

CRITICAL ISSUES IN POLICING SERIES:

# Gang Violence: The Police Role in Developing Community-Wide Solutions



POLICE EXECUTIVE  
RESEARCH FORUM



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# **Gang Violence: The Police Role in Developing Community-Wide Solutions**

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# Acknowledgments

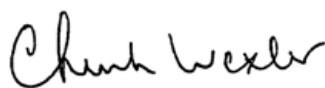
A GREAT DEAL OF HARD WORK AND THOUGHT by many people went into this report and the Gang Summit on which it is based. First of all, I want to thank the National Institute of Justice for supporting this project. And I'd like to express my deep gratitude to Chicago Mayor Richard Daley and his staff, as well as to Superintendent Jody Weis and the Chicago Police Department, for volunteering their city and facilities for our Summit. Rachel Johnston, Timothy Lavery, Megan Alderden, and many others from the Police Department did a tremendous job organizing the event. Their gracious hosting really set the stage for a lively and productive exchange of ideas on this important topic.

I'd also like to thank all our PERF members who responded to our survey on gang enforcement and came out to Chicago to attend the Summit. As always, PERF's ability to draw on the collective knowledge of our nation's experienced police chiefs is what allows us to take on the tough issues in policing. In particular, I'd like to thank Darrel Stephens and Larry Moser, as well as Chief Charlie Beck, for their invaluable input on this project.

And all of PERF's work in the Critical Issues in Policing Series is possible only because of the enduring partnership between PERF and the Motorola Foundation. For years, their generous support has allowed us bring together police executives from around the globe and explore the best practices and strategies in policing. Our thanks go out to Greg

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Executive Director  
Police Executive Research Forum  
Washington, D.C.



Mayor Richard M. Daley of Chicago and a number of police chiefs took questions from reporters at a press briefing held in connection with the Gangs Summit.



# Introduction

MORE THAN 75 PERCENT OF POLICE AGENCIES cite “gang activity” as the top factor contributing to violent crime in their communities. To explore the impact of gangs on policing efforts, PERF embarked on a project in early 2009 to identify trends and changes in the nature of the gang problem in U.S. cities, the impact of international influences on local gang problems, and effective strategies for dealing with gangs.

The first step was a survey, sent out in April, 2009, which asked agencies to detail the gang crime they were seeing in their jurisdictions and to identify innovative anti-gang initiatives and strategies that they have implemented to combat gang violence. The results confirmed the importance of this issue: 70 percent of our respondents had witnessed an increase in gang membership over the past two years, and 60 percent reported an increase in multi-jurisdictional gang-related crimes over that same time span.

To facilitate a productive, open discussion of gang issues, PERF partnered with Motorola, the National Institute of Justice, the Chicago Police Department, and the University of Illinois at Chicago to host “Policing Gangs: An International Summit for Police Executives” in Chicago in May 2009. More than 150 members of the law enforcement and academic communities came together

from across the world to share information about the changing dynamics of gang activity and to discuss how to combat the problem most effectively.

This report summarizes the findings of the PERF survey and Summit, which are part of the “Critical Issues in Policing Series” supported by Motorola. The report provides the insights of law enforcement executives and academics, offering domestic and international perspectives on gang activity.

A consensus emerged that the most effective approach to reducing gang activity is to develop a comprehensive strategy that extends beyond law enforcement, including elements to prevent juveniles from joining gangs and efforts to intervene and “rescue” youths who have some experience with gangs, to the extent possible. Police agencies must be active in soliciting the support and partnership of other criminal justice agencies, the juvenile justice system, and community organizations. Only through sharing “ownership” of the problem with a broad range of people can police address the gang problem at its roots.

PERF will continue to monitor trends in gang activity and enforcement and will use the information provided by police executives in this report as a springboard for future research ideas.

*Note:* Officials’ titles in this report reflect their positions at the time of the PERF Summit in May 2009.



Chicago Police Superintendent Jody Weis

# PERF Survey Shows Changing Patterns of Gang Activity

TO PREPARE FOR ITS 2009 GANGS SUMMIT, PERF conducted a survey, asking responding police agencies to identify innovative anti-gang initiatives and strategies that they are using in their communities to combat gang violence.

The survey collected information from 206 law enforcement agencies across the United States. In general, PERF found that gang activity has been increasing over the past two years for most jurisdictions, and that gangs are becoming increasingly savvy technologically—using social networking sites such as Facebook and Twitter, for example, to help recruit members and coordinate activities.

Furthermore, the survey found that most departments believe that a comprehensive approach to gangs, involving government agencies and non-governmental organizations, is required to combat gang activity effectively.

The survey found limited involvement of local law enforcement with police agencies outside of the United States, despite the presence of strong international ties for many gangs.

## MOST ACTIVE GANGS

The PERF survey asked respondents to describe the types of gangs seen in their jurisdiction, to list which gangs are most active, and to identify the crime problems associated with those gangs.

As seen in the charts that follow, respondents most frequently described their active gangs as local (homegrown), or basically local but having adopted some characteristics of national gangs. The five gangs most often identified by respondents as “most active” in their areas were the Bloods, Crips, Sur 13, Latin Kings, and Gangster Disciples. Respondents

also indicated that the primary crime problems related to these gangs were drug crimes, assaults, and robberies.

## CHANGING NATURE OF THE GANG PROBLEM

PERF’s survey respondents indicated that the dynamics of gang activity today are not the same as they were several years ago. Gangs have seen shifts in their basic motivations, structure and activities. The PERF survey sought to get a police perspective on how the nature of the gang problem has changed during the past two years.

Broadly speaking, respondents reported seeing an expansion of gangs and an increase in gang members’ use of firearms. Seventy percent of the responding agencies reported seeing an increase in gang membership over the past two years, and 55 percent reported an increase of the use of guns in gang crimes during that time. Gang influence seems to be expanding, as well: 60 percent of survey respondents reported an increase in multi-jurisdictional gang-related crimes over the past two years.

Furthermore, gangs increasingly seem to be exploiting the popularity and anonymity of the Internet. A large majority of respondents reported that they have seen an increase in gangs using technology to facilitate their activities over the past two years, including the use of social networking sites (88 percent) and chat rooms (63 percent). Gangs are increasingly turning to computers and the Internet to communicate, to coordinate activity, and to recruit new members. This burgeoning online gang presence presents a new challenge for law enforcement.

**Which of the following components describe the active gangs in your area?**

(Mark all that apply.)

GANG DESCRIPTION (N=204)	COUNT	%
Local/homegrown gangs	180	88.2
Local gangs adopting characteristics of national gangs	146	71.6
National-level gangs	143	70.1
Outlaw motorcycle gangs	109	53.4
International-level gangs	87	42.6
School-based gangs	78	38.2
Prison gangs	68	33.3
Other	23	11.3

(Respondents were able to select more than one category)

**List the 5 most active gangs in your area...**

GANG DESCRIPTION (N= 195)	COUNT	%
1. Bloods	99	50.7
2. Crips	99	50.7
3. SUR 13	71	36.4
4. Latin Kings	47	24.1
5. Gangster Disciples	25	12.8
6. Norte 14	18	9.2
7. Folk	13	6.6
8. MS-13	12	6.1
9. Vice Lords	10	5.1
10. 18th Street	10	5.1

Over the past 2 years, increases were also reported in:

- Fear of gangs (reported by 54 percent of responding agencies)
- Violent disputes between gangs (50 percent)
- Migration of gangs from other states/regions (48 percent)
- Involvement of girls in gangs (47 percent)
- Retaliation shootings (42 percent)
- Presence of illegal immigrants in gangs (42 percent)
- Displacement of gangs geographically (40 percent)
- Drive-by shootings (31 percent)
- Gang initiations involving a criminal act (29 percent).

## EFFORTS TO ADDRESS GANG ACTIVITY

Police agencies across the country reported having implemented a variety of strategies to address gangs at the local level, with varying degrees of success. The PERF survey sought to identify the components of the most innovative and most effective strategies.

### Partnerships

One frequently cited strategy for combating gangs was to enter the police department into partnerships with other governmental and/or non-government agencies. The PERF survey asked participants to identify these partner agencies, and the results indicate a widespread adoption of this tactic. In particular, large majorities of responding agencies reported partnering with local prosecutors (84 percent), other local law enforcement agencies (84 percent), local schools (77 percent), or probation and parole agencies (75 percent) to address gang activity.

### Who (or what agencies) is your department *partnering with* to address gang activity?

(Mark all that apply.)

TOP 10	BOTTOM 10
1. Local Prosecutor (84%)	1. Foreign law enforcement (5%)
2. Other local LE agency (84%)	2. Local universities (17%)
3. Schools (77%)	3. Private businesses (17%)
4. Probation/Parole (75%)	4. Judges (18%)
5. ATF (58%)	5. "Other" (20%)
6. FBI (58%)	6. Faith-based leaders (27%)
7. State LE agency (58%)	7. Faith-based organizations (27%)
8. ICE (57%)	8. U.S. Marshals Service (31%)
9. Community leaders (53%)	9. Youth organizations (38%)
10. U.S. Attorney's Office (52%)	10. County officials (38%)

PERF also sought to identify which of these partnerships proved most effective. Survey respondents indicated that they believe the partnerships that have had the most significant impact were with local prosecutors, followed by probation and parole, schools, the FBI, and ATF.

### Strategies, Tactics, and Activities to Combat Gang Activity

The PERF survey asked respondents to indicate all of the “strategies, tactics, and activities” their departments were using to battle gang activity. The most commonly used strategy (employed by 80 percent of respondents) was “targeting gang hot spots,” followed closely by “targeting known offenders” (79 percent).

The PERF survey found that most departments (69 percent) used a **comprehensive approach** to addressing gang activity. This means they employed a combination of prevention, intervention, and enforcement strategies, engaging a broad spectrum of agencies, both governmental and non-governmental.

### EFFECTIVE AND INEFFECTIVE STRATEGIES

PERF was interested in determining which strategies have been most effective in the view of the police agencies that employed them—and which strategies are considered less effective in reducing gang activity.

The survey did not reveal any single silver-bullet strategy that is favored and considered effective by police agencies across the board; a strategy that was considered effective by one agency might be considered ineffective in another jurisdiction. A sampling of the responses received is found on page 5.

### INTERNATIONAL LINKS TO GANGS

While the majority of agencies in PERF’s survey described their active gangs as local or homegrown, 43 percent also indicated that their active gangs had international-level affiliations.

Sixty-five percent of responding agencies indicated that the gangs in their area have some transnational influence, meaning that the gang has

### What *strategies/tactics/activities* are being used in your department and within your community to combat gang activity?

(Mark all that apply.)

TOP 11 EFFORTS:	
• Targeting gang hot spots	80%
• Targeting known offenders	79%
• Use of informants	79%
• School resource officers	78%
• Saturation patrol of targeted gang area	77%
• Gang activity tracking	68%
• Graffiti abatement programs	67%
• Task force investigations	66%
• Gang awareness training for teachers	64%
• Community education	63%
• Surveillance operations	63%

direct connections or linkages with other gangs outside of the United States. In addition, 84 percent of responding agencies reported that the gangs in their area are organized along ethnic or immigrant lines. The PERF survey asked responding agencies to identify the gangs in their area that have transnational ties and their country of origin (see below).

The survey found that the 79 percent of the responding agencies indicated that they are not working with law enforcement outside of the United States. However, 16 percent indicated that they are working indirectly with foreign law enforcement through a federal U.S. government agency. A small group (7 percent) indicated that they are working directly with law enforcement from other countries.

### What strategies have been implemented that have been **effective** in reducing gang activity in your area?

- Saturation patrols and targeting gang hot spots  
e.g., White Plains (NY) PD; Alexandria (VA) PD; St. Louis Metropolitan PD; Newark PD
- Identifying, tracking and targeting known gang members  
e.g., Costa Mesa (CA) PD; Irvine (CA) PD; Rochester (NY) PD
- Zero tolerance initiatives  
Evanston (IL) PD; Irving (TX) PD; Fairfax County (VA) PD
- Partnerships and multi-agency initiatives  
e.g., Providence (RI) PD; Newport News (VA) PD; Pasadena (CA) PD; Wichita PD
- Task forces  
e.g., NJ State Police; Houston PD; Albuquerque PD
- Prosecution efforts  
e.g., Huntington Beach (CA) PD; Baltimore Co. PD; Framingham (MA) PD; Napa (CA) PD

### What strategies have been implemented that have been **less effective** in reducing gang activity in your area?

- School-related programs/activities  
e.g., Columbia (MO) PD; Charlotte-Mecklenburg PD
- Parental notification of at risk youth  
e.g., Wichita PD; Montgomery Co. (MD) PD
- Community involvement initiatives  
e.g., New Rochelle (NY) PD; New Bern (NC) PD; NJ State Police
- Temporary saturation of known gang hot spots  
e.g., Seattle PD
- Injunctions  
e.g., City of Pasadena (CA); Addison (IL) PD; West Palm Beach (FL) PD

**Please list the gangs in your area that have *transnational ties*.**

#### TOP 4 MOST FREQUENTLY IDENTIFIED GANGS WITH TRANSNATIONAL TIES

- MS 13
- Surenos
- 18th Street
- Latin Kings





# Chiefs Describe Recent Changes In Gang Behavior

AS INDICATED BY THE PERF SURVEY AND CONFIRMED by the police executives' comments at the Summit, police departments have seen an appreciable change in gang dynamics over the past several years. The traditional model of local, hierarchical, territorial gangs is evolving because of a number of factors, including the organizational chaos resulting from the imprisonment of gang leaders; the experiences of gang members in federal penitentiaries (which they bring back to their local communities upon release); the franchising of national gangs; and the rising prominence of the drug trade.

## DETERIORATION OF TRADITIONAL GANG STRUCTURES CREATES NEW PROBLEMS

Several chiefs at the Summit reported seeing a breakdown of traditional gang structures in their jurisdictions. Individuals with loose gang affiliations are taking their personal conflicts with others to the streets, unchecked by a traditional gang hierarchy. This deterioration has impeded many



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Philadelphia Police Commissioner  
Charles Ramsey

agencies' usual efforts at reducing gang violence.

Following are comments by participants at PERF's gang Summit:

### **Philadelphia Police Commissioner Charles Ramsey:**

#### *A Multitude of Disjointed, Smaller Gangs Makes Suppression Difficult*

A lot of our violence isn't necessarily gang-related, but that doesn't make the gang problem any less severe. We have a bunch of disjointed neighborhood gangs or affiliations—usually first generation kids—who practically shoot each other on sight. A lot of violent crime in Philadelphia is due to stupid disputes that happen out on the street. Contributing to the violence is the easy availability of guns and the fact that people are very quick to use them, even though they are usually arguing over absolutely nothing.

We don't *want* to have the organized gang problems like they have in L.A. and Chicago, but our gang problems in Philadelphia—these disorganized groups and individual disputes—make gang violence very difficult to prevent. We have a lot of dynamics going on. We can't focus on dismantling just one gang like the Bloods or the Crips, because we have so many small entities in the city and gun violence is so pervasive in Philadelphia. It is extremely challenging for us in terms of our deployment and our targeting. The fact of the matter is that there are challenges when dealing with less-organized gangs.

**Miami Police Chief John Timoney:**  
*Miami Has Three Major Types of Gangs*

In Miami there are three broad categories. On the south end of the city, which is mostly Hispanic, you've got traditional Hispanic gangs, which are involved in some drug activity, but not to the same extent as the black gangs. These Latin gangs do not engage in the kind of violence that you see in L.A. or Chicago. In the northern part of Miami, there are two groups: the traditional Haitian drug gangs and the older African-American crews. The African-American crews are very involved in the drug trade and are more territorial than the Haitian gangs.

Some of these gang members are quite violent, but it's not over big money. They're lucky to go home with \$90 and some marijuana—and these are the guys involved in triple homicides. It's extraordinary. You would think that these guys must be making



a lot of money, but it's really just chump change. Often they're not even making minimum wage.

**Milwaukee Police Chief Edward Flynn:**  
*Personal Feuds Are Replacing Territorial Disputes*

In Milwaukee, we have a phenomenon that a lot of my colleagues probably share. We have black neighborhood-based gangs, basically crews that behave rather immaturely. There are a lot of immature gangbangers on the north side, where violence generally results from very minor disputes. Some of these young men claim a national affiliation, and identify as Vice Lords or Black Gangster Disciples, but only because they have a cousin in Chicago who is "kind of, sort of" one. They are really a part of a local crew. And we have a lot of people affiliated with local crews and gangs who shoot each other because of what somebody said about them. We're not getting a lot of territorial disputes right now. Recently, we've had a number of "personal beef" homicides that involve young men with criminal records who are armed.

**Chicago Deputy Chief Nicholas Roti:**  
*Generational Gang Feuds Are Occurring as Older Leaders Are Released from Prison*

The gang situation is changing in several ways. Years ago, things were definitely more structured. But many of the top gang members were arrested and taken off to prison, leaving a void that was filled by younger, less structured gangs.

This has led to another phenomenon in Chicago. In the last few years, many of these incarcerated top gang members are starting to be released from prison. They are coming back to their old neighborhoods and gangs, thinking that they will be taken back in and will resume where they left off.

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TOP: Miami Chief John Timoney

BOTTOM: Milwaukee Police Chief Edward Flynn

But this has not been the case at all. Instead, they come back to the neighborhoods and the younger gangbangers have absolutely no intention of paying the old members any tribute or letting them take back over. In the past couple of years we've had some former gang leaders who have been killed trying to reclaim their status as gang leaders.

**Chicago Commander Lillie Crump-Hales:**  
*A Younger Generation of "Renegades" Is at the Forefront of the Violence*

This phenomenon of younger gangs has caused a lot of problems in my district, because gangs are so spread out here. The gang members have no allegiance anymore. It used to be that if you were a Gangster Disciple, you were a Gangster Disciple. Now there are so many offshoot groups with no allegiance to anything, and they're fighting among themselves. A lot of the fighting is about drugs, girls, and territory. But the majority of the violence involves young people, a lot of males between 14 and 18 years of age. They're not structured and they have no allegiance. They're not listening to the older gang members. The older gang members had structure and a hierarchy where they listened to their leaders. Now the young renegades are taking over—and the older gang members tell me they're afraid to deal with the young ones.

**Dallas Assistant Chief Floyd Simpson:**  
*The Erosion of Gang Hierarchy Makes Enforcement More Difficult*

In Dallas, we have about 3,900 confirmed gang members and about 6,000 or so "wannabes," or people who try to affiliate themselves with different gangs in the city. We've had about 65 murders this year, and 11 of them we can attribute to gang membership. As in Philadelphia and Milwaukee,

our gang members are loosely affiliated; there's no real leadership. If we go after the head, then the next biggest, baddest guy will fill in, and the criminal enterprise will continue.

**Los Angeles Deputy Chief Charlie Beck:**  
*Gang Members Are Moving to the Suburbs*

Chief Beck opened his comments by noting that "gangs are **the** crime problem in Los Angeles," accounting for slightly over 50 percent of all homicides in the city and contributing to much of the other violent crime. Traditionally Los Angeles gangs have been small, cohesive groups that are tied to the specific territory they control. However, recent trends are moving away from that model, Beck explained:

Our generational gangs, the ones that have been around for 50 or 60 years, especially the



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TOP: Dallas Assistant Chief  
Floyd Simpson

BOTTOM: Los Angeles Deputy  
Chief Charlie Beck

Baltimore Police Commissioner  
Frederick H. Bealefeld

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Hispanic gangs, are normally defined by turf. That has changed, because their neighborhoods have changed. They don't live in the neighborhoods that they claim anymore. The 18th Street gang members don't live anywhere near 18th Street. We find gang members who come in on weekends to hang in their old neighborhoods, and they're coming from 50 miles away. They're out in the suburbs.

What has happened is the same thing that happens to everybody: their families move, their supporting infrastructure moves, the neighborhood changes and they get displaced from the neighborhood. Or, in our case, many times injunctions and different suppression efforts move them out of neighborhoods.

So they've given up the reality of the turf, but they still have this cohesion. They're brought together by the lifestyle, by the power, by the "prestige" that's associated with the gang.

## **NATIONAL GANG AFFILIATIONS ARE BECOMING MORE COMMON**

### **Dallas Assistant Chief Charles Cato:**

#### *Gang Members Are Now Adopting and Retaining National Affiliations from Prison*

We've seen an increased level of sophistication in our gang members. It used to be that if I were arrested and went to prison, I would join a prison gang or affiliate myself to a gang for protection. Then when I got out, I would shed that affiliation and go back to my local street gang. What we're finding now is that members are not shedding that affiliation anymore. They're maintaining those prison gang ties and becoming the local distributors for narcotics that are brought up from the border.

### **Baltimore Police Commissioner Frederick H. Bealefeld:**

#### *The Franchising of National Gangs at the Local Level Leads to Increased Crime*

We have a gang problem in Baltimore that I think is similar to what's going on around the country. In Baltimore over the last year or two, gangs have taken on a national identity, which is really like a pseudo-identity. As much as they want to be Bloods and Crips and national-level gangs, they're not quite sure how to do it. They only know the handshakes, the signs, how to draw and tag like the national gangs.

This creates a big problem for us on two fronts. First, we have guys from Chicago or L.A. or New York who purport to be an "O.G." [original gangster] or "five-star general" in a national gang. They come into Baltimore like rock stars, and they have the power to influence other members toward criminality. In 2007, a purported high-level gangster from L.A. came to Baltimore and sent out an order that all Bloods had to commit a criminal act in front of another Blood member in order to legitimize their membership. On top of that, every time you witnessed a criminal act, you had to commit a criminal act as well, so that it sews everyone together in criminality. What they chose to focus on in Baltimore was street robberies. And in order to prove that the robberies occurred, they were stealing the victims' cell phones. It created a huge snowball effect of robberies all across the city that were really about gang initiation.

The second part about the franchising of gangs in Baltimore is that it makes them more effective at committing crimes. Historically, different gangs stayed in their own neighborhoods; the East Side guys didn't mix with West Side guys. Now that they're all Blood members, they can move across lines throughout the city, creating this franchising effect. In terms of a drug organization, this is particularly lucrative because now they can share drug supplies among each other. They can share sources for guns and money laundering as well.

**Philadelphia Commissioner  
Charles Ramsey:**

*Chicago, Washington, and Philadelphia  
Have Different Dynamics*

When I was in Chicago, the gangs there were far more sophisticated than any gang in Washington, D.C. Washington had small, neighborhood-based "crews." They could become violent, depending on whether they had a beef with another group. But often the violence stemmed from something very simple, like someone feeling disrespected—it had nothing to do with gangs. In Philadelphia, we have gang members, and what causes the violence often has nothing to do with conflicts between groups. It's just individuals who cross one another. Most of the gangs in Philadelphia are very neighborhood-based.

Chicago, on the other hand, had very sophisticated gangs: the Disciples, the Vice Lords, Latin Kings, etc. Part of the reason is that Chicago has



such clearly defined neighborhoods; as a kid growing up, it was very clear where the different gangs were. You had highly concentrated tracks of poverty and low-performing schools. The gangs that sprang up morphed from regular street gangs into organized crime—they became more sophisticated.

In D.C., the "local" justice system doesn't have its own prisons; it sends its felons into federal penitentiaries. And there are major gangs in most of the penitentiaries. So if you're from Washington, D.C. and you're part of the 5th and O Crew, you get sent to federal prison and you'll find that nobody knows what the 5th and O Crew is. So what are you going to do? Well, the Crips are there, the Bloods are there, and the Disciples are there, so you're going to affiliate yourself with one of those gangs.

So in D.C. they are now starting to see the emergence of gangs that are not indigenous to that city. Guys get out of jail, come back home, and start up their own little group of Crips or Bloods or whatever gang they associated with in prison. Philadelphia is a little different because guys do come back into the same areas and reconnect with the local gangs that were there. However, they aren't nearly as sophisticated as the gangs in Chicago.

**SOME CHIEFS BELIEVE THAT  
GANGS AND DRUGS GO  
HAND IN HAND**

Several chiefs at the Policing Gangs Summit said that gangs and drugs are inextricably linked, and that drugs are driving the violence within and between gangs. This has led to a change in gang priorities and behavior, as many gangs now care more about profits from the drug trade than about other kinds of disputes.

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Chicago Deputy Chief  
Nicholas Roti



Minneapolis Chief  
Tim Dolan

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**Chicago Deputy Chief Nicholas Roti:**

*Gang Violence Is Directly Related to Drug Activity in Chicago*

Drug activity is the lifeblood or financial engine of almost every gang in Chicago, but the gangs operate in different ways. The Hispanic gangs tend to work on a higher level with bigger amounts of dope and direct connections to the Mexican Mafia and cartels. African-American gangs primarily work on a distribution level. That's not to say you won't find them with a kilo, but they pretty much control the street level distribution of narcotics in the city of Chicago.

The number one drug in Chicago is cocaine in various forms; mostly crack. In the last year the cost of a kilo of cocaine on the street in Chicago is the highest it has been in a long time. It is well into the \$24,000 to \$28,000 range. Not too long ago, kilos were down to \$16,000 or \$17,000.

We have a lot of the same problems that others have talked about here: we have people who are gangbangers, but are not necessarily fighting over gang issues or turf. But we also have disputes over narcotics territory. A lot of our gangs at the distribution level have devolved into dope crews. Gang members are more concerned about making money than the fact that you're a Gangster Disciple and I'm a Vice Lord. In fact, there have been instances where a Vice Lord might rent a dope spot to a Gangster Disciple and let him sell dope as long as he's paying for the location.

**Milwaukee Chief Edward Flynn:**

*Many Gang Members Do Not Profit Much from Drug Dealing*

Most of the houses of the guys who are dealing drugs on the street are terrible. These guys can't be making much. It's like a Ponzi scheme. Somebody is making money, but the majority of these kids aren't. Our challenge is that there are opportunistic groups of people who make a fair amount of money from drugs, a fair amount of money from robberies, and a fair amount of money from stealing. They aren't as organized as their predecessors; we have these less mature gangs that are still learning the behaviors but are less sophisticated in terms of criminal enterprise.

**Minneapolis Chief Timothy Dolan:**

*Gang Structures Change with Drug Connections*

Our gang structure and hierarchy depend on who is connected to the people bringing the drugs into Minneapolis. Back in the 1990s, the drugs in Minneapolis were coming from the gangs in Chicago or Los Angeles. Now the drugs are coming from Mexico or a Latino base. That's changed the gang structure, because the gangs are based largely on who has the connections with those drug providers. Money commands more loyalty than an organization.

**Chicago Commander Lillie Crump-Hales (3rd District):**

*Displacement of Gang Members Results in Violent Conflicts*

In my district I have an increase in gang activity. I was out in the streets interviewing guys who were shot just yesterday, and they had just moved in from a housing project on the West Side. They tried to come in and take over the turf in the new area, and



Chicago Commander  
Lillie Crump-Hales

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of course the guys who were already established were not having that. I think the cause of a lot of problems is that many people have moved from the torn-down projects into other areas. And in just one of my high schools, I have 20 different gangs. That's because they have torn down several public schools and put all of the students in one school, which has created a major problem.

**Chicago Commander Bob Lopez  
(25th District):**

*Gang Boundaries Create Dangers for Students*

My district has the most gangs of any police district in the city of Chicago; I have 29 recognized gangs. The 25th District encompasses 11 square miles with approximately 225,000 residents. Sixty-five percent of the residents are Hispanic, and two or three generations of family members are in some of the Hispanic gangs. The Hispanic gangs are territorial, which is where the violence stems from. They're not so much nickel-and-dimeing dope; they're hurting each other over silliness, like someone is "on the wrong side of the street."

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Chicago Commander  
Bob Lopez

One problem in my district is that one of the biggest gangs, the Spanish Cobras, draws its boundaries from one side of the district to the other. They have created a border, and the other gangs in the district have to cross this border. This area is where we get our shootings. They have created a zone where no matter which way you're traveling, somebody is going to get hurt. My district has a lot of shootings; on average one shooting a week, sometimes two or three. This year homicides are down, and that can be attributed to the mobile strike force and other outside units we had assisting us because we have so many gangs.

I've got 50 schools in my district, including four public high schools. Each of those public high schools has a major gang presence. These kids are either bused in or they have to take public transportation to get to school. It's difficult for these young kids to get around. Sometimes when they're walking a mile to catch a bus or just walking home, they have to cross territories they're not comfortable with. We try to target certain areas where we anticipate conflicts and send our resources there.

Every school in our district has a parent patrol to deal with this "safe passage" issue. Parents actually walk up and down the streets to make sure these kids get where they're going. The parent patrols



seem to work. During a certain time of day when schools get out, you can have up to 50 schools letting out at the same time. That's a lot of parents out there and you really don't see any shootings during that time. You don't start to see people getting

injured until after dinner. Getting as many adults as you can to just walk up and down the streets allows them to become additional "eyes and ears" of the police. The parents can tell you what's going on and who you need to watch.



# A Comprehensive Strategy Is Needed To Fight Gang Crime Effectively

A RECURRING THEME AT THE PERF SUMMIT was that police departments need a comprehensive strategy to effectively combat gang violence. Targeted enforcement tactics should be coupled with prevention programs to keep juveniles off the path to gang membership, intervention programs to “rescue” those who are already involved, and multi-level partnerships with other government agencies and non-government organizations.

Many of the comprehensive models mentioned during the Summit emphasized the need for partnerships with federal agencies such as the FBI, DEA, ATF, and the U.S. Attorney’s Office. These joint efforts can facilitate federal convictions for gang crimes, leading to tougher sentencing and a more powerful deterrent effect. Summit participants also recommended cultivating working partnerships with organizations in the local community,

such as public schools, public housing associations, and social workers.

Following are comments made by police executives and other leaders at the Summit:

## **Chicago Mayor Richard M. Daley:**

*We Need to Help the Kids*

*Who Are Victimized by Gangbangers*

In Chicago, we know that gangs are the cause of most of the violence—especially gun violence—against our young people.

Around the world, gangs may take on different forms, but they have a few things in common—greed and a willingness to harm and even kill those who stand in their way. Over the last decade it has become apparent that gang operations exist internationally. Globalization has connected the whole world economically, and one of the by-products has been opportunities for international crime to grow. The problems we all experience in our cities or countries are often directly related to illegal activities in other parts of the world. That means that an important component of our strategies involves strengthening ties with our international counterparts.

Our gang strategies rely on a combination of modern technology, better management of police resources, intelligence gathering, cooperation at every level of government and community participation. It is a long, difficult road, but I want to make one thing very clear: The war against gangs



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Chicago Mayor  
Richard M. Daley

# Dr. Scott Decker Explains the Importance and Structure of a Comprehensive Gang Strategy

Professor Scott H. Decker, Ph.D., of the Arizona State University School of Criminology and Criminal Justice, shared the highlights of his extensive research on gangs and effective gang strategies in a presentation at the PERF Gangs Summit. Dr. Decker emphasized the need for a comprehensive, community-oriented approach to gangs which includes enforcement, prevention, and intervention.



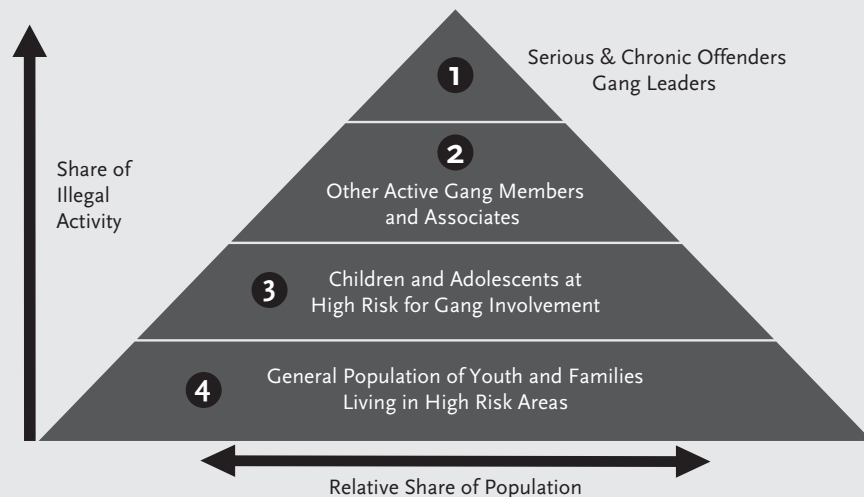
## Strategies for Responding to Gangs

There are a number of basic strategies we can use for responding to gangs. Of course, suppression has to be a part of the strategy. You can't do it without the cops, but if that's all you have, then you're not going to be successful. As the saying goes, "We can't arrest our way out of this problem." There have to be other parts to the solution, such as providing opportunities, jobs, job training, school involvement, social interventions, access to counseling, crisis intervention, and organizational change and development.

A national survey of 254 police chiefs were asked to identify the primary strategy

they used in their city to respond to gangs. We learned that what they engaged in most was suppression, and what they did the least was "opportunities provision": jobs, schooling, job training, etc. Then the chiefs were asked what they thought works most and least effectively. What they thought works the best is opportunities provision, and one of the things they thought works the least effectively is suppression. If the thing we do the most of is the thing we think works the least effectively, and vice versa, then we have it backwards and upside down. We need to flip our priorities somehow.

Who is "involved"?



### Level of Involvement in Illegal Activity

The first pyramid graph here shows us that the majority of the illegal activity is perpetrated by a small, hard-core group of the population. That triangle at the top, which is the smallest group in terms of its size, commits most of the crime. Meanwhile, the largest group, the group at the bottom, is the general population of families living in high-risk neighborhoods. Those folks are doing the right thing. They're not in trouble. They're raising their kids right. They're trying to make their neighborhoods better and they account for very little illegal activity.

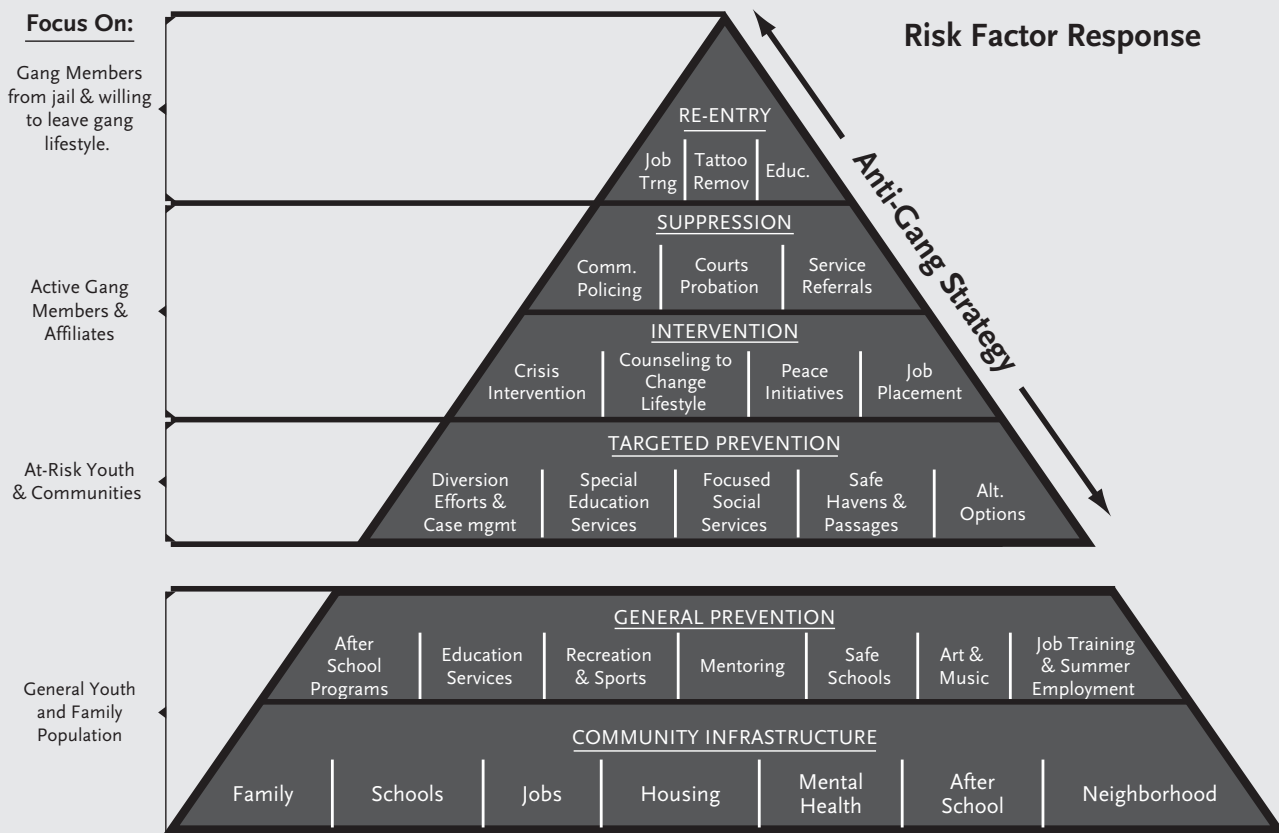
### Leveraging Resources

So what do we do for each of those slices of the pyramid? We need primary and secondary prevention. Wouldn't the job of law enforcement be a whole lot better if somebody was stopping the next generation of gang members? We need to reach those four-, five-, and six-year-old kids who are now about to start school. We need to work with them to make them less likely to offend, less likely to get in trouble, and therefore less likely to fill our jails and your squad cars. We certainly need prevention.

We also need intervention for youths who are aren't fully in the gang life yet. They

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## Healthy Community Pyramid





LEFT: Newport News, VA Chief James Fox

RIGHT: San Francisco Commander John Murphy

>> *continued from page 17*

probably haven't been to prison yet, and we'd like to keep it that way. And what we need at the top of the pyramid for the serious chronic offenders is a nice long time in prison.

The Healthy Community Pyramid graph provides a variety of very specific intervention, prevention, and suppression activities that correspond to each part of the pyramid.

### **Innovative Approaches**

There's a variety of things that we can do. Most of these are not law enforcement jobs. These are jobs that the community has to step up and take responsibility for. In particular, school resource officers are effective; they create a positive attitude on the part of kids toward law enforcement. That's an important thing to create early in a child's life.

In terms of prevention, St. Louis piloted a very successful Consent to Search Program. In a city that takes about 2,400 guns off the street in a year, an 11-officer unit took 600 guns from kids in a little over a year. They did this by simply going to the door, knocking and

saying, "Mrs. Decker, we think that Scott has a gun. We want to search his room. If you'll give us permission, we'll search his room. If we find the gun, we'll take it and there'll be no prosecution." I was skeptical that parents would let cops into their houses, but 98 percent of the time the police asked, they were given permission to come in and search.

Regarding intervention, there are a variety of things we can do. Emergency room interventions seem to be promising. Also, Chicago is the epicenter of successful notification meetings. Guys would come out of prison and within the first month or two, as parolees they would come to a meeting. They would be given two options: "the hard way" (involving the U.S. Attorney, the Police Department, the State's Attorney's Office) and "the better way" (featuring jobs, job counselors, drug counselors, and so on).

And then there's suppression, which we're doing a pretty good job at already. We can get suppression out on the street; law enforcement knows by and large where to go, what to do, and how to do it. But it can be made more effective when it's well-coordinated as part of a comprehensive strategy.

San Diego Chief  
William Lansdowne



is winnable. It takes strong political leadership and police departments that are continually working on new strategies to disrupt the gangs and arrest their members. The need for international collaboration is stronger now than ever before.

### **San Diego Chief William Lansdowne**

#### *The Threat of Federal Prisons Is an Important Deterrent*

One strategy that seems to work well for us is working with federal authorities to send gang members to federal prisons. It's nothing for a gang member to go to a prison in California. They know they are going to be able to keep those gang connections.

But if you send a gang member from California to a federal prison in Connecticut, they lose their local gang connections. They are no longer connected to their gang, and they don't have that safety net. Gang members do everything they can not to be sent to federal prison. That's why we turn over information to federal prosecutors when we really want to go after a gang leader.

### **Newport News, Va. Chief James Fox:**

#### *Strong Leadership Is Needed For an Effective Partnership*

Because we have a strong shipping and military presence in our jurisdiction, sometimes there has been a greater focus on terrorism than on street violence. But we are a Project Safe Neighborhoods city, and we have a very effective FBI Special Agent in Charge who is committed to fighting crime and gang violence, and we have a U.S. Attorney who is about as aggressive as any I've seen. We have a Commonwealth Attorney [local prosecutor] who works with the U.S. Attorney, which doesn't happen in every city. We have the right chemistry now to deal with the violent crime. We go after the Top 10

most wanted gang members and prosecute them federally to get them off the street. It's really been one of our key strategies.

### **San Francisco Police Commander**

#### **John Murphy:**

#### *U.S. Attorneys Can Provide Many Types of Support*

We were doing a case against members of the Down Below Gang, who had terrorized the residents of a housing complex in the Visitacion Valley neighborhood of San Francisco, with multiple homicides. With the help of Anjali Chaturvedi, Erika Frick and Phil Kearney of the U.S. Attorney's Office, we were able to put our whole case together and bring it to federal court. But the judge hearing the case agreed to release police reports with the names of the witnesses who were ready to testify, so that the defense could do their own investigation. We were afraid that would endanger the witnesses, and our U.S. Attorney believed it went against a federal trial rule, so he stepped in and said, "You cannot violate federal rules. We will not allow that." We went to the Ninth Circuit Court of Appeals, which quashed that judge's ruling. So the defense got the witnesses' names only three days in advance.

## Project Safe Neighborhoods Enlists Federal Resources To Fight Gang Crime

*PERF Executive Director Chuck Wexler raised the topic of Project Safe Neighborhoods (PSN), a federally funded national initiative launched in 2001, aimed at reducing gun and gang crime through city-specific taskforces. Dr. Ed McGarrell of Michigan State University and Dr. Jack McDevitt of Northeastern University, two academic professionals who have worked extensively with PSN cities and have evaluated comprehensive anti-gang crime models across the country, spoke about the program's challenges and advantages.*

**Dr. Ed McGarrell, Michigan State University:**  
*Cities with Strong PSN Programs  
Achieved Major Cuts in Violent Crime*

Project Safe Neighborhoods is run through U.S. Attorneys' Offices in partnership with local law enforcement agencies. It began as an effort to target gun crime, and evolved over time to look at gangs, and more recently drug markets.

Think of PSN as 94 different PSN and task forces around the country. As you'd expect, there's quite a bit of variation in what PSN means in local communities and how it is implemented. There's no one single type of PSN, but there are some common ingredients.

In analyzing PSN programs, we distinguished "high-implementation sites" from "low-implementation sites." The high-implementation sites are defined by several factors. First, they have a high level of federal

prosecutions. They use the threat of federal prosecution and the deterrent impact of long federal sentences and time in federal prisons.

Next, the high-implementation sites have partnerships among federal, local, and state law enforcement, and both local and federal prosecutors working with different components of the community.

The third part of high-implementation PSN is the integration of research. Each task force had a local research partner. So those three components—the threat of federal prosecution, multi-level partnerships, and research integration—together defined our high-implementation sites.

Looking over six years of violent crime trends, the high implementation sites had a statistically significant decline in violent crime, controlling for a number of factors believed to influence violent crime. Looking specifically at federal prosecution of gun offenses, in those high-implementation sites, there was a 13-percent decline in violent crime. In the low-implementation sites, there was an 8-percent *increase* in violent crime. A 21-percent difference across sites represents a lot of people not being victimized.

In those high-implementation sites we also saw a comprehensive approach emphasizing that suppression alone isn't



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Dr. Ed McGarrell,  
Michigan State University

enough—instead, it is a tool or lever that can drive other intervention strategies. We have many more problems than we have the resources to address them, but when you target resources at the people, places, and contexts that are driving the violence, you seem to get the desired impact.

Leadership was absolutely critical in these high-implementation sites. It was the leadership of the U.S. Attorney, the chief of police, and the people in their organizations that were committed to this strategy. Typically you see some shared leadership between police and the U.S. Attorney's Office or local prosecutor. It's the focus and sharing of information and deciding what to do about it that makes a difference. The leadership sets the tone, saying that the level of violence in our jurisdiction is simply unacceptable. That tone really has an impact when you start to see it cascade through the organization, so that officers working the street and mid-level supervisors all have the same priorities.

For example, a homicide detective who was driving one of these violence-reduction initiatives stood up at a meeting to say, "I could retire, but the thing that keeps me going is that I can't get the sound out of my head of a mother when I've informed her that her son has been killed."

When that focus filters through the entire police organization, the U.S. Attorney's Office, the local prosecutor's office, probation, and so on—that's when you start to see business getting done.

**Dr. Jack McDevitt, Northeastern University:**  
*It Takes Work to Keep Partnerships  
Going Over Time*

One of the challenges that we're seeing in Massachusetts is that local partnerships

don't sustain themselves easily over time. People change, departments change, and programs change. One of the most challenging parts of this approach is that after a coalition is formed, there may be personnel changes that can happen at any time. Still, you have to try to keep the group together and keep the focus on the hot spots or the people who are causing the violence. The problem doesn't go away because someone got promoted or a new program was developed.

Leadership is key. The troops in the police department hear what their supervisors say are the departmental priorities. Are we going to get to the bottom of how this homicide was done, or who this individual really is? We know that this person is involved in a lot of violence. We should put in place multiple strategies to let him know that we're watching him and that any time he does something wrong, he'll see a police officer.

In Boston there's been a lot of publicity about the so-called "Boston Miracle." There really was a huge reduction in violence, where 152 homicides went down to 31. Now the question is: How do you sustain that over the long haul?



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Dr. Jack McDevitt,  
Northeastern University



Dr. Dennis Rosenbaum,  
University of Illinois at Chicago

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In this particular case, just one person said, “No, you don’t,” and it really changed the whole thing. U.S. Attorneys play a huge role in our efforts.

**Minneapolis Chief Timothy Dolan:**

*The Chief Must Define Measures of Success For Task Forces*

When you set up task forces with other organizations, you need to be clear about defining your goals and exactly what you’re trying to accomplish. Having a good relationship and being on the same page are absolutely necessary. The chiefs are the ones who should set targeted and focused measures. The measures lay out the results you want to see from a particular effort within your city. If you set those measures, your troops are going to do everything they can to satisfy those measures.

**Herb Brown, FBI Criminal Gangs Division:**

*FBI Is Committed to Aiding Local Law Enforcement*

The old adage says that all politics are local. Our theory is that all law enforcement issues are local. Take a look at the 151 Safe Streets task forces that are out there, with over 720 agents and, most importantly, 1,450 local police officers assigned to those task forces, at a cost of about \$28 million a

year. The FBI’s goal is to stay in it with the locals and to use the partnership as a force-multiplier. I want to ensure that the money I fight for back at FBI Headquarters goes straight to the locals and that the police chiefs and U.S. Attorneys are invested in the success of these task forces. It has been successful and will continue to be successful.

**Dr. Dennis Rosenbaum,  
University of Illinois at Chicago:**

*Partnerships with Non-Law Enforcement Groups Bring New Perspectives— And New Challenges*

I think that local partnerships with non-law enforcement organizations have a lot of advantages. They bring different theories, perspectives and ideas to the table. When you talk to social workers, teachers, parents and probation officers, you discover that they often have a totally different view of what the problem is and what’s motivating the issues.

The other benefit is that you can get a variety of people to play different roles. It is a chance to get people to step up and accept responsibility for what is clearly a complex problem of crime and violence. You attack the problem from all fronts and different angles. If the people at home, at school, and in the neighborhood are each having some influence on these kids who are at risk or are already involved in gangs, then you’re much more likely to have a sustained effect on their behavior.

Those partnerships obviously bring their own problems as well. There are a lot of turf issues that have to be resolved. My big hope is that chiefs can see this as a win-win in the community.

But you need leadership in these task forces and partnerships. You need individuals who can get people on the same page and hold them accountable.





**London Metropolitan Police Service  
Deputy Assistant Commissioner Sue Akers:**  
*Guaranteeing Victim and Witness Anonymity  
Can Improve Prosecution Rates*

There are many similarities between the United States' approach to gangs and the way we approach gangs at the London Metropolitan Police Service. One strategy we have found success with is affording witnesses and victims anonymity to try to get people to come forward. We have put a lot of work into the communities just trying to reassure them. Historically, we've met a wall of silence when there have been shootings in certain communities. Some people are just too fearful to come forward, and one way to get them to testify is by guaranteeing anonymity from the very beginning. That's been very successful. It has been challenged and has been adopted through emergency legislation—but it is now on the books. If you use it properly, it really does help in bringing witnesses forward.

**Minneapolis Chief Timothy Dolan:**  
*Different Approaches to Low- and High-Level  
Offenders Can Yield Better Results*

We used to do everything at one level—focusing on mid-level offenders—and that didn't work. So we started taking a new approach with low-level offenders: We try to keep them on track and in school. We started enforcing curfew and addressing truancy. Keeping kids off the street had an immediate impact. We also use community programming to help with mentoring and counseling; we threw everything, including the kitchen sink, at the lower-level offenders.

After two to four years, we looked back and our efforts had kept a lot of kids off the track to becoming gang members. Recidivism is now less than 20%.

At the highest level, we started going after the gangs with a task force using wires. If we can take out 30 members from one group or 14 from another and send them to federal prison, it makes a huge difference.

The lower- and higher-level approaches have worked very well for us. The mid-level disappeared. The gangs we see are all about lifestyle; it's a popular lifestyle for a lot of kids. It's pushed by the popular culture and by what they see day to day. Many of them really aren't into the violence yet. Those are the ones you can make an impact on with those lower-level diversion efforts. We've been doing it for long enough now that we see tremendous results. Truancy numbers are way down.

You have to do something to get those kids back on track, and also address the organized groups at the same time.

**Los Angeles Deputy Chief Charlie Beck:**  
*Interventions by Former Gang Members  
Can Prevent Retaliatory Shootings*

We were able to coordinate all our funds and get several million dollars into a pot of money to pay intervention workers. These are former gang members, because without that background you're not going to be successful in this endeavor. They are contracted city workers. We do drug testing and make sure their backgrounds are as good as we can

get. These interventionists are our one of our first lines of response in a gang-related shooting incident. Our gang homicides are down 30 percent this year, and we were down double digits last year.

Our setup is regional. The interventionists only work in certain neighborhoods. They all have a relationship with the area captain, our district commander. When we have a shooting or a gang-related homicide, the first call is usually from the area captain to the local intervention organization. These former gang members can have an effect on what's going to happen next. Since only a small percentage of gang members are the actual shooters, the interventionists can reach out to the most violent and

stop any retaliation. We have about 150 interventionists citywide, and that's probably only a third of what we need.

The intervention approach also has side benefits. We can make tremendous inroads with these communities that are affected by gang violence. There are many fringe gang members, the up-and-coming future players who will either become violent or will take a different path and become valuable to society.

This relationship has given us access to these folks and it's been amazing in the places it has worked. You can see a difference. The police are seen more as part of the total solution, rather than being just part of the response to the problem.

## Gangs Are Not Just a Police Problem In Greater Manchester, UK

*Greater Manchester Police, in Northwest England, has a force of 8,000 sworn officers and 4,500 police staff covering 500 square miles. David Keller, Chief Superintendent Divisional Commander for the Greater Manchester Police, attended the PERF Summit and discussed Operation Cougar, a comprehensive strategy that the Greater Manchester Police Department undertook to tackle their gang problem. Recruiting help from throughout the community, police identify juveniles at high risk of gang activity and reach out to their families in an effort to steer them off the path of violence.*

We studied the gang-related murders in Greater Manchester, and our initial strategy was to investigate, convict, and incarcerate the perpetrators. It wasn't until 2004, when I was promoted to Superintendent in Charge of Operations, that I started thinking that we kept coming back to the same place. I equated it to a "conveyer belt of death." Imagine a conveyer belt with dead bodies surrounded by bullets at one end. Why are we only dealing with the aftermath of gangs? Why aren't we getting further up the conveyer belt and trying to get the kids off the conveyer belt?

I came to the conclusion that the police contribution to solving gun crime was about

10 percent of the overall solution of the gang problem in Manchester. So I started to ask people like the local authority, city council, child services, safeguard boards, the community and media to contribute to the other 90 percent of the solution. I went on a bit of a crusade trying to persuade people that we needed to see gangs as not just a police problem.

The turning point involved a 15-year-old known gang member who had been involved in prior shootings. In February 2008 we brought him into police custody. Social services couldn't find anywhere for him to go. His family couldn't control him. So they came to the decision to let him go. I was concerned

that once he was out on the streets, he was at real risk of being murdered. He was so reckless about his own safety that I took the decision to treat him as a child and locked him in police cells until social services could do something with him. He had committed no offenses, so it was a risky decision. But that one act sent a shiver through children's services, probation, housing, and city council; it opened the doors. We all realized that we had to do something radically different and we had to take risks.

I called for an assessment of all juveniles who we believed were involved in gangs, based on our police intelligence. We used our intelligence unit staff and gave the officers the sole task of getting to know every single gang member on the street. In six months we had been in touch with 800 gang members. To identify them, we looked at the locations where gang hot spots are, the associates of known gang members, who was wearing gang paraphernalia, who was wearing body armor. We identified all the kids under 18 in that category. It was really focused around prevention and getting children's services and others to step up and take responsibility for their part of the business.

We prioritized the ones at the most risk. We basically had the officers grab the at-risk kids off the streets. We took them off to their parents and I took a standard letter identifying the at-risk child. The parents got a copy, the child got a copy, and children's services got a copy as a referral for a child at risk.

We found three categories of cases:

1) The parents had no awareness that the child was involved in gangs; 2) The parents had an idea but they weren't able to control them; or 3) The parent was profiting by the child's involvement. We expected a hostile response because we usually knocked on the door with a search warrant; but I was staggered because parents signed up quickly and supported what we were doing and asked for our help. This was a new experience. They realized that they were going to lose their children, and now saw a different side of the police because we treated their children simultaneously as victims and as offenders. If they return to crime, as a sanction we have "anti-social behavior orders," which are civil injunctions. So what we try to do is explain to the parents that "your child is at risk, and if you don't take responsibility, then we will evict you from your house." In the U.K., once you're out of public housing, then you're out.

We coupled that intervention with an increased multi-agency suppression efforts under Operation Cougar. Together, we saw a remarkable success. During the initial 16-month period, we saw a decrease of 92 percent in gang-related firearm discharges—from 41 offenses to just 3 just within the year. It also positioned the police positively in the eyes of the community. For the first time, different organizations from throughout the city were all taking ownership for this problem. The success of Operation Cougar has been acknowledged across the UK and continues to this day, in February 2010.

# Targeted Enforcement Is a Necessary Component Of Any Anti-Gang Strategy

WHILE POLICE CHIEFS AGREED THAT THERE IS a need for comprehensive anti-gang programs, they also noted that targeted enforcement is an important component of any anti-gang strategy. Following are chiefs' analyses of various targeted enforcement tactics, such as "stop and frisk," hot spot targeting, and focusing on the narcotics trade.

**Chicago Superintendent Jody Weis:**  
*We Need to Send the Message to Kids That They Cannot Carry Guns*

We have got to somehow make these kids realize that guns are not the solutions to their problems. Over the past eight years, we've taken more than 10,000 weapons off our streets, every year. We have held gun turn-in programs where 6,000 weapons have been turned in. But despite these successes, there seems to be an endless supply of guns in the city. Homicides are down more than 10 percent; however, we have not successfully reduced the number of shootings. I'm not sure if fear is the answer, but



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Chicago Superintendent Jody Weis

somehow, we must send a message, and it has to be heard, that you cannot walk around the streets of Chicago with a loaded gun. I am optimistic about the new "Alex Valadez" law, wherein gang members will not receive probation if they are discovered with a loaded gun. Hopefully, three years mandatory confinement will send the message we need.

I don't know if "stop and frisk" will work here in Chicago without a robust marketing campaign. However, we have had successes taking weapons through enhanced vehicle impoundment strategies; therefore, ramping up street stops may be a viable option to further attack this problem. But let me be clear, we cannot enforce what is in a child's heart. The violence and anger has to be replaced with hope and tolerance. Too many kids react to something by pulling out a gun and shooting. For example, we had a situation where two kids at a party started arguing over who was blocking the air flow from a fan. One pulls out a gun and shoots the other. This is a party – and these two boys knew each other. Yet, one is shot because he blocked the air flow from a fan. This is incredible behavior that far exceeds the capabilities of law enforcement to remedy. This requires behavioral modification strategies, such as conflict resolution and anger management.

**San Francisco Commander John Murphy:**

*Coordinating the Efforts of Different Units Has Made Policing More Efficient*

We divided San Francisco into five zones. Within each of the five zones we looked at when the crimes

Newark, NJ Police Director  
Garry McCarthy

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are being committed, where they're being committed, and where should we put the cops.

We would schedule the narcotics, gang task force, or violence reduction motorcycle unit to come in at specific times, coordinating with what the stations were doing. That way, no matter what, somebody was going to jail. Even though you can't arrest your way out of this problem, it still builds morale right off the bat. We made a lot of arrests. Our street officers were saying, "This is what I've signed up for, this is good."

### **Philadelphia Commissioner**

#### **Charles Ramsey:**

##### *Officers Must Be Trained to Show Respect During Stop-and-Frisk*

*In order to dissuade offenders from carrying guns in public, some agencies have turned to a strategy known as "stop-and-frisk," in which an officer will detain an individual he or she suspects of carrying a concealed weapon and runs his or her hands lightly over the suspect's outer garments. This strategy has been the subject of praise and controversy in recent years.*

Philadelphia increased pedestrian stops by 58 percent last year and I think our vehicle stops were up 35 percent. But you need to do this in a reasonable manner. My experience has been that if officers talk to people in a civil fashion, then there aren't many complaints. It's an issue of respect, and unfortunately, some police officers do not show any respect at all when they stop people. I saw it when I was on the street; I know it happens. It's not every officer, but it's a sufficient number to cause us problems when we have discussions about stop and frisk.

Every kid is not a gang banger. We need to train our officers and demand that they conduct themselves in a professional manner when they have these interactions. Then we'll have fewer problems, because you preserve civilians' self-respect.

### **Newark Director Garry McCarthy:**

#### *Look at Gang Violence as a Narcotics Problem*

We have to start looking at gang violence as more of a narcotics problem. In Newark, we're treating our gang issues with a narcotics strategy based on intelligent policing. We've partnered with the DEA, FBI, and everyone who does narcotics enforcement. We did an analysis looking at the distribution of the people with the highest propensity for violence throughout the city. After that we divvied up the pie. While the DEA is working in one area, Newark PD is working in another; while the Sheriff's Office is working here, the FBI is working there and the New Jersey State Police are working over here.

As a result of that, we're not pushing down on one specific location. We're not just saturating one neighborhood with a huge number of cops, because then the crime pops up somewhere else where there's less enforcement. We have bi-weekly meetings where we sit around a table with all the various agencies and talk about the investigations we're doing and the recent violence. We're finding more success by treating it more as a narcotics problem than a gang problem. It's a model that should really be looked at.

# An International Perspective On the Global Problem of Gang Violence

THE PERF GANGS SUMMIT FEATURED REPRESENTATIVES from police agencies around the world, which brought a diverse international perspective to the Summit's discussions:

## **Jamaica Constabulary Force Assistant Commissioner Glenmore Hinds:**

### *Jamaican Gangs Have International Reach And Play a Role in Politics At Home*

Historically, our gangs began as the enforcers for our political authorities, starting in the 1940s. They performed functions for political parties, primarily during political campaigns. In the 1970s and 1980s, we saw some gang members emigrating to London, New York, and Florida. Currently we have a significant number of gang members in Arizona, Cleveland, New York, Philadelphia, Florida, Connecticut,

and also in London, Manchester and other cities in the UK. This means that a conflict in Jamaica between two rival gangs could very well stem from a conflict in New York or London, and vice-versa.

To combat this, the Jamaica Constabulary Force has staff from the Met in London assigned to the agency in Jamaica. And we have police officers in New York and other places in the U.S. and in Canada and England.

Many of our gang members return to Jamaica from the United States or elsewhere to get involved politically. Some of them seek control of crime gangs from entrenched gang members. Politics still play a major role in gang activity. Almost all the major criminal gangs are linked to one of the two major political parties. There is a direct link between politics and gangs in Jamaica.



FAR LEFT: Assistant  
Commissioner  
Glenmore Hinds  
of Jamaica

LEFT: Comisario  
Arturo Bassols  
of Mexico

RIGHT: Director  
José Torres of Costa Rica

FAR RIGHT: Senior  
Superintendent  
Ahmad Chaudry, Pakistan

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### **Comisario de la Policia Federal Arturo Bassols**

#### *The Gang Narcotics Trade is a Global Problem That Requires International Attention*

The gangs in Mexico revolve around drugs. The participants in the gangs are young—between the ages of 17 and 25 years old. They have no expectations for the future and they haven't done anything to prepare themselves for a future. We need more action and resources, not just the talk of politicians. We also need assistance from the United States, Central America, and Canada. It's a global problem. The younger people want to be part of gangs because of the culture.

### **Costa Rica Dirección de Inteligencia y Seguridad Director José Torres**

#### *Costa Rica Is Caught in the Middle Of the Drug Trade*

Costa Rica doesn't have the sophisticated gangs that you see in the United States. What we have are cartel members from Mexico and Colombia. We call ourselves "the sandwich of the Americas" because we are between Colombia and Mexico, and the drug trade between the cartels in those countries

runs right through us. Ninety percent of the movement is for the consumption of crack cocaine, and the demand is from the North. Firearms come from the United States and all of the drugs are paid for in arms.

The problem is exacerbated because of the corruption in Costa Rica. There is no uniform application of the law from judges and politicians.

### **Pakistan Senior Superintendent of Police Sultan Ahmad Chaudry**

#### *Police Around the World Face Similar Challenges*

I work for the Police Service of Pakistan, which is mostly based on the same model that the British left in place in 1947. We have just replaced the British officers. These days, our major problem is terrorist activity. It was interesting to hear from all the chiefs and commanders from across the United States at this Summit. I used to curse my system, but from what I heard today, the challenges and frustrations of police officers in the U.S.—such as a lack of resources—are very similar to what I face back home. It's amazing that police all around the world face almost similar problems.

# Conclusion

PERF'S SURVEY ON GANGS INDICATES THAT gang dynamics are changing and the challenges they pose to police are constantly evolving. Recent reports even indicate that in some locations, gangs that traditionally have been bitter rivals, such as Bloods and Crips, are setting aside their turf feuds, forming profitable partnerships in the narcotics trade, and uniting against their common enemy—law enforcement.

As this report makes clear, the precise nature of gang activity differs in every community, so there is no single strategy for combating gang violence. However, the PERF survey and Summit point to certain strategies and principles that law enforcement executives and criminal justice academics agree on when it comes to addressing gangs.

Local police cannot go it alone; the most successful approach is a comprehensive one. The “stick”

of targeted enforcement has to be matched with the “carrot” of prevention, intervention, and social services. That means seeking out partnerships with agencies such as schools, community groups, and probation and parole in order to reach juveniles before they become irretrievably enmeshed in gang life. By offering youths a detour off the path to gang membership, police can save lives and address the gang problem at its roots.

Targeted enforcement remains an essential part of any comprehensive strategy, and this can be made more effective by working hand-in-hand with other agencies at the state, federal, and local level. Developing a strong working relationship with federal and local prosecutors can help to ensure that police work does not go to waste. Gangs are a transnational problem that requires a broad perspective and a full community effort.



# About the Police Executive Research Forum

THE POLICE EXECUTIVE RESEARCH FORUM (PERF) is a professional organization of progressive chief executives of city, county and state law enforcement agencies who collectively serve more than 50 percent of the U.S. population. In addition, PERF has established formal relationships with international police executives and law enforcement organizations from around the globe. Membership includes police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors, and other law enforcement professionals. Established in 1976 as a nonprofit organization, PERF is unique in its commitment to the application of research in policing and the importance of higher education for police executives. Besides a commitment to police innovation and professionalism, PERF members must hold a four-year college degree.

PERF continues to conduct some of the most innovative police and criminal justice research and provides a wide variety of management and technical assistance programs to police agencies throughout the world. PERF's groundbreaking work on community and problem-oriented policing, racial profiling, use of force, less-lethal weapons, and crime reduction strategies has earned it a prominent position in the police community. PERF continues to work toward increased professionalism and excellence in the field through its publications and training programs. PERF sponsors and conducts the Senior Management Institute for Police (SMIP). This program provides comprehensive professional management and executive development training to police chiefs and law enforcement executives. Convened annually in Boston, SMIP instructors include professors from leading universities, with the core

faculty from Harvard University's Kennedy School of Government.

PERF's success is built on the active involvement of its members. The organization also has types of membership that allow it to benefit from the diverse views of criminal justice researchers, law enforcement professionals of all ranks, and others committed to advancing policing services to all communities. PERF is committed to the application of research in policing and to promoting innovation that will enhance the quality of life in our communities. PERF's objective is to improve the delivery of police services and the effectiveness of crime control through the exercise of strong national leadership, the public debate of criminal justice issues, the development of a body of research about policing, and the provision of vital management services to all police agencies.

PERF has developed and published some of the leading literature in the law enforcement field. A series of reports in the "Critical Issues in Policing" series—*A Gathering Storm—Violent Crime in America*; *24 Months of Alarming Trends*; and *Violent Crime in America: A Tale of Two Cities*—provides in-depth analysis of the extent and nature of violent crime and countermeasures that have been undertaken by police. PERF also explored police management issues in "*Good to Great*" Policing: *Application of Business Management Principles in the Public Sector*. And PERF produced a landmark study of the controversial immigration issue in *Police Chiefs and Sheriffs Speak Out on Local Immigration Enforcement*. PERF also released *Exploring the Challenges of Police Use of Force* and *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches*, which serve as practical guides to help

police leaders make more informed decisions. In addition, PERF has released a series of white papers on terrorism in the local law enforcement context, *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement*, which examine such issues as local-federal partnerships, working with diverse communities, bioterrorism, and intelligence sharing. Other publications include *Managing a Multijurisdictional Case: Identifying Lessons Learned from the Sniper Investigation* (2004) and *Community Policing: The Past, Present and Future* (2004). Other PERF titles include the only authoritative work on racial profiling, *Racial Profiling: A Principled Response* (2001); *Recognizing Value in Policing* (2002); *The Police Response to Mental Illness* (2002);

*Citizen Review Resource Manual* (1995); *Managing Innovation in Policing* (1995); *Crime Analysis Through Computer Mapping* (1995); *And Justice For All: Understanding and Controlling Police Use of Deadly Force* (1995); *Why Police Organizations Change: A Study of Community-Oriented Policing* (1996); and *Police Antidrug Tactics: New Approaches and Applications* (1996). PERF publications are used for training and promotion exams and to inform police professionals about innovative approaches to community problems. The hallmark of the program is translating the latest research and thinking about a topic into police practices that can be tailored to the unique needs of a jurisdiction.

**To learn more about PERF, visit [www.policeforum.org](http://www.policeforum.org).**

# About Motorola and the Motorola Foundation

MOTOROLA IS KNOWN AROUND THE WORLD for innovation in communications. The company develops technologies, products and services that make mobile experiences possible. Its portfolio includes communications infrastructure, enterprise mobility solutions, digital set-tops, cable modems, mobile devices and Bluetooth accessories. Motorola is committed to delivering next generation communication solutions to people, businesses and governments. A Fortune 100 company with global presence and impact, Motorola had sales of \$36.6 billion in 2007.

Today, Motorola comprises three business units: Enterprise Mobility Solutions, Home & Networks Mobility, and Mobile Devices.

Enterprise Mobility Solutions includes the mission-critical communications offered by our government and public safety sectors and our enterprise mobility business, including analog and digital two-way radio as well as voice and data communications products and systems. Motorola delivers mobile computing, advanced data capture, wireless infrastructure and RFID solutions not only to clients in the public sector, but also to retail, manufacturing, wholesale distribution, healthcare, travel and transportation customers worldwide.

Home & Networks Mobility provides integrated, end-to-end systems that seamlessly and

reliably enable uninterrupted access to digital entertainment, information and communications services over a variety of wired and wireless solutions. Motorola provides digital video system solutions and interactive set-top devices, voice and data modems for digital subscriber line and cable networks, and broadband access systems (including cellular infrastructure systems) for cable and satellite television operators, wireline carriers and wireless service providers.

Mobile Devices has transformed the cell phone into an icon of personal technology—an integral part of daily communications, data management and mobile entertainment. Motorola offers innovative product handset and accessory designs that deliver “must have” experiences, such as mobile music and video—enabling seamless connectivity at work or at play.

The Motorola Foundation is the independent charitable and philanthropic arm of Motorola. With employees located around the globe, Motorola seeks to benefit the communities where it operates. The company achieves this by making strategic grants, forging strong community partnerships, fostering innovation and engaging stakeholders. The Motorola Foundation focuses its funding on education, especially science, technology, engineering and math programming.

**For more information go to [www.motorola.com](http://www.motorola.com).**

# APPENDIX

## Participants at “Policing Gangs: An International Summit for Police Executives”

May 28, 2009, Chicago

Deputy Assistant  
Commissioner Sue Akers  
LONDON METROPOLITAN  
POLICE SERVICE

Dr. Megan Alderden  
CHICAGO POLICE DEPARTMENT

Deputy Chief Dana Alexander  
CHICAGO POLICE DEPARTMENT

Deputy Chief Robert Allen  
MINNEAPOLIS POLICE DEPARTMENT

Captain Michael Allred  
WICHITA POLICE DEPARTMENT

Deputy Chief  
Constantine Andrews  
CHICAGO POLICE DEPARTMENT

Commander John Ball  
CHICAGO POLICE DEPARTMENT

Comisario de la Policia Federal  
Arturo Bassols  
POLICIA FEDERAL PREVENTIVA-MEXICO

Commissioner  
Frederick H. Bealefeld  
BALTIMORE POLICE DEPARTMENT

Deputy Chief Charlie Beck  
LOS ANGELES POLICE DEPARTMENT

Deputy Chief William Benjamin  
INDIANAPOLIS METROPOLITAN  
POLICE DEPARTMENT

Lieutenant Maureen Biggane  
CHICAGO POLICE DEPARTMENT

Sergeant Larry Bitsoih  
ALBUQUERQUE POLICE DEPARTMENT

Chief Marlene Blanco  
NATIONAL CIVILIAN  
POLICE – GUATEMALA

Mr. Gino Bonanotte  
Vice President – Finance  
MOTOROLA

Deputy Chief Robert K. Boyce  
NEW YORK CITY POLICE DEPARTMENT

Herb Brown  
CHICAGO FBI FIELD OFFICE

Chief Ernest Brown  
CHICAGO POLICE DEPARTMENT

Deputy Superintendent  
Peter Brust  
CHICAGO POLICE DEPARTMENT

Chief Eric Buske  
OMAHA POLICE DEPARTMENT

Dr. Tim Bynum  
MICHIGAN STATE UNIVERSITY

Chief Thomas Byrne  
CHICAGO POLICE DEPARTMENT

Commander Keith Calloway  
CHICAGO POLICE DEPARTMENT

Sub Inspector Nelson Canas  
NATIONAL CIVIL POLICE,  
EL SALVADOR

Alderman Isaac Carothers  
CITY OF CHICAGO

Commander Eric Carter  
CHICAGO POLICE DEPARTMENT

Assistant Chief Charles Cato  
DALLAS POLICE DEPARTMENT

Senior Superintendent of Police  
Sultan Ahmad Chaudry  
POLICE SERVICE OF PAKISTAN

Captain James C. Collins  
SAN DIEGO POLICE DEPARTMENT

Lieutenant Michael Connelly  
CLEVELAND POLICE DEPARTMENT

Lieutenant Charles Consolian  
PHOENIX POLICE DEPARTMENT

Deputy Chief Demitrous Cook  
EVANSTON POLICE DEPARTMENT

Commander Lillie Crump-Hales  
CHICAGO POLICE DEPARTMENT

Assistant Superintendent  
Beatrice Cuello  
CHICAGO POLICE DEPARTMENT

Chief Patrick Daly  
CHICAGO POLICE DEPARTMENT

Commissioner Edward Davis  
BOSTON POLICE DEPARTMENT

Dr. Scott Decker  
ARIZONA STATE UNIVERSITY

Chief Timothy J. Dolan  
MINNEAPOLIS POLICE DEPARTMENT

Director Roderick Drew  
CHICAGO POLICE DEPARTMENT

Deputy Superintendent  
Daniel Dugan  
CHICAGO POLICE DEPARTMENT

Chief Edward A. Flynn  
MILWAUKEE POLICE DEPARTMENT

Chief Heather J. Fong  
SAN FRANCISCO POLICE DEPARTMENT

Chief James D. Fox  
NEWPORT NEWS POLICE DEPARTMENT

Deputy Chief Michael Gillette  
CARPENTERSVILLE, IL  
POLICE DEPARTMENT

Chief Edward L. Gilmore  
CALUMET CITY POLICE DEPARTMENT

Detective Jeffrey Godown  
LOS ANGELES POLICE DEPARTMENT

Commander Walter Green  
CHICAGO POLICE DEPARTMENT

Deputy Chief Alex Hayes  
OMAHA POLICE DEPARTMENT

Captain Brian Heffernan  
CLEVELAND POLICE DEPARTMENT

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Charles H. Ramsey  
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Ms. Winifred Reed  
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Captain Eddie Reyes  
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Deputy Chief Bruce Rottner  
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Commander Eugene Roy  
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Commander Berscott Ruiz  
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Commander Kevin Ryan  
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Chief John F. Timoney  
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Alliances  
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POLICE DEPARTMENT

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CHICAGO POLICE DEPARTMENT

Deputy Chief Roberto Zavala  
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