

A STRATEGY FOR ADDRESSING ILLEGAL YOUTH  
GANG ACTIVITIES BY A MID-SIZE POLICE DEPARTMENT

by

BRUCE TOGNETTI  
COMMAND COLLEGE CLASS XII  
PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JULY - 1991

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

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

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

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

NATIONAL INSTITUTE OF JUSTICE  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
(NIJ/NCJRS)

ABSTRACT

A STRATEGY FOR ADDRESSING ILLEGAL YOUTH  
GANG ACTIVITIES BY A MID-SIZE POLICE DEPARTMENT

by

BRUCE TOGNETTI

COMMAND COLLEGE CLASS XII

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

July - 1991

A Strategy for Addressing Illegal Youth Gang Activities by a Mid-Size Police Department

B. Tognetti. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1991. 94 pp.

Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7053

Single copies free. Order Number 12-0230.

National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD 20850.

Microfiche free. Microfiche Number NCJ \_\_\_\_\_.

ABSTRACT

Gang activities in American cities are increasing at an alarming rate, especially in those cities with significant minority populations. This project provides a model for a mid-size police department to monitor the gang situation as it emerges, to prevent the undesirable impacts of illegal youth gang activities. A description of the problem includes forecasts and analysis for five trends affecting the issue: change in the ethnic composition of the population; gang involvement in narcotics trafficking; growing level of economic disparity between "haves" and "have nots"; volume of teenagers; and, the "quality of life" in the high schools. A normative scenario is used to strive for a gang free environment. The strategy is based on the premise that the youth gang problem is a community issue, with the police department taking a lead role in its development and implementation. The plan calls for a multi-dimensional cooperative effort, involving allied criminal justice agencies, local government, community groups and the schools. Demographic data, survey and non-extrapolative forecasting results; methodology and graphics in appendixes; and references.

PART I - INTRODUCTION

Overview of the problem, and historical and contemporary responses

PART II - FUTURES STUDY

How will illegal youth gang activities impact the operations of a mid-size police department by the year 2001?

PART III - STRATEGIC MANAGEMENT PLAN

A model plan outlining a response for mid-size police departments in addressing the youth gang problem

PART IV - TRANSITION MANAGEMENT PLAN

A description of the management structure, and methods and technologies utilized to implement an anti-gang strategy

PART V - CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

Summation of the problem and strategy for the next ten years

A STRATEGY FOR ADDRESSING ILLEGAL YOUTH  
GANG ACTIVITIES BY A MID-SIZE POLICE DEPARTMENT

by  
BRUCE TOGNETTI  
COMMAND COLLEGE CLASS XII  
PEACE OFFICER STANDARDS AND TRAINING (POST)  
SACRAMENTO, CALIFORNIA  
1991

EXECUTIVE SUMMARY

Recent years have seen a surge in the quantity and complexity of illegal youth gang activities. Once primarily confined to our largest cities, the phenomenon has surfaced in smaller communities, as well, posing new and unique challenges to police departments not accustomed to dealing with them.

Several studies sponsored by the State of California have focused much attention on the problem and possible solutions. Although exhaustive endeavors, these studies have been primarily tailored to the experiences and resources of our largest cities and law enforcement agencies.

Although increasing numbers of mid-size cities are encountering growing gang problems, there exists a scarcity of information relating to the roles and responsibilities of their police departments in dealing with them. This report is an effort to provide a more concrete framework for mid-size police departments to address the problem of illegal youth gang activities.

Two recurrent themes surfaced in this project, which consists of a futures study, strategic management plan and transition management plan. The first theme is that the magnitude of the youth gang problem is enormous, and will require a long-term, concerted effort to resolve. The second is that mid-size police departments have a unique opportunity to lead the way in developing effective anti-gang strategies.

The futures study included an extensive literature review, and site visits of mid-size police departments with anti-gang programs. Additionally, a group forecasting process identified five trends and events which underscore the severity of illegal gang activities, and the problems they are causing mid-size police departments. In seeking a gang free future, the complexity of the issue and limited resources of mid-size cities necessitate addressing the problem as a total community issue.

Consequently, a comprehensive and cooperative strategy is offered, involving an effective partnership between law enforcement, other components of the criminal justice system, local government, the schools and a variety of community resources. Elements of this plan include: police department top priority, gang reporting and intelligence, "zero tolerance" law enforcement, City Council commitment, graffiti abatement, police/school liaison, youth outreach programs, news media involvement, areawide law enforcement task force and interdisciplinary criminal justice coordination.

Absent a definitive implementation design, the most thoroughly developed strategy will have fleeting impact, at best. In this regard, the transition management plan serves as the cementing ingredient for a successful multi-dimensional youth gang effort. This plan identifies those individuals whose commitment is essential for strategy success ("critical mass"), the appropriate management structure and supporting technologies. The most crucial technology to be utilized is that of program monitoring and evaluation.

The disheartening character of illegal youth gang activities has grown to epidemic proportions, now posing unique problems for an increasing number of mid-size police departments. This report is an attempt to define a practical approach to address this situation, through a comprehensive and cooperative multi-dimensional youth gang strategy.

## CONTENTS

	<u>PAGE</u>
<u>PART I - INTRODUCTION</u>	1
Explanation of Terms	2
Field Research	3
Problem Overview	4
Emerging Problem for Mid-Size Jurisdictions	5
Historical Responses	5
Contemporary Issues and Responses	6
Summary	7
<u>PART II - FUTURES STUDY</u>	8
ISSUE IDENTIFICATION AND FUTURES STUDY	9
Identification of Issue and Sub-Issues	9
Identification of Significant Trends and Events	9
Most Critical Trends	9
Most Critical Events	11
Trend Forecasting	12
Event Evaluation	16
FUTURE SCENARIOS	18
Nominal Scenario	18
Normative Scenario	19
Hypothetical Scenario	21
<u>PART III - STRATEGIC MANAGEMENT PLAN</u>	23
Mission Statement	24
Situational Analysis - Environment	25
Situational Analysis - Internal Capabilities	26
Stakeholder Analysis	29
Strategy Development	30

Component One: Law Enforcement	30
Component Two: Community Commitment and Involvement	32
Component Three: Criminal Justice System Cooperation	34
Implementation Plan	35
Component One: Law Enforcement	35
Component Two: Community Commitment and Involvement	37
Component Three: Criminal Justice System Cooperation	39
Summary	40
<u>PART IV - TRANSITION MANAGEMENT</u>	41
Critical Mass	42
Management Structure	45
Technologies and Methods to Support Implementation	46
Summary	48
<u>PART V - CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS</u>	50
Strategy Impacts	52
Summary	54
<u>APPENDIXES</u>	55
APPENDIX A - Police Departments Visited	56
APPENDIX B - Nominal Group Technique Methodology	57
APPENDIX C - Situational Analysis Methodology	78
APPENDIX D - Stakeholder Analysis Methodology	82
APPENDIX E - Strategic Alternatives	88
APPENDIX F - Responsibility Charting	92
APPENDIX G - Notes	93

ILLUSTRATIONS

	<u>PAGE</u>
IDENTIFICATION OF "CRITICAL MASS"	42
TABLE 1 - TREND EVALUATION	58
TREND CHARTS	59
Trend 1 - Community Ethnic Composition	59
Trend 2 - Gangs and Drugs	60
Trend 3 - Economic Disparity	61
Trend 4 - Population Between 13-20 Years	62
Trend 5 - High Schools' "Quality of Life"	63
TABLE 2 - EVENT EVALUATION	64
Event 1 - Violent/Deathly Gang Conflict	65
Event 2 - High School Dropout Rate + 25%	66
Event 3 - Citizen's/Police Review Board	67
Event 4 - Bilingual Funding From State	68
Event 5 - Non-White Elected to City Council	69
TABLE 3 - CROSS-IMPACT ANALYSIS	71
STRATEGIC ASSUMPTION MAP	87
RESPONSIBILITY CHARTING	92

A STRATEGY FOR ADDRESSING ILLEGAL YOUTH  
GANG ACTIVITIES BY A MID-SIZE POLICE DEPARTMENT

PART I. INTRODUCTION

Although youth gangs have been an American problem for decades, recent years have seen a surge in the quantity and complexity of their illegal activities. Once primarily confined to our largest cities, the phenomenon has surfaced in smaller communities, as well, posing new and unique challenges to agencies not accustomed to dealing with them. Though much public attention has been focused on the problem, gang suppression schemes to date have been primarily tailored to the resources of the largest jurisdictions. Recognizing the scarcity of appropriate strategies for mid-size police departments, an impact network was used to develop the issue being addressed:

**How will illegal youth gang activities impact the operations of a mid-size police department by the year 2001?**

In examining this problem, two major themes surface:

- (1) The magnitude of the youth gang problem is enormous, and will continue to worsen if not appropriately addressed; and,
- (2) Mid-size police departments have a unique opportunity to lead the way in developing effective anti-gang strategies.

These two themes recur throughout the course of this project, which contains a futures study, strategic management plan, and transition management plan.

#### Explanation of Terms

The words "gang" and "youth gang" are used interchangeably, as defined in the California Attorney General's 1988 Report on Youth Gang Violence in California:

An organization of individuals, normally between the ages of 14 and 24 years. It is loose knit, without structure, and the strongest or boldest member is usually the leader. The gang has a name, claims a territory or neighborhood, is involved in criminal activity, and its members associate on a continuing basis. Their activities include violent assaults against other gangs, as well as committing crimes against the general population. (Specifically divorced from the definition are motorcycle gangs and other highly organized gangs.)

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

From a methodological standpoint, an actual community will be utilized as a frame of reference. In this context, the terms "the city" and "the police department" will refer to this environment. The referenced police department consists of 75 sworn and 115 total personnel. It serves a culturally diverse community of 54,000 in the middle of a metropolitan area, within ten miles of one of California's largest cities. The community has long been an areawide employment center. Now home for more than 3,000 businesses, the city's daytime population exceeds 100,000. Absent youth gangs as late as 1988, the city has since experienced an emerging problem, with no less than four active gangs and a steady rise in gang related behavior.

#### Field Research

Several mid-size police departments, mostly in Southern California, have initiated programs to address severe or emerging gang problems. Site visits were conducted of many of these agencies, from which valuable information was obtained relative to: the extent of the current problems; how they developed; and, what strategies have been useful in addressing them (Visited agencies are listed in Appendix A).

Specific knowledge gained from these cities is utilized throughout this report, with common threads existing between all of them. Prior to the mid-1980s, all had dormant or minimal gang problems. Since that time, illegal youth gang activities have skyrocketed. All police departments have instituted anti-gang

enforcement units, ranging in size from two to eight officers. The other main commonality is the presence of visibly effective graffiti abatement programs.

#### Problem Overview

Youth gangs have been a visible problem for four decades, being more numerous, more prevalent and more violent in the 1990s than at any other time in American history (Miller ,1990, 263). Historically formed along ethnic grounds, today's dominant gangs are composed of Hispanic, Black and Asian youth, although White gangs are posing increasing problems ("Gangs in Schools", 1988, 11-12).

Activities of youth gang members are varied and complex, involving social, asocial and criminal behaviors. The most prominent asocial behavior is intimidation, while criminal activity includes serious assaults, vandalism, drug sales and use, thefts, burglaries and robberies. Research demonstrates that whatever their mode of behavior, the potential for violence and criminal activity among gang members is much greater than for other groups of people (Jackson and McBride, 1986, 20).

The epidemic proportion of the youth gang problem in California led to the formation of a task force under the auspices of the California Council on Criminal Justice (CCCJ), with its findings published in the State Task Force on Youth Gang Violence Report in 1986. As narcotics trafficking became a major part of many gang operations, a second CCCJ task force conducted extensive research on the enlarged issue, with conclusions set forth in the State Task Force on Gangs and Drugs Report in 1989. Findings of these studies indicated that youth gang membership was rising dramatically, along with gang controlled drug

trafficking, and the incidence and severity of gang related violence.

#### Emerging Problem for Mid-Size Jurisdictions

Illegal youth gang activities are no longer confined to the largest cities. In California, 18 of 20 cities outside of metropolitan areas with populations between 25,000 and 125,000 recently reported the presence of youth gangs (Thomas, 1990, 3). Evidence gathered in the site visits demonstrates problems are more acute in suburban communities, especially those in the Los Angeles basin.

Reflective of areawide experiences, police officials interviewed indicated their cities have undergone tremendous increases in local gang membership, with violent crime soaring in the past four years. This trend was especially evident in the numbers of gang and/or drug related murders in the two Los Angeles suburbs examined, which comprised at least half of the 1990 homicides in each city (11 of 22 and 41 of 78). These figures had more than tripled since 1986. This experience in one city leaves it with the unenviable distinction of having one of the highest per capita murder rates in the country, regardless of city size (51 per 100,000).

#### Historical Responses

When youth gangs were only a concern of our largest cities, official responses consisted of either denial or overreaction to the problem. Denial was commonplace in order to protect a city's image. If some event, such as the victimization of a high profile resident, triggered official action, responses were reactionary, defining the situation solely as a law enforcement problem. One gang researcher has depicted this response as "somewhat analagous to holding pysicians

responsible for outbreaks of influenza" (Huff, 1990, 312). Nonetheless, having significant resources at their disposal, large municipalities impulsively responded to the problem with massive, costly law enforcement programs. History has demonstrated the failure of this approach.

#### Contemporary Issues and Responses

Many factors contribute to expansion of the problem out of the inner cities. Today's gang members are more mobile, due to the availability of automobiles and our efficient, modern highways. Additionally, the tremendous influx of non-White immigrants into California has triggered an immense change in minority residential patterns. Most suburbs and outlying communities now have a rich ethnic mix, once exclusive to the largest cities (San Francisco Chronicle, 5/11/91, 1). Another important factor is that the lucrative nature of the narcotics trade has caused drug trafficking gangs to search out new markets, a fact so emphatically emphasized by police officials interviewed in the site visits.

For the same image-saving reason prevalent in bigger cities, many mid-size communities deny the existence of an emerging gang problem. Another cause for denial is that the smaller governments lack the resources available to their big city counterparts. Ignoring the problem may be a way of denying the local government's inability to address the issue by infusing a massive injection of high profile law enforcement.

Overwhelming evidence indicates that the youth gang problem can no longer be ignored by mid-size cities. Upon acknowledgment of this fact, the limited

resources of these jurisdictions can actually serve as an advantage in developing an effective youth gang strategy. Lacking capabilities to solve the problem alone, these cities will be compelled to look at the issue of illegal youth gang activities as more than a law enforcement problem.

#### Summary

The past several years have witnessed a tremendous increase in illegal youth gang activities. This trend appears to be with us for the coming decade, with its undesirable effects spreading outside of our largest cities into America's suburbs. Therefore, it is important to study the youth gang issue as it impacts the future of a great number of these suburban communities, mid-size cities.

A comprehensive attempt to address a community's youth gang problem will have tremendous impacts on the operations of a mid-size police department. As outlined in the futures study, major effects will include: the manner in which the police department conducts street enforcement activities; how it works with allied agencies (criminal justice partners and community resources alike); and, the manner in which it interacts with parents of youth gang members.

Results of the futures study will highlight the magnitude of the problem and the necessity to act promptly in developing a comprehensive and cooperatative strategy. The exhaustive nature of this endeavor will generate a unique transition management plan designed to sustain commitment from a wide variety of individuals and groups, ensuring long-term strategy success.

PART II. FUTURES STUDY

## ISSUE IDENTIFICATION AND FUTURES STUDY

### Identification of Issue and Sub-Issues

The primary issue to be examined is:

**How will illegal youth gang activities impact the operations of a mid-size police department by the year 2001?**

An impact network was used to develop this issue, as well as related sub-issues.

An extensive list of concerns was generated, and then synthesized to three primary sub-issues for further analysis:

- (1) What will be the effect on police street enforcement strategies?
- (2) How will the levels of cooperation between the police department and allied agencies be affected?

Allied agencies include criminal justice agencies, schools, social services and city services.

Criminal justice agencies consist of: local, state and federal law enforcement agencies, the prosecutor's office, probation department (adult and juvenile), courts, and youth detention and adult correction facilities.

- (3) What will be the impact on interactions and relationships between the police department and gang member parents?

### Identification of Significant Trends and Events

Following a literature review and field research, a group forecasting process was conducted (See Appendix "B" for Nominal Group Technique methodology). Lists of 29 trends and 18 events were developed by the panel. These lists were reduced for forecasting purposes to five trends potentially considered to have the most impact on the issue, and five events felt to have the greatest likelihood of being affected by prior policy.

### Most Critical Trends

T1 - Change in ethnic composition of the community's population. This trend was deemed to be most relevant to the issue. Panelists felt that the rate of growth among all immigrants and ethnic minorities in the state would continue to be reflected in the community's ever-changing ethnic composition. Historically, youth gangs have been predominant among non-Whites, immigrants, and those at the lower end of the economic spectrum. The panel felt that as the volume and variety of non-Whites increased, so would the inclination for gang affiliation and activities.

T2 - Gang involvement in illegal drug trafficking in the state and community. Urban gang involvement in illegal drug trafficking has been well publicized in recent years. This is due to the lucrative financial opportunities available. The panel felt that such involvement would continue to grow in the state. Further, it is expected to spread into suburban areas and heighten gang problems.

T3 - Level of economic disparity between "haves" and "have nots" in American society, in general, and the community, in particular. The panel perceived a recent tendency in American society for those who are economically advantaged to become even more so, while those who are at or below the poverty level are becoming more impoverished. This disparity was projected to grow more acute by the turn of the century. It was felt that such a trend would directly bear on the level of frustration of those who are on the lower end of the economic spectrum. This includes disproportionate numbers of racial and ethnic minorities - segments of the populace most susceptible to gang affiliation.

T4 - Volume of state and community population between the ages of 13-20 years.

The forecasting group projected that the next decade will see a continuing increase in the numbers of teenagers, the age group containing the foundation of youth gang membership. Combined with the changing ethnic composition, the panel projected a sizable increase in the segment of the population most susceptible to gang involvement.

T5 - "Quality of life" in the local high schools. The panel defined "quality of life" as it relates to high schools as being the conditions affecting the ability of children to receive a good education and to grow through the adolescent maturation process. Panelists believed that such conditions were deteriorating in the local high schools, and would continue to do so as gang activities increased.

Most Critical Events

E1 - A gang conflict will occur in the city which will result in multiple deaths, including at least one innocent bystander. In a community which has not experienced more than four homicides in a single year in the past decade, results of such a gang conflict would be considered almost catastrophic, signalling an alert in local gang activism. Publicity caused by such an event would have multiple impacts. These impacts would likely include mobilizing a variety of community interest groups, as well as the police department and other government resources.

E2 - The local high school drop-out rate will reach a level 25% higher than in 1990. The panel felt that a decrease in the levels of education preparedness

would be disproportionately high amongst the increasing numbers of non-White teenagers, historically considered to be most susceptible to gang involvement.

E3 - A Citizens'/Police Review Board will be implemented in the city, with the power to recommend policy, and authority for review and execution of disciplinary actions. A dormant issue for two decades, recent events in the state have focused increased attention on the desirability of independent oversight of police operations. Such an event would definitely create greater demand on police administrative resources, while allowing the opportunity for increased community input into fulfillment of the law enforcement mission.

E4 - State funding for bilingual education will be discontinued. In a community undergoing an ethnic transformation which includes a large volume of non-English speaking immigrants, loss of bilingual training would have a definite impact on the education preparedness of groups of people the most susceptible to gang involvement.

E5 - At least one non-White member, representative of an ethnic community, will be elected to the City Council. Such an event would represent a turning point in a city government historically dominated by an all-White elected body. It would serve as a precursor for increased activism from all major segments of the non-White populace, while providing an "official voice" in city government (including the police department) policy development.

#### Trend Forecasting

The panel conducted a thorough evaluation of all five trends, examining each from two distinct perspectives: how they desired each trend to develop; and, how they

expected each to actually evolve. Relative to their own choices, the panel desired that the community's ethnic composition (T1) would remain as it is today, providing a relatively static environment in which to adapt community resources. All other trends were considered to be negative by their nature (gangs and drugs, T2; economic disparity, T3; population between 13-20, T4; "quality of life" in high schools, T5), and the panelists' preferences were that they would all decline below levels of five years ago.

Notwithstanding their preferred agenda, panelists felt that all trends were actually rising from five years ago, and would continue on a gradual incline for the next ten years, each being noticeably more acute by 2001 than they are today.

Concerning the panel's most critical trend, empirical census data and local school enrollment figures support the panel's hypothesis that the community's ethnic population (T1) will continue to grow in numbers and diversity. Census data indicates a tremendous transformation in the city's population during the past 20 years (U.S. Census Bureau: 1970, 1980, 1990). Whites and Hispanics comprised 93.6% of 1970's 46,646 residents (Hispanics were not reported separately from Whites), while there were only 1.5% Blacks and 3.4% of the population of Asian or Pacific Island ancestry. These figures are in stark contrast to the ethnic composition revealed in the census data of the subsequent two decades, as depicted in the table below.

<u>Year</u>	<u>Population</u>	<u>%White</u>	<u>%Black</u>	<u>%Hispanic</u>	<u>%Asian/P.I.</u>	<u>%Other</u>
1980	49,393	49.6	4.0	22.2	13.7	9.8
1990	54,312	44.7	3.8	27.1	23.7	0.2

As the numbers of Whites noticeably declined, all categories of non-Whites

appreciably increased over the two decades. This proportionate growth was especially acute amongst Asians and Pacific Islanders, which almost doubled in the past ten years, culminating a seven-fold increase since 1970 (from 3.4% to 23.7%).

As today's children are tomorrow's adults, local school enrollment figures are more indicative of the future trend of ethnic diversity in the city. In just three short years, from 1987 to the Fall of 1990, the ethnic composition in the unified school district changed as reflected in the table below (Racial and Ethnic Distribution of Enrollment, 1987 and 1990).

<u>Year</u>	<u>#Students</u>	<u>%White</u>	<u>%Black</u>	<u>%Hispanic</u>	<u>%Asian/P.I.</u>	<u>%Other</u>
1987	9,454	38.3	5.3	25.9	30.3	0.3
1990	9,510	32.3	5.8	29.0	32.7	0.2

The community's citizens of the future no longer have a White majority with noticeable increases among all minorities, especially those of Asian and Pacific Island ancestry. Based on historical experience, this tremendous transformation substantiates the forecasting panel's belief that the community might be more susceptible for increased gang affiliation and activities in the coming decade.

The panel perceived the distribution of illegal drugs to be facilitated by the increasing level of gang activities in the community. Concurrently, drug trafficking may well serve to perpetuate the continued existence of the gangs, as well as increase their violent tendencies. The panel's projections regarding gangs and drugs (T2) are consistent with national public sentiment, which perceives involvement in volatile drug markets such as "crack" as signalling a transformation of youth gangs into burgeoning criminal organizations (Fagan,

1990, 183). Two of the multiple findings of a recent statewide task force corroborate the panel's trend forecast (State Task Force on Gangs and Drugs, 1989, xiv-xv):

- (1) The flow of narcotics into California has increased in the past few years. (Finding #17)
- (2) Gang involvement in drug-trafficking has increased with the advent of crack cocaine, and gang members are operating with an increased level of sophistication and violence for the purpose of seizing and maintaining profitable drug territories. (Finding #2)

A recently released state Franchise Tax Board study affirms the panel's feeling that economic disparity (T3) between the rich and the poor in California grew noticeably in the past decade (San Francisco Examiner, 4/22/91, 1).

Other research data confirms the rising trends relative to increase in teenagers (T4) and the declining "quality of life" in high schools (T5). While overall local school enrollment has remained static at 9,510 (actual increase of only 0.6%), the numbers of elementary students has increased over 5% (336) since 1987, foretelling an increase in teenage students in coming years. High school and junior high school disciplinary records also confirm the panel's projection of a deteriorating "quality of life" on school campuses, as depicted in student suspension figures compared below (Child Welfare and Attendance, 1987 & 1990).

<u>Year</u>	<u>#H.S. Total</u>	<u>#J.H.S. Total</u>	<u>Defiance</u>	<u>Fighting</u>	<u>Drugs/ Alcohol</u>	<u>Weapons</u>	<u>Assaults</u>
86-87	591	295	366	353	74	23	11
89-90	833	438	698	445	50	31	69

This data indicates that campus acts of violence rose 43% in this time frame, with the greatest increase among the younger students (48%), the next wave of high school pupils. Although drug and alcohol incidents have actually declined,

the numbers of more dangerous offenses have increased dramatically. "Fighting" increased 26%; "Weapons" possession 35%; and "Assaults" by more than six-fold.

#### Event Evaluation

Four of the five significant events were given a high probability of occurring during the next ten years, with three of these apt to have noticeable impacts on the occurrence of other events and trends. The panel felt those trends indicating a high susceptibility to increased gang activities could easily culminate in a tragic gang conflict resulting in multiple deaths (E1). Due to the loss of life and the milestone such an event would signal, the panel viewed it as an extremely negative prospect. It would be likely to have an effect on the high school drop-out rate, a tendency to implement a Citizen's/Police Review Board, gang involvement in illegal drugs and the quality of life in high schools.

Nonetheless, it could also have the positive impact of focusing political attention on the seriousness of the local gang problem, and mobilizing the broad cross section of community resources necessary to address both the overt and underlying issues involved. Such a community mobilization could accelerate the process by which the City Council becomes more ethnically representative of the community it serves.

The forecasted event of an increase in the high school drop-out rate of 25% over 1990 levels (E2) appears to be supported by school district data. These figures indicate both a proportionate and absolute increase in recent years, from 106, or 3.4%, in 1987, to 120, or 4.2%, in 1990 (Child Welfare and Attendance, 1987 & 1990). Although the projected increase (30 additional drop-outs attaining a

5.3% level) would still leave the local drop-out rate dwarfed by the statewide experience of 29%, any rise in the numbers of "at risk" youths is not perceived as healthy for the community. Demographic data confirms that drop-out rates are visibly higher amongst those segments of the population most susceptible to youth gang involvement, 40% amongst minorities versus 27% for Anglos (Estrada, 6/13/89). An increase in gang vulnerable youth would contribute to the possibility of a violent gang conflict, an increase in gang involvement in drugs, growing economic disparity, and the quality of life in the schools.

Considered to have only a moderate chance of occurring, a Citizen's/Police Review Board (E3) was viewed to have both positive and negative impacts on the issue. An "outside" review mechanism, if truly representative of the changing population base, could provide a forum for injecting fresh ideas into police policy development relative to addressing the growing gang problem. Conversely, such an additional oversight layer could hamper timely organizational discipline, create employee morale problems, and foster a reluctance to implement new and innovative gang strategies.

Discontinuance of bilingual education funding (E4) was considered by the panel to have a better than average chance of occurring, largely due to ever-shrinking public school funds. A rapidly growing local population in need of english communications skills might be devastated by removal of the main avenue for improving those skills. The panel saw such an event as adding to the already growing disparity between the "haves" and "have nots" in American society, thus creating an even greater pool of community youth susceptible to the enticements of gang involvement and resultant activities.

The panel believed that election of at least one non-White to the City Council (E5) will have a very high probability of happening by the turn of the century. This assessment was based on the growing numbers and portions of non-White residents, combined with increasing political activism within the Hispanic community, reflective of the statewide trend amongst the most established of California's minorities. (Estrada, 1981, 4-5). If this event were to occur, it would have noticeable, and equally positive and negative impacts on the issue. An official voice in city government should assist in improving police awareness of, and responsiveness to, issues of cultural diversity. On the other hand, an elected official potentially hostile to law enforcement could increase difficulty for the police department in interacting with the city's ethnic and racial groups.

#### FUTURE SCENARIOS

##### Nominal Scenario

"TURF WAR LEAVES 1 DEAD: 3RD GANG-RELATED DEATH IN CITY THIS YEAR"  
(September, 1993)

"DRUG ARRESTS REACH ALL-TIME HIGH IN '94" (January, 1995)

"VOTERS PUT SECOND MINORITY ON CITY COUNCIL" (November, 1995)

During the past decade, the numbers of ethnic and racial minorities continued to increase in California at double the rate witnessed in the 1980's. The local community closely reflected the statewide trend, with non-Whites outnumbering Whites by a two-to-one margin by the turn of the century. These demographic transformations had a diverse impact on the police department's ability to address illegal youth gang activities, some more positive than others.

The police department consciously initiated efforts at the beginning of the decade aimed at being responsive to the changing community, and most specifically at addressing the youth gang situation. These activities included: availability of a 100+ language translation service; expansion of the award-winning School Liaison program; establishing on-going dialogues with culturally diverse community groups, including regular meetings with gang members' parents; participation in a multi-agency cooperative gang suppression effort; and a "zero tolerance" enforcement policy for illegal street gang activities.

Increased involvement of minorities in local government, especially amongst Hispanics (35% of the population by 2001), provided increased impetus to police responsiveness efforts, which included an effective recruitment program for bilingual police personnel.

Early efforts did not show immediate results. As the absolute numbers of minority teenagers increased, youth gang activities steadily rose for about four years, culminating in five gang-related deaths in 1995. In ensuing years, as the diversity of newcomers stabilized, and long-term effects of police/community efforts beared fruit, youth gang membership and criminal behavior decreased, along with overall violent crime.

#### Normative Scenario

"TWO DEAD FROM AFTER-SCHOOL GANG FIGHT" (September, 1992)

"HISPANIC COMMUNITY SPOKESWOMAN ELECTED TO CITY COUNCIL"  
(November, 1993)

"HIGH SCHOOL TEST SCORES SOAR ABOVE STATE AVERAGE" (January, 1997)

Vastly improved economic conditions in developing nations largely accounted for a gradual decline of new immigrants and minorities in California during the decade. Nonetheless, the city's population reflected a 60% non-White level by 1999, with ethnic and racial minorities becoming more involved in overall community affairs.

By the middle of the decade, the numbers of local students scoring in the top quartile on national math and english tests more than doubled. City schools were well ahead of the statewide trend, reflective of increased commitment of financial resources and innovations in educational curricula. The better prepared entry-level work force led to an economic gap-closing between the rich and poor, contributing to greater economic opportunities for all residents.

These positive trends impacted the police department in a variety of ways. Between 1991-1993, the numbers of ethnic gangs and their anti-social activities continued to increase, culminating in a school-related gang conflict in late 1992 which resulted in two deaths, including an innocent student bystander. The incident, nonetheless, mobilized large segments of ethnic groups to expand efforts at meaningful dialogue relative to gang-related problems, which police and school officials initiated in 1990. This improved dialogue, along with multi-agency cooperative efforts, assisted in community acceptance of a "zero tolerance" police enforcement posture relative to illegal youth gang activities. The rest of the decade saw a steady decrease in gang membership and activities, including a decline in drug trafficking and use.

The more mobilized minority communities also turned to political activism,

resulting in the 1993 election of an Hispanic councilwoman, well ahead of previous forecasts. This increased role in local government contributed to the development of improved dialogue between the police department and gang-vulnerable youth and their parents.

Hypothetical Scenario

"OFFICER SHOOTS FILIPINO YOUTH WHILE QUELLING GANG FIGHT" (June, 1995)

"HISPANIC RIGHTS ADVOCATE ELECTED TO CITY COUNCIL" (November, 1995)

"CITY COUNCIL IMPLEMENTS POLICE REVIEW BOARD FOLLOWING HEATED DEBATE"  
(February, 1997)

Racial and ethnic minorities continued to increase in California at twice the pace seen in the 1980's. The local community closely mirrored the statewide experience, with non-Whites comprising 68% of the population by the end of the century.

With the ongoing influx of under-educated immigrants, the high school drop-out rate skyrocketed, and ethnic gang memberships and criminal activities continued to grow through 1996. Anti-social behavior particularly flared in mid-1995, following the police shooting of a Filipino gang member while dispersing a major turf battle between rival gangs. Resultant community mobilization efforts were targeted against all police enforcement activities in predominantly minority areas of the city. It was two years before police community involvement efforts were successful in neutralizing the negative impacts of the shooting incident, and restoring community acceptance of the police department's "zero tolerance" posture on illegal gang activities.

The increasing non-White populace slowly became more politically active, resulting in the election of an Hispanic rights advocate to the City Council in November, 1995. Following a nationwide trend initiated by the historic 1991 Los Angeles police beating of Rodney King, an independent Citizen's Police Review Board was implemented in 1997. Police department responsiveness to the changing social and political environment subsequently led to improved dialogue with a variety of community ethnic groups. The resultant cooperative city-wide gang suppression effort netted a decrease in incidents of youth gang violence and drug trafficking by the end of the decade.

PART III.

STRATEGIC IMPLEMENTATION PLAN

The normative scenario was selected as the desired situation for the year 2001. While striving to attain the preferred future, the scenario depicted the community experiencing increased gang activities and violence in the early 1990s. Through the patient, measured implementation of a well-coordinated anti-gang strategy, the community's youth gang problem was largely defunct by the end of the decade.

The purpose of the strategic management plan is to make the selected scenario a reality. This will be accomplished by providing a blueprint for a mid-size police department to effectively deal with an emerging gang problem. This design contains a mission statement, situational analysis, stakeholder analysis, strategy development, and a plan for implementation.

#### Mission Statement

Developed through an organizational team building process, the existing macro mission of the police department is:

To enhance the quality of life through the delivery of excellent and responsive police services, to ensure a safe, secure and orderly environment for the entire community. The police department strives to accomplish this mission by treating all people with respect and impartiality, in a work environment that recognizes the distinctive worth of each individual and fosters excellence in employee performance.

The micro mission of the police department relative to youth gangs is:

To eliminate the impact of illegal youth gang activities on the community's quality of life, economic well-being, and its citizens' sense of safety and security.

Attainment of such a goal will require the complete commitment of the police department, after a thorough examination of environmental conditions and agency capabilities.

### Situational Analysis - Environment

A review of the trends and events developed by the Nominal Group Technique points to one event as a clear opportunity to attain the gang-related police micro mission. Another event and one trend will serve as both opportunities and threats, while two trends and two events are recognized as clear threats to the mission (See Appendix C for Situational Analysis methodology).

The election of at least one non-White to the City Council (E5) (the scenario calls for two to be elected by 1995) will allow for conditions in predominantly non-White neighborhoods to grow in importance within city government. Such an increased role in local affairs should assist in improving police awareness of issues of cultural diversity, and will provide increased opportunity for gaining minority cooperation and support in eliminating the problem of illegal youth gang behavior.

An increase in the city's non-White population (T1) will provide the police department with a growing pool from which to recruit minority employees, increasing its opportunities to be more representative of the population it serves. On the other hand, such a trend will lead to an increase in the numbers of youths most susceptible to gang affiliation.

Another identified event, the violent gang conflict (E1), will offer both risk and opportunity. While threatening to trigger violent gang retaliations, the event offers the opportunity of alerting the community to the full severity of the gang problem, thereby setting the stage for concerted action to eliminate the effects of the problem.

A related opportunity to coordinate local criminal justice efforts also exists. In the past, each criminal justice component has acted autonomously. A successful joint venture to eradicate gang activity could serve as a model for the systematic solution of other problems that might arise in the future.

Clear threats to the accomplishment of the gang-related mission include: gang involvement in illegal drug trafficking (T2); the growing disparity between societal "haves" and "have nots" (T3); an increase in the high school drop-out rate (E2); and, the elimination of state funding for bilingual education (E4). Once entrenched in the local gang repertoire, the financially lucrative drug trade may well serve as an adhesive to perpetuate gang existence, in addition to furthering the social problems related to drug abuse, itself.

Historically, the lower ends of the economic spectrum have contained disproportionately high numbers of racial and ethnic minorities. The widening of economic differences cannot help but add to the numbers of "at risk" youth, especially among the non-Whites. The elimination of bilingual education funding and a rising high school drop-out rate will further aggravate the threat to the community of increased numbers of youth susceptible to gang involvement.

#### Situational Analysis - Internal Capabilities

Strengths that will assist in dealing with environmental opportunities and threats include:

- Community trust of the police department to attain solutions, largely due to an historically high level of service delivery
- Open citizen access to the Police Chief and his management staff, reflected in well-established, on-going dialogues with community-based organizations of all neighborhood and ethnic backgrounds

- Established police department networks with allied criminal justice agencies and other community resources, especially the schools
- Solid rapport and open lines of communications between police management and line personnel

As with most medium size law enforcement agencies serving predominantly residential constituencies, the police department has provided a high level of service to the community. In most cases, this has developed a degree of trust within the city for the police department to be a leader in resolving social issues. Combined with an excellent rapport with community-based organizations, the police department has nurtured a built-in community support base necessary to take effective action in dealing with the youth gang problem.

The complexity of the issue necessitates cooperation among neighboring law enforcement agencies, all components of the criminal justice system, and other governmental bodies, including recreational and social services, and the local schools. The police department's established networks with these other entities will prove invaluable in the implementation of the plan.

Existence of open interpersonal communications within the police department will be of great assistance in obtaining a shared commitment between top level management and line officers toward attainment of the mission .

Limitations to effectively addressing the issue include:

- An all-White police management staff, that must continually concentrate its efforts at understanding an increasingly culturally diverse community
- Traditional, but necessary, police bureaucratic mode of operation that makes quick, concerted actions difficult
- Politicizing the problem-solving process

The all-White management staff of the police department has previously implemented culturally responsive policies which have been mostly limited in scope to a dominant Hispanic minority. As the decade unfolds, the Hispanic populace will continue to grow in numbers and ancestral origins (with significant representation from Central and South Americas). A trend with greater implications is the community's increase in Asian population, which may equal the number of Hispanics. The situation will be further complicated by a diversity of Asian cultures. This phenomenon will require significant adaptability on the part of police management.

The bureaucratic mode of operations is most suitable for historical police department tasks and missions, with its reliance upon written orders, rules and layered communications. However, these factors make adapting to new situations difficult unless the leadership understands these organizational shortcomings, and can compensate for them through well developed planning, research and innovation.

Because of the sensitivity of the issue, it is expected that political figures will have a uniquely strong interest in a youth gang strategy, which could turn to interference. This increased level of political involvement could lead to over-reaction or under-reaction on the part of the police department. A distorted police response could become especially acute if pressure were exerted by city policy makers to deny or "down play" the youth gang threat in order to preserve their perception of the city's image.

The police department must actively address limitations that might otherwise

diminish its overall ability to achieve the mission of eliminating the impact of illegal youth gang activities. Nevertheless, the department has a solid foundation from which to positively respond to the opportunities and threats confronting it on this issue.

#### Stakeholder Analysis

Because anti-gang policies have implications both inside and outside the organization, a stakeholder analysis was conducted. This included a review of assumptions of the ten most critical players (See Appendix D for extensive lists of stakeholders and their assumptions). Although all stakeholders were considered important, the stakeholders identified as most significant, due to their power and influence within their respective organizations, were the Police Chief, local school officials, other partners in the criminal justice system and the Police Association.

Two assumptions of the Police Chief were considered to be most important: the police department must take a lead role in strategy development; and, it is important to develop a shared vision with police line personnel and city government officials concerning the mission. Other relatively significant assumptions included:

- school officials' belief that a safe campus environment is necessary for effective student learning;
- the Police Association assumption that administrative support is necessary for effective line level enforcement efforts;
- the hypothesis of allied criminal justice agencies that suppression of illegal youth gang activities is a cooperative endeavor; and,
- the conclusion of youth gang members (and others) that narcotics trafficking is a financially lucrative enterprise.

Assumptions determined to have the greatest volatility were those held by youth gang members, that they have a right to establish "gang turf", and the police department will accede to these territorial claims.

#### Strategy Development

After reviewing a variety of alternatives (see Appendix E), the strategy selected was one that calls for a multi-dimensional, cooperative effort among law enforcement, allied criminal justice agencies, other governmental services, community-based organizations, and the local schools. This strategy was selected because of the magnitude of the effort. The State Task Force on Gangs and Drugs Final Report (1989, 37) underscores the size of the problem by stating:

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

The cooperative nature of this endeavor is especially crucial to the mid-size police department, because of its limited resources for such comprehensive undertakings. To be truly effective, the mid-size agency must rely on working closely with its criminal justice partners, and depending on the shared commitment and expertise of other allied resources.

Component One: Law Enforcement. This element involves fulfillment of three objectives internal to the police department: (1) establishment of gang eradication as a top priority; (2) development and use of extensive information gathering methods; and, (3) "zero tolerance" enforcement of gang-related law violations.

Police Department Top Priority. Recognition by the Police Chief of the gang problem as a top priority is absolutely necessary if the importance of the issue is to be transmitted to the entire organization. All personnel - management and line; patrol officers, detectives, dispatchers and clerks - must be committed to this strategy in order for the youth gang problem to be effectively addressed.

Gang Reporting and Intelligence Information. Often underplayed is the element of information gathering and application. The police department must be able to identify the extent of the emerging problem, as well as provide an indication of the success of its efforts as time proceeds. A mechanism will be instituted for internally capturing all gang related activities, through specially indexing crime, incident and arrest reports, as well as traffic citations and field interviews. It is most desirable to develop an automated gang data base for analysis and tracking of gang activity.

It is equally important, from an enforcement standpoint, to gather intelligence information relative to the identity of gang members and associates encountered in the community. This information is obtained from established reporting devices, and is used to closely monitor youth gang membership and activities, and to serve as an investigative tool for gang crime prosecution.

"Zero Tolerance" law enforcement. Violent acts or other criminal behavior by gang members cannot be tolerated. Such a posture necessarily entails

an organized police gang suppression effort and a gang parent notification program.

Specific objectives should be developed for field enforcement activities, and constantly reinforced with line personnel. Any criminal offense should result in arrest and incarceration. Other anti-social actions call for detention and documentation (i.e. field interviews, traffic citations). Depending on the extent of the problem, it may be appropriate to implement a gang suppression unit, whose primary purpose will be to become thoroughly familiar with gang members, their habits and hang-outs, with the intention of curtailing overt gang activity.

As parents are often unaware of the warning signs of gang involvement, a parent notification program must be an integral component of any successful strategy. Parents should be contacted any time their minor child or guardian is encountered during a gang related incident. If notified at the initial stages of their children's affiliation, many concerned parents will interdict prior to more serious involvement. As well as serving as an appraisal mechanism, these contacts can serve as the foundation for parent educational efforts offered by other community resources.

Component Two: Community Commitment and Involvement. The community component entails a wide variety of activities aimed at a more comprehensive attack upon the underlying causes of anti-social gang behavior. These activities include: City Council commitment; graffiti abatement program; police/school liaison effort; youth outreach programs; and, news media involvement.

City Council Commitment. Gaining commitment of local elected officials is critical to the success of any youth gang strategy, adding substantial legitimacy to a potentially controversial law enforcement posture. Although there may be legitimate concern on behalf of civil rights groups, the City Council can be very helpful in convincing them of the merits of the program and mitigate their concerns.

Graffiti Abatement. Institute a graffiti abatement program, calling for timely removal of graffiti from public and private property within 48 hours of reporting. Such a program is intended to remove gang territorial symbols as soon as possible and improve the overall image of the community.

Police/School Liaison. Because schools are a significant social arena for gang members, it is necessary to develop a cooperative working relationship with the local schools (especially the junior and senior high schools), involving administrators, teachers and students. The purpose of such a program would be to develop a shared understanding of the gang problem (as well as other issues) between the police department and schools, encourage campus policies that discourage gang affiliation, and provide an added, invaluable source of gang intelligence information.

Youth Outreach Programs. Implement a Gang-Involved and At-Risk Youth (G.I.A.R.Y.) program, providing alternatives to mitigate underlying causes of gang-related behavior. This approach is envisioned as an intense intervention and prevention effort, resulting in such endeavors as youth and parent outreach, alternative activities, gang resistance education,

and self-esteem enhancement training.

News Media Involvement. Institute an extensive publicity campaign through the local media, encouraging responsible reporting of gang activities, while emphasizing the results of notable enforcement actions and community outreach programs.

Component Three: Criminal Justice System Cooperation. As the agency most responsible for addressing the gang threat to the community, the police department must take the lead role in establishing and maintaining coordination between the various elements of the criminal justice system, gaining their respective commitments to work together. This component involves two ongoing cooperative mechanisms: an areawide law enforcement task force; and, interdisciplinary criminal justice coordination.

Areawide law enforcement task force. Interactions with officers from neighboring police agencies should minimally involve sharing of gang intelligence information, through regularly scheduled meetings and participation in a cooperative gang intelligence data base. If the problem escalates, the law enforcement task force may find it necessary to engage in joint enforcement activities.

Interdisciplinary Criminal Justice Coordination. "Zero tolerance" enforcement efforts will have minimal impact on gang transgressions if violators encounter the "revolving door" experience in subsequent steps of the criminal justice process. The police department must enlist the

cooperation of prosecution, probation and parole, and the courts in delivering the clear message that illegal gang behavior will not be tolerated. Regular dialogue must be established between all elements of the criminal justice system at both the executive and line levels, in order to develop shared expectations about priority handling of gang offenders. Desirable products of this interchange should include: vertical prosecution by the district attorney; special monitoring of probationers; and maximum sentences meted out to gang offenders by the courts.

#### Implementation Plan

The insidious nature of the youth gang phenomenon requires timely recognition of an emerging problem within the community, and application of all components of the comprehensive strategy, to varying degrees of intensity. The implementation plan provides a more precise specification of resource requirements and action steps in order to effectuate the multi-faceted strategy.

Component One: Law Enforcement. All police personnel must have clear expectations relative to the youth gang strategy. Starting with the absolute commitment of the Police Chief, organizational support can be enhanced by initiating a line level task force to develop specifics of the gang enforcement plan. Regularly scheduled meetings of a gang monitoring group, chaired by the Police Chief or Operations Commander, will assist in maintaining the gang strategy as a top priority. Gang activity status reports (monthly or quarterly) should be reviewed at these meetings and at regular police staff meetings. Other methods of sustaining program importance include making graffiti reporting an important responsibility of patrol officers, and reinforcing the importance of

gathering gang intelligence through gang unit/crime analysis personnel regularly attending patrol and investigative briefings.

Gang reporting requires a records keeping policy that provides for identification of gang related reports. It is important that gang intelligence collection be made the top priority of a specific individual or group. If a crime analysis unit exists in the department, it is the logical repository for gang intelligence information.

A "zero tolerance" enforcement posture will gain initial commitment by utilizing the task force approach to plan development. Monitoring and constant reinforcement of specific field objectives by operational command and supervisory personnel is critical to sustaining momentum. Contacting parents of youth involved in gang activity can be accomplished by sending letters signed by a police command officer. Candidates for these letters will be identified by the person/unit responsible for collecting and analyzing gang intelligence.

It is estimated when local gang membership reaches several hundred that it will be appropriate for the police department to establish a gang suppression unit, consisting of two to several officers, depending on the extent of the problem. These personnel will add higher visibility to the gang effort by: being the focal point for capturing and disseminating gang intelligence; serving as gang liaisons with other law enforcement and related criminal justice agencies (probation, parole, district attorney, corrections); engaging in high intensity patrol in gang gathering locations; conducting joint probation searches of gang members; and, serving gang related arrest warrants and gang affiliation notices (which

serve as the basis for gang crime sentence enhancement).

Component Two: Community Commitment and Involvement. It is the responsibility of the Police Chief, with City Manager approval, to meet and inform the city council of the plan. This assignment will involve providing adequate background information to impress the elected officials of the severity of the problem. There has been sufficient publicity about the issues of gangs and drugs in recent years that, in most communities, obtaining city council commitment will not be difficult. Involving selected council members in an ongoing community-wide task force should assist in maintaining elected officials' support of the strategy.

Responsibility for graffiti abatement from both public and private property should be established via a city ordinance, with removal responsibilities being assigned to the city public works agency or a private contractor. Graffiti reporting should be accomplished by implementation of a policy calling for city employees (especially police patrol personnel) to report graffiti locations, and establishment of a citizen "graffiti hotline", allowing for community involvement in problem resolution.

The police/school liaison objective should be accomplished by full-time assignment of one or two officers (depending on the availability of agency personnel and the number of target schools) to liaison and educational activities at the local junior and senior high schools. These officers should utilize a variety of methods to develop rapport with students, teachers, and administrators, including: student curricula on drug awareness and self-esteem/gang avoidance; attendance at school dances and athletic events; gang

awareness instruction to teachers and administrators; regular student counseling hours; frequent meetings with school discipline officials from all junior and senior high schools; and, regular status review sessions for student gang probationers with their probation officer, a school representative and police liaison officer/s.

Outreach programs should be accomplished through establishment of a community-wide G.I.A.R.Y. (Gang Involved and At Risk Youth) task force comprised of representatives of the police department, schools, youth service bureau, recreation department, elected officials from both the city and school district, and community service delivery organizations, such as the Boys and Girls Club. In sharing resources and ideas, alternatives to gang affiliation can be developed, such as: an extensive joint city/school after school sports program; outreach of Police Athletic League programs to younger at-risk youth; establishment or expansion of a Police Explorer program; Boys and Girls Club satellite operation in a "high risk" neighborhood; parenting classes for both english and non-english speaking parents; and self-esteem training.

Cooperation should be solicited from the press, radio and television to make known the police "zero tolerance" posture and enforcement results, while avoiding free advertisements for gangs by not publicizing their names. The police department should also use its well developed media contacts to encourage publicity for school, recreation and community gang alternative programs.

Component Three: Criminal Justice System Cooperation. If not already established, regularly scheduled countywide gang investigator meetings should

be held in order to share intelligence information related to gang activities. Attendance at existing regional and statewide gang intelligence events should be mandated for specific department member/s with gang related duties. Police command staff should meet with their counterparts in neighboring, countywide and regional jurisdictions to establish shared gang intelligence data bases, if none already exist. If overt gang activities increase in the area, police command staff should consider starting a joint gang suppression unit with neighboring law enforcement jurisdictions.

Establishment of a coordinated criminal justice gang effort should be spearheaded through existing professional associations. The Police Chief should use his contacts in such groups as the countywide police chiefs' association and criminal justice council to gain support for the unified effort. Each of these groups should be encouraged to establish a uniform set of expectations relative to priority treatment of illegal youth gang activities. Additionally, police executives should meet individually with their counterparts in the district attorney's office and probation department, as well as with key judicial officials, in order to solicit a "zero tolerance" posture throughout the criminal justice system.

Police personnel assigned crime report review responsibility should be charged with monitoring the consistent treatment of offenders in subsequent steps of the adjudication process. Top level officials of allied criminal justice agencies should be reminded of the gang priority when prosecution, probation and court actions differ from agreed upon expectations.

### Summary

This plan is based on the premise that the issue of illegal youth gang activities is not solely a police problem, and recognizes the need for involvement of the entire community and all elements of the criminal justice system in its resolution. At the same time, having primary responsibility for the community's attainment of the gang eradication mission, the police department must play a leading role in developing and maintaining the multi-dimensional anti-gang strategy well before the problem becomes a reality.

**PART IV. TRANSITION MANAGEMENT**

Reaching the desired future is dependent on sustaining the commitment of a variety of key individuals and groups over a prolonged period of time. A management approach is needed that is uniquely suited to the extensive nature of this cooperative effort. It is the purpose of the transition management plan to set forth this method through identification of: individuals comprising the "critical mass", and their roles in the strategy; the appropriate management structure; and, the technologies and methods to support strategy implementation.

Critical Mass

Developed through a police department management team brainstorming process, the critical mass is comprised of those specific persons and groups whose commitment is necessary for the plan to be successful. These parties have been identified as: the Police Chief, the Police Department Operations Commander, the City Manager, the City Council and the Superintendent of Schools. The table below graphically depicts the current and desired levels of commitment of the members of the critical mass.

IDENTIFICATION OF "CRITICAL MASS"

<u>ACTORS IN</u> <u>CRITICAL MASS</u>	<u>BLOCK</u> <u>CHANGE</u>	<u>ALLOW</u> <u>CHANGE</u>	<u>HELP</u> <u>CHANGE</u>	<u>MAKE</u> <u>HAPPEN</u>
POLICE CHIEF				X O
POLICE OPERATIONS COMMANDER			X-----O	
CITY MANAGER		X-----O		
CITY COUNCIL	X-----O			
	(potential)			
SUPERINTENDENT OF SCHOOLS			X O	

---

X = CURRENT LEVEL OF COMMITMENT    O = DESIRED LEVEL OF COMMITMENT

The Police Chief. The Police Chief is the primary player in the strategic plan. The unprecedented nature of the endeavor requires recognition of its importance among all stakeholders, both inside and outside the police department. The chief's unwavering commitment is necessary to unequivocally transmit this message. He clearly recognizes the severity of the problem and is currently committed to make the change happen. His acute sensitivity to the mission requires no additional effort to convince him of maintaining his role as the fundamental change agent. His professional contacts are especially important in attaining support of allied criminal justice agencies.

Police Operations Commander. In command of all field and investigative units, the Operations Commander has responsibility for the bulk of line resources charged with implementing the enforcement component of the strategy. His assistance in strategy development must be elevated to a higher level of involvement during implementation. Toward this goal, he must perform a leadership role in making the strategy happen, garnering subordinate support through role modeling.

City Manager. The City Manager is supportive of proactive police efforts in addressing the youth gang issue. His assistance must be sought in garnering support of elected officials, and in directing cooperation of other city services involved in the strategy. Because the youth gang problem is a community issue, the City Manager may want to assume a leadership role in its resolution. He must be persuaded to allow the Police Chief and his staff to spearhead the effort, as most elements of the plan are appropriate responsibilities of the police department.

City Council. Commitment of the City Council is essential to a successful youth gang strategy, especially for mitigating potential obstacles from special interest groups in the community. The police department has long provided council members with quick and accurate information regarding community safety issues. This practice has allowed for elected officials who are currently informed and initially supportive of the gang strategy.

If this relationship is not maintained, the council members could react in one of two ways, either of which would effectively render them an obstacle to strategy success. The first way would be to deny the problem exists in order to protect the city's image. This would hamper efforts to address the issue in a timely fashion. A more likely scenario is for them to want to get too involved in tactical decisions. This might lead to an over commitment of police resources, which could stimulate a backlash from significant portions of the community.

To preserve City Council assistance in strategy implementation, effective information flow must continue from the police department to the elected officials. It is additionally important to maintain a proper balance between this awareness effort and City Council involvement in problem resolution (i.e. membership in the G.I.A.R.Y. task force).

Superintendent of Schools. The local schools serve as the main social arena for gang affiliation, as well as a primary mechanism for resolving the gang problem. As the top school executive, the superintendent plays an important role in strategy implementation. He understands the critical nature of the problem

and is committed to enlisting the cooperation of all school officials, especially in the junior and senior high schools. The Police Chief must maintain regular dialogue with the superintendent in order to sustain his crucial support.

#### Management Structure

The management structure employed in implementing the gang strategy is that of assigning the police Operations Commander as the project manager. The limited number of command personnel in a mid-size police department does not allow for full-time assignment to the gang effort. Consequently, the Operations Commander will be given this responsibility as a top priority among other assigned duties. In addition to having the necessary department authority, his extensive network of community and criminal justice contacts will facilitate the cooperative elements of the strategy. He will serve as police liaison to the community-wide G.I.A.R.Y. task force, monitor the coordinated criminal justice efforts, and oversee all enforcement activities to ensure their top organizational priority.

He will need to ensure that communications mechanisms are established and maintained between line level police personnel and their counterparts in the schools and other criminal justice agencies. This communications process can be enhanced by regular meetings with a diagonal slice of police personnel involved in the gang effort. These meetings will facilitate exchange of intelligence information, update the Operations Commander and Police Chief on enforcement activities, and communicate the status of the various cooperative efforts.

## Technologies and Methods to Support Implementation

Responsibility Charting. One of the first steps in strategy implementation is development of responsibility charting. In such a comprehensive endeavor as the gang strategy, employing the grid method to correlate key players with tasks is necessary to clarify and reinforce an understanding of role assignments (Complete chart contained in Appendix F).

Educational Activities. It is important that stakeholders understand the full extent of the gang problem, as well as the comprehensiveness of the strategy. Specific activities will vary from group to group. City decision makers will be initially appraised of the extent of the problem by the Police Chief, who will be responsible for updating them on developments throughout strategy implementation. School and community efforts will be coordinated through the G.I.A.R.Y. task force, and will include programs for students, school officials, parents, and the general public.

Police efforts will involve training in both cultural sensitivity and tactical tools, which might include state sponsored courses (through the Peace Officer Standards and Training Commission) focusing on gang activity and enforcement. Additionally, police personnel who deal most directly with the gang issue might gain valuable insight by visiting agencies who have developed extensive gang prevention and intervention activities.

Continual cross training will also be necessary between the various criminal justice components, appraising respective personnel on changing programs and

capabilities.

Monitoring and Evaluation. The extensive and long-term nature of the strategy requires constant feedback to monitor program effectiveness of all aspects of the effort: enforcement, adjudication and prevention.

A police department automated data base would be a most useful tool for tracking and analysis of gang activity, and should be established at the outset of strategy implementation. All visible signs of youth gang activities must be measured, including: the numbers of gang members identified in the community, incidents of gang related crime, incidents of graffiti, incidents of inter-gang conflict, gang member involved assaults at the schools, and complaints against police by gang members. Gang related enforcement actions must also be captured, including: arrests of gang members (both related and unrelated to gang activity), gang affiliation notices served, numbers of assists with probation searches of gang members, and school disciplinary actions for gang related behavior.

Subsequent dispositions of allied criminal justice agencies must be monitored: gang related cases filed by the District Attorney, gang related convictions, numbers of gang crime sentence enhancements imposed by the courts, and non-association orders issued as conditions of probation. Gathering of this data should be assigned to police personnel with court liaison responsibilities, who have established working relationships with prosecutors, probation, and the court clerk's office.

The G.I.A.R.Y. task force must establish methods to account for prevention

activities initiated in the community and schools. Measurable items should include: numbers of students involved in after school sports programs; membership in the Boys and Girls Club; volume of children enrolled in P.A.L. activities and other community sports programs; volume of self-esteem classes in the schools and numbers of involved students; and numbers of parenting classes given and related attendance figures.

Police records or crime analysis personnel must be responsible for preparing monthly and quarterly reports of gang related activities and enforcement efforts, so that police command staff can properly analyze the results of the gang strategy. Regular meetings of all police personnel involved in the gang effort are also an appropriate forum for review of gang activities, as well as serving as an important tool in maintaining the gang micro mission as a top department priority.

Monthly meetings of the G.I.A.R.Y. task force will serve the same purposes related to the community programs. Relative to the coordinated criminal justice effort, the gang issue should be a regular agenda item at meetings of executive level countywide professional groups, such as the police chiefs' association and criminal justice council.

#### Summary

Absent a definitive implementation design, the most thoroughly developed strategy will have fleeting impact, at best. In this regard, the transition management plan is the cementing ingredient for a successful multi-dimensional youth gang effort.

Making their appropriate contributions, the identified members of the critical mass should be able to attain the necessary commitments from the wide variety of stakeholders in order to implement an effective strategy. The extensive effort makes project management the most suitable approach for a mid-size police department, utilizing the supporting technologies of responsibility charting, educational activities, and, most important of all, program monitoring and evaluation.

PART V.

CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

In striving to achieve an effective youth gang strategy for a mid-size police department, the futures study addressed the issue:

**How will illegal youth gang activities impact the operations of a mid-size police department by the year 2001?**

Utilizing an actual police department as a point of reference, findings indicated that the youth gang problem will have tremendous impacts on this issue and the following key sub-issues:

- (1) the effects on police enforcement activities;
- (2) the levels of cooperation between the police department and allied agencies, including criminal justice partners, schools, social and recreational services; and,
- (3) interactions and relationships between the police department and gang member parents.

Two recurrent themes surfaced as a result of this endeavor. The first is the realization of the magnitude and complexity of the youth gang problem, and that it will require a long-term, concerted effort to resolve. Secondly, mid-size law enforcement agencies have a unique opportunity to lead the way in implementing effective strategies to address the problem.

The futures study identified several key trends that underscore the severity of illegal youth gang activities, and the growing problems they are causing mid-size police departments. The clear message is that these agencies must identify emerging gang problems, and be prepared to deal with them. In seeking a gang free future, limited resources of mid-size cities necessitate addressing the problem as a total community issue. Consequently, a comprehensive and cooperative strategy is offered, involving an effective partnership between law enforcement, other elements of the criminal justice system and a variety of community resources.

Political, economic and demographic changes will offer challenges to the success of this multi-dimensional effort. A police department most suited to this endeavor is one that has developed, or is able to establish:

- a high degree of community trust in it's ability to solve community problems;
- open dialogues with community-based organizations of all neighborhoods and ethnic backgrounds;
- effective networks with allied criminal justice agencies, other community resources and the schools; and,
- open lines of communications between police management and line personnel.

#### Strategy Impacts

Establishing gang eradication as a top priority will impact police operations in a variety of ways. The extensive nature of the strategy will minimally require a reallocation of resources, if not the acquisition of additional personnel. Resultant structural changes will inherently lead to alterations in the manner in which personnel interact with each other, with a successful program cultivating improvement in long-term internal police department communications.

An automated gang activity and intelligence reporting system will serve as the basis for directed, "zero tolerance" enforcement, and as the foundation for the program's monitoring and evaluation component. Effective use of this information can also reinforce the importance of utilizing other crime related information in directing most crime suppression activities. This consequence is particularly important if a crime analysis function is not in place prior to implementation of the gang strategy.

Advisement of their children's involvement in gang activity will open

communications between police department officials and parents of gang members. Serving as a referral mechanism for other helpful services, these police/parent contacts can help extend a variety of community services to portions of the community not otherwise reached.

Necessary cooperation with allied agencies will have the greatest effect on police department operations. It will require unprecedented interactions of all levels of police personnel with their counterparts in other criminal justice agencies, the schools and local government. Sustaining such a long-term effort necessitates a degree of coordination uncommon to the traditional operations of a mid-size police department.

Subsequently, a successful, comprehensive anti-gang strategy can have its most significant impact by serving as the basis for cooperatively addressing other major societal issues in the future. Related to the youth gang problem, but not addressed at length in this project, these concerns might include:

- What is the impact of low income/high density housing on gang anti-social and criminal behavior?
- How will dwindling public finances affect the availability of bilingual education and alternative recreational activities for an increasing target population of "at risk" youth?
- How will community vigilantism (i.e. citizen patrols) be affected by the youth gang problem?
- How will the immigration of Hong Kong refugees to California affect the youth gang phenomenon when China takes over Hong Kong?
- Will local law enforcement have the ability to more closely reflect the racial and ethnic composition of the community?
- What will be the relationship of a decreasing police officer resource pool on the ability of the local police department to devote sufficient personnel to address major social issues such as youth gang behavior?

### Summary

The disheartening character of illegal youth gang activities has grown to epidemic proportions. Once an inner city phenomenon, the problem has noticeably expanded to smaller communities, and now poses unique problems for an increasing number of mid-size police departments. The magnitude of the problem is so great that mid-size cities can no longer ignore it. At the same time, the limited nature of their resources make mid-size police departments uniquely suited to play a lead role in developing and implementing comprehensive and effective anti-gang strategies. This project has been an attempt to define ways in which this overwhelming task might be accomplished in the coming decade.

APPENDIXES

APPENDIX A

POLICE DEPARTMENTS VISITED

<u>DEPARTMENT</u>	<u>CITY POPULATION</u>
VENTURA	92,000
ONTARIO	140,000
SAN BERNARDINO	154,000

## APPENDIX B

### NOMINAL GROUP TECHNIQUE METHODOLOGY

The Nominal Group Technique was utilized in identifying trends and events that impact on the issue (and selected sub-issues) under examination. A seven member panel was recruited from amongst professionals familiar with the community and current events. This group included the Police Chief, two police managers, the city's Coordinator of Personnel Services, the Superintendent of Recreation Services, a professional educator and a local newspaper reporter. Each panelist was sent a letter outlining the NGT process and requesting them to formulate trends and events prior to the exercise, in order to expedite the process (letter attached, B-16).

The 29 trends and 18 events were identified as the result of a "round robin" idea presentation process (lists attached, B-18 & B-20). A "weighted voting" system was then used to identify the five most critical trends and events for strategic planning purposes.

Trend forecasting was accomplished by:

- (1) estimating the level of each trend five years ago (1986);
- (2) forecasting the trend five and ten years from now, as panelists felt it "would be" (nominal forecast); and,
- (3) forecasting the trend five and ten years from now, as panelists felt it "should be" (normative forecast).

All estimates were evaluated against a score of 100 for "today" (1991). The lower limit on the scale is 0 ("zero"), indicating the trend did not exist five years ago, or will cease to exist at the specified interval in the future. There is no upper limit on the scale. The results were collected, tabulated and discussed by the panel to reach consensus, and are displayed in Table 1 - Trend Evaluation.

**TABLE 1 - Trend Evaluation**

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	* Five years from now	* Ten years from now
1.	CHANGE IN COMMUNITY'S ETHNIC COMPOSITION	75	100	120 / 100	140 / 100
2.	GANG INVOLVEMENT IN ILLEGAL DRUG TRAFFICKING	65	100	120 / 25	145 / 25
3.	ECONOMIC DISPARITY BETWEEN "HAVES" & "HAVE NOTS"	75	100	125 / 65	160 / 50
4.	VOLUME COMMUNITY'S POPULATION BETWEEN 13-20 YEARS	40	100	125 / 40	150 / 15
5.	"QUALITY OF LIFE" IN HIGH SCHOOLS DECREASING	60	100	125 / 40	150 / 40

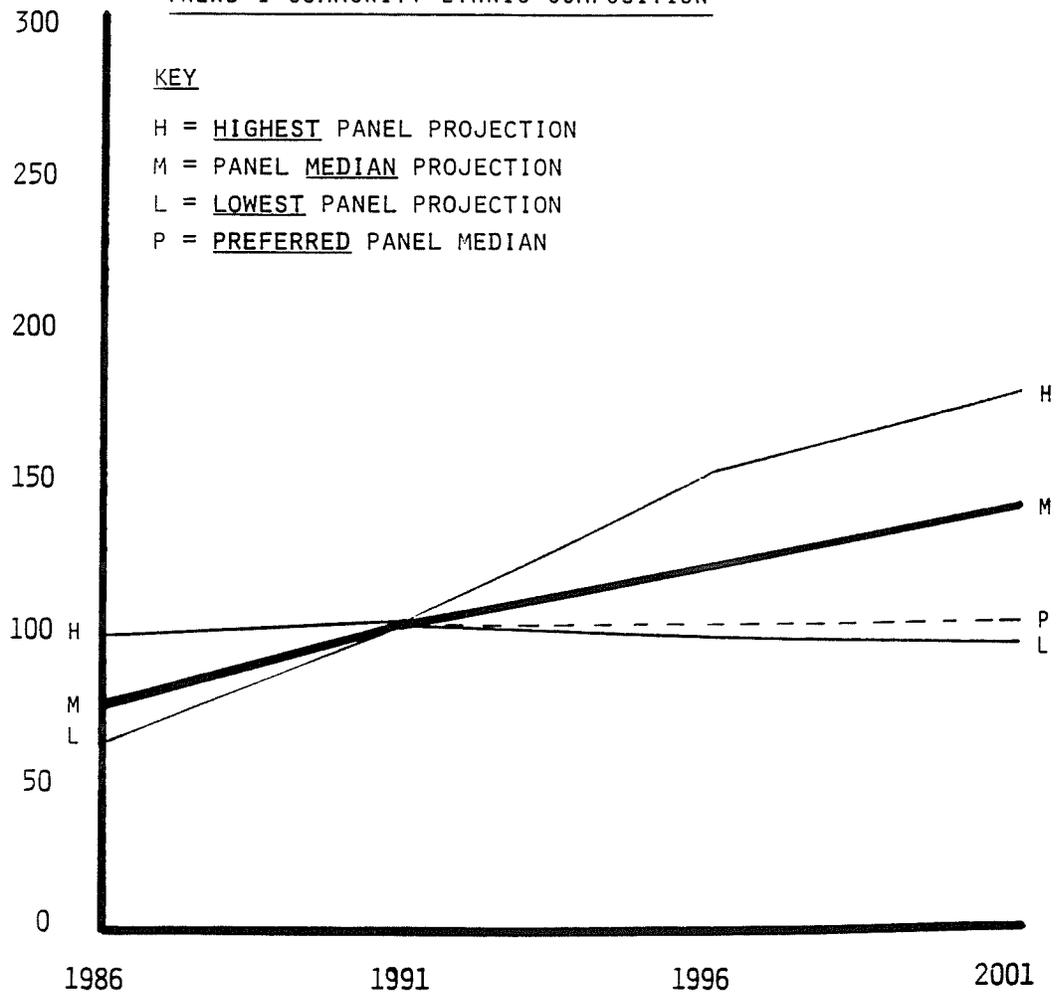
\*\* Panel Medians

\* Five years from now  
"will be"  
"should be"

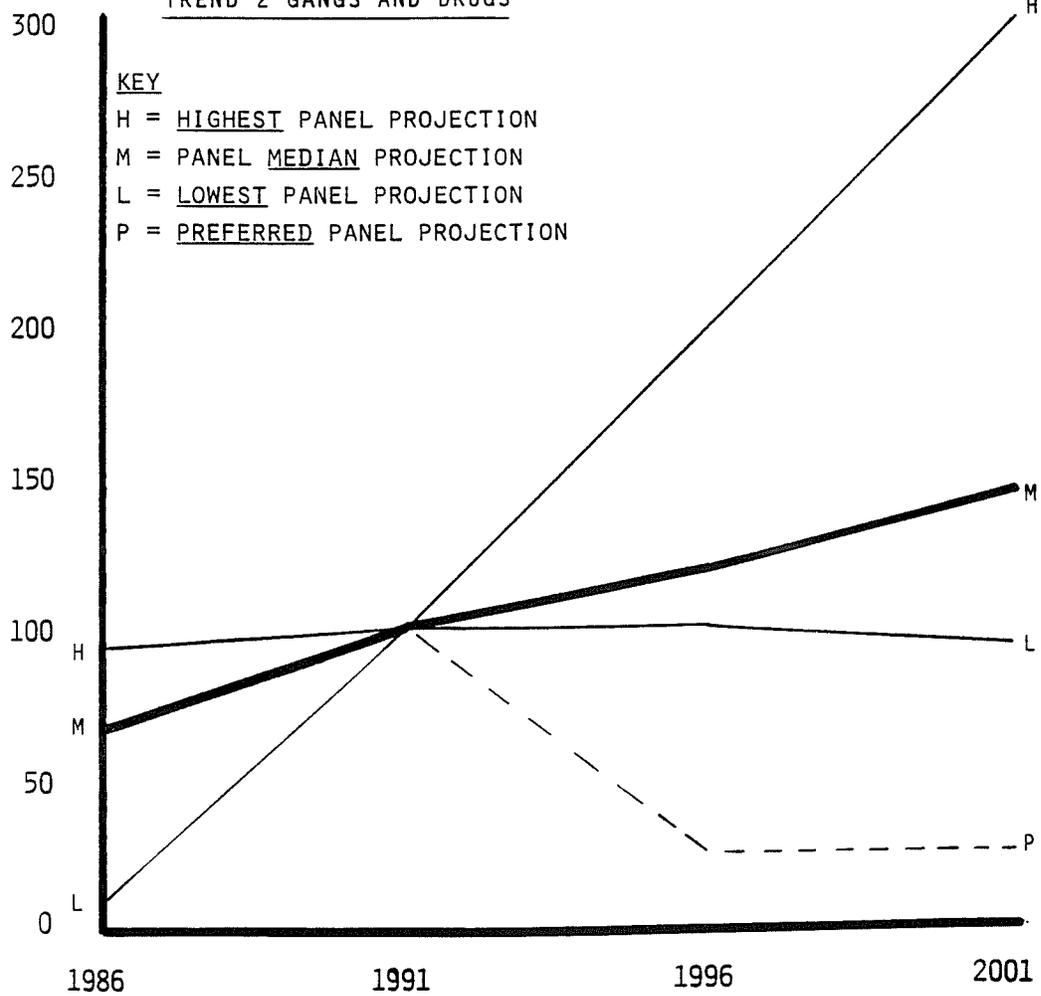
\* Ten years from now  
"will be"  
"should be"

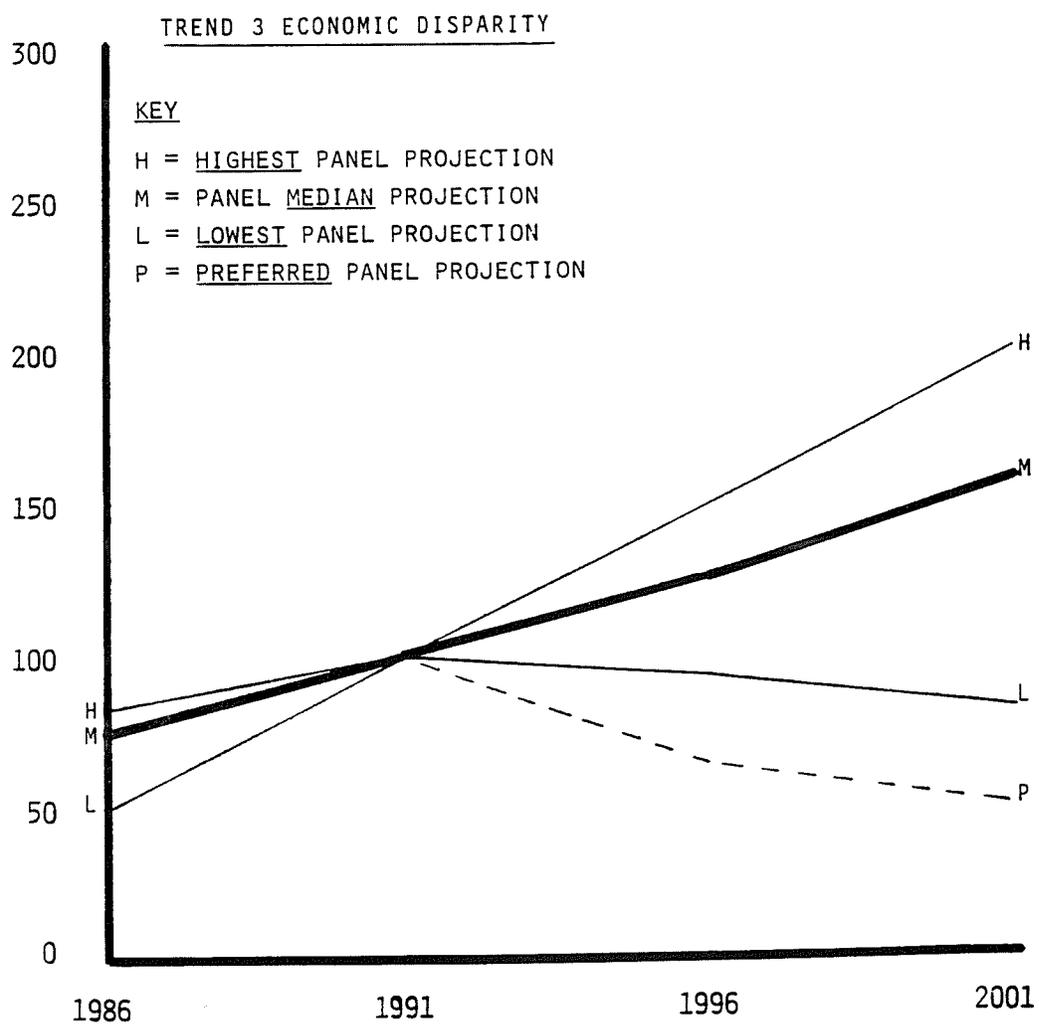
All trends were depicted on graphs, each graph displaying the panel's "will be" (nominal) median; the low and high projections within the panel; and, the "should be" (normative) group median. Graphs are contained in Chart 1 - Trend Forecasts.

TREND 1 COMMUNITY ETHNIC COMPOSITION

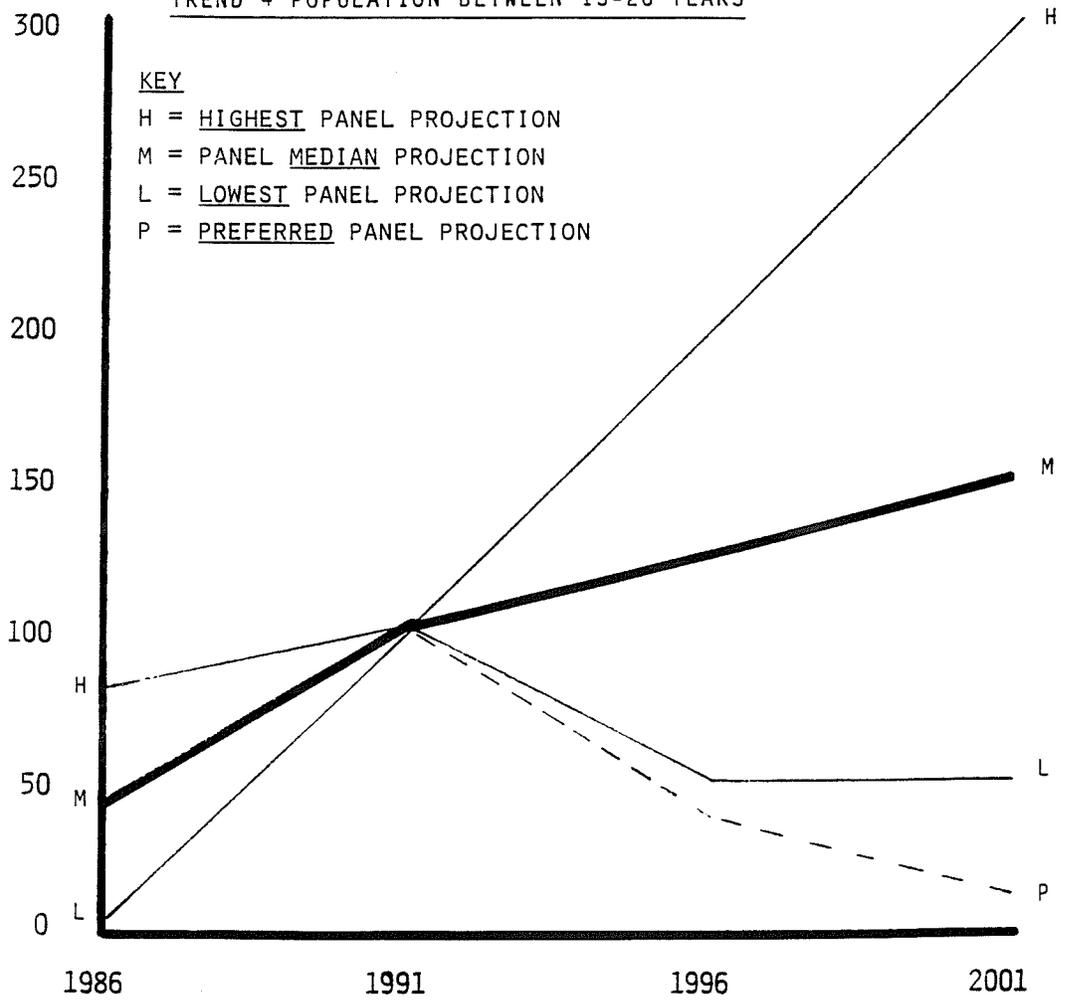


TREND 2 GANGS AND DRUGS

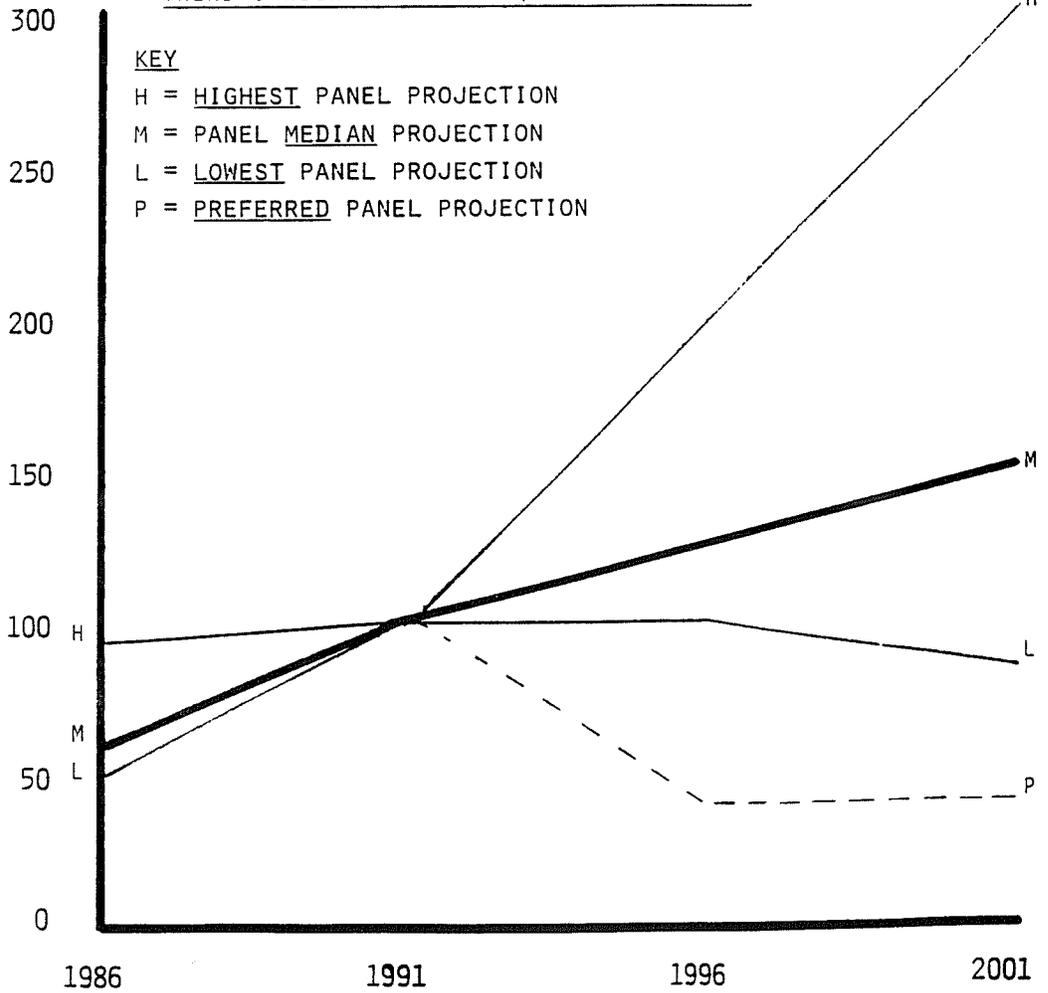




TREND 4 POPULATION BETWEEN 13-20 YEARS



TREND 5 HIGH SCHOOLS' "QUALITY OF LIFE"



Event Evaluation

In examining each of the five most significant events, the panel forecasted the following:

- (1) the years until the event probability first exceeds "zero" (year that it could first happen);
- (2) the probability of each event occurring (0-100%) within five years, and within ten years; and,
- (3) assuming the event occurred, the maximum positive and negative impacts on the issue, on a scale of 1-10.

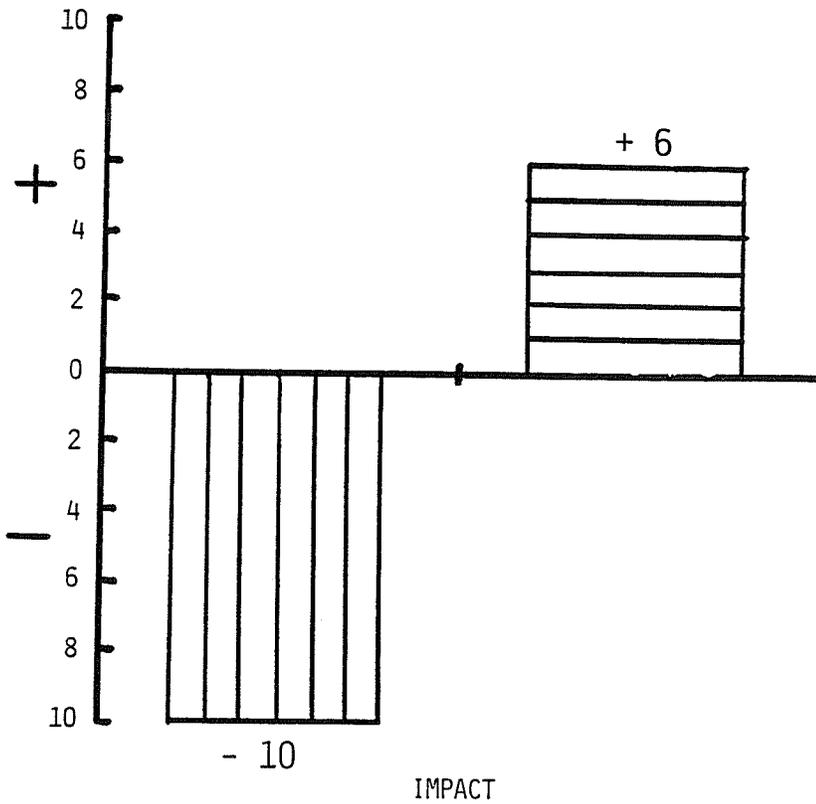
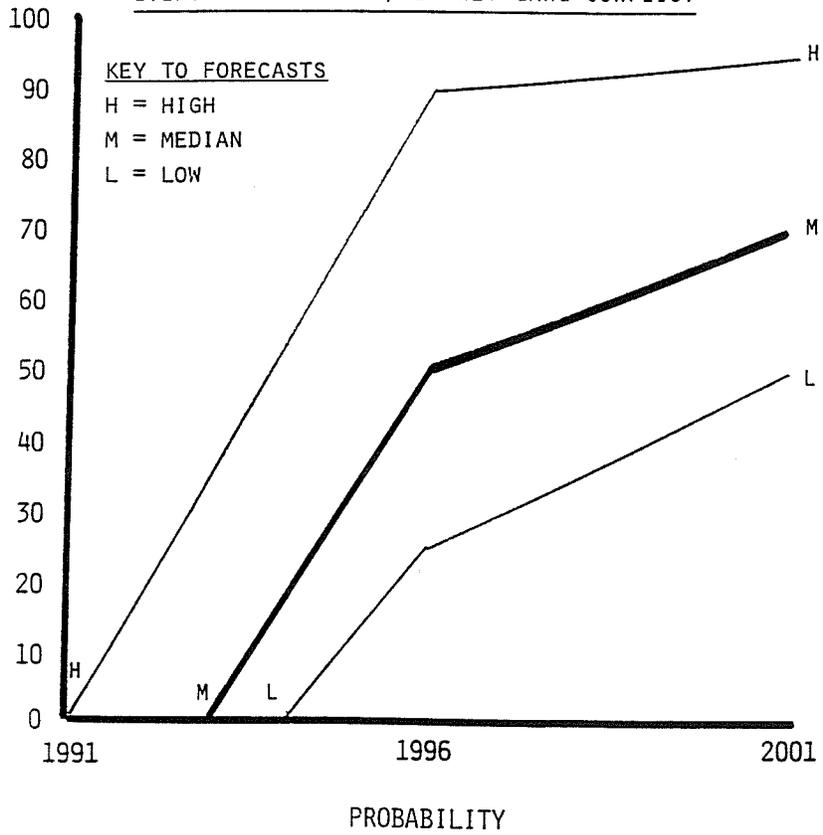
The results of the panel's efforts are depicted in Table 2 - Event Evaluation, and graphically displayed in Chart 2 - Event Forecasting.

**TABLE 2-Event Evaluation**

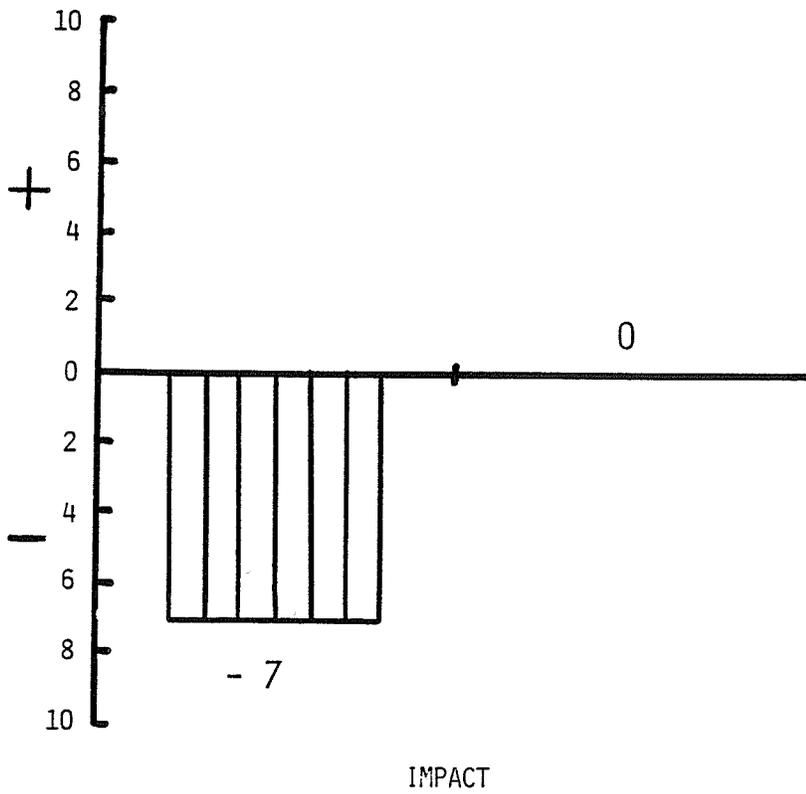
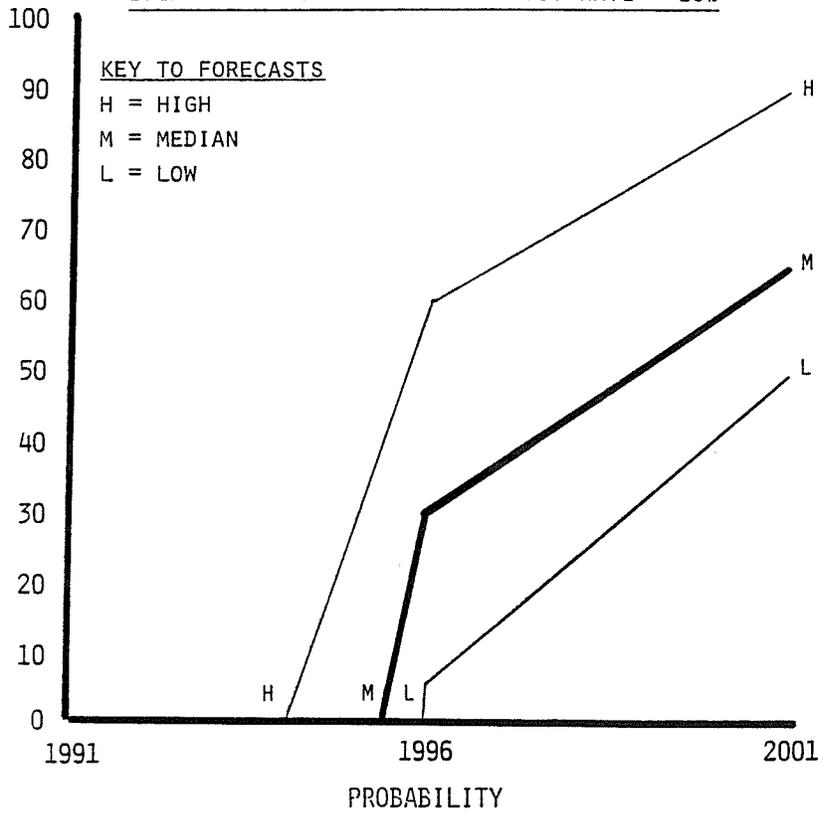
Event #	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	* POSITIVE (0-10 scale)	* NEGATIVE (0-10 scale)
1.	VIOLENT GANG CONFLICT IN THE CITY CAUSING DEATHS, INCLUDING INNOCENT BYSTANDERS	2	50	70	6	10
2.	LOCAL HIGH SCHOOL DROP-OUT RATE INCREASES 25% OVER 1990	4.5	30	65	0	7
3.	CITIZEN'S/ POLICE REVIEW BOARD IMPLEMENTED	5	10	35	3	8
4.	STATE FUNDING FOR BILINGUAL EDUCATION IS DISCONTINUED	3.5	40	65	0	7
5.	AT LEAST ONE NON-WHITE IS ELECTED TO CITY COUNCIL	2	50	80	5	5

\* Panel Medians

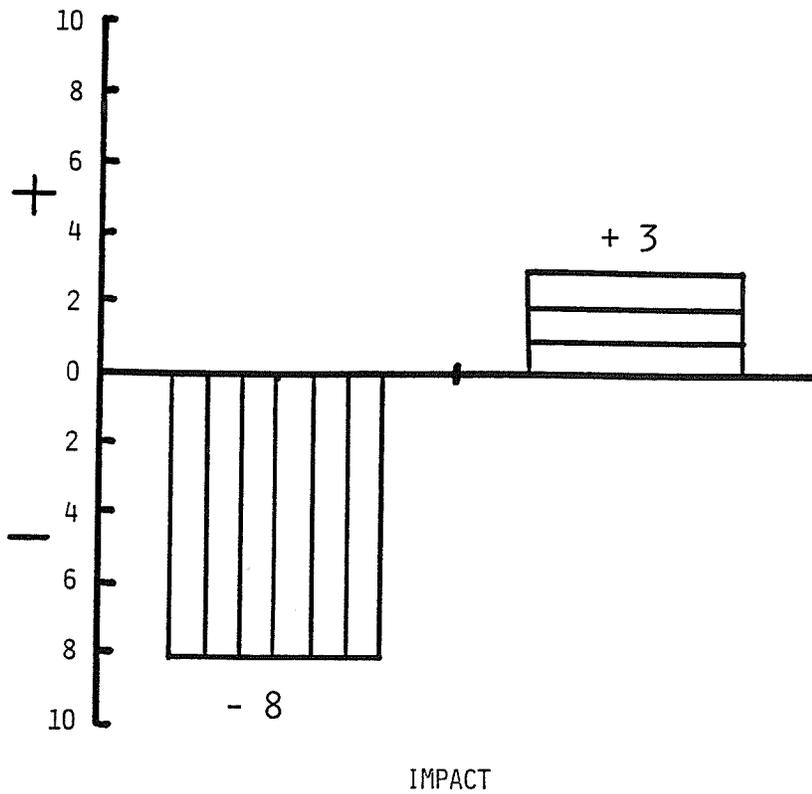
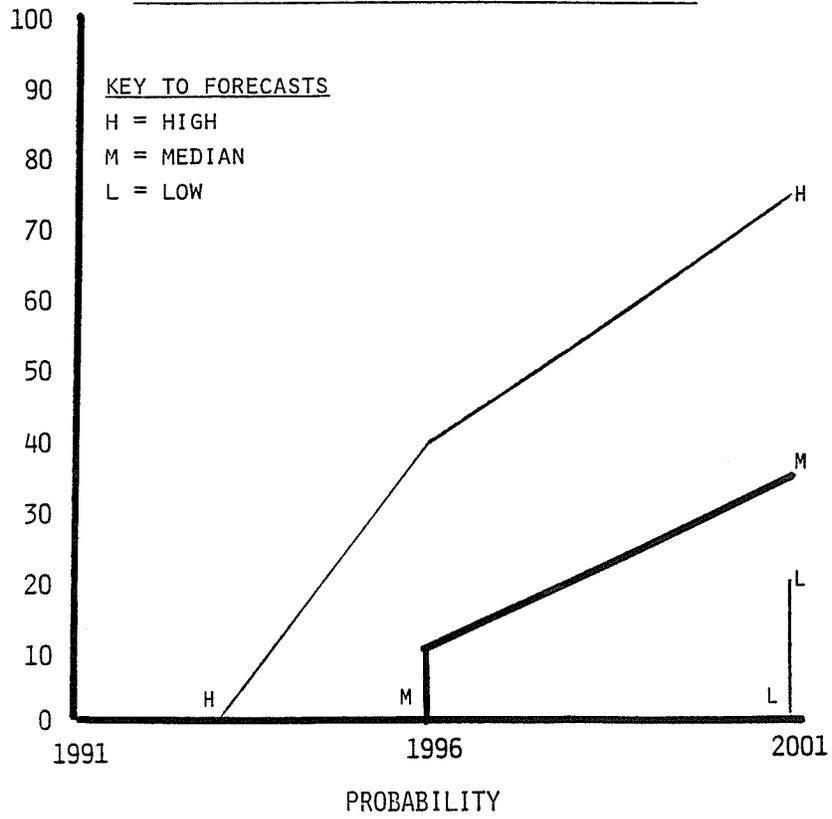
EVENT 1 VIOLENT/DEATHLY GANG CONFLICT



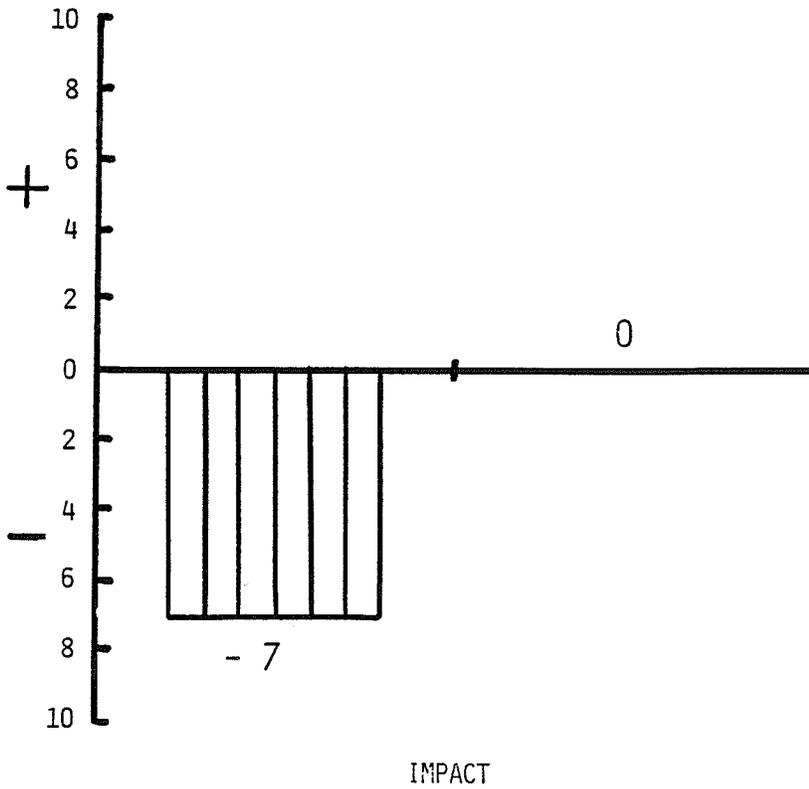
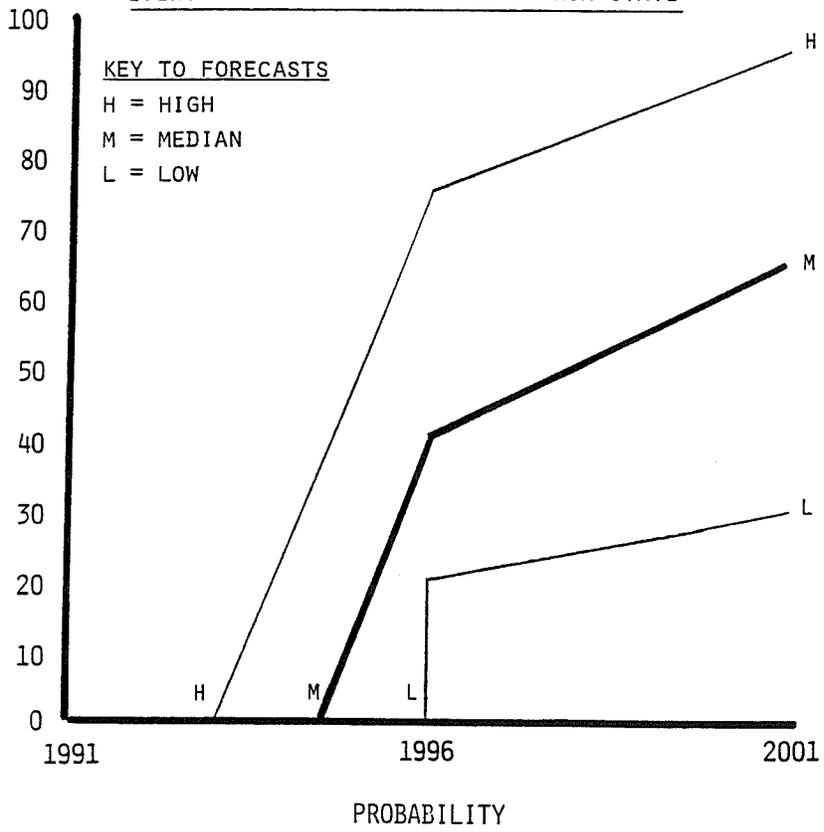
EVENT 2 HIGH SCHOOL DROP-OUT RATE + 25%



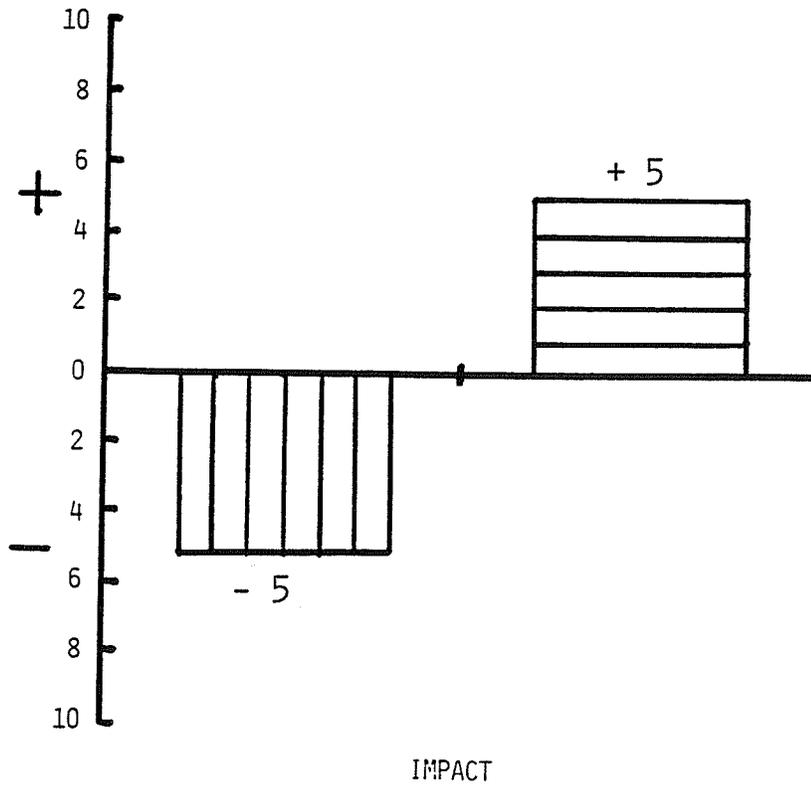
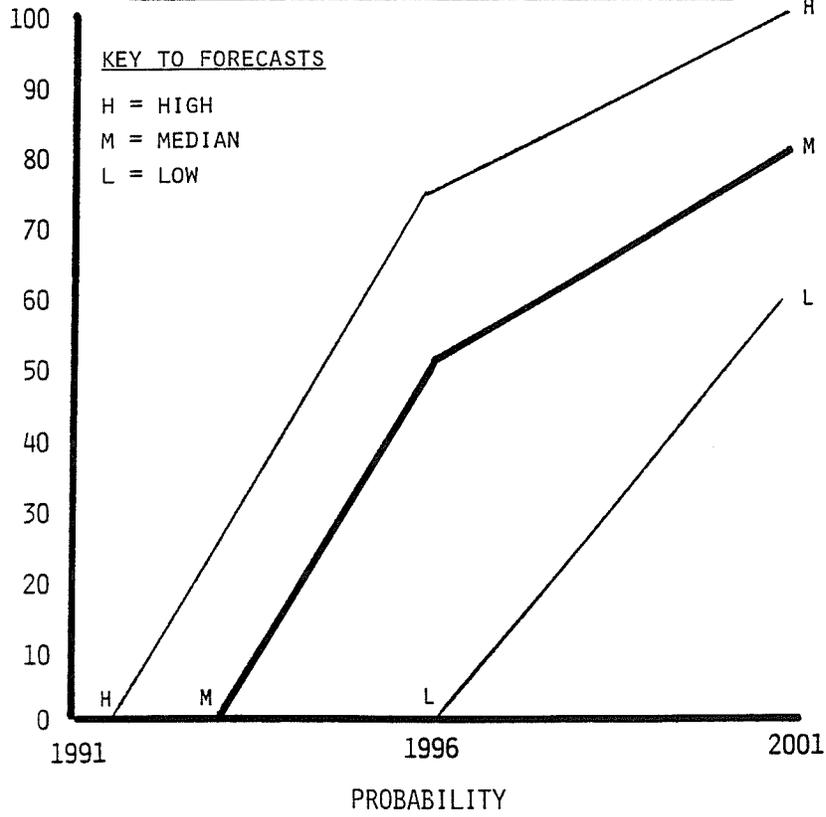
EVENT 3 CITIZEN'S/POLICE REVIEW BOARD



EVENT 4 BILINGUAL FUNDING FROM STATE



EVENT 5 NON-WHITE ELECTED TO CITY COUNCIL



### Cross Impact Analysis

A cross impact analysis was then performed, which depicts the impact each forecasted event would have on all other events, and on all trends, were the event to occur. Impact levels are expressed in positive or negative percentages. The results of this analysis are depicted in Chart 3 - Cross Impact Analysis. An important part of this exercise are the "Impact Totals", at the end of each row on the chart, and "Impacted Totals", at the bottom of each column. Numbers of "Impact" "hits" determine the main "actor" events, and "Impacted" "hits" help identify primary "reactor" events and trends.

Three strong "actor" events were determined to be Violent/ Deadly Gang Conflict (E1), High School Drop-out Rate Increases by 25% (E2), and Elimination of Bilingual Education Funding (E4). Each of these events would have a significant impact, if it were to occur, on other events and trends, although the Citizen's/Police Review Board (E3) was given limited probability of happening. It should be noted that even if this event were to occur, it was projected to have no impact on any other events or trends. Two trends, Community Ethnic Composition (T1) and Population between 13-20 years (T4), would not be impacted by any events, and the Elimination of Bilingual Education Funding (E4) might only be slightly impacted if a Non-White is Elected to City Council (E5).

Events and trends considered to be most impacted by the occurrence of events (three each) are the Election of a Non-White to City Council (E5), Gang Involvement in Drugs (T2), and Local High Schools' "Quality of Life" (T5).

**TABLE 3 - Cross-Impact Evaluation**

<b>MATRIX</b>											Maximum Impact (% change ±)
<b>(Panel Medians)</b>											
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	"IMPACT" TOTALS
E1	X	+10	+30		+30		+20			+30	E1 <u>5</u>
E2	+20	X			+10		+20	+25		+20	E2 <u>5</u>
E3			X								E3 <u>0</u>
E4	+20	+30		X	+10		+20	+20		+20	E4 <u>6</u>
E5			+20	+10	X						E5 <u>2</u>
<b>"IMPACTED" TOTALS</b>											
	<u>E1</u>	<u>E2</u>	<u>E3</u>	<u>E4</u>	<u>E5</u>	<u>T1</u>	<u>T2</u>	<u>T3</u>	<u>T4</u>	<u>T5</u>	
	<u>2</u>	<u>2</u>	<u>2</u>	<u>1</u>	<u>3</u>	<u>0</u>	<u>3</u>	<u>2</u>	<u>0</u>	<u>3</u>	

**\*\* Legend**

- |    |   |    |                                       |
|----|---|----|---------------------------------------|
| E1 | Violent/Deadly Gang Conflict in Community | T1 | Community Ethnic Composition          |
| E2 | High School Drop-out Rate Increases 25%   | T2 | Gang Involvement in Drugs             |
| E3 | Citizen's/Police Review Board             | T3 | Economic Disparity                    |
| E4 | Bilingual Funding from State Eliminated   | T4 | Population Between 13-20 Years        |
| E5 | Non-White Elected to City Council         | T5 | Local High Schools' "Quality of Life" |

Date: March 14, 1991

To: Jim Datzman, Susan Gonzalez, Dave Madden, Barry Nagle,  
Mark Raffaelli, Sheldon Winston

From: Bruce Tognetti

Subject: Command College Project Futures Forecasting Nominal Group  
Exercise

Thank you for consenting to assist me in my California Law Enforcement Command College Project "Futures Forecasting" exercise. As I have previously explained to each of you, we will be working as an interactive panel in conducting a critical thinking exercise referred to as a "Nominal Group Technique". Our meeting is scheduled for:

Monday, March 25, 1990  
2:00PM  
South San Francisco Police Department  
Staff Conference Room

My project topic is "A strategy for addressing youth gang activities by a mid-size police department." The purpose of our panel is to develop lists of critical trends and events that will assist in answering the question:

"How will illegal youth gang activities have an impact on the operations of a mid-size police department by the year 2001?"

The prescribed format for our group exercise is as follows:

- 1) Individual members will develop personal lists of 5-6 trends and events that could occur during the next ten years and which may have an impact on the issue.
- 2) The group will employ a method known as the "Nominal Group Technique" in developing a consensus of the most important five trends and events.
- 3) Trend levels and event probabilities will be forecasted, and the "expected value" of each event will be evaluated in relation to the identified issue.
- 4) Time permitting, the group will look at the cross-impacts of events on other events and trends.

In order that we utilize the few hours together as economically as possible, I am requesting that each of you take a few minutes ahead of time to identify your individual lists of trends and events and bring them with you to the meeting.

For the sake of the exercise, events and trends are defined as follows:

**EVENTS are discreet occurrences, things that either happen or do not happen.** Event statements should be clear and specific, so that a future historian, looking back over time, could clearly tell whether or not they had, in fact, happened. For reference, one of my projected event statements is:

Racial and ethnic minorities cumulatively exceed 50% of the city's population.

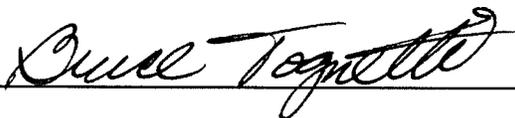
**TRENDS are the patterns of things over time.** They should be defined clearly, be measurable, and have some degree of uncertainty. A couple of possible trends are:

Volume of non-White immigration into California.

Drop-out rates in the local high schools.

Percentage of jobs in the community with pay above the minimum wage level.

Again, thank you for assisting me in my Command College project, and I look forward to an interesting afternoon.



Bruce Tognetti

NGT - TRENDS

1. Organization amongst the local Asian populace will increase, including amongst gang members.
2. There will be a redistribution of municipal resources to address the gang problem. (6)
3. The city will become more urbanized, with gang-related problems increasing accordingly. (13)
4. Local school extra-curricular activities will decrease.
5. Federal funds for drug diversion and gang programs will decrease. (3)
6. The Police Department budget will increase in order to add personnel to address gang activities.
7. Gang involvement in illegal drug trafficking. (26)
8. Volume of California populace between the ages of 13-20. (17)
9. Change in the composition of the ethnic population in the community. (30)
10. Increase in pre-teen gang activity in the city. (23)
11. Popularity of "crack" cocaine will spread in the suburbs.
12. Dropout rates in local high schools. (13)
13. Increase in unsolved homicides in the city.
14. Availability of monetary resources to the City and the Police Department. (5)
15. Change in ethnic composition of the Police Department will be slower than in the community.
16. Increase in demands on community-based organizations to help resolve long-term community problems.
17. Volume of low income/high density housing in the city. (5)
18. Increase in criminal sanctions for serious juvenile offenders.
19. Volume of juvenile arrests for violent crimes. (16)
20. Increased emphasis on volunteerism at the municipal government level.

21. Change in ethnic composition of the City Council (to more closely reflect the composition in the community). (1)
22. Increased municipal services for low income/high risk youth.
23. Levels of education preparedness in California and the United States. (6)
24. Increase in Police/Citizen Review Boards in California.
25. Quality of life in the local high schools. (19)
26. Ability to retain quality certified school personnel (teachers and administrators). (3)
27. Level of economic disparity between "haves" and "have nots" in the United States, California, and the City. (26)
28. The local (Bay Area) cost-of-living increasingly becoming more prohibitive/restrictive.
29. Increased difficulty in recruiting and retaining quality police personnel. (4)

## NGT - EVENTS

1. A high school student will be killed as the result of gang violence on school grounds. (33)
2. 25% of local school students will not be proficient in the english language. (3)
3. A single gang conflict in the city will result in multiple homicides, including deaths of innocent bystanders. (41)
4. Officer involved shootings in the local police department will reach a level of four per year. (18)
5. State funding for Bilingual education will be discontinued in the local schools. (13)
6. The City Council will seek to fire the Police Chief as a racist. (6)
7. Funding for school districts in the state will be reduced by 20% from 1990 levels. (9)
8. At least one non-White will be elected to the City Council. (7)
9. Police officers will be permanently assigned on local high school campuses due to the high incidence of assaults. (9)
10. A local law enforcement street task force will be implemented to address the growing gang problem. (9)
11. The local high school drop-out rate will increase 25% over 1990 levels. (21)
12. Local transit passengers and bus driver will be assaulted by gang youths. (10)
13. A City Council family member will either be convicted of gang-related violence or be a victim of it.
14. California will be flooded with Chinese refugees when China takes over Macao and Hong Kong.
15. Non-Whites will exceed 60% of the city's total population. (10)
16. A local elementary school will be designated for a model gang prevention program. (10)
17. A Citizen's Police Review Board will be implemented in the city. (8)

18. A formal citizens' patrol group will be started in the city to address street gang and drug problems. (1)

## APPENDIX C

### SITUATIONAL ANALYSIS METHODOLOGY

Environmental and organizational capabilities were examined utilizing a WOTS-UP Analysis (WOTS-UP represents "Weaknesses", "Opportunities", "Threats" and "Strengths"). Such a technique is used to determine how an organization is able to deal with its environment, by aiding the strategist in finding the best match between environmental trends and internal organizational capabilities ("Strategic Planning", lecture by Thomas C. Esenstein, POST Command College, 6/13/90). The environmental conditions and trends (external to the organization) include the following:

**Opportunities:** An opportunity is any favorable situation in the organization's environment, often a trend or change of some kind or an overlooked need, that supports the demand for a service and permits the organization to enhance its position relative to the issue.

**Threats:** A threat is any unfavorable situation in the organization's environment that is potentially damaging to the organization and its strategy. It may be a barrier, a constraint, or anything that might inflict problems, damages, or injury to the organization.

The organizational resources (internal to the organization) include:

**Strengths:** A strength is a resource or capacity the organization can use effectively to achieve its objectives.

**Weaknesses:** A weakness is a limitation, fault, or defect in the organization that will keep it from achieving its objectives.

Preliminary lists of environmental opportunities and threats were developed, first examining the critical trends and events produced in the futures study. A brainstorming process generated an array of additional opportunities and threats deemed relevant to the issue. Possible organizational strengths and weaknesses were also developed in this same fashion (See attachment, C-3). The most important items identified in this process were then synthesized and selected for analysis in the Strategic Management Plan.

## WOTS-UP ANALYSIS PRELIMINARY LISTS

### EXTERNAL ENVIRONMENT

#### OPPORTUNITIES

##### Trends/Events

- T1 Change in ethnic composition
- E5 Election of Non-White to City Council
- E1 Gang Conflict (?)

##### Other Opportunities

- 1 Unite criminal justice system around common cause
- 2 Police interactions with gang parents lead to increased minority community support (re:#3)
- 3 Gain support from community through mobilization around common cause, including schools, social services, recreational services (re:#2,#5)
- 4 Opportunity for police department to become a leader
- 5 Opportunity for PD to effect other issues (re:#2,#3)

#### THREATS

##### Trends/Events

- T2 Gang involvement in illegal drug trafficking
- T3 Level of economic disparity
- E2 High school drop-out rate increases
- E4 State funding eliminated for bilingual education

##### Other Threats

- 1 Negative public relations caused by police overreaction
- 2 Negative economic impact on community
- 3 Backlash of minority community (re: #1)
- 4 Police could fail (re:#1, #4)

## INTERNAL CAPABILITIES

### STRENGTHS

- 1 Historically high level service orientation
- 2 Open citizen access to the Chief of Police and his management staff (re: #3)
- 3 Well-established, on-going dialogues with community-based organizations of all neighborhood and ethnic backgrounds (re:#2)
- 4 The community trusts the police department for solutions, largely due to high level service delivery (re: #1,#2,#3)
- 5 Excellent working partnership with local school officials
- 6 Excellent working relationship with allied criminal justice agencies, including neighboring police departments, probation, the district attorney, and presiding Juvenile Court judge
- 7 The police department has established networks with local schools and other agencies. (re: #5,#6)
- 8 Solid rapport and open lines of communications between police staff and line personnel

### WEAKNESSES

- 1 An all White management staff, that must continually concentrate its efforts at understanding an increasingly culturally diverse community
- 2 Traditional bureaucracy makes quick, concerted efforts difficult
- 3 Susceptibility to "political interference" around this issue, especially if elected officials maintain a "denial" posture

## APPENDIX D

### STAKEHOLDER ANALYSIS METHODOLOGY

The Strategic Assumption Surfacing Technique (SAST) was utilized to conduct a stakeholder analysis. Stakeholders are individuals, groups or organizations who are either impacted by what the organization does, are able to impact the organization, or who are concerned about the organization and/or the issue at hand. A brainstorming session identified a list of 18 stakeholders around the issue of youth gangs (See D-5), with key assumptions being developed for the ten most important stakeholders.

#### Critical Stakeholders and Assumptions

1. Police Chief

A. The police department has the lead role in addressing the youth gang mission.

B. It is important to develop a shared vision with police line personnel and city government officials relative to the mission.

2. City Council

A. It is necessary to address the youth gang problem in order to survive politically.

B. It is important to promote a good image for the city.

C. The safety of the community and its citizens is of paramount importance.

3. Police Association

A. Adequate staffing is important for officer safety purposes in dealing with illegal youth gang activities.

B. Line officers must get support from police administrators in order to implement an effective high profile enforcement relative to the gang problem.

4. Local school officials

A. A safe campus environment is necessary for effective student learning.

B. Youth gang suppression is a joint police/school responsibility.

C. The growth of minority and immigrant educational assistance programs will not match the need.

5. The Media

A. "Sensational" information is desired to sell the news product.

6. Community-based activist groups

A. It is important to protect the civil rights of all of their constituents.

B. Publicity for the issue of minority rights is desired.

7. Ethnic youth gangs

A. Gang members have a right to establish "turf" within their neighborhoods or social territory (i.e. narcotics)

B. The police department will accede territorial rights to local youth gangs as they grow in membership and activities.

C. Narcotics trafficking is a financially lucrative enterprise.

8. Parents

A. Parents desire a safe environment for their children.

B. Parents desire input into plans that affect their children.

9. Chamber of Commerce/Business Community

A. It is necessary to maintain a safe environment in the community in order attain economic growth.

10. Allied criminal justice system elements (i.e. probation, district attorney, corrections)

A. Suppression of illegal youth gang activities is a joint criminal justice endeavor, requiring cooperative working relationships amongst all components of the criminal justice system.

B. Allied agencies will be concerned about the impact of illegal youth gang activities on their workload.

C. It is important for each element to appear to be "tough on gangs" in order to attain it's full share of available resources.

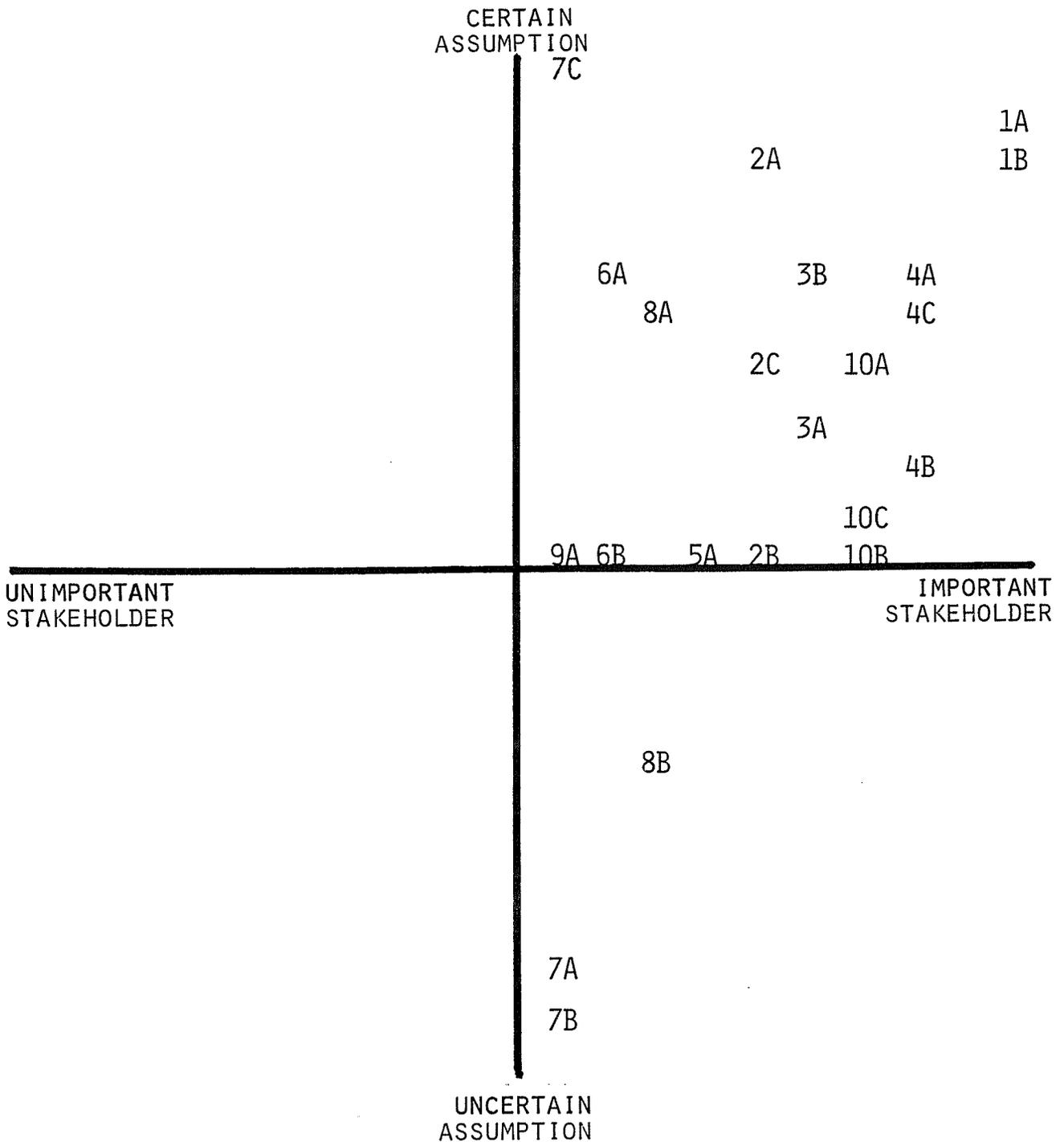
Assumptions of the ten most critical stakeholders were then charted on a Strategic Assumption Map, referencing the importance of stakeholders with levels of certainty of their assumptions (See D-6).

## STAKEHOLDER ANALYSIS

### LIST OF STAKEHOLDERS

1. Police Chief
  2. City Council
  3. Police Association
  4. Local school officials
  5. State/Federal Courts
  6. Community-based minority organizations
  7. Ethnic youth gangs
  8. Parents
  9. Neighborhood groups
  10. Local politicians (exclusive of City Council; i.e. state & federal legislators)
  11. Chamber of Commerce
  - 12.\* Probation (adult & juvenile)
  - 13.\* District Attorney (adult & juvenile)
  - 14.\* Corrections (Sheriff's Office & Juvenile Hall)
  - 15.\* Local courts (Superior/Juvenile, Municipal)
  16. Media
  17. Clergy
  18. Local recreational services
- \* Stakeholders 12-15 combined for analysis purposes

# STRATEGIC ASSUMPTION MAP



- 1 POLICE CHIEF
- 2 CITY COUNCIL
- 3 POLICE ASSOCIATION
- 4 SCHOOL OFFICIALS

- 5 MEDIA
- 6 ACTIVIST GROUPS
- 7 YOUTH GANGS

- 8 PARENTS
- 9 BUSINESS COMMUNITY
- 10 CRIM.JUSTICE AGENCIES

## APPENDIX E

### STRATEGIC ALTERNATIVES

A brainstorming session identified several strategic alternatives useful in eliminating the impact of illegal youth gang activities on the community:

1. Local "zero tolerance" enforcement posture

This approach emphasizes high profile law enforcement, calling for officers to utilize maximum enforcement tools against youth gang members engaging in any illegal activities ("zero tolerance"). Such a plan is the easiest for the police department to implement, as it emanates from basic law enforcement training and experience, and necessitates minimal concurrence from other governmental agencies.

2. Areawide law enforcement gang "strike force"

The mobility of today's young people allows for gang endeavors to freely traverse local boundaries. Coordinated efforts between adjoining law enforcement agencies would allow for more resources to be directed at the specific problem, and especially for enhanced gang intelligence gathering and dissemination.

3. Criminal Justice System Cooperation

A coordinated criminal justice approach would expand on the

breadth of involvement of either a local or areawide law enforcement effort. Involvement of prosecution, probation and the courts in following through with special treatment for gang offenders (i.e. vertical prosecution, extensive probation conditions, sentence enhancements) would reinforce law enforcement efforts at eliminating the impact of illegal youth gang activities in the community.

4. Youth outreach program

As illegal gang activities consist largely of symptomatic behavior, a youth outreach program could provide useful alternatives to mitigate underlying causes. A comprehensive approach involving schools, recreation and social services addressing gang-involved or at risk youth (G.I.A.R.Y.) would include such endeavors as outreach, alternative activities, and self-esteem enhancement.

5. Media campaign

An intense media campaign would be useful in educating the public about the symptoms and consequences of illegal youth gang activities, as well as in securing community support for all efforts aimed at eliminating the effects of the problem.

6. Graffiti abatement program

A graffiti abatement program emphasizing timely removal of graffiti from both public and private property would be designed to deny gang territorial markers and improve the

image of the community.

7. Community Task Force

Comprised of representatives from the schools, recreation and police, as well as interested citizens, such an advisory group could more comprehensively spearhead community efforts at gang eradication.

8. Legislative Advocacy Committee

Comprised of local politicians, the city attorney, a police administrator and interested citizen volunteers, such a body could help to identify and pass legislation designed to have an impact on illegal gang activities. Such an approach would emphasize gaining support of local, state and federal legislators in authoring and sponsoring gang-related bills in the appropriate legislative bodies.

9. Multi-faceted cooperative effort

This strategy recognizes the pervasive nature of the youth gang problem, and the necessity of employing comprehensive methods to effectively address an issue beyond the capabilities of any single strategy. The approach would include elements of prevention, enforcement, prosecution, intervention, intelligence and community involvement. Such an all-inclusive effort would be accomplished through interagency cooperation of law enforcement, schools, prosecution, probation, corrections and community organizations. From the

standpoint of the local police department, this strategy would be the most difficult to implement and maintain, requiring inter-group coordination at a variety of governmental and societal levels.

APPENDIX F  
RESPONSIBILITY CHARTING

TASKS/DECISIONS	P L A Y E R S	P o h l i e c f e	P o p l i s c e d r	C i t y M g r	C i t y c o u n c i l	S u p h e r o s	P r o g r a m m a n t e n a n c e	R e s o u r c e s	P u b l i c a f f a i r s	P r o f e s s i o n a l s	C o m m u n i t y	G o v e r n m e n t
Budget		A	R	A	A	-	-	-	-	-	-	I
Police Top Priority policy		R	R	A	I	I	S	S	-	S	S	I
Gang activity reporting		A	A	-	-	-	I	R	-	I	S	-
Gang intelligence		A	A	I	I	I	I	S	-	S	R	-
"Zero tolerance" policy		R	R	I	I	-	S	I	-	S	S	I
Gov't(city & school) commitment		R		A	A	R	-	-	S	-	-	S
Education efforts		S	-	I	I	S	I	-	S	R	-	A
Alternative activities		I	I	I	I	A	-	-	R	S	-	S
News media cooperation		R	R	S	I	R	-	-	R	-	-	S
Area law enforcement task force		A	R	A	A	-	S	-	-	I	S	I
Coordinate crim. just. efforts		R	R	I	I	-	S	S	-	S	S	-
Parent contacts		A	R	-	-	-	I	S	-	-	R	I

TABLE

R = Response

A = Approval

S = Support

I = Informed

APPENDIX G

NOTES

PART I - INTRODUCTION

Miller, Walter A., "Why the United States Has Failed to Solve It's Youth Gang Problem," Gangs in America, edited by C. Ronald Huff, 1990, California: Sage Publications, p. 263.

National School Safety Center Journal, "Gangs in Schools," January, 1988, pp. 11-12.

Jackson, Robert K. and McBride, Wesley D., Understanding Street Gangs, 1986, California: Custom Publishing Company, p. 20.

Thomas, Richard F., A Response to Youth Gangs for Mid-Size Law Enforcement Agencies, 1990, California: Commission on Peace Officer Standards and Training, p.3.

Huff, C. Ronald, "Denial, Overreaction, and Misidentification: A Postscript on Public Policy," Gangs in America, op. cit.,p.312.

San Francisco Chronicle, "A rich ethnic mix in the suburbs," May 11, 1991, p.1.

PART II - FUTURES STUDY

United States Census Bureau, figures for the city of South San Francisco, California; 1970, 1980, 1990: Information Services Department, County of San Mateo.

South San Francisco Unified School District, Racial and Ethnic Distribution of Enrollment, November 1987 & November, 1990.

Fagan, Jeffrey, "Social Processes of Delinquency and Drug Use Among Urban Gangs," Gangs in America, op. cit.,p. 183.

California Council on Criminal Justice, State Task Force on Gangs and Drugs Final Report, January, 1989, pp. xiv-xv.

San Francisco Examiner, "1980's favored state's wealthy," April 22, 1991, p.1.

South San Francisco Unified School District, Child Welfare and Attendance, 1986-1987 and 1989-1990 School Year Reports.

Ibid.

Estrada, Leo, "California Demographics" (lecture), Command College Class 12, California Commission on Peace Officer Standards and Training, June 13, 1989.

Estrada, Leo, California Hispanic Fact Sheet, Los Angeles, 1981, pp.4-5.

PART III - STRATEGIC MANAGEMENT PLAN

California Council on Criminal Justice, State Task Force on Gangs and Drugs Final Report, op. cit., p.37.