumptions and strategy selection. An examination of the internal and external environment of the Westminster Police Department, relating to the issue, was conducted using the STEEP (Social, Technological, Economic, Environmental and Political) process and the WOTS UP (Weakness, Opportunities, Threats, Strengths, Underlying, Planning) analysis. This information was used to assist in developing the designated strategy for the Westminster Police Department and other mid-sized agencies to move the organization to the desired future state. The designated strategy is explained at the end of this section.

### Environmental Analysis

#### **Opportunities**

**Social:** Support of anti-gang measures is strong among public, law enforcement and legislators, which creates an opportunity for implementing gang enforcement and education programs. The members of

the growing Asian population are the primary victims of Asian street gangs. The former are becoming more confident and reliant on police to provide protection and solutions to the gang problem. Several members of this community are willing to assist the police department in addressing the issue. There is a perception that many citizens, regardless of ethnicity or race, will be willing to give up personal liberties for the betterment of society as a whole. .

**Technological:** Recent computer technology has resulted in the creation of a county-wide gang information database known as the General Reporting, Evaluating And Tracking (GREAT) system. It is anticipated that further technology will be developed to broaden this system to an international scale on a Wide Area Network (WAN). Other technological advances might include in-field fingerprint scanners and a Global Positioning System (GPS) to aid law enforcement in identifying convicted gang members and tracking their movement through implantation of a computer tracking chip.

**Economic:** Currently, the City is financially stable and has a large regional mall as well as the largest Asian shopping district outside of

Vietnam in the area designated as "Little Saigon." Elimination of the gang element from the Asian business district will increase sales and provide increased revenue to the City. The City Plan is to further develop the Little Saigon area with a cultural center and major hotel, both geared toward tourism.

**Environmental:** An aggressive plan of action directed at the issue should result in lower crime rates and provide a safer community. The increase in the Asian population also affords the organization valuable recruitment opportunities to assimilate Asians into various functions of city government.

**Political:** The Chief of Police has developed some partnerships with the community such as clergy, homeowners, apartment owners and business owners. This has resulted in strong support for programs related to the issue. A current councilman was the first Vietnamese elected official (endorsed by the police association) in the United States. The Asian community thus feels they have someone within their own culture to turn to with their concerns. The councilman's interests in the safety of the businesses and residents of the Asian community are beneficial in

developing new programs to reduce Asian gang crime. The police department has developed a close working relationship with surrounding criminal justice agencies to combine resources directed toward the issue.

### **Threats**

**Social:** The decline of societal values is having a drastic effect on the issue. In movies and TV, violence is seen as the only way to resolve conflict, and people, especially youths, are becoming desensitized to the amount of violence in today's society. Legalized gambling is being approved and card clubs that cater to Asians are cropping up in various parts of the state. The number of Asians entering the country is expected to increase with the exchange of control of Hong Kong. It is believed that this will also result in an increase in the number of Asian gangs and gang members influenced by Asian organized crime factions. Regardless of the seriousness of the problem, the ACLU and other special interest groups will undoubtedly challenge the practices of law enforcement with regard to targeting a particular race for their enforcement practices.

**Technological:** As technology assists law enforcement, it also assists the criminal element. Technological advances in weaponry has resulted in

gang members being better armed than police. Organized crime factions has also resorted to computer technology to orchestrate various computer crimes including electronic money transfers, fraudulent credit card use and forged traveller's checks, to name a few.

**Economic:** Narcotic-related asset seizures appear to be on the decline, and the state is considering withholding revenues from counties and cities for use in reducing the state budget deficits. The City, though currently financially stable, is looking for areas in which to cut spending in anticipation of future revenue losses. The Police Department must look at service priorities and direct resources accordingly. Future manpower and equipment allocations directed toward this issue are in jeopardy.

**Environmental:** The environment of the Asian community is one that prides itself on preserving its culture. Open communication between the community and law enforcement is lacking. Frequently, crimes are not reported and are, at times, deemed a part of doing business, as in the case of extortion. There still appears to be some lack of trust of police by the Asian community.

**Political:** Members of the Asian community have developed several special interest groups that are concerned over the rights of Asian people. Some lawsuits have recently surfaced which challenge law enforcement practices. The ACLU has also become more involved in preserving the rights of gang members as individuals. There is also a perception among several non-Asian citizens that the Asian population is receiving preferential treatment by city government. This perception occasionally works against the law enforcement organization in its attempts to develop strategies directed at the Asian community.

#### Organization Analysis

**Strengths:** The organization is in the midst of automation, with much of the equipment funded with asset seizure monies. Automation includes Local Area Network (LAN) as well as Computer Aided Dispatch and Records Management System (CAD/RMS). Seizure money has also funded a newly created gang team to focus on the gang issue. Problem Oriented Policing (POP) was recently implemented and has been instrumental in the eradication of several problems within the community. The organization is looked upon as a leader in the field with regard to its gang enforcement efforts and has been considered by other agencies as a model agency for

future programs. The Chief of Police is a progressive visionary who has moved the organization rapidly into the forefront of the law enforcement profession. The organization is acutely aware of the goals of the Chief with regard to this issue and is committed as a whole to the accomplishment of the mission. A critical achievement of the organization is the development of one of the most comprehensive stand-alone gang research databases in the country. The department prides itself on its involvement in the community and the caliber of service provided to them.

The police department recently set out to educate the community about various police operations through a Citizen Academy, Merchant Academy, Youth Academy and DARE program. A "City Hall at the Mall" office was opened at the regional mall, staffed by two officers and support personnel. The department also established the Vietnamese Refugee Center in the Little Saigon area as an outreach to the Asian community. It is anticipated that the newly-hired city manager will make some needed changes to bring the city through the tough fiscal times to a more financially sound city government.

**Weaknesses:** Though currently stable, the financial future of the organization is, at best, uncertain. City government is in an upheaval as a result of a battle between another department and city council over alleged payroll abuses of the department and alleged "union busting" by the city council. This battle continues to cost the City thousands of dollars in legal fees, which impacts the future fiscal abilities of the organization. Asset seizures are also dwindling, which jeopardizes manpower and equipment allocations to address this issue.

Communicating with the Asian community poses a significant problem for the organization. Only 6 of the 130 full-time employees speak Vietnamese, the primary language of the Asian community. This language barrier also inhibits the organization's abilities to infiltrate the Asian gang culture with informants or undercover operatives.

The rapid progression of the organization into the management style of the nineties has resulted in some resistance to change and a lack of total buy-in to innovative programs that address this issue. Fiscal problems in the City have created an atmosphere of day-to-day survival rather than future planning. Little is being done at this point to actively prepare the



future managers of the organization through mentoring or cross-training in assignments.

### Stakeholder Analysis

This section will identify stakeholders and their assumptions as to how they view the issue. Stakeholders are individuals or groups who have a vested interest in the activities of the organization as it relates to the issue. Additionally, two snaildarters were identified. Snaildarters are unanticipated stakeholders who can radically impact the issue. The following list is not inclusive of all stakeholders, but only the top 12 (plus the two snaildarters) that the panel felt were most important.

### **Stakeholders and Assumptions**

1. Police Chief--supportive
  - a. Concerned about resources and funding of anti-gang programs.
  - b. Liability issues may hinder decision making process.
  - c. Important role in development of program will enhance career.
  - d. Will want leadership and control over other involved agencies.

2. Gang Investigation Officers--supportive
  - a. Increased workload and training demands divert them from goals.
  - b. May develop racist attitude.
3. Asian Citizens--mixed support
  - a. Desire to rid community of gang element.
  - b. Embarrassment that members of their culture are targeted.
  - c. May feel that they are victims of racism and prejudice by police.
4. City Council--supportive
  - a. Concerned about costs of new programs.
  - b. Will gain community support for addressing the issue.
  - c. Assists them in promoting good public image to constituents.
  - d. Asian council member relies on success of program to enhance career.
5. Educators--supportive
  - a. Would enhance abilities to share gang information with police.
  - b. Feel program would ensure safer schools.
  - c. Would help them identify potential at-risk youths more easily.

6. Asian Business District--supportive
  - a. Feel business area will be safer resulting in increased sales.
  - b. Level of fear of extortion, robberies, etc. lower.
  - c. Will aid them in promoting area business growth.
7. Chamber of Commerce--supportive
  - a. Want the safe-city image to attract businesses and buyers.
  - b. Feel chances of victimization would decrease.
8. Asian Gangs--oppose
  - a. Though the program could be beneficial in the long run, gang members would probably become more rebellious.
  - b. Fear that gang structure would begin to break down.
  - c. Loss of personal freedoms would be biggest concern.
9. State Legislators--mixed
  - a. Non-Asian legislators would promote legislation to enhance programs.
  - b. Asian legislators concerned for attacks against their race.

10. Other Law Enforcement Agencies--supportive

- a. Closer working relationships would develop.
- b. More effective monitoring of clients (probation/parole) occurs.
- c. Increased ability to improve networking and information sharing.

11. District Attorney and Courts--supportive

- a. Concern over increased workload.
- b. Concern over lack of qualified personnel familiar with gang cases.
- c. Concern over backlog of cases in court may increase plea bargaining attempts.

12. News Media-mixed support

- a. Would capitalize on new programs for media sensationalizing.
- b. Prone to be supportive of civil rights rather than police.

13. Asian Community Groups--snaildarters

- a. Only concern is civil rights of specific group.
- b. Will cost cities large sums of money in civil litigations.

14. Asian Police Employees (sworn and non-sworn)--snaildarters
  - a. May feel like second-class employees due to race.
  - b. May undermine police programs out of loyalty to culture.

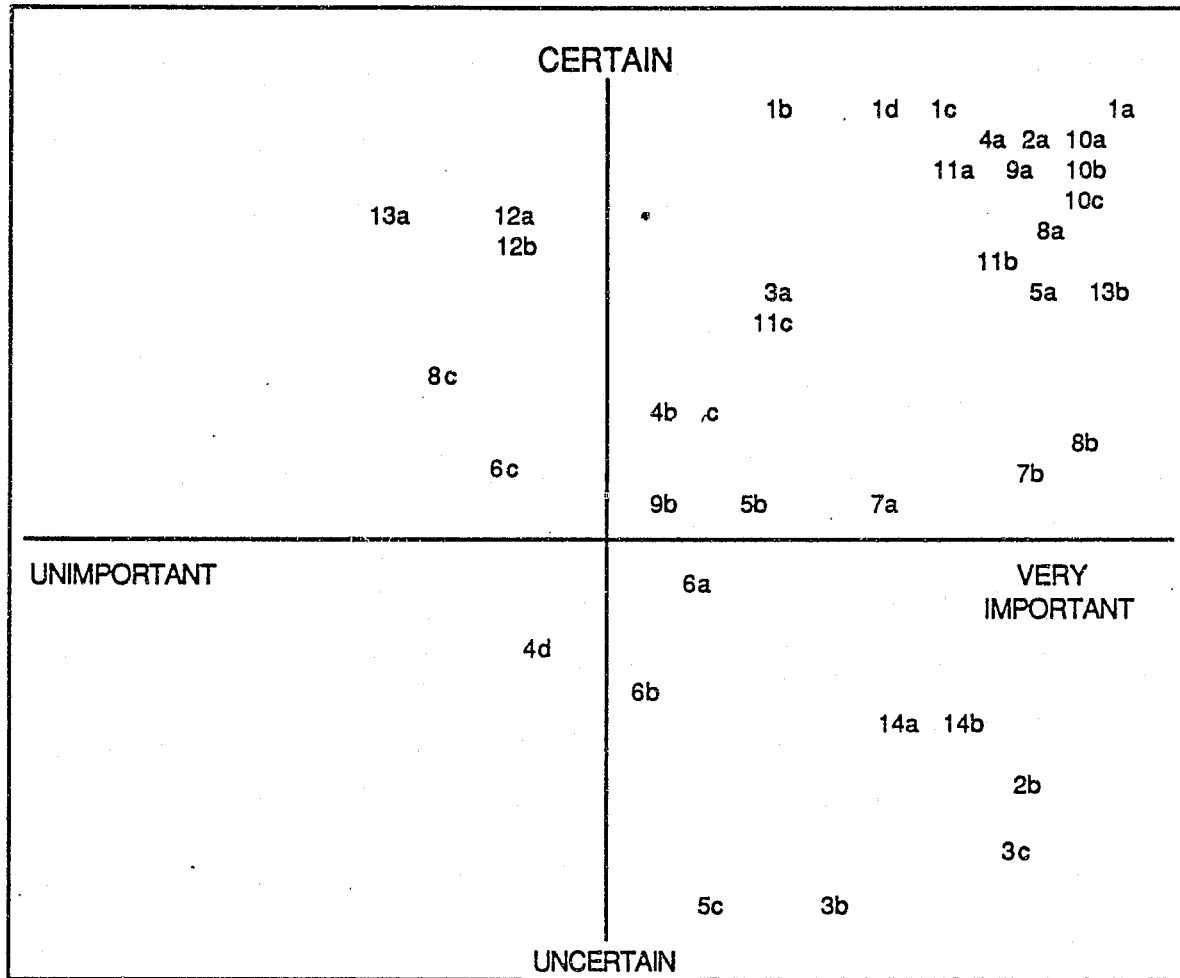
### **Assumption Mapping**

The same panel was asked to map the stakeholder assumptions according to their certainty and importance of each stakeholder's assumption toward the issue. Illustration #22 depicts the panel's mapping results of each individual stakeholder's assumptions. It is important to note that the map relates not to the importance and certainty of the stakeholder, but to their specific assumptions.

The mapping process provides an overview of the assumptions of all of the stakeholders and snail darters. It is important to understand the importance and certainty of the assumptions so they can be addressed when developing alternative strategies to be implemented to achieve the stated mission.

## Illustration #22

### Assumption Map



### Stakeholder Identification

- |                            |                                     |
|----------------------------|-------------------------------------|
| 1. Police Chief            | 8. Asian Gangs                      |
| 2. Gang Officers           | 9. Legislators                      |
| 3. Asian Citizens          | 10. Other Law Enforcement Agencies  |
| 4. City Council            | 11. District Attorneys and Courts   |
| 5. Educators               | 12. News Media                      |
| 6. Asian Business District | 13. ACLU and Asian Interest Groups* |
| 7. Chamber of Commerce     | 14. Asian Police Employees*         |

\* Snaildarters

### Developing Alternative Strategies

At the completion of the assumption mapping process, the same panel identified and analyzed alternative strategies the organization can implement to achieve the stated mission and desired future state as depicted in scenario #3. The criteria used to develop these strategies were cost of the plan, feasibility, resources available, acceptability by the community and special interest groups, and impact on current law enforcement practices. Strategy #1 and #2 were the top ranking strategies selected by vote of the panel. Strategy #3 is discussed because it had mixed support by the panel.

Strategy #1: Continue with the "gang sweep" concept currently in use.

**Advantages:** There exists an established cooperation between agencies involved in these sweeps designed to accomplish the eradication of gangs regardless of ethnic origin or mobility. Expertise in gang cultures has already been developed and recognized in court, and legislators or other elected officials are supportive of the efforts thus far. This strategy is currently operating under existing funding and increased costs are minimal, usually related to salary increases and minor equipment

replacement. These suppression efforts have been beneficial in curtailing gang activity for short periods of time only. This practice has yet to come under the severe scrutiny of civil courts for civil rights violations of gang members.

**Disadvantages:** This is a short-term solution to a long term problem. This strategy does little to address the mobility issue of certain gangs, though aggressive suppression and prosecution efforts will minimize some mobility through selective incapacitation; sentences, however, are generally short and meaningless. Without the availability of tracking the mobility of certain gangs, suppression efforts against them may be fruitless. These programs are usually composed of members of one agency or adjoining cities in a county and rarely cross jurisdictional boundaries. These are generally suppression programs with little or no educational emphasis involved. Other than temporary selective incapacitation of gang members for a short period of time, these sweeps do little to address the mobility issue.

The assumptions of the stakeholders are that most all of them see gang sweeps as a viable means to attack the gang problem temporarily. The



City Council, along with other law enforcement agencies, would continue to support these efforts since the plan would continue to address the gang issue in general and there would be no cost increase. The Asian citizens and business community may feel that this plan doesn't do enough, since they are most victimized by the mobile Asian gangs. The Chamber of Commerce may also feel that this plan does not do enough to ensure the safety of local businesses as it is mainly a reactive program.

The ACLU, special interest groups, news media, legislators, district attorneys, courts and educators would not be impacted by this plan, as they have already become fairly familiar with it and are somewhat receptive to these practices by law enforcement. Asian police employees know that there is a serious gang problem in their culture and have accepted gang sweep operations as a way to address the concern.

**Strategy #2:** Develop specialized networking teams of local police, probation and prosecution with federal agencies.

**Advantages:** Coordinated efforts of local state and federal agencies result in more resources directed toward the issue. Federal and state grants can offset costs to cities and counties to develop computerized databases for better tracking of gangs and gang members. A pool of

resources and money is created with multiple agencies involved. Federal agencies would aid in the implementation of a federal computerized clearinghouse, complete with digitized photos and identifying information. Expanding from the standard local area task force to a cross-jurisdictional/inter-agency plan would facilitate improved lines of information-sharing with regard to gangs that traverse both intrastate and interstate. This plan is seen by the panel as a direct approach to the gang mobility issue, though the logistics of implementing such a plan may prove cumbersome.

**Disadvantages:** Cost, control of resources, acceptance by administrative bodies, time needed for implementation and the "big brother" fear by the public are major obstacles. Whenever computerized databases exist for keeping information on persons, civil rights proponents tend to surface with objections or even lawsuits through organizations such as the ACLU. Agencies becoming involved in large multi-agency networks tend to relinquish control of their resources to the network organization, especially with regard to manpower. Initial start-up costs for a plan such as this would eliminate some agencies from becoming involved in the network. Also, responsibility for program

management is dependant upon political agendas of various agency leaders.

Stakeholders such as the Police Chief, City Council, Asian citizens and business community, Asian police employees and gang officers may tend to oppose such a plan. The chief and council would be concerned over program cost, program management and benefit to the City. Gang officers and other law enforcement agencies would have mixed feelings in that there would be greater opportunities for information sharing, but police and federal agencies typically work poorly together. Asians citizens and special interest groups, along with the news media and ACLU may view a computerized intelligence network of Asians as a threat to personal freedoms. Chamber of Commerce and legislators might assist in paving the way for implementation with monies and/or legislation.

**Strategy #3:** Begin lobbying efforts toward legislation that allows electronic tracking of gang members.

**Advantages:** Having the capability to determine the location of previously convicted gang members with modern technology devices such as Global Positioning Systems (GPS) would greatly enhance law enforcement's abilities to apprehend gang members regardless of their ability to cross jurisdictional boundaries. Constant monitoring could even

tell law enforcement who the suspect of a crime might be.

**Disadvantages:** The obvious limit of personal freedoms was the dividing factor among the panel with this plan. Implanting GPS computer chips in convicted gang members is the "big brother" theory at its worst. This plan would be very costly, difficult to manage, subject to computer chip fraud and hackers, and difficult to obtain support of the public as a whole.

Stakeholder assumptions include strong opposition by gangs regarding this plan with numerous lawsuits through the ACLU or other groups. The news media would also use their power to undermine a plan such as this. City council, police chief, gang officers, district attorneys, legislators and courts would all come under severe scrutiny for endorsing or even suggesting such a program in today's environment. Asian citizens and businesses would also come under attack for supporting this plan.

#### Implementation Plan

The panel felt that the implementation of strategy #2, with some modifications, would serve to move the organization to the desired future. This plan envisages local inter-agency task forces of police, probation and

prosecution, housed in one office at the police department, to concentrate on gang issues relative to the City. This synergistic team would be enhanced by state and federal agencies through computerized linking to share information on all gangs, which would reduce the allegations of targeting a specific ethnic group. Lobbying efforts would be undertaken to establish federal violations for gangs that take their crime sprees across state boundaries. Electric monitoring as a condition of probation through wrist/ankle bands would be encouraged. The panel felt that this modified strategy would best address the mobility issue of gangs through enhanced intelligence and information sharing capabilities. Liaisons would need to be established with special interest groups as well as the ACLU in an effort to obtain support for such a plan. This plan allows each agency to develop and control its own team. Obstacles include cost of manpower and equipment, increased workload of gang officers, probation departments and courts, time frame for implementation and active resistance by gangs and special interest groups with lawsuits through the ACLU.

The first step in this plan is for the police department to establish the team to address gang issues related to the city. A database must be established and all existing gang information reverified to ensure

accuracy. This would be followed by establishing liaisons with state and federal agencies to work together to expand existing computer technology by linking agencies experiencing gang crimes committed by the same gang members. Information sharing and personnel training regarding mobile gangs is critical to this plan.

Chief administrators of involved agencies would need to educate legislators about the complexity of mobile gangs and enlist them to assist by passing legislation aimed at cross-jurisdictional criminal activity and penalty enhancements. Identified mobile gangs and gang members would be "flagged" in the databases and court records for intensive focus on enhanced supervision and/or detention, or other restrictive measures such as STEP Act enforcement or civil abatement considerations. It is anticipated that the cost of this plan will be funded through narcotic asset seizures, grants and reallocation of existing funds.

#### Section Summary

This strategic plan is not only geared toward the issue of gangs mobility by using multi-agency resources general, but also the issue of gang by enhancing communications between affected jurisdictions on a large scale

basis and taking steps to protect the constitutional rights of gang members, thus reducing the intervention demands of ACLU or other special interest groups. It is seen as a suppression effort only and is separate from any educational programs that may operate concurrently with this program. All communities affected by gangs, whether mobile or turf oriented, will benefit by this plan. Current computer technology exists to make this program work. Administrators and legislators will need to actively promote the implementation in an attempt to speed up the wheels of government and have the plan in place before the mobility problem erupts to a point that it can't be controlled.

## TRANSITION MANAGEMENT PLAN

This section of the study provides the components of the Transition Management Plan for implementing the described selected strategy of the Westminster Police Department and other mid-sized agencies in their efforts to address the issue of the impact of Asian gang mobility. This is a paradigm shift from the traditional one-agency controlled gang sweep practice to a formalized interagency model, directed at targeted gang members whose mobility affects several communities throughout the country. In order to implement a plan, the organization's state of readiness must first be analyzed by identifying the critical mass that will be instrumental in ensuring that the transition to the desired future state takes place.

### Identification of the Critical Mass

Critical mass is defined as the minimum number (usually 5-7, no more than 10) of groups or individuals who, if they actively support the change, it will likely ensure the change will take place. If they oppose the change, the plan will most likely fail. They must be positive towards the change if it is to happen. Members of the critical mass (actors) may include those stakeholders mentioned in the previous section, but not all



stakeholders are necessarily part of the critical mass. In identifying the actors of the critical mass, it is obvious that they may not share the same views with respect to this change and may need to alter their commitment level in order to facilitate a successful change. Illustration #24 depicts the critical mass and their present and desired commitment level as identified by members of the same Modified Delphi Panel used in the Strategic Planning section.

Illustration #23

### Commitment Chart

Commitment/ Critical Mass	Block Change	Not Committed	Let it Happen	Help it Happen	Make it Happen
Police Chief					XO
City Manager			X →	→ O	
Finance Director	X →		→ O		
Investigations Lt.			X →		→ O
Invest. Cmdr.			X →	→ O	
Patrol Cmdr.		X →	→ O		
Gang Team Sgt.				X →	→ O
City Council				O ←	← X
District Atty.			X →	→ O	
Chief Prob. Ofcr.			X →	→ O	

X= PRESENT O= DESIRED

The Commitment Chart above lists the actors in the critical mass, their current commitment level (X) and the desired commitment level (O)

necessary to make the change successful. With the exception of the Police Chief, all of the actors require a shift in their commitment level. After identifying the critical mass and their current commitment level, the next step is to develop intervention strategies needed to influence their movement to the desired commitment level.

### Influencing the Critical Mass

**Police Chief:** The Police Chief is the driving force behind any successful change. He is responsible for policy decisions and for convincing others in the critical mass of the importance of the plan. The Chief will designate a program manager, the Investigations Lieutenant, to oversee the implementation of the proposed strategy as his sole function, reporting directly to the Chief regarding the ongoing status of the change. The Chief must confer with the City Manager and Council on the progress and results of the change to ensure their commitment with support and funding. The Chief will facilitate a Team Building Workshop (TBW) for members of the critical mass. The Chief will also be responsible for ensuring that all managers are committed to the change and all members of the department are aware of management's goal and commitment.

Since this strategy involves the Probation Department and District Attorney's Office, the Chief will also be responsible for formalizing the strategy with the chief executives of those agencies. The Chief's commitment level requires no movement.

**City Manager:** The City Manager is inclined to let the change happen. He will need to alter his role to help it happen by influencing the Finance Director to avoid any attempts to block the change. The City Manager will be influenced to take on this role by the City Council which is strongly committed to the plan. At the same time, the City Manager will assist the Police Chief in influencing the City Council to take a less active role in the change. The council is extremely supportive of anti-gang programs and will use a new strategy for their own political agenda. They are viewed as overly anxious, which could disrupt the implementation of the plan through attempts to speed up the process. They need to be passive rather than active supporters of the plan.

Involvement with outside agencies will require a Memorandum of Understanding (MOU) which the City Manager will be responsible for

agreeing to. The City Manager's most important role will be the authorization of expenditure of funds relating to the change.

**Finance Director:** The Finance Director is traditionally opposed to change that results in large costs. He will adamantly oppose this change and take steps to block it. His level of commitment needs to move from blocking the change to letting it happen. This will be accomplished through the City Manager's direction, with support from the City Council. Once the Finance Director understands the commitment and support of others for the change, his increased commitment level should occur with ease. The Finance Director's support is needed to facilitate expediency in the purchase and billing process associated with this change.

**Investigations Lieutenant:** The Investigations Lieutenant is supportive in that he will let the change happen. As Program Manager, he will play an essential role in making the change happen. This shift in commitment level will result from the responsibilities of being assigned the task of Program Manager. He will be responsible for developing the policies, procedures and mission statement of the program.

The Investigations Lieutenant will be the liaison with key members of the outside agencies identified in the proposed strategy and will have functional supervision over the program, once it is in place. He will also be responsible for documenting the results of the change to determine its degree of success. Daily briefings with the Police Chief will be required to allow for the quickest and smoothest transition possible. This transition plan will be the Investigations Lieutenant's sole job function. Consequently, his shift in commitment will also be accomplished easily.

**Investigations Commander:** With the Investigations Lieutenant being relieved of all duties except the program manager responsibilities, the Investigations Commander must ensure that the functions of the Investigations Bureau continue without interruption. He must make sure that those tasks, previously the responsibility of the Investigations Lieutenant, are dispersed to the Investigations Sergeants. His current position of letting the change happen will move to helping it happen, simply through redistribution of the Investigations Lieutenant's current responsibilities. He also acts as the Services Commander and as such, he will also facilitate the process for purchases of necessary equipment for the program.

**Patrol Commander:** The Patrol Commander is probably the most difficult to change with regard to commitment level. While he would not actively attempt to block the change, he is uncommitted to the change. If his lack of any commitment is left unchanged, the supervisors and line officers under him will read his lack of commitment as meaning that the change itself is unimportant. His passiveness has the ability to negatively influence the majority of the organization (Patrol) which could, in turn, prevent a successful change.

The Patrol Commander's minor shift in commitment level can be accomplished by the Police Chief and Investigations Lieutenant through a Team Building Workshop and thorough explanations of the purpose for the change. In the long run, this change should result in decreased workload for patrol. This should result in obtaining the Patrol Commander's support, which will cause him to willingly let the change happen.

**Gang Team Sergeant:** Also critical to the successful change is the Gang Team Sergeant. His goal is to cause a significant decrease in gang-related crime. His team deals with the gang mobility issue on a daily basis, and he will help any change take place if it will help him accomplish his goal.

His shift from helping the change happen to making it happen will take little effort.

He is the pivotal player in the change process. Even if the other players agree and provide the necessary support, if his team does not carry out the mission, the change will not be accomplished. His primary function will be to ensure that his team understands the purpose of the change and direct their daily enforcement activities toward the mission of the program. He also has direct supervision of personnel assigned to the team, including those personnel from other agencies. Responsibility for accurate data collection also rests with him.

**City Council:** As a group and as individuals, the City Council wants to make this change happen. Public outcry has generated high interest in the gang problem and they see this change as not only an answer to the gang issue, but also a politically sound decision. They are the only members of the critical mass with a commitment level that is too high. They need to support the change, but also step back and help it happen by publicly supporting the actions of the Police Chief, the Investigations Lieutenant and the Gang Team Sergeant.

The Police Chief and City Manager will need to keep the City Council updated on the progress and success of the change, while making it understood that their role is supportive in nature rather than actively trying to make it happen. Being too committed to making the change happen could result in their political agendas disrupting the change process. The City Manager will be the key individual for shifting the Council's commitment level to simply letting the change happen.

**District Attorney and Chief Probation Officer:** These two individuals are committed to letting the change happen. With the Police Chief shouldering the overall responsibility for the change, they see their role as merely supportive. Their commitment level will shift to helping the change happen by the mere fact that they will be responsible for dealing with the County Board of Supervisors for approval and monetary support to enter into an MOU with the Police Department.

Their agencies are also reallocating personnel to work outside of their agency and, as such, they will be required to delegate other individuals to liaison with the Program Manager to ensure that policies for the program don't create a situation where their employees are working outside their



job description. This is true especially with regard to the District Attorney who must keep his Deputy District Attorney separated from the actual enforcement activities that he will be prosecuting later.

### Management Structure

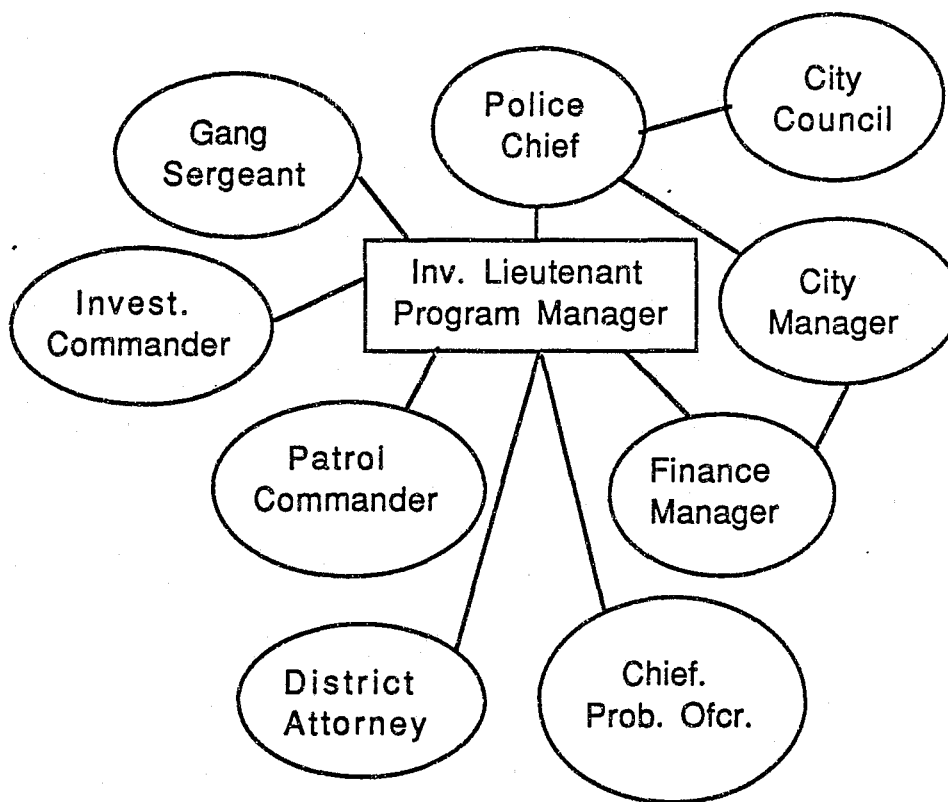
To be successful in accomplishing change, a transition manager must possess three attributes; power, respect and effective interpersonal skills. Change can not occur without a leader who has the ability to obtain the resources and to persuade rather than force others to support the change. Consequently, this leader must have the respect of those involved in the change. Though this strategy represents a completely different approach for addressing gang issues, the management structure for the change need not be altered greatly from the existing structure.

In this plan, the Police Chief will designate the Investigations Lieutenant as the Program Manager. This will be his sole function and he will answer directly to the Police Chief, excluding the Investigations Commander present in the existing structure. It is the Program Manager's responsibility to get the job done by coordinating the resources within and external to the organization. He will chair monthly meetings of the

Executive Committee (agency heads) and Management Committee (agency liaisons) to keep others apprised of the status and progress of the change. Illustration #24 depicts the management structure for this transition plan.

Illustration #24

### Management Structure



The Project Manager structure appears to best facilitate the transition with a minimum amount of disruption to the organization. He is capable of

delegating his other responsibilities to other supervisors to make this his sole function and, in this case, he happens to be a "natural" leader making him able to influence many of his colleagues. He is also responsible for supplying data to the planning and research personnel who will develop staff reports showing the results of the change.

#### Implementation Methods and Technologies

In the words of Machiavelli in The Prince; "There is nothing more difficult to take in hand, more perilous to conduct or more uncertain in its success than to take the lead in the introduction of a new order of things." Several methods or technologies are required for a transition plan to be successful. With change comes resistance and anxiety, mainly as a result of uncertainty. These factors can be overcome by ensuring that ongoing communication and feedback are employed at all levels, along with a clear vision, consistent plans and a realistic time frame for accomplishing the change. Change can't take place until those affected accept the change. Teamwork is essential, and utilizing these methods ensures that most everyone will become part of the team. These methods will also aid in keeping commitments to the change at the desired levels.

Failing to utilize the described methods can result in the change process never actually getting off the ground. Assigning responsibilities, but failing to initiate checks and balances creates an atmosphere that all is going smoothly when in actuality, there is a lack of cohesion causing the change process to take a back seat to projects deemed more important by members of the critical mass.

#### Clear Goal

Some will readily accept the change; usually those who are most dissatisfied with the present. Others will gradually accept the change as they begin to see results. To understand the purpose of the change, everyone affected must have a clear understanding of where the organization is going. It is the Police Chief's responsibility to convey to members of the organization where he wants the organization to go. Organizations are unable to move from where they are to where they want to be unless those responsible for the move know where to go and what mechanism will be used to reach that destination.

Ongoing communication during the transition will ease the feelings of uncertainty among those affected. This can be accomplished through

Mission Statement Development and Goals placed at strategic locations throughout the organization. Progress reports and internal memos can reinforce the commitment to the change.

### Team Building Workshops

Management staff and key actors of the transition plan will participate in Team Building Workshops to develop an understanding about their role in the transition process. Many biases and misunderstandings can be addressed in the workshop which can result in gaining the support of for those who are not fully committed to the change. The Police Chief is a key player in the workshops. The Chief, along with the Program Manager, will set the stage and assist others attending the workshop in defining their individual roles to ensure a more cohesive transition team.

### Conflict Management

The uncertainty, anxiety and resistance mentioned above is sure to cause conflict. Conflict can be an advantage if managed correctly. Conversely, it can be destructive if left uncontrolled. The key to conflict management is to direct the conflict at the issues surrounding the change rather than those individuals performing the various tasks. The Program Manager

must be aware of any potential conflict during the transition and if possible, address it before it occurs. This can be done by the Program Manager making daily contacts with the key players in the transition plan as well as the unofficial leaders in the organization to measure any anxiety or conflict situations that may be present.

#### Management by Wandering Around

Already practiced by many managers, this method practiced by the Program Manager will make him accessible to those in the organization who may not be actively involved in the transition. Other areas of the organization will be affected and questions will need to be answered. Many problems can be averted by openly discussing the change with several other employees. Managing the transition from the confines of an office can result in the Program Manager being unaware that the transition is not being accepted as he had perceived.

#### Rewards

Typically, law enforcement does a poor job of recognizing or rewarding those who help in accomplishing the department's goals. With regard to change, rewarding those who are accomplishing critical tasks will help

maintain their level of commitment and reassure them that they are an important part of the team. They end up sharing in the success of the program. Rewards can be as simple as written commendations from the Chief which are delivered to the employee in the presence of peers and entered into personnel files. This can serve to encourage others to assist in the transition.

#### E-Mail Announcements

The organization's computerized electronic mail can greatly enhance the communication efforts, so critical to the transition plan. There are several times during the transition phase that key events are accomplished. Utilizing the department's E-Mail system, program milestones can be communicated to all personnel with recognition to those individuals who assisted in the accomplishment. This tool also serves to remind everyone of the commitment to the plan as well as, again, eliminating some of the uncertainty and anxiety.

#### Responsibility (RASI) Charting

This technique is probably the best way to ensure that key personnel are aware of their responsibilities regarding the transition plan. It also

ensures against duplicate efforts on the same task and wasted time as a result. Actors basically fall into one of four main classifications for each task in the responsibility chart. (R) is responsibility to see that the actions or decisions occur. (A) is approval of actions or decisions with right to veto. (S) is support of action but no right to veto. (I) is informed of action or decisions, but no right to veto. Some tasks may not apply to an actor and are designated with (-).

The Responsibility Chart serves as a tool to make those critical to the transition aware of each others responsibilities since the actors participated in completing the chart. This will work to relieve some of the anxiety and uncertainty as to whether or not tasks are being accomplished. If tasks aren't being completed on time, the Project Manager knows who to contact to speed the process along. After Action Reports generated by each individual charged with a task will help the Program Manager become aware of problems that developed and how they were solved. Communicating this to other involved individuals will make for a smoother transition. The following responsibility chart lists identified tasks and actors necessary for implementing the change along with levels of responsibility.



Illustration #25

**RESPONSIBILITY CHART  
(RASI)**

Actors/Tasks	Chief	Proj. Mgr.	City Mgr.	Council	Patrol Cmdr.	Fiscal Mgr.	City Atty.
Interagency Gang Program	A	R	S	A	S	-	I
Policies	A	R	-	-	S	-	I
MOUs	S	R	A	S	I	S	I
Develop Budget	A	R	I	A	I	I	-
Acquire Funds	R	I	S	A	-	S	-
Purchases	I	I	S	I	-	R	-
Training	I	R	-	-	S	I	-

(R)= Responsibility

(A)=Approval

(S)=Support

(I)=Inform

(-)= Not Applicable

Evaluation Component

In order to determine the success of the plan, an evaluation component must be in place. An independent analyst will establish baseline data for the pre-transition phase. This data will then be compared with the data compiled during the transition and post-transition phase to determine the success of the program. Areas to be analyzed include, but are not limited to, overall crime rate, gang crime rate, types of gang crime, length of sentence based on enhancements for gang crimes and the number of other communities affected by the targeted gang member.

The methods and technologies mentioned above are geared at establishing a good flow of communication and feedback. Utilizing them will aid in preventing lack of clarity, commitment, control and coalition or any other pitfalls that may occur during change management.

### Transition Management Plan

Critical to change management is the Transition Management Plan. This is an outline of key tasks to be performed and a time frame in which to operate. The following outline describes the sequence of events for implementing this change.

#### I. Planning

##### A. Announcement of Planned Change--(Completion: 90 days)

1. Designate Program Manager
2. Establish Executive Committee
3. Develop transition plan with timetable
4. Enter into MOU's
5. Draft policies
6. Obtain council approval
7. Develop budget
8. Identify logistical issues

B. Team Building--(Completion: 120 days)

1. Identify critical mass
2. Set up team building workshop
3. Identify responsibilities, readiness and commitment
4. Establish management structure

C. Communications Plan--(Completion: Week 8)

1. Release media announcements to gain community support
2. Design internal communications plan for feedback and suggestions

II. Implement

A. Office Set Up--(Completion: 5 months)

1. Support personnel assigned
2. Interagency personnel assigned/orientated
3. Equipment purchased

B. Establish State/Federal Agency Liaisons--(Completion year 1)

1. Federal
  - a. Federal Bureau of Investigation
  - b. Alcohol, Tobacco and Firearms
  - c. Department of Justice
  - d. Immigration and Naturalization
2. State
  - a. Department of Justice
  - b. California Youth Authority
  - c. California State Parole

C. Operating Procedures--(Completion: Week 11)

1. Develop targeting criteria
2. Design database
3. Hold team building workshop for assigned personnel
4. Identify individual roles and responsibilities
5. Verify accuracy of current data

- D. Training--(Completion: Year 1)
  - 1. Provide role-call training for Patrol/Investigations
  - 2. Develop expertise of gang team personnel
- E. Establish Liaisons with outside organizations
  - 1. Media
  - 2. ACLU and affected community groups
- F. Enhance Computerized Database--(Completion: Year 3)
  - 1. Expansion of GREAT computer state-wide
  - 2. Link agencies with Wide Area Networking (WAN)
- G. Develop National Computer Database (Completion: Year 5)
  - 1. Solicit legislation for development of national gang database
  - 2. Establish policy and design committee with U.S. Department of Justice

### III. Evaluate

- A. Research Component--(Completion: Month 6)
  - 1. Establish Research Committee
  - 2. Design research plan and areas of evaluation
  - 3. Employ independent research personnel
  - 4. Create documentation format and data forms
- B. Formalized Report--(Quarterly)
  - 1. Evaluation of pre-change conditions
  - 2. Evaluation of transition period
  - 3. Evaluation of post-change results

### Anticipated Problems and Obstacles

It would be naive to assume that problems or obstacles would not surface during the transition phase to the new program. It is important that any hint of a problem be addressed immediately. To facilitate this, immediate feedback and effective communication techniques are mandatory. Those individuals who are still resistant to the change could be potential saboteurs. They must be identified and their attitudes toward the change monitored closely.

As stated earlier, communication must be constant. The Program Manager must keep the Police Chief aware of the status of the transition and relay directives from the Chief back down the chain to affected personnel. The Program Manager is the pivotal point with regard to communication. Not only must he receive all information, but he must also relay it as needed during the transition and post-transition phases.

One problem that must be anticipated is failing to remain focused. Those who have been assigned the new task must remain focused on the goals.

There is a tendency for some executives to use selected individuals,

especially in successful or high profile assignments, for other ventures that are politically sensitive. This removes those individuals from their primary function of carrying out the new program and as such, risking its success and skewing the research results.

#### Section Summary

Once a decision is made to change, the success of that change is dependant on a comprehensive Transition Management Plan. Change will not happen overnight, nor will it be readily accepted by everyone. Support must be gained, commitment and readiness established, critical mass identified, tasks assigned and a reasonable time frame developed. Blending these together toward a smooth transition is good communication and feedback techniques coupled with an effective leader as the Program Manager.

## CONCLUSION

This study clearly presents the importance of examining gang mobility and give it serious consideration in planning for the future of law enforcement as it relates to gang enforcement strategies. At the beginning of the study, the author identified the issue and three sub-issues. The conclusions reached with respect to the sub-issues are as follows:

- **What communications techniques will be used for tracking cross-jurisdictional Asian gang members?**

Several possibilities exist to address this sub-issue. All of them are of value and must be considered for implementation jointly. Law enforcement must establish both personal and electronic communication channels among jurisdictions. For electronic tracking and information sharing, guidelines must be established for the collection, retention and dissemination of gang member information. Definitions of gang, gang member and gang related crime must be consistent across jurisdictions. Building communications bridges among jurisdictions on a national or international scale may appear cumbersome, but small and mid-size agencies can begin by establishing local networks to accomplish this objective.

Though communications networks help to identify the movement and activity of gang members, they do not ensure the ability to locate them when they are suspected of a crime. Requiring convicted gang members to wear traceable ankle/wrist bands or computer chip implants as a condition of probation or parole, will require concentrated legislation. Nation-wide computerized data bases can also help to ensure accurate field identification of gang members through digital photo imaging and fingerprint scanning.

- **How will criminal justice agencies work together to effectively monitor Asian gangs?**

Once a gang member is identified as being a threat to one or several communities, law enforcement must band together with other components of the criminal justice system to focus their enforcement on the selective incapacitation of the individual. This study described a model of bringing together police, probation and prosecution into one location. This team provides a synergistic program whereby gang members are targeted through selected criteria for aggressive suppression tactics of police, strict adherence to gang probation terms by probation and vertical prosecution by the District Attorney's Office for any crime, whether gang related or not. Vertical prosecution allows the same Deputy District



Attorney to file the case, handle the preliminary hearing and present the case during the trial. Housing these three components of the criminal justice in one office at the police department provides immediate case review, tactical planning, expert opinion and focused attention to the goal of selective incapacitation.

Other suppression tactics to be considered are civil abatement which is a civil suit by the affected city to prohibit gang members from associating in certain areas, utilization of street terrorism laws, organized crime, money laundering and criminal profiteering statutes and enactment of additional laws that address cross-jurisdictional crimes committed by the same gang members.

- **How will law enforcement manage the related constitutional rights issues?**

Clearly, this proved to be the most difficult sub-issue to address. While the protection of individual rights is crucial in a democratic society, the protection of society as a whole warrants almost as much attention, if not more, according to some individuals. During this study, the author talked with several individuals of various professions regarding this sub-

issue. There appears to be a feeling among many citizens that they would sacrifice individual rights in order to live in a safer society.

Unfortunately, this feeling will not prevent special interest groups or ACLU intervention when it comes to law enforcement targeting specific groups for enforcement.

Law enforcement must make an effort to establish liaisons with members of these special interest groups, community groups and the ACLU in an effort to educate them and, if needed, to obtain guidance when dealing with the implementation of the strategies discussed in this study. Law enforcement must show these groups, and the public for that matter, that their methods of identifying and tracking gang members are above reproach. This can be accomplished by accurate documentation and constant updating, reverification and purging of gang information files by law enforcement. Open and honest communication with these groups on a constant basis can work to alleviate allegations of improper maintenance of intelligence files, unfair treatment and racism. It is law enforcement's role to ensure the constitutional rights of everyone, including gang members, while attempting to protect the rights of society to be relatively free from gang crime.

The purpose of the study was to answer this issue question.

- **What will be the impact of Asian gang mobility on mid-size law enforcement agencies by the year 2004?**

Research indicates that this emerging issue has the potential to severely cripple law enforcement's efforts at reducing gang violence. While it is doubtful that gangs will ever be totally eliminated, tackling the mobility of gangs, whether Asian or non-Asian, will greatly enhance the ability of law enforcement to impact the amount of violent transient crime attributed to these individuals. The author has presented strategies geared at inter-agency, cross-jurisdictional networks which utilize current technology to focus on any mobile gang. Though mobility was first noticed among the Asian gangs, during the course of this study, the author found that non-Asian gangs are becoming more mobile in their criminal endeavors. The strategies presented are not race or ethnic specific, but apply to all gangs who travel across jurisdictional boundaries.

#### Recommendation

This study focuses on suppression tactics only. It is suggested that further study be undertaken to examine gang prevention strategies for law enforcement to consider as a collateral program to the suppression

strategies. Other issues discussed during this study should also be considered for future research. They include:

1. The impact of the media on future law enforcement gang enforcement practices.
2. The impact of increased cultural diversity on law enforcement.
3. Technology applications for gang enforcement.
4. Strategies for addressing prison overcrowding.
5. The impact of mandatory 2-year military service at age 18 or upon dropping out of high school.

## ENDNOTES

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## Appendix A

### SILENT GENERATION OF TRENDS

1. Number of multi-jurisdictional law enforcement/criminal justice services directed at Asian street gangs.
2. Amount of exploitive media coverage of gangs and suppression efforts.
3. Amount of anti-gang education directed at Asian communities.
4. Impact of the number of Asians leaving Hong Kong.
5. Amount of cultural/race relations.
6. Amount of Asian businesses.
7. Number of Asians entering Law Enforcement.
8. Number of legalized gambling clubs catering to Asians.
9. Level of state border inspection of interstate travelers.
10. Amount of tracking of the different Southeast Asian groups.
11. Effect of Asian organized crime on street gang activity.
12. Family/religious/societal values.
13. Level of enforcement of curfew laws.
14. Level of employment among Asians.
15. Amount of violence on TV.
16. Level of funding for joint agency task forces.
17. Amount of accessible firearms.
18. Local government economy.
19. Amount of law enforcement personnel assigned to Asian gang enforcement.
20. Number of social service programs directed at undocumented residents.
21. Immigration laws.
22. Number of community coalitions.

23. Amount of legislation resulting from gang violence.
24. Demographic changes-heterogeneity.
25. Gang education programs directed to parents.
26. Criminal sophistication of Asian gang members.
27. Number of home invasion robberies
28. Amount of intimidation of Asian business owners.
29. Number of multi-jurisdictional crime sprees.
30. Confidence of Asian business owners in police/criminal justice system.
31. Number of Asian gangs.
32. Size of Asian gangs.
33. Amount of violence associated with Asian gang crime.
34. Number of education/skill development programs for gang members.
35. Industrial v. information society.
36. Use of STEP Act in gang prosecutions.
37. Number of groups addressing ethnic prejudice by police.

## **Appendix B**

### **SILENT GENERATION OF EVENTS**

1. Gang member identification methods of police for targeting Asian gangs for prosecution is challenged.
2. Court decision restricts police from taking gang photos.
3. Court decision restricts G.R.E.A.T. computer.
4. Court decision restricts police from gathering gang intelligence.
5. Media reports erroneous gang identification by police.
6. Legislation further restricts possession/sale of firearms.
7. Racial riots between Asians and other races.
8. "Three-strikes your out" bill clogs court system.
9. Implementation of "smart" ID card.
10. violent confrontation occurs between law enforcement and Asian gang.
11. Funds for criminal justice slashed.
12. New technology developed to track gang members.
13. Stock market crash.
14. Asian gangs infiltrate law enforcement computer.
15. Control of Honk Kong change in 1997.
16. Asian gangs unite.
17. All Asian gangs become based in California.
18. Supreme Court decision prohibits tracking on basis of race.
19. Court decision prohibits identification implants in gang members.
20. Cars become obsolete as primary mode of transportation.
21. An amendment to the U.S. Constitution states that societal issues take precedent over individual issues.
22. All law enforcement is regionalized.

23. Court decision declares gang membership legal social clubs.
24. Asian gang member is elected President of the United States.
25. Asian gang members form a union for lobbying purposes.
26. Court decision declares gang membership criminal.
27. Two-year mandatory government service for all persons at age 18 or upon drop out of high school.
28. A high ranking law enforcement official is ambushed by Asian gang.
29. Asian gangs begin victimizing other races.
30. A federal agency is created for the sole purpose of fighting Asian gangs.
31. National Guard troops dedicated to Asian gang eradication.
32. Southeast Asian immigration stopped by act of Congress.
33. Asian only police department created in high Asian populated community.
34. Private school established for Asian students.
35. Military approved to assist immigration enforcement.
36. A.C.L.U. seeks court decision to prevent task force enforcement aimed at race.
37. Affirmative action requires hiring of Asians in law enforcement.
38. G.R.E.A.T. computer system fails.
39. New legal criteria developed affecting establishment of gang affiliation.
40. Probation on non-association terms prohibited.
41. Creation of a federal Asian gang intelligence computerized clearinghouse.