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**WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT AGENCY
PLAY IN AN ELEMENTARY SCHOOL BASED ACADEMIC GANG
INTERVENTION PROGRAM BY THE YEAR 2003?**

TECHNICAL REPORT

BY

EDWARD PICENO

**COMMAND COLLEGE CLASS #19
COMMISSION ON PEACE OFFICER
STANDARDS AND TRAINING**

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

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

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

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

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"WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT AGENCY
PLAY IN AN ELEMENTARY SCHOOL BASED ACADEMIC GANG
INTERVENTION PROGRAM BY THE YEAR 2003?"

IS ADDRESSED

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SECTION ONE

INTRODUCTION

AN OVERVIEW AS TO WHY THE QUESTION OF:

**"WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT AGENCY
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INTRODUCTION

WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT AGENCY PLAY IN AN ELEMENTARY SCHOOL BASED ACADEMIC GANG INTERVENTION PROGRAM BY THE YEAR 2003?

The Office of the California State Attorney General, in 1993, reported there may be as many as 200,000 gang members in California.¹ Twice that number of gang members in the State is probably not an overestimate. In 1990, the Los Angeles County District Attorney, Ira Reiner, released a report on the findings of gangs, crime and violence in Los Angeles. In that report, Mr. Reiner reported there are approximately 150,000 gang members in Los Angeles County with 125,000 to 130,000 gang members listed in police databases.² The numbers are growing to a point where it is beyond the control of law enforcement. Even areas where gang activity has not been a major problem in the past are now affected. For example, when this study was first initiated, Santa Barbara County had identified thirty-eight gangs³ and Sonoma County had identified thirty-two gangs⁴ in their areas. On September 15, 1994, the Santa Barbara County Gang Task Force reported there are fifty known gangs in their County. This is a marked difference from 1969, when only seven known gangs were in Santa Barbara County. Each of the two Counties have had law enforcement agencies report that gang violence has increased to a point never before seen. The Office of Juvenile Justice and Delinquency Prevention of the U.S. Justice Department reports that, nationally, juveniles accounted for 17% of all violent crime arrests in 1991; three of every 10 juvenile murder arrests involved a victim under the age of 18 in 1991; and between 1987 and 1991, juvenile arrests for weapons violations increased 62%.⁵

According to the most recent issue of the FBI's Uniform Crime Report (1994), the largest group of criminals, and victims, in this country are children in their early to mid-teens. That same FBI report also reveals that, as early as 6 years of age children begin acting out their alienation by defacing and destroying property. Nearly all of this activity occurred through gang involvement. If the trend does not stop, it is expected that the death rate of the youth will continue to rise.

What role can a mid-sized law enforcement agency play in an elementary school based academic gang intervention program by the year 2003?

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ABSTRACT

Based on the continuing increase of gangs and gang-related violence both on campus and in the mid-sized communities, one can assume there will be an academic gang intervention program taught at the elementary school level. The paper encompasses a futures study which examines if a mid-sized law enforcement agency can have a role in that academic gang intervention program. Several strategies are examined which may assist a law enforcement agency become a part of an academic gang intervention program and a preferred strategy is developed. The study reveals that the preferred strategy of combining a proposed gang intervention program with a current D.A.R.E. program would have the best opportunity of success. A model strategic plan and a transition management plan are suggested for the implementation of this preferred strategy.

WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT AGENCY
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A JOURNAL ARTICLE

BY:

EDWARD PICENO
COMMAND COLLEGE CLASS XIX

PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JANUARY, 1995

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INTRODUCTION

Youth gangs are not a new phenomenon in America. Philadelphians convened in 1791 to decide how to deal with bands of young people disrupting that city. Officials in New York City admitted to having gang problems as early as 1825.¹

However, today, America is seeing the numbers of gangs and gang violence rise to proportions never before experienced in the United States. The Office of California State Attorney General claims there may be as many as 200,000 gang members in California.² Twice that number of gang members in the State is probably not an overestimate. In 1990, the Los Angeles County District Attorney, Ira Reiner, released a report on the findings of gangs, crime and violence in Los Angeles. In that report, Mr. Reiner reported there are approximately 150,000 gang members in Los Angeles County with 125,000 to 130,000 gang members listed in police databases.³

Gangs have now infiltrated areas where this sort of activity has never been a problem. They appear to be on the move to every possible location throughout the United States. They are motivated to seek out new communities where they can get more money for their drugs, or other crime activity, where law enforcement is not as prepared to deal with them.

Youth gangs are no longer organized primarily on a social basis. Now they are motivated by violence, extortion, intimidation and illegal trafficking in drugs and weapons. The concern is best exemplified by the 1994 issue of the FBI's Uniform Crime Report. The report claims that the largest group of criminals, and victims, in this country are children in their early to mid-teens.

Additionally, the Office of Juvenile Justice and Delinquency Prevention of the U.S. Justice Department reports that, nationally, juveniles accounted for 17% of all violent crime

arrests in 1991; three of every 10 juvenile murder arrests involved a victim under the age of 18 in 1991; and between 1987 and 1991, juvenile arrests for weapons violations increased 62%. The National School Safety Center now reports that gangs are going corporate. They are franchising various regions of the country and developing their own specialists in money laundering, marketing, tax evasion, and strategic planning. Some gangs are even sending members to college to become attorneys, accountants and computer experts. It has reached the point that gang activity and organized crime are becoming blurred.

One does not have to look far to see that there is a problem, both perceived and real, with regard to the safety of our communities. The level of violence and criminal behavior that has become a daily occurrence in our society has become a matter of serious concern in California.

Recently, a survey was released which compared the fears of today's high school student to the fears of the high school student of 1945. According to the survey, the student of 1945 had two major fears; "Will I get good grades?" and, "Will I not be caught by the truant officer while playing hooky?" Today's student asks, "Will I get shot in school today?" and, "Will I get AIDS?" Their answers reveal how important it is for law enforcement and the educational system to work towards changing the growing trend surrounding the issue of violence by gang members. The present situation gives law enforcement the opportunity to make a contribution in the future safety of our youth by being proactive and working with the education systems to develop curriculums which will cause the students to seriously take second thoughts about joining gangs.

If society is to put a stop to the growing gang-related violence, a comprehensive gang intervention program in the community must be established. As a part of that program, an academic gang intervention curriculum would play a vital part. Based upon the research material which shows that gangs are growing throughout California, including small counties and cities, one can assume that there will be academic gang intervention programs in many elementary school systems by the year 2003. Given this assumption, what role will law enforcement play within that program? One can respond by mentioning that it is logical for law enforcement to examine the feasibility of becoming a major stakeholder in an academic gang intervention program rather than be forced to react when the problem has already become dangerous and costly to the community.

This article will focus on an examination of three different strategies which will use education as a vehicle to intervene and assist in stopping the growing membership of gangs and the violence associated with them. A preferred strategy from the three will be suggested and discussed. The article will also address the primary issue of:

What role can a mid-sized law enforcement agency play in an elementary school based academic gang intervention program by the year 2003?

Closely related questions about how law enforcement can overcome resistance to sworn officers teaching on campus, what goals are acceptable to both law enforcement and the school administration, how can law enforcement develop community support and how will this type of program be funded are also discussed.

With citizen concerns over safe schools and gang violence, one would think that most, if not all school administrators, would want to work with law enforcement agencies to adopt

what would be a part of a comprehensive gang intervention program. Unfortunately, this writer has been told by several members of a specific school system that gang intervention programs, combined with the drug awareness program, would take too much of the school's time away from educating their students. One can find this logic to be faulty because once someone joins a gang, he or she no longer has an interest in education. Secondly, a basic premise of primary education is to prepare students at all levels to possess the skills and knowledge that will enable them to deal with their world. Why some educators want to ignore the violence, drugs and gang problems of their charges is neither understandable nor comprehensible.

Academic gang intervention and suppression programs have been introduced in schools but primarily on those school campuses where gang violence has gotten out of hand.

If a law enforcement agency takes a position that it wants to be proactive in dealing with gangs, then that agency should prepare for resistance, if not from the school administration, then possibly from the teacher's union and various sections of the community.

As mentioned, this article will present three different strategies which can assist a law enforcement agency introduce an academic gang intervention program to a school administration. A preferred strategy will then be discussed as the one an agency would most likely achieve success when presented to a school administration and the community.

These strategies were rated based on the following criteria: cost of implementation; stakeholder support; feasibility; community support; political support; and, is it goal oriented? Two of the strategies reflect ideas which are most likely to succeed and the third is one which is most diverse from the others. The following is an examination of each of the strategies.

Strategy #1 -- Use of a statewide video training program through POST.

The implementation of a gang intervention program through the use of a POST provided statewide video training program may be a viable alternative. The advantages to this type of program would be that there would be statewide standardization of the program. All schools would be receiving the same information. The infrastructure is already in place and it would be cost effective. Also, because POST is involved, it could be a more far reaching program and it could provide more current information as POST has access to updated files.

The disadvantages to this alternative are that it would be a less personal presentation. The video taped program would, out of necessity be very generic because every community has different problems. The initial startup costs can be very high for some agencies who are not hooked up to POST satellite programs. There would be no interpersonal interaction with the instructor/students and the students may lack interest in just a video presentation. More importantly there would not be an opportunity for any role playing scenarios.

The idea is rather novel and may deserve more examination. The use of POST resources for updated information on gang intervention is an advantage, but what good would it be if the students were not interested in the video presentation?

This strategy also assumes that POST would be willing to spend time and money to participate in producing an academic gang intervention program which can be used statewide. With state budget cuts again in the offing, this strategy may not receive the cooperation of POST.

Also, educators have mentioned that students in the elementary and middle schools need role playing scenarios to have a point brought home to them. Video presentation may be able

to have a role playing program but it may not be as effective as the students themselves actually participating in the scenario.

This strategy could be modified to be a combination of an instructor and video presentation. Instructors provided with booklets could lead students into discussions and role playing with the video portion acting as a back up to the instructor/student relationship.

An effort to make this type of gang intervention presentation must be carefully done or it could give cause to those who do not want law enforcement involved ample ammunition to keep law enforcement out of the program. This strategy may be successful but it is questionable.

Strategy #2 -- Combine the proposed academic gang intervention program with present programs already in the school, specifically D.A.R.E.

It is possible an academic gang intervention program could be merged with the D.A.R.E. program. D.A.R.E. already has a small gang intervention (approximately one hour) component. The rationale for the merging of the two programs can be explained by pointing out that it has the advantage of becoming part of a program which is in place and a part of the school curriculum. It can also be said that the D.A.R.E. program is recognized and supported by a majority of the community, therefore immediate credibility can be attached to it. There would be less startup costs which may make it more appealing to the school administrators. Also, the D.A.R.E. format can be easily adjusted to include gang intervention issues.

There are some disadvantages which must be considered. The most obvious is that there would be a dilution of both programs in order to fit into the specified amount of allotted time. Also, there is the possibility of some resentment by, for example, the D.A.R.E. instructional

officers. It may generate differences of opinion by the community as to which issue is more important for their children to be exposed to for their future. One must also consider that teachers and parents who are against programs of this type in schools may consider this the "final straw" and unite to force the programs out of the school curriculum. This may especially warrant serious consideration with the advent of groups known as Parents Against Dare who believe the D.A.R.E. program is too soft because the program expresses the use of drugs as an option a youth must consider. It is their position that D.A.R.E. must tell the students drug use is not an option and drugs are not to be used. Therefore, combining the two may require a different training style and technique. Possibly a different presentation to the community, Parent-Teachers Association and the school administration would be required to assure them that gang intervention and drug awareness are basically two sides of the same coin.

The key to this strategy would be convincing the current D.A.R.E. instruction officers of the importance for the change. If the instructors refuse to participate in a positive vain the program may be doomed to failure. It would be necessary to come up with a program that effectively combines both issues with credibility for all concerned members of the community. If that is successful, one could assume that the local governmental agency and the school administrators will accept the modified program as the costs would be greatly reduced yet a component important to the youth of the community will have been added.

Parents concerned about gang violence may argue that combining the two programs reduces the effectiveness of both. They might also say that it could defeat the purpose of both programs thus placing their children at greater risk.

A major benefit to a law enforcement agency who decides to implement this strategy is that it would not require taking more officers out of the field for classroom instruction. However, there are some schools where the problem has gotten so out of hand the school administrators want as many officers on campus as possible in order to maintain a safe school for the students. This is because shootings and assaults on campus against students and teachers no longer is just a "big city" problem. Rural areas and smaller cities are now beginning to experience this type of violence in their schools and the community is demanding it be stopped. This option will not satisfy all of the involved parties but it is one which is viable and attractive to most.

Strategy #3 -- Initiate use of a multi-disciplinary task force approach

There are a number of agencies, both in and outside of the criminal justice system, who want to address the gang-related violence problem. Social Advocates for Youth and Fighting Back are two examples of outside agencies currently working with Probation Departments on street-related gang intervention programs. This strategy is based on the establishment of a task force where all of these agencies, as well as those in the criminal justice system (sheriff, police, probation) could take part in a joint effort to teach an elementary school based academic gang intervention program.

The advantages for this type of program would be that there would be a unification of agencies to a common mission. There would be more diversity and creativity towards the solving of problems and developing ideas. Also, the broader based support from the different agencies would mean that there would be less costs to individual agencies as costs would be shared.

Because of the diverse representation, there may be better acceptance from minority rights groups who may not be as trustful or respectful of an academic gang intervention program sponsored solely by law enforcement.

This option has some possible disadvantages which need discussion. The differing philosophies of the different agencies could cause a conflict. Control problems may occur due to their differences which may cause a conflict over choice of leadership. This may cause infighting and the potential of hidden agendas may exist which would not be to every agency's best interest. The hidden agendas would cause the primary mission of the group to not be as important as the vehicle used to accomplish the mission.

RECOMMENDED STRATEGY

After an examination of the alternative strategies, it is believed that combining the proposed academic gang intervention program with the current D.A.R.E. program would have the best chance of success. D.A.R.E. already has credibility with most of the community, the school administrators and specifically, the parents. Therefore the major emphasis would be on getting the support of the D.A.R.E. instructors, modifying the curriculum to add the gang intervention program, and adjusting the number of classes so that it does not cause any perceived interference with the teachers.

The fact that the instructors have an established rapport with the students may make the introduction of a new program easier to accept. Also, the instructor training costs will be centered on the cost of materials only. The training needs for the establishment of an interpersonal relationship with the students will not be necessary as all D.A.R.E. officers have

received this during their first week in instructor's school. Other costs will have to be given serious consideration as to the specific needs of the gang intervention program itself.

Because several studies, including the Los Angeles District Attorney report on gangs, violence and crimes, cite that 70% of all gang members are involved in drugs⁴, one can say that this alternative is still goal oriented. As mentioned previously, the D.A.R.E. curriculum does have a small section on gangs which would make it easily adaptable for expansion.

The selection of this strategy would require that serious efforts be made by all parties to avoid the dilution of the D.A.R.E. mission while incorporating the gang intervention program as a new part of this mission.

Finally, although this strategy is not what some may believe is the best alternative available, it is considered the strategy which may be most likely to succeed when faced with a school administration, or even a community still in denial, who are resisting an effort to establish a proactive academic gang intervention program into the system to deal with the serious problem of increasing violence.

IMPLEMENTATION PLAN

As the selected strategy requires a modification to a current school curriculum (D.A.R.E.), a complete change in the philosophy of an implementing department would be necessary. The executive staff of the department will have to accept and support the modified program before any other steps can be taken. Once this is accomplished, the present D.A.R.E. officers will have to be addressed. It will have to be made very clear to them that the staff still believes in the message of the D.A.R.E. program. But the program will have to be expanded

to include a gang intervention portion. Perhaps pointing out that gangs are so heavily involved in drugs can be useful in persuading the D.A.R.E. officers of the need to combine the two programs.

It will be necessary for the department's staff to clearly communicate to the D.A.R.E. officers that their input in the modification of the program is important to its success. They will also be informed that additional training will be provided to them which will specialize in the gang intervention aspect of the proposed modified curriculum.

Once the department is united in the accomplishment of their new goal, a new mission statement, possibly written by D.A.R.E. and line level officers, will be presented to the department. A department head's "newsletter," signed by the department head and a representative of the D.A.R.E. officers will be sent to every member of the department to show this is a department-wide effort for all to work towards in the best interest of the youth of the community.

After the internal changes are completed, the interested and concerned representatives of the community should be contacted. Specific members of the department could be selected to meet and discuss the proposed changes with groups with whom the department members have gained credibility and trust. For example, the department head would work with individual members of local government while officers respected by most minority groups would work with the minority leadership. The D.A.R.E. supervisor could be assigned to work with the school administrators to seek their support for the implementation of the new strategy before a presentation is made to the school board.

Regular meetings must be held to make sure all of the department representatives are aware of what is occurring with each of the selected members of the department who would be approaching important community members. Problems can then be shared so that they may be better resolved. More importantly, specific direction can be given so that the members of the department all feel they are in this important change together and all are contributing to it's successful effort.

As the stakeholders in the community come around to expressing support for this strategy, a committee would be formed from the involved community representatives. This joint committee would then be asked to develop a monitoring system of the program as well as an evaluation component, possibly with the assistance of the local university. The committee could be used as a troubleshooting element to identify and resolve problems as they come up during the initial use of the program. In future years it can act as a curriculum update advisory board with the addition of appropriate qualified personnel.

Finally, the committee would be responsible for seeking the necessary funding for the program. The 1994 Crime Bill signed by President Clinton contains a 40 million dollar package specifically for education prevention programs. A grant application could be submitted for a share of those monies. Another possible source of funding may come from drug and asset seizures. Some cities are now insisting that at least twenty-five percent of monies seized by their law enforcement agency be returned to the community in some fashion. An academic gang intervention program can be considered an appropriate way of returning monies to the community through the education of their youth.

It would be wise to keep the news media informed as to how the efforts of the committee are proceeding. Maintaining a positive outlook, coupled with clear lines of communication, on the issue surrounding the implementation of the plan will be most important. The openness of the communications will assist with the necessary feedback which will be very important to the success of the program.

With a due diligence effort by all interested parties, the chances for a successful program are increased significantly.

CONCLUSIONS AND RECOMMENDATIONS

It has become apparent that the traditional law enforcement methods of dealing with gang violence has not worked. Although law enforcement is still dealing with crime in the schools and the community, the increase in the numbers of crimes of violence demonstrates that an alternative approach needs to be considered.

Other states have looked towards education as the key to dealing with gang violence. Unfortunately, California is not one of those states. Academic gang intervention programs are in California schools mainly where it is too late to prevent gang violence. In those schools, sworn officers are necessary on campus to keep the violence to a minimum.

The schools in mid-sized communities or rural areas are starting to see gangs and gang violence but the school administrators are still denying that the problem exists. One school administrator mentioned to me that he did not want an "occupation force" of police on his campus because he did not believe the problem was that bad "yet." The establishment of any type of gang intervention program, in his opinion, would send a message to the parents that he

has problems on his campuses. He does not realize that he will have to take proactive steps today to prevent the gang violence he doesn't want tomorrow.

Law enforcement is now facing a new phenomenon when it comes to gangs. All-female gangs have come into existence and are becoming commonplace. They are no longer satisfied to be just "camp followers." These young women are having babies and teaching their children to become gang members. Two year old children of these women have been seen displaying gang signs to each other with the mothers thinking it to be cute.

But the birth of gangs and gang violence does not stop with the poor. In Santa Barbara, the Sheriff's Department arrested several members of a gang who called themselves the "Beamers." These gang members all came from very wealthy families. Yet they were involved in gang activity and selling heroin. They selected their gang name because all of them drove BMW's.

As mentioned in the introduction, gangs are going corporate and also getting into politics. Every measurable effort must be made to stop the gang violence and it will not be done overnight. President Clinton recently said, on the day after the signing of the new education bill, that it took 30 years for the United States to get to this condition. It may take another 30 years to start getting out of it.

The matter is considered serious enough that when the new Federal education bill was signed on October 20, 1994, Secretary of Education Riley pointed out that the bill had a "Character Education Program." This program will allow the schools to reach out to the community to transfer an agreed upon set of values to be taught to the youth of the K-12 schools.

Finally, it is this writer's opinion that, from an economic perspective, it just makes sense to educate and prevent the disease of gang violence than to attempt to treat the cancer after it occurs. An academic gang intervention program, as a part of a community-wide gang intervention program is a start to the prevention of the disease of gang violence.

ENDNOTES

1. Gangs in Schools - Breaking Up is Hard To Do. National School Safety Center. Page 2.
2. Daniel Lungren, Attorney General, "Gangs 2000 - part one," Intelligence Operations Bulletin, Volume 8, April, 1993.
3. Ira Reiner, Former District Attorney of Los Angeles County, "Gangs, Crime and Violence in Los Angeles," page iv, May 1990.
4. *ibid.*

Recently, a survey was released which compared the fears of today's high school student to the fears of the high school student of 1945. According to the survey, the student of 1945 had two major fears; "Will I get good grades?" And, "Will I not be caught by the truant officer while playing hooky?" Today's student ask, "Will I get shot in school today?" and, "Will I get AIDS?"⁶ Their answers reveal how important it is for law enforcement and the educational system to work together towards changing the growing trend surrounding the issue of violence by gang members.

When one talks about gangs, it would be a normal assumption that gangs are usually found in major urban areas where poverty is an issue and that the gangs are male dominated. This is no longer the case. In Santa Barbara County, law enforcement has discovered a gang who call themselves the "Beamers." The members of this gang all come from very affluent Anglo families and they all drive BMW vehicles (hence the name Beamers). They sell heroin to augment their allowances and see nothing wrong with what they are doing. The only "wrong" they saw was that they got caught.

Another interesting but disturbing phenomenon is the rise of all-female gangs. No longer satisfied to simply be "camp followers," they have now formed their own gangs. These young women are reported to be very vicious, cruel, and demanding compared to male gangs. Santa Barbara City Chief of Police Richard Breza has mentioned several times during public talks that the female gang members laugh at how quickly males will bend to efforts by law enforcement to gain gang related information. The women will not cooperate at any price. Nor will they hesitate to assault an officer if they believe it necessary to gain respect.

Additionally, gangs have had such an impact that on September 26, 1994, the Monterey County Herald reported that private and parochial schools in Monterey County say they can't keep up with the demand by parents seeking an alternative to public education for their children. Some of the private schools have had to develop "waiting lists." According to Mr. Charles White, principal of Madonna Del Sasso School in Salinas, one of eight Monterey County schools operated by the Catholic Diocese of Monterey, "The waiting list for kindergarten is phenomenal."

What is interesting about the article is that the County Superintendent of Schools, Mr. William Barr, says he doesn't know why parents are choosing private schools for their children.

However when the reporter interviewed several parents, they all gave a similar response. Their concern is over gang violence.

Parents reported that they are fearful of gang influence in public schools. One mother said that she was looking for a private school because her children were coming home swearing and talking about violence. The cost of a private school would reflect that the concern for their children is coming from parents of some financial means.

In an effort to reduce the problem, law enforcement has used the traditional method of gang enforcement against those gangs they have traditionally attempted to suppress to little avail. CRASH units-- Community Resources Against Street Hoodlums, have become commonplace in many police agencies; by their own admission, their success has been limited and will continue to be unless there is additional help from the community.

Dealing with gang members from affluent families or with female gangs is something that is new to law enforcement and the school authorities. This change, along with the increase in gang violence, leads to the following questions: Should law enforcement agencies become involved only as a "last resort" or is there another intervention point? Is this a problem which should be addressed only by regulatory agencies? Are there other stakeholder groups who should be involved? What is the role/responsibility of the other stakeholder groups? Some may believe the answers to these questions to be very obvious when one considers that for the last 20 years there has been a crackdown on criminals and crimes of violence keeps going up, especially with children.⁷ Therefore, alternative methods of addressing the problem must be examined.

In California, as in other States, programs have been initiated with a similar goal in mind. That is to teach children how to resolve disputes and vent anger in a nonviolent way. Although these programs are commendable, they do not directly address the problem of youngsters joining gangs, or of students facing the pressure of being forced to join gangs.

An area which appears to be enjoying some success is the G.R.E.A.T. (Gang Resistance, Education and Training) program used by the Phoenix, Arizona Police Department. This writer interviewed Officer Paul Ellis of the national federal office of the G.R.E.A.T. program. He related that in 1990, the Federal Government came up with an idea of developing an academic gang intervention program taught by sworn police officers. Funding became available and a

search was initiated for a police agency to take on the challenge. Efforts to find a law enforcement agency in the States of New York, Illinois and California who were willing to try the program failed. Chief Dennis A. Garret, of the Phoenix, Arizona Police Department, heard about the efforts of the federal government and offered his Department to initiate the program.

Officer Ellis further related that the Phoenix police had an officer who was a former school teacher. This individual developed the curriculum for the program and it was then presented to the school administration. Their city school district was experiencing some very serious gang violence problems on their different school campuses and thought the program was well written and worth implementing. It was then initiated in 1991. By 1994, thirty-eight different states have adopted this program in their schools, California has not. According to Officer Ellis, only five of California's nearly 500 law enforcement agencies have sent officers to their G.R.E.A.T. training program.

The program's philosophy is designed to help 7th graders become responsible members of their communities. This is accomplished by setting goals for themselves, resisting pressures, learning how to resolve conflicts, and understanding how gangs impact the quality of their life. G.R.E.A.T. is an eight week program, culminating with a certificate of graduation, a new philosophical outlook concerning gang activity and the tools needed to resist gang pressure.

The G.R.E.A.T program is also taught at the 3rd and 4th grade levels. The curriculum involves four lessons to be taught in 40 minutes block for four consecutive weeks. The following is an example of the material covered during those four weeks:

- Session 1: What is a Gang? -- The purpose is to provide students with information concerning the difference between a gang and a club.
- Session 2: Families And Why They Are Special -- The purpose is to help students understand that differences in families make families unique and special.
- Session 3: My Future -- This class helps students understand the importance of setting goals.

Session 4: Do You Know Me? -- The purpose is to help students develop a good self esteem and gain an appreciation for differences in their classmates.

Phoenix, Arizona, Police Chief Garret has said, "The long-term solution to the gang problem is in education, not enforcement. We can reduce problems down the road by putting more time and money into prevention."⁸ It must be mentioned that the efforts of the Phoenix Police Department's G.R.E.A.T. program has not gone without problems. In their first year of the program, three officers were physically assaulted by fifth grade gang members.

Unfortunately, this researcher has been told by several members of the Santa Barbara school system that gang intervention programs, combined with the Drug awareness program, would take too much of the school's time away from educating their students. One can find this logic to be faulty because once someone joins a gang, he or she no longer has an interest in education. Secondly, a basic premise of primary education is to prepare students at all levels to possess the skills and knowledge that will enable them to deal with their world. Why some educators want to ignore the violence, drugs and gang problems of their charges is not understandable or comprehensible.

This researcher has had discussions with several members of Command College who have conducted studies or programs where the cooperation of a school system is required to deal with a gang problem. Those members, Lieutenant Jerry Gonzales of Davis Police Department, Lieutenant Richard Glaus of the Santa Barbara Police Department and Lieutenant Steve Davidson of the Redding Police Department have all experienced the same problem of academic resistance to police on campus. Only in those districts where the school system has allowed the problem to become unmanageable have they asked for police intervention. When the problem has still not mushroomed out of control, law enforcement officers on campus are considered "occupation forces" by some school administrators.

The use of police officers as academic gang intervention instructors is a proactive step to prevent the problem from getting out of hand. It is this writer's premise that if the community does not protect its children by providing them with an outlook on life different than that of gangs, crime will continue to climb and the children will not take any further interest in learning.

PURPOSE OF THE RESEARCH PAPER

Like D.A.R.E (Drug Awareness Resistance and Education), an academic gang intervention program may prevent young students from getting into trouble, and stop them from joining gangs. The youth can learn the information and skills necessary to say "no" to gangs and become responsible members of society.

The results of this paper will define what role law enforcement can play in an academic gang intervention program in the elementary schools system once certain procedures are used to forecast the nature of future relationships. The technical information learned from these procedures will assist the writer in developing a strategic plan for the changes which may occur based on those potential relationships.

LITERATURE SEARCH

Efforts by this writer to locate papers or books on the development of an academic gang intervention program met with only limited success. Inquiries went to the National School Safety Center, the FBI National Academy library and the California Peace Officers Standards and Training institution failed to produce a single document on the subject on law enforcement's role in an academic gang intervention program. One book on the subject was found, The Gang Intervention Handbook (Goldstein and Huff, Research Press, 1993), which had just four paragraphs devoted to academic intervention. There was no mention in the book of using law enforcement officers as instructors in an academic gang intervention program.

The book did mention the importance of an academic program in the overall comprehensive effort against gang violence. It also mentioned that academic success by itself may best be viewed as a necessary but not sufficient condition for helping students avoid gang involvement.

The preliminary scanning of the literature available indicated that many experts are projecting that gang violence will continue to grow into the next decade. It is a trend that law enforcement managers, as well as society, must prepare for in the future. Law enforcement can no longer accept the traditional methods of gang violence suppression as the only adequate source to deal with the growing problem. Time Magazine's September 19, 1994, issue has an article called, "When Kids Go Bad." This article says, "America's juvenile justice system is

antiquated, inadequate and no longer able to cope with the violence wrought by children whom no one would call innocents." Law enforcement in California has, as a whole, acknowledged that other methods of dealing with gang violence must be examined.

This writer did have the opportunity to travel to Phoenix, Arizona, to see their G.R.E.A.T. (Gang Resistance, Education And Training) program in action. Several interviews were obtained with school administrators, law enforcement personnel and students attending one of the G.R.E.A.T. classes. Some of the information learned has been incorporated into this report.

THE ISSUE AND SUB-ISSUES

As mentioned, research shows that gangs are growing throughout California, including smaller counties and cities. One research study was conducted by Irving A. Spergel and G. David Curry and their results were released in 1991. The study showed that there is evidence of an increase of gangs and gang violence activity in a growing number of large and small cities, suburban areas, and even some small towns and rural areas. However, the study also showed that there appeared to be limited coordination or integration of various research studies, policies, and intervention programs bearing on the problem of youth gangs.⁹ The study identified "21 chronic gang problem cities." Of that number, 14 were located in California.

Based upon the response in the most impacted cities/counties, one may assume that there will be academic gang intervention programs in many elementary school systems by the year 2003.

Given this assumption, what role will law enforcement play within that program? Traditionally, law enforcement has taken a leadership role in programs of this type. One can point to the D.A.R.E. program as an example. Therefore, it is logical for law enforcement to examine the feasibility of becoming a major stakeholder in a gang intervention program rather than when the problem has already become dangerous and costly to the community.

Hence, the paper will address the primary issue of:

What role can a mid-sized law enforcement agency play in an elementary school based academic gang intervention program by the year 2003?

Four sub-issues have been identified as being of importance to the primary goal. The following are the four selected sub-issues:

- * **How can law enforcement overcome resistance to having sworn officers teaching classes on school campuses?**
- * **What goals will be acceptable to both law enforcement and the school system for an academically based gang intervention program on school campuses?**
- * **How can law enforcement develop community support for an academically based gang intervention program taught by sworn officers on school campuses?**
- * **How will academic gang intervention programs be funded?**

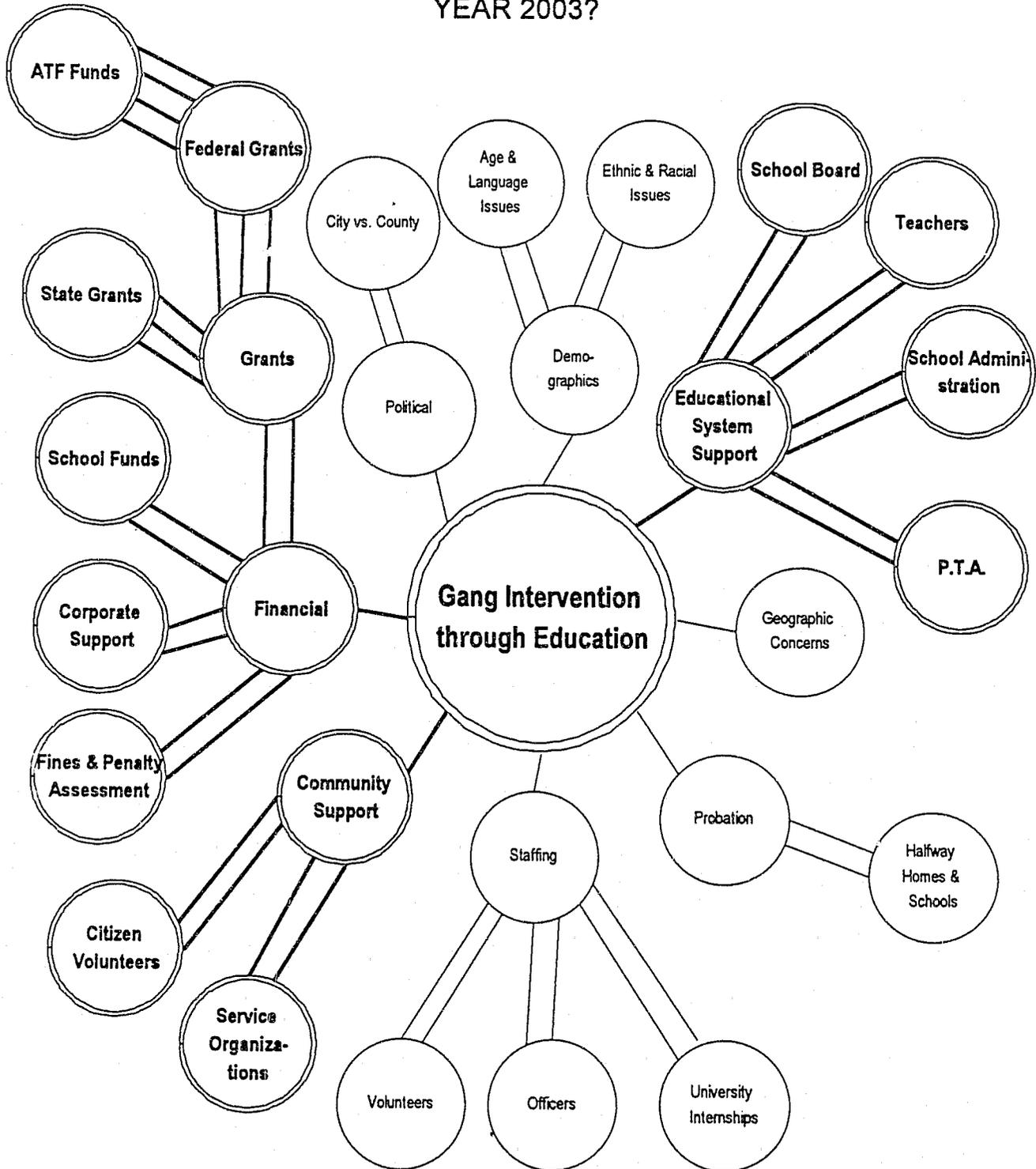
FUTURES WHEEL

A Futures Wheel was employed to examine the issue and to assist in identifying major sub-issues. The researcher was assisted in the creation of this wheel by members of class #19 of Command College. The specific members of Command College who assisted are:

Commander Dan Watson, Los Angeles Police Department
Captain Eric Lillo, Los Angeles Police Department
Lieutenant Mike Tracy, Ventura Police Department
Lieutenant C. "Sid" Heal, Los Angeles Sheriff's Department
Lieutenant Dennis Holmes, Milpitas Police Department
Lieutenant Del Hanson, Woodland Police Department
Lieutenant Joseph Latta, Burbank Police Department

The following futures wheel charts the connection between the central issues and secondary sub-issues as well as several other issues for consideration.

**FUTURES WHEEL
 ON
 WHAT ROLE CAN A MID-SIZED LAW ENFORCEMENT
 AGENCY PLAY IN AN ELEMENTARY SCHOOL BASED
 ACADEMIC GANG INTERVENTION PROGRAM BY THE
 YEAR 2003?**



SECTION TWO

FUTURES STUDY

**DEFINING THE ROLE OF LAW ENFORCEMENT
IN A GANG INTERVENTION PROGRAM**

FUTURES FORECASTING AND ANALYSIS

In order to examine the issue of the role of law enforcement in an academic gang intervention program, a futures methodology was utilized. A group of eleven individuals were brought together to start the data collection. These individuals were representatives of the educational system, law enforcement and the community. The following individuals took part in what is described as a "nominal group technique" and "modified delphi" process:

Dr. Joseph Hearn, Principal, Santa Maria High School:

Dr. Hearn has been principal of Santa Maria High School for the past ten years. Dr. Hearn was invited as a participant for his knowledge of the current laws used in high schools to deal with school violence and gangs.

Mr. Larry Mickartz, Personnel Director, Fresno School District:

Mr. Mickartz spent several years as a youth counselor working specifically with gang members in the Oakland area.

Ms. Linda Piceno, Principal, Jordan Elementary School, Gilroy, California:

Ms. Piceno has been in the educational system for eighteen years. Ms. Piceno was invited to participate because of her knowledge of the current laws used in K-8 schools to deal with violence and gang members.

Donald Martin, Ed.D., Assistant Superintendent, Santa Barbara School District:

Dr. Martin is currently involved in attempting to establish a gang intervention program for Santa Barbara elementary schools.

Ms. Lois Craig, M.S.:

Ms. Craig is director of an organization known as "Fighting Back." They are attempting to establish a community wide gang prevention/intervention program in Santa Barbara.

Angie Carbajal Shaw:

Mrs. Shaw is director of Parents Against Gangs and Drugs in Santa Barbara.

Ms. Lynne Tahmisian, Corrective Behavior Institute:

Ms. Tahmisian represents a company which works with the Courts and Probation Offices to develop educational programs for "at risk" youth.

Mr. Craig Hamlin, Deputy Chief Probation Officer, Santa Barbara County:

Mr. Hamlin is in charge of the Santa Barbara North County Probation Department gang enforcement detail.

Lieutenant Mike Tracy, Ventura Police Department:

Lt. Tracy represents a law enforcement agency which is making every effort to reach "at risk" youth living in Ventura to turn them around from gangs.

Sergeant Jan Bullard, Santa Barbara Sheriff's Department:

Sgt. Bullard is the D.A.R.E. coordinator between the Sheriff's Department and the local schools in the unincorporated area of Santa Barbara County.

Sergeant Gary Spiegel, Santa Barbara Sheriff's Department:

Sgt. Spiegel is the line supervisor for gang related crimes investigations.

Lieutenant John Wells of the Santa Barbara Sheriff's Department and Senior Criminal Investigator Carole Piceno of the Santa Barbara District Attorney's Office assisted with putting on the Nominal Group program.

The "nominal group technique" is a process designed to identify and rank order trends and events that would have an impact on the issue being addressed. To assist the members of the group to understand what to expect during the exercise, a letter of explanation was sent to each of them. A copy of this letter and the agenda format can be reviewed in the appendix, pages 95-100, of this report. Each member was asked to write down a list of trends and events prior to coming to the session which matched those examples provided in the letter. This request was made to initiate the thinking process of the group prior to the session.

The meeting was started with an explanation by this researcher as to why this particular topic had been selected. It was pointed out to the group that efforts by this writer to locate papers or books on the development of a gang intervention academic curriculum program were not successful. Inquiries with the National School Safety Center, the FBI National Academy library and the California Commission On Peace Officer Standards and Training institution failed to produce a single document.

The members were then provided with a detailed explanation of the NGT process. They were also provided with an agenda and schedule. A quick review of the list of trends and events brought by the members was done to determine if they all understood the concept of the type of information which would be developed during the session. The group was then advised that the following procedure would be taken:

Step 1 --- The panel members would silently generate lists of trends and events in addition to those that they brought with them.

Step 2 --- All trends and events would be listed on a chart for viewing.

Step 3 --- NGT group would then discuss the lists of trends and events and clarify any terminology and definitions.

Step 4 --- Individual members of the NGT group would anonymously vote on the ten most important trends and events and ties are to be discussed.

Step 5 --- Final vote, again anonymous, to determine the final top ten list of trends and events.

Step 6 --- NGT identifies the level of the trends from five years prior to ten years in the future.

Step 7 --- NGT group estimates the probability of the events occurring in the next ten years.

Lt. John Wells and Senior Criminal Investigator Carole Piceno were introduced and it was explained to the members that these two individuals would act as scribes during the process. They would document the ideas from the group on flip charts which would then be posted around the room as they were completed.

The NGT process was then initiated. The group was asked to first list any trends they thought would affect the main issue and four associated sub-issues. To assist them, the trends which were listed by the individual members prior to the session were placed on the flip charts and then taped to the conference room walls so they were visible to the entire group. After a few minutes of writing down their own list of trends, the scribes then transferred the group's additional suggestions to the flip charts which were again taped to the walls.

The group then examined each listed trend and eliminated any item listed which did not meet the stated criteria for the identification of a trend. This same procedure was used for the

development of a list of events. In all, a list of thirty-four trends, and twenty-eight events, (pages 101-104 of appendix) were developed by the group.

The group then went through a process where the trends, and then the events were prioritized. The method used to prioritize the list involved each member giving a number from one to ten to each of the thirty-seven trends. These numbers were then added up and those with the ten highest scores became the eventual final list.

There were some ties and a group discussion was used to break the ties. Those individuals who gave high scores to a tied trend were allowed to discuss their position with individuals who gave the same listed trend a low score. If an agreement could not be reached, the voting system was again used to break the tie.

The procedure was again used to identify the final ten events. Then a similar procedure was used to prioritize and rank each of the trends and events. This final list represented the ranking by the group of what they believed were the ten most important trends and events which could most have an impact on the main issue or sub-issues.

TRENDS

After going through the process of trend development, the group voted to select and prioritize the top ten trends. The trends were:

1. Level of violent crimes on K-12 campuses

Group Definition: The educators in the group pointed out that there is a developing trend of serious assaults on K-12 campuses.

2. Level of cooperation between schools and law enforcement.

Group Definition: The group analyzed the level of efficiency of a cooperative effort by law enforcement and the school administrators.

3. Level of revenue available for gang intervention programs.

Group Definition: The group thought that there would continue to be an increase of new students in the K-12 system. At the same time the amount of revenues would not continue at the same rate. Therefore the change in student population would have an affect on the level of specific resources available.

4. Local governments initiating their own gang intervention programs.

Group Definition: The group analyzed the possibility of local governments starting their own gang intervention programs without waiting for state or federal funding.

5. Level of media attention on gang activity.

Group Definition: The group sees the media taking a single gang related violent incident and "headlining" it. There is a belief by the group that this causes gang members to think that getting into the news makes heroes out of them. So the media attention is a part of the cause of gang violence.

6. Number of weapons possessed by students on K-12 campuses.

Group Definition: The continuing number of weapons being brought to schools by students is a concern to the group. Non-gang members are now bringing in weapons for "self-protection" from the gangs.

7. Number of single parent homes.

Group Definition: Three members of the group discussed an article on illegitimacy and information that these births are by women who are apt to be poor. The results include a variety of violence oriented issues, including the joining of gangs.

8. Level of perception of safety and security on campus.

Group Definition: The educators wanted an examination of the degree to which students perceive campuses to be free from violence.

9. Level of gang-related violence in the community regardless of location.

Group Definition: It was the unanimous opinion of the group that gang membership will continue for at least the next decade. The gang-related violence will therefore also continue.

10. School dropout rate.

Group Definition: Defined as the percentage of students who drop out from schools at the K-12 level.

Trend Forecasting:

Each NGT member used a ratio scale to forecast each trend. A value of 100% was assigned to the level of the trend indicated for "the year 1993." Each member then made estimates for what the trend level was five years into the past, then five and ten years into the future. The median group results are reflected by the following table. Each trend is then examined individually using the median numbers as reflected in the table.

Table 1

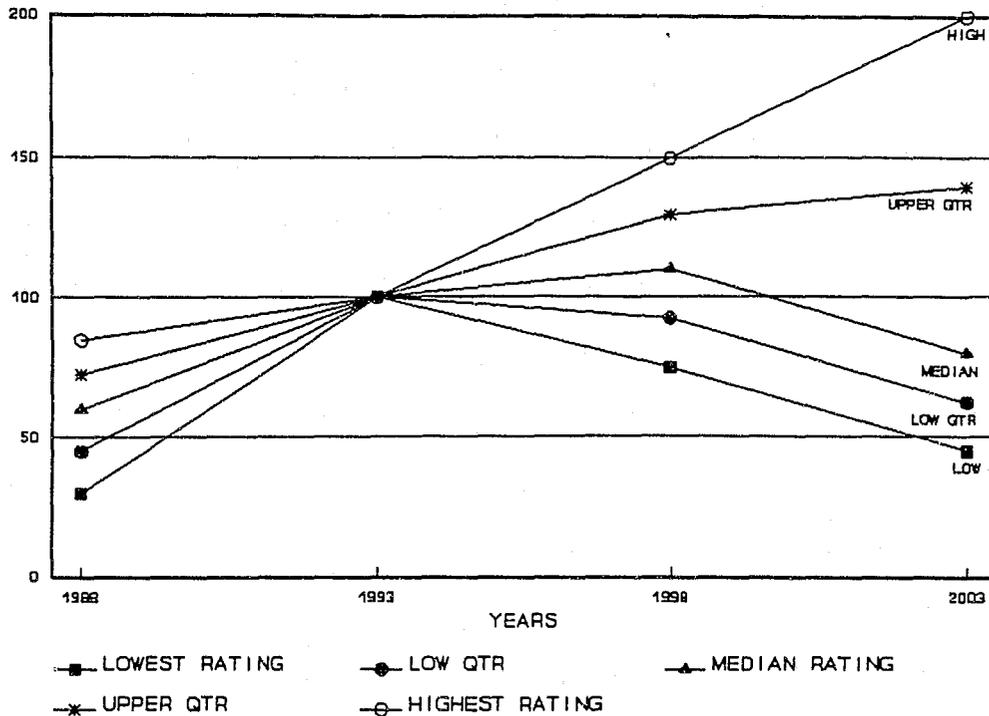
TREND EVALUATION TABLE

TREND STATEMENT		LEVEL OF THE TREND*			
		(The year 1993 = 100%)			
TREND		(1988)	(1993)	(1998)	(2003)
T-1	Level violent crimes on K-12 campuses	60%	100%	110%	80%
T-2	Level of cooperation between schools & law enforcement	50%	100%	110%	125%
T-3	Level of revenue for gang intervention programs.	75%	100%	125%	125%
T-4	Local governments initiating their own gang intervention programs.	50%	100%	110%	125%
T-5	Level of media attention of gang activity.	80%	100%	110%	125%
T-6	Number of weapons possessed by students on K-12 campuses.	50%	100%	110%	90%
T-7	Number of single parent homes.	60%	100%	110%	125%
T-8	Level of perception of safety and security on campus.	50%	100%	110%	90%
T-9	Level of gang-related violence in community regardless of location	70%	100%	100%	75%
T-10	School dropout rate.	65%	100%	110%	70%

N=11

* = Panel Median

T1-LEVEL OF VIOLENT CRIMES ON K-12 CAMPUSES. (Illustration 2)



It was the opinion of the nominal group members that this trend will rise by 10% in the next five years but that it would drop by 30% at the end of a decade should gang intervention programs be established. Most of the violence appears to be gang-related.

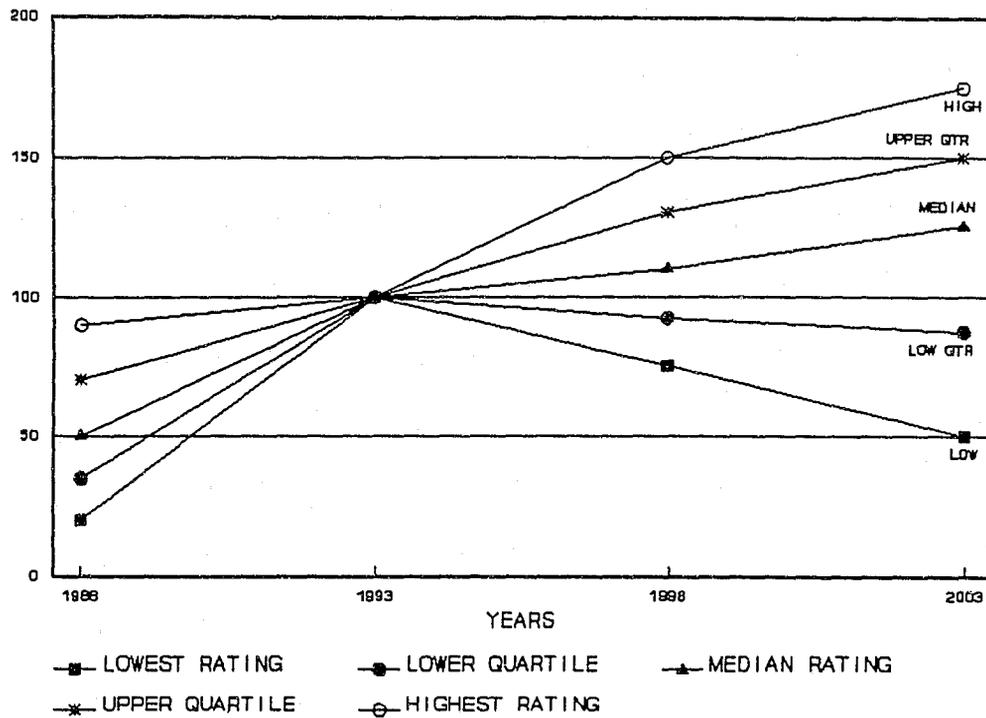
Ms. Piceno presented some recent statistics from the National School Safety Center which is rather telling about violence on campus. Some of the statistics were:

- * Approximately 282,000 students were physically attacked in secondary schools each month.
- * Almost 8 percent of urban junior and senior high school students missed at least one day of school a month because they were afraid to go to school.
- * Nearly 5,200 of the nation's one million secondary school teachers were physically attacked at school each month.¹⁰

When one examines the chart, one can see that the group was, for the most part, optimistic about what a gang intervention program will do for the future.

T2-LEVEL OF COOPERATION BETWEEN SCHOOL AND LAW ENFORCEMENT

(Illustration 3)

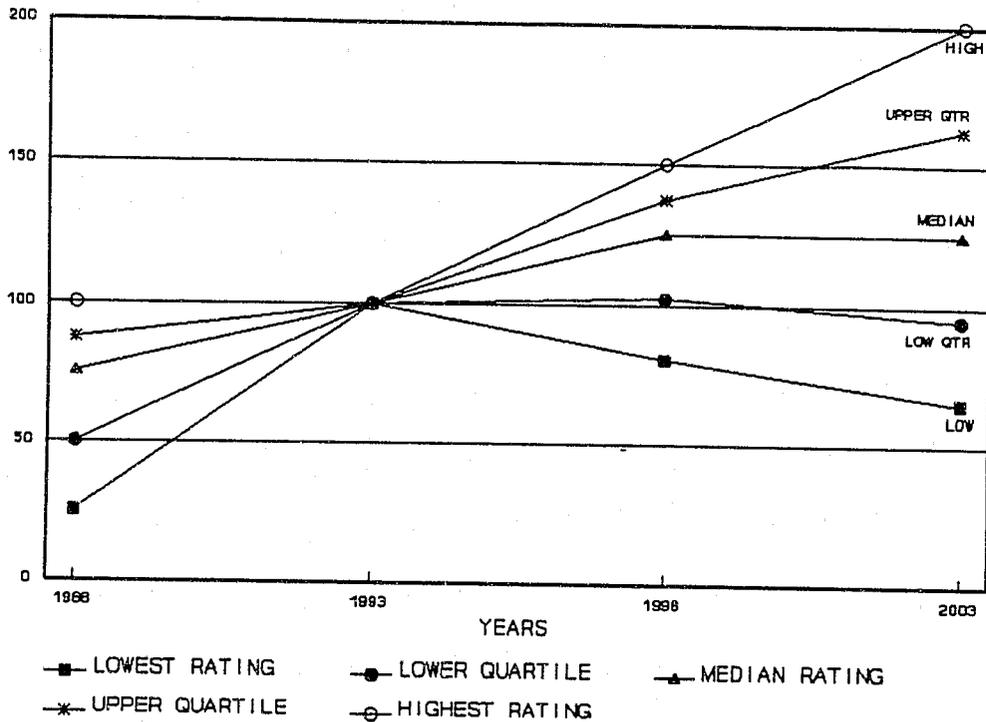


Due to the increase in gang violence, the group believed that the cooperation level between law enforcement and the schools would be a necessity. Therefore the level of cooperation would reflect an increase by 10% in five years and continue to an increase of 25% by the year 2003. If some of the school administrators or law enforcement officials had not cooperated in the past, the group thought gang violence would force the issue.

It was also believed that the community would develop an intolerance for gang activity. This intolerance would cause all governmental agencies to engage in a more cooperative and joint venture to fight the serious impact of gang violence on the community.

The group felt this level of cooperation would be noticeable in a variety of ways. For example, schools would be revising their policies to attack the gang problem. Teachers in the future would be given instruction on how to identify a gang member, or how to identify an "at risk" youth. Law enforcement and parent groups would start working to apply additional pressures on gangs in the community.

T3-LEVEL OF REVENUES AVAILABLE FOR GANG INTERVENTION PROGRAMS.
(Illustration 4)

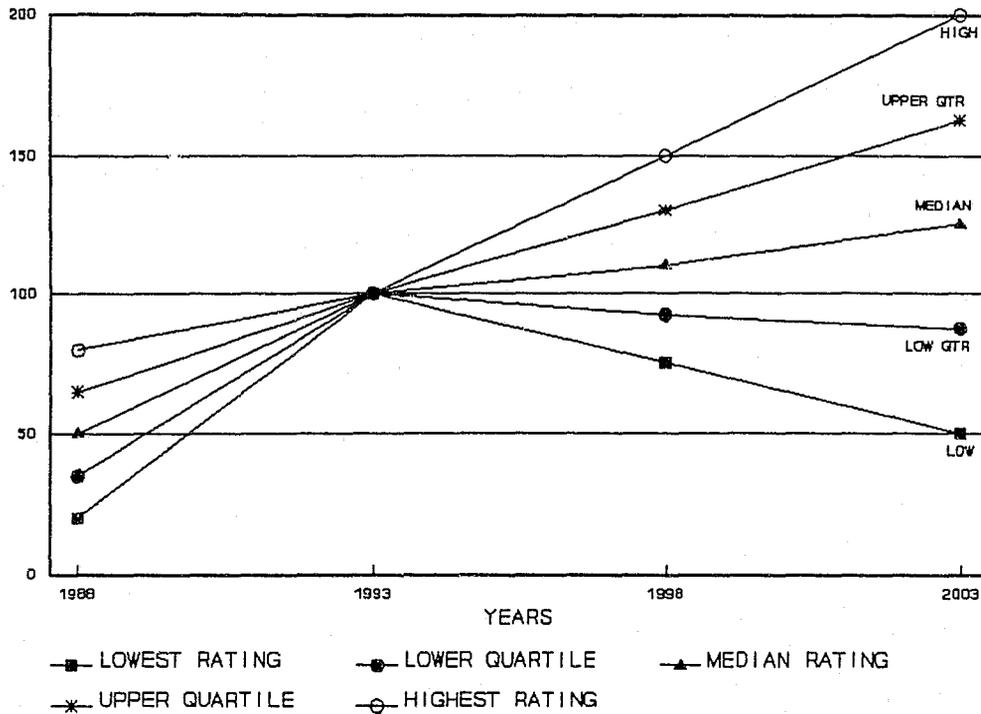


It was mentioned by one of the educators that the California K-12 schools averaged 200,000 new students per year for every year of the last decade as a result of immigration and migration alone. At the same time, due to the recession and the end of the cold war, which caused a substantial loss of high paying jobs, California has seen a significant drop in the amount of available funding from State government, causing a significant drop in school funding.

While the middle and upper income employees in this state have been laid off, they have been replaced by large numbers of families of immigrants who have an average of a sixth grade education. These same families present an increased demand on local governmental agencies for social services, health care services, and the school districts who have less funds.

The chart shows that the members believe this trend will continue for several more years. They anticipate a 25% increase in five years and they expect it to remain at least through the decade. The group did believe that law enforcement and school representatives will work together to justify monies for a gang intervention program.

T4-LOCAL GOVERNMENTS INITIATING THEIR OWN GANG INTERVENTION PROGRAMS. (Illustration 5)



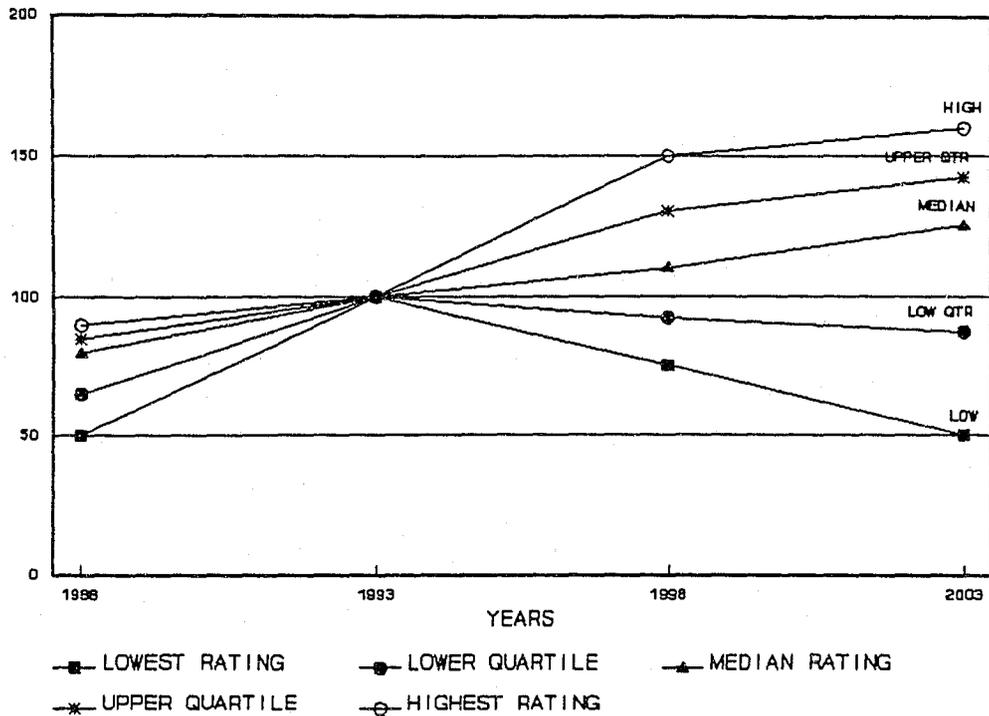
The group thought this trend has already started. A 10% increase in five years and a continued increase to 25% in ten years was projected by the NGT members.

One educator expressed the position that the communities will not allow the school systems to wait. Parents will perceive their children to be in some form of danger and they will want action taken by the schools and law enforcement immediately. Dr. Martin, of the Santa Barbara School District, advised the group that is exactly what is happening in Santa Barbara. He is involved with a group who have spent the last year working on a gang intervention program. It was pointed out that the Santa Barbara group could not find any written material which could provide them with guidelines for producing their curriculum.

When one compares T-4 with that of T-1, there is an indication of a flawed rationale by the group. T-1 represents a downward trend in violent crimes on campus by the year 2003. Therefore it is not rational to see an increased need for gang intervention programs by 2003 unless the increased programs are seen as the reason for the continued reduction.

T5-LEVEL OF MEDIA ATTENTION ON GANG ACTIVITY.

(Illustration 6)



There was a majority opinion of the group that the media has been sensationalizing crimes of violence the last few years. They believed that by "headlining" a single event, others get the idea to do the same thing for a variety of reasons.

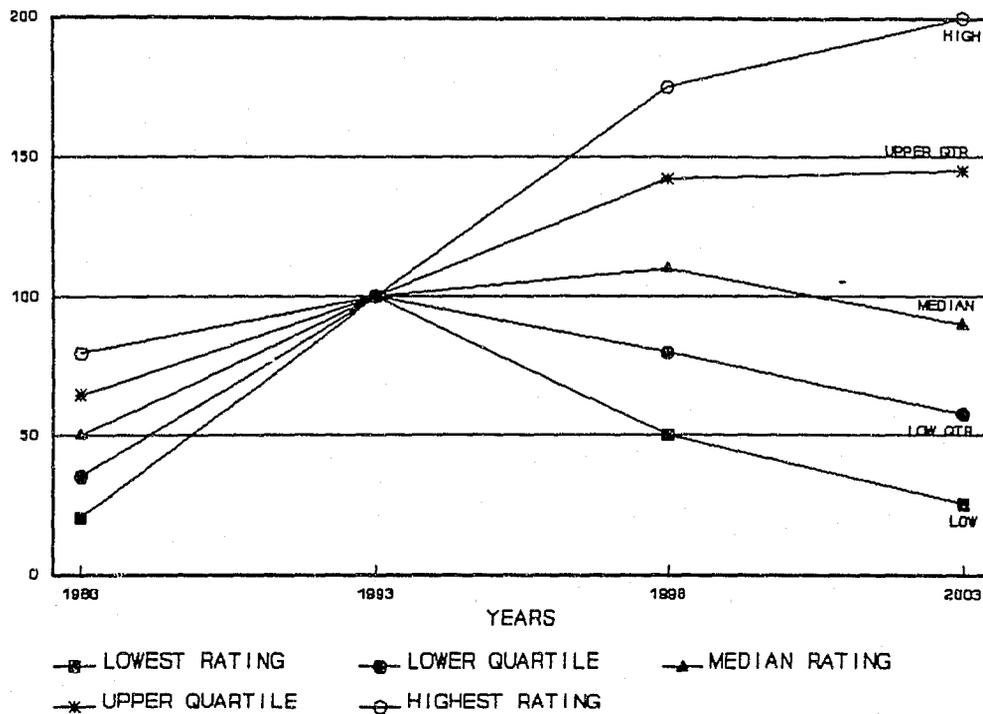
More specifically, gang members believe it makes them heroes in the eyes of their fellow members when something they have done is seen on the front pages of the local newspaper.

The group thought that many gang members were in a search identity or had a need for self-esteem enhancement. So if they were in the news, they became the focus in their peer relationships.

Social psychology is an area, according to the group, that cannot be ignored by the media. Unfortunately, the group does not believe the media takes this into account when a news story develops. Therefore they believe the trend to increase to 25% in ten years with a 10% increase at mid-point (five years).

T6-NUMBER OF WEAPONS POSSESSED BY STUDENTS ON K-12 CAMPUSES.

(Illustration 7)



The group believed that the use of weapons, or at least the bringing of weapons to schools would increase by 10% for the next five years. However, they thought gang intervention programs would cause this trend to drop to 90% of present day activity after ten years.

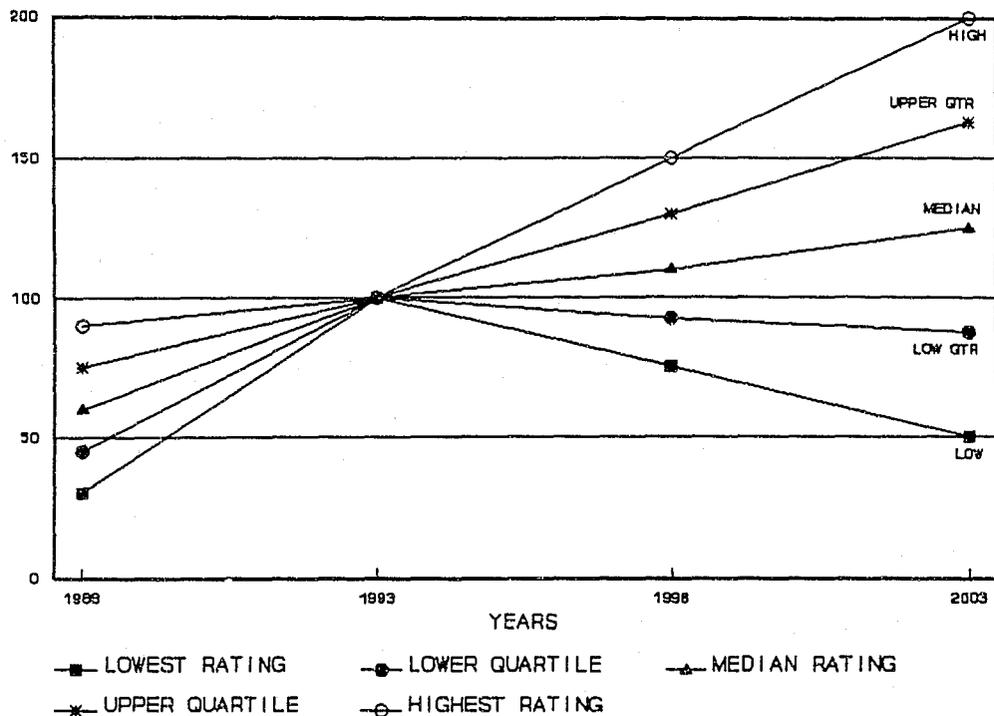
The two principals mentioned that students who normally are not involved in gang activity are now bringing weapons to school for self protection against gang members.

All of the educators in the group believed a "no tolerance" policy for bringing weapons on to a campus was necessary. This type of violation requires immediate expulsion of the student. Unfortunately, the current law for school administrators makes this a permissive response rather than a mandated one.

The group believes that the use of weapons in school will continue for several more years. Then, through a combination of efforts coming to a head, many thought a downward trend would commence. Violence prevention has become the challenge for all K-12 school administrators in the State and in the United States.

T7-NUMBER OF SINGLE PARENT HOMES

(Illustration 8)

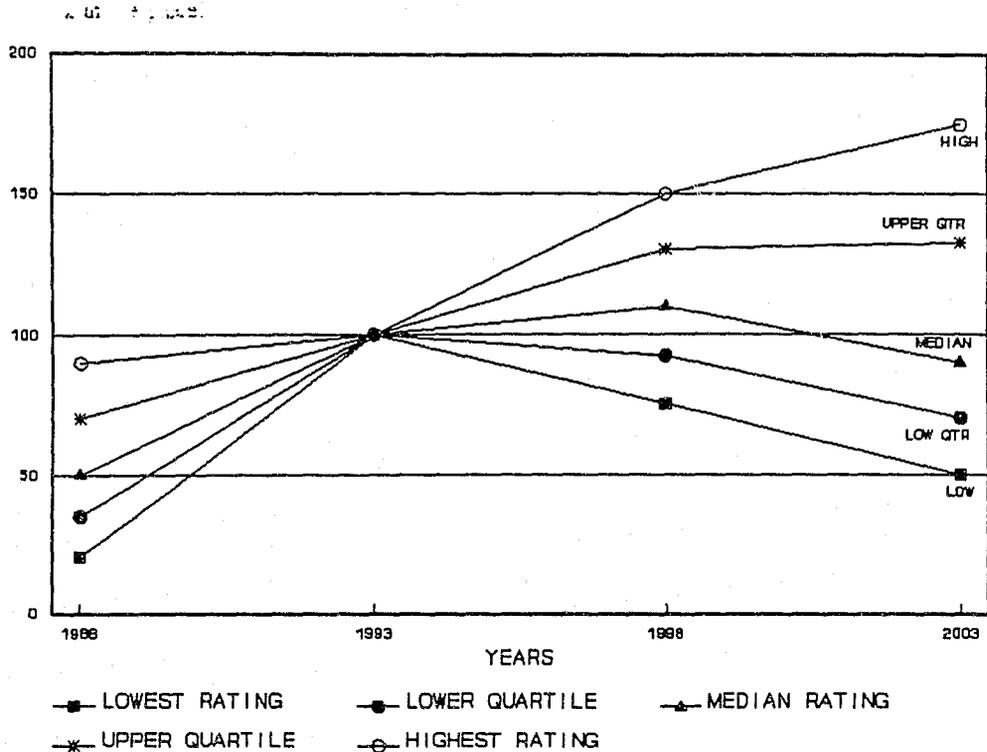


One member brought an article on illegitimacy and information which had been presented to the Federal Senate Finance Committee. This committee listened to a Harvard sociologist emeritus, Lee Rainwater, testify that he foresees 40 percent of all American births, and 80 percent of minority births, will be out of wedlock by the turn of the century.

Based on the article, the children of unmarried women are particularly apt to be poor. "And poverty, with its attendant evils-ignorance, dropping out of school, domestic and other violence, drug abuse, joblessness-- is unhealthy."¹¹ The group believed that only a gang intervention program will give these youth an opportunity to develop sufficient moral values, as it is apparently not being taught at home, to prevent them from becoming violent-prone gang members. Unfortunately, they believed these efforts would not take place this decade. Therefore they project a 10% increase in five years and a 25% increase in ten years. Some group members believed this was too optimistic and expect the increase to double in ten years.

T8-LEVEL OF PERCEPTION OF SAFETY AND SECURITY ON CAMPUS.

(Illustration 9)

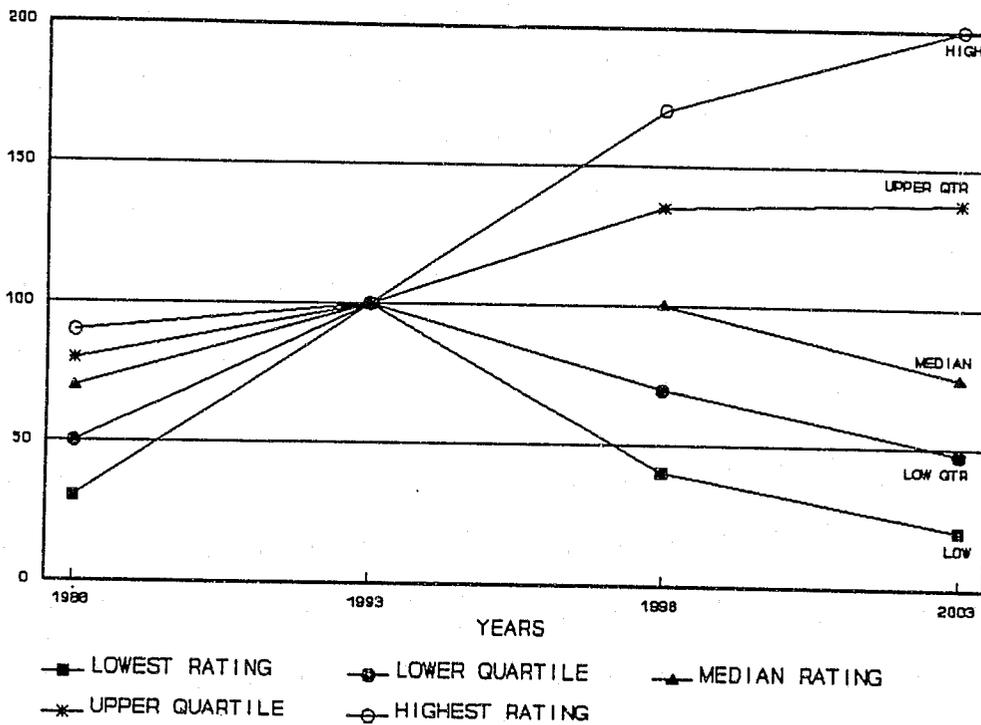


Campus violence has been getting much popular press. This leaves the false impression that all schools are unsafe for students. While some school administrators have adopted a perspective that school safety is a crime issue and is solely the responsibility of law enforcement, most others have not.

The entire group believes that violence on campus is a community concern and must be addressed by the community as a whole. School administrators must work with law enforcement, parents and the students to adopt a policy, and take action in ways that utilize the interests and competencies of those who work in the school system.

Law enforcement and the school administrators need to overcome the negative impact of crime-related incidents on campus. The group believes more security on campus will increase by 10% in the next five years. Once programs are implemented and start to take affect, the need for on campus security will gradually decrease to 90% of the current level.

T9-LEVEL OF GANG-RELATED VIOLENCE IN THE COMMUNITY REGARDLESS OF LOCATION. (Illustration 10)

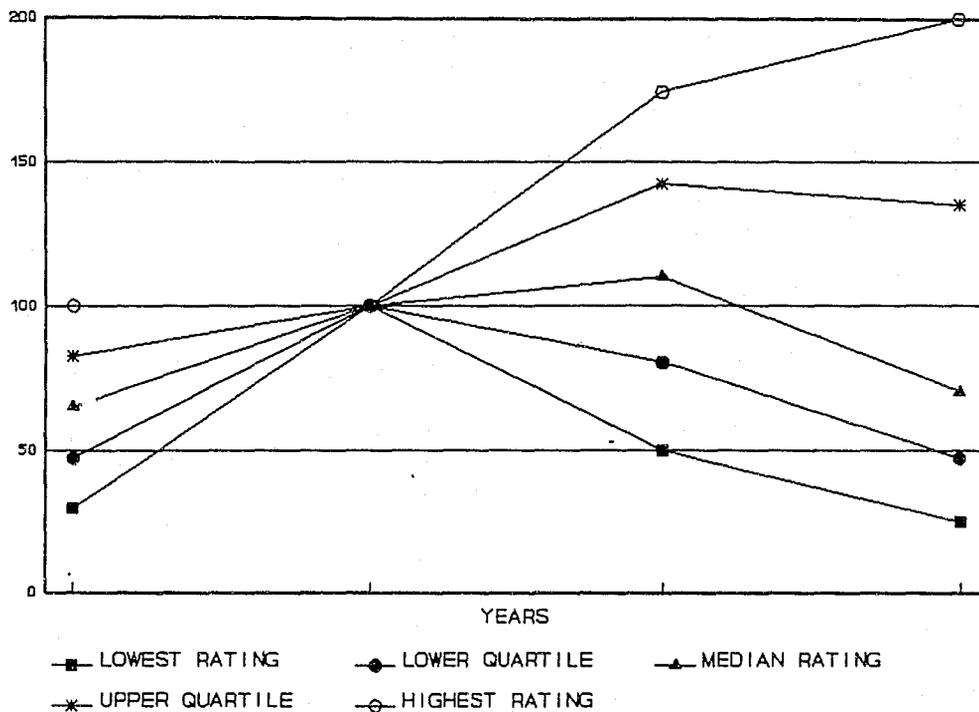


The group believes there are, and will continue to be in the next decade, more gangs and more gang memberships. The only difference of opinion by the group was with the issue of violence perpetrated by gang members. All agreed if nothing is done, gang violence will continue to rise in California. However a majority of the group believe the community, the government and the parents will start demanding gang intervention and prevention programs. Therefore the violence is thought to remain the same for the first five years than actually decrease in ten years by 10% of the present level. Other members of the group thought the majority was going on "hope" rather than working on reality.

The members representing the minority view thought that society in general has displayed ever higher levels of aggression in recent years, and thus much of the same has been exhibited by gang youths. They see violence increasing by 70% in five years and doubling in ten years. The minority opinion members of the group could not see any reason to believe there would be a change in the pattern of gang violence in the near future.

T10-SCHOOL DROPOUT RATE.

(Illustration 11)



The median numbers for this trend reflect a 10% increase in the dropout rate for the next five years and then a significant drop to 70% of present levels in a decade. Some mentioned that the increased level of the dropout rate would be due to the increased number of immigrant children who enter school and are immediately faced with learning in a language with which they are not familiar. This is thought to be one reason for a 50% dropout rate for Hispanic children in California schools today.

Others pointed out that truancy is the number one precursor to juvenile crime. Once these truants get involved in crime, they then become dropouts. It was mentioned by one of the members that he had read that truant officers are now a rarer species than the California Condor.

The School Attendance Review Board, initiated in 1977 to replace truant officers, appears not to be working. Boards across the State were designed as multi-disciplinary bodies that would treat each truant as an individual and design a specific plan for keeping him or her in school. The program did not have continued funding and now is ineffective.

EVENTS

Using the same procedure as the trend development format, the following are the top ten events ranked by the members of the nominal group.

1. **Law passed establishing early education/gang intervention programs at elementary school levels.**

Group Definition: State legislature passes a law which mandates an academic gang intervention program in the elementary schools.

2. **State funding becomes available to law enforcement and schools to address the gang violence problem.**

Group Definition: The educators of the group pointed out that there are safe schools planning programs currently being considered. State funding is a part of that planning.

3. **Law passed: Allows police and school systems to share records of gang members and of "at risk" students.**

Group Definition: Law passed allowing sharing of records of gang members and "at risk" students by law enforcement and the school administrators.

4. **Formal agreements established between social groups, police and the schools for necessary materials.**

Group Definition: Based on past experience by three members of the group, this was seen as a complex but necessary event what had to be accomplished if there was any hope of having a successful gang intervention program for the future.

5. **Neighborhood gang guardian programs initiated to draw youths into positive activities.**

Group Definition: Community involvement is believed by the group to be an important factor with confronting the gang violence problem. An academic gang intervention program would work with the parents to make it a joint effort.

6. Mandated gang program to target students at the kindergarten level.

Group Definition: There are some experts who believe that the proper youth target group are those who are four or five years old. This would be at a much younger age than that traditional age of eight to ten.

7. Voucher bill passes.

Group Definition: The educators of the group believe it is only a matter of time before a voucher bill passes in California. Passage would have a devastating impact on the schools because parents would take the monies offered and use them to transfer their youth to a private school. This would dry up funds for public schools.

8. Teachers, PTA, school boards successfully resist gang intervention program.

Group Definition: Some members of the group pointed out that there are teachers, PTA groups and some school board members who do not believe this type of curriculum belongs in school.

9. Role modeling program established.

Group Definition: Working with the schools to provide mentors has worked in the past. The group believes that, with adequate funding, it can work again.

10. Law passed: cities required to have a "Serious Habitual Offender" (SHO) program.

Group Definition: It made sense to the group that a special program which went after the frequent criminal offenders in the community was one part of an effective system for attacking the gang violence problem. Agencies have reported that gang members tend to commit more crimes of violence than non-gang members. Therefore a SHO program could be a vital part of a gang intervention program.

After determining the priority of the events, the members forecasted the probability of occurrence within five and ten years for each of the ten events. The results of the group are displayed on the following event evaluation chart; then each event is discussed individually.

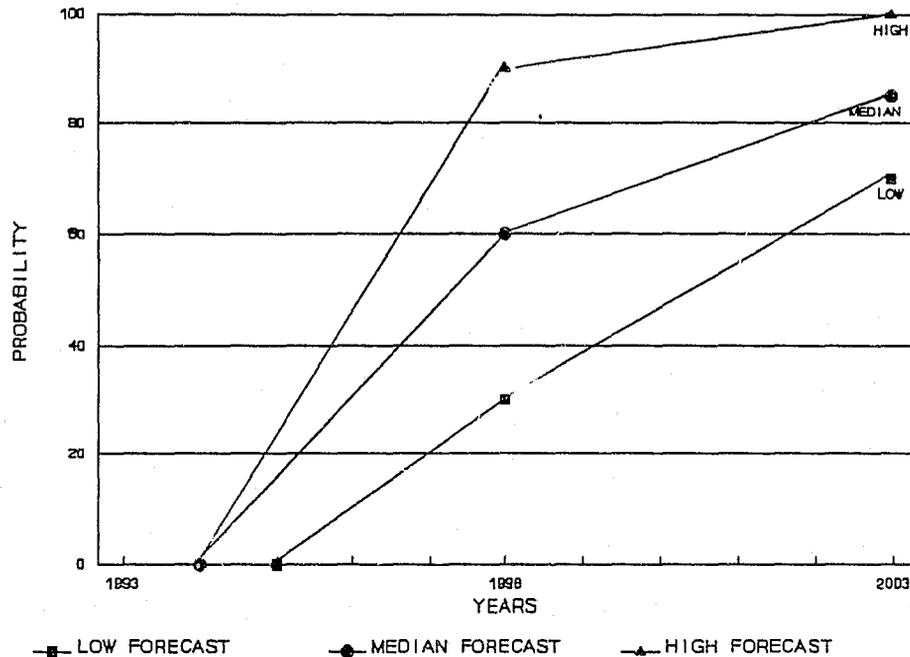
Table 2

EVENT EVALUATION TABLE

EVT #	EVENT STATEMENT	MEDIAN IMPACT ON THE ISSUES IF EVENT OCCURRED				
		Year probability first exceeds zero	5 yrs from 1993. (0-100%)	10 yrs from 1993. (0-100%)	Positive scale (0-10)	Negative scale (0-10)
E-1	Law passed: establishing early education/gang intervention programs at elementary school levels.	1	60%	82%	7	2
E-2	State funding becomes available to law enforcement and schools to address the gang violence problem.	3	60%	82%	8	1
E-3	Law passed: Allows police and school systems to share records of gang members and of "at risk" students.	2	50%	75%	10	2
E-4	Formal agreements established between social groups, police and schools for necessary materials	3	50%	75%	6	3
E-5	Neighborhood gang guardian programs initiated to draw youths into positive activities.	2	55%	82%	5	1
E-6	Mandated gang program to target students at the kindergarten level	2	50%	75%	10	1
E-7	Voucher bill passes.	4	25%	75%	1	10
E-8	Teachers, PTA, school boards successfully resist gang intervention program.	3	25%	50%	2	8
E-9	Role modeling program established.	1	50%	75%	9	1
E10	Law passed: cities required to have a "Serious Habitual Offender Program."	4	25%	50%	8	4

E1-LAW PASSED ESTABLISHING EARLY EDUCATION/GANG INTERVENTION PROGRAMS AT THE ELEMENTARY SCHOOL LEVELS.

(Illustration 12)



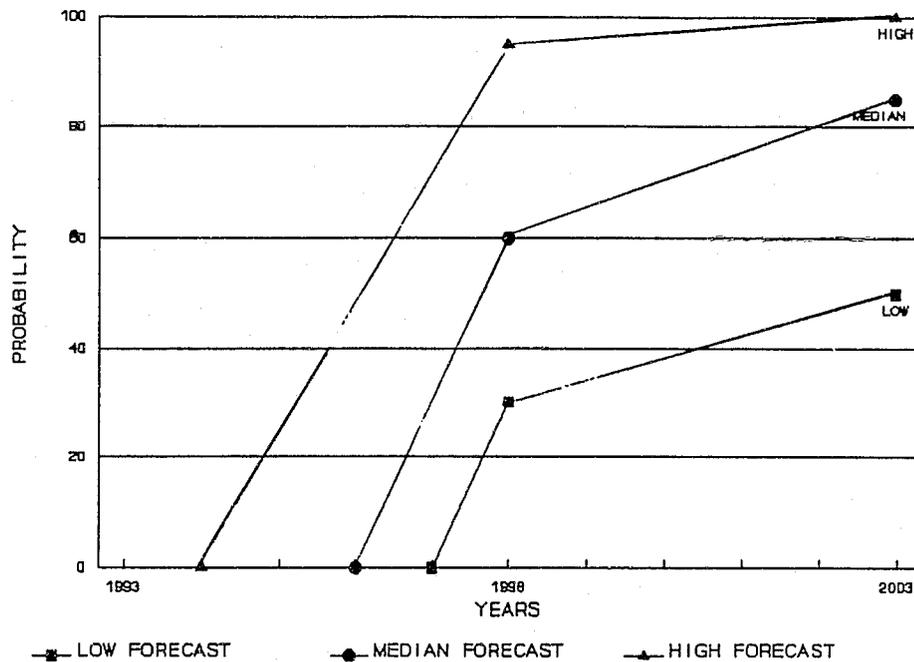
It was the opinion of all of the members of the group that some sort of mandatory gang intervention program would be established in the foreseeable future. It is believed that this type of program would be a small but important part of a community-wide effort to reduce the violence citizens are facing nationwide.

By examining the evaluation chart, one can see that the group believes that mandatory programs will exceed the probability of zero in the next year. They see a 60% chance of a law passing for mandated programs five years from now and they expect it to climb to an 82% chance in ten years.

All members stressed that gang violence will continue to be a serious problem for the next decade. However, there are only so many schools, therefore there will be a limit to the number of school gang intervention programs one can expect to initiate.

E2-STATE FUNDING BECOMES AVAILABLE TO LAW ENFORCEMENT AND SCHOOLS TO ADDRESS GANG VIOLENCE PROBLEM.

(Illustration 13)



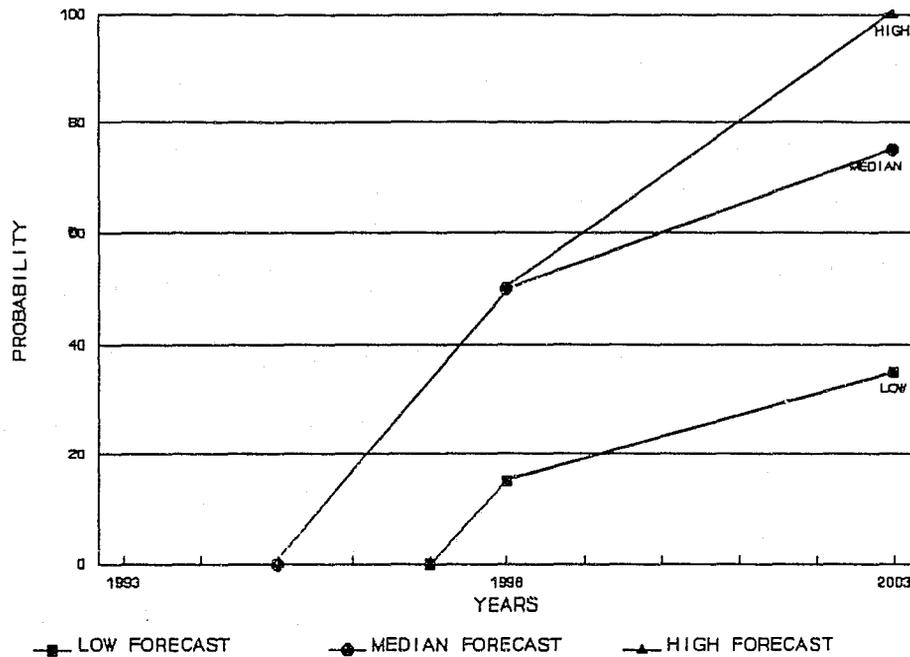
The group believes state funding will exceed the probability of zero no earlier than three years after 1993. In five years they see a 60% chance of funding and an 82% opportunity in ten years. They were optimistic this would occur and listed it high on the positive scale.

Some thought that the violence seen on campus was interfering with the primary reason for students being at school, which is to get an education. Therefore funding would have to be made available to reduce the violence and/or fears of students so that they may have a safe place to learn.

The educators of the nominal group mentioned that safe schools planning programs are on the drawing boards now. It will be a matter of time, possibly several years, before they are set up to assist school administrators to deal with the need for funding to establish a safe environment for learning and teaching. Gang prevention and intervention are a vital part of the safe schools funding efforts.

E3-LAW PASSED: ALLOWS POLICE AND SCHOOL SYSTEMS TO SHARE RECORDS OF GANG MEMBERS AND "AT RISK" STUDENTS.

(Illustration 14)

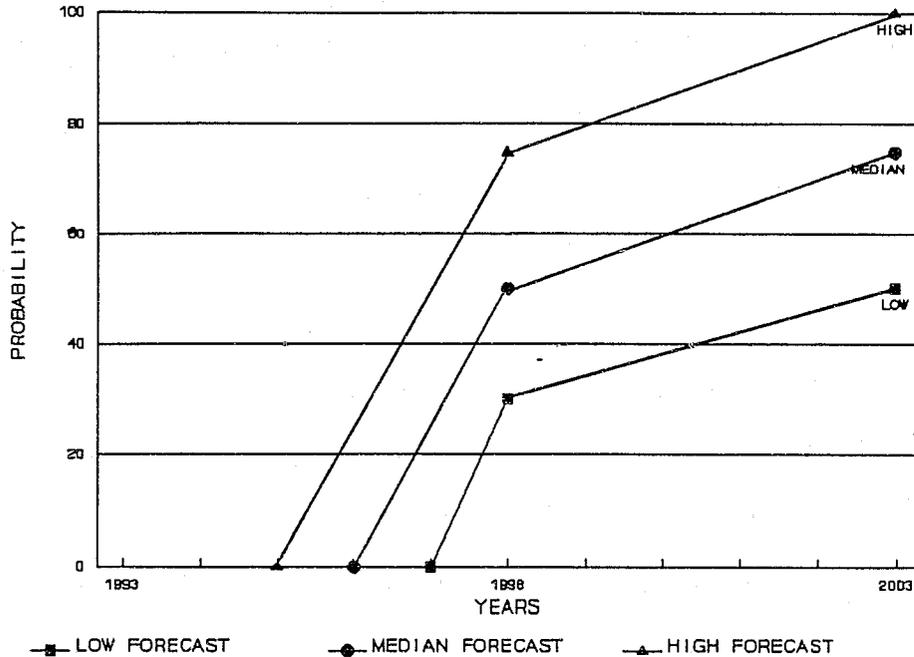


The group saw this event to first exceed zero probability in two years. However they saw it as a tossup, or a 50% chance of happening in five years if it hadn't already taken place. They did believe the odds of it occurring in ten years would increase to 75%. The primary issue discussed by the nominal group was that of a compromise of one's rights vs. the need for the safety of the community. Therefore the group thought the odds would be lower than expected.

Some members pointed out that the current laws were written when minors were committing crimes which were not as serious as those committed today. When the laws were written to protect the children, no one ever imagined that teenagers would be doing driveby shootings, robberies, murders, assaults on teachers and other students, drug dealing to the point that some law enforcement officials believe they are organized and cross state lines, and much more. Other members of the group thought that "at risk" youth could be saved if all agencies, social services, probation, health care, and law enforcement could share their information.

E4-FORMAL AGREEMENTS ESTABLISHED BETWEEN SOCIAL GROUPS, POLICE AND THE SCHOOLS FOR NECESSARY MATERIALS.

(Illustration 15)

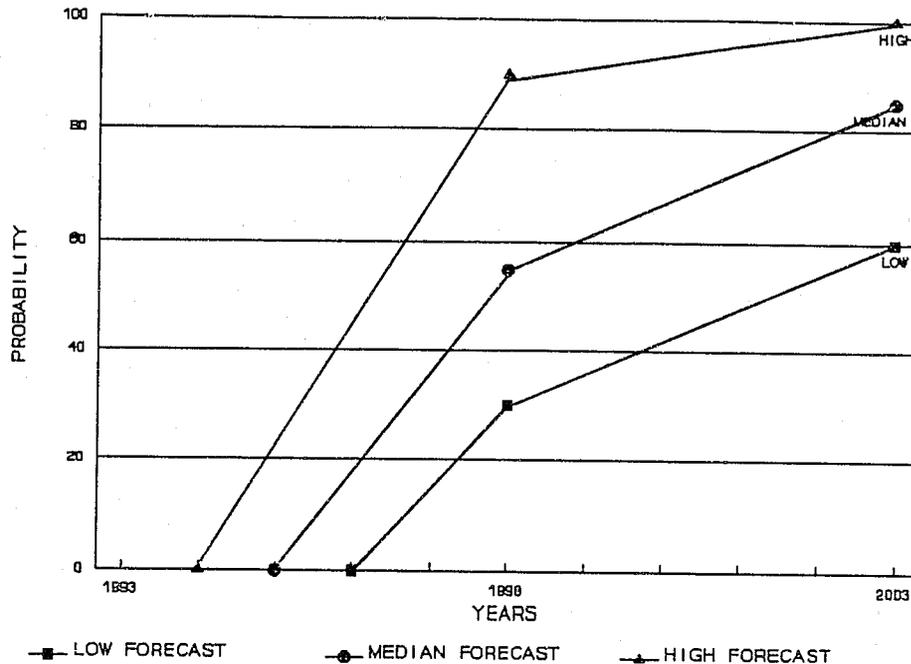


The nominal group had the advantage of listening to three of their members explain how complex it has been to establish a community-wide gang prevention/intervention program. Different priorities by different sections of the community; personal agendas; differences of opinion as to what should be taught in a gang intervention program; who should teach the course; and a vast variety of other issues needed to be addressed.

Sgt. Bullard pointed out that it took the Sheriff's department nearly two years to get the schools in the unincorporated area of Santa Barbara County to accept the D.A.R.E. program and one school still refuses to accept it. This caused the group to see the probability of exceeding zero to occur after a three-year wait with a 50% chance of occurrence in five years. If it had not occurred by then, they thought there would be a 75% chance of occurrence in ten years.

E5-NEIGHBORHOOD "GANG GUARDIAN" PROGRAMS INITIATED TO DRAW YOUTHS INTO POSITIVE ACTIVITIES.

(Illustration 16)



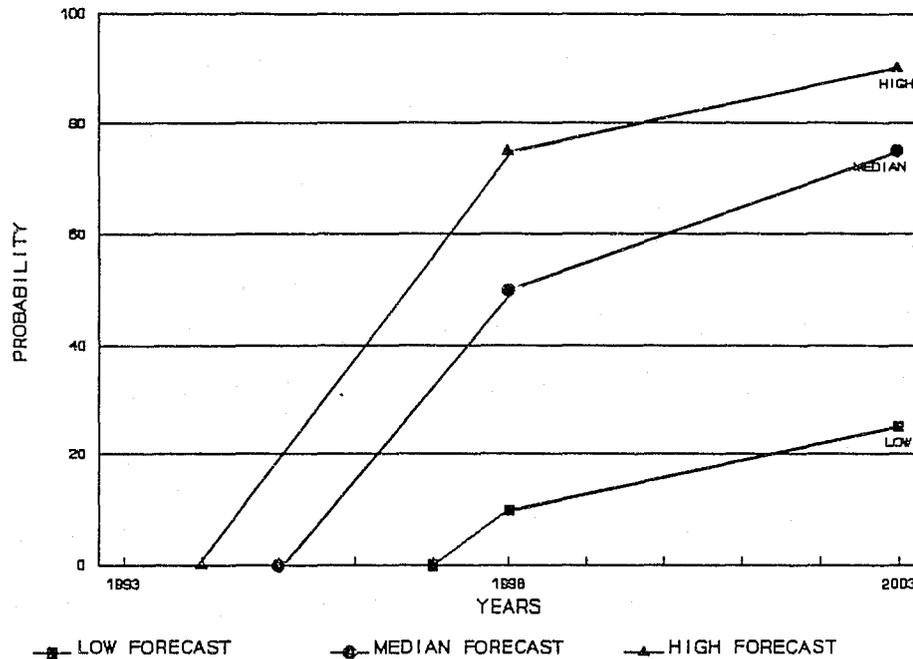
The group believes this to be an important event to occur. They believe the probability to exceed zero would occur in two years but see a 55% chance of it happening in five years if it doesn't happen sooner. They felt fairly positive it would occur in ten years and estimated there would be an 82% chance of that occurring.

It was mentioned at the beginning of this paper that all of the members of the nominal group thought it necessary for a community wide gang prevention/intervention program to exist in order to have a positive impact on gang violence. A gang intervention program in the schools was simply a part of the overall plan.

If the parents of the communities youth take to the streets to see what their children are doing, it would have an impact on gang violence. By working with law enforcement and the schools, parents can report which youth are causing problems in the streets and at the same time report and work with those agencies who can save "at risk" youth.

E6-MANDATED GANG PROGRAM TO TARGET STUDENTS AT THE KINDERGARTEN LEVEL.

(Illustration 17)



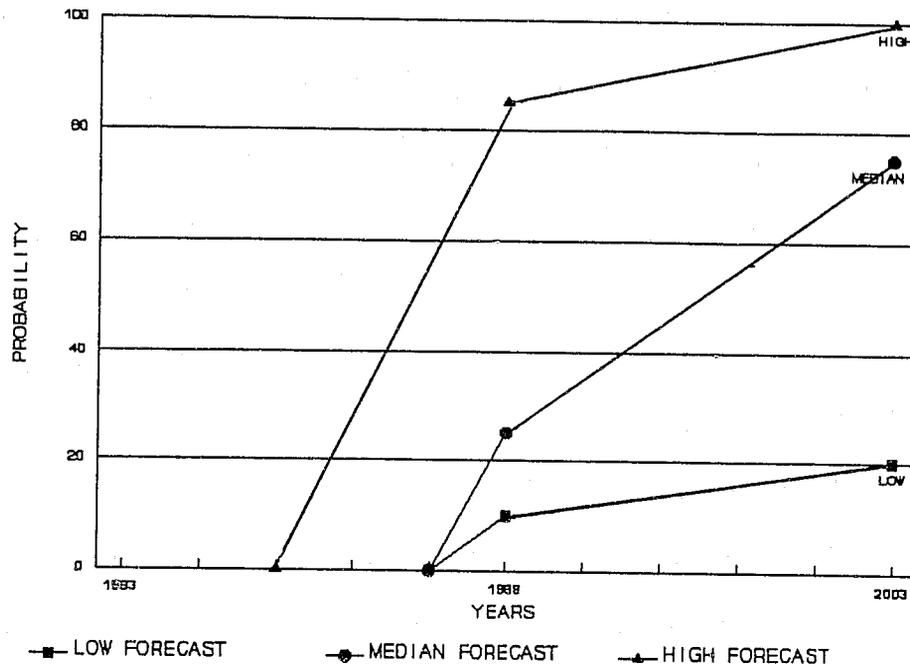
Although some studies show that gang intervention programs should target youth in the 14-20 age, some experts now report that the proper mindset for youth should be established when they are four or five years old.

The majority of the nominal group thought a mandated gang intervention program for kindergarten students would exceed the probability of zero in two years. They gave the event a 50% chance of happening in five years if it did not occur sooner. Most believed that there was a 75% opportunity for the event to take place in ten years and gave it a very high positive scale rating of ten to support their beliefs. Only a small number of the group thought this would not occur.

The group members who did not believe this would happen cited their main reason as being a lack of understanding of the part of government officials and parents who see their children at the third grade level as too young and innocent to be exposed to gang information.

E7-VOUCHER BILL PASSES

(Illustration 18)



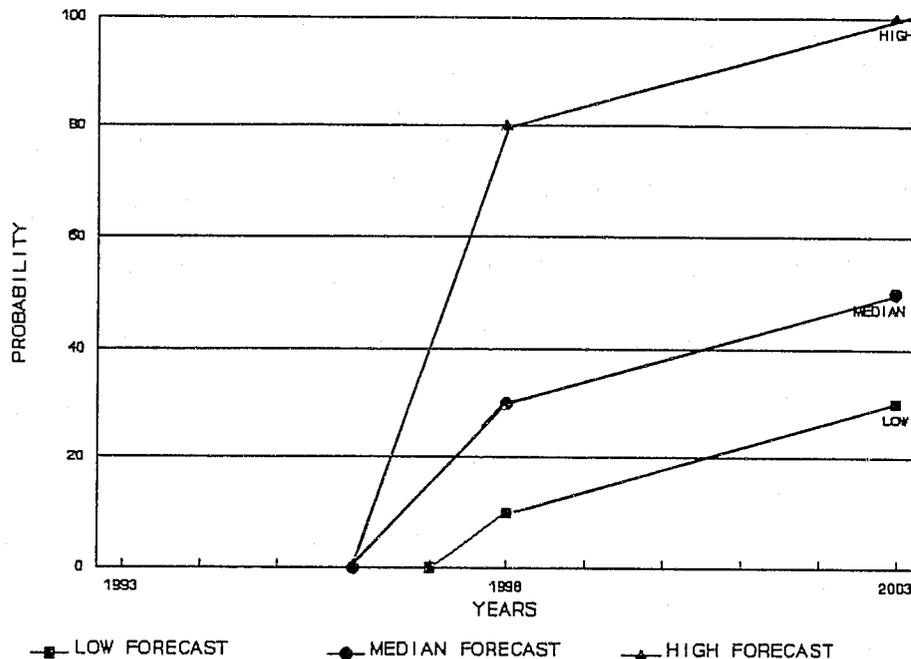
The educators of the group thought it would be only a matter of time before a voucher bill passes in California if schools are not made safe from gang violence. When that happens it could have a devastating impact on the public school system in this State. Monies will not be available for items some take for granted. The schools will fall into disrepair and the students, who probably are from poor families will not be able to have the education they deserve due to a lack of up to date books.

Students will then drop out of schools at a higher rate than they are today. Gangs will become attractive to them as dropouts are not able to compete for jobs. The cycle of violence could then continue or even increase.

The group felt if nothing is done about gangs a voucher bill could exceed the probability of zero in four years. They gave it a 25% chance in five years and a 75% chance in ten years provided nothing is done about the gang violence problem. Few saw it as a positive factor for the issue.

E8-TEACHERS, PTA, SCHOOL BOARDS SUCCESSFULLY RESIST GANG INTERVENTION PROGRAM.

(Illustration 19)



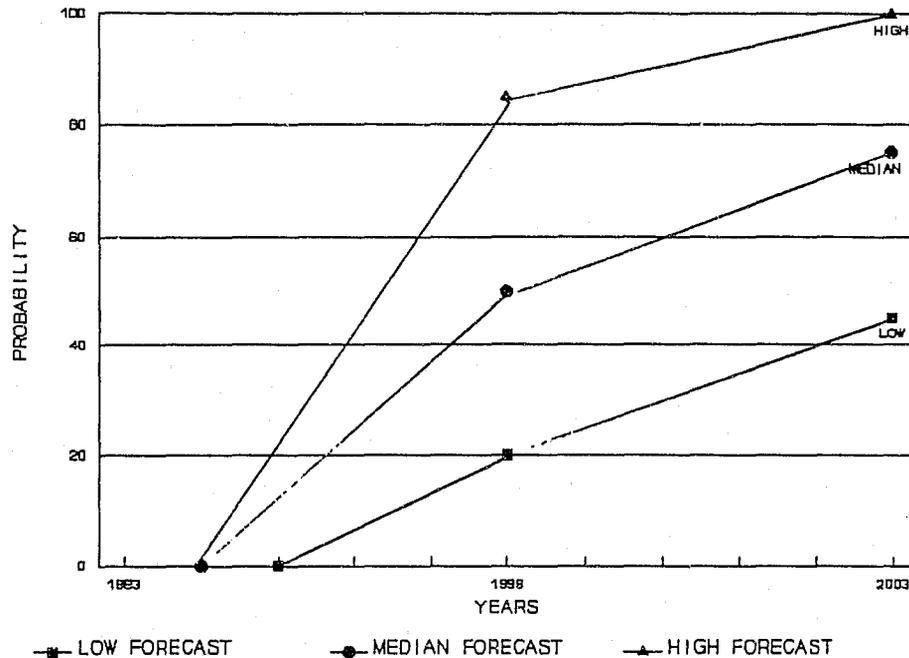
There are a number of teachers, PTA leaders and school boards who believe that it is logical to see school safety as a crime issue falling solely in the domain of law enforcement. Some schools have adopted this perspective, according to the educators in the group.

Some teachers report that they know nothing of gangs and gang membership. If they were to teach a curriculum about gangs, the students would see that it lacks credibility. Therefore they do not believe it should be taught in the classroom but at home. These individuals believe that teachers should not be involved in the total development of the moral values of the student.

The group thought this event to be remote. If it did occur, it may exceed the probability of zero in three years. If not, they thought it would have only a 25% chance of it taking place in five years and a 50% chance in ten years, depending on how successful the introduced programs were.

E9-ROLE MODELING PROGRAM ESTABLISHED.

(Illustration 20)



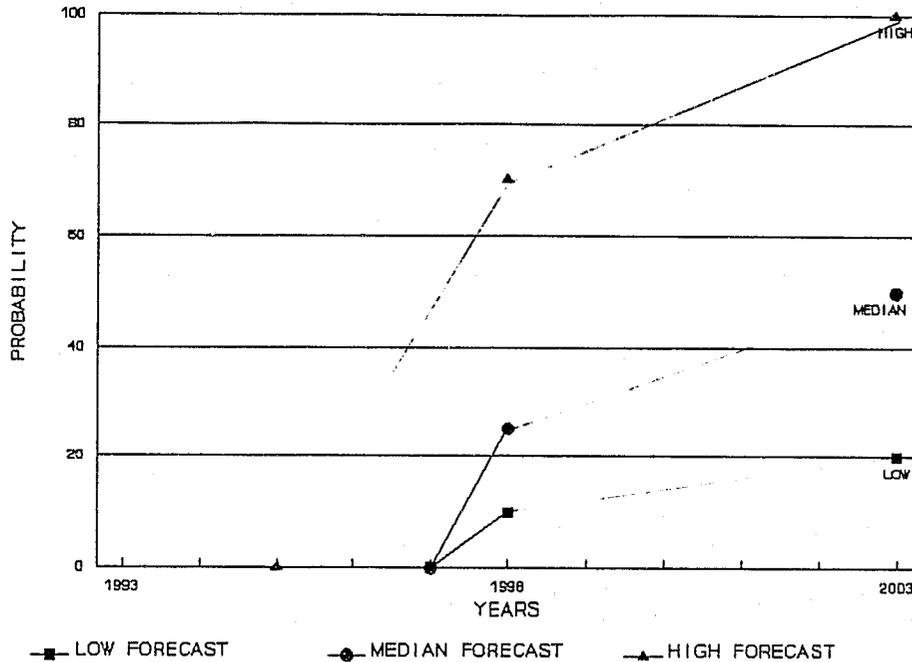
Mentoring programs have been used in the past with some success. Unfortunately, a lack of funding has ended their use. The Regional Occupancy Program used mentoring for "at risk" youth for two years before funding ended. Their report on the program was very optimistic.

The group members believe that a similar type program will exceed the probability of zero in a year. They see a 50% opportunity of it occurring in five years and a 75% chance of occurrence in ten years. By using volunteers, especially minority members of the business community, to be linked up with a group of youths on a regular basis, the gang problem can be addressed at a grass roots level. This program could have an impact on a positive level for the future of at least some of the youth identified as being on the edge of gang membership.

Mentoring is a program which, if the school administration agrees and supports it totally, will make a significant inroad into the gang violence problem by showing students that they can and do have to ability to a productive life style.

E10-LAW PASSED: CITIES ARE REQUIRED TO HAVE A "SERIOUS HABITUAL OFFENDER PROGRAM."

(Illustration 21)



The group thought if this event were to occur, it would be at least four years in the future before it could exceed a zero probability. They felt if it did not occur by then, there was only a 25% chance in five years and it would be a tossup situation (50%) in ten years.

The group acknowledged that they were influenced by the strong opposition of certain minority rights groups when the local Police Department attempted to initiate the same program.

The SHO (Serious Habitual Offender) program attempts to identify those 20% who are committing the vast majority of crimes in a community and then concentrate on putting them away. These offenders are not likely to be rehabilitated so locking them up is what is considered best for the community.

The Los Angeles County District Attorney report on gangs and violence in their County reports that gang members participate in violence at a much higher rate, by a factor of four, than

for non-gang members. There are also twice as many frequent violent offenders among gang members.

Although some community groups are against SHO programs (they believe it will target only minority youth) they have been very successful in communities where they were tried.

CROSS-IMPACT ANALYSIS

The purpose of a cross-impact analysis is to determine the impact of a single event on other events if that event should occur. The level of impact, both positive and negative in probability of occurrence for events is identified. The researcher conducted a cross-impact analysis with the assistance of Lieutenant John Wells, who also assisted with the nominal group technique. The results may be determined by an examination of the cross-impact analysis matrix which is based on information gathered from the same panel which had also formed the NGT.

For example, by looking at the matrix, if Event 8- Teachers, PTA school boards successfully resist gang intervention program actually happened, what impact (by percentage) would it have on the probability of Event 7 - Voucher bill passes occurring? The analysis reveals that there was no identifiable correlation between the two events, so in this case the impact would be recorded as zero percent.

Another example would be if Event 1 - Law Passed: Establishing early education/gang intervention programs at elementary school levels were to occur, what impact would it have on the probability of Event 3 - Law Passed: Allows police and school systems to share records of gang members and of "at risk" students occurring? It was determined that there would be a positive effect on Event 3 by the occurrence of Event 1. Therefore it was estimated that the impact on Event 3 would be to increase its probability by 10%.

This analysis process was followed in evaluating the impact that each of the events would have on the probability of the other events should they actually occur. The information was then entered into a computerized software program. This program then analyzed each event from the perspective of combining the probability of each event happening and the impact that each would have on the specific event in question. The matrix reflects the adjusted probability value of the different events if the specific event in question was to happen.

(Illustration 22)

CROSS-IMPACT ANALYSIS MATRIX

IMPACTING EVENT AND BEGINNING PERCENTAGE PROBABILITY	HOW ARE EVENTS AFFECTED?										
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	FINAL %
E1 [60%]		+10	+10	+5	0	+5	-20	-10	+5	+5	60
E2 [60%]	+10		+10	0	+5	0	-10	-10	-5	+5	65
E3 [50%]	+5	+5		+10	+10	+10	-10	-10	+15	+10	75
E4 [50%]	+10	+10	+10		+5	+10	-10	-10	+10	+5	90
E5 [55%]	+5	+5	+5	+10		+10	-10	-10	+10	+5	85
E6 [50%]	+5	+10	+5	+10	+10		-5	-10	+10	+5	90
E7 [25%]	+15	+15	+10	0	+15	+10		+10	-15	-5	80
E8 [25%]	+10	+10	+10	+10	+5	+5	0		+5	0	80
E9 [50%]	+5	+5	+5	+5	+10	+5	+5	+10		-5	95
E10 [25%]	+10	+20	+25	+5	+10	+5	+5	-15	0		90

LEGEND

- E1- Law Passed: Establishing early education/gang intervention programs at elementary school levels.
- E2-State funding becomes available to law enforcement and schools to address gang violence problem.
- E3-Law Passed: Allows police and school systems to share records of gang members and of "at risk" students.
- E4-Formal agreements established between social groups, police and the schools for the necessary materials.
- E5-Neighborhood gang guardian programs initiated to draw youths into positive activities.
- E6-Mandated gang program to target students at the kindergarten level.
- E7-Voucher bill passes.
- E8-Teachers, PTA, school boards successfully resist gang intervention program.
- E9-Role modeling program established.
- E10-Law passed: cities are required to have a "Serious Habitual Offender Program" (SHO).

SCENARIOS

Scenarios are described as "an apparently non-fictional narrative-typically written as if by an historian looking back over the forecasted events and trends as if they had actually occurred--intended to clarify the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions by the user."

This writer used a computer program which was designed to create scenarios from the list of events offered by the nominal group. The Sigma program, as it is named, is a numbers based scenario generator which determines the probability of certain events taking place. Basically the Sigma program uses a random number generator and the research generated probabilities of each event to come up with a proposed ten year calendar. Each event which is selected by the program to occur is given a date of occurrence during that time span.

Using forty different seed numbers, this writer used the program to produce three different families of scenarios. These scenarios were based on the order and the number of events produced. With the least number of events occurring in one scenario to the third scenario which lists the most number of events occurring. These will eventually serve as a starting point for the development of a strategic management plan. The following three categories of the scenarios produced are:

Scenario Family I --- Extension of the Past

Scenario Family II -- Worse than an Extension of the Past

Scenario Family III -- Better than Extension of the Past

Each scenario will be discussed individually.

NOMINAL (EXTENSION OF THE PAST)

The first scenario represents an "**Extension of the past.**" This scenario would represent a projection of "more of the same." The Sigma generator identified 13 scenarios where a relatively stable group of specific events occurred over the next ten years. Those specific events are:

- * (E-9) **Role modeling program established**
- * (E-8) **Teachers, PTA, school boards successfully resist gang intervention program**

- * (E-3) Law passed: Allows police and school systems to share records of gang members and of "at risk" students

The events which did not occur are:

- * (E-4) Formal agreements established between social groups, police and schools for necessary materials
- * (E-6) Mandated gang program to target students at the kindergarten level
- * (E-10) Law passed: cities required to have a "Serious Habitual Offender" program
- * (E-7) Voucher bill passes
- * (E-5) Neighborhood gang guardian programs initiated to draw youths into positive activities
- * (E-2) State funding becomes available to law enforcement and schools to address gang violence problem
- * (E-1) Law passed establishing early education gang intervention programs at the elementary school level

SCENARIO #1:

The following scenario depicts the typical call an officer would receive of an offense which occurred on a school campus. The call has been assigned to Officer Gonzales, a fifteen year law enforcement veteran of the local police agency.

Dispatch---"31-42, 415 fight in progress approximately six suspects involved south parking lot of Santa Lucia High School. 31-30 and 31-20 to back. Principal and several male teachers are attempting to break up the fight now."

Officer Gonzales---"10-4 I'm a mile away. I'll meet assisting units at the entrance to the parking lot."

While responding to the call Officer Gonzales is thinking that this is the third fight call this week at the same high school. He is assuming that gang members are at it again, probably over a drug deal which went sour. "Damn I wish something could be done about the violence on campus (T-1). I worry about my two kids who attend this same school. Maybe my wife is

right and I should transfer them to a private school (T-8). If I can get a little more overtime, I'll be able to afford the added expense."

As Officer Gonzales and the two back up officers arrive, they see that the fight is over. The principal and two male teachers, one of them his son's football coach have three students in tow. All three students are wearing gang colors and are still playing the macho role, showing a complete lack of respect for the adults.

Officer Gonzales approaches the principal and notices that he is bleeding from the mouth and it appears he will be suffering from a black eye tomorrow (T-1). Principal Smith advises the officers that he wants to make a citizen's arrest against the gang members as he is tired of the violence on campus. He mentions that two of the gang members are former students who had been expelled for drug dealing and fighting just last month. Now they came back on campus to continue their drug dealing and are having a "turf war" with other gang members who now control the drugs on campus (T-9). Officer Gonzales recognized the names of the gang members from the information provided to his agency by the school under a new law which passed in 1995, and authorized this sharing of information (E-3).

Mr. Smith reports to the officers that he is tired of being physically assaulted and constantly breaking up fights on campus. Just last Friday, he says, he and his staff did a locker search and seized over forty weapons, everything from brass knuckles to handguns (T-6). He conducted the search after he heard there was going to be a fight on campus. Maybe this is the fight the rumor mill was talking about. At least the search may have prevented the weapons from being used, possibly saving a life.

Officer Gonzales senses that Mr. Smith has a need to vent his frustrations, so he allows the principal to get what is bothering him off his chest. Mr. Smith talks about how he has wanted to get tough with the gang members. He mentions how the parents are still in denial over how serious the gang problem has become. He does mention that the teachers are now coming around to reconsidering their previously held position about gang intervention programs in school (E-8). The teachers had successfully resisted a gang intervention program in 1996. This turnaround in their attitude has been caused by an increase in the numbers of assaults on teachers the past few years. In fact, teachers are now looking at other vocations because they are tired of dealing with students who don't want to learn, and who show no respect towards

them. Mr. Smith explains, although the officer already knows, that gangs are forcing students to become members or face daily beatings. Once a student joins a gang, which he has to do for protection, his interest in learning slowly disappears.

Mr. Smith realizes he has been voicing his frustrations so he stops and gets back to the situation involving the three apprehended youths. He again says he wants to make formal arrests as it is time the school administration took a stand. The arrested youths threaten the principal claiming their gang member friends will "get even" with him for them. Mr. Smith acknowledges feeling intimidated in the past but he now believes he has to initiate strong measures. The Officer agrees and adds that he will make the parents aware of a mentoring program for their children if the parents are having difficulty dealing with their children (E-9)

Officer Gonzales completes the necessary paperwork and takes the youths to juvenile hall. He then calls their parents for notification of their whereabouts and the reasons why. One parent is predictably angry about the arrest of his son, claiming the police are racist and just picking on them. The other is a single mother at work who says she has lost control of her son (T-2).

The next day, Officer Gonzales is again on patrol when he gets a call to respond to the nurse's office at the Santa Lucia High School, where he is to meet the principal. Officer Gonzales acknowledges the call and advises his response time is about ten minutes.

When Officer Gonzales arrives, he sees that Mr. Smith is receiving first aid treatment from the nurse. Mr. Smith advises the officer that the gang members made good on their threats and had three of their gang beat him up in the parking lot early this morning (T-8). Mr. Smith then tells officer Gonzales that the gang members threatened more of the same if he allowed the prosecution of the three gang members who were arrested the previous day.

Mr. Smith tells officer Gonzales he does not know if he can continue with a life of constant threats. He wants time to reconsider the arrests he made yesterday. Officer Gonzales tries to make Mr. Smith understand the importance of continuing with the prosecution but to no avail. Although disappointed, the officer leaves Mr. Smith with the understanding that they will talk tomorrow to learn what Mr. Smith has decided (T-2 still hasn't occurred).

Officer Gonzales thinks about what has transpired the last two days. He has seen it happen in other schools. He wonders why efforts were not made several years ago. He also

wonders why this situation is allowed to continue. Safe schools are something society should guarantee to their youth. It should not be more of the same, day in, month in, year in.

HYPOTHETICAL (WORSE THAN AN EXTENSION OF THE PAST)

The second situation represents a "Worse than an extension of the past" scenario. The Sigma generator identified 14 scenarios where certain specific events occurred over the next ten years. Because it was worse than an extension of the past, the eight positive events did not occur. Only the two negative events took place in this scenario.

Those specific events are:

- * (E-7) Voucher bill passes
- * (E-8) Teachers, PTA, school boards successfully resist gang intervention program

The events which did not occur are:

- * (E-1) Law passed: Establishes early education/gang intervention programs at the elementary school levels
- * (E-2) State funding becomes available to law enforcement and schools to address gang violence problem
- * (E-3) Law passed: Allows police and school administrators to share records of gang members and of "at risk" students
- * (E-4) Formal agreements established between social groups, police and schools for necessary materials
- * (E-5) Neighborhood "gang guardian" programs initiated to draw youths into positive activities
- * (E-6) Mandated gang program to target students at the kindergarten level
- * (E-9) Role modeling program established
- * (E-10) Law passed: cities required to have a "Serious Habitual Offender" program

SCENARIO #2:

The following scenario depicts the typical call an officer would receive of an offense which occurred on a school campus if the situation has deteriorated from the past. The call has been assigned to Officer Gonzales, a fifteen year law enforcement veteran of the local police agency, and his partner Officer Thomas who has just completed the academy.

Dispatch sends out the call---"31-42, 415 fight in progress at the Santa Lucia High School. Unknown number of suspects involved. Fight has broken out in the Principal's office. 31-30 and 31-20 to back." Officer Thomas acknowledges the call and gives an estimated time of arrival of five minutes. He then makes contact with the back up units to coordinate their arrival. A third unit is requested to stand by and protect the patrol cars while the officers are handling the call.

Officer Thomas expressed surprise to his training officer about the number of calls they have received this week to respond to the high school. "This is the fourth call in three days to the high school. Is it always like this?" Officer Gonzales, before answering, remembers when he thought one call a week to the high school was bad. Now it seems he is always there. "Yea, it's always like this. Gangs have taken over the schools and they call the shots on campus now." The passing of the voucher bill four years ago caused many parents to take their children out of the public school system and place them in private schools (E-7). In fact he did the same thing. Although Officer Gonzales had graduated from Santa Lucia High School and he would have liked to see his son and daughter graduate from there also, he was too concerned about their safety to allow them to stay.

He and his wife were once called to the local hospital after their son had been beaten up for refusing to join a gang (T-8). While at the hospital, his son told them he had been warned several times to either join a gang or he would not get any protection while at school. His son also told them that his sister was also having problems resisting gang members and that there was an effort to get her to try drugs. After the passage of the voucher bill, Officer Gonzales and his wife immediately transferred their son and daughter to a private school where things are somewhat better.

Unfortunately, those parents who were too poor, or who didn't care about their children, are forced to deal with the public school system as it has become (T-7). The condition of the

schools are poor, teachers are leaving for better paying, less violent-prone positions, and the gangs have terrorized nearly everybody at the school campuses.

Officer Gonzales gets back to reality and sees that the back-up units have arrived. He replies to his partner, "No, it wasn't always like this. Only in the last few years. The community had a chance to stop it but denial was a hard issue to overcome. People just couldn't believe that kids could be so violent. Now let's see what's in store for today."

The officers find the Principal, Mr. Smith in his office. He is being treated for a knife wound to the arm, and it appears he was beaten up rather seriously. The nurse explains that an ambulance is on the way as two other teachers have also been injured after being assaulted by several gang members (T-8). The school nurse tells the officers that the gang members had pulled out the telephone lines as the school secretary had tried to call for help. One of the students saw what was happening and ran across the street to a grocery store and requested they call for help because a fight had broken out. The student apparently did not want to get any more involved and had left the area.

While one officer is taking the necessary information, Officer Thomas notices all of the graffiti on the walls. He also notices lights broken out, windows broken, and things in a general state of deterioration caused by a lack of funds due to the passage of the voucher bill (E-7). He asks the principal how could things come to such a mess. Mr. Smith and Officer Gonzales look at each other with a knowing eye. Mr. Smith then tells how school administrators and law enforcement officials in the early 1990s tried to warn the community what was happening with the increase in youth violence. Unfortunately, there was strong denial from the community, especially the parents of teenagers who kept repeating that their children didn't do any of the things being alleged. All of this denial was taking place while the youth had slowly changed in their attitudes towards responsible authority, in their change of dress, and in their loss of interest in gaining an education. It didn't occur to all of the youth, not even a majority of them. In fact it happened to only about 10% of the youth. But this represented the largest number of gang membership in the Nation's history. Youth violence was at an all time high and climbing. The school dropout rate was well past 50% (T-10) and the assaults on teachers passed over 300,000 annually nationwide. Most teachers and school board members regret the fact that they successfully resisted a gang intervention program for their schools back in 1996(E-8). They just

never thought kids would behave this way. The community is now very reluctant to get involved with a role modeling program out of fear of the youths (E-9). State funding and mandated programs to address the problem never occurred due to a lack of support from the community (E-2, E-6, E-10).

"999!! Officer needs help!!" Mr. Smith's story was interrupted by the officer assigned to keep an eye on the patrol cars calling for help. While the other officers were investigating the assault against Mr. Smith, Officer Jones was standing by their patrol units to see that they were not vandalized. This had become common procedure on responses to the high school as the gang members would practically destroy any unattended police vehicle foolishly left alone. This time several gang members chose to attack Officer Jones. They jumped him after catching him off guard and then attempted to take away his gun. He was able to hang onto it while calling for help with his portable radio. After managing a quick call for help, he lost his radio and baton. One of the suspects then started beating him with the baton while the others held him down. Spectators started chanting "kill the pig, kill the pig" using the derogatory description of police officers of the 1960's.

Help came soon enough and Officer Jones was not seriously injured other than his pride. He was lucky. Teacher and officer assaults have been on the increase since the start of the decade (1990) and appears it will continue to climb into the turn of the century.

NORMATIVE (BETTER THAN AN EXTENSION OF THE PAST)

The final situation represents a "better than an extension of the past" scenario. The sigma generator identified 13 scenarios where certain specific events occurred over the next ten years. Those specific events are:

- * (E-2) State funding becomes available to law enforcement and schools to address the gang violence problem
- * (E-1) Law passed: Establishes early education/gang intervention programs the elementary school level
- * (E-3) Law passed: Allows police and schools systems to share records of gang members and of "at risk" students

- * (E-4) Formal agreements established between social groups, police and schools for necessary materials
- * (E-5) Neighborhood "gang guardian" programs initiated to draw youths into positive activities
- * (E-6) Mandated gang program to target students at the kindergarten level
- * (E-9) Role modeling program established
- * (E-10) Law passed: cities required to have a "Serious Habitual Offender" program

The events which did not occur are:

- * (E-7) Voucher bill passes
- * (E-8) Teachers, PTA, school boards successfully resist gang intervention program

SCENARIO #3:

The following scenario depicts the typical call an officer would receive of an offense which occurred on a school campus if the situation has improved and is now **"better than an extension of the past."** The call has been assigned to Officer Gonzales, a fifteen year law enforcement veteran of the local police agency.

"31-42 contact the principal at Santa Lucia High School. He requires assistance with an at-risk youth." Officer Gonzales acknowledges the call and gives an estimated arrival time of ten minutes.

While driving to the school Officer Gonzales ponders over the gang violence situation that still is attacking society. He remembers back to the years of denial about the seriousness of the gang violence by parents, school teachers, even many law enforcement officers. Suddenly students were being shot on campus, teachers were assaulted with regularity and schools were no longer seen as providing a safe learning environment. This produced a very strong public reaction that public officials throughout the state heard.

Laws were passed in 1996, which provided funding to local police and schools to address the gang problem (E-2). Mandated early gang intervention programs were initiated in 1994, and

schools were now able to share records of gang members and "at-risk" youth with police after a bill was passed in 1995 (E-1/E-3).

Even regular citizens of the community got involved. Gang guardian programs cropped up everywhere, starting in 1995 and continuing today (E-5). The youth of the community were provided alternatives to gang membership. This was augmented by a strong mentoring program for the youth who were in need of role models which got off to a weak start in 1994 but suddenly became very popular as it became more available(E-9).

Gang members, particularly those with a history of violence, were now tracked by all of the local law enforcement agencies with the mandated "serious habitual offender" program which was established in the middle of 1997 (E-10).

There is still a serious gang violence problem. But now the entire community and all of the governmental agencies are working together to deal with it. It made Officer Gonzales feel good about his efforts.

As Officer Gonzales arrives at the principal's office, he is greeted by Pamela Jones, the principal's secretary. "Good afternoon officer, it's good to see you." Officer Gonzales returns the greeting and asks what Principal Smith has in store for him this time. Mrs. Jones informs the officer that the school has been having a problem with a couple of students who, although not yet members of a gang, appear to be headed in that direction. Mr. Smith thought it was time to intervene and see if the students could start receiving some positive direction. Officer Gonzales was not surprised. Mr. Smith really cares about his students and he takes pride in the number of potentially wayward youth who have now become productive members of society due to intervention by caring and concerned groups and individuals (T-2).

"Come on in Officer, it's good to see you again!! I've got a couple of young men I would like you to meet." Officer Gonzales is then introduced to Johnny Ramirez and David Hanson. The Officer can immediately see that the students are possibly headed in the wrong direction with their lives. Both are wearing clothing identified with gang members (This type of clothing has been banned in the high school but the students were defying the administration by wearing them). Their attitude was one of defiance to any person of authority, and they were sporting tattoos on their fingers although it was apparent they were not of the permanent variety.

The officer offers his hand as a symbol of friendship or at least of one indicating he has neutral feelings about them. Neither student accepts the offer. His attempt at communicating with them meets the same reaction.

Mr. Smith then produces the student's files for the officer to review (E-3). Officer Gonzales sees that both students have been in minor trouble but nothing serious yet. He notices that one of the students has a brother who is a well known member of a rather violent gang. He suspects both youths are being influenced by this. Yes, Officer Gonzales agrees it is time to intervene with these students and show them an alternative to the gang lifestyle.

The officer asks Mr. Smith what has been done so far. Mr. Smith replies that he has contacted Mrs. Shaw, the head of the local Gangs Guardian group (E-5). She is coming over for some preliminary information then she will be making contact with the parents of the students to make them aware of the Gang Guardians and what they have to offer the parents and their sons. She will also be arranging for two volunteer adults to become mentors for the students (E-9).

Mr. Smith further advises the officers that, officially, a representative of the Probation Department, Dave Thompson, will be coordinating the efforts of Mrs. Shaw's group with that of the involved local governmental agencies (E-4). "Dave is on his way over and had requested your presence while he talked to the students." continued the Principal. "Meanwhile, he asked that you check your police files for any contact with the students." By sharing all of this information with Mr. Smith and Mr. Thompson, a formalized program can be set up for the best interest of the two students. "O.k.," Officer Gonzales responds, "I'll have the office fax over any file information we may have on them."

A few minutes later, Mr. Thompson arrives with a file of his own. He greets Mr. Smith and the officer and suggests they get right to the point. All of them start to review the files, including the police file which had been received just before Mr. Thompson arrived. "I see these kids have had some minor problems with the law and with the school. Did either of them have the opportunity to take part in the gang intervention program while they were in grammar school?" Mr. Thompson asks. Mr. Smith replies that the program started after the two had graduated from junior high and entered high school (E-1). "We haven't started the follow up program for high school students yet. But the survey shows that, like the D.A.R.E. program,

a follow up is needed at the tenth grade." Mr. Smith explains. "However, we do have some other programs that will help them (T-3). Let's look at those." Mr. Smith then suggest that they work on the parents to see if the two boys could attend the special gang intervention program sponsored by the school, along with the law enforcement agencies who provide the teachers (T-4). That would be a good start. Officer Gonzales says, "I'm giving that class this year. I'll make sure they get enrolled. I know one of the parents and they don't want another gang member in their family."

After another hour of sorting out the details, the three finally get to settle down and talk. Mr. Smith mentions that the gang violence is still a problem (T-1) but he shudders to think what it would be if proactive steps hadn't been taken in the 1990's. "Thank goodness there were enough people with the foresight to get the gang intervention related programs approved in 1994 and 1995, or we would be in one heck of a mess" (E-2/E-6). Dave Thompson agrees. "It's been a long haul but at least we're on the offensive. Maybe one day the violence will drop to a significant level, who knows?"

Officer Gonzales leaves the school and again thinks about how it could have been. There is still a serious problem. Gangs still have to be hit and hit hard. But now, he believes that through education, there will be less gang members committing acts of violence in the future.

Academic gang intervention programs became possible because school administrators realized the potential loss of students if they became gang members. The programs became a priority issue of the school's health care curriculum. Goals were established based on the best interest of the student and that student's future which will also improve the efforts of the schools to be safe and secure from gang violence.

Fortunately, the police administrators saw the need to finance the program. Agreements were made that 25% of all drug monies seized by law enforcement will go towards the cost of the gang intervention program. Grants were obtained from foundations after it was learned by law enforcement that only a small percentage of all grants are actually granted yearly.

The job is no longer frustrating to him. He knows a legitimate effort is being made by the entire community (E-5). He is no longer alone in the effort.

POLICY CONSIDERATIONS

Since the "normative" scenario is better than an extension of the past, it is the scenario one would like to believe is achievable. The selection of policy considerations were made by members of the nominal group after a discussion was held about the list of events and trends they selected as most important to impact the primary issue of this paper.

The following policies or programs are what has been recommended by the group for consideration:

- * **A clearinghouse with primary responsibility for gang intervention/prevention and control must be established.**
- * **A comprehensive program must be initiated that makes the entire community work together to address the gang violence problem.**
- * **Law enforcement and the schools must establish methods of working together in new and innovative ways to address gang violence.**
- * **The establishment of a policy by law enforcement and the schools to take a leadership role in the long range planning of dealing with gang violence as it will not disappear soon.**
- * **Funding must be found to finance this program with a twenty year budget.**
- * **Use law enforcement personnel to train school staff in the recognition, deterrence and suppression of gang activity on campus.**

FUTURES STUDY SUMMARY

The futures study is based on the use of research methodologies to closely examine the main issue and sub-issues of this paper. The nominal group technique revealed that law enforcement and school administrators share in their concerns about gang violence. Their unified opinion that something on a communitywide basis had to be done to combat gang violence in the future or it would overcome society demonstrates the seriousness of the problem.

A Delphi procedure was used to forecast ten trends and to look at ten events which would impact the primary issue. The results reveal the acknowledgement that society is in for the "long haul," as described by Mr. Hamlin of the nominal group.

The scenarios reflect what can occur in the future if society chooses to do nothing, take a strong position or make a half-hearted effort. Selecting the most desired and obtainable "normative" scenario would be a significant challenge, but one which would lead to very positive results for the future. However, a specific strategic plan must be developed if one is to be successful with the implementation of the desired results.

The next portion of this study will center on the development of that plan.

4 61 7, 1982

SECTION THREE

STRATEGIC MANAGEMENT

**A PLAN TO HELP BRING ABOUT A
DESIRED FUTURE**

DEVELOPMENT OF THE STRATEGIC PLAN

The purpose of this plan is to come up with a strategy to help bring about a desired future based on the selection of the "normative" scenario from the recent futures study which reflected a future that will be better than an extension of the past. The plan seeks to develop a protocol so mid-sized law enforcement agencies can work with K-12 school administrators in delivering an effective gang intervention program to second or third grade students. It is not intended for the plan to be perceived as a single cure-all answer to the increasing gang violence problem in California.

There is a growing opinion that society is facing a challenge to generate a comprehensive, multi-disciplinary knowledge base for the development of effective, culturally sensitive policies and programs that address both prevention and intervention of the gangs and their problems of violence. This specific strategic plan will focus on a single, but vital part of that philosophy, which is to use education as a vehicle to intervene and assist in stopping the growing membership of gangs and the violence associated with them.

This researcher was assisted with portions of the development of the strategic plan by the following Command College members:

Captain Steven A. Krull, East Bay Regional Park District

Captain Ronald Hunt, Fremont Police Department

Captain Carlos Bolanos, Salinas Police Department

Lieutenant Michael Tracy, Ventura Police Department

Lieutenant Dennis Holmes, Milpitas Police Department

Lieutenant David Bliss, Mountain View Police Department

Lieutenant Randy Sonnenberg, Foster City Police Department

This study will use the fictional agency of the Los Padres County Sheriff's Department as a model for the strategic planning of this program. To assist the reader, a short historical background of the Department and the County is presented.

THE FICTIONAL SHERIFF'S DEPARTMENT OF LOS PADRES COUNTY

The Los Padres County Sheriff's Department is considered to be on the higher end of medium-sized law enforcement agencies. The Department has approximately 576 employees of

which two-thirds are sworn. Of the sworn personnel, approximately 240 are assigned to the Criminal Operations Divisions of the Department. The remainder are assigned to the Custody and Administrative Service Divisions.

The Sheriff's Department serves the unincorporated areas of the County plus three cities who are under contract for the Department to provide law enforcement services to their citizens. The total population served for law enforcement purposes is approximately 185,000.

Like most of Southern California, Los Padres County experienced a large immigrant growth during the past decade. Although the largest influx were Hispanics (i.e; a 77% increase in the City of Santa Lucia, which is the county seat, between 1980 and 1990, according to the U.S. census report) thirty-nine different languages are now spoken in the school districts.

Immigration is part of the cause for some of the gang problems. Asian youths of Vietnamese, Taiwanese and Filipino background who live in Los Padres County formed gangs for a variety of reasons. Hispanics from Mexico, El Salvador and Columbia formed their own gangs for basically the same reasons. In total, the gang task force, a group of gang investigators representing all of the law enforcement agencies in the County, have identified thirty-eight gangs with nearly 2,000 members whose names are in police databases. The database also reflects the type of crime the gang member has been arrested/convicted for in the recent past. The statistics for the City of Santa Lucia for increased youth violence reflects what is occurring throughout the County. According to the Chief of Police of Santa Lucia, between 1986 and 1990, no juveniles were arrested for murder. Since 1990, five have been charged with murder and assault-with-deadly weapon cases have increased 450% during the same time period.

With this background history of Los Padres County, this writer will now go into the components of the strategic plan format. They are:

- * **A Mission Statement**
- * **Situational Analysis**
- * **Stakeholder Analysis**
- * **Alternative Strategies**
- * **Implementation Plan**
- * **Summary**

MISSION STATEMENT

The following mission statement was written with the assistance of Lieutenant John Wells and Sergeant Jan Bullard of the Santa Barbara Sheriff's Department. Its purpose is to express to the citizens of the fictional Los Padres County the commitment of their Sheriff's Department in addressing the gang violence.

"The members of the Los Padres County Sheriff's Department are dedicated to working with educators, administrators, community leaders and parents to address the gang related violence affecting the community. This will be done in a manner which will focus on results to successfully develop in the youth of the community a sense of competency, high self-esteem, usefulness and personal empowerment needed to avoid involvement in youth violence."

SITUATIONAL ANALYSIS

Utilizing the **STEEP** (Social, Technical, Economic, Environmental, and Political) process with the **WOTS UP** (Weaknesses, Opportunities, Threats, Strengths, Underlying Planning) analysis, an inspection of the situation was initiated. The inspection involved an examination of the external and internal environment concerning the main issue as well as the sub-issues mentioned earlier in this report.

EXTERNAL ENVIRONMENT:

SOCIAL

Threats - The increase in gangs and gang-related violence has become a concern to many members of the Los Padres community. In 1989, the Sheriff's Department held a town meeting to discuss the issue of gangs and gang violence. Approximately 60 people showed up. During the meeting, there was evidence of denial of a gang problem when several citizens stated they thought the Sheriff's Department was using the gang issue as a vehicle to stop Latino juveniles and harass them. It was the opinion of many attending the meeting that there were racist overtones to the gang enforcement issues presented by the Sheriff's Department.

The denial by the representatives of the community who spoke at the meeting represented a threat in that the growing gang problem would continue to be ignored by the community and there would continue to be a lack of support for law enforcement's efforts to address the issue.

On February 8, 1994, another town meeting was called by the Mayor of Santa Lucia. Over 800 members of the community showed up. This time they offered over 60 suggestions as to how to address the gang problem. There was an air of concern that gang violence was going to continue and the victims could be their children. However, there was still some resistance by local minority activists groups who continue to believe the efforts of law enforcement were racist in nature.

Opportunities - There is now a basically united community who are willing to do what is necessary to combat the gang and gang related violence in the Los Padres County areas. Community leaders are now demanding proactive steps be taken to eliminate gangs and gang violence. Of the over 60 suggestions mentioned, one involved the development of a gang intervention program of some type at the elementary school level.

TECHNOLOGY

Threats - In 1992, La Voz De La Raza (fictional group), a local Latino-based organization objected strongly to the use of a Serious Habitual Offender program in Santa Lucia. Their leaders claimed that this was just a program to computerize the names of all of the Latino juveniles in the Santa Lucia area. Although efforts to show the group that only those individuals committing the overwhelming numbers of crimes would be considered serious habitual offenders, there was loud public opposition by the La Voz group to the program.

Opportunities - Since 1992, there have been several gang-related murders of Latino youth in Los Padres County. Recently, there has been no public opposition by La Voz leaders to the SHO program and the computerized use of identifying violence-prone youth of any race. When a large number of the citizens who showed up at the 1994 town meeting were Latinos, some of whom needed interpreters to express their thoughts, it became apparent that the Latino citizenry also saw the need to do what is necessary to stop the gang violence in their community. La Voz now has no comments about the SHO program. The use of a law enforcement database for Countywide gang members accused of crimes is no longer considered a problem.

ECONOMIC

Threats - The recession and the end of the cold war has caused the loss of thousands of jobs in Los Padres County. The defense industry alone has lost over 15,000 jobs in the county since 1990. Therefore a friendly business environment in Los Padres County is important to the economic situation of the county. Gangs have taken over some of the areas where the business community exists. The business leaders are complaining about the gang members threatening small business operations and are demanding something be done about it. One owner of a small grocery store has been robbed three times in the last four months. On the second robbery, the gang members knocked down the owner's pregnant wife out of meanness. The store owner wants an end to the robberies or he will leave the area and take his family to a town that is safe. Other business representatives have voiced their displeasure over gang activities disrupting their business, causing a drop in income. Several business owners have threatened to leave Los Padres County and take their business to another, safer county.

Opportunities - The business community has promised to assist law enforcement with whatever means possible to stop the growing gang problems. One computer firm has offered to improve the database presently used by law enforcement to deal with gang members at no cost to law enforcement. Merchant associations have offered to assist law enforcement by identifying and testifying against those gang members known to have broken the law. They have agreed to band together so as not to be threatened or intimidated by gangs in the future. Strong business support is always an opportunity which should not be treated lightly.

ENVIRONMENTAL

Threats - The County of Los Padres is well known for its environmental sensitivities. There is a concern for the national forests, and certain beaches because of gang activity. Gangs have taken to declaring specific beaches, for example, as their "turf." Community members are fearful of enjoying these areas because of the risk involved of attacks by gang members.

Park Rangers report that the areas frequently used by gang members have been negatively impacted environmentally. Broken beer bottles in the sand, graffiti on the walls, rocks and bike paths, used needles from drug use, carvings of gang logos on benches, tables and trees and just a general decay of the recreational areas have been evident due to gang usage. Regular users have been assaulted by gang members and two have recently been shot. Park Rangers are

demanding assistance from law enforcement to curb the damage and assaults because people are no longer using the recreational areas.

Opportunities - By working with the community, law enforcement can arrange for citizens to take back those recreational areas. Organized cleaning groups can work with police officer volunteers to remove the graffiti, clean up the sand by removing the broken glass, and disposing of the used needles. Regular community activities can then be scheduled to be held at the recreational areas which were once taken over by gangs to send a message to gang members that they are not wanted. This would help in sending a message to the community youth that joining a gang is frowned upon.

POLITICAL

Threats - Cooperative efforts have at times dissolved into power plays when individuals or groups had hidden agendas. Special interest groups for or against a gang intervention program could jeopardize a gang intervention program if unreasonable demands are forced upon it.

Some groups have strong opinions that law enforcement personnel do not belong on a school campus for any reason. The Parents Against D.A.R.E. organization is an example of what type of opposition could face a gang intervention program in the schools. Some teacher groups have voiced their belief that drug and gang intervention programs belong at home or at church but not in the schools. Even other law enforcement agencies in adjoining jurisdictions may publicly criticize this type of program because they do not want to have one in their area.

Opportunities - The issue is much deeper than gang conduct. If schools cannot produce well trained workers and responsible citizens, then everyone stands to lose. Law enforcement is provided with an opportunity to be a community leader in shaping the youth of the future. By working with the school administrators and parents, the youth of the community will have a choice for their future not previously given. They can join a gang, probably drop out of school and then lead a lifestyle that is counter-productive. Or they can break away from the potential gang lifestyle and graduate with the ability to have a good job later in a life they can enjoy.

Law enforcement leaders will play a major role in efforts to plan for a brighter future for the youth of the community. By showing a willingness to take on the task of reducing the numbers of gang memberships through education, law enforcement can show the value of preventative enforcement through proactive measures.

ORGANIZATIONAL ANALYSIS:

The appropriate management of the environmental threats and opportunities surrounding this subject revolves around the strengths and weaknesses of the Los Padres County Sheriff's Department. The following represents a discussion of the strengths and weaknesses of that department.

INTERNAL STRENGTHS:

The Los Padres County Sheriff's Department is presently experiencing a significant turnover of their command staff. Many of those officers who joined the Department in the 1960's are now at retirement age and are therefore leaving with twenty-five or thirty years experience. As they leave they are replaced with a younger generation of staff officers (this includes a new sheriff experiencing his first term of office) who are introducing a new culture to the department. Reaction to crime has given way to proactive measures and a sense that their agency must be more directly involved with the community. There is a more active effort to deal with social issues which, if allowed to deteriorate, will eventually become a law enforcement problem. For example, a Sheriff's Council has been established to advise the sheriff on areas that they, as representatives of the community, believe the department should concentrate their efforts on. This same council works on fund raisers to obtain equipment for the department not normally available due to high costs and budget constraints. They are currently working on raising \$100,000 to purchase a new bomb van and bomb suits for the department. The Council has also conducted fundraisers where over \$25,000 has been raised for the purchase of various items of equipment for the Department which had been rejected when submitted as a regular budget item to the County administration.

The Sheriff's Department has always believed that their employees are servants of the public. This attitude is expressed in a variety of ways. One way is the "Citizen Jailer" program. Most Sheriff's Departments have some sort of ride along program but Los Padres County also has a "jail along" program. This program has been in existence for twenty-five years without a single incident of harm occurring to any of the citizens. Citizens are allowed to be with a jail corrections officer for a maximum period of twelve hours. This allows citizens to see how a custodial facility works. It gives law enforcement the opportunity to separate fact

from myth, while the citizen jailer learns that most of the horror stories told about jails do not exist in the Los Padres County Jail.

Through the direction of the Jail Inmate Services Director, several progressive programs have been initiated for the sentenced inmate. There is an inmate training program for earning college credits through enrolling in a printshop or institutional cooking class which is offered by a local college district. Or on a more basic level, an inmate may enter programs to learn how to read, earn a high school diploma, take basic child raising classes and learn how to prepare for a job interview. None of these programs are funded by taxpayer funds. Rather, they are financed through inmate generating revenues. Inmate telephone calls alone generate approximately \$500,000 a year.

The Department has established an excellent working relationship with the schools in the Department's jurisdictional area of responsibility. Six members of the Department make up the D.A.R.E. component of the anti-drug enforcement team. The entire drug prevention program is financially supported by contributions made by local businesses and drug seizure monies. Additionally, the Department sponsors a Sheriff's Explorer Post with volunteer members of the department working closely with the youths involved in the program.

Senior citizens are brought in as volunteer workers to assist with a variety of duties assigned to civilian and sworn personnel of the department. Retired police officers are used to assist with the fingerprinting of individuals who need it as a job or license requirement. Other seniors help out with purging files in the criminal records bureau.

Citizens who chose to get involved in stopping the commission of a crime, or makes an effort to assist an officer in need, are recognized annually by the Department at special luncheon. Programs like this demonstrates the department is committed to participating as a member of the community with the community.

The Sheriff of Los Padres County enjoys strong civic support. This has helped the department avoid major cutbacks during these times of budget shortfalls. The political environment of "getting tough on criminals" has made it ideal for the Department to take a leadership role on gang violence issues. The combined strengths of the Department can help facilitate a gang intervention program with department involvement.

WEAKNESSES:

While the Department has become more progressive due to its new leadership, there still are those who oppose these new ideas. There are a few of the old staff members who believe officers belong "out in the streets where the real crime is" rather than teaching prevention programs in the schools. There is resistance by these individuals whenever a new program is proposed that could remove officers from patrol. The new philosophy of crime prevention by education is hard for them to accept when budget cuts has seriously impacted the number of officers on patrol. There are now less officers on patrol than in 1970. Meanwhile, the workload has increased. Although crime has dropped in the last year or two, that is not the case when comparing crime statistics between now and over twenty years ago.

The Department did cut officer positions from auxiliary positions before cutting patrol positions. But the field officer could not understand the need for cuts at all. They believed that the safety of the public was the most important issue government could provide to their community. The reality of a lack of funding was not believable to them.

Training for the officers was reduced to only that which is mandated by law. All non-mandated training has ceased. This has left the officers with a feeling that the politicians don't care about their safety. Due to an increase in violence-related cases, the officers have asked for a more specific type of field officer survival training but the lack of funds has made this impossible. These issues have had a serious impact on the attitude of the officers.

Finally, the Department is seriously lacking in two major areas. First, there are not enough Spanish-speaking officers. A survey revealed that there are more officers who speak German than Spanish. With a Spanish-speaking population which represents over 35% of the population, the department needs to hire more bi-lingual officers. Yet budget cuts have lessened hiring opportunities for bi-lingual officers for several years.

The other major area which needs serious attention is technology. Computer Aided Dispatch is still a dream and not a reality; computerized medical aid is not available for dispatchers to provide to citizens in need; The county has acknowledged that a new dispatch center is needed to replace the present one; mobile data terminals in the patrol units are still two years away. All of these are part of a long range program but the real issue of finding funding for these programs is the key to making them a reality.

STAKEHOLDER ANALYSIS

Stakeholders are defined as "interested groups or individuals who have an interest in the organization's activities and who impact what you can do, are impacted by what you do, or care about what you do." Stakeholders can be supportive or opposed to your efforts. To increase the potential for the successful implementation of this program, stakeholder identification, evaluation and position on the program must be conducted. Included in this group are those individuals or groups who have been identified as "snaildarters." These have been defined as "unanticipated stakeholders who can radically impact your strategy." The following stakeholders, including potential snaildarters, have been identified. Additionally, a brief description of their beliefs or feelings about law enforcement's involvement in an education based gang intervention program has been listed as their assumptions.

STAKEHOLDER

ASSUMPTIONS

- | | |
|----------------------------|---|
| 1. County Sheriff | 1a. Strong supporter of law enforcement schools gang intervention program. |
| | 1b. Publicly stated community demands the program. |
| 2. School Superintendent* | 2a. Mentioned that the development of the program is "too overwhelming" for immediate use. |
| | 2b. Does not believe law enforcement should be involved. |
| 3. Teacher's Union | 3a. Too many added programs are taking students away from "3 R's" curriculum. |
| | 3b. If a program is developed, teachers are not qualified to teach it. |
| 4. Parent Teacher's Assoc. | 4a. Fearful of harm to their children in school from gang violence. |
| | 4b. Support law enforcement taking part in gang intervention class presentation as it adds more officers on campus. |
| | 4c. Want to put an end to media "glorification" of gangs. |

5. Community Representatives at 2/8/94 town meeting
 - 5a. Demanding a comprehensive program to address gang problem. This includes a school gang intervention program.
 - 5b. Support law enforcement on campus in any fashion.

6. Students (K-12)
 - 6a. Want a safe learning environment in school.
 - 6b. Support any program that eliminates the potential of harm to them while in school.

7. Business Community
 - 7a. Support law enforcement on campus, particularly those business owners whose shops are close to a school campus.
 - 7b. Believe law enforcement must be a part of a school gang intervention program.

8. Minority Rights Groups*
 - 8a. Publicly opposed to law enforcement involvement in a school gang intervention program.
 - 8b. Expressed their belief that law enforcement only wants to go on campus in order to identify minority youth who might be involved in gangs.
 - 8c. Support a program where former gang members are used as teachers for the program.

9. Board of Supervisors
 - 9a. Are concerned about the cost to the County for the program.
 - 9b. Are supportive of the program, including the use of officers, if it can be shown that it will reduce the amount of violence in the community.

10. Line level officers
 - 10a. Due to budget cuts, many believe officers belong on the streets to deal with gangs and not on campus.

10. (continued)

10b. If there is to be a school based gang intervention program with law enforcement officers, then merge it with the present D.A.R.E. program so that it will not impact the numbers of officers in the field.

*** SNAILDARTERS:**

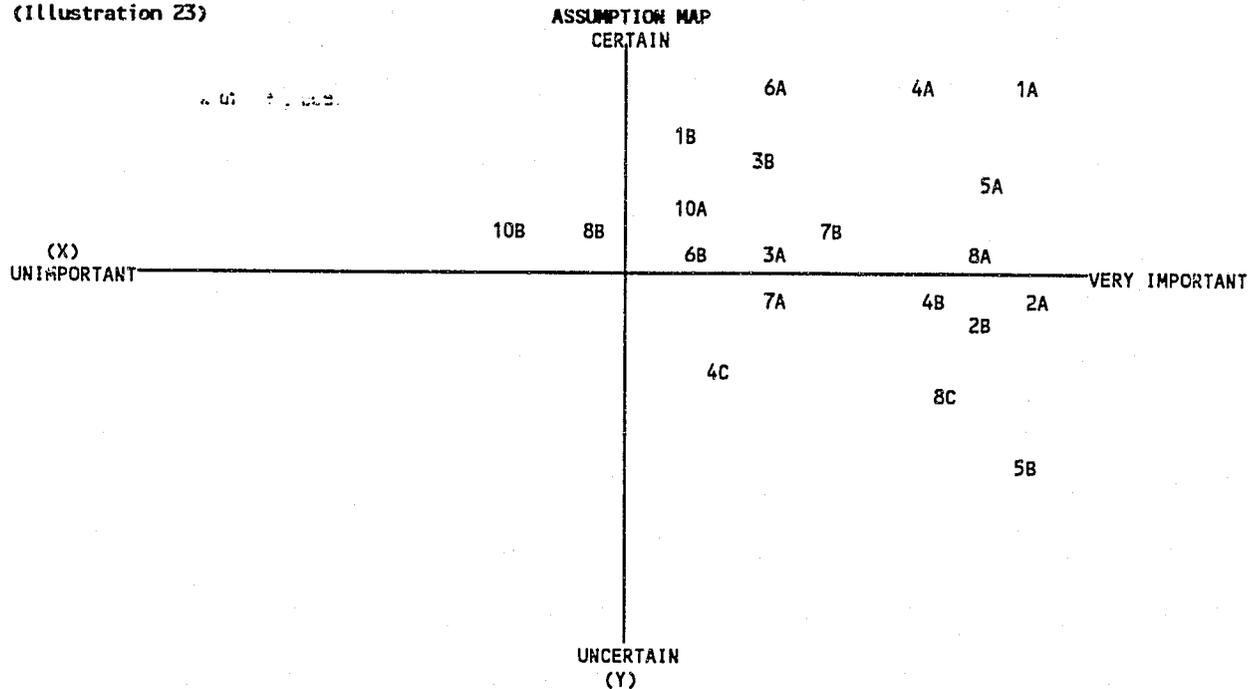
These two stakeholders have been identified as potential snaildarters. The school superintendent is particularly important as he will have the final determination as to what type of school based gang intervention program will be allowed on campus. Law enforcement will have to persuade the superintendent and his staff to the advantages of having law enforcement as a part of the gang intervention program. Successful programs in other states may have to be pointed out as examples. Names of his counterparts where those successful programs are will be provided to him. He will then be encouraged to call or write to learn for himself about the advantages of law enforcement participation in a school-based gang intervention program.

The minority rights groups have been quiet after the 1994 town meeting where many Hispanic citizens voiced their feelings about the need to address the gang issue. The strong public opposition to a Serious Habitual Offender Program and their opposition to officers on campus may be indicators of hidden agendas which may become known in the future. It will be necessary for law enforcement to make every effort to work closely with these groups so that credibility and trust can be established. An attitude of cooperation will be necessary for the long range goal all members of the community share, the future welfare of their youth.

ASSUMPTION MAPPING

The following chart represents the mapping of the stakeholders and their assumptions. This mapping process will assist in the evaluation and determination of the importance of the program to each stakeholder. The degree of certainty for each assumption can be examined by observing where it is located on the map. This is an aid to the writer in determining which assumptions have to be followed up to eliminate any doubts as to the position of the mentioned stakeholders.

(Illustration 23)



Stakeholder legend:

"X" axis = Importance of the Assumption's Stakeholder to the Organization's Management of the Issue
"Y" axis = Certainty/Uncertainty Regarding the Stakeholder's Assumptions

- | | | |
|--------------------------------|---------------------------|-------------------------|
| 1. County Sheriff | 5. Community at Large | 9. Board of Supervisors |
| 2. School Superintendent | 6. Students | 10. Line Level Officers |
| 3. Teachers Union | 7. Business Community | |
| 4. Parent Teachers Association | 8. Minority Rights Groups | |

DEVELOPMENT OF ALTERNATIVE STRATEGIES

This writer conferred with the same members of class 19 of Command College mentioned earlier to generate a list of alternative strategies which could be used to achieve the goals of the Los Padres County Sheriff's Department as mentioned in the mission statement and introduction.

The panel utilized the Modified Policy Delphi process to generate a list of several different potential strategies. These strategies were rated based on the following criteria: cost of implementation; stakeholder support; feasibility; community support; political support; and, is it goal oriented? Based on the experience of the panel members and the criteria mentioned, the list was reduced to three alternatives. The final three alternatives represented two which the group ranked as most likely and one which was most diverse from the first two. Each strategy was then examined. The results of that examination is listed below.

Alternative strategy #1 -- Combine the proposed gang intervention program with present programs already in the schools, specifically D.A.R.E..

PANEL DEFINITION:

As an alternative, the panel thought the proposed gang intervention could be merged with the D.A.R.E. program which already has a small gang intervention (approximately one hour) component. Their rationale for the merging of the two programs were for the following reasons:

ADVANTAGES:

- * Program is in place and a part of the school curriculum.
- * Program is recognized and supported by a majority of the community.
- * Immediate credibility can be attached to it.
- * Better buy in with the school administrators.
- * Less start up costs.
- * Officers have already established rapport with students and teachers.
- * Program format can be easily adjusted to include gang intervention issues.

DISADVANTAGES:

- * There would be a dilution of both programs in order to fit into the specified amount of allotted time.
- * There is the possibility of some resentment by, for example, the D.A.R.E. instructional officers.
- * It may generate differences of opinion by the community as to which issue is more important for their children to be exposed to for their future.
- * Groups such as Parents Against DARE may cause the loss of both programs.
- * Teachers and parents who are against programs of this type in schools may consider this the "final straw" and unite to force the program out of the school curriculum.
- * Combining the two may require a different training style and technique.
- * It would lock out the possibility of certain funding grants, i.e. G.R.E.A.T. (Gang Resistance Education and Training) which does not allow the merging of programs. D.A.R.E. funding grants may have the same restrictions.

STAKEHOLDER PERCEPTIONS:

The key to this strategy would be obtaining the current D.A.R.E. instruction officers to accept the program. If the instructors refuse to participate in a positive vain the program may be doomed to failure. It would be necessary to come up with a program that effectively combines both issues with credibility for all stakeholders. If that is successful, one could assume that the County and School administrators will buy into the effort as the costs would be greatly reduced.

Parents concerned about gang violence may argue that combining the two programs reduces the effectiveness of both. Therefore it would defeat the purpose of both programs thus placing their children at greater risk.

Minority rights groups may find this as an acceptable alternative for using law enforcement officers in the classroom. Drug abuse prevention is something they can support and possibly agree to monitor to see how the gang intervention issue is blended into the program.

One benefit that would be obvious to all of the stakeholders is that there would not be a need to take more officers out of the field to teach a new program in the schools. However, some of the stakeholders want additional officers on campus to maintain safe schools for the students. Shootings and assaults on campus against students and teachers no longer is just a "big city" problem. Rural areas and smaller cities are now beginning to experience this type of violence in their schools and the community is demanding it be stopped. So all of the stakeholders will not be completely satisfied with this alternative but it is one which is viable and attractive to most.

Alternative Strategy #2 -- Use of statewide video training program through POST.

PANEL DEFINITION:

Some panel members believed the implementation of a gang intervention program through the use of a POST provided statewide video training program was a viable alternative. The following represents the results of the panel's examination of the proposal.

ADVANTAGES:

- * Statewide standardization of program.
- * Infrastructure is in place.
- * Cost effective.

- * Less logistical problems.
- * More of a far reaching program.
- * Can provide more current information as POST access to updated files can be used.

DISADVANTAGES:

- * It would be a less personal presentation.
- * The video taped program would, out of necessity, be very generic.
- * Initial startup costs can be very high with some agencies who are not hooked up to POST satellite programs.
- * No interpersonal interaction with instructor/students.
- * Students may lack interest in just a video presentation.
- * Eliminates any role playing scenarios.

STAKEHOLDER PERCEPTIONS:

The group's thoughts on this alternative were mixed. Some thought the idea was rather novel and deserved more examination. Most thought the lack of a one-on-one relationship with the students would immediately turn them off of the subject.

There is the advantage of using POST resources for updated information on gang intervention but what good would it be if the students were not interested in the video presentation? It would need serious attention to make it effective.

This alternative does make a major assumption that POST would be willing to spend time and money to participate in producing a gang intervention program which can be used statewide. With state budget cuts again in the offing, this strategy may not receive the cooperation of POST.

Educators have mentioned that students in the elementary and middle schools need role playing scenarios to have a point brought home to them. Video presentations may be able to have a role playing program but it may not be as effective as the students themselves actually participating in the scenario.

A combination of instructor and video presentation may be a better concept for this alternative. Instructors provided with booklets could lead students into discussions and role playing with the video portion acting as a back up to the instructor/student relationship.

An effort to make this type of gang intervention presentation must be carefully done or it could give cause to those who do not want law enforcement involved ample ammunition to keep law enforcement out of the program. It is questionable whether this strategy could be successful.

Alternative Strategy #3 -- Initiate use of a multi-disciplinary task force approach.

PANEL DEFINITION:

There are a number of agencies, both in and outside of the criminal justice system, who want to address the gang related violence problem. Social Advocates for Youth and Fighting Back are two examples of outside agencies currently working with the Probation Department on street related gang intervention programs. Members of the panel thought a viable alternative could be to establish a task force where all of these agencies, as well as those in the criminal justice system (sheriff, police and probation) could take part in the establishment of an elementary school gang intervention curriculum. The following represents the results of the panel's discussion for this alternative.

ADVANTAGES:

- * Unification of agencies to a common mission.
- * Greater availability to resources.
- * More diversity and creativity towards solving of problems and developing ideas.
- * Broader base support from involved governmental agencies.
- * Less costs to individual agencies as costs are shared.
- * Better buy in of minority rights groups if agencies they trust and respect are part of a law enforcement based gang intervention program.

DISADVANTAGES:

- * Differing philosophies of the different agencies.
- * Potential of hidden agendas.
- * Potential conflict over choice of leadership.
- * Potential for infighting.
- * Control problems may occur due to differences.

STAKEHOLDER PERCEPTIONS:

Most of the group thought this may be an acceptable alternative to the majority of the stakeholders. However it would be difficult for the strategy to be successful because of the differing philosophies. The group believed the "glue" that could make this program successful was the common mission of helping the youth of the community to a better life style than that presented by gangs.

The advantages were seriously considered but they were outweighed by the disadvantages. The strong potential for infighting and hidden agendas led the group to believe that ground rules had to be established before any effort was made to enact the program. Those members of the group who have had experiences with the initial formation of law enforcement task forces recalled how difficult it was to start a countywide drug task force, for example, when all of the representatives were from law enforcement agencies.

The mission may not be as important as the vehicle used to accomplish the mission.

PREFERRED STRATEGY:

After discussing the alternative strategies, the group thought combining the proposed gang intervention program with the current D.A.R.E. program would have the best chance of success. D.A.R.E. already has credibility with most of the community, the school administrators and specifically the parents. Therefore the major emphasis would be on getting acceptance from the instructors, modifying the curriculum to add the gang intervention program, and adjusting the number of classes so that it does not cause any perceived interference with the teachers.

The fact that the instructors have an established rapport with the students may make the introduction of a new program easier to accept. Also, the instructor training costs will be centered on the material only. The training needs for the establishment of an interpersonal relationship with the students will not be necessary as all D.A.R.E. instructors have received this during their first week in instructor's school. Other costs will have to be given serious consideration as to the specific needs of the gang intervention program itself.

Because several studies, including the Los Angeles District Attorney report on gangs, violence and crimes, cite that 70% of all gang members are involved in drugs one can say that this alternative is still goal oriented. The D.A.R.E. curriculum does have a small section on gangs (about one hour); it would be possible to expand on that section.

Serious efforts must be made by all parties to avoid the dilution of the D.A.R.E. mission while incorporating the gang intervention program as a new part of this mission. This strategy was selected as an alternative to the establishment of a law enforcement involved gang intervention program in the schools. Therefore, the alternative is not what some may believe is the best strategy but possibly the strategy which may be most likely to succeed should the original concept be rejected outright by the majority of the stakeholders.

IMPLEMENTATION PLAN

As the alternative strategy requires a modification to a current school curriculum (D.A.R.E.), a complete change in the philosophy of the Los Padres Sheriff's Department will be necessary. The executive staff of the Department will have to accept and support the modified program before any other steps can be taken. Once this acceptance is accomplished, the present D.A.R.E. officers will have to be addressed. It will have to be made very clear to them that the staff still believes in the message of the D.A.R.E. program. But the program will have to be expanded to include a gang intervention portion. Perhaps pointing out that gangs are so heavily involved in drugs can be used to persuade the D.A.R.E. officers of the need to combine the two programs.

It will be necessary for Sheriff's staff to clearly communicate to the D.A.R.E. officers that their input in the modification of the program is important to its success. They will also be informed that additional training will be provided to them which will specialize in the gang intervention aspect of the curriculum.

Once the department is united in the accomplishment of their new goal, a new mission statement, possibly written by D.A.R.E. and line level officers, will be presented to the department. A Sheriff's "newsletter," signed by the sheriff, and a representative of the D.A.R.E. officers will be sent to every member of the department to show this is a department wide effort for all to work towards in the best interest of the youth of their community.

After the internal changes are completed, the stakeholders must be addressed. Specific members of the department must be selected to determine who will interact with which stakeholder. Pairing up department members with those stakeholders they best relate with will improve the chances of coming to an agreement with all of the parties involved. For example, the sheriff

and undersheriff will work with individual members of the board of supervisors, while officers respected by most minority groups will work with the minority leadership and the D.A.R.E. supervisor could be assigned to work with the school administrators to seek their support for the implementation of the new strategy.

Regular meetings will be held to make sure all of the department representatives are aware of what is occurring with each stakeholder. Problems can be shared so that they may be better resolved. More importantly, specific direction can be given so that the members of the department all feel they are in this important change together and all are contributing to it's successful effort.

As the stakeholders come around to supporting this alternative, a committee would be formed composed of stakeholder representatives. This joint committee would then be asked to develop a monitoring system of the program as well as an evaluation component. The evaluation component could include statistics from the Office of the District Attorney as to the numbers of gang-related violence. The decrease in gang-related violence could be one indicator as to the success of an academic gang intervention program. Another indicator would be the police gang task force database. It should reflect if gang membership is changing. Setting up this component could be done expertly, possibly with the assistance of the local university who would have departments with vast experience in this area. The committee will be used as a troubleshooting element to identify and resolve problems as they come up during the initial use of the program. In future years it can act as a curriculum update advisory board with the addition of appropriate qualified personnel.

The news media will be kept informed, as well as the stakeholder groups, as to how the establishment efforts are proceeding. Maintaining a positive outlook, coupled with clear lines of communication, on the issue surrounding the implementation of the plan will be most important. The openness of the communications will assist with the necessary feedback which will be very important to the success of the program.

With a due diligence effort by all interested stakeholders, the chances for a successful program are increased significantly.

SUMMARY

This paper examined the strategic planning efforts of the fictional agency of the "Los Padres County Sheriff's Department" to bring about the desired future described in a recent futures study.

An inspection of the situation was initiated by utilizing the **STEEP** (Social, Technical, Economic, Environmental, and Political) process coupled with the **WOTS UP** (weaknesses, Opportunities, Threats, Strengths, Underlying, and Planning) analysis program. This then led to the use of a modified Delphi process to review three alternative approaches, and select a preferred strategy.

The process revealed that the preferred strategy would be to merge a proposed gang intervention program with the current D.A.R.E. program. Because D.A.R.E. is an example of a successful program initiated by law enforcement leadership, merging a gang intervention program with it would allow law enforcement to continue to interact with the schools to aggressively combat the gang related violence through education.

The instructors have an established rapport with the students which may make the introduction of the new program easier to accept. Also, the instructor training costs would be centered on the material only. All D.A.R.E. officers have received the necessary and required training to teach K-12 students.

Because several studies cite that 70% of all gang members are involved in drugs one can say that this alternative is still goal oriented.

There is some justification that drug seizure monies can be used as a source of continued revenues for the program. Some law enforcement agencies are now returning 25% of seized monies to the community. This would be an acceptable method of aiding the youth of the community.

Law enforcement and the schools could then work together to expand the program for presentation of gang intervention/identification programs to the parents and teachers.

However, a preferred strategy cannot be implemented without careful planning and support of a department's entire staff. A transition management plan must be developed to assure a successful implementation of the desired result. The next portion of this study will address that issue.

SECTION FOUR

TRANSITION MANAGEMENT PLAN

**PREPARING THE ORGANIZATION AND
THE COMMUNITY FOR CHANGE**

THE TRANSITION MANAGEMENT PLAN

The preferred strategy selected by the group can only be successfully implemented if there is an effective transition management plan. This same group of seven Command College students assisted this researcher in the development of the transition management plan. To refresh the reader's memory, those officers who assisted were:

Captain Carlos G. Bolanos, Salinas Police Department
Lieutenant David Bliss, Mountain View Police Department
Captain Ronald E. Hunt, Fremont Police Department
Lieutenant Dennis C. Holmes, Milpitas Police Department
Captain Steven A. Krull, East Bay Regional Park District
Lieutenant Randy J. Sonnenberg, Foster City Police Department
Lieutenant Mike Tracy, Ventura Police Department

The success of the development of a transition management plan depends on the ability of the staff of the Los Padres County Sheriff's Department to work cooperatively with the major stakeholders, particularly the school superintendent, the line level officers, and the minority rights groups. The preferred strategic plan offers the Los Padres County Sheriff's Department the best opportunity to accomplish its intended goal. A transition management plan has been developed to help move the Los Padres County Sheriff's Department through the process of gaining unanimous support of the stakeholders for the preferred strategic alternative.

CRITICAL MASS

The "critical mass" is a sub-group of the stakeholders. The stakeholders are defined as individuals or groups who impact decisions, are themselves impacted by these decisions and who care about the issues. The "critical mass" is identified as the minimum set of key players required to bring about the desired change. They are vital in that they have the ability and, in some cases, the authority, to block the program. In evaluating the strategic plan to manage the potential impacts of certain stakeholders, the following six critical mass actors were identified:

- * The County Sheriff
- * The Board of Supervisors
- * The School Superintendent

- * Minority Rights Groups - La Voz De La Raza
- * Line level officers(including DARE Instruction Officers)
- * Parent Teachers Association

The "critical mass" actors were identified with the assistance of a panel of officers, named earlier in this report, who had originally identified the stakeholders. Additionally, these officers identified the level of commitment, and desired level of commitment of the "critical mass" actors as illustrated by the following commitment chart.

(Illustration 24) COMMITMENT CHART

Critical Mass Actors	Block Change	Let It Happen	Help It Happen	Make It Happen
County Sheriff			O <-----	----- X
Chair, Board of Supervisors		X O		
School Superintendent	X-----	-----	----->O	
Minority Rights Groups "La Voz de la Raza"	X-----	----->O		
Line Level Officers		X-----	----->O	
Parent Teacher's Association				XO

X = PRESENT COMMITMENT

O = NEEDED COMMITMENT

County Sheriff

The Sheriff was identified as one of the critical mass actors for two reasons. The first and most obvious reason is that he could block the use of his officers in a gang intervention program at any time should that be his desire. More importantly, his strong, sometimes outspoken support for the effort has caused some supporters to wonder if the program could be

done without law enforcement involvement. The cause of this attitude is that the Sheriff tends to want to rush through the necessary steps to get to the action stage.

This is the first term for the Sheriff and he is enjoying much success with the changes he has brought about in the way services are provided to the community. But some members of the community believe he is pushing too hard, at least publicly, for law enforcement involvement in a gang intervention program at the elementary school level. The Sheriff's outspoken attitude about the program has upset some of the minority leaders in the community who do support law enforcement in general. The Sheriff has had a tendency to speak of the violence committed by the minorities involved in gangs while not mentioning the Anglo gang members and the violence attributed to them, especially in the area of racists attacks on schools and churches.

The group believes it is important for the Sheriff to communicate support for the program within the Department. This is particularly true in light of the fact that some line officers have publicly stated they do not believe law enforcement officers belong on the school campus for any reason. Therefore, the Sheriff must work to gain the commitment from his employees, especially his staff, management and informal leaders of the department to support this program. If he takes a passive role, the program may surely fail. However his outspoken public support needs to be more behind the scenes. An appearance of being in the "help it happen" category may be more beneficial to the goals than the public appearance of being the "make it happen" section. This can best be accomplished by having a team of executives from the Sheriff's Department, who have gained the trust of the Sheriff, approach him and convince him it is for the best interest of the community and the Department. Only then would he be willing to make the major adjustment which is desired by the group.

Chair, Board of Supervisors

All of the members of the Board of Supervisors have expressed support for the program if the sheriff can show it will reduce crimes of violence in the community. The Chair of the Board has expressed particular support for the program. She has volunteered to assist formally or informally, as we may suggest is most appropriate. The primary concern of the Board has been with the cost of a new program for the establishment of a gang intervention program. By using the DARE program, which is already in place, the Board will be supportive of the efforts

to blend the proposed gang intervention program into DARE. As their main concerns are public safety and cost to the taxpayer, the best place for them politically is to continue to remain in their present "let it happen" category.

School Superintendent

The school superintendent is particularly important as he will have the final determination as to what type of school based gang intervention program will be allowed on campus. At a meeting of community leaders, which included the District Attorney and a representative of the Sheriff's Department, the superintendent mentioned that he believed the development of a gang intervention program was "too overwhelming" for immediate use. He also mentioned that he did not believe law enforcement should be involved.

The school superintendent mentioned at the same meeting that former gang members might be a better example for students than law enforcement officers. There is an opinion that the use of former gang members sends a message to the students that it is all right to be a gang member while still young and to change later in life. This idea would have to be discussed with the school superintendent in order to examine the advantages and disadvantages of it.

By proposing the preferred strategy of blending the gang intervention program with the current DARE program, it is feasible to move the superintendent from the "block change" position to the "help it happen" position. This is especially true as the school district is facing a one million dollar shortfall this year. By compromising and blending the proposed program with DARE, he will not face additional expenditures which may be associated with the project.

Selected members of the PTA and the community would be asked to pass the message on to the superintendent that the community is demanding something be done. They will encourage him to assist with this plan by pointing out the advantages to the preferred strategy.

Minority Rights Groups

The minority rights groups, led by La Voz de la Raza spokespersons, have been quiet after the 1994 town meeting where many Hispanic citizens voiced their feelings about the need to address the gang issue. Previously, there was strong public opposition by the La Raza spokespeople about the creation of a Serious Habitual Offender program by local law enforcement. They also made public their opposition to the use of law enforcement officers on campus for any reason.

Law enforcement will have to venture into a new arena and set out to work with these groups. The transition team will make an effort to reach out to the board of directors of La Voz de la Raza. Then members of the team will make contact with those leaders in an effort to work together on the project for a common goal of safer schools for the children of the community. It can be expected that some of the leaders will be resistant to working with law enforcement as they may see it as a potentially threatening experience to work with a governmental agency they traditionally have viewed as adversaries.

The preferred strategy of blending the proposed program with the current DARE program will need the cooperation of these groups. Therefore it is important that law enforcement work towards building a degree of trust with those identified leaders of the minority rights groups in order to move them from the "block change" position to one of "let it happen" or better.

Line Level Officers

Due to budget cuts, many line level officers have expressed their belief that officers belong on the streets to deal with the gang violence and not on campus. As a compromise, the officers have made the Sheriff aware of their position that merging a gang intervention program with the present DARE program would be acceptable to them. By agreeing to this, the officers believe they would not lose any more officers from patrol for an additional school-based program. This places the line level officers in a "let it happen" position.

The key to changing their position from "let it happen" to "help it happen" would be the DARE instruction officers. Because the DARE officers have daily contact with school staff and students, it is very important that they believe in and support the preferred strategy of merging the gang intervention program with the current DARE program. Without their support the program will not receive the strong support of the other line officers and, if they were to give a class on a program they do not believe in, it would surely fail.

Therefore the major emphasis would be on getting the DARE instructors to support the preferred strategy and then use their influence to move the line level officers to a position of "help it happen." This effort can best be accomplished by the DARE Sergeant, who is also in favor of the preferred strategy.

The DARE officers can also be used to assist with overcoming any potential resistance on the part of school staff personnel. Their daily contact with the teachers and school staff has caused the development of an excellent rapport which can be used to law enforcement's benefit.

Parent Teacher's Association

Representatives of the local Parent Teacher's Association spoke at the 1994 town meeting. At this session they said they were fearful of harm coming to their children, while they are attending school, from gang violence. There was also statements made by their representatives that they would support any program which would cause more law enforcement officers to be on campus. It was mentioned that the parents of the association wanted to put an end to the "glorification" of gangs by the media and that law enforcement officers should force gang members in school to obey those laws and rules affecting the schools just as they must obey the laws of society.

The Parent Teacher's Association strongly endorsed the idea of a gang intervention program on K-12 campuses. It was their stated intention to work with law enforcement and the school administration to see to it that some sort of gang intervention program was initiated in the future. Representatives of the P.T.A. have spoken several times at school board meetings demanding that a gang intervention program be established. Public statements have also been made by these same representatives that the board of directors of the Parent Teacher's Association will politically strongly oppose any school board member who does not support a gang intervention program. Candidates will be sought who support this program and the P.T.A. will then actively campaign for their election. This places them in the "make it happen" position. Because of their commitment to work with law enforcement, and also because of their immediate contact with the school administration, it is appropriate to work towards keeping them in this same position.

GOVERNANCE/TRANSITION MANAGEMENT STRUCTURE

During the transition state, a management structure must be developed which will create the least tension with the ongoing system and the most opportunity to facilitate and develop the proposed system. The developed structure will have to include participation from a variety of

the stakeholders previously identified, including those who have been described as a part of the "critical mass."

This will require the formation of a committee made up of the stakeholder groups and individuals. A style of participatory management will help to earn a mutual respect of all of the groups and individuals involved and improve the chances for the successful implementation of the preferred strategy of merging a law enforcement gang intervention program with that of the current DARE program.

Prior to the formation of this committee, the Sheriff will appoint a staff member of his department to act as the program manager. In house discussions will be held to provide direction as to how the program manager is to proceed. The degree of authority and responsibility assigned to the program manager will be clearly defined to all members of the department. Agreement as to who would best serve the implementation of the preferred strategy by being appointed as a member of the committee will also be decided.

The program manager will personally contact those groups or individuals identified as major stakeholders for the preferred strategy and urge them to accept membership as a part of the committee. After a series of two or three preliminary meetings, each member will be assigned responsibility for a particular part of the project. This early participation will allow the group representatives and individuals to know they are on the ground floor, acting in partnership, to implement a strategy based on the best interest of the youth of the community.

It is very important that a good stream of communications exist between law enforcement, the school superintendent and all other members of the committee. Any issues which need to be resolved can be approached with more successful results if the lines of communications are kept at their best.

Because there will be a merger of a gang intervention program with the existing DARE program, the committee will have to evaluate the added curriculum and any additional cost factors, including potential funding resources. When the committee members unanimously agree on the content of the curriculum it will then be ready for presentation to the Sheriff and the school superintendent (who should be on the committee or be represented on the committee). If the curriculum meets with their approval, the necessary governmental bodies, the school board

and the community at large will be addressed by a joint presentation of the Sheriff and School superintendent.

Members of the committee will be responsible for developing a system of evaluation for the program. They will also be responsible for constantly reviewing the curriculum material for necessary updates.

A monthly report will be produced and provided to the Sheriff and the school superintendent, as well as all interested agencies if it is requested. The Sheriff will then report on the progress of the committee to the Board of Supervisors, and other appropriate governmental agencies.

All of this will be completed under the direct responsibility and authority of the project manager. He must also be responsible for seeing to it that the development of the formal program structure continues to be inspected by the committee. This will help insure that the committee members continue to work towards the common goal with a minimum of conflict.

TECHNOLOGIES AND METHODS

Several different methods will be used to help successfully implement the preferred strategy with a minimum of conflict and misunderstanding which usually happens when change is initiated where a variety of organizations, groups or individuals are involved.

The methods include the following:

- * The Sheriff will make all Sheriff's personnel aware of what his intentions are and why. He will enlighten his staff as to his reasons for implementing the preferred strategy, the goals of the new program, and the procedures for how the transition will take place. His strong support for the change will be expressed and he will encourage his staff and line level officers to follow with him on this endeavor.
- * The project manager will hold regular meetings and make sure that every agency representative communicates back to their managers regular progress reports of what has taken place.

* Because of the keen interest by all Sheriff's management personnel, the project manager will hold regular progress updates with the Sheriff.

* Information forums which will give access to the general community may be considered by the project manager.

* News releases are another way of communicating the committee's progress to the community and should be considered.

RESPONSIBILITY CHART

A responsibility chart indicating the assignments of the committee members and distributed to the represented agencies has been developed so that individuals could identify the various roles of the committee members. The following is an example of a proposed chart which was developed by the panel who assisted this writer with portions of this report.

(Illustration 25)

Decisions/ Actions	Program Manager	County Sheriff	School Superintendent	Committee Members	Board of Supervisors
Announce Concept		R	R		I
Select Program Manager		A/R	I		
Select Committee Members	R	A	I/S		
I.D. Goals	R	A	S	R	
I.D. Training Needs	A	I	I	R	
Develop Trng. Curriculum	R	A	S	R	
News Releases		R	R		S
I.D. Resource Needs	A/S	I	I	R	I
Develop Funds	R	S	S		A
Program Administration	R	A	I		
Program Evaluation	R	I	I	R	

SYMBOLS: R = Responsibility, A = Approval, S = Support, I = Informed

TIME LINE IMPLEMENTATION

Successful implementation of the preferred strategy requires certain steps, resource allocations and time lines to be structurally identified. It is expected that the project manager and committee members, working together, will create the necessary procedures during their initial set of meetings.

Because the Sheriff has the overall responsibility for implementation of the strategy, he must see to it that the personnel of his department realizes the importance of the plan. The school superintendent is also responsible for the implementation of the plan but it will be the Sheriff and his staff who must first win over the superintendent to allow law enforcement involvement. Because of the public expression of law enforcement involvement in a gang intervention program by representatives of the Parent/Teacher Association, the budget shortfall of the school district, and that the program will be merged with the current DARE program, it is fully expected that the superintendent will become supportive of the proposed program.

The entire program can be completed with the implementation of three phases. The following identifies each of those phases and the time needed for the completion of each.

Phase One -- Evaluation of the Need For Change

Because of the community demand that something be initiated to combat the gang violence problem, this phase can be accomplished rather quickly, probably in ninety days or less. The Sheriff would have staff meetings to develop a plan of action, select his project manager and initiate a needs assessment surrounding the potential costs for implementation of the preferred strategy.

Those stakeholders groups and individuals who have been identified would be contacted and urged to participate by inviting their key leaders to a meeting where issues are aired out and also where ideas can be expressed and discussed.

Phase Two -- Preparing for the Change

Because the DARE program usually is presented to the students during the first half of the school year, one would not expect the transition to be completed in less than one calendar year. This phase of the effort will take approximately six to eight months to conclude.

The selection of those stakeholder representatives for the committee would be made at the start of this phase. The stated goal of the committee would be identified as well as the

completion of the mission statement and policy and procedures established to assist in the smooth operation of the committee. If at all possible, specific costs should be determined and funding sources researched. Necessary training requirements would be identified as well as the funding sources available for the allocation of the necessary personnel should it be deemed necessary to augment the present staff of DARE officers.

Sources for obtaining gang intervention materials should be identified and presented to the entire committee. The gang intervention curriculum could then be written by the committee members and final approval for its contents granted by the sheriff and the school superintendent.

Phase Three -- Implementation

The sheriff and the school superintendent will present the curriculum and the procedural plan to the board of supervisors and local school board for final approval and official governmental sanction. After presentation to the sheriff's department and school employees, the media will be advised for dissemination to the public. At the start of the next school year the merged programs will be introduced with oversight by the committee.

SUMMARY

The goal of this transition management plan is to provide the fictional agency of the Los Padres County Sheriff's Department with a method of merging a proposed law enforcement involved gang intervention program with that of the present D.A.R.E. (Drug Awareness Resistance and Education) program.

It is expected that the implementation of this plan will bring the major stakeholders and identified critical mass actors together with law enforcement to jointly address the problems brought about by gang violence.

Although the transition process is a major challenge, it will place law enforcement and certain minority rights groups, who in the past always seemed to be at odds, in a position of working together with an air of cooperation towards a common goal.

It will be the role of the project manager, with the assistance of the sheriff, to see that the critical mass actors help the transition take place regardless of their personal beliefs or feelings. The sheriff must continue to work behind the scenes while the project manager

continues to work publicly on the development of trust amongst the individual members of the committee for the best interest of the committee as a whole. This will then improve the chances of the successful implementation of the preferred strategy.

SECTION FIVE

**CONCLUSIONS, RECOMMENDATIONS
AND FUTURE IMPLICATIONS**

CONCLUSIONS AND RECOMMENDATIONS

The data collected and evaluated in this study indicated the following information with regard to the issue and sub-issue questions:

The issue -- What role can a mid-sized law enforcement agency play in an elementary school based academic gang intervention program by the year 2003?

Gangs and the violence associated with gangs continues to grow in California. The September 19, 1994, issue of Time Magazine had two articles devoted to juvenile gang related violence. The article reports that no segment of society is immune to the problem. Youthful offenders from mostly white middle class communities are just as likely to be involved as those from the inner cities. The articles also reflected, by statistics, the continuing increase in gang related violent crime. Add to this the perception that California's public schools have become a reflection of the violent society of which they are a part. California no longer can say that the schools located in a rural environment are immune from gangs and gang violence.

The literature search reveals that it has now become necessary for law enforcement to examine, and at times participate, in new and innovative methods to address the gang problem. While gangs and gang related violence must be aggressively attacked by law enforcement, new comprehensive programs are necessary to deal with what is now acknowledged to be a long term problem.

The NGT group gathered for this study revealed that there are many trends occurring in the society that supports the information from the literature search about the continuing growth of gang related violence. Gang violence was growing too quickly not to be noticed. This concerned the group immensely and caused them as a whole to state that nontraditional efforts were needed to address the problem.

The strategic management portion of this study employed a panel of individuals to develop a list of alternative strategies for a fictional law enforcement agency confronted with the primary issue. The panel used the Modified Policy Delphi process to generate a list of eight different alternative strategies. These strategies were rated based on the following criteria: cost of implementation; stakeholder support; feasibility; community support; political support; and, is it goal oriented? The list was then reduced to three alternatives. Of the final three, two

represented what the group ranked as most likely and one which was most diverse from the first two. Each strategy was then examined with the advantages and disadvantages listed.

The three strategies examined were:

Alternative strategy #1 -- Combine the proposed gang intervention program with present programs already in the schools, specifically D.A.R.E..

Alternative strategy #2 -- Use of a statewide video training program through POST.

Alternative strategy #3 -- Initiate use of a multi-disciplinary task force approach.

After discussing the alternative strategies, the group thought combining the proposed gang intervention program with the current D.A.R.E. program would have the best chance of success. D.A.R.E. already has credibility with most of the community, the school administration and the parents. It is an established part of a school curriculum which only needs expansion and the initial costs would not be as much as a completely new program.

Based on the preferred strategy, the four sub-issues were also examined with the following results:

Sub-issue #1 -- How can law enforcement overcome resistance to having sworn officers teaching classes on school campuses?

By combining the gang intervention program with the current D.A.R.E. curriculum, the educational system acknowledges that addressing the gang violence problem is a health care issue equal in priority to drug resistance education.

The established D.A.R.E. program does have a small segment on gang intervention so the blending of the proposed program with D.A.R.E. is logical.

Because gang violence can be construed as a health care issue, (President Clinton refers to it as a health care issue because emergency rooms are filled every Friday and Saturday night with drug overdose cases and with gang members and other youth who have been shot, stabbed or seriously assaulted) it is acceptable to the school administration to combine the proposed program with D.A.R.E. which is a part of the state mandated health care curriculum requirement of K-12 schools.

Implementation of the preferred strategy would cause this sub-issue to be addressed satisfactorily by both the school administration and law enforcement for presentation to the community, including any minority rights groups, and involved political bodies. Therefore the resistance by school administrators would be minimal or nonexistent because they could easily explain they have simply expanded the current D.A.R.E. curriculum for the best interest of the students.

Sub-issue #2 -- What goals will be agreeable to both law enforcement and the school system for an academically based gang intervention program on school campuses?

Several studies, including the Los Angeles District Attorney report on gangs, violence and crimes, cite that 70% of all gang members are involved in drugs. Therefore the goals for law enforcement and the school administration will be to offer students exposure to an alternative lifestyle to gang membership. The dangers to gang membership, not just with drug involvement but with the violence associated with gangs will be a part of the proposed program.

Programs similar to D.A.R.E. suggest that self esteem classes and the teaching of moral values should be an important part of the curriculum. The entire curriculum would make the student aware of his/her options to a gang/drug lifestyle. At the same time the student will learn that they possess certain positive qualities which can make them a contributing factor to their school and their community.

Sub-issue #3 -- How can law enforcement develop community support for an academically based gang intervention program taught by sworn officers on school campuses?

Law enforcement will have to address this issue by pointing out that sworn officers make a better role model than those programs which use former gang members as instructors. Secondly, officers deal with gang members daily while on patrol so there will be more credibility with what the officer says than with what a teacher may say.

Officers on campus teaching gang intervention can also be available if any potential trouble crops up while he/she is there. It would give the students and the teachers a safer environment in which to learn and to teach.

Finally, officers would be willing to teach moral values, as they do with the D.A.R.E. program more readily than teachers, many of whom believe it should only be taught at home.

Sub-issue #4 -- How will academic gang intervention programs be funded?

Cost considerations were a part of the reason the preferred strategy was selected. By blending the gang intervention program with a current program such as D.A.R.E., the cost factor would not represent such a major concern.

D.A.R.E. officers are required to attend a two week school as part of their training for teaching at the K-12 level. Secondly, the amount of training required for the necessary expansion of the gang intervention program would be reduced.

Options for financing were discussed by two panels involved with this study. In one discussion it was mentioned that in Santa Barbara County the Sheriff's Department finances 100% of their D.A.R.E. program from drug seizure monies. This includes the salaries for a supervisor and five officers plus the necessary materials. Additionally, there is a move afoot in California that law enforcement agencies must spend at least 25% of any drug seizure monies on programs for the community. The preferred strategy would fit in that category.

While in Command College, a representative of POST mentioned to the students that on an annual basis there are many grants available for law enforcement purposes. He mentioned that very few applications are submitted for these grants and therefore a large percentage of the grant monies go untouched. This option was also discussed.

According to Captain Manny V. Davila of the Phoenix, Arizona Police Department Community Relations Bureau, the crime bill signed by President Clinton in August of 1994, has forty million dollars attached to it for educational programs. This forty million also would include the cost of officer training for a gang intervention program.

When a preferred strategy had been selected which directly addressed the main issue as well as the sub-issues, an implementation plan was developed for the department. Steps to unite the department in the accomplishment of their new goal were outlined as well as a new mission statement was written.

Finally, with the implementation of an adequate transition plan, law enforcement and the schools could then be able to work together to expand their efforts for the presentation of gang intervention/identification programs to the parents and teachers. This joint effort would demonstrate to the public that they were taking proactive steps to address the gang related violence in their community.

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November 10, 1993

Sergeant Jan Bullard
Santa Barbara Sheriff's Department
4434 Calle Real
Santa Barbara, CA 93110

(Appendix "A")

Dear Jan:

Thank you for agreeing to take part in my nominal group technique program. The program has been scheduled for Wednesday, November 24. We will be starting at 9:30 AM (coffee and muffins available at 9:15AM) and I fully expect to finish by noon. The location will be the Sheriff's Department conference room which is located in the Sheriff's administration building at 4434 Calle Real.

To give you a better understanding of what will take place and why, I would like to explain that I am currently attending the California Peace Officers Standards and Training (POST) Command College. This program is accredited by Cal Poly Pomona and will lead to a Master's degree in Management. Unlike other papers, I am required to follow a specific process developed by the Leadership section of POST. The nominal group technique (NGT) exercise is a very important part of the process as the group's results will be the product for a technical report. This report will then serve as justification for the final portion of the paper which is the development of a curriculum and the forming of a strategic plan for the implementation of the gang intervention program. I am required to produce a journal article from the final paper which may be printed in a variety of law enforcement publications.

At our session, the members of the NGT will establish a list of trends and events which could have an impact of the main thesis; and at least three sub-issues which affects it. We will then rank the top ten, in order of importance. Finally, each member will fill out an events and trends evaluation form.

When completed, this paper will be available through POST for law enforcement agencies throughout the State to assist them in developing a protocol for a gang intervention academic program of their own. So your time and help is truly important.

Again, please prepare for the session by reading the attached material. That way, we can all be confident the group will be done by noon.

Thank You,

Ed Piceno

AGENDA FOR
NOMINAL GROUP TECHNIQUE

0915-0930: Coffee/Muffins available

0930-0945: Introductions

0945-1015: Listing of all EVENTS & TRENDS identified by the group.

1045-1130: Ranking of EVENTS & TRENDS by the group.

1130-1145: Break

1145-1200: Fill out EVENT & TREND evaluation forms by each group member.

ISSUE STATEMENT AND
PRIMARY SUB-ISSUES

The purpose of this study is to develop a protocol which can assist law enforcement managers to strategically plan for the implementation of an academic gang intervention program with the cooperation and partnership of the educational system.

The Nominal Group Technique (NGT) members will be looking at the main issue and sub-issues back **FROM THE YEAR 2003**. The goal is to look back in time and identify which trends and events took place which impacted the main issue of the paper.

Prior to arriving, I would like each member to think of at least three events and three trends you believe could have happened which would have had an impact on the main issue or sub-issue.

The main issue the group is to consider is:

**WILL LAW ENFORCEMENT HAVE A ROLE IN AN ELEMENTARY SCHOOL
BASED ACADEMIC GANG INTERVENTION PROGRAM BY THE YEAR 2003?**

The three sub-issues to consider are:

How will gang intervention programs be prioritized by the educational system?

What goals will be agreeable to the schools system and law enforcement for the introduction of a gang intervention program as a part of the school curriculum?

How will gang intervention academic programs be financed?

To assist you with the development of your list of trends and events, I have separated these into two parts, provided you with a definition of each, and gave you several examples of each.

TRENDS ARE DEFINED AS:

"A series of events by which change is measured over time."

In other words, a trend is a series of events that are related, occur over time, and can be forecasted. A trend should not include a predetermined measurement.

THREE EXAMPLES OF TRENDS WHICH RELATE TO THE MAIN ISSUE AND SUB-ISSUES ARE:

Some sociologists believe that "the most important predictor of criminal behavior is not race, not income, not religious affiliation. It's father absence. It's boys who don't grow up with fathers." The Progressive Policy Institute has issued a statement which says in part, "controlling for family configuration erases the relationship between race and crime and between low income and crime." The erosion of mother-father households as the child-rearing unit is a major cause for children dropping out of school, joining gangs, increased domestic and other violence, drug abuse, joblessness, etc..

If this is true, then the fact that the increasing percentage of births to unmarried women has become a serious crisis as it relates to gang violence.

Fifty years ago 5 percent of American births were to unmarried women. In 1991, 29.5 percent of all races, 21.8 percent of whites, and 67.9 percent of births to blacks are to unmarried women. The trend started in the 1960's and has continued at an increased rate of almost 1 percent per year. It is projected that by the year 2016, 50 percent of all births will be out of wedlock.

Should this continue, violence, especially gang violence, will continue into the foreseeable future.

A second trend of which we are all very much aware is the dramatic increase in violence in this country. In 1992, the District Attorney of Los Angeles County released a comprehensive report which states that half of all gang members in L.A. County participate in violence. This is a much higher rate, by a factor of four, than for nongang members. There are also twice as many frequent violent offenders among gang members. In Los Angeles County alone, Latino gang violence increased by 96% in a single year in the unincorporated areas. The City of Los Angeles reported a smaller, but still enormous percentage.

The final trend example is the number of violent crimes on California Campuses in the K-12 classes. These have shown significant increases over the past five years, and some experts are predicting it will continue to rise for the next five years.

Remember, you are observing this back from the year 2005, so you can identify trends you believe may occur, **EVEN IF THEY HAVE NOT ALREADY OCCURRED**. Allow your imagination to stretch a dozen years and list what you think may become a trend by then!

EVENTS ARE DEFINED AS:

"A discrete, one-time occurrence"

In other words, an event is a one time occurrence that can have an impact on the main issue or sub-issues which we are discussing.

THREE EXAMPLES OF EVENTS WHICH MAY OCCUR (BOTH POSITIVE AND NEGATIVE) AND HAVE AN IMPACT ON THE ISSUE AND SUB-ISSUES AT HAND ARE:

State may agree to provide funding for law enforcement and the educational system to work together to address the gang problem.

Science finds a way to deal with "crack babies" and return them to a normal, nonviolent lifestyle.

New laws are implemented which allows law enforcement and the school districts to share information on students who are gang members or "at risk" of becoming a gang member.

The evaluation criteria for an event are the following:

Clarity, intrinsic credibility, plausibility, representativeness, policy relevance, urgency, comparative advantage, and technical excellence.

Please call me if you have any questions about the TRENDS AND EVENTS criteria.

After the group has listed all of the trends and events, each will be ranked using a simple mathematical process. A short break will then be given so that I and my helpers can determine their ranking as evaluated by the group.

After the break, the group will examine the ranking of the trends and events and, if necessary discuss any disagreements.

When we have reached this stage, each member will be asked to fill out an event and trend evaluation form which will be provided to them. I cannot imagine the time required for filling out these forms to take more than ten or fifteen minutes.

The information on these forms will be used in a computer program by me to develop an "event related impact probability chart," a "cross impact matrix" chart and finally an "alternative scenario results study" for each of the ten trends developed by the group. This scenario study will require each of the trends to be run approximately twenty times in a numbering charged program. This will then produce a formula which will allow me to describe the future associated with one of the trend-level combinations, assuming that the trend levels remain constant. At least that is what my instructors claim!!!

Remember, I will be doing the computer work based on the information you, as a group, provided to me. You will not be involved in that part of the program so please don't be overwhelmed by what has to be done. I have allowed myself the privilege of being overwhelmed!!

The technical portion of my paper is due the end of December, 1993. The final paper will be due in September, 1994. If any of you would like a copy of the final product, please let me know and I will gladly provide you with one. It is the least I can do for your assistance.

Again, please call me if you have any questions about the process of the NGT. It is a rather simple process if we don't allow ourselves to see more into it than is actually there.

Thank you for your willingness to help, and I'll see you on November 24th.

November 29, 1993

Lt. John Wells
Santa Barbara Sheriff's Dept.
Santa Barbara, CA 93110

Dear John:

Thank you so much for assisting me with my Command College project. I realize technical report writing and research techniques tend to be rather dry, so your help is sincerely appreciated.

I am now in the process of developing a cross impact analysis to determine how the information compiled by the group will be affected in a variety of scenarios. I will then write a technical paper explaining the results of the Nominal Group's input.

My final report is due at the end of next year. If you would like a copy, please let me know and I will send you one.

Again, I appreciate your willingness to assist me. Any success I might have with my paper will have to be shared with you and the other members of the group.

Sincerely,

Ed Piceno

EVENTS

(Appendix "B")

The following is a list of events developed by the nominal group for the paper. This list includes the top ten events which were used for the Sigma generator and cross impact analysis.

State funding available to law enforcement and schools to address the gang problem.

Crack babies: Science breakthrough helps babies become normal.

New laws allow sharing of information by schools and law enforcement.

Federal funding for gang intervention programs is passed.

Federal law passes: Films will be appropriate for children viewing.

Neighborhood Gang Guardian programs draw children to positive activities.

AFDC monies tied to child's school attendance.

Teachers, Unions take dollars away from school programs. Power fight starts.

Community educated on the extent and impact of gang activity.

Formal agreements between social services, alcohol/drug programs and law enforcement develops.

California splits into two States.

Major gun legislation passes.

Information "superhighway" computer program allows for home instruction of students.

Two prong education system is legislated: Academic and trade school are developed for high school level.

Mentoring program established for at risk youth. Adults and responsible youth used as volunteers.

Parents become legally liable for acts of their children.

All schools to have metal detectors on campus.

All cities to have Serious Habitual Offender programs.

**EVENTS
(CONTINUED)**

Teachers successfully resist added curriculum of gang intervention programs.

Law passed: Mandatory early intervention programs to begin.

Voucher bill passes: For accreditation, new schools must have gang intervention programs.

Voucher bill passes: Public schools see increase in more poor/underachieving kids in dilapidated campuses.

Compulsory education age lowered to 16 years.

Illegal aliens restricted for public schools.

State law requires police officers on every campus.

Teacher/Administrator taken hostage in Los Angeles. Causes national publicity.

Child care provided at no cost.

Law passed: Gang intervention programs to target Kindergarten levels.

TRENDS

(Appendix "C")

The following is a list of Trends developed by the nominal group for the paper. This list includes the top ten trends which were used for the development of the paper.

Use of weapons in schools continues to grow.

Money available to eradicate graffiti increases.

Increase in DARE/Gang intervention programs in schools.

Increased cooperation between schools and law enforcement seen.

Increase in gangs and membership continues.

Cultural diversity issues on campus continue to vex system.

Increased interest in voucher programs.

Single parent homes may be a factor which causes children to join gangs.

Increased numbers of children born to single women.

Increased in violent crimes on K-12 campuses.

More of two parent incomes causes schools to fill more of the traditional parenting roles.

Media continues to sensationalize events: "Life is cheap and violence is normal."

Increasing disenfranchised people do not buy into norms.

More addicted babies born: Not just crack but alcohol, heroin, etc;.

More functional illiteracy and math incompetency in U.S. causing this country to lose it's share of the global market.

Schools refuse to continue filling certain "non-education" role

Emphasis away from "secondary" intervention programs to "primary prevention" programs.

"Role models" in sports and entertainment continue to disappoint youth with a "not their job attitude.

**TRENDS
CONTINUED)**

Population growth coupled with declining resources lower available funding for intervention.

Increased violence on school forces law enforcement on campuses.

Lack of faith in public schools results in increase in private and home schools.

Law enforcement and schools don't wait for state to move, gradually start their own local programs throughout the state.

Four of every ten students in California are now immigrants.

Alternate education settings established for students as young as 8 years old.

Middle class continues to flee from State. Loss of talent and stability for economy.

Gang "rap" music popularized. Now accepted and industry grows.

Increased emphasis in schools on "moral values."

Increase in "one-stop" centers for law enforcement, social services, education, etc;.

School dropout rate continues to climb towards 50%.

California leads nation towards second great depression.

Increased private funding for gang intervention classes.

Increased "parenting classes." Teaching parents on how to be parents.

Teenage births increase.

Overcrowding in schools increase.