

**HEARING ON THE REAUTHORIZATION OF THE
JUVENILE JUSTICE AND DELINQUENCY PREVEN-
TION ACT OF 1974**

HEARING
BEFORE THE
SUBCOMMITTEE ON HUMAN RESOURCES
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
ONE HUNDRED SECOND CONGRESS
SECOND SESSION

HEARING HELD IN PORTLAND, OR, MARCH 9, 1992

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HEARING ON THE REAUTHORIZATION OF THE JUVENILE JUSTICE AND DELINQUENCY PRE- VENTION ACT OF 1974

MONDAY, MARCH 9, 1992

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Portland, OR.

The subcommittee met, pursuant to notice, at 9 a.m., in the Portland City Hall, Council Chambers, 1220 S.W. 5th Avenue, Portland, Oregon, Hon. Matthew G. Martinez, Chairman, presiding.

Members present: Representatives Martinez, Wyden, and Unsoeld.

Chairman MARTINEZ. I would like to call this meeting to order. Let me start out by saying that I think there are some people that do not really understand why we conduct these field hearings and site visits. This is not the first site visit or hearing that we have held on this particular issue. We visited in different places. We notice today here that there are people from Arizona where we held an extensive hearing in Arizona on problems very similar to these. We have, and we will, throughout a period of time before we mark up this bill, hold more hearings and site visits.

It is not possible to meet with every individual in a community, or it is not possible to receive the ideas of every single individual. What we try to do is get as much information as we possibly can, so that when we reauthorize this bill we are doing it in such a way that it will bring the greatest benefit to the communities of interest and the communities that we are supposed to serve.

I have been in Congress 10 years, and in that time, I have seen a lot of reauthorizations where chairmen of committees do not take the time to go into the communities, but depended on people coming to Washington. Well, Washington is pretty far from some of these communities, especially on the West Coast, and it is very difficult, a lot of times, for people who are really engaged in every-day, all-day, activities in the areas that we seek information, to come to Washington—a person like Lonnie Jackson who has been very instrumental in a lot of the activities that have taken place in this particular community. So we, therefore, go out and try to reach out to those communities to get that information.

I have a statement that I would like to submit for the record. Because we are on a very strict time schedule, I am not going to take the time to read it, except to say a few things.

I grew up in a gang setting in East Los Angeles. I lived in neighborhoods where there were different gangs. At one time, I lived in a neighborhood that of that era and that day had one of the most infamous gangs, the Clan Gang.

I also lived in the area of White Fence. I also lived in the area of Maravilla. Growing up in those neighborhoods, we were always aware of the gangs and the gang problems. There was not as much done then as is being done today to get rid of the gangs, but, of course, the problem was not as severe then.

Today, we have a problem that is exacerbated by the fact that there are drugs, and the sophistication of the members of the gangs has increased. So we are dealing with very well-organized gangs and some other gangs that are not so well-organized. The differences between gangs are night and day.

My main point is that there are a lot of young people that are involved in these gang activities, but if they had an alternative, they would not be involved in that gang activity. If the Federal Government took its responsibility to heart and provided funds, leadership, technical advice, and support to those local communities, I think we could minimize the gang problem. We are never going to cure the problem completely. There are some young people that need to be isolated in an area, so that they can be treated separately from the mainstream youth in their neighborhoods, and there are others that can be salvaged right in the neighborhood itself. We have to find systems and a number of different ways to deal with each of the different problems.

What I have seen here in Oregon is that that is exactly what happened and is happening. There is a partnership that is taking place here that should be replicated throughout the country; a partnership between community, community citizens, community activists, community leaders, by elected officials, and by law enforcement and the court system. Those are the important ingredients that have to be in any resolution to any of these problems.

With that, I am going to turn to my colleague who has invited me to come to Portland because he is very well aware of some of the problems that have existed here, and he is very interested in doing something about it.

[The prepared statement of Hon. Matthew G. Martinez follows:]

STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Good morning, I am very pleased to be here. I am joined today by Congressman Ron Wyden, who represents the 3rd district of Oregon, and Congresswoman Jolene Unsoeld, who is a member of the committee and represents the 3rd district of Washington.

Before I offer my opening statement, I'd like to thank the witnesses and their staffs who hosted site visits and breakfast meetings for us over the last few days. I appreciate your hospitality and your candor. There is no better way to expand a Member's vision than to get him or her outside the beltway.

When I was a boy growing up in East Los Angeles, gang activity was a familiar part of my life. My brothers, sisters, relatives, and friends were also affected by the gangs in our community. We all knew who they were and what they were doing. We also knew of the need many of the youths had for something to fight for and something to believe in. Although somewhat misguided, these kids were trying to fill a hole in their lives.

Today, gangs have become more violent, more sophisticated, and more mobile. Their make-up ranges anywhere from loosely associated delinquents to highly orga-

nized criminals that use acts of violence as initiation rights. Their activities range from simple acts of intimidation and petty theft to brutal homicide and assault. Increasingly most gangs are turning to drug activity to sustain themselves.

For the more organized gangs, drug trafficking has become the crime of choice. These gangs can be so sophisticated that they operate more like corporations than gangs. They have distribution headquarters, production sites, recruitment teams, and even "franchises." They even talk of penetrating new markets by moving into small towns.

Communications between localities of jurisdiction is crucial in combating these mobile and highly organized gangs. Equally important is the recognition on the part of smaller and more isolated communities that gangs are a problem for them as well. There are few places that are not touched, or who could not potentially be touched, by gangs who deal drugs.

These gangs have also become employers of last resort to many kids. There are some youths who can make more money selling drugs for a gang than any of us here will ever make. The plight of drugs in communities large and small will only get worse as gangs continue to move around the country.

For the more unorganized gangs, there are some similarities to the gangs of the past. These kids look to gangs to fill gaps in their turbulent lives. Youths who get involved with gangs just to belong, the "wannabes," show the best results from intervention.

The kids who have not become immersed in gang life are, for the most part, trying to cope with situations that are completely out of their control; poverty, homelessness, unemployment, and hopelessness. Some get involved just to feel like they are part of something. Others get involved to get some control of a world that hasn't responded to their needs. Others simply get involved to protect themselves. But, given the chance to be part of something positive, something they can have some control of, and something that they can get some benefit from, I firmly believe that these kids can be diverted away from negative behavior.

Some youths, like those involved in highly organized gangs, have gone beyond reaching out for help. Some should not be allowed to be a part of the general society because of their behavior. Although we must find ways to reach these kids as well, the safety of the public must be protected. Appropriate educational and behavioral modification services should be provided only in a confinement setting.

We have some interesting witnesses on the schedule this morning, and they are interesting because of where they come from. We have law enforcement, a district attorney, government agencies, staff from a correctional facility, and a gang-involved youth. Traditionally these are not the type of people that you'd expect at a hearing focused on finding alternatives to locking kids up and throwing away the keys. In fact these are the individuals that get most of the heat when the public screams for safer streets. But, I think we'll see from their testimony that locking kids up that do not pose a threat to the general public has not made communities more safe.

I am confident we can learn from their extensive experience. I am very interested to see how sophisticated gangs have moved around the region. I am also curious to hear how intervention strategies have worked to reach those kids who have not yet become involved with either organized or ad hoc type of gangs.

I truly believe that many of the kids who have not become gang involved are desperately trying to reach out to us, and that our communities are likewise looking for ways to protect themselves from the sophisticated gangs that have taken hold. Our efforts to modify this Act and our attempts to reach out to these kids and these communities should be guided by the knowledge and expertise that these witnesses offer.

Mr. MARTINEZ. After I have turned to my colleague, Ron Wyden, I would like to turn to another colleague, Jolene Unsoeld. I have visited some of her communities, and she is, like Ron Wyden and many other colleagues that I have in Congress, very interested in this growing gang problem.

Congressman Wyden?

Mr. WYDEN. Thank you very much, Mr. Chairman. And like you, I would ask unanimous consent for my statement to be made a part of the record. I could just offer a few comments to open it up.

First, Mr. Chairman, let me thank you for coming today. I think Congresswoman Unsoeld and I know that a chairman of a commit-

tee cannot get to every community before an important reauthorization such as we face with the juvenile justice statute. I think it is a great compliment to our community that you would be here, and on behalf of our constituents, let me thank you for making all this time available to listen to our constituents.

I would also say that watching you on Saturday morning talk to the young ex-gang members at the Youth Concerns Action Program, it was pretty clear to me, watching you talk to those young men, that you have not forgotten the streets of East Los Angeles. I just appreciate your being here.

Let me also thank our colleague, Congresswoman Unsoeld, such a valuable member of the delegation, who brings great expertise on human resources issues, as well as many other things where she helps us on natural resources questions and the like.

Mr. Chairman, with respect to a couple of comments on the substance of the hearing, it is pretty obvious to me that we are on the verge of losing a big chunk of an entire generation of kids as they get swallowed up by violent, drug dealing, gun toting gangs. It is especially important to note that this is not just an urban problem. We have been told that in our area, there is evidence that young females in the suburbs are among the fastest growing groups of recruits to the gang lifestyle. So this is not just a problem in the inner city poor.

Our problem is particularly fed by a pernicious form of interstate commerce that the framers of the Interstate Commerce Act never could have anticipated. What we have is an underworld import/export business with gangs, in effect, using the mail, railroads, and buses to execute drugs, firearms and other illegal transactions from Seattle to San Diego, with the I-5 corridor being a special target. It seems to me if the gangs are creatively moving across State lines, we are going to need a tri-state partnership between Oregon, Washington and California to break up this vicious pipeline.

Of the 70 gangs the police have identified in Portland, 60 of them are tied to the gangs outside Oregon, and most are based in the Los Angeles area. We know that the numbers that have been documented with respect to gangs are just the tip of the iceberg. Police estimate there are at least three gang-involved young men and women who go uncounted for every gang member they have identified.

What I would like to do in wrapping up, Mr. Chairman, is suggest four specific initiatives that we could look at to address this problem.

The first comes up this week in the United States Congress in what I believe is one of the most important votes we have had in years. That is, we will vote this week on whether or not the 1990 budget agreement ought to stand. I believe that it is critical that that agreement be torn up. That agreement does not reflect the realities of today's world, and that the money be transferred from the military, under that budget agreement, to the kind of programs that we are going to be hearing about today, the domestic programs we are going to hear about today. We saw this weekend, Mr. Chairman, that the national security issue right now is on the streets of communities like Portland. I think it is critical that Congress votes this week to tear up that agreement.

Second, I would hope that in rewriting the juvenile justice statute there could be a new formula that would be based on the size of a State's gang population and a State's gang problem, its overall gang problem, rather than just the numerical population. That is a specific step that would help us here and other States where you have these very serious gang problems and not a large population.

The third step that I would hope we would look at is that the Federal Government reward State and local communities that are willing in hard-pressed times to put out money for anti-gang programs. I would hope that the Federal Government would reward those local communities with additional funds for having reached into their coffers and come up with some resources.

Finally, to touch on this notion of the Oregon-Washington-California coalition, I would hope that we could establish a Western Regional Anti-Gang Alliance that would draw together community-based programs, law enforcement, business and social services into a comprehensive tri-state effort.

Those are four steps, Mr. Chairman. I touch on some others in my prepared statement that I think would make some sense. Let me also say, in wrapping up, we have a choice. We can either pay now and have preventive programs like we saw this weekend, or we can pay later when we play catch-up ball in the courts and in the criminal justice system, and, in effect, have to pick up the shattered pieces of families and lives in our communities. The preventive programs that you authorize in this bill are critical.

[The prepared statement of Hon. Ron Wyden follows:]

STATEMENT OF HON. RON WYDEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON

Chairman Martinez, I'm grateful for this opportunity today to examine our common concerns about the gang problem that's plaguing both of our districts and to help this subcommittee build the record on the need to make the war on gangs a new Federal priority.

I'd also like to thank Congresswoman Unsoeld for participating today. Congresswoman Unsoeld, with her extensive knowledge of human resource issues brings a critical perspective to what must become a regional gang prevention and eradication effort.

We are on the verge of an entire generation of kids being swallowed up by violent, drug dealing, gun-toting gangs. This is not just an urban problem, restricted to large urban centers like Portland and Los Angeles. It is also striking small towns and rural areas throughout California and the Northwest. Kids from *all* social, ethnic and economic backgrounds are at risk. I'm told that in the Portland/Vancouver area, young women from city neighborhoods *and* the suburbs are among the fastest-growing groups of recruits to the gang lifestyle. This is *not* just a problem of the inner city.

Oregon law enforcement officials confirm that gangs engage in a pernicious form of interstate commerce that the framers of the nineteenth century interstate commerce acts never could have anticipated. Conducting an underworld import-export business, gangs use the mail, railroads and buses to execute drug, firearm and other illegal transactions from Seattle to San Diego.

If gangs are creatively trading across State lines, we need to team up West Coast law enforcement and human resources experts to devise creative ways to stop them.

Federal law enforcement officials say Interstate 5 and other major highways throughout the West serve as pipelines through which gang-initiated drug deals and other illegal activities flow easily throughout the region. Consider the following frightening trends:

The Portland Police Bureau Gang Enforcement Team estimates that gang membership in Portland has mushroomed in the last 3 years, from 357 identified gangsters in 1989 to 2,342 in 1992.

Of the 70 gangs that police have identified in Portland, 60 gangs have ties to gangs outside Oregon and most are based in the Los Angeles area.

Oregon police have reports of Hispanic and Asian gangs moving up and down Highway 97 selling narcotics and spreading violence as far away as Yakima, Washington.

Portland's Asian gang members are being drafted as reinforcements in the Wah Ching gang war in San Francisco.

Police have identified 85 gang affiliates between Baker City and Ontario, and there's evidence that Crips, a California-based gang, has slipped into Klamath Falls and is dealing drugs and illegal firearms.

And, in a very troubling twist to criminal gang activities, national hate groups are recruiting and directing Skinheads, with their frightening agenda of racism and hatred.

This is just the tip of the iceberg. Police estimate that there are at least three gang-involved kids who go uncounted for every gang member they've identified.

Gangs—most of which are committing Federal crimes—demand tough Federal action and not just in the area of beefed-up law enforcement. The Federal Government can be a better partner in assisting local communities with the problem of youth gangs.

First, we need to look at three new initiatives:

Federal juvenile justice funding should be based on the size of a State's gang problem rather than its population.

The Federal Government should offer incentives for States and local communities to fund innovative gang prevention activities by making available additional Federal matching dollars when they do.

We need to establish a Western Regional Anti-Gang Alliance joining the forces of law enforcement, business and social services.

Next, we need to build on existing Federal programs to give these kids a shot at honest work:

We should expand the targeted jobs tax credit for businesses who hire at-risk youth.

The Department of Labor needs to try more innovative Job Corps programs aimed at gang youth. One innovative model that could be used is the successful PIVOT project which I worked to establish in Portland for teenage parents.

The Small Business Administration should help small businesses—and the vast majority of Oregon's businesses are small—set up workplace internships where these kids can get hands-on work experience.

A large-scale rescue operation—a full partnership with the Federal resources, local governments, schools, police and social service professionals is long overdue. So far, our troops have been scrambling at the front lines with precious few supplies and reinforcements in the pipeline—and we're about to lose the war.

Finally, I'd like to relate a Portland police officer's wish, a wish that underscores the purpose of today's hearing. He said that there was nothing he wanted more than to see all youngsters on his beat in a gang-ridden neighborhood safely grow up to live long, full, and productive lives, and peacefully die of old age in their homes.

This wish, simply but poignantly stated, is shared by all of us who care about keeping our kids safe from the terrifying swath of destruction that gangs have cut through our communities.

I want to thank all the witnesses who have come today and I look forward to hearing their testimony. Because the time constraints did not allow us to hear oral testimony from everyone who wanted to contribute to this hearing, I would like to ask the Chairman to include the written testimony in the record.

Mr. WYDEN. And for the many that would like to testify at hearings and time does not afford it, I would also like to state, Mr. Chairman, that you have been gracious enough to say that the formal record of the hearing could stay open, and everyone's written comments could be brought in to my office and Congresswoman Unsoeld's office so that everybody from this community and Congresswoman Unsoeld's community who want to add a formal statement into the record could get it to us. We will transmit it to you and the staff, and it will be made a formal part of the record.

So Mr. Chairman, I look forward to our hearing, and again, thank you for the commitment you have made of these several days to be here to listen to my constituents.

Chairman MARTINEZ. Thank you very much, Mr. Wyden.

You know, it is true that there are some revisions we need to make in reauthorizing this bill. One of the things you suggest is an emphasis on prevention. Since I started to conduct these hearings, I have realized that there has to be an extra emphasis on prevention. There has been some prevention services, but I think a lot of the money that we devote to these programs has to be to the types of programs that I have seen run here in Oregon.

I believe, from experiences that I have had in my own community and other communities that I have seen, that if young people are given good alternatives and they are given hope for the future, that they will depart from the negative behavior into the positive behavior.

With that, I would like to turn to Congresswoman Unsoeld.

**STATEMENT OF HON. JOLENE UNSOELD, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF WASHINGTON**

Mrs. UNSOELD. Thank you, Mr. Chairman, it is a real pleasure to serve with you on the Education and Labor Committee, and it is a pleasure, always, to join my colleague, Congressman Wyden, because that Columbia River ought not to be a barrier. Our communities really are linked.

The importance of this hearing today will go far beyond what is said in this room and what those of you who appear carry outside. I will tell you about that in just a minute. I am really eager to hear what the witnesses have to say. These hearings are a learning experience for us, as well as for those who happen to participate.

My community on the other side of the river, Vancouver, in the real Washington, is at a critical stage right now, as are so many communities in this Nation. Early signs of gang activity have surfaced, but relatively in isolated instances. The youths have not yet begun to form a kind of lawless, cohesive group that threatens areas like Portland, Yakima and Tacoma. Communities such as ours have two options—we can wait until there is a full-blown gang problem, or we can begin to intervene now. That is clearly where our emphasis is.

Our community leaders in the Clark County area work together to implement an early intervention program to try to save our youths in our community. Clark County Commissioner, Dave Sturdevant, is here to talk about why the county decided to channel funds into an at-risk youth program. And Marty Holloway and Ernie Veach-White will talk about the programs they are developing to meet the community's challenges. Rather than describe those in detail, I am looking forward to these fine witnesses.

I firmly believe that we will not catch up with the problem of juvenile delinquency until we really put our energies and our resources into programs that strengthen our families and teach our kids values and responsibilities in the early years. The importance of early childhood education keeps coming back to us, and it has to be the foundation of these types of programs. That way, when they

are faced with choices later in life, they will have a positive core of values to rely on. If we never give our kids that, we never give them a reason to stay away from gangs, or to obey our laws, or to respect them.

When a member of my staff asked Mr. Veach-White why the Clark County Juvenile Department started an early intervention program, he said that anyone who works with kids knows that prevention is the key. It seems so simple, and yet, as a Nation, we have not made that priority. I hope to work with all of you on my committee, my colleagues of the U.S. Congress, but I want, particularly, to work with those of you who hear our words or read about this meeting today.

It is not just the Juvenile Justice Delinquency and Prevention Act which is up for reauthorization this year. It is one mechanism that we have to channel funds to States for prevention efforts. But there is a secret intent here. You all are our secret weapon. Because even though there is a lot of lip service given in the Congress to preventive programs, when it comes right down to it there is enormous resistance.

Two years ago, I tried to get a sizeable amount of additional money earmarked for the DARE program, Drug Abuse Resistance Education, a proven program to not only give kids the reasons to say no to drug abuse, but how to say no. The law enforcement officers who teach those programs tell us it works. The teachers tell us it works. The parents tell us it works. And yet there is more of a desire to hang them high and to put the money, the scarce resources, into what appears for us to be tough on crime, rather than in prevention.

So all of you are part of the secret weapon that we have to mobilize to make it acceptable across this Nation, through letters to the editors, through things that you say in public meetings, so that the emphasis can be placed on prevention, not only in the words that we speak, but where we put our money. That is why I am so pleased to be able to be here today, because you are going to give us the strength, and the resolve, and the ability to do a better job on that.

Thank you very much, Mr. Chairman.

[The prepared statement of Hon. Jolene Unsoeld follows:]

STATEMENT OF HON. JOLENE UNSOELD, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF WASHINGTON

I am eager to find out what the witnesses here today have to say about their experiences with gang activity in the Portland/Vancouver metropolitan area—and what we can do at the Federal level to help communities control it.

Vancouver is at a critical stage right now as are so many communities across this Nation. Early signs of gang activity have surfaced—but in isolated instances. Youth have not yet begun to form the lawless, cohesive groups that threaten areas like Portland, Yakima, and Tacoma. Communities such as ours have two options—we can wait until we have a full-blown gang problem, or we can begin to intervene now.

Our community leaders have worked together to implement early intervention programs to try to save our youth—and our community. Clark County Commissioner Dave Sturdevant is here to talk about why the county decided to channel funds into at-risk youth, and Marty Holloway and Ernie Veach-White will talk about the programs they are developing to meet the county's challenge. Rather than describe these programs in more detail, I'll leave it to these fine witnesses.

I firmly believe that we will not catch up to the problem of juvenile delinquency until we put our energy and our resources into programs that strengthen our families and teach our kids values and responsibilities in the earliest years. That way, when they are faced with choices later in life, they will have a positive core of values to rely on. If we never give our kids that, we never give them a reason to stay away from gangs—or to obey our laws—or to respect others.

When a member of my staff asked Ernie Veach-White why the Clark County Juvenile Department started an early intervention program, he said that anyone who works with kids knows that prevention is the key. It seems so simple—yet we as a Nation haven't made it a priority.

I hope to work with all of you to help change our priorities so that we can invest in our children. The Juvenile Justice Delinquency and Prevention Act, which is up for reauthorization this year, is one mechanism we have to channel Federal funds to States for prevention efforts. I look forward to working with Chairman Martinez and Congressman Wyden to make this legislation a priority.

Chairman MARTINEZ. Thank you, Jolene.

Today, the witnesses who we will hear are considered to be part of the new partnership of the nineties in delinquency prevention. They are people from law enforcement, from the justice system, and from the communities themselves. That is what it is going to take to do the job.

This is the fourth of a series of hearings that we will be holding in different places around the country. Before we are done, we figure to have about seven to eight hearings where we will compile necessary information to prove the case with our colleagues in Washington about the need for reauthorization of the Juvenile Justice and Delinquency Prevention Act and the way we intend to reauthorize it.

With that, I would like to call our first witness, who is Lonnie Jackson, Minority Affairs Director of McClaren School, Woodburn, Oregon. With him today is a young man by the name of Otha Banks. Would you both come forward to this table in the front here?

While they are coming up, let me announce, again, what Congressman Wyden has said about public input. The record will remain open, and we will take any input and make it a part of the record from anyone here, or anyone that is not here that sees or hears the broadcast, and understands that we need to know what is on their minds. We need to hear from everyone.

Now let me say that the testimony that I have received so far is quite extensive. I have gone over it. My staff has gone over it. We will be going over it again. And I would ask the witnesses to summarize their statements that we have already received. As I said, they will be in the record in their entirety. Then we will proceed.

Lonnie is a good old home boy, originally from my area, Los Angeles. He grew up not too far from where I grew up and the school that my son is an alumnus of, USC. Lonnie, welcome.

**STATEMENT OF LONNIE JACKSON, MINORITY AFFAIRS
DIRECTOR, McCLAREN SCHOOL, WOODBURN, OREGON**

Mr. JACKSON. Thank you for having me here today. Chairman Martinez, committee members, it is an honor and a privilege to be able to testify before the Committee on Education and Labor.

As mentioned, my name is Lonnie Jackson and I am the Minority Affairs Director at the Oregon Training School for Serious Juvenile Offenders, McClaren School for Boys. I am also a co-founder of

MYCAP, Minority Youth Concerns Action Program, which is a gang prevention intervention program operating in Northeast Portland.

As mentioned before, I am originally from Los Angeles, California. I grew up in Southcentral LA, where I was exposed to and involved with gangs at an early age. With me today is Otha Banks, who is currently involved in our Minority Youth Concerns Program at McClaren School and who will also testify today.

We first started seeing the appearance of gang members in the juvenile correctional institutions back in 1986. As of 1/30/92, there currently are 100 designated gang-involved youths under commitment to the State training schools. This includes McClaren and Hillcrest Schools, work study camps and community parole.

When gang members first began entering the juvenile justice system, there was not much knowledge about gang members. Gangs were generally seen as a fad or style that would go away. During the past several years, we have seen a drastic change in the mentality of gang youth. Their mentality is now very similar to the hard-core vicious mentality of Californian gang members. They now come into our intake and assessment units wearing their gang colors, flashing gang hand signs, and using gang language, et cetera. Their committed offenses have also become more serious and violent, including murder, attempted murder, manslaughter, possession or sale of narcotics, robbery, assault, et cetera.

As a black American working in juvenile corrections, I am saddened and angered over the representation of people of color in juvenile and adult correctional institutions. This is not just in Oregon, but on a national level. In 1987, Roger Walter and myself founded the Minority Youth Concerns Program at McClaren School. Although we have good services at McClaren, such as drug and alcohol programs, sex offender treatment, and reality therapy, I felt we were not dealing intensively enough on the issues and problems which youths with the hard street life and gang mentality possess.

These youths have a totally different mindset and value system than mainstream society. Working with them requires serious intervention to elicit attitude and behavioral changes. A major focus of the minority program is to give minority youth positive exposure to alternatives to delinquent gang lifestyle. More importantly, the program forces them to take a realistic look at their life and where they are headed if attitudes and behaviors do not change.

Issues we work on in the program include value clarification, positive self-image, black-on-black crime, responsibility for one's own life, cultural pride, appropriate role models, rap music, and the impact lifestyle has on family, community, and society. We also try to develop appropriate social skills and instill a sense of hope that they can be something other than gangsters or drug dealers.

The program has grown to the extent that we have had a high of 70 youths, out of a campus population of 230, actively involved in the program. Crips, Bloods, Hispanics, Asian gang members, skin-heads, and even white supremacist gang members, have participated in the program. We have established the positive culture of former gang members who assist us in turning around new gang members

entering the institution. This program has drastically helped minimize the gang crisis on campus and reduce racial tension.

In 1989, we founded MYCAP in Northeast Portland, which provides a continuum of care for youth reentering the community. Services provided include support groups, counseling, job assistance, short term residence, education, family support, and networking with other resources and providers in the community.

Since 1990, other programs which provide services to gang youth have emerged, including Youth Redirection, House of Umoja, gang resource intervention team, and a gang female influence transition team. There are also many efforts underway in the area of prevention. The self-enhancement program in Portland has received statewide and national recognition for its work with youth.

The reality, however, is that many of these programs and services are vastly underfunded. We must make a greater commitment to and investment in our youth. There is no one solution to the immense problem gangs and drugs represent. It is not a black, white, Hispanic or Asian problem, but all of ours. We are all affected in one way or another.

It will take a united and comprehensive approach involving everyone, politicians, schools, law enforcement, communities, courts, businesses, families, and youth service providers, to begin making a difference. I fully recognize that we cannot save every juvenile offender. However, I firmly believe that it is possible to make a positive impact on a percentage of them. If we could turn more of these youths around, just imagine what it would save in future victims of these youths and eventual costs to society.

We must break these vicious cycles, for we are in danger of losing a generation of young people. We must make investing in the lives of our youth as much a priority as investing in weapons of war. With that, I would like to turn the testimony over to Otha Banks.

**STATEMENT OF OTHA BANKS, McCLAREN SCHOOL, WOODBURN,
OR**

Mr. BANKS. I want to talk about how I became involved with gangs in the beginning. It started when I was really young. I was watching movies and stuff and growing up with my uncles. My goal was to be a gang member, the highest drug dealer with big money and cars. That was just the goal that I had.

Then I started getting into the system, going to jail when I was real young. The jails down there hardly phased me, so I just kept on doing what I had to do.

Let me see. I came down here to Portland and I got in some trouble. I went to Donald E. Long Hall for a little bit and they let me out. They kept on letting me out. I would go in there for things like unlawful possession or carrying a concealed weapon, stuff like that. They'd give me 2 weeks, and I'd be back out on the street.

So I just kept on doing that kind of stuff. They sent me to group homes. I fronted off like I was going to do good, but would go right back into the gang stuff. I just fooled them. I fooled them. They thought I was going to get out and do good. But I was back into the same stuff.

They kept on, it was like a threat. They said they'd send me to McClaren. I would think, "Well, if I have to go to McClaren, I'll just go to McClaren." So I would get into some trouble. I would be going to school for a while and then just start drinking and smoking. We'd go to school high. Then I tried to wrestle, and do something good. I guess the gang stuff just got me away from wrestling. So I decided that I wouldn't wrestle.

I got charged with PSC for having drugs on me. They finally sent me to McClaren. I sat in McClaren for a while. Then I just realized that I needed to do something, that I needed to change. At that point my old lifestyle was behind me.

Up at McClaren, they have a minority group for us. I realized that if I wanted to live to see the year 2000 or something, I needed to turn my life around. The way I was going, I am happy I lived to 1992.

There are some things that I want to do. I need four to five more credits to graduate from high school. I realized that if I live this way, I don't have to look over my shoulder; it is better than gangs.

I have a whole bunch of blocks up ahead of me. I was supposed to get out of McClaren last month. I've been sitting at McClaren doing well, and they said that they were going to let me out last month. They gave me more time, and I didn't want to give up. I was like, man—you know. Then, I said, "Well, I am going to sit here and keep on doing good because I ain't going to lose all the stuff that I've been doing."

So I am sitting at McClaren right now and just thinking about all the good things that I am going to do when I get out. They told me I have more time. Right now, I am supposed to be getting out at the end of this month. I keep on trying to do good. I ain't going to just give up, like "Well, forget it."

While I am at McClaren, I can't do anything. There's a whole bunch of things out there to do. If I could, I would try to talk to a whole bunch of brothers over this gang stuff, because it is getting way out of hand. There are brothers going upstate for murder, because of the gang violence and all that.

You see this shirt that I have on, this BCP. That is Brothers Chilling Positive. This is not like a gang. It's for people who want to do right. I just had a feeling that I want to do right instead of staying in gangs for the rest of my life. I have a whole bunch of goals to go for; I want to go to college after I get my high school diploma. It doesn't matter what college I go to. I just want to go so I can get to my goals. I want to be a wrestler, or a football player, or something.

There are brothers in McClaren right now who want to change. There are some who just have a hard head, the kind of head that doesn't let anything beyond their ears. If somebody tells them something, they say yes—and look at the ground. Every time when somebody tries to tell me something positive, I try to look right in their eyes so that I can listen to what they are saying. I keep it in my heart instead of having it go in one ear and out the other.

I know there are brothers that want to change. They try to blame it on other people so that nobody will look at them when they are gang banging. They say, "It isn't my fault. Look what kind of neighborhood I grew up in." There's a lot of people who

grew up in bad neighborhoods but are doing good right now. So they can't point it at that. It's just a scapegoat type of thing.

I realized that I need to change if I want to live to see the rest of the world. That's about it, thanks for listening.

Chairman MARTINEZ. Thank you.

Let me ask you a couple of questions here because you said a couple of things like you kept on doing what you had to do. The environment you were in, that was the only alternative you had at the time, to do what everybody else was doing around you?

Mr. BANKS. I just thought that was fun right then. It was fun to do the same thing every day, drinking, smoking weed, having cars and stuff. Everybody looked at me. People looked at me, probably thinking something bad. But I would think that they were saying something good like, "I want to be like him." I had saggy pants, my pants hung down.

Chairman MARTINEZ. You were high, so you were thinking you were looking great, and other people that were looking at you were thinking that you were looking bad.

Mr. BANKS. Yes.

Chairman MARTINEZ. At some point in time, you realized it. Was it something in one of these groups that you saw that started you thinking? You mentioned worrying about not living past 1992. So at some point in time, you started to think, like so many other young people in gang and gang activities, "Hey, I just may last longer than I think. If I do, what am I going to do to take care of myself?" Was it something like that?

Mr. BANKS. It was something like that. Let me see. I was thinking about how I was fooling them. They thought I was going out there and doing good, but I was going to keep doing the same thing. I realized that I was fooling myself. I was playing a game with myself.

Chairman MARTINEZ. You came to the realization within yourself.

Mr. BANKS. Yes.

Chairman MARTINEZ. Without realizing it, we do that a lot. I know because I have been there. It is other influences, other things that we see. We see somebody doing the right thing and getting a heck of a lot more reward than we are getting by doing the wrong thing. So we say, hey, there has to be a better way.

Mr. BANKS. I knew that there was a better way because I went to a wrestling match one time. There was a young brother wrestling, and little kids were looking up to him. I thought I was wrestling well and went in wearing dickeys and stuff, dressing gang related. But they were just focusing on him, "I want to be like him when I grow up." Then I just realized, "Well, dang, man, I need to change, I want people, I want little kids to say, 'I want to be like him'." I decided to change in a positive way, going to college, wrestling, being a big wrestler.

That's a better way. With the gang, people aren't going to say they want to be like me if I end up getting killed. Little kids don't want to die. They want to grow up to see old age.

Chairman MARTINEZ. How long have you been at McClaren?

Mr. BANKS. Let me see, probably 6 months.

Chairman MARTINEZ. Six months?

Mr. BANKS. Probably 6 months.

Chairman MARTINEZ. And you were in and out of other juvenile detention centers. How old are you?

Mr. BANKS. I am 16.

Chairman MARTINEZ. Sixteen? Holy mackerel. The way you were talking about it, I thought you might have been about 19, 20 years old. You have been doing this a lifetime already.

Mr. BANKS. It seems like I am 21, 25, you know.

Chairman MARTINEZ. I know that everybody is different, but often you do not get enough guidance at home. You do not have the encouragement at home. You get more encouragement from your brothers on the street. Was it like that with you?

Mr. BANKS. Yes, it was just like that, just like that. Every time my grandmother tried to tell me something, I'd be hard-headed. She'd tell me not to do something, I'd be like, "Yes, okay, okay." I'd just leave, and do what I wanted to do.

Chairman MARTINEZ. That happens to a lot of young people. They come to a point in their life when they are not going to listen to older people, although they tell them things for their own good. At that point in time, they need somebody outside the home, somebody they have respect for, to guide them. That is why people like Lonnie really can do a good job.

Lonnie, I am going to ask you a question regarding a very negative article that I read. It says that you only house five people in the home there. Evidently, the author is not aware and did not listen to the discussion we had with all the young people while we were there. Evidently, he only followed us to one side. He did not follow us over to the other side to see that we actually met with the young people and talked to them for some time.

He evidently does not realize that besides the five that you have in the home, which you have decided these five probably need more special attention, you have reached out to a heck of a lot of other young people. Would you like to go into some of the detail on all of the others that come through the home that you serve out of that base?

Mr. JACKSON. Yes, I would. Even though it is a short term residential program for only five people, we have a lot of outreach programs for a lot more kids. We have about 40 or 50 kids in the community who are gang-related and for whom we provide outreach services. It is kind of like a drop-in center. A lot of the guys drop in because they know we are in the community. They know it's a place where they can get some support and receive some services which can benefit them.

Not only is there a continuum of care for kids coming out of the juvenile correctional institutions, but we also do preventative work. I have always felt, why should a kid have to come to McClaren to be exposed to this type of program? That is another reason for us wanting to implement it in the community. We deal with a lot of kids who have never even come to McClaren. A lot of the guys in our program bring their friends to the meetings. We provide a lot of preventative services with borderline or actual gang members who are on the fringes of coming down into the system, and hopefully we can start preventing it on the community level as well.

Whoever wrote the article, I haven't had a chance to read it yet, didn't take time to really look at the more comprehensive nature of what we are trying to do. It's not just about providing services for only the kids; we have to provide services for the family as well.

As Otha states, I know he doesn't mind me mentioning this, he grew up in a home where he never really had a significant other in his life. His father has been in the penitentiary. In fact, he is an ex-McClaren resident. He is just now reestablishing a relationship with his mother. A lot of the kids whom we work with have had some type of family dysfunction going on in their lives. They have acquired a wrong or a different set of values and morals than mainstream society's. So a lot of work that we do is just kind of refocusing these kids. As I mentioned before, we instill a sense of hope that they can be something and help them learn the social skills that are needed for them to become productive.

But as far as what we do, it is of a more comprehensive nature. We are serving a whole lot more kids than just the five that are in that house.

Chairman MARTINEZ. I think the same thing holds true for Umoja House. We visited there with the director. I know you are probably familiar with Lorenzo Paul. He talked about all of the other people, the outreach from that center, not just the ones that are actually there.

They have a limited number of beds. They have a limited amount of funding. They have to do the best they can. If anything, and if I were writing an article, I would write about the need for other people to come forward to provide moneys and partnership so that we can add to the number of beds there, instead of badmouthing what some people are trying to do.

That program is like yours. It reaches out to a lot of other people in the community. I was very impressed by both what I saw there and what I saw in your particular program. My hat goes off to you.

Mr. Wyden?

Mr. WYDEN. Thank you very much, Mr. Chairman.

Both of you have made an excellent presentation, and I just have a couple of questions.

Maybe if I could begin with you, Mr. Banks. You have talked about your goals, and I think they are very sensible goals. What do you think people in government ought to be doing to try to help you and other young people like yourself meet your goals? Is it primarily helping with education, or mentors? Maybe you, in your own words, can tell us what you think we ought to be doing to help you meet your goals.

Mr. BANKS. I think that, for instance, in the MYCAP House and the House of Moister Place, the beds should be filled up by the people that do want to change. I mean, it would be better if you ask a person, does he really, really want to change his life around. There's places like that that they can go to, and groups that they can attend.

Mr. WYDEN. MYCAP would be good or a mentor program. Are those the kinds of programs that help you achieve your goals? Maybe you can touch on some of the kinds of areas that can help you obtain your goal.

Mr. BANKS. Let me see. One goal is school, if you stay in school. I know there's a whole bunch of goals. If you don't know your goal right then, you can read a book. Or it's just like if you know what exactly you want to do, you can do it. I am not going to say that I can try to do it, or I think I can do it, because I know I can do a whole bunch of things that I really want to do.

Mr. WYDEN. I hope that one day we can have for the at-risk kids an advocate, a special advocate, whether it is in education, in MYCAP, any of these kinds of programs. I think unless we do that, the kind of young people that you are talking about are going to continue to fall between the cracks. You said it real well, and I appreciate you doing that.

One question for you, Mr. Jackson, first, Lonnie, I wish we could put you in a Xerox machine and make copies of you, and station them all over in Oregon and elsewhere, because watching you talk to young people, I think, really says it all. I think it would be helpful to know what changes you see in some of the gangs and in gang behavior. I think what happens is, very often, government is sort of a step behind. You see it out in the community, you see it in the streets, and then government reacts.

I was very impressed when you and others talked about more young females being involved in the gangs. Maybe you could tell us what sort of change you have seen recently in gang activity.

Mr. JACKSON. I have just seen more and more kids changing. California gang members originally came down to kind of teach Portland youth how to be involved in gangs and sell drugs. Over the last few years and recently, we have seen more kids come in with the real hard-core mentality.

I am really afraid of the second generation cycle. We see more and more females. That is why I was so glad to see the Department of Justice of Multnomah County receive money to start a program for girls who had been affected by gangs because of that whole second generation cycle. We see more and more young women who are actually involved in gang activity who are having babies with other gang members, and it is really perpetuating that cycle.

I feel these are the areas that we really have to address. It is really sad when you see a young lady with a young kid. I have seen this on a number of occasions in Portland. She is dressing that baby in gang clothing. She is taking pictures of that baby holding up money, around drugs, around weapons. It is really scary when we look at the mentality of the kids who we see now. If we don't do something to break these cycles, as I mentioned before, we are going to have another generation of youth coming up who are going to be even worse. They are going to have an even more vicious mentality, and the problems are going to continue to keep on going.

Down in California, the second generation of gang members is a lot more common. I think here in Oregon we still can get a handle on it. But a lot of times people don't know or are not aware of the real level of gang activity and how it is being perpetuated not only by the young men but by the females as well.

So those are basically the changes. I have been seeing the changes going more towards the trend of California gang members, as far as the dress and the mentality. I feel that we have to be

aware of what is going on, and recognize that it is going to take all of our efforts if we are going to try to curb it. It has to be education. It has to be law enforcement. It has to be the youth service providers. Everybody has to recognize that we all have to get involved.

I personally get really frustrated because I see so many kids who are salvageable but wind up—and when you look at the adult prisons on a national level—going into the adult system. They could have been salvaged if we had made preventative efforts early. I think we are going to have to be creative. We are going to have to change the way we try to work with these youths.

These youths have different issues and problems than they may have had 10, 20 years ago. We have to do more than just try to teach them. We have to start instilling hope, positive self-esteem. A lot of them have lost their sense of identity. They are not even aware of their cultural heritage. We have to be able to teach. The young people growing up who are involved in this kind of lifestyle, are not going to take advantage of alternatives like education or jobs until first they see how those things can benefit them. A lot of the kids that we deal with have no clue about what it takes to make it in mainstream society. They can tell you how to be a drug dealer, how to gang bang, how to run the streets. They are experts on that. But a lot of them don't know what it means to really be a part of the mainstream society, how a job can turn into a career, and can turn into a future.

Kids like Otha Banks really inspire me. These are the kind of kids who we know if we don't do the intervention piece with them, they are going to fill up our prisons. But like I mentioned, they don't belong there.

We have the responsibility to do more than provide lip service. It really frustrates me a lot that we sit here and do a lot of the work. I am talking about all the providers who do work with these types of youths, deal with that gang mentality and gang culture, instill a hope in these kids that they can do other things with themselves, get a lot of these kids to believe it and plant that seed in their heads.

But the reality is that if we don't provide alternatives, if we don't provide jobs, vocational skill training, assistance in getting back into the schools or whatever, most kids are going to get frustrated again. The rivals are right back out there. The negative influences are right back out there in the community trying to tug them back in. We are still going to lose them. What kind of message is that going to be to the other kids who are watching these kids who want to make it? They see them coming back. That just reaffirms to them, "Well, I really can't do it." I think that the programs we have been able to implement here in Oregon have been very positive. I like the fact that we are working more as a team. We are part of a youth employment and empowerment coalition of service providers. We are trying to establish, and have established, a relationship with business and city government which will hopefully provide more job employment opportunities. We have to get serious about it, and we have to start making an investment.

Being here today, I just hope you guys really hear it. I appreciate you giving us an audience. I hope you really fight to try to give us

some support and some funding so that we can start making a difference in these kids' lives.

Mr. WYDEN. Well, I understood it very well, Lonnie. It really comes down to, in a lot of these debates, can we afford these programs? I am of the view we cannot afford to pass these programs up because of what you're saying in terms of reaching people, and to hear you all, in effect, even with your outreach efforts, only be able to reach a small number of those that you know you can reach. More money is what we are fighting to change. We will have a chance this week. This week will be a vote of taking money from the military and making it available for the kinds of programs Mr. Martinez is chairing. So this week we have a shot at changing the priorities.

Chairman MARTINEZ. Thank you, Ron.

You mentioned the promises that we make. You know, from early childhood, we get into grammar school and we learn about the pledge of allegiance, and we learn about the American dream, and the promises the pledge gives to justice for all. We learn to sing the song and have great pride in ourselves. We learn that from little kids, and then all of a sudden we find out somewhere along the line some of the promises that were at hand and all those things we learned in early childhood education are not coming through for us. And then we get frustrated. And then we get mad.

You people that are working in the field, unless we can help you make those promises come true, you guys are going to get to a dead end. We give them hope, and they expect it, and then it is not there. The job, the opportunity to succeed is not there.

Once, one of our presidents said that every young person in this life should be given the opportunity to get a full and meaningful education so that they can grow up to be responsible adults, take care of themselves, and have pride in themselves and confidence in the future. I do not think that for a lot of our society, that that goal has been achieved.

Mrs. UNSOELD.

Mrs. UNSOELD. Thank you.

Mr. BANKS, is it important for young boys to have a role model to look up to and to follow?

Mr. BANKS. I think it is. If there is a person that you want to look up to and he is doing all right, and is not getting shot at every once in a while, he is a positive person to look up to.

Mrs. UNSOELD. Do you have that in your life now, someone that you respect and that you would like to pattern yourself after? Or someone that encourages you?

Mr. BANKS. It isn't just one person. It's like a whole bunch of people I want to have a little of me patterned after. But I want to have my own person who people want to look up to.

Mrs. UNSOELD. You talked in terms of movies you saw when you were young. When you were dabbling with the idea of becoming a part of a gang, or looking to those types for models, who were the people that were influencing you then?

Mr. BANKS. I don't know. It was movies that I watched, like Scarface, for instance, and movies like that. I was just like, "Man, look at all this money." I mean, I was like, "I want to do something like that."

Mrs. UNSOELD. One of the things that I wanted to commend you for is your attitude—that you have the ability, you can do anything you set your heart to. I hope that one of your first goals will be to get that high school diploma. And then the whole world is out there for you. Thank you very much for coming.

Chairman MARTINEZ. Mr. Banks, thank you for coming and visiting with us today, and allowing us to learn from you. Mr. Jackson, thank you. I thank you for the visit. You hosted us most graciously, and believe me, we learned a lot. Thank you both for coming.

Mr. JACKSON. Thank you.

Chairman MARTINEZ. Our next panel consists of Michael D. Schrunck, District Attorney of Multnomah County, Portland, Oregon; Mike Bell, Officer of the Portland Police Bureau, Portland, Oregon; Rod Englert, Multnomah County Sheriff's Office, Portland, Oregon; Harold Ogburn, Director, Juvenile Justice Division of Multnomah County, Portland, Oregon.

Let me correct the fact that Sergeant Mike Bell is here in place of Lieutenant Larry Ratcliff. We will start with Mr. Schrunck. Welcome.

STATEMENT OF MICHAEL D. SCHRUNK, DISTRICT ATTORNEY OF MULTNOMAH COUNTY, PORTLAND, OR

Mr. SCHRUNK. Mr. Chairman, first of all, I am the District Attorney here, and let me, on behalf of local law enforcement, welcome you. We think it is wonderful when you and other members of the Congress come out on your fact finding. We are cheering for you to do something because what you do back in Washington truly makes a difference.

Congresswoman Unsoeld, I thought your remarks were appropriate because we know that the mighty Columbia River has not stopped gangs or drugs. They go right from Mr. Wyden's district into your district, and right on up to the border.

Congressman Wyden, thank you for facilitating this.

I have previously handed out some written testimony. You have far greater experts than myself, so let me summarize a couple of things from my vantage point as the district attorney.

Juvenile crime has been a phenomena in the last 5 years. It has been increasingly violent in this area, as it has been across the country. But I am here to tell you, and here to confess to you, that the answer is not in law enforcement alone. Aggressive law enforcement is certainly one of the main tools. But it is a safety net. Let me urge you to pay attention to prevention, to rehabilitation, and to work with the youths. I think that is where our dollars belong. It is not an either or proposition.

I would urge you also to present viable alternatives for youth. Once they have reached the adult system, of which a lot of us at this table do work in, too, it is almost too late. They are lost causes. If there is any hope, it is in our juvenile area.

I would second what Congressman Wyden said. We need a regional approach. Gangs, like other crime, do not pay attention to regional, municipal, State, county boundaries. The Columbia and the Cascade Mountains cannot stop the gangs.

I would urge you in your discretionary portion to pay close attention to encouraging programs that are multidisciplinary in nature, that combine the best of law enforcement with the best of prevention, with the best of treatment, with the best of community work and neighborhood associations. Pay attention, please, to multijurisdiction and to partnerships. You can foster partnerships by providing the incentive in your budget notes and in the grants.

The partnerships I am referring to are driving the Federal Government. In our jurisdiction, we have had good cooperation from the Federal Government, specifically, the United States attorney. But driving the Federal Government, the State government, the municipal governments and the county governments together to form coalitions.

Also, I would urge you to pay attention to encouraging public/private partnerships. We see so much of that. The incentive can come from Washington, from the grants, through block grant money or formula money, but there also is a match that requires a local buy-in or participation from the private sector.

With that, let me give my time to the others at this table who I have had occasion to work with, and tell you we have a collaborative effort in here. There are some very bright spots, but we have a difficult situation with the youths. We do want to urge a total cooperation in addressing juvenile crime, particularly anti-crime.

Thank you very much for this opportunity.

[The prepared statement of Michael D. Schrunk follows:]

STATEMENT OF MICHAEL D. SCHRUNK, DISTRICT ATTORNEY, PORTLAND, OREGON

Chairman Martinez, Congressman Wyden, Congresswoman Unsoeld.

I want to thank you and the subcommittee for taking the time and interest in scheduling this field hearing in Portland. I would also like to acknowledge Congressman Wyden's continuing interest in the matter of crime in our city and the efforts he has made over the past years in working to make this community safer. I welcome Congresswoman Unsoeld from our neighboring State to Portland. All of your being here reflects well on the committee's interest in the matter of fighting gangs and the associated drug trafficking in the communities of their districts.

Because of the time available and the importance of your being able to hear from as many panelists as possible, I will make my comments brief. I believe the distinguished panelists who you will hear from will allow you to form some solid judgments with respect to the nature of the issue and the problems that local law enforcement, prevention and treatment officials confront daily.

There are three observations I would like to make with respect to our experience with the gang phenomena that might be of interest to the committee as it considers the reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974.

First, there does exist a serious and relatively violent upper-level group of "career" gangsters who are increasingly mobile and interested in franchising their illegal activities. This group is traveling the highways of the west in search of new markets to exploit. These individuals have been motivated to move from their home areas due to the opportunities presented by communities such as Portland and also as a result of serious enforcement efforts on the part of local police in their communities.

While there may be some distinctions between the characteristics of the gangs—the black street gangs, Crips and Bloods; Asian gangs; and Hispanics; all of them are involved in serious assaults, shootings, and narcotics trafficking. Asian gangs have been particularly adept at extortion-type activities, concentrating on businesses in their neighborhoods.

Because of this activity, a premium has to be placed by the authorities on the function of sharing critical information on their activities. We need to be able to identify them quickly and to alert one another about their activities.

While it is very easy to talk about these serious crimes and this high-level gang activity which is extremely mobile and violent-prone, we should not make the mis-

take of assuming that all gang activity is of the nature described earlier. The scope and seriousness of gangs varies widely. While there is serious gang activity in this region, it is not by any means highly organized or centrally controlled by any particular structure. This brings me to my second point.

The legacy of the last 5 years of gang activity in this area, largely driven by the introduction of crack cocaine and its potential for large profits, has now translated itself into a "homegrown" variety of gang-involved youths who have adopted the lifestyle of the more committed gang members. In many instances, youths have not totally adopted all of the characteristics of the serious gang members we have seen and read about in the popular press or on television, but because of the lack of other alternative lifestyles and models, they have gravitated toward the gang way of life. They pose a continuing problem for this community, a much larger problem than the hard-core gang members, because it is through these loose "wannabes" that the hard core are able to recruit more members.

This is the group we can deal with if only we can better understand the dynamics at work which lures them toward gang involvement.

The final observation I would like to leave with you is this—you must pursue a policy of balance. It is the same point made in the Senate Judiciary Committee's recent report, Fighting Drug Abuse, which observes that "tough enforcement on the street must be paired with meaningful juvenile corrections programs." Law enforcement is not the answer, but it is certainly a major tool in the range of tactics we need to use to control the gang and drug phenomena. Any legislation that the subcommittee proposes in these and subsequent hearings should have that principle in mind.

Chairman MARTINEZ. Thank you very much, Mr. Schrunk.
Sergeant Bell.

**STATEMENT OF SERGEANT MIKE BELL, PORTLAND POLICE
BUREAU, GANG ENFORCEMENT TEAM, PORTLAND, OR**

Sgt. BELL. Thank you, Mr. Chairman. Because I am a last minute substitute here, I do not have a prepared statement for this committee, but on behalf of the police bureau, I would like to welcome you to Portland.

I have been a gang supervisor in gang enforcement since 1986 when we first started tracking the phenomenon here in this city. At this point, personally, I would like to echo what Mr. Schrunk has testified to, and I would also like to tell you that it is my personal experience that programs such as those Lonnie Jackson works in and the other programs that he mentioned, definitely do work and deserve your support.

I anticipate that the police bureau will be submitting written testimony to this committee at some point in the future. Thank you.

[The prepared statement of the Portland Police Bureau follows:]

STATEMENT OF THE PORTLAND POLICE BUREAU, PRESENTED BY SERGEANT MIKE BELL

The Youth Intervention Team was implemented in October 1991. The focus of the team is to work with youth at risk. Youth at risk includes but is not limited to gang members.

Our goal is to identify and target youth at risk prior to them becoming involved in the criminal system. We work closely with high school and middle school staff to identify youth at risk. But, we are not limited to the school to identify at-risk youth. Anyone can identify a possible youth at risk.

The team then makes contact with the youth in an attempt to find out what is happening in their life. If needed, other agencies are involved to help the youth through a situation. A lot of times, just someone showing a caring attitude is all that is needed.

With our time spent in the school we are slowly breaking down stereotypes of police and teenagers. Youth are opening up to the team as the team becomes more at ease with the youth.

Two very positive things happen. One, the youth become more trusting of police and will call sooner. Two, since the trust level rises, the youth comes forward with

information relating to crimes—sometimes even when they are involved. With this information source we have been able to solve crimes which include weapons at school, purse thefts, forgeries, mail thefts, assaults, starter coat robberies, school burglaries and runaways.

Information is then passed on to the department's Pro-Act unit for further investigation. This way we keep our enforcement level low and the trust level high.

We have also been able to get students to slow down or stop skipping school. This is done by personal contact with students at school, or at home when they skip, or wherever they may be.

Our contacts do not stop at school. We have started seeing the youth while out in the community. The contacts have been positive for both sides and are reinforcement for the youth. They feel we always know what they are doing.

Another goal is to attempt to find work for youth at risk. We work with several agencies in the community to make this happen.

We do not stop with just the youth. We contact the parents for a meeting. We explain to them what is happening with their child and how we may be able to help them. Sometimes, the parents are so busy they don't see the problem until they are contacted; sometimes they do not know where to turn. We work as a network person for the family, making the connection with the right agency for assistance. Most parents are cooperative and appreciative of the assistance.

We know that we cannot turn every at-risk youth into a productive citizen, but if just one or two youths do stay out of the system, then we are saving a lot of tax dollars. Currently, this unit is solely funded by the City of Vancouver Police Department. To expand the unit the department may have to look into alternative funding.

In closing, I would like to give an example of the program. We have been working with an Hispanic gang member to keep him in school. In 3 years of off and on contacts, this youth has improved his grades and attendance at school. He is currently trying to locate a job that we will be able to assist him from community contacts.

This youth has the desire and drive to break his gang ties and become a productive member of society. By working with him and the school, we will help him attain his dream of becoming the first high school graduate in his family.

As the team proves successful, we see expansion to involve the elementary schools to allow us to impact the youth at a younger age.

It is unusual for police officers to receive Christmas or thank-you cards. The team has received both from parents, schools, youth and social service agencies. This shows some success for the short period of time the program has been operational.

Chairman MARTINEZ. Thank you, Sergeant Bell.

Mr. Ogburn.

STATEMENT OF HAROLD OGBURN, DIRECTOR, JUVENILE JUSTICE DIVISION OF MULTNOMAH COUNTY, PORTLAND, OR

Mr. OGBURN. Good morning and thank you, Mr. Chairman.

Approximately 6 years ago when we first started recognizing the gang phenomena, we were very heavily impacted by gang-effected people coming from other communities, primarily Oakland and Los Angeles. The difference now is that we have young people in this community and in Oregon who are home grown, if you will. We are less affected by the individuals who are coming in and, due to Mr. Schrunk and law enforcement's effort in those early years, there was some real aggressive action taken against the gangsters who were coming in here, primarily brought by the drug economy.

But the issue now is that the communities in Oregon, and especially Multnomah County, are affected by our own kids. In response to the gang phenomena, our Juvenile Justice Division worked with law enforcement and developed a series of programs that I detailed for you in the written testimony. We really have two partnerships on two different levels. One of them is the funding stream. Multnomah County is in partnership with the State, in

terms of dollars that come to us from the State and help us fund the programs which are described in the written testimony.

The other one is the third leg of the partnership, which is the Federal money that comes from the Office of Juvenile Justice and Delinquency Prevention. That goes specifically, as Lonnie Jackson alluded to, services for young females that are affected by gangs.

Our other partnerships that we are very proud of are, as mentioned before, with law enforcement and prosecution and, most importantly, with the community. We have enjoyed support from community leaders when it came time to address bodies at the legislature relative to getting funds. And now we are able to work with them in terms of contracting back with them the Federal dollars that we have. But the unique thing that we have here, I believe, is this unique blend of services and partnerships, and the willingness of not only people in the community, but others, certainly the people at this table, to work jointly on resolving this issue.

One of the major goals in terms of putting the gang programs into place was to reduce the number of young people that were being committed to the State institution. In the first year that we had these programs in place, which was 1990, we reduced the commitment rate by about 55 percent. It has gone back up slightly.

The other point that I would like to make is that in Oregon right now we have a very fragile system that is in place. We have the partnership that I mentioned involving State, local, and Federal money. But due to the property tax limitation issue, the State budget is in jeopardy in terms of correction dollars. They are looking at an approximate 20 percent cut. If the funding that is coming to Multnomah County or if the bed spaces that are currently available to us at McClaren are reduced, there is going to be even more pressure on local communities.

The same is true if the Federal dollars go away. We have first year in terms of getting services that have never been there before. And that is for young females. We have the potential of those dollars going away. If you can imagine an erector set with three major legs representing the State, Federal and local dollars, we are in danger of having one of those legs give way. I think this will have tremendous impact on the total system.

I would certainly concur with everything that has been said. I know from all of your comments in your opening statements that we do not need to talk to you about the importance of it. But we can show you what we are doing with the money. The model that we have has many of the state-of-the-art features that we have talked about. We need the time, the funding, and the backing to keep going.

Certainly, to say that we are holding our own with the gang problem here would probably be an overstatement. I think it continues to escalate. It continues to grow in Oregon. We need to be very vigilant in terms of keeping at this.

Thank you.

[The prepared statement of Harold Ogburn follows:]

Harold Ogburn

BACKGROUND:

In the past four years, the Portland area has seen a dramatic increase in gang membership and gang-related incidents. As a result, several local organizations have pulled together to develop strategies to impact gang encroachment, recruitment and violence. Efforts span the community as described below.

Law enforcement efforts have centered on development of police interdiction teams, including the Oregon State Police-directed State Gang Strike Force, Portland Police Bureau's Gang Enforcement Team (GET) and the Portland Public School Police Rapid Action Team.

Prosecution efforts both from the State Attorney General's Office and Multnomah County District Attorney's Office have resulted in a Gang Prosecution Unit which targets high profile drug and street gang members for Federal prosecution.

From an education perspective, Portland Public Schools has developed core curriculum which focuses on gang awareness, saying "No to Gangs," teacher training and most recently Violence Prevention. The Violence Prevention Program focuses on youth in danger of suspension and expulsion from the school system.

An increase in the efforts of community-based organizations, employment and training programs has brought forth projects such as the Northeast Coalition of Neighborhoods Youth Gang Task Force, Youth Gang Outreach Program, Graffiti Removal Project, Redirections, Omega Boys Group, North Portland Youth Service Center Teen Parent Group, Albina Ministerial Alliance/Self-Enhancement, Inc. TNT/TLC, as well as several other projects serving inner North and Northeast Portland youths.

GANG TRENDS IDENTIFIED:

The latter part of 1988 through 1989 saw a noticeable increase in hate crimes and White Supremacy influences, specifically through Skinhead gangs. Southeast Asian youth gangs became increasingly active in violent, weapon-related crime, and organized, vehicle-related crime. This period also had an increase in White youth belonging to traditionally Black youth-focused gangs (Bloods and Crips), and the emergence of new gang "sets" throughout the metropolitan area with specific influence increasing in Southeast Portland high schools and middle schools.

Instances of gang affectation in the suburban schools also became noticeable. Incidents of weapons-related activity at school sporting events, and the formation of White gangs not related to hate crimes, point to a pattern of continued gang activity throughout the Portland area.

Need For Action Recognized:

In late 1987, Multnomah County's Juvenile Justice Division, in an effort to focus on the rising gang issue, began assigning gang-related cases to their Northeast District Office. This was due in part to a visible presence of youth gang activity occurring in the inner Northeast area, specifically involving youth under the jurisdiction of the Juvenile Court for delinquency matters (i.e. Probation).

By spring 1988, roughly 40 percent of the active cases in the Northeast Office showed gang involvement. At the same time, gang activity was on the increase in North Portland, specifically, in and around the Columbia Villa Housing Project, and at several North and Northeast high schools.

The Northeast District Office, which for a period of two years operated with a core staff of two Juvenile Court Counselors, began to function within a "team concept" in an effort to provide focused services to youth living in the district's target area. The team concept allowed an additional four (4) counselors, work space to conduct client meetings, family and individual counseling sessions, and to provide closer monitoring and supervision of youth on probation.

At this time, Multnomah County's Juvenile Justice Division began to operate under a "Balanced Approach" case management process, which focused on providing skill development to juveniles, holding youth accountable and ensuring community protection. The Northeast Team began to offer skill development services (i.e. Community Skills, Responsibility, Anger Management, Values Clarification) through a series of group process classes for periods of twelve (12) weeks. It was during these groups that a clear need developed for focusing services specifically toward gang-involved youth.

TEAM FORMED:

The Division began to plan its response to gang-involved youth in September 1987. The initial plans called for the formation of a unit which would target services specifically toward gang-involved youth and use strong intervention methods utilizing adjudication and detention to hold youth accountable. Although innovative in its intent, it failed to direct its approach toward a comprehensive response that included networking with law enforcement, prosecution, schools and the community.

During the past four years, the Division has adjusted its approach to the youth gang issue, developing a program that closely aligns with that of law enforcement, prosecution, schools and the community. The result is the Gang Resource and Intervention Team, or GRIT.

OBJECTIVES DEVELOPED:

In November 1989, Multnomah County and the Juvenile Justice Division received \$57,000 from the State of Oregon's Criminal Justice Planning Office to fund GRIT. The objectives of the group were as follows:

Address internal/external communication between Division units and law enforcement relative to youth gang members under the Court's jurisdiction;

Increase the Division's ability to implement gang intervention strategies, programs and activities, particularly in conjunction with those law enforcement agencies charged with dealing with the population;

Develop coordinated services and treatment plans that are gang specific and focus on decreasing involvement in illegal gang activities and behavior;

Develop and implement gang-specific intervention curriculum that focuses on reducing gang involvement, recruitment efforts and provides positive alternatives to gang involvement;

Develop specific intervention/curriculum for gang-involved youth held in detention facilities.

PROGRESS CONTINUES:

GRIT consists of a Juvenile Court Counselor Supervisor, nine (9) Juvenile Court Counselors, two (2) Intervention Specialists, and one (1) Program Coordinator. The Division's S.E. Field Office has also recently expanded its efforts to join GRIT in providing services to gang affected youth in the SE community.

Since December 1989, GRIT has accomplished the following:

Increased communication between law enforcement and Division units relative to youth-gang trends, activities and on-street monitoring;

Developed a computer software package that allows street officers to determine probation status and probation conditions of youth-gang members, thus assisting in close street monitoring;

Increased intelligence sharing processes between enforcement, prosecution, community-based youth gang outreach staff, and Juvenile Justice Division Field and Adjudicative Counselors;

PROGRESS CONTINUES:

Increased the number of gang-affected youth participating in alternative education, and the Division's youth employment and training programs;

Developed and implemented a Street Law curriculum that orients itself to active gang-involved youth;

Provided accountability to those youth on probation through use of "vertical enforcement/prosecution" methods in conjunction with Oregon State Police Youth Gang Strike Force, Portland Police Gang Enforcement Team, Portland Public Schools Rapid Action Team and Federal/State Gang Prosecution Unit.

In addition, the GRIT's Supervisor maintains an active presence at the Youth Gang Strike Force Office to assist in information sharing, coordination and planning. GRIT staff actively participate in Strike Force and GET planning meetings (roll call), ensuring that timely information is made available to street officers on probation conditions, warrants and officer safety issues.

ASSESSMENT INTERVENTION AND TRANSITION PROGRAM SERVICES:

As a result of the increasing numbers of youth adjudicated by the Juvenile Justice Division involved in gang behaviors, and due to continued downsizing of the State's Juvenile Training Facilities, Multnomah County has developed a secure Assessment Intervention and Transition Program that focuses on the issues of gang-involved youth and severe out-of-control youth needing a period of intensive group process services.

THE ASSESSMENT INTERVENTION TRANSITION PROGRAM is a 20-bed detention-based treatment program developed under ORS 419.507(4-A). The program is an integral part of the Multnomah County Juvenile Justice Division's package to address the problem of youth gangs, as well as at-risk youth facing possible commitment to the State Training School.

The Juvenile Justice Division has created AITP to provide assessment, stabilization, education, skill building, and secure treatment for youth who enter the program.

MISSION: The Assessment Intervention Transition Program of the Multnomah County Juvenile Justice Division supports the Division's Mission Statement as it relates to the doctrine of the "Balanced Approach." It focuses on:

Providing each youth with an assessment of strengths and needs. Stabilizing the youth's behavior and continuing the process toward skill development and treatment needs.

Facilitating the transition of youth to appropriate community resources.

Youth who are assigned to Juvenile Court Counselors of the Multnomah County Juvenile Justice Division are eligible to be screened for admission to the AIT Program. The Screening Committee is especially committed to targeting those youth identified as gang affiliated and/or those youth who are identified at risk of being committed to State institutions.

Those youth having an identified assessment issue that needs to be addressed or clarified, skill building issues that can be initiated or continued during a 30-day time period, and those youth in which there is a post-treatment program in mind are deemed as most appropriate candidates.

Program:

- A. **Assessment:** All youth accepted into the AIT Program are involved in an initial diagnostic assessment or an update assessment to determine skill needs. The assessment package includes the following areas: Family, drug and alcohol, education, mental health issues, employment, and medical.

Upon completion of the assessment, a meeting is held with the child, family, Court Counselor, Children's Services Division Caseworker, Alcohol/Drug Specialist, and all other concerned professionals to determine an appropriate skill-building program for the child's continued placement in the AIT Program.

- B. **Skill Building:** While in the AIT Program, youth are involved in a variety of skill-building and educational groups and programs. Skill-building groups include Youth Crossroads, Violence Prevention, Value Clarification, Street Law, Anger Management, and Sexuality. A variety of educational programs, which include Health and Hygiene, Emotional Wellness, Goal Setting, Self-Image, Self-Control, Cultural Competency, Employment, Drug and Alcohol, and Spiritual Enhancement are part of the daily program.

- C. **Transition:** The final phase of the AIT Program is working cooperatively with the assigned Court Counselor to facilitate a successful placement (i.e. home, alcohol and drug treatment/inpatient care, House of Umoja, or other residential treatment programs).

S.E. FIELD OFFICE - GRIT EXPANSION:

Early this year, the Division expanded its S.E. Field Office in order to address growing gang issues appearing in the S.E. communities. Joining in the aforementioned GRIT effort, this office focuses on organized gangs located in S.E. and includes Southeast Asian, Hispanic, and White Supremacist gangs.

This staff is actively involved in community organizations including, N.E. Youth Gang Outreach Team, East County Gang Task Force, Gang Enforcement Team, Rockwood Safety Action Team, Hispanic Services Round Table, and Southeast Asian Law Enforcement Advisory Committee. This staff also regularly provides cultural and gang presentations to community high schools and colleges, law enforcement organizations, and community interest groups.

HOUSE OF UMOJA:

Portland House of Umoja is an Afro-Centric model of residential programming designed for high-risk, gang-involved males between the ages of 15 and 18. House of Umoja is replicated after a highly successful program in Philadelphia which has a twenty year history working with this population. House of Umoja accepts those youth that are unable to remain at home and provides them with a home environment, while at the same time offering them individual counseling, employment, recreation and education. A projected length of stay for youths is six months to one year. In addition to the residential program, House of Umoja offers outreach services to youth in the community who are gang-impacted but not in need of residential services.

STREET LAW:

Street Law is a law-related education program designed to increase the ability of adolescent youth to be able to think critically and to identify and learn the responsibilities incurred in being a law abiding citizen. Already in its third year of operation, Street Law curriculum has been provided to youth on probation who have been gang identified; to youth participating through a diversion program; and to youth in a middle school setting. Selected youth from the GRIT and the SE Office are referred for the probation Street Law program.

STREET LAW: - CONTINUED:

Guest speakers have been attorneys, police officers and the Honorable Federal Judge Malcolm Marsh who also allows the youth into his Courtroom. The course culminates in a "mock" trial and an awards ceremony with youth receiving certificates, T-shirts, and for outstanding youth, Starter Jackets.

Street Law services are also provided to Gang youth weekly in the Assessment Intervention and Transition Program, (AITP), a 30-day treatment program. Because of their limited stay there is a high turnover from week to week.

The last two areas, diversion and middle school youth, were addressed at the request of the community and as an experiment with youth not as deeply involved in the system. Through the diversion piece, classes took place for a 12-week period at the Urban League of Portland. Eight youth completed the program. Students were served at Whitaker Middle School approximately six times to groups ranging in size from 8 to 20.

EARLY SERVICE AND INTERVENTION - (E.S.I.):

ESI provides screening, referral and client tracking services for chemically affected delinquent youth. A 30-minute interview is designed to elicit an individual's drug and alcohol use history, its effect on their involvement with the Juvenile Court, and information regarding the client's patterns of use; i.e. social history, family dynamics, genetic predisposition, and cultural specificity. In addition, referral for treatment is made only after considering the child's economic resources, their school involvement and their legal history. Youth receive services as a referral from their Probation Counselor, upon referral of the Juvenile Court Judge and/or Referee, or through referral while they are in detention. Youth who are referred for further treatment are monitored and tracked for a minimum of three months, with many being followed for as many as six months.

DETENTION ALTERNATIVE PROGRAM - (DAP):

Youth on probation for charges that enable them to be detained are eligible to be held in detention in the event they violate their probation. Oregon law allows the Division to hold youth on probation violations for eight days, or up to 30 days when a treatment program is in place. As the amount of youth being sent to detention increased, and the space in detention became limited, the Detention Alternative Program emerged in September 1990 as a viable option.

DAP - CONTINUED:

DAP gives youth the choice of working eight hours on a work crew in the community in lieu of being held in detention. The workcrews perform community work projects throughout the city. They have worked at: Blue Lake Park, Hoyt Arboretum, Multnomah County Cemeteries, Eastmoreland Park and Golf Course, Pioneer Square, The Juvenile Court Grounds, the Grotto, The Vietnam Memorial Park and various other special projects.

These youth provide multiple hours worth of service to the community and save the community many days of detention costs.

GENESIS PROGRAM:

The Genesis Program is an alternative school program located in Northeast Portland which serves high-risk, predominately gang-involved youth. The Juvenile Justice Division has overseen the contract with this agency since October of 1990 when the CSD/Downsizing contract allowed for the transfer of this component of service. The Juvenile Justice Division's total contract award for this agency is \$143,922 with an additional \$255,000 from Portland Public School for the educational component of this contract.

Genesis has a no-decline policy, and as such the majority of the cases are referred by the Juvenile Court and have extremely active criminal histories. Each youth had an average of three offense allegations at the time of referral.

Youth served by Genesis receive an intense amount of services through this program. The program model highlights a comprehensive services needs assessments, recreation, support services and case coordination. On an average month the program provides nearly 1,600 total hours of service, with each youth receiving an intensive package of services.

The relationship between the Juvenile Justice Division and the Genesis program continues to be a healthy and rewarding one. The advocacy, instruction, and overall support this program offers to their students is central to maintaining these youth in social service programs.

GANG INFLUENCED FEMALE TEAM - GIFT

Through the process of providing services to gang involved males, issues regarding the need for services for the young women involved with them began to emerge. When studying this population the Division found that girls involvement with gang activity ranges along a continuum from early gang identification

GIFT - CONTINUED

and association to active gang involvement, and that involvement is progressive in its development.

The Division further found that high risk young women rarely meet the strict eligibility criteria of existing programs, many of these girls are runaways, live on the streets, and are seldom charged with any serious offense.

In March of 1991, the Division submitted a grant to the Office of Juvenile Justice and Delinquency Prevention to fund a program for these gang affected girls and their babies. This grant brought federal resources into the community's plan for gang affected youth and funded a missing element in an otherwise comprehensive community strategy to address the gang issue.

The project implements four service components including, a Women's Collective, a family support model, and a crisis housing component.

Women's Collective: The gang culture plays a very strong role in the lives of these young women. It provides sense of family, a sense of self, common friends, financial support and a key to an adolescence's independence. The Women's Collective seeks to challenge those unhealthy relationships with positive relationships and means of achieving a healthy sense of self, legal financial activities, proper modeling for age appropriate activities, and, where relevant, parenting skill training and bonding. This component also develops critical connections with community based organizations in support of the young women residing in their own neighborhood environment.

Family Support Model: Gift also attempts to influence the behavior around the relationship the young women have with gang members, since when babies are involved, the relationship is ongoing. This component of the program seeks to empower the young women with skill that they can pass on to their children. In their relationship with the male, he currently has all of the power and none of the responsibility. Once this realization is made, and the young women have gained the skills promoted in the Women's Collective, the relationship between family members can also be addressed. Through this piece, culturally specific parenting skills and child development knowledge will also increase.

WHERE WE ARE TODAY

Today, the County is enjoying the most comprehensive approach ever to addressing gang issues. Crucial partnerships exist between federal, state, and local governments, between law enforcement and the community. A balance is in place between prevention, intervention, and treatment.

In many ways, this balance is very tenuous and is threatened by many pressures. Oregon's Measure 5, the Property Tax Limitation Measure threatens to reduce available state support for gang intervention efforts. Not only is direct financial support for the County's gang programs in danger, Measure 5 will force the State to further downsize its state programs on which we heavily rely. In preparing for the impact of Measure 5, the State plans to close one of its training schools and two of its five residential camps. It also plans to reduce funding for juvenile parole by 40%.

At the front end, the community shelter care system is totally overloaded, turning away two youth for every one served. In the middle is the County's Juvenile Detention facility. This facility is seriously outdated and has become severely overcrowded in recent years. As a result, the County has become the subject of a law suit concerning conditions in detention. The Board of County Commissioner has recently decided to construct a new detention facility but at a reduced capacity from the current facility. In so doing, it has also made a commitment to fund additional alternatives to detention.

Without the continued partnership of the federal government, our system will be like an erector set with one side knocked out of it. Our problems are real, our problems are serious, our problems will continued to take massive, collective partnerships to address and solve.

REVENUE:

| | | |
|---------------------------------|-------------------|-----------------|
| State General Funds..... | | \$ 1,165,059.00 |
| Office of Criminal Justice..... | | 360,000.00 |
| Downsizing..... | | 683,871.00 |
| OJJDP..... | | 500,000.00 |
| County General Funds..... | | 296,358.00 |
| Indirect Costs to Support | \$98,000.00 | |
| Match for Crim. Just. Grant | 83,356.00 | |
| Alcohol and Drug Package | 82,000.00 | |
| Detention Alternative Prog. | 33,002.00 | |
| | <u>296,358.00</u> | |
| Total..... | | \$ 3,005,288.00 |

Chairman MARTINEZ. Thank you, Mr. Ogburn.
Mr. Englert.

**STATEMENT OF ROD ENGLERT, MULTNOMAH COUNTY SHERIFF'S
OFFICE, PORTLAND, OR**

Mr. ENGLERT. Good morning, Chairman Martinez, Mr. Wyden, Mrs. Unsoeld. Thank you for inviting me here. I am going to paraphrase what was submitted to you.

I want to start off and very briefly tell you about the seven windows of violence in a community about 7 miles north of here where I can go and stand and look out of one window and see where a young man 17 years of age was murdered. I can turn about four degrees to my right and see where a young lady by the name of Brenda, in her home, was shot at twice in 1 week. I can turn about another quarter turn and see where Arthur Davis lived prior to being murdered. I can turn another quarter turn, look out of another window, and see a recreation center where there was an attempted murder on a young man's life. He was shot on the steps of the recreation center. I can turn out of another window to my right, as I go around 360 degrees, and look at a health clinic where there were two attempted arsons. And then, I can turn back around and look out of another window next to a phone booth, and see where a young man's knee was shot with a shotgun. All of that out of my office in a community north of here.

How many of us can look out of our own homes and see where one act of violence has occurred? What you did, Mr. Wyden, a while ago by listening and asking those questions of the young man testifying was probably one of the most impressive things that we could do. You asked those questions also, Mrs. Unsoeld.

Because what we did when we went into that home community, was form partnerships that Mr. Schrunk has talked about that are so vital. They are important partnerships. We formed a partnership with the Housing Authority of Portland, with HUD, with human service providers, and a real key part, with the schools, many other people, and employment agencies. The partnerships to go in and do something in the community.

I personally made a list when we went into this community 3 years ago of about 25 things that needed to be done. I never was so wrong in my whole life, because I thought it was what the community needed, but it wasn't. Then we started doing something different, and we had this list of things that were going to be done. We did the right thing. We got out of police cars and started knocking on doors. We did four things that were a four-phase methodology: contact, communication—just to talk about who I am as a police officer, who are you, and here is what we can do for each other.

Then, as a basis of that, the amazing, phenomenal thing happened; a great amount of trust built up in this particular community. Then we were able to interact and use the resources that were available, that we had made contact with, to bring about a tremendous change. But the change only came about because we listened to that community and not to ourselves. I was wrong. I found that out by listening, as you just did with the young man testifying, which was the most important thing that could be done.

Last Friday, I spoke to a group of over 300 students 25 miles from here who are concerned about gang problems and gangs in their schools. I told them that I was going to be at this meeting today. I asked for their suggestions, and they just popped up all over the place. I would like to share those with you after this is over, if you are interested, because they were interested and had something to say.

Going around and knocking on doors, and being able to use the resources that are so valuable, worked. In a community where there were 75 calls average per shift, you might go one or two nights and not have a call, because that community, which was weak, has now become strong. Eighty-five percent of the drug dealers didn't live there. Eight-four percent of the buyers didn't live in this community.

When the young man testified earlier, he said, "You know, it was the neighborhood that I grew up in." We need to use what he said and thinks about making neighborhoods strong, and we need to work together, as Mr. Schrunk said, in these partnerships. As Mr. Ogburn mentioned—you heard him say the word "partnerships"—it is a very, very strong component.

That is what made that community strong. Because we do all the work together, we have been able to go to other communities, start small, build them up, and make them a strong community. We have a first line. The first line, in my opinion, is the officers that are out there knocking on doors. It's not the most important, but it's the first line, building the trust, working from a human nature standpoint.

Then the second line is the human service providers, those people who are there and work together to give the resources that are so necessary.

But the third, most important and most viable line that made it successful in this community, was the community itself. These are volunteers from outside the community, the people who want to give some time. Your first witness said it also. He said, "You know it takes part of everybody to make it a success." If you can get a commitment from one person to help one person, it makes a huge, huge difference.

Thank you.

[The prepared statement of Rod Englert follows:]

STATEMENT OF LIEUTENANT ROD ENGLERT, PORTLAND, OREGON

On August 17, 1988, a "battle cry" was heard in a housing development called Columbia Villa in Portland, Oregon. When it ended, a young 17-year-old gang member lay dead. It was the first drive-by shooting in the city. Aftershocks rippled throughout the community. This incident clearly confirmed that traditional methods of dealing with gang problems, drugs, deterioration of neighborhoods, and violence among low-income youth, were not effective.

Innovative leadership proposed a plan to "deal with crime, fear of crime, and improve the quality of life" at Columbia Villa. By coordinating service delivery through teamwork among agencies, and emphasizing prevention, positive results would occur. This would also reduce high-cost back-end services and criminal justice sanctions. It was recognized that any service delivery could not be implemented without the presence of law enforcement. This gave birth to the Safety Action Team of the Multnomah County Sheriff's Office.

The Safety Action Team, comprised of three deputy sheriffs and two community service officers (CSO's), went into action. Armed with a mission to reduce the fear of crime, reduce actual crime, and empower the residents to reclaim their neighbor-

hood, the officers' first task was to communicate. By getting to know the neighborhood, building trust, and the mutual exchange of information, order, security, and confidence was restored in the community. Once the fear subsided, underlying problems could be more effectively addressed.

Law enforcement is the only 24-hour social service agency, therefore, they are the initial contact, and usually at a time of crisis. After the immediate situation is addressed, the community service officer becomes involved. The multi-faceted problems encountered by CSO's are:

- Impoverished environments
- Unsupportive home environments
- Unmet family health and economic needs
- Negative peer culture and influences
- Unresponsive school/classroom environments

There is a certain profile to the youth in these situations. They have low or unrealistically high goals and aspirations. Self-esteem is poor or non-existent, contributing to a lack of future orientation and deteriorating motivation. Without intervention, these youth are prime recruits for gang membership, substance abuse, and teen pregnancy. And here the cycle continues; for without intervention, this child is doomed to school failure/dropout, disempowerment, hopelessness, alienation, and disengagement. Without intervention this will manifest into an adult with economic dependence on family or welfare, crippling physical, emotional, and mental health problems, or criminal involvement.

In general, the Safety Action Team plans and organizes events to promote safety, self-esteem, wellness, and quality of life. The CSO concentrates specific efforts to combat each element facing the at-risk youth and his family. To improve economic opportunities, the CSO solicits community support in employment opportunities, job training/residence, and accommodation to English language proficiency.

In the arena of unsupportive home environments, the Safety Action Team becomes a human bridge of support. Through personal and tactful contact, referrals are made for parenting skill enhancement, mental, physical and emotional health care, and drug and sex education. To reduce negative peer culture and influences, a great amount of time is devoted to youth activities. Resources are developed to support involvement in school programs, extracurricular activities, and athletics. Appropriate personal and social behaviors are reinforced through encouragement, rewards, or incentives. Programs and activities are designed not only for leisure, but to promote self-esteem, security, acceptance, personal responsibility, respect, and understand for cultural diversity.

In the absence of a stable home environment, the Safety Action Team is a vital link between family and school. In cooperation with school and teachers, attendance is monitored, rewards and incentives are given for involvement in educational activities, parents are encouraged at every step to become involved and support school values and expectations.

The Safety Action Team and other social service providers work as a team to understand and resolve the range of problems that affect an individual or family, recognizing that no individual has just one problem and that no one agency can treat all the problems. It is the primary responsibility of the CSO to serve needs, not institutions, and prevent problems from recurring. It is the task of the CSO to empower residents to make improvements in their own lives, and in doing so, move themselves into the economic and social mainstream. The Safety Action Team breaks down the barriers that too often impede getting services and support to people. The Safety Action Team become a "broker of social services." For the resident, this approach represents a "single point of entry" into the system. For the service providers it represents better communication, coordination, and a cohesive approach to addressing the multitude of problems within one family or individual/

The Safety Action Team further addresses crime through traditional methods of suppression which includes zero tolerance for drug and gang activity. Team members are available to provide and make connections for those wanting help after arrest and incarceration.

This program has proven itself successful and has become a national model only through teamwork with social service providers, volunteers from other communities, and community members. We are committed and dedicated to serve.

Chairman MARTINEZ. Thank you, Mr. Englert.

I would like to read for the public a part of your written testimony which really attracted my attention. You said, "Law enforcement is the only 24-hour social service agency. Therefore, they are

the initial contact and usually at a time of crisis. After the immediate situation is addressed, the community service officer becomes involved. The multifaceted problems encountered by the CSO are impoverished environments, unsupported home environment, unmet family health and economic needs, negative peer culture and influences, unresponsive school and classroom environment."

When I was in Los Angeles visiting a Job Corps center, I met a young man who seemed to me to have a very positive attitude, but he had already been through Job Corps and he was about to graduate and go into the Marine Corps, into the specialized training, once he finished boot camp, of helicopters. He had a poster on his wall. He pointed to it very proudly, and he said, "This is where I am going."

With his positive attitude, I turned to the director and said, "You know, this young man probably only needed help somewhere along the line, but he has such a positive attitude, and he is so positive and aggressive about what he is going to do, that he probably would have been a success regardless whether he was affected by Job Corps or not." She started to laugh and she said, "Well, you didn't see him when he came in here." And all of the things you described here in your testimony were a part of his life.

He responded in a short way, shorter than this. When I said, "Did you drop out of high school?" He said, "No, I didn't drop out. I was forced out." And in one nutshell, he named all of those things, his impoverished background, the lack of a good school environment, the lack of a good home environment. And he said, "Through the grace of God, I met someone who directed me here. And now," he said, "I don't think anything bad is ever going to happen to me again because I am not going to let it." That is the positive attitude, like the ones you talked about.

In the next paragraph of your testimony, you said that there is a certain profile to these youth situations, and outlined them at the beginning. "They have unrealistically high goals and aspirations. The self-esteem is poor or non-existent, contributing to the lack of future orientation and deteriorating motivation."

These programs might seem expensive, and maybe the property owners here in Portland, Oregon want to see their property taxes lowered and therefore they do not have to pay the taxes for these programs, but you know what? They are going to have to pay for it somewhere else. It is like that oil commercial, "Pay me now or pay me later." If you do not take care of the motor now, it is going to deteriorate and you are going to pay a lot more later. Prevention programs early on cost a lot less than incarceration later.

I was very impressed by your written testimony. It is going to be entered in its entirety in the record, and it certainly is going to be referred to it as we progress forward.

Let me ask you something, though, because it seems like you might be sympathetic to this idea. Some time ago, in the city of which I was the mayor, we had a problem with youth gang activities at a high school. The chief of police then was a very good friend of mine, and also a very wise man. He initiated a program. We called it Cop on the Campus. He put a policeman on campus with no authority at all, other than the fact that he was wearing a uniform. But he was there, and the school principal advertised on

the bulletin boards and everywhere else in the school that he was there. They could come in and talk to him about anything and everything, and know that there was nothing he could do about it, almost like a father confessor. He had no jurisdiction there, and he could not take anything that he was told at that school back to the department. You would be surprised how many people started talking to him. He got to be an arbitrator of disputes, a mitigator of problems, and it really worked tremendously.

I was thinking, while Mr. Jackson and Mr. Banks were testifying, about these programs I visited, and wondering, do any law enforcement officers ever make themselves available to spend time in those facilities, similar to the situation I described?

Mr. ENGLERT. Yes, sir, we do. Multnomah County has been doing that since I came up here from Los Angeles, working in the schools. There is a little community about 30 miles from here called Newburg, where they've had an officer in the school for 30 years. They just go and mingle, and it's a safety. I mean, you can say anything that you want because young adults do want to talk and express themselves, just as those 300 did in this community south of here last Friday. They had safety there; the officer would say, "Ask me anything you want to ask about law enforcement, and I'll try to give you an honest answer." The one thing that they said every session, which there were six of last Friday, was, "What is the hardest part of your job?"

I'm sad to tell you what I had to answer, and that was the politics. It makes it very, very difficult. We can handle those on the outside, the bad people, the crooks. We can put them in jail. We can work with them. We can build self-esteem. That's the easy part. But the politics are not easy. I appreciate you being here to listen to this, and I am able to say that to try and work some of it out so that we can all go together in one direction, toward the partnerships mentioned by my colleagues up here.

Chairman MARTINEZ. Maybe one or all of you would like to respond, and then, I will turn to Mr. Wyden and Mrs. Unsoeld. Evidently, the writer of the article I mentioned earlier did not understand that we were there to meet with the director and the field workers to find out exactly what they are doing to benefit the youth. There was no restriction in those young men meeting us. Before the writer got there, we had talked to several of them as we were standing around waiting to eat breakfast, and got their opinions about things.

But while we were having breakfast, one of the young men said a very simple thing, which is absolutely true. "Just give us something to do." "We are sitting around here being frustrated and getting mad, and nothing to do, just wanting to break out." We don't give them anything to do, and that's the big problem.

One of the things you mentioned in your written testimony Mr. Ogburn, is that the assessment team that does the transitional assessment. That is very good because you have to find out how you can affect each one of these individuals, and assess what their particular needs are. They may be different. I am very impressed with the assessment team.

You have laid out the different stages that you go through and the different teams you have, and I think you are probably a model

for the country. Your model would have to be applied to the particular needs of a particular area, but it is a good model, which we will take back to Washington with us. But the bottom line is your ability to give the youths under your charge something to do. What do you see as the role of Federal Government, in providing, as well as money, some kind of leadership so that these programs all go in the right direction?

Mr. OGBURN. Well, I think one of the notions that we are beginning to develop is our probation system. It is pretty much based on, the simplest way to put it, teaching young people skills and competencies. But I think we need to tie that into the workforce issues. We need to be sure that these young people have the education, which is then in line with being productive in the workforce.

We know enough about the workforce 2000, notions about who the new workers are going to be. Primarily, the new workers will be people of color and females. We need to be especially vigilant working with them, in terms of the skills that are needed to be productive in the workforce. This means everything from knowing how to work in a diverse workforce, to parenting issues, to all of the skills that one has to have.

So I think the curriculum, the system, and the policies that you could help us with would be to get the tools to make our plans come to fruition. We need to reevaluate the whole notion of youth as our most valuable resource. Is that really true? If so, do your policies, in fact, reflect that?

I think that if we look critically at it, perhaps they don't. I think you could help us in the areas of leadership and policies, and getting the programs to put the policies into place.

Chairman MARTINEZ. Just one last question. Do you have linkages with employment services and job training partnerships where you can utilize those policies and programs?

Mr. OGBURN. Yes, we have an employment component within our division, and we are also part of the coalition that Mr. Jackson mentioned earlier. We have a working arrangement with the Private Industry Council and others in terms of seeing employment as a very important component for these young people. Many of them have given up on education for a variety of complex reasons, so we think employment is a key. We use community service and restitution programs where they can learn to work. They learn the skills of dealing with a supervisor, and then can hopefully transfer those skills into jobs that are going to be meaningful.

We have to get more than just the minimum wage jobs that are not very long-term. We need to let these young people see that there is hope in terms of developing career patterns. That is where the coalition that Mr. Jackson mentioned fits in. Many of the very prominent businesses here are offering to provide jobs that do have those career advantages. They are willing to work with our system to get these kids down.

Chairman MARTINEZ. Thank you.

Mr. Wyden?

Mr. WYDEN. Thank you very much, gentlemen. All of you have given excellent statements.

Chairman Martinez has been gracious enough to ask the members for their suggestions in reauthorizing his statute. Whenever a

talented Chairman like Mr. Martinez gives me that opportunity, it is not something that I will pass up. I have made a number of suggestions, and I would just like to get for the record your opinion.

The three that I think would be especially helpful for our area would be to base funding on the size of a State's gang population, rather than just the population.

Second, an incentive system so that when a State and local government puts up additional money the Federal Government would use a carrot and get additional funds.

And third, this notion of a western regional anti-gang alliance, where we could bring together Oregon, Washington and California in a united approach.

Let's just go down the line. I would like to get for the record what you all think of those three suggestions that I am offering to the Chairman.

Let's begin with you, Mr. Schrunk.

Mr. SCHRUNK. Absolutely, Congressman Wyden. The first two are crucial. There are some areas with population bases that don't have gang problems. It makes little sense to put gang money in there.

But probably your third one, the alliance for the western States, the regional networking, is something. We have gone away from tiny turf, little kingdoms, and it makes good sense to have an organized networking for the exchange of services and information. What we have learned from LA, what we have learned from Seattle, Tacoma, right up the I-5 corridor on the West Coast, is very valuable. It helps us from having to reinvent the wheel.

Mr. WYDEN. Mr. Bell?

Mr. BELL. I concur completely. One thing that we found since we discovered the emerging gang problem, approximately in 1986, is that it has an orderly progression. Wherever the gang problem goes, certain things happen in a regular orderly sequence. So it is possible for us to predict a lot of activity here just by simply talking with people in other areas where the gang problem came from, mostly Southern California.

I agree. It makes no sense to commit moneys to areas where they don't have a gang problem, but may have a large population problem. You can find that not too far from Portland. On the other hand, we see emerging gang problems in smaller communities around Portland, such as Woodburn and Hillsboro, that probably don't have the resources, and would really welcome those kinds of resources. Proportionately, they probably will have a larger problem very shortly, based upon what we know and what we have been able to track.

Mr. WYDEN. Mr. Ogburn?

Mr. OGBURN. Yes, I concur. I think one of the difficulties, however, may be identifying a gang member. It would be difficult. We'd need some pretty uniform and thoughtful work. Otherwise, you get people identifying them, people who aren't in gangs, and you get people identifying young people who aren't in gangs. I think we can overdramatize it, and make it more attractive.

I think there is even another factor that is equally important. People of color are often identified as being the only ones in gangs. I was glad to see the reference earlier. In this community, we have

been very clear that the gang phenomena is not only a Portland issue, but a State issue, and it involves all groups. I would caution you, I guess, in terms of making sure that that is a well-defined definition. But certainly, it would be a good idea.

I think we have, on an informal basis, done some work already, certainly in the law enforcement community, in terms of working with Seattle and Northern California. But it has been on an informal basis. So the notion of a structured policy-driven regional approach, I think, would be of assistance to us.

Mr. WYDEN. Your thoughts and comments, Mr. Englert?

Mr. ENGLERT. I totally agree, because we have little systems that were just referred to. You sort of never get anywhere. I think the networking would give us another partnership and it goes towards success. Everybody is talking the same language and doing the same thing.

Mr. WYDEN. We are, obviously, going to want your input on some of the specifics. I think the point Mr. Ogburn makes with respect to making sure you define the population right, which, of course, would trigger the funding based on the size of the problem. We are going to need your specific nuts and bolts adjusting on this western regional anti-gang alliance. We will be wanting to work with you on that in the days ahead.

Mr. Schrunk, a comment from you on this relationship of prevention and law enforcement. One of the things that makes me so proud is to see that our law enforcement officials, you and many others, constantly talk about prevention. You know, historically, as Mr. Martinez and my colleague talked about, it is a hang them high kind of approach. We have law enforcement people who talk about prevention, and focus on that rather than play catch-up ball when you have to go to the law enforcement system. Do you see quite a few young people that are going through the courts that you are absolutely convinced that if there had been bigger and more aggressive House of Umoja, MYCAP, and others, they would not be there? Is that significant chunk of the people?

Mr. SCHRUNK. Absolutely. You only have to walk over to the Justice Center and look at the arraignment docket. You can see those individuals, Congressman. That is the tragedy of it. It is not that someone is only brought up shortly after they have come in three or four times as an adult. But if you could get in behind the curb, or behind the crest of that wave, there is so much in prevention, education. As Congressman Martinez alluded to, it is a viable opportunity for these youths to do something, to make something of themselves, or at least to get a hope that they can see the light at the end of the tunnel. They won't be starting out with the minor property crimes and escalating up to the strongarm robbery.

So yes, you are right on. That's what we have to pay attention to. Let me give you one comment. It doesn't mean because I promote prevention and rehabilitation that I am not a hard-line, kick-in-the-door, law enforcement person. But I am a realist. I have been doing this long enough to know that that is not the answer. It is not mutually exclusive. You need hard-line, aggressive law enforcement at the appropriate time. I think across the country people are coming to the realization that you can't solve it alone with law enforcement.

Mr. WYDEN. I think you know I share that view as the principal sponsor of the Arm Career Criminal Bill. I do not take a back seat to anybody in terms of going after career hard-core offenders. I think what you four have said is that we do not have to let it get to that point in many, many instances. You said it very well.

Just a couple of other questions, and I want to recognize—I know my colleagues have questions as well. Mr. Ogburn, what is the minimum number of additional beds that we need here in the Portland area for gang intervention treatment. I have heard that some of the police have estimated something like 150. Has there been any analysis done of the minimum number of beds that we would need to have strong gang intervention treatment programs?

Mr. OGBURN. I think I need to have you help me clarify whether you are talking about secured beds, for example, in detention, or whether there might be beds in the community.

Mr. WYDEN. Why do we not talk about both? Why do we not talk about beds in the community, and then secured beds in detention?

Mr. OGBURN. Okay. We have been working with the Board of County Commissioners in terms of replacing the Donald E. Long home because we are under a Federal lawsuit due to the conditions in that building. The Board has agreed with my recommendation on 88 beds. We have 94 right now. That may be revised upwards slightly if Clackamas and Washburn Counties reconsider their projections on bed spaces. As you know, we have a regional detention facility.

The thinking behind that recommendation was that if sufficient alternatives to detention are developed, 88 should be enough beds for this community, I believe, for the foreseeable future. But it is absolutely contingent upon those alternatives to detention. There are programs such as shelter care that is open 24 hours and staffed. About 30 percent of the kids that we see in detention are released within 24 hours. An even higher percentage eventually return to the community. So we are looking at public safety issues, and the question is, can these young people be housed some place else? The Board of County Commissioners is, at least the majority of them right now, are committed to those alternatives.

In terms of what we need for assistance in combating the gang program, I think we need many more additional community services such as MYCAP and the House of Umoja, to mention a few. They have experience. They certainly have the technology to do that.

Mr. WYDEN. Have you made any estimate of how many beds they would need there: 150, 100, 200? I was struck by the fact that both of those programs are small, but good, Umoja and MYCAP. We saw people knocking on the door. You know, you feel like, what is going on? These good people are trying to take a sip out of an ocean. It is so enormous. Any estimate of how many community-based beds you would need?

Mr. OGBURN. I really haven't. I think one of the problems we have in the juvenile justice system is that we are faced with reality, trying to just look at the wall, the ocean wall that is coming in at us. We look at what the very absolute minimum in terms of how it fits with McClaren and the other places is.

In that arena, I would say that we could use 45 or 50 additional community beds just to deal with the kids that we see in the juvenile justice system.

If you look further back at all of the young people who are affected, and the fact that in this community we have three people needing shelter homes for every one that has a temporary place to stay, then you would want to put in many more beds. The needs are enormous, as you have alluded to and mentioned, in terms of looking at those factors and conditions that lead these young people to be recruited and ripe to go into gangs.

Mr. WYDEN. One last question, if I could, Mr. Chairman.

Would it be useful for the Portland police, Mr. Bell, to look at a positive gang intervention program, assuming that you could get some funding for this as well. It would be along the lines of the community policing programs where you could have people out in the community working with these kids in a gang intervention system.

Mr. BELL. Certainly. As you are probably aware, we had to disband our juvenile division years ago because of cutbacks. There is some talk now of reconstituting that sort of community policing type of unit. I think we are already doing some of those things with our PAL program, which has been very active since it was started a couple of years ago. With the help of others and cooperation of members of other metropolitan area police departments, it has been very successful. It targets at-risk youth in the same age groups that we are talking about dealing with right now, just at the age when they start to get interested in gang-type activity.

I think this city really has a commitment to public safety, and is making every attempt to find the dollars. I would like to see the Federal Government recognize that by providing more help for these kinds of programs.

Mr. WYDEN. Mr. Chairman, thank you.

Chairman MARTINEZ. Thank you, Mr. Wyden.

Mrs. UNSOELD.

Mrs. UNSOELD. Thank you. I am incapable of not asking for some of the suggestions that came from those 300 kids.

Mr. ENGLERT. You want me to read some?

Mrs. UNSOELD. Yes, please.

Mr. ENGLERT. Here is what they said. "More youth programs." One of the biggest ones that came out, ma'am, was, "Listen to us. Listen to what we have to say because we get tuned out, turned off. We are left out of school. We are left on our own. There is nothing to do."

Just as you mentioned, Congressman Martinez, about the young man. "Give us something to do." That is what they said. Of all the suggestions, "Give us something to do. Listen to us. Let us be a part of your plan." That was a great suggestion by a little eighth grader. I was impressed.

Mrs. UNSOELD. I want to plead with you. With the possible exception of Mr. Ogburn, you are all viewed by the news media and the public as law and order folks, and therefore, there is a certain image that goes with that image. That puts you in a much better position than we. You are tarnished, Mr. Ogburn, like we are, as maybe being a little bit of a do-gooder in your chosen career. But

the rest of you are much more capable and able to take the message to the public about the need to invest in prevention, the need to invest in giving these kids something to do with their time. Because when you say it it is not suspect. It is not just, "Oh, that is one of those softies on crime trying to waste our money." When you say it, it is done with authority. So I plead with you to keep taking that message to the public.

I thank you, Mr. Chairman.

Chairman MARTINEZ. Thank you, Mrs. Unsoeld. I just want to say in my own self-defense that in my community, I am known as a hard-liner—hang them from the highest tree.

Mrs. UNSOELD. I have known you too long.

Chairman MARTINEZ. The only thing is, as Mr. Schrunk has said, there comes a point in time when you have to face reality. Locking up every kid is not the answer. There are a lot of those kids who should not be locked up. When you lock them up, all you do is make the situation worse for them and everybody else. As you have said, there are a lot of alternatives. What we have to do is find those alternatives, save them when they're younger, and there won't be as big a problem to deal with later on.

I want to thank all of you. Your testimony has been very helpful to us, and it encourages us as we go forward. Thank you.

Our next panel consists of Dave Sturdevant, Clark County Commissioner, Vancouver, Washington; Marty Holloway, Youth Intervention Team, Vancouver Police Department, Vancouver, Washington; and Ernie Veach-White, Clark County Juvenile Department, Vancouver, Washington.

Commissioner Sturdevant, we will start with you.

STATEMENT OF DAVE STURDEVANT, CLARK COUNTY COMMISSIONER, VANCOUVER, WA

Mr. STURDEVANT. Thank you very much, Mr. Chairman and committee members. It is a privilege for us to be here, and we certainly recognize the difficult task that Congress has. It is always nice to know you are willing to come out around the country and hear first hand what is going on with some of the programs.

In 1990 in Washington State, the counties took the lead in trying to convince the legislature that there was a crisis in the law and justice area within our State. We were not successful in the regular session, but we were able to convince them to hold a 1-day special session in the Summer of 1990 where they did appropriate and authorize what they called the Criminal Justice Act during the special session, which appropriates moneys to cities and counties around the State to deal with the crisis.

The principal focus of the Act was to provide financial assistance to counties and cities for funding their criminal justice systems. Obviously, in order to justify the need to the legislature, we were looking at crime statistics, overcrowded jails, and things like that. In our community, the legislature had an expectation that we would hire more police officers, buy more guns, bullets, police cars, and everything else. We decided that while that is part of the balance, there needs to be something else done. We decided in our county to focus in the juvenile area, on the young people, and try

to identify and do something about kids who are about to break the law, or having their first exposure to crime.

We created our program called Special Intervention Program. We will refer to it as SIP. In developing the program almost 2 years ago, we focused on some specific areas of particular concern. We were concerned about the increasing rate of serious crimes being committed by juveniles. There was a growing alarm about gang activities and gang-related crimes, just north across the river and in part of the Portland Metro area. We were certainly watching what was happening over there, and watching some of those individuals. In fact, some of them were beginning to take up residence in Clark County.

They weren't necessarily doing crime at that time. In our opinion, at least early on, they were going over there to get away from the crime environment, just to take a break. They were not bothering us too much. That is starting to evolve differently now.

More and more of our young people began abusing drugs. With youth problems escalating, the fact remained that the adults in the criminal justice system were using significantly more available resources. We felt that while overcrowded jails and overcrowded court systems create headlines and get a lot of interest, if we were ever going to do anything about the problem, we needed to intervene early and try to redirect people who would later become part of the adult population.

We began to explore developing a program that would impact at-risk youths. Our goal was to work with first-time offenders to keep them from breaking the law again, and ultimately keep them from growing up to become adult offenders. With jail overcrowding becoming more and more an issue, we believe that early intervention can have a positive impact. Our program is new, and so it remains to be seen, but we do have some encouraging information to share today.

We felt that with SIP we could keep more than a few of the offenders from regressing in their professions. In putting SIP together, we believed it was important to increase cooperation among the juvenile providers, social service agencies, public education and law enforcement. After about 2 years, SIP is enjoying positive feedback from the community, especially from the young people and the families that it serves.

As one of the commissioners who initially authorized the program, I can say that I am proud of SIP's progress. It makes sense for us to work to find the necessary funds to keep it going. When the legislature authorized dollars, there was a consensus about that. We will have to wrestle with continuing the good pieces of those programs after the State money runs out.

This program reflects citizen concern for our young people. The greatest single concern of the Clark County community may be the safety and protection of life and property.

I have several what I would call experts with me today to whom I want to yield. They work directly in the day-to-day operation of the Special Intervention Program. Ernie Veach-White works with the County Juvenile Department, which he manages, and Marty Holloway is a detective with the Vancouver Police Department. Marty is assigned to the Vancouver Middle and High Schools as

well, where he works directly with the at-risk kids. Marty and Ernie are our experts. I know that they have a lot to say a lot about the program, and I would like to have them begin now.

Thank you.

[The prepared statement of Dave Sturdevant follows:]

**STATEMENT OF DAVE STURDEVANT, COUNTY COMMISSIONER, VANCOUVER,
WASHINGTON**

Clark County took advantage of a unique opportunity in 1990 when the Washington State Legislature authorized the Criminal Justice Act during a special session. The principal focus of the Act was to provide financial assistance to counties and cities for funding their criminal justice systems. In our community we decided to use this opportunity to take a fresh look at problems affecting young people and to begin a new approach through a 3-year project called the Special Intervention Program (SIP).

In developing the program—almost 2 years ago— we focused on some specific areas of particular concern:

We were concerned about the increasing rate of serious crimes being committed by juveniles.

There was growing alarm about gang activities and gang-related crimes.

More and more of our young people were abusing drugs.

But with problems escalating for youth, the fact remained that the adults in the criminal justice system were using significantly more of the available resources.

We began to explore developing a program that would impact "at-risk youth." Our goal was to work with first-time offenders to keep them from breaking the law again and to ultimately keep them from growing up to be adult offenders. With jail overcrowding becoming more and more an issue, we believed that early intervention could have an impact on future jail population statistics. We felt that with SIP we could keep more than a few offenders from progressing in their professions.

In putting SIP together, we believed it was important to increase cooperation among juvenile justice providers, social services agencies, public education and law enforcement.

After about 2 years, SIP is enjoying positive feedback from the community—especially from the young people and families it serves. As one of the Commissioners who initially authorized the program, I can say that I'm proud of SIP's progress and that it makes sense for us to work to find the necessary funds to keep it running. This program reflects citizen concern for our young people, and, what may be the greatest single concern of the Clark County community, the safety and protection of life and property.

Joining me here today are two people who are directly responsible for the day-to-day operation of the Special Intervention Program. Ernie Veach-White works in the County Juvenile Department where he manages SIP. Marty Holloway is a detective with the Vancouver Police Department. Marty is assigned to Vancouver middle and high schools where he works directly with at-risk kids. Marty and Ernie are the experts and I know they have a lot to say to you about the Special Intervention Program and the needs of Clark County young people.

Thank you for extending us the opportunity to address the committee. I'll be happy to answer any questions you might have.

Chairman MARTINEZ. Thank you, Mr. Sturdevant.
Mr. Holloway?

**STATEMENT OF MARTIN HOLLOWAY, YOUTH INTERVENTION
TEAM, VANCOUVER POLICE DEPARTMENT, VANCOUVER, WA**

Mr. HOLLOWAY. Thank you.

I am a member of the Youth Intervention Team. It is a program that was started in October of 1991 by the Vancouver police. The focus of the team is to work with youth at risk. That includes gang members, but it is not limited to gang members.

Our goal is to identify and target youth at risk prior to them becoming involved in criminal activity and prior to them becoming involved in the juvenile justice system. We work closely with the

high school and middle school administration and staff to identify the youth, but we are not limited to just the schools. A juvenile or a court system, a parent, or a concerned citizen can call us with these concerns.

We then make contact with the youth to find out what is going on in their life. If needed, other agencies are involved to help the youth through a situation such as CPS, juvenile hall, counseling, school counselors. A lot of times what we find is that the child just needs a little extra attention, a little guidance, to help them through.

With our time spent in school, we are slowly breaking down the stereotype of police and teenagers. Youth are opening up to the team as the team becomes more at ease with the youth. Two very positive things happen. One, the youth becomes more trusting of the police and will call us sooner. Two, since the trust level rises, the youth comes forward with information relating to crimes, even when they are involved.

With this information source, we have been able to solve crimes which include weapons at school, purse thefts, forgeries, mail thefts, assaults, starter coat robberies related to gangs, school burglaries and, of course, runaways.

Information is then passed on to our department's Pro-Act unit to follow up. This way our team keeps the enforcement level low and the trust level high with the kids.

We have also been able to get students to slow down or stop skipping school. This is done by personal contact by the officers. It is either done at home or wherever they may be when they are out of school.

Our contacts do not stop just at the school. We have started seeing youths while they are out in the community. These contacts have been positive for both sides and are a reinforcement for the youths. They feel that we always know what they are doing, even when it's the weekend.

Another goal is to attempt to find work for youth at risk. We work with several agencies in the community to make this happen.

We do not stop with the youth. We contact the parents for meetings and explain to them what is happening. Most of the time they don't see what is happening, or they are too busy, or they don't know where to turn. We work as a network for the family, connecting them with the right agencies for assistance. Most parents are cooperative and appreciative of the assistance.

We know that we cannot turn every youth at risk into a productive citizen, but if just one or two youths stay out of the system, then we are saving a lot of our tax dollars. As the team proves successful, we see expansion to involve the elementary school to allow us to impact the youth at an earlier age. Currently, this unit is solely funded by the City of Vancouver Police Department. If this unit is to expand, we need to look to alternative funding.

In closing, I would like to give an example of the program. We have been working with a Hispanic gang member for over 3 years. This youth has improved his grades and attendance at school. He is currently trying to locate a job. Hopefully, the team will be able to assist him in this endeavor. This youth has a desire and drive to break his gang ties and become a productive member of society. By

working with him and the school, we will help him attain his dream of being the first member of his family to graduate.

Also, in closing, it is unusual for a police officer to receive Christmas or thank you cards. The team has received both from parents, youths, schools and social service agencies. We believe this shows some success for the short period of time the program has been operating.

Thank you.

[The prepared statement of Martin Holloway follows:]

STATEMENT OF MARTIN HOLLOWAY, VANCOUVER POLICE DEPARTMENT, VANCOUVER, WASHINGTON

In 1988, the Vancouver Police Department and the Clark County Sheriff's Office each sent one (1) officer to Portland to work with the Oregon State Police Youth Gang Strike Force. The focus was to target California gang members dealing in cocaine.

When I was assigned in 1989, I started keeping statistics for Clark County/Vancouver on gang problems. In 1989 there were 76 contacts involving gang members. They include Crips, Bloods, Skinheads, Asians, gang members and wanna-be gang members.

In 1990, we had 114 contacts. This is a 33 percent increase. The crimes include Murder 1, Assault II, simple assault, racist literature, graffiti, concealed weapons, malicious harassments, Robbery II, robbery of starter coats, malicious mischief, menacing, reckless endangerment, possession of explosives, theft, false reporting, obstructing justice, switched plates, harassment, stolen autos, driving while revoked, possession of stolen property, runaway, possession of a firearm on school property, phone threats, death threats, cross burning, and drive-by shooting threats. These include local gang members, "wanna-be" gang members, and Portland gang members.

I have kept in contact with our current gang officers. They say that gang activity is increasing. They continue to see kids copy the black gangs and act out, calling themselves gang members. They do not have a current number of contacts made by police. They see younger youth calling themselves gang members and becoming involved in crimes.

The city has a Pro-Act Team to target gang activity on an ongoing basis. The county uses two (2) gang officers assigned to a narcotics unit to target gang activity. The Youth Intervention Team collects gang information and refers it to the appropriate agency for investigation.

In talking with Mr. Veach-White at J.D.H., he informed me that 15 percent of the youth in the Special Intervention Program are somehow involved or affiliated with gangs.

With these types of trends, we need to continue all of the programs that aid in the prevention of gangs and the failing of our youth.

Chairman MARTINEZ. Thank you.

Ernie Veach-White.

STATEMENT OF ERNIE VEACH-WHITE, CLARK COUNTY JUVENILE DEPARTMENT, VANCOUVER, WA

Mr. WHITE. Mr. Chairman, members of the committee, I want to thank you for the opportunity to be here today. I am very concerned about our program. I am very excited about our program. I am very encouraged about hearing some of the things that I have heard this morning.

I do want to tell you that our program is an early intervention program. It is designed in such a way that we are going to make a difference before we need a bed. I support the need for beds. I don't know that I exactly have a reputation for being tough on crime, but, on the other hand, I think that the enforcement parts of what juvenile courts do are important. I support these 100 percent. Noth-

ing has been taken away from any program that we have because of the program that I am going to share with you this morning.

Children who commit crimes at a tender age are at risk. There is no argument about that. Everyone agrees. But the risk that they will grow into criminal lifestyles increases dramatically when there are family, school and social problems. This is not particularly new information. But it was shocking to me that when, in Clark County, we wanted to design a program to help these kids with an early intervention program, we couldn't find one model. We couldn't find one anywhere.

Now, retrospectively, I think that was to our advantage, because I think it freed us to get creative. Maybe we tried some things that we wouldn't have tried if we had a model. The Special Intervention Program, and from now on I will refer to it as SIP, as Commissioner Sturdevant did, is our answer to helping these kids.

SIP brings a multidisciplinary approach to working with minor or first offenders. These are kids who have very little criminal history. The juvenile court, schools, social services agencies, and law enforcement work together to provide early intervention for kids and their families. The program provides the best of what we have always provided with some new and creative methods to delivering services.

Most of the kids referred to the Special Intervention Program have enormous problems. I sometimes think that there is nothing that I haven't seen. But it simply isn't true. I continue to be surprised and sometimes appalled.

The majority of our kids are from single-parent families. For well over 50 percent the parents are using some sort of chemical. Well over 30 percent of the kids in our program, and this morning there were over 150 kids, struggle with addictions themselves. Many have been sexually abused. An even greater number have been physically abused. Fifteen percent of the kids in our program, and this surprised me when we started to look at the kids in our program, have a parent who has been incarcerated or is currently in prison or jail. Fifteen percent have gang affiliations. This list just goes on and on and on.

I think it is serious, indeed, when being identified as an offender seems almost secondary to the other problems that a youngster comes to you with. These are not cases here where keeping an eye on the situation is going to make a difference. These kids are not going to outgrow their problems unless we do something.

Programs like SIP I think can make a difference. The early results of our program are very encouraging. Certainly, in my 13 years with Juvenile Court, and before that, a number of years in the mental health system, no program that I had ever been part of has had as much support or positive feedback from the schools, the counselors, and law enforcement. There is a lot of support from law enforcement and parents. Although it is too early to tell what the long-term impact of our program is going to be, I can tell you that 85 percent of the kids who are in our program complete it successfully. That is about 30 percent better than any program that we have in our department, and I think we have pretty good programs.

We think there are three things that have been key to our success:

1. We have expanded the role of probation counselors. They do not simply monitor cases. By saying simply, I do not mean to minimize the importance of that, but we have expanded their roles beyond that which is traditional, with an emphasis on intensive case management.

2. Intervention is accomplished in a coordinated manner with the cooperation of the family, with the schools, and with others who have an interest in the youngster.

3. I think Mr. Wyden is going to like this unprecedented level of youth advocacy. Every single one of these cases has an advocate assigned to a child. That advocate is there, responsible for supporting the youth, the family, and others in seeing the case plan through to success. This is not an "office job." The staff works with kids in their homes, at their schools, and in the community. As far as I am concerned, they have the very best job in our department. It is a wonderful job.

I think ultimately we are going to be looking at results. We are going to be looking at numbers. But I think those results and numbers take on a whole new meaning when when you know the kids.

In concluding my testimony, I want to share two SIP stories. My staff provided me with these. I asked for something typical. We have other stories like these. I didn't just go through and choose the best ones to wile you.

Amy is 15 years old. She has a long history of out-of-home placements. She has run away many times. She has been sexually molested. She has been diagnosed with depression, anxiety and post-traumatic stress disorders. Her criminal activity progressed from shoplifting to stealing a car within a 3-month period. When she came to the Special Intervention Program, she had been out of her home for 6 months. She was failing in school and using drugs.

Since her referral, she has completed drug treatment. She is now in aftercare. She is attending an alternative school and a vocational program, and is doing pretty well. It has been almost a year since her last offense and recently she returned home. She is very, very proud of her progress and of her sobriety.

Mark is an eighth grader attending his 27th school. For most of his 13 years, he has been abused physically by alcoholic parents. He was referred to SIP, suspended from school and threatening suicide. All prior interventions had failed with Mark.

Today, I am happy to report that he is in foster care which is providing him with the first real stability he has probably ever known at home. He has joined a boxing club and this requires that he maintain above average grades and train 2 hours per day. He is really proud that last month he won the 1992 Golden Gloves championship in his division. He is earning A's and B's in school. I said his self-esteem had improved. Actually, I really think it is probably off the scale. He has probably experienced more success in the last 5 months than he has in his entire life.

Two years ago Amy and Mark would have received little in the way of real help. Today, no youth are served better by a department. I think that is the way it ought to be. I don't think it makes sense to do it any other way.

Thank you.

[The prepared statement of, and additional material supplied by, Ernie Veach-White follows:]

Ernie Veach-White
Juvenile Services Manager

CLARK COUNTY JUVENILE DEPARTMENT

SPECIAL INTERVENTION PROGRAM

BACKGROUND

In 1990, the Washington State Legislature authorized the use of Motor Vehicle Excise Tax money for improvements to the criminal justice system. The Clark County Board of Commissioners and Superior Court Judges felt that the best way to affect long-term criminal activity was to focus on juveniles. And specifically on those juveniles who enter the system as minor, or first offenders.

The three year funding of the Special Intervention Program by the Board of Commissioners is reflective of what may be the greatest single concern of the citizens of Clark County, the safety and protection of life and property, followed only by the ever increasing costs of the systems involved.

The Clark County Juvenile Department Special Intervention Program was developed in response to a proposal submitted by Carmel Bently, Director of Community Services, Jana Johnson, Director of

Corrections, and Gary Ripley, Administrator of Juvenile Court, to the 1991 Executive Budget Committee for Clark County. At the heart of this proposal was concern regarding the increasing incidence of serious crimes being committed by juveniles and the lack of any funding specifically dedicated to reducing recidivism. These key individuals proposed a program which would provide intensive intervention services to a select target group identified as at risk to reoffend. The project proposed two goals: to reduce the incidence of criminal activities by juveniles in the juvenile justice system and to reduce the adult criminal justice population through focus on juvenile offenders before they enter the adult system. In adopting this emphasis, the drafters proposed that the program should have a strong prevention component achieved through intensive case management, and coordinated and cooperative intervention between the juvenile justice, public education and social service systems.

INTRODUCTION

The statutory responsibility of the Juvenile Department is to serve the court and the community by providing a continuum of supervision and rehabilitation services which meet the needs of juvenile offenders in a manner consistent with the public interest. The record would show a long record of commitment to these responsibilities in Clark County. Reflected in this commitment has been an emphasis on community protection, offender accountability and rehabilitation. The record would also show, however, that fiscal and program emphasis has traditionally been on that segment of the offender population which was most visible, those older and most delinquent. A reduction in criminal activity as a result of this investment has not followed

on either a juvenile or adult corrections level. There is a considerable body of evidence which suggests that this may be a predictable outcome.

A recent study of offenders in the State of Massachusetts indicated that those youth who enter the system at a young age and stay in the system are substantially disadvantaged. That research showed that those offenders who first enter the juvenile justice system at age fourteen or younger and who continue to commit delinquent acts differ on most every Risk/Need Indicator from those who enter the system at a later age. These youth are more likely to recidivate, to be emotionally handicapped and to have unsupportive family and social relationships than youth who commit their first offense when older. The majority of these youth are educationally dysfunctional with a history of school related discipline problems.

The literature on childhood/adolescent development stresses that normal, healthy development requires consistent nurturing, continual positive feedback, and unambiguous structural support. These come from three sources: family, peers and school. Research indicates that juvenile offenders typically experience all three of these unhealthy situations which are often evident in even very young offenders on their first referral. Assessment of these and other factors can assist in identification of offenders who are likely to reoffend, the level of that risk, and specific problems requiring intervention.

The Special Intervention Program will target those youth who based on age and lack of serious criminal history, are identified by the law as minor/first offenders, but based on objective assessment are identified as at risk to reoffend. The program is

staffed by a manager, a supervisor, two probation counselors, six juvenile court associates and a clerk.

PROGRAM GOAL

The purpose of the program is to deter program participants from continued criminal activity by establishing effective community-based support systems that will serve youth after court ordered supervision expires.

The goal will be achieved by implementing the following objectives:

Each participant will have an individualized service plan based on his/her needs.

Individualized service plans will be developed in a collaborative manner with input from the offender and parent/caregiver, school staff, community agencies, health providers (when appropriate), and program staff.

Plans will ensure that participants will have access to a comprehensive array of services which address the youth's physical, emotional, social, and educational needs.

While participating in the program, youth will be encouraged to accept responsibility for their behavior and fulfill obligations related to court orders and diversion contracts.

Program participation will enhance the youth's chances for multiple service delivery in a coordinated manner. Program staff will have regular contact with all parties

participating in the development and/or delivery of service specified in the individualized service plan.

Staff will monitor the appropriateness of service delivery and assist in adjusting the plan as needed.

Just prior to exiting the program, each participant will have an appropriate and effective support system in place.

After participants exit the program, the staff will continue to monitor their progress by routinely reviewing department records.

CORE VALUES

The Special Intervention Program shall be youth centered, with the needs of the youth and family dictating the types and mix of services provided.

The Special Intervention Program shall be community based, with the locus of services as well as management and decision making responsibility resting at the community level.

GUIDING PRINCIPLES

SIP youth should have access to a comprehensive array of services that address the youth's physical, emotional, social and educational needs.

SIP youth should receive individualized services in accordance with the unique needs and potential of each youth, and guided by an individualized service plan.

The families and surrogate families of SIP youth should be full participants in all aspects of the planning and delivery of services.

SIP youth should receive services that are integrated with linkages between youth agencies and programs and mechanisms for planning, developing and coordinating services.

SIP youth should be provided with case management services which enhance the possibility for multiple service delivery in a coordinated manner and insure that they can move through the system of services in accordance with their changing needs.

Early identification and intervention for youth at risk to reoffend should be promoted by the Special Intervention Program in order to enhance the likelihood of positive outcomes.

SIP youth should be ensured smooth transition to other support and monitoring systems when their term of supervision has ended.

SIP youth should receive services without regard to race, religion, national origin, or sex, and services should be sensitive and responsive to cultural differences and special needs.

WHO MAY MAKE A REFERRAL?

Referrals will come from the Court, the Diversion Unit, and other Court Units within the Juvenile Department.

SIP REFERRAL CRITERIA

Youth who are referred to the Special Intervention Program shall meet the following criteria:

Be under the age of 17

Have status as a minor or first offender. Minor or first offender means a person sixteen years of age or younger whose current offense(s) and criminal history fall entirely within one of the following categories:

- (a) Four misdemeanors;
- (b) Two misdemeanors and one gross misdemeanor;
- (c) One misdemeanor and two gross misdemeanors;
- (d) Three gross misdemeanors;
- (e) One class C felony and one misdemeanor or gross misdemeanor;
- (f) One class B felony except: Any felony which constitutes an attempt to commit a class A felony; manslaughter in the first degree; rape in the second degree; assault in the second degree; extortion in the first degree; indecent liberties; kidnapping in the second degree; robbery in the second degree; burglary in the second degree; statutory rape in the second degree; vehicular homicide; or arson in the second degree.

Have status as a divertee. Minor or first offenders include a subgroup of offenders who have special status within the law. Where a case is legally sufficient the prosecutor shall divert the case if the alleged offense is a misdemeanor or gross misdemeanor or violation and the alleged offense(s) in combination with the offender's criminal history do not exceed three offenses or violations and do not include any felonies.

Have status as truant under an Order of Court Intervention.

Be a middle offender under the age of fourteen whose criminal history includes no more than one felony offense.

Have maintained a reasonably stable residence with an adult care provider for eleven of twelve months prior to referral.

Present no evidence of serious psychiatric, behavioral, or emotional pathology for which residential treatment or other highly specialized intervention is required.

Express no suicidal ideation: attempt in the past three months; significant ideation within the past month.

Guardian willing to participate in service: minimum participation requires agreement to intervention plan and provision of required release(s) of information.

Youth and parent/guardian residents of Clark County.

Referral Procedure

The following set of guidelines are established for referrals:

Adjudicated minor or first offenders qualify for immediate screening. The Order of Community Supervision shall constitute sufficient initial screening information.

Youths who qualify for diversion must be referred to the program manager. The manager will review the case, and based on the referral information, staffing with the program supervisor and the level of diversion cases within the program unit, accept or return the referral. Although the department may monitor youth under terms of a diversion agreement, the authority and scope of action available to the probation counselor is more limited than that available under a court order. Therefore, no more than twenty percent of the maximum SIP caseload shall be youths under diversion contracts.

Priority will be given to those youth who through a screening process appear to be in the moderate to high risk to reoffend group. The SIP Candidate Form looks at these areas: criminal history of the youth; family history of criminality; family functioning; school; peers; mental health and substance abuse issues.

There is a high correlation between juvenile offense activity, truancy and other school related problems. The Special Intervention Program will serve a select group of at risk youth referred through Orders

of Court Intervention - truancy petitions. Although these youths will receive all program services, by statute the department has limited authority. Consequently, no more than 10% of the maximum SIP caseload shall be youths on Orders of Court Intervention.

The program supervisor will assign cases to a probation counselor for assessment, classification and case management functions.

The program supervisor will assign an associate to the case for monitoring and advocacy services.

Case Manager/Probation Counselor

Probation counselors will perform all required probation services and provide case management services to youth assigned to the Special Intervention Program.

Juvenile Services Associate

A juvenile services associate will be assigned to each youth in the Special Intervention Program. The primary role will be to support compliance with the court order and case plan. Assignment, whenever possible, will be geographical according to school district.

Files

Legal and social files shall be maintained pursuant to RCW 13.50.010 and RCW 13.50.050.

Evaluation

The Special Intervention Program will be evaluated by Marcia Haack, Ph.D. Dr. Haack will evaluate Communication, Program Organization and Management, Program Delivery, and Program Outcomes. The program evaluation will ask the following questions:

Communication

1. To what degree do parent/guardians, school staff, mental health professionals, social service and law enforcement agencies communicate with SIP staff regarding program participants?

Program Delivery

2. What kind of activities/objectives are specified in individualized plans? To what degree do children participate in these activities?
3. Do interested parties perceive participation in SIP related activities as worthwhile?

Program Outcomes

4. What range of variance is characteristic of students served within the program and how are they distributed across demographic dimensions?
5. Do participants re-offend after exiting the program?
6. Are activities specified in individualized plans effective in deterring future criminal activity?
7. Do interested parties, including children, perceive program participation as an effective means of deterring future criminal activity?

Program Organization and Management

8. Are there adequate time and resources for SIP staff to implement the program as intended? If no, what tasks/functions remain undone.

BRIDGES

WINTER 1991

to our community



Working Together *by Gary Bevans*

Together we can and do achieve great things.

For this winter edition of our newsletter, the general theme is working together with a focus on efforts which combine personal and monetary resources within Clark County.

We present examples of joint efforts involving mobilization against

substance abuse, emergency assistance to low-income families, client skill development and juvenile issues.

Together private and non-profit companies, volunteers, state and local government and community involvement create action which improves our community.

As you read through this and future editions of *Bridges*, we hope

you say "I'd like to know more about that program", and consider getting involved.

We invite you, your family, your neighborhood and your employer or business to join us and all of our partners in working together to make a difference.♦

Clark County's Special Intervention Program

The Best is Yet to Come *by Ernie Veach-White, Juvenile Services Manager Clark County Juvenile Court*

Research shows that children who commit crimes at a tender age and have family, school, social, drug or alcohol problems are at risk to grow into criminal lifestyles. The younger the child, the greater the risk unless something is done to change the situation. And the sooner the better.

The greatest barrier to doing something sooner has been lack of resources. Limited resources have required that Juvenile Court service dollars be spent on those kids who, due to serious or chronic delinquency, have demanded our attention. There has been little left for prevention or early intervention. Our situation in

Clark County has been no different than most other communities throughout the country.

Last year, several of our elected officials saw an opportunity for change when the State Legislature authorized the use of Motor Vehicle Excise Tax money for improvements to the criminal justice system. Our Board of Commissioners and Superior Court Judges felt that the best way to affect long-term criminal activity was to focus on juveniles who are minor or first offenders. Out of this idea came the Special Intervention Program.

The Special Intervention Program (SIP) is a multi-disciplinary approach which involves Juvenile Court, the schools and social service agencies in working with minor first offenders and their families to provide the support and services needed to interrupt the youth's criminal activity. This program provides the best of what we have always provided for

juvenile offenders with new and creative approaches to intervention.

As in all Juvenile Court services, the minor first offender is assigned to a probation officer. However, in this program the juvenile and family also work directly with a Probation Associate. The Associates function as advocates and work in the community helping kids meet the conditions of their probation. This can include community service, anger management classes, and participation in a new 'Victim's Awareness Program. If necessary, basic things such as C-TRAN bus passes are provided so that kids without transportation can get to jobs, counseling appointments and school. The Associates see the kids assigned to their care at least once a week and more often as needed.

(continued on page 5)

Workshop Teaches Self-Sufficiency Skills *by Elaine Hertz*

Eleven families in the Battle Ground area are enjoying some easy, but tasty new recipes using government food commodities, their kids are wearing fancy new hair clips and bands made with material scraps, clothes have undergone updating and revitalization and the family finances are being budgeted. Not only that, but the family car is in better shape and there are fewer discipline problems between moms and their kids. That's what women who have participated in a program called "The Country Cupboard" are telling us. This program offers a series of classes to help low-income women learn new skills which will benefit them and their families by increasing their self-sufficiency and building their confidence and self-esteem.

Classes on auto maintenance, nutrition and cooking, sewing and mending, crafts, health and wellness, budgeting, safety and energy conservation are held weekly at the Battle Ground Methodist Church for eight weeks. Much of the learning is hands-on and everyone gets to enjoy the finished products of the meal preparation class and admire each others finished sewing and craft efforts.

All of this would not be possible if it weren't for the many people and organizations who work together to make these classes happen. Southwest Washington Health Department, Washington State Extension Service, Clark Public Utilities, the Food Bank Coalition,

several North County businesses and citizens have worked with the Department of Community Services to get this new program up and going.

If you or anyone you know is a Food Bank client, that's all it takes to be eligible to participate in the Country Cupboard. Also, donations of sewing notions and material are

badly needed. Please call (206) 667-7126 if you want more information, or have time, talents or materials you would like to donate.

Special Intervention: continued from p. 1

Every school in the county has Associates assigned to their district. The work of the associates in the schools is seen as critical. Associates meet regularly with school staff to coordinate activities. Dr. James Nelson, Jr., Associate Principal at Mt. View Junior High School, said recently, "I think the Special Intervention Program is a great program. When a youth in the program knows we (parents, school staff, Juvenile Court staff) are communicating they know they must be accountable for their behavior."

In addition to involvement with the schools, the Associates spend a lot of time working with families. Perhaps the following excerpt of a letter received from a parent speaks most eloquently of the importance of support for the family as well as the child:

"When the Special Intervention Program was first introduced to me, I'll be honest, I had my doubts...I believed in my heart that my daughter was destined to be a repeat offender. Possibly for more serious crimes. I was at the end of my parental rope. But my daughter's associate is an advocate in every sense of the word. She really does care. She is always there for my daughter and I have noticed a difference in the way my daughter feels about herself. My daughter's associate has helped her have more success than she has ever had before. She's helped us with problems with school and numerous other things. I have also found her to

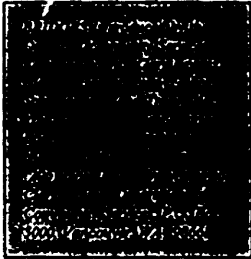
be an advocate for me...She has offered me good advice and all the encouragement I could possibly need...The Special Intervention Program has great potential and great people working in it. I hope it continues. Keep up the good work!"

As much as we would like to see the permanent effects of this program immediately, we know that it's going to take time to see the long-term benefits. The early results are very promising. We are collecting information as we go and reporting our progress regularly to our legislators and Board of Commissioners. We are very aware that we are charting new ground.

We are also aware that the funding for this program is limited in duration. It is our goal that by the end of the funding period in 1993 this service will be integral to the operation of Juvenile Court with continued support from State Legislators.

Ultimately our community will benefit from this program in a number of ways - safer neighborhoods, inspired students and more productive and motivated youth. Clark County is investing in our greatest resource - our youth.

The Juvenile Court has recently started publishing a newsletter called "Courtling Success", which provides information on the Special Intervention Program and other Juvenile Court services. Please call 699-2201 to get on the mailing list.



County Program Focuses *First Of Its Kind In State* On Kids At Risk

An innovative program in the Clark County Juvenile Court system was launched in 1991 based on the premise that the price of prevention is worth many times the price of the cure. The need for the program was clear. Juvenile Court statistics show that nearly 50 percent of all offenders with a lengthy criminal history commit their first offense before the age of 14. In 1991, the Special Intervention Program began to single out these at-risk youngsters for special services in an effort to diminish the odds of failure.

"In the past, first offenders were not handled any differently from others," said program administrator Gary Ripley. "But we're becoming more preventative in our attack on behalf of the first offender who is at risk to re-offend." Six full associates provide the critical link with at-risk youth. "Our associates are not office-bound," Ripley added. "They are in the field dealing with kids in their homes, in community service programs, and in the schools in an effort to keep these kids in school. School is vital to their success."

The six associates provide specialized services. Associates monitor student compliance with court orders, support participation in counseling, monitor school attendance and provide tutorial assistance. "We want kids to be involved in skills-building and anger control" Ripley said. "We want them to gain self-awareness. Before saying good-bye to an offender, we can show them some community links. We are

delivering a quality service, not just funneling them through the system."

Juvenile Court statistics support a new approach. In 1978, there were 278 youngsters under supervision and 900 diversion cases. The number under supervision has now grown to more than 500 with

ment to determine what is needed in intervention," Johnson said. "Do they need drug and alcohol counseling? What types of support do they need in their families and schools? We plan to make a holistic assessment."

Johnson added she hopes to see diminishing returns for



▲ In the courtroom of Judge Thomas Lodge, a first-time juvenile offender stands with attorneys for the prosecution and the defense and listens to the judge's decision. This recreation of an actual event was for a videotaping about the Special Intervention Program that was shown on CVTV-40, the City/County government channel.

Photography by Deane and Yulishoff

1,400 in diversion programs. The average daily number of youths in detention in 1978 was 14, while today that number averages 31.

Jane Johnson, Clark County corrections director, said she is optimistic that early intervention will maximize use of community services available, and identify areas where resources are lacking. "We will use a multitude of tools for assess-

the adult corrections system.

"We see double positive opportunities for this program. We hope to return good, motivated kids to society, and we hope to keep customers out of the adult system."

The Special Intervention Program is a component of the Clark County Youth Initiative. It began in the spring of 1990 as a coalition of Clark County

Continued On Page 21

By Pam Brinkley

CLARK COUNTY

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CITY**Continued**

ter its flourishing Office of Neighborhoods programs, central coordination of the far-reaching Celebrate Freedom observance, and by providing for public access to the historically significant Marshall House and Grant House on Officers' Row.

During the rest of this decade, Vancouver will continue to flourish with the support of able elected officials, neighbors, groups and organizations, and a competent and dedicated city staff. Together we will continue to share an achievable vision, work collaboratively in the public interest, and provide the collective vision that makes Vancouver such a desirable place to live and work.

COUNTY**Continued from Page 11**

school districts and other community resource groups, including corrections, law enforcement, health, social, and education services.

Terry Nelson of the Vancouver School District serves as resource coordinator for the Youth Initiative. He said it was the dropout rate, followed by the inability of school districts to provide useful deterrents to youngsters who had already had a brush with the law, that pointed out the necessity of coming up with a different approach for at-risk youth.

"What also often happened for first offenders, was that we ended up apprehending these kids again in violations at school," Nelson said. "As a school system, we had no resources to intervene. We were not able to get services to kids to prevent recidivism."

Nelson said the Youth

Initiative provided a means of assembling a network of key people who could work together to deliver the services at-risk youth need. "All of us represent large agencies and we're trying to bring our resources into concert to meet these objectives," Nelson said. "For better or worse, our agencies have had a narrow focus. We are now broadening our perspectives."

Nelson said the students who are most at risk face multiple challenges. They are coming from families that are unfortunately deficient. Nelson said, "Somebody's got to take care of the basic needs before we can educate them. We had to take care of more than the dropout rate. We had to back up to get the big picture. Now we have to put in place a final safety net."

Funding is provided by the

Criminal Justice Assistance.

a three-year program which apportions motor vehicle excise tax for county use. The Clark County Board of Commissioners elected to fund the effort—the first of its kind in the state of Washington—and included \$419,000 for the program in its 1991 budget for the first year.

In the past, the bulk of the money has gone to kids most visible in the community—the repeat offenders," said program manager Ernie Veach-White. "We now have a chance to divert them from going on to chronic-offender lifestyles as adults. Many kids benefit from what our department does, but they can benefit from our being able to offer more."

Chairman MARTINEZ. Thank you, Mr. Veach-White.

Let me ask you about the advocates. What kind of a client number do they have?

Mr. VEACH-WHITE. Thirty. Maximum 30.

Chairman MARTINEZ. And they actually work personally with 30 young people?

Mr. VEACH-WHITE. Probably too many, but, yes, they do. Minimum once a week contact face to face in the community. Most of them, through incorporating face-to-face contacts with group kinds of activity, are able to see the kids more often.

Chairman MARTINEZ. How does this interact with what the police department is doing with Mr. Holloway?

Mr. VEACH-WHITE. Well, we talk to each other a lot, don't we, Marty?

Mr. HOLLOWAY. Yes.

Mr. VEACH-WHITE. And I think one of the ways it interacts best is that because we are in contact with each other and Marty is seeing youngsters in the school, we are seeing some of the same kids. One of the things that the Special Intervention Program does is look around the community to evaluate where can we connect this kid with another resource other than our own department and other than his associate, because our relationship with that child is hopefully going to be short term. Soon enough that short term is going to end, and we are not going to be there anymore.

Because these kids are seen often and personally, we are able to avoid problems. Marty and our staff are working cooperatively to do that. We can ask Marty if he will pay some special attention to one of the youngsters in our program, and he will do that. We will do the same for him.

Chairman MARTINEZ. Your program sounds almost like Cop on the Campus—involving kids in the schools.

Mr. HOLLOWAY. Yes, we are right in the schools. We currently spend, with time constraints, half a day at each school, twice a week, barring any unforeseen problems with another school. What we do is go in and mingle throughout the halls. We also teach classes. If it is driver's education, we teach about DWI. If we have a current world problems class, we go in and open the forum, and the kids can ask us anything relating to their experiences.

We allow the kids to see us on a human basis, and not just in blue uniforms. We work in plain clothes and hand in hand with the staff, if we have gang problems arise in the schools. An example is a Hispanic/black fight that we had here at one of our high schools 2 weeks ago. From that fight, we brought in a youth outreach worker who was working for the Evergreen School District. He helped us calm the situation down and get the students up on contract for their behavior.

We also had to call in a Portland Urban League worker, a black lady who specializes in females, to help us solve a black female/white female fight situation. We access everybody that we know and are aware of to help the kids deal with their responsibilities and become accountable for their actions at the schools.

Chairman MARTINEZ. I can see where you can do a lot of good for the young people. But tell me something, doesn't it do some good for the police officers too?

Mr. HOLLOWAY. It can. In dealing with young people, it has been very beneficial to me. It has been hard to take the ribbing from the other officers at times, but you learn to deal with that quickly.

Chairman MARTINEZ. What you want to do is have your chief require all of your officers to join community and civic groups. That way they stay away from just getting together in their own circles, and avoid the "us-against-them" kind of attitude. I will bet you money that those people who work with the kids take a lot of good back home with them when they realize how much they are helping and how much good they are doing. It makes them feel a lot better. They realize they are members of a community instead of just police.

Mr. HOLLOWAY. What I find with our department, slowly but surely, is that the other detectives and street officers are coming to me to help them settle their crimes and find out what is going on with the kids in their districts. Slowly, they are getting more and more acclimated to the teenagers and finding out they are not just trouble.

Chairman MARTINEZ. Thank you.

Mrs. UNSOELD?

Mrs. UNSOELD. Thank you. Those are exciting programs. How did the county, Dave, decide to make this step? As you said, there were no other counties in the State that were doing it. What made you decide that this was something that the county ought to get into?

Mr. STURDEVANT. A few years ago, we formed the Law and Justice Council, which represents our prosecutor, sheriff, police departments, courts, and commissioner's office. We have worked through a myriad of problems, including building and opening a new jail and dealing with these kinds of issues. Probably through that we, as elected officials, became educated that there is more to solving these problems than just throwing money at it or what have you.

The other thing, as you know, I had another career in the fire service. As a fire chief, I learned a long time ago that if I was ever going to do anything about preventing the high cost of putting the four-alarm fire out, it would be prevent it in the first place. I had always some interest in doing that, and then applied it to my traditional law enforcement friends. I guess through a long period of discussion, sharing the problem and the solution with them, we collectively felt that we needed to try to do more than just fill our jails up, or hire more law enforcement people. We also needed to try to prevent. It just evolved over a long period of time.

It wasn't an easy decision. Because the legislature's expectation is, of course, statistics, and it is hard to have one when you prevent it. Clearly, when they went into the 1-day session and took a difficult decision, diverted some existing State financial raises to programs, the rhetoric was, you know, the red neck hard core, throw them in jail and throw the key away kind of stuff. So we are kind of bucking the odds, and it is yet to be seen whether we will be able to convince them that we did the right thing. It is up in about 1 year, just a little over a year, and so the rest of the story hasn't been told yet.

Mrs. UNSOELD. What is the youngest age at which you enter these kids into the program now?

Mr. VEACH-WHITE. Speaking for my staff, I think that we have a youngster in the program who is 11. We have several youngsters who are in grade school. We have been down to third grade in relation to gang activity.

Mrs. UNSOELD. Now, if you could wave a wand and had no troubles with resources, what kind of a program would you design? Where would you start interfacing with some kind of a level of age or family? Where would you start?

Mr. HOLLOWAY. With the youngsters we are seeing, the youngest is probably age nine. I would want to evaluate or assess every youngster that we saw the first time that we saw them, and to somehow evaluate the risk that that youngster was presenting at the time, to determine then, on the basis of that information, what was an appropriate action.

Not every single youngster who is referred to the Juvenile Court needs a program like this. In fact, most of them don't. But there are many that do, and we can do a pretty good job in telling who they are and what their needs are.

Mrs. UNSOELD. How about you?

Mr. VEACH-WHITE. In our program, as I said, we have been down to third grade. But we have to go on a case-by-case basis after we interview the child and the family. Most appropriate is probably in fourth and fifth grade, to start and get involved in the schools on an ongoing basis.

Mrs. UNSOELD. Can you compare what your county is spending on this type of a program, percentage-wise of your total law enforcement, compared to another population area?

Mr. STURDEVANT. It is probably very little given the rest of the system has been in place for so long and there are such large numbers in those, and this being as new as it is. But traditionally, you don't spend nearly enough money on prevention, treatment and rehabilitation programs. We are even spending a lot more money in our mental health areas and such, and what we are finding out throughout the entire law and justice system is that we are all dealing with many of the same people. This is kind of a new and emerging piece, and by comparison to other budgets, it is very, very little.

Mrs. UNSOELD. I commend you that you are able to have a 1-to-30 ratio of the advocates. I think that certainly indicates a community that needs a pat on the back for having made a very, very positive investment. Is there anything you would like to add from what your original comments were? Is there anything that comes to mind that you feel that we ought to know so that we can fight for a good cause when we get back to Washington?

Mr. VEACH-WHITE. Just to reiterate, I think this is the only thing that makes sense. I think that what we are doing is using the collective wisdom of generations of grandmothers who said that an ounce of prevention is worth a pound of cure. Maybe it sounds cliché, but it does make sense. This program is not all that expensive. Eight offenders for 1 year in a juvenile institution in Washington will pay for this program.

Mrs. UNSOELD. Is it well-received in the community?

Mr. VEACH-WHITE. It is wonderfully received. I don't go to lunch or to their meetings without somebody saying, "We really like what you are doing."

Mrs. UNSOELD. I am impressed and pleased, and I thank you very much, and keep up the good work, all of you.

Chairman MARTINEZ. Thank you, Mrs. Unsoeld.

Mr. Wyden?

Mr. WYDEN. Thank you, Mr. Chairman. I will be brief, and you all have given very good presentations. I just have a couple of quick questions.

Have you all seen some connection between gangs in the Portland metropolitan area and the Vancouver area? Are you seeing some going back and forth? That would be helpful to us as we try to come with policies to deal with this.

Mr. HOLLOWAY. Yes, we are seeing that. We see families moving over to the Clark County, Vancouver area to get away from the gang ties that they have over in North and Northeast Portland. I worked for 1 year with the Oregon State Police Youth Gang Strike Force learning about gangs, and then went back over to the city. What we are seeing is a large influx of people, families, moving to get away. But the children don't leave the gang traits. They bring them over and bring them into the schools, and they start their own little gangs up as they become integrated into the system.

Mr. WYDEN. Mr. Veach-White, do you see any other connections?

Mr. VEACH-WHITE. I would agree. We see youngsters crossing the river to spend time in Oregon, and then coming back to Clark County. I think it has increased.

Mr. WYDEN. How about in the more rural parts of Clark County? As we have heard in the Oregon side, what you have seen again and again are the gang problems spreading to the more suburban and rural areas. Are you picking up gangs, gang problems and gang involvement in the more rural parts of Clark County?

Mr. HOLLOWAY. Yes, we are. Battle Ground has skinheads and Hispanic gangs. Camas has had a gang problem this year and last year, as well as Weshougal. They are all the outlying areas of the county.

Mr. WYDEN. The only other question I had dealt with the skinhead matter, and whether you all were seeing them, and more specifically, we hear a fair amount of talk that the parents of these kids have difficulty looking at where to get help. Have you had parents of skinheads and others coming to you and saying that they would like to be part of your program?

Mr. HOLLOWAY. Yes, we have. In the 3 years that I have worked with the gangs, I have dealt with numerous parents who just didn't know where to turn. A lot of times it would just be myself or my partner, we would give the child extra attention away from home. We would get his name out just to keep an eye on him to make sure that he didn't make a stupid mistake in his young age which would affect him for the rest of his life. About one-fourth of the time that would work. The other 75 percent, they would just continue doing their criminal activity.

Mr. WYDEN. Well, it has been a very helpful presentation.

Mr. Veach-White, I very much share your view that our goal ought to be to try to see if we can find an advocate for at-risk kids.

We have mentor programs out there. We have programs like yours. We have the MYCAP's, the Houses of Umoja here, and clearly, when you look at the size of this problem, and the growth rate, that ought to be our goal. To the extent that we can do that with programs like yours, that is the best tool.

Well said, gentlemen, I am looking forward to working with you and your very fine Congressperson in the days ahead.

Chairman MARTINEZ. Thank you, Mr. Wyden.

I thank all of you. You certainly should be commended for early intervention and appropriate response to a situation that many times many communities just bury their heads in the sand and pretend the situation is not there until it gets too out of hand. At least you are early interveners and I see from the program you have that you are at least getting a handle on the situation, but you do need help. We, hopefully, can provide some of that help.

Thank you, Commissioner Sturdevant.

Our next panel consists of Hung Tran, Youth Gang Program, Portland, Oregon; Bishop A. A. Wells, President, Albina Ministerial Alliance, Portland, Oregon; and Sonny Montes, Hispanic Resource Specialist, Portland Public Schools, Portland, Oregon.

Mr. Montes, we understand that you have to get to a meeting, so we are going to take you first.

STATEMENT OF SONNY MONTES, HISPANIC RESOURCE SPECIALIST, PORTLAND PUBLIC SCHOOLS, PORTLAND, OR

Mr. MONTES. I was going to start with what I wrote up this morning. I really want to apologize that you do not have the report in front of you. It is here. It is just a matter of the secretary typing it, and we will get it to you. We were notified a little late about the hearing, and we wanted to participate, so we are here. Thank you for the invitation.

Instead of reading the report, I kind of want to start in the reverse order, and maybe tell you a little bit about why a group of us are leaving and going down to Woodburn.

Chairman MARTINEZ. Mr. Montes, before you go any further, you will have ample time to supply plenty of written material. We will make sure that all of it gets into the record.

Mr. MONTES. Thank you very much.

My name is Sonny Montes. I work with the Portland Public Schools as a Hispanic resource specialist. I have been with the district, this is my fourth year.

For the past 3 years, we have sponsored, along with Portland State University, a Hispanic Student Leadership Conference. The first year we had about 159 students. I know the numbers because it snowed that day and it hurt our attendance. The second year, last year, we had about 600 students who came together, Hispanic students. This year we are anticipating another 600 students that are going to come together. Again, we are having it at Portland State University. Next year, we are hoping to rotate to another school.

But the reason I am mentioning this is because I want to share with you a possible model. I want to talk a little bit about prevention. I think you are aware of some of the problems that are going

on, and keep in mind that with our program we work across the board. We don't discriminate. We work with students, Hispanic students that are at risk. We work with Hispanic students with a 4.0 GPA. We work with Hispanic students that go on to higher education, vocational training, you name it. We work with all of them. This includes our gang-affected youth whom we work with on a regular day to day basis.

The reason I want to talk a little bit about the conference is that last year, for the first year, we incorporated something into the conference that made a lot of sense to us. For the first time we sent out an invitation to our Hispanic role models, who I call Hispanic role models in our community. We identified approximately 60 Hispanics that are lawyers, attorneys, educators, doctors, nurses, and so on, some of our own grandparents whom we also consider role models in our local communities. Everybody responded positively.

We put the word out that we wanted their involvement. We wanted to see if we could, in the very near future, hook up some kind of a mentoring program whereby they could work directly with our Hispanic youth. They responded very, very positively. I don't think there was a single Hispanic that said no to our request. We got them involved last year. We are going to get them involved again this year.

One other thing that we incorporated into our conference last year and this year, is go out to businesses and corporations and asked for their support. Last year these businesses and corporations basically covered all of the expenses of the conference. This year they are doing the same thing again.

The only difference is that we are adding an additional incentive to our conference. It is not much, but it is a start. We are going to be adding 10 \$500 scholarships that will go to Hispanic students at the conference. I talk about the conference, because I consider it interrelated to what we are talking about with the gangs. The majority of the students at the conference, approximately 280 to 300, are going to be students from the Portland public schools. The rest of them are coming from Hillsborough, Beaverton, Salem, Woodburn, Mount Angel, and Gervais.

The reason I am mentioning these other cities and towns is simply because there is a lot of gang activity. It is not only here in Portland. We are talking about urban settings out there where you have two or three different gangs in operation right now.

Now, let me go down to what we are doing within the Portland public schools, and I am hoping that other school districts start doing the same thing. There are several factors that need to be considered. There has to be some commitment to hire bilingual bicultural personnel in some of these school districts. You cannot get away from that. Not only within the Portland public school system or within other school districts in the area, but I am talking about these partnerships you have mentioned, law enforcement, parents. You are talking about social service organizations.

One thing that is very common with us is that we are totally underrepresented in a lot of these agencies. There are very, very few bilingual, bicultural, Hispanic personnel in some of these agencies. It is not that they are not doing a good job, but we need more. We

need more if we are going to really come together and work as a unit, as a partnership.

Getting back to our model that I wanted to share with you briefly, it is a Hispanic resource project. There are different ingredients that I feel are important and essential in order to make any kind of an impact with our youth, especially gang-affected youth.

One of the first things that we incorporated into our model was the involvement of our parents. That is number one, number one. We went out and started making contact with our Hispanic parents. Right now, we have a districtwide Hispanic parent committee that meets on a regular monthly basis. The reason we feel this is important and added things like training in our community, is that we have Hispanic parents coming in from South America, Central America, and Mexico, chicanos born here in this country. There are still many parents that don't know anything about the educational system. If they don't know anything about the educational system, they probably know very little about the social service agencies and so on, and the kinds of programs that need to be provided.

We offer parenting classes and have had the police department present information. We have had the gang youth program come in and make presentations to our parents on gang prevention and so on. We show them how the educational system works, just a number of things that they need to know in order for them to feel comfortable and get involved. Again, the lack of bilingual personnel in the school district itself, hurts us a lot. We are still underrepresented in that particular area.

The other thing that we did was go out into the middle schools and high schools and organize what we call Hispanic students support groups. We do a variety of things with these groups. We bring in speakers, including some of our Hispanic role models. We go over the grades that we get on a quarterly basis from the school district. We talk about and recognize some of the kids, if they improve one or two grades during that quarter. We talk about the importance of reinforcing culture, history, heritage and so on and the importance of being bilingual, able to speak more than one language. We talk about the importance of feeling good about themselves. All of these ingredients are discussed at some of these meetings. That needs to continue happening.

We are doing it right now. Actually, we took on the hardest area, which is middle and high school. We need to start at kindergarten and come back. The problem is that we don't have the necessary personnel to come down to the elementary level. But that is really where it should start, at kindergarten level all the way up through high school.

Then we talk about jobs. We talk about awards recognition. Every year through the Oregon Human Development Corporation there are eight to 10 Hispanic students who are recognized at their annual banquet. This past year, because of the efforts of our parent group, Dr. Profitt gave us some money to set up some Hispanic tutorial programs twice a week after school. This is the kind of commitment that we got from Dr. Profitt and the kind of support that we got from many of our parents.

Again, one of the important things that I want to mention, is that we need to make sure that we involve the Hispanic community in some of these areas. Don't involve us after the fact. Don't involve us after a crisis develops, okay? We need to be involved. People have got to understand that we are the largest minority in the Northwest, the largest minority in the State of Oregon. We know what we want. We are willing to work with you directly, jointly, and so on.

You are going to sometimes hear critical comments coming from us because there are some things that need to be discussed. Law enforcement agencies need to allow for the awareness and training of cultural sensitivity which need to be developed for our community to start working with those law enforcement agencies. People have got to understand. For instance, in Northeast Portland, they automatically associate the Northeast Albina area with African Americans. There is a large Hispanic population in Northeast Portland. Okay? Things like that.

One of the other biggest problems in our own community is that parents, our parents, have got to stop denying the fact that our kids are involved with gangs. We need to involve the whole family in an educational program that will hopefully help our youth get away from some of these gangs.

I have a whole bunch of other stuff that I wish I had the time to share with you and so on. But I know that there are two others here that also need to share with you.

Thank you very much.

Chairman MARTINEZ. Thank you, Mr. Montes.

Mr. Tran.

STATEMENT OF HUNG TRAN, YOUTH GANG PROGRAM, PORTLAND, OR

Mr. TRAN. First of all, I would like to say good morning to all of our Congressmen and women of the United States. I would also like to thank Congressman Wyden for inviting me to come here and share some of my concern for my community.

My name is Hung Tran and I am working now as an outreach worker with the Youth Gang Program, which is a program of the Northeast Portland neighborhood. I am the Asian outreach worker for the program.

Over the past few years the program worked only with African Americans. Now we have an Asian gang problem in Portland which is becoming more and more violent. Asian gangs are involved in many things like drive-by shootings, extortion, robbery and many kinds of crimes.

We have many programs which serve African Americans and white youths involved in gang problems. But for the Asians, this is a unique program which deals directly with Asian gangsters, and works in prevention of Asian gang problems in Portland and the vicinity. I mean, sometimes we receive a call from Vancouver or other States.

Through the Asian Youth Outreach, we help the Asian family. They have a place they can turn when they need to ask for support to prevent their children from joining gangs. Asian families need

people and need counseling. We understand them. We speak their language and gain their trust.

A lot of Asian families come here and try to survive in this new land, in this new promised land. We have no time to take care of the children. We didn't know anything about American culture, so we had no agency to turn to when there was a problem.

Our program works directly with youth involved in the judicial system. They are on probation when they send for us. Also, we work with the youth not yet involved in the judicial system. We believe that it is absolutely crucial to strengthen and build bicultural and bilingual outreach programs. For poor people and people of color, it is very important to have someone who they trust to help them. This is unique for youth gang program.

We have announced a whole program of prevention which I think must have a relation between school, community and family. With the help of educators in the public schools, we have been able to organize the Asian support group in eight schools, high school and middle school. We have a meeting twice a month, and we teach Asian kids about their identity, how to keep their culture, how to become American but still keep their culture.

We teach them how to increase their self-esteem. But the big problem is their families, as Mr. Montes mentioned. We also started a program to educate the Asian family by developing associations. We are newcomers in the United States, so the families have no language skills, no understanding about the American education system. Every time they have a kid joining a gang, we call them. They say, "Sorry, I cannot speak English. I don't understand." We have tried, also, to explain to the family, to educate them on how to deal with social problems in the United States. They have moved from their country to a completely new land, a new culture.

We have also set up an education program for the community, because the Asian community is still left behind in this new society. We do not trust the legal system, so they try to keep them involved in only their own community.

We have another problem that exists now, because every time we keep the kids away from the gang problem, we have no place to put them. For African Americans, there is the House of Umoja, et cetera. But for Asian kids, we have no place to put them. They end up joining a gang again. Going back to jail is not the solution to the problem. When we talk to Asian youth and ask them about jail, they say that jail is better than their home life.

Thanks, again, Congressman Wyden, for giving me an opportunity to share my concerns. Thank you again.

[The prepared statement of Mr. Hung Tran follows:]

YOUTH GANGS PROGRAM YOUTH OUTREACH

ORGIN

The Youth Gang Program was formed in May 1988, in response to the needs of youth, families and the community as determined by the Youth Gang Task Force. The Task Force was formed through the Northeast Coalition of Neighborhoods in May of 1987. Youth Outreach serves to provide various outreach efforts to youth, families and the community at large, especially to the extent they are affected by gangs.

Youth Outreach Services

- * Outreach to youth, families & the community
- * Information & referral
- * Increase public awareness & education on gangs, their behavior & activities and how youth are potentially affected.
- * Prevention & intervention strategies & activities for "gang involved", "gang affected" & "at risk" youth; their families, the communities they reside in & the community at large.
- * Gang/Art Fiend graffiti removal

VOLUNTEERING

People are a valuable resource for community support and change.
Volunteering your time and energy is essential in accomplishing our goals.
Volunteer today by calling the Youth Gang Program at 823-4112.

FUNDING

The Youth Gang Program is funded by the City of Portland, Bureau of
Community Development, Multnomah County and United Way of Columbia-
Willamette.

YOUTH OUTREACH
YOUTH GANG PROGRAM
KING FACILITY
4815 NE 7TH AVENUE

823-4112 (TGF)
823-GANG(HOTLINE)


**YOUTH OUTREACH
YOUTH GANGS PROGRAM**

Stanley D. Peterson, Director
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Portland, Oregon 97211

(503)823-4112

(503)823-GANG

SOUTHEAST ASIAN GANGS IN PORTLAND

This brief overview is intended to provide school teachers, educators and community leaders, a practical understanding of the organization and characteristics of Southeast Asian gangs activities in the Portland area and the vicinity. It is limited to the three Asian ethnic gang groups: Vietnamese (and sino-viet); Cambodian and Lao (Hmong and Mien included). These gangs are most frequently encountered by educators, although Filipinos and various Pacific Islanders groups are also engaged in organized criminal gang activity. As with any criminal group, one will encounter individuals and specific situations which do not fit the general pattern of gang activities outlined herein.

Asian street gangs are frequently termed non-traditional gangs compared to street gangs of other ethnic groups. They are highly organized, some are just social groups. Most have as their primary goal financial profit. Many have national and international ties. In the past membership and behavior codes were well and rigidly defined, but due to the police methods of detection and identification, Asian members almost always will deny membership or affiliation. Acts of violence are less random and less frequent than with traditional gangs, and are committed primarily to achieve group goals. Secrecy and remaining anonymous to law enforcement is a constant goal. Asian gangs also share many characteristics of traditional gangs such as territory, graffiti, dress and gang rivals. Though these aspects are not always as obvious or clearly evident as with traditional gangs. Portland, situated in the middle of two SE Asian crowded centers, seems to have a lot of gang problems which are imported from Los Angeles, San Jose and Seattle. Criminals traveled along I-5 Pipeline corridor, and found Portland as a temporary "safe-haven" for themselves.

Territory/Turf

With Asian gangs, "Turf" is less rigid, defines and fluctuates. An Asian gang thinks of territory in terms of its victim population (victims usually of the same ethnic group as the gang preying on them). In Portland Chinatown, as in Los Angeles the Wah-Ching gang (Cantonese Chinese) was the dominant group and operate secret gambling activities. During the mid 1980's the "Viet-Chings" (a name dubbed to Asian gang members, from Chinese descent, born in Vietnam and arrived in USA as refugees) became active in Portland area, and sometimes called themselves "Black Star" group. The Asian gang members, born and raised in Vietnam believe that their territory includes both Chinese and Vietnamese victims. The Red Cobra, predominantly of Lao and Mien ethnic, targeted their victims in Lao and Mien communities.

Turf for Asian gangs is best regarded in terms of the locations and population clusters where the gangs victim population (generally its own ethnic group) resides and/or owns businesses. Turf doesn't recognize municipal boundaries. In the Portland area, gang activities are accounted in the following neighborhoods:

Northwest Coalition of Neighborhoods
North/Northeast Youth Gangs Task Force

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Page 2

- * Red Cobra, Red Cobra Blood, Asian Blood Girls ... Active in Park Rose area, NE Sandy, Rose City Village (NE Halsey and 66th), Beavers-Aloha. Members of these groups were identified in Middle and High Schools such as: Park Rose High, Park Rose Middle, Floyd Light, David Douglas, Joseph Lane, Hosford.....
- * CWA (Cambodian With Attitude) activities happened in Cleveland High School, Franklin High School, Madison High School, Clackamas Town Center and the Milwaukie area.
- * The V Boys, Vung, Tui Boys, Solo Boys .. are present particularly on NE Gilman and NE Cully...
- * New groups such as HK Homies and Oriental Boys can be seen in the Portland area

Dress

It is not rigid and cannot be the criteria in establishing gang affiliation. Asian gang dress is subject to change over time according to fashion trends. Many Asian gang members make every effort to dress conventionally so as not to arouse suspicion or call undue attention to themselves. Again, the clothing apparel should not be the determining factor in deciding whether Asian individuals are when they are perpetrating their crimes. However, an exception for Red Cobra Blood is to wear red colors when coming in school such as red hat, scarf, coat, tennis shoes... We had an opportunity to see a group of Asian youth dressing in blue with bandannas just as the Crip style. Members of CWA have their black hats with CWA initials, jackets sometimes can show the youth affiliation with their respective gangs. (Appendix 1)

Graffiti

Graffiti was a minor significance with most Asian street gangs, except for the Red Cobra Blood. However in the late 1990's graffiti by Asian gang membership has become more prevalent. Graffiti at hangouts, school and books are becoming common. Most of the graffiti is done by Asian members in their teens. A set of Red Cobra graffiti is compiled in Appendix 2.

Tattoo's

Tattoo's do not necessarily mean affiliation with a particular gang. They are worn both to intimidate and impress within the Vietnamese community. They are commonly of a military theme. Many "Wah-Chings" and "Viet-Chings" have tattooing eagles on their chest or forearms. The practice of tattooing has been largely discontinued once the gang members discovered that law enforcement key on the tattoo as a form of identification. A Vietnamese gang from Westminster, California, known as the "4 T's" gang, had tattoos or drawings of four T letters. The tattoo is normally on the back of the neck or upper arm, and the T's are in Gothic style script. Or the words Tinh (Love), Tien (Mooney), Tu (Prison) and Toi (Crime) written out, or "4 X T" written out show some indication of gang association.

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Cigarette burn marks or tattoo dots in groups of three or five should be noted (we have seen these marks on young people detained in jail in Philippines Refugee Camps). The grouping of 5 consists of five dots, or five circular markings in the following patterns:



The dots or circles stand for five Vietnamese words TU HAI GIAI HUYNH DE which means: Everybody, in four oceans of the globe, are brothers. The group of three dots/circles in the following pattern: (Meaning) "I don't care about anything" or "My crazy life".



MONIKERS

Many Asian gang members will have more than one, because of childhood nicknames and the monikers given to them by their associates, or the name the gang member would prefered to be called.

CRIMES

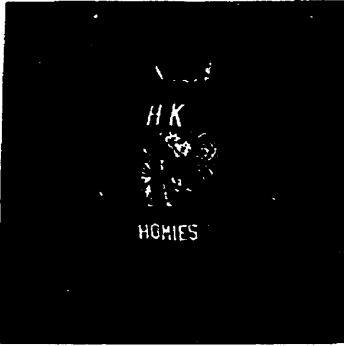
Asian gang members in Portland, are involved in crimes for profit such as, auto theft and auto burglary are common pursuits for Vietnamese criminals. Most car thefts take place at night, when the owner has relocated to his residence for the evening. One of the hallmarks of a Vietnamese committed auto-burglary is the neatness of the job. Radios and stereos are removed with the idea of resale and casual Vietnamese buyers do not want to replace parts in what he buys because it has been damaged.

Armed robbery is common with Asian gangsters. Convenient stores, especially those with Asian clerks are favorite targets. They believe that Asian clerks are more easily intimidated than Americans. Some of the criminals may have worked at such stores in the past and they know the stores routine. Typical Vietnamese owned businesses that are robbery targets are jewelry stores and grocery stores, exceptionally in Portland a dental clinic was also a victim!

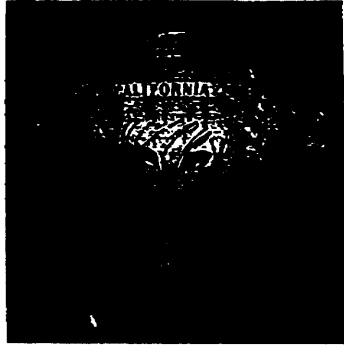
Armed residence invasions, committed by Red Cobra members in Portland, may well be planned weeks in advance of the commission of the actual crime. Local criminals may help plan the crime. The criminals have found that a man with a family will more easily give up property when that family is threatened or injured. Vietnamese gangsters commonly extort small amounts of money and goods from businesses in the Vietnamese community. The business owner finds it is less trouble to pay these subjects than to call police. In the Asian community, extortion is considered a business expense. In school, youth gang members are involved in locker-breakings, stealing cameras or starter-jackets; they also commit jacket robberies out the school area.

The information above was compiled in January of 1992, by Hung Tran, Youth Gang Program Outreach Worker.

APPENDIX I



" HOMIES BOYS "



ORIENTAL BOYS



CAMBODIAN WITH ATTITUDE

COURTESY OF OFFICE SGT. MIND (PORTLAND POLICE TURTLE)

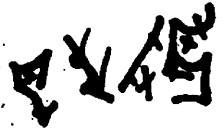
APPENDIX 2

- GRAFFITI SEEN IN PORTLAND SCHOOLS and STREETS



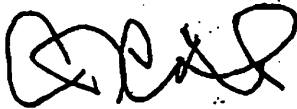
GB
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GB



TR

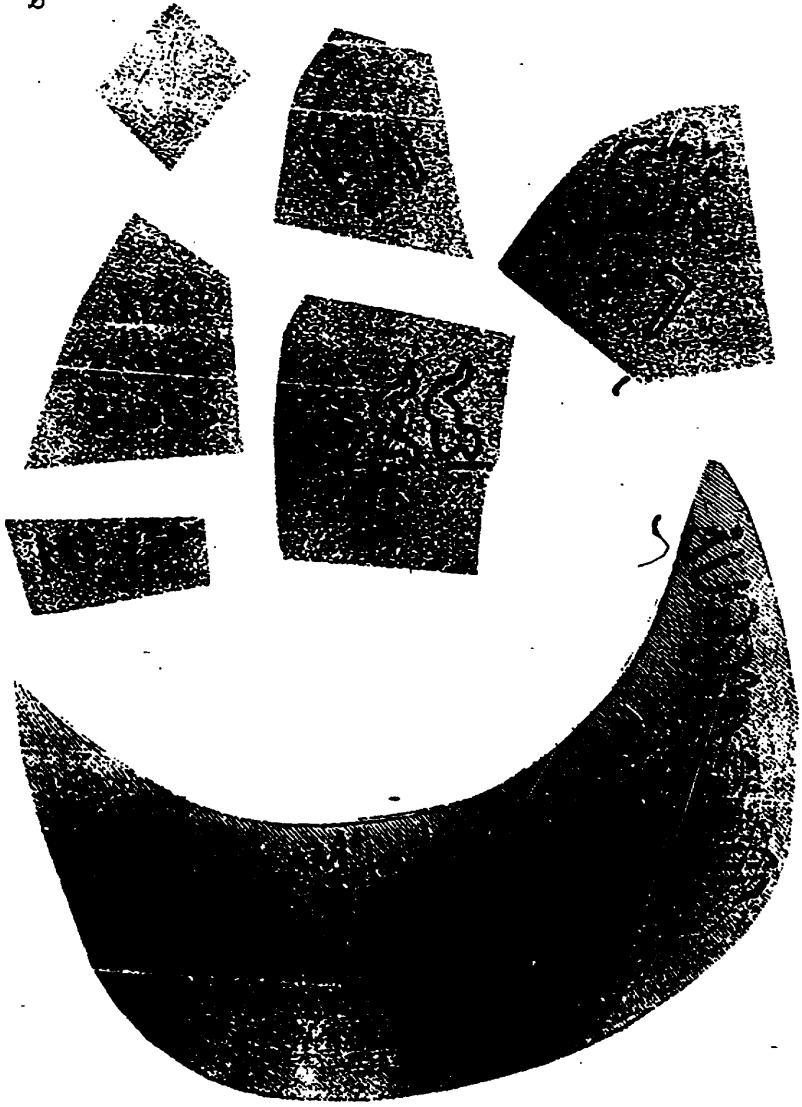
"GASP"



GB

GB
MICK
HOOD

b





**YOUTH OUTREACH
YOUTH GANGS PROGRAM**

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**YOUTH OUTREACH PROGRAM
SOUTHEAST ASIAN**

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The Youth Outreach Program for Southeast Asian, is designed to meet the special and particular needs of gang affected/involved and at risk, SE Asian youth, their family and their community, who are not involved in the court system.

There are many current programs which deal with youth gangs, especially African American gangs. SE Asian families do not know where to turn for assistance in preventing their children from joining gangs. Our program, will benefit these families. Our Outreach Workers have language and culture expertise to assist youth and their families with resource development, referrals, problem identification and intervention. The program activities are designed to build the youths ethnic identity and preserving their cultural heritage while they must adapt to a new cultural society.

The Youth Outreach Program for Southeast Asian will have the following two components:

1. Community-Education/Advocacy Program:

Outreach Workers, will contact the SE Asian community members, public school educators (especially ESL/Bilingual department) and Refugee Family Services.

The Outreach Workers will also canvass neighborhoods with a high concentration of SE Asians to identify gang affected youth and their families.

Northeast Coalition of Neighborhoods
North/Northeast Youth Gangs Task Force

An education program will be presented to community organizations, businesses, churches and families to emphasize on the awareness of early signs of gang activities/involvement and the development of community based solutions to resolve issues

2. Gang Involved Youth/Family Identification Program

An individualized action plan will be developed for each client enrolled in the program. It shall include intervention and one or more of these following services:

- a. Individual Advising Gang affected youth require outreach services and intervention to assist them in developing coping skills, working through emotional problems, and reducing their reliance on gangs for social interaction. In addition, referrals will be initiated where and when appropriate.
- b. Family Intervention Advising Outreach Workers provide intervention, advising, and guidance to families so they can work through problems and build problem-solving skills. In addition, referrals will be initiated where and when appropriate.
- c. Group Counseling/Therapy (by referral only) Topics include: social skills, adjustments to a new culture, self-identity, self-esteem building, conflict values, bi-culturalism, cultural clashes, cultural value clarifications, sexuality, peer pressure, drug and alcohol abuse and problem solving skills.
- d. Job Placement Outreach Workers provide job referrals, advise, facilitation activities to develop good work habits and understanding of job market and requirements.
- e. Cultural Recreational Activities This will provide healthy alternatives to at-risk youth as a diversion from delinquent activities. This may include participation in cultural events, celebrations in community/school, scout camping, out door activities and sport team activities.

Police arrest 'core' of gang linked to raid on home

Gang's guns subject of investigation

Vietnamese, Filipinos confer over shootings

Calls to police chart rising Asian-gang extortion bids

JULY 23, 1991

ROVING BANDITS

Highly mobile, elusive bands of Southeast Asian gangsters follow the 'Vietnamese Underground' across the U.S. — and into Portland

□ The reputed leader of a Southeast Asian gang is held on \$1 million bail in the Aug.

METRO/NOI



Officer Stew Winn displays weapons seized from a gang hangout Sunday night.

arrested in drive-by shooting

Chairman MARTINEZ. Thank you, Mr. Tran.
Mr. Wells?

**STATEMENT OF BISHOP A. A. WELLS, PRESIDENT, ALBINA
MINISTERIAL ALLIANCE, PORTLAND, OR**

Bishop WELLS. Chairman Martinez, Congressman Wyden, and members of the panel. It is, indeed, a pleasure to appear before you today, and to share my thoughts as they relate to some of our social ills and, more particularly, to gangs.

I am here today to underline the continued urgent need of resources in our community. I have served as pastor of the Emmanuel Congregation for the past 27 years, and have been extensively involved in community outreach.

Four years ago, we formed the Emmanuel Community General Services for Youth Redirection, a service program for gang-involved and -affected youth.

For the past 15 years, I have served as a member of the Albina Ministerial Alliance, which serves children, youth and families. They provide early childhood education, self-enhancement, foster care support, emergency food and shelter, youth employment, as well as advocacy for child adoption. I have served for the past 3 years as chairman of the board of Stay Clean. This is a grassroots self-help program for recovering drug abusers, which provides shelter and counseling for an average population of 50 to 70 persons.

In addition to these organizations, we network and serve a large number of programs and organizations which provide similar services. While the social ills and needs are very diverse and complex, they nevertheless manifest themselves in specific ways, such as gang activity, criminal involvement, drug abuse and homelessness.

The dynamic negative impact of gangs results in murder, intimidation, proliferation of the sale of illegal drugs, violence and neighborhood deterioration.

Citizens, organizations and institutions in our community are, therefore, called upon to respond to these specific manifestations of social ills. One of the common threads that appears to trace throughout all these various needs deals with economic resources. Further drug addiction and the sale of drugs by non-youth causes homelessness, joblessness, and other conditions that the community must respond to.

The only real alternative for help appears to be the social service providers who intervene, but are in need of financial assistance. Otherwise, these youth and individuals, after having committed a crime, are imprisoned only to find others replacing them in the streets and extending the criminal behavior and deterioration of the community and neighborhood.

Further, the cost to the public for this time spent in prison far exceeds the cost of assisting these programs monetarily, and helping to avoid the necessity of incarceration of these youths. Such programs not only negate the cost of incarceration, but assist in preventing others from such involvement, sparing the community from certain deterioration.

The social service dollars spent in support of grassroots programs and services are the most well-spent dollars in our government today.

First, it is an investment in people.

Second, it provides community persons jobs, and in doing so, third, it puts dollars closest to where the needs and problems are.

Third, pride of community is enhanced because it empowers the community to serve. Aunts, uncles, mothers, fathers, cousins, and neighbors are the ones who are providing such services.

While the dollars spent deal with different problems and needs, the overall impact on the people they serve is unique and extremely critical. If our Nation is to stop losing human skills and personal development, it will not be because we have further explored outer space, built a better defense weapon, or bigger prisons to lock up undesirables. Rather, it will be because we have invested in our people and provided them with a creditable opportunity and chance to participate productively and constructively in our economy and society. Many of these people would otherwise perish for the lack of hope, opportunity, and guidance. These are people who are potential mathematicians, scientists, medical doctors, engineers, social, political or religious leaders, as well as productive citizens in general. Without such investment in them, they may very well be just another violator, career criminal, gang banger, et cetera, while law enforcement brags about apprehending them in the commission of a crime.

The question is where are the visionaries, the honest, political and social brokers of human wealth who will explore the solution of social ills with the knowledge and skills of a space scientist, and allocate the needs and resources with integrity and compassion?

It appears that gang banging, typically seen as fights about color and surface conflicts, may seem to wane to some degree, while the novelty of gangs as a fad grows old. Their motivation and galvanizing reasons or force for continuing gang involvement has to do with the relationships based on things that are sentimental to gang members, for example, the loss of a home boy or being grossly insulted by an opposing group.

The allegiance is driven by emotional values attached to things such as a street. Perhaps, this is where the child or the person grew up, spoke his first word, et cetera. If youth live on the same street as a member of that set, the emotional appending is greater. The street may represent the very essence of what the gang member has to call his own. He considers himself to have given up much for his home, even putting his life and his family on the line. This misguided sentimentalism is volatile.

Other reasons for maintaining gang allegiance is the sale of drugs and the preservation of drug turf or territory. The individuals who have become involved in gangs, whose social skills are very low, find themselves unable to cope with social and economic conflicts that are simply a part of everyday life.

Due to the inability to embrace appropriate conflict resolution, they continue to respond to the violent behavior they have acquired through gang association and involvement. These are learned behaviors to some degree, and they intuitively perpetuate acts of violence, crime, abuse, drugs and alcohol use, and engaging

in irresponsible sex. These emerge as a degenerate but new and future way of life.

Experienced gang members have learned the fatal consequence of trying to be high profile leaders, and tend to shun such roles. However, new recruits, without the benefit of such experience and reference perspective, may, for reasons of recognition, engage in confrontational practice. Undoubtedly a new cycle, whose potential results are known, is about to begin.

This is the release of individuals from various institutions who are responsible for gang associated crimes and violence. They are known liars in the fact that no one knows what the attitude of these returning will be towards the community. How will the friends and families who suffered pain and loss at the hands of these individuals accept their return? What will be the behavior of the rival members and/or the expectation of the members of their individual sects?

Each of these questions points to the urgent necessity of having programs and individuals on the scene and involved to help walk the individuals through such issues. This is regardless of which side of the issue they are on.

Further, program dollars are needed to closely monitor the population, and be able to assist in change of negative behavior when the potential change of such behavior is greatest. For example, when a youth becomes weary with the high and adversarial cost of being a gang member, or faces threats of some pending retaliation, these and other moments are excellent moments for change if relationships and intelligence are previously established.

While building bigger prisons is the answer for many, fewer buy the notion that a problem out of sight is a problem out of mind. Without a doubt, it is this cavalier attitude about human behavior and suffering that has earned us the repugnant distinction of ranking among the top five nations in the world with the largest prison population. The numbers and costs increase daily, not to speak of the appalling statistics about Afro-Americans, who make up only about 12 percent of the U.S. population, but an inordinate percentage of the prison population.

I believe that there are three categories of grave significance:

1. The incorrigible, career criminal who is bent on crime and violence, and is unsafe in our society, so therefore, must remain behind bars.

2. Those individuals who have committed crimes, some major, some minor, but are capable of returning to society and leading productive lives if afforded credible opportunities.

3. You and I, our children, our neighbors, and their children, who are not presently incarcerated or in trouble with the law.

Among us are those who are vulnerable to repetition of the cycle we are so desperately trying to break. Who will become the population of these cycles if they are not saved? Therefore, the resources that are targeted to programs for such individuals are not only a good, or wise investment, but an imperative one. They are investments in our Nation and economy, for the sake of politics and humanity.

The abuse that many individuals have suffered as children makes us ask the question, what does society owe its citizens in the

spirit of family and neighbor? It is neither ethical nor good business practice to allow for the deterioration and decay of human resources that possesses the potential to be leaders, entrepreneurs, businessmen of the future. The deterioration of these resources has been the product of our society's indifference and economic deprivation. It is time that we actively and politically consider investing in the opportunity to have a future that we can all look forward to with some degree of hope and dignity.

[The prepared statement of Bishop A. A. Wells follows:]

STATEMENT OF BISHOP A. A. WELLS, PRESIDENT, ALBINA MINISTERIAL ALLIANCE,
PORTLAND, OREGON

I am here today to underline the continual urgent need of resources in our community. I have served as Pastor of the Emmanuel Temple congregation for the past 27 years and have been extensively involved in community outreach. Eight years ago, we formed the Emmanuel Community General Services, which umbrella Portland Youth Redirection, a service program for gang-involved and -affected youth.

For the past 15 years, I have served as a member of the Albina Ministerial Alliance which serves children, youth and families. They provide early childhood education, self-enhancement, foster care support, emergency food and shelter, youth employment, as well as advocacy for child adoption.

I have served for the past 3 years as Chairman of the Board for Stay Clean Inc. This is a grassroots and self-help program for recovering drug abusers, which provides shelter and counseling service to an average population of 50-70 persons.

In addition to these organizations, we network and serve with a large number of programs and organizations which provide similar services.

While the social ills and needs are very diverse and complex, they nevertheless manifest themselves in very specific ways. Such as gang activity, criminal involvement, drug abuse, homelessness and joblessness. The dynamic, negative impact of gangs results in murder, intimidation, proliferation of the sale of illegal drugs, violence and neighborhood deterioration. Citizens, organizations and institutions of the community are, therefore, called upon to respond to these special manifestations of social ills. One of the common threads that appear to be traced throughout all these various needs deal with economic resources. Further, drug addiction and the sale of drugs by non-youth; homelessness, joblessness, and a myriad of other conditions are among the specifics that the community must respond to.

The only real alternative for help appears to be the social service providers who intervene but are in need of financial assistance. Otherwise, these youth and individuals, after having committed a crime, are imprisoned only to find others replacing them in the streets and extending the criminal behavior and deterioration of the community and neighborhood. Furthermore, the cost to the public for the time spent in prison far exceeds the cost of assisting these programs monetarily in helping to avoid the necessity of incarceration of these youth. Such programs not only negate the cost of incarceration, but assist in preventing others from such involvement—sparing the neighborhood from certain deterioration.

The social service dollars spent in support of grassroots program services are the most well-spent dollars in our government today. First, it is an investment in people. Second, it provides community persons with jobs in doing so. Third, it puts dollars closest to where the needs and problems are. Fourth, the pride of community is enhanced because it is empowered to serve; in that aunts and uncles, mothers and fathers, cousins and neighbors are the ones who are providing such services.

While the dollars spent deal with different problems and needs, overall, the people they serve and the inescapable ills in society they impact is unique and extremely critical. If our Nation is to stop its skid in the loss of human skill and personal development, it will not be because they have further explored outer space, built a better defense weapon, or bigger prison to lock up undesirables. Rather, it would be because we have invested in our people and provided them a credible opportunity and chance to participate productively and constructively in our economy and society. Many of which would otherwise perish for the lack of hope, opportunity or guidance. These are people who are potential mathematicians, scientists, medical doctors, engineers or social, political and religious leaders as well as productive citizens in general. Without such investment in them, they may very well be just another violator, career criminal, gang-banger, et cetera ... while law enforcement brags about apprehending them in the commission of such crimes.

The question is "where are the visionaries, the honest politicians and social brokers of human welfare?" Who will explore the solution of social ills with the knowledge and skill of a space scientist and allocate the needed resources with integrity and compassion?

It would appear that gang banging, typically seen as fights about color and surface conflicts, may seem to wane to some degree, while the novelty of gangs as a fad, wears old. Their motivational and galvanizing reason or force for continuing gang involvement has to do with relationships based on things that are sentimental to gang members. For example, the loss of a home boy or being grossly insulted by an opposing group. The allegiance is driven by emotional values attached to things such as a street; perhaps, this is where the person grew up; spoke his first word, et cetera, and if most youth who live on that street is a member of his sect, the emotional appendage is greater. The street may represent the very essence of what the gang member has to call his own. He considers himself to have given up much for his home—even putting the lives of his family on the line. This misguided sentimentalism is volatile. Other reasons for maintaining the gang involvement is the sale of drugs and the preservation of drug turf or territory.

These individuals who have become involved in gangs, and whose social skills are very low, find themselves unable to cope with social and economic conflict that is simply a part of everyday life. Due to the inability to embrace appropriate conflict resolution, they continue to respond with the violent behavior they have acquired through gang association and involvement. These are learned behaviors, to some degree, intuitively perpetuate acts of violence, crime, abuse of drugs and alcohol, and engaging in irresponsible sex, and these emerge as a degenerate, but new and future way of life.

Experienced gang members have learned the fatal consequence of trying to be a high profile leader and tend to shun such roles. However, new recruits, without the benefit of such experience and reference perspective may, for reasons of recognition, yet engage in confrontational practices undauntedly. Further, a new cycle, whose potential results is unknown, is about to begin. This is the release of individuals from various institutions, who are responsible for gang associated crimes of violence. The unknown lies in the fact that, (1) no one knows what the attitude of those returning will be toward the community; (2) How will the friends and families, who suffered pain and loss by the hands of these individuals accept their return, and (3) What will be the behavior of rival gang members and/or the expectation of the members of their individual sects?

Each of these factors points to the exigent necessity of having programs and individuals on the scene and involved to help walk these individuals through such issues. This is regardless of which side of the issue they are on. Furthermore, program dollars are needed to closely monitor the population and be able to assist in change of negative behaviors when the potential of such behavior is greatest. For example, when youth becomes weary with the high and adversarial cost of being a gang member, or face the threat of some pending retaliation. These and other moments are excellent moments for change if relationships and intelligence is previously established.

While for many, building bigger prisons is the answer, fueled by the notion that a problem out of sight is a problem out of mind. Without a doubt, it is this such cavalier attitude about human behavior and suffering that has earned us the repugnant distinction of ranking among the top five nations in the world with the largest prison population, with this number and cost increasing daily—not to speak of the appalling statistics that Afro-Americans, who make up only about 12 percent of the U.S. population, also makes up an inordinate percentage of the prison population.

I believe that there are three categories of grave significance: (1) The incorrigible and career criminal who is bent on crime and violence and is unsafe in society and therefore, must remain behind bars; (2) Those individuals who have committed crimes, some major and some minor, but are capable of returning to society and leading productive lives if afforded a creditable opportunity; and (3) You and I, our children, our neighbors and their children who are not presently incarcerated or in trouble with the law. Among us are those who are vulnerable to repetition of the cycles we are so desperately trying to break, and who will become the population of these cycles if they too, are not served.

Therefore, those resources that are targeted to programs for such individuals are not only good, or a wise investment, but an imperative one. They are investments in our Nation economically, politically, and humanely.

The abuse that many individuals have suffered as a child makes us ask the question, "What does society owe its citizens in the spirit of family and neighbor?"

It is neither ethical nor good business practice to allow for the deterioration and decay of human resources that possess the potential to be leaders, entrepreneurs, businessmen of the future. These resources have already been the product of societal indifference and economic deprivation. It is time that we actively, and politically consider investing in the opportunity to have a future that we can all look forward to, and that with some degree of hope and dignity.

Chairman MARTINEZ. Thank you, Bishop Wells. Your testimony is all inclusive and you have covered many of the things that we covered before you. You seem to understand the problems and what the solutions to those problems are. Certainly, in your community, there are other people like yourselves who are actively working and providing centers, and locales, where volunteers from the community can interact with those problems.

It stems from the community itself realizing that there are some of these gang members out there who are beginning to understand themselves. They have choices to make and better choices to make than they have been making so far. They can go forward to a more positive kind of a choice that leads them to several things. One is a potentially longer life. Two, a potentially healthier life, and three, a potentially greater, more rewarding life.

I really do not have a lot of questions for you, but I do for Mr. Tran and Mr. Montes. Mr. Montes, you spoke generally about things that need to take place in the Hispanic community as a holistic community, and for the Hispanic people's need to be considered in decisions that are being made. A lot of that comes about because the Hispanic community itself takes the initiative.

You talk about getting some of your leaders, your lawyers and your doctors, your engineers, and your people who have made a success of their lives. Some of these people, in the past, have moved out of their communities where they started from after they have become a success, and have never looked back. They have never been in the nucleus of those organizations that do the good things that Lonnie Jackson is doing with MYCAP. He initiated that program. The program Umoja House was originated in Philadelphia by citizens, by community people, by community activists, by people who wanted to take back their community.

The Hispanic community has really been a part of a larger community in a sense in that those who want to be successful become successful and really do not look back. They don't help others from their community who are less fortunate than they have been, those people who either haven't had the guidance or the support at home, or haven't had the support in schools, or elsewhere, to help them become a success. I would like to ask you right now, about the Hispanic community in Portland, Oregon, where, I guess over the last 20 years the Hispanic population has grown significantly. As you know, throughout the United States, the Hispanic population is the fastest growing minority population. Have there been any community groups that have put together for those Hispanic gangs in gang neighborhoods a house like Umoja House or like MYCAP?

Mr. MONTES. No, there has not, and it is needed. We have talked to several groups here in the Portland area and the Woodburn area that are basically looking for the same kind of program for our Hispanic youth. It is not happening, but it is needed.

I wanted to respond because I think you are correct about the fact that a lot of our Hispanic leaders did not return to our communities. I think this is one of the basic differences that we are trying to instill in the youth of today by a small number of Hispanics that have been around. I have been in Oregon for over 25 years, and I think that a lot of us are seeing the need to train new leaders in our community. But many of us have never really taken the time to come back and work directly in developing the leadership that needs to be developed. It is a leadership that is not only competent and ready for the workforce, but also sensitive to the brothers and sisters that need that extra little push in order to graduate from high school, or get that job, and so on.

One of the other problems in talking about the programs and lack of programs, that we have here, is simply that many times, very little money is earmarked because we are spread all over the State of Oregon. Very little money is earmarked to work directly with our Hispanic community. Now, that is changing. That is changing. For instance, in Woodburn, about 43 percent of the population is Hispanic. Actually, Anglos are the minority in Woodburn because we have a large Russian and Hispanic population. Our numbers are growing in Hillsborough. I think it is up to either 9 or 11 percent. Those things are changing now. That is why we need to initiate and identify either Federal funds or private funds from the public sector to initiate new programs with our communities and with the involvement of our communities.

Chairman MARTINEZ. Well, I think you are right. I think that sometimes when we distribute funds from the Federal Government, we do too little targeting. Sometimes, we need to concentrate on that. I know that when we were amending the Job Training Partnership Act, we attempted to put targeting mechanisms in to make sure that special populations that needed additional help, got that help. So I think that at some point in time we have to really look at the targeting of these funds.

But a lot of the effort has to come from the community itself. I think that you need to get some of these more successful people to say, hey, it is not going to hurt them a heck of a lot to contribute a few dollars to the formation of an organization that will interact with the community. In my area, there are a lot of organizations that have really started in communities by Hispanics to help Hispanics out of that kind of.

Mr. MONTES. Congressman Martinez, just for your information, I should have mentioned this. We have several community-based Hispanic organizations. For instance, I am on the executive community of the Hispanics in Unity for Oregon. We have Oregon Human Development Corporation out of Tigard, or out of Portland here, that has been here for many, many years, primarily working with the farm-working community, Larry Sanchez, and so on. We have a lot of friends in the Centro Cultural in Washington County and in Cornelius, doing fantastic, fantastic work in working with low income people in the Hispanic community.

We have been around for a number of years, and we do have quite a few Hispanic-based organizations. What has not happened, though, is as a group, as a unit, we really have not put enough pressure on some of these funding agencies to initiate programs

that are needed. This is mainly because we have concentrated, for I don't know how long now, on African Americans. A lot of people seem to think that when we talk about gangs, it is basically an African-American problem. It is not. It is a societal problem that also includes whites, Anglos, Hispanics, Asians, you name it, all of them. But for some funny reason, we are always associating gang activity with a particular number of groups of color.

Chairman MARTINEZ. I realize that in many instances the Hispanic organizations that you are talking about have specifically concentrated on a particular problem. We just issued a GAO report from Washington that indicated that all of the things that we had been working for to protect the farm workers from exposure to pesticides, for sanitary conditions in the fields; none of these have been enforced. Even though the Federal Government has passed laws, and even though there have been sanctions passed to take care of people that did not comply with the law, things have not really developed as they should. We have concentrated on that specific issue.

What I am saying is that we have to concentrate on giving our people access to the opportunities not only to learn, not only to have equal opportunity and employment and promotion, but also to have equal access to Federal dollars that provide for extension programs to solve gang problems. It has to be started at the grassroots level, as Umoja House did in Philadelphia, and now in Oregon, and some of the other programs originating right here like MYCAP.

In that regard, I have a question for Mr. Tran about the Asian gangs. I am very familiar with a lot of the Asian problems because in the district that I represent, there is probably the largest single minority of Chinese and Asians in the L.A. area. In fact, one of the communities that is in my district is known as Little Taipei, although there are a lot of Vietnamese there, a lot of Koreans, Japanese, a lot of Asians other than just the Chinese.

One of the things we found very early on in our Asian gang task force there, is that it is harder to get the Asians to understand that there are alternatives to the gang lifestyle. They get so entrenched, or so isolated or compressed, that it is hard to draw them out to places like you suggested. There is outreach, but no bed capacity for a center. There again, too, the Asian community has to start at a grassroots level with community involvement, and then, force its way to that Federal funding picture.

But do you think that you could be that successful in attracting enough of the young Asians away from gang and drug activity, extortion, and all the other things that they are involved in into something more positive?

Mr. TRAN. Thank you for your question, Congressman Martinez. There is a problem with Asians, you are right. We are very isolated. When we come here, we are just newcomers in this society. A lot of things have been promised, but when we get our kids away from gang activity, we have no place to put them. We cannot put the Asian kids involved in gangs in the House of Umoja. It doesn't work.

So Congressman Wyden had an idea to set up a whole program, a whole thing for the Asian task force, something like that Asian

gang task force. What we need now is a recreation center, a house for them, where we can get them away from the gang problem.

Chairman MARTINEZ. Very good, Mr. Tran. Mr. Wyden?

Mr. WYDEN. Well, thank you all. It has been very helpful. Mr. Montes started it off, and really, all of you echoed it. A very important point is that what works for one group of at-risk youngsters, does not automatically fit like a glove for another group of at-risk youngsters. It seems to me that you are now telling us that government is going to have to be more committed and flexible in allowing specific communities and leadership, working with government, to come up with programs tailored to a particular group of at risk youngsters. That is an important point and it is sort of a scene that has been echoed all the way through today. Virtually everyone has tried to touch on it, and I think the last panel really drove it home.

Mr. Montes, I know of your good work. I think you are aware that we try to be involved with many of the Hispanic activists and other projects. You have been making some progress, I know, with the Hispanic Services Center, which strikes me as a very exciting development. How do you see the Hispanic Services Center fitting into the efforts regarding the gang problems, and address some of these very important points you make about the bilingual focus?

Mr. MONTES. I think that the whole basis behind trying to initiate this center was to continue the networking that needs to take place between the social service agencies and the community in general. There is no doubt in my mind that it is going to help. I think we have some work ahead of us, just to let people know that we exist, to make people coming into the new setting and so on comfortable. But from all indications, and I had a meeting with Larry and Gail last week, that center is going to be utilized to its full potential. Even though there are other groups from the Gresham area that want something similar, we at least have got a start here. We are really excited about it. I am hoping for the same type of response. Thank you for your effort. By the way, we can possibly get the same kind of response in setting up some programs that deal directly with the Hispanic gangs, and so on.

There is one additional comment that I did want to make, because you are right about the differences between the different groups here. The ultimate goal, I think, is something that a lot of people neglect to talk about. It is that somewhere along the line, we have to continue reinforcing the importance of cultural awareness, understanding and communication. That is a goal that we have, that we see. It is a matter of time before we start concentrating our efforts in that particular area. But first, we have to deal with some serious problems that we have now.

Mr. WYDEN. You are being too logical, Mr. Montes, and sometimes Washington does not get that message as quickly. But I really appreciate the good work that you have done. We are going to stay with it on the Services Center and these other projects. We really appreciate your making the case so well.

Mr. Tran, one question for you, and I know of your good work as well. What do you think are the likely recommendations coming from the Asian gang task force discussions that would be helpful to the Chairman and my colleague, Congresswoman Unsoeld, as we work to rewriting this bill?

Mr. TRAN. Thank you, Congressman Wyden. What we need now for the Asian community is a whole program for intervention. In the Asian culture, we always believe in the value of family, community, and school. So now, we would like to hold a program for Southeast Asians. We have a new program to deal with the situation. We are the unique one, and I am the only one to run through nine schools in the Portland area. Sometimes, we must work something like a 70-hour week to deal with the situation. So we need a whole program, not merely a patch-up program or a part-time program. With only a part-time program, we can do nothing.

Mr. WYDEN. I would like to meet with your group again, and I know we have had several meetings during these last few months, and we have been making progress. Given, again, the problem that we heard about first from the FBI earlier last year, we must move very quickly on this. Your good work is much appreciated.

Bishop Wells, three cheers for you because, of course, your statement about changing priorities is really what it is all about. I know you had a meeting earlier, but we talked in an earlier portion of the hearing, we are going to have a vote this week in Congress, one of the most important votes in years, in effect, to change the priorities. We are going to take the money from the military side and move it to the domestic side. So I appreciated your saying, "Where are the visionaries?" It is not necessarily visionary if Congress can take off the tinted glasses this week and start voting for those programs.

Now, the one question I had for you is, I know that you all have been making some headway with some new programs with respect to young women involved in the gangs. Do you have some thoughts on how that could figure into Chairman Martinez' bill that they will be marking up here shortly?

Bishop WELLS. Well, if the resources are provided and made available, I think that it is certainly a need that can be answered in the same context as the males. The program that we are involved in for the girls involved in gangs is proving to be a tremendous success in that young people can get back in school. They are intervening with the families, finding the deprivation that is going on the families, and this kind of thing.

The dollars just need to be there for the grassroots programs. If the dollars are there, there are people who want to be involved. Many of the people who are working on these programs are underpaid. We have them in at a very low scale, and so if you want to maintain a credible force, you need the funds to do that. But I think that if the dollars are there, it will happen.

Mr. WYDEN. Thank you all for a fine presentation and your advocacy efforts as well. Thank you, Mr. Chairman.

Chairman MARTINEZ. Thank you, Mr. Wyden.

Mrs. Unsoeld.

Mrs. UNSOELD. I want to thank this group also, and ask you a question I asked another panel. If you had all the resources available, at what level would you try to make the first intervention in these lives?

Bishop WELLS. As president of the Albina Ministerial Alliance, we look at a broad range of things. But our church, Emmanuel Temple, has incorporated in our written testimony Umbrellas Redi-

rection, which is a gang focus for both girls and boys. What we would do, in our case, would be just expand the model in terms of both counselors and, as we said earlier, beds. But you need to develop a whole list for the child, his family and his community. The resources sometimes are so narrowly targeted in what you can spend them for, that most of the times, we have an urgent need to expand them. So that is how we would do it, just expand it.

Mrs. UNSOELD. I thank you very much.

Chairman MARTINEZ. Thank you, Mrs. Unsoeld, and thank both you and Ron for attending the hearing, and thank all of you for appearing before us. The invaluable information you have given us will be of help to us as we reauthorize this bill. Thank you. We are adjourned.

[Whereupon, at 12:05 p.m., the subcommittee was adjourned.]

[Additional material supplied for the record follows:]

STATE YOUTH GANG STRIKE FORCE
MONTHLY REPORT - DECEMBER 1991

621.4.1.

The identification and documentation of criminal gang affiliates continued its upward climb through 1991. As of December 31, 1991, there were 2,342 documented street gang affiliates, which is a 15% increase over the number documented through December of 1990. The area of greatest activity for documenting new gang affiliates occurred in Washington County, with agencies from Beaverton, Hillsboro, Forest Grove, Cornelius, and Washington County Sheriff's Office. The largest number documented so far are Hispanic gangs, but a large number of Washington County youth have been identifying themselves with Crip and Blood gangs as racial barriers appear to be nonexistent. Police agencies in Washington County have adopted report forms and policies for documenting criminal street gang affiliates. Street officers working in several workshop meetings have compiled a list of known criminally active gang affiliates in Washington County, who have not yet been documented as such. There may be as many as five or six hundred of these individuals to be documented through the State Youth Gang Strike Force.

Another area of concern to gang investigators is the number of Los Angeles style street gangs forming all over the State. Areas with no previous history of any kind of street gang activity, such as Roseburg, Bend, Coos Bay, LaGrande, and Ontario, have seen substantial numbers of young people in their communities form street gangs. They are either calling themselves Crip or Blood or under a Hispanic gang banner. Some have adopted a street gang philosophy without attaching themselves to a previously known gang. As many as eighty-five criminal gang affiliates will be documented from the Baker City/Ontario area in the near future. Other areas showing an increase in gang activity are Salem, Eugene, and Corvallis. The State Youth Gang Strike Force Intelligence Officer has been in contact with many jurisdictions throughout the State and has given a three hour Board on Public Safety Standards and Training certified gang training course to law enforcement officers. This is to assist them in identifying the criminal street gang, become familiar with the documentation procedures, and work with the State Youth Gang Strike Force in addressing gang problems in their communities.

With each quarterly report we are attaching graphs and breakdowns of law enforcement contact with criminal street gang affiliates, which are self explanatory. Number One shows the gang members documented within the State of Oregon for the last three and a half years. Number Two shows, by County, the number of gang members arrested during 1991. Number Three depicts the gang contacts by law enforcement through 1991. The remaining pages show the total gang contact, by law enforcement agencies, broken down by County and City. It is hoped this information will be helpful to law enforcement in establishing or preparing their gang enforcement strategies.

The statistics for 1991 demonstrate a 15% decrease in the total number of shootings. It is felt the drive-by shooting, which has become a common occurrence particularly within the city limits of Portland, has not reduced in number, but the community is somewhat desensitized and such incidents are not as frequently reported as they were a year or two ago. The next category, Assaults, shows a 26% increase over 1991. The increased gang assaults are another reason why gang enforcement officers feel the shooting statistic reduction is artificially lower than actual numbers. The most striking increase is the number of gang affiliates arrested for various crimes, which increased 200% over 1990. This is evidence that law enforcement, not only in Portland but throughout the State, is becoming more aware of the gang affiliate as they are encountering them far more often. (These arrests do not include traffic citations.)

Many police agencies around the State have requested training for their officers regarding gang identification and documentation procedures. The Youth Gang Strike Force Intelligence Officer will be providing that training to officers in Pendleton, Ontario, Baker City, Roseburg, Coos Bay, and Salem in the immediate future. An increase in gang activity has also been evident in the Salem, Eugene, and Corvallis areas. In conversation with law enforcement officers around the State, we are finding that young people in those areas are coming in contact in some limited way with gang members from other areas of Oregon or other States, buying into the criminal gang lifestyle, then bringing that lifestyle back to their home towns. They then pass it along to their friends and associates. It seems income or social status of the family has little to do with whether or not young people buy into the gang mentality, as is evidenced in Washington County by the son of a police officer and the son of a minister, who had bought into the Bloods gang lifestyle and were arrested in possession of a concealed weapons and engaging in assaultive behavior.

Due to a reduction in manpower at the State Youth Gang Strike Force, the Liaison Officer has also assumed the duties of the Intelligence Officer, but the commitment to inform the public and provide current and accurate information to law enforcement agencies concerning gang activity remains a priority. The Liaison Officer has presented thirty-seven talks to school, civic, business and community groups, as well as provided training for law enforcement officers in gang identification. The State Youth Gang Strike Force is committed to continuing with that policy and will offer a three hour Board on Public Safety Standards and Training certified gang training course to any criminal justice agency requesting it at no charge to the requesting agency.

State Youth Gang Strike Force
Monthly Report December 1991
Page 3

The criminal activity of recognized gang affiliates dropped off during the month of November, which is typical of this time of year, due to inclement weather. The types of activities, however, (i.e. assaults, shootings, and drug dealing) remain a consistent mode of operation for criminal gang members.

Violence between gangs continued when an 18th Street gang affiliate stabbed a 1216 LOC gang affiliate in Aloha in the second half of December. The 18th Street gang affiliates present at the time of the assault were from Hillsboro, Cornelius and Forest Grove.

The Salem City Police Department has documented fourteen individuals who are affiliated with the 18th Street Hispanic gang, which is active as well in Multnomah and Washington Counties. These individuals were involved in assaults using firearms, knives, a fire bombing, as well as physical assaults against rival gang affiliates in Marion County. There have been numerous vandalism complaints regarding gang graffiti involving this group of individuals as well.

State and City Police in Klamath Falls are investigating the activities of approximately twelve individuals who are claiming Crip affiliation. Firearms and drugs are known to be associated with this group of individuals and the investigations is continuing. State Police in Klamath Falls also recently contacted a group of Asian individuals in a vehicle headed south on U. S. 97. Three of the four were from Sacramento and one was arrested for Possession of a Sawed-off Shotgun. The fourth person was from Pasco, Washington. The three persons from Sacramento were identified by Sacramento Police Department as members of a Laotian Crip gang known for its violent crimes. Those gang affiliates have been documented in the Law Enforcement Data System (LEDS) computer as criminal gang affiliates as they have been documented by another police agency operating in this State. The Pasco Police Department, Gang Investigation Officer, has been contacted and the information regarding that incident has been forwarded to that agency.

The Klamath Falls incident is consistent with a number of incidents we have seen where Asian gang affiliates have been traveling through Oregon. On two separate occasions, Asian gang affiliates from Sacramento and from Stockton were arrested, in Oregon, operating stolen vehicles from California. This first incident occurred in Washington County, and the second in Linn County. The incident in Linn County involved two Stockton area suspected Asian gang affiliates who were in the company of two suspected gang affiliates from the Seattle/Tacoma area. This is a trend which has been increasingly more common and we wish to alert law enforcement throughout the State to be aware of the highly mobile

State Youth Gang Strike Force
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Page 4

nature of the criminal Asian gang affiliate and the danger they present to law enforcement officers.

The narcotics enforcement officers attached to the State Youth Gang Strike Force have been very active in making cases on mid and upper level gang affiliates for their drugs and weapons violations for prosecution in federal court.

State Youth Gang Strike Force
 Monthly Report December 1991
 Page 5

STATE YOUTH GANG STRIKE FORCE
 MONTHLY REPORT STATISTICS

MONTH: DECEMBER 1991

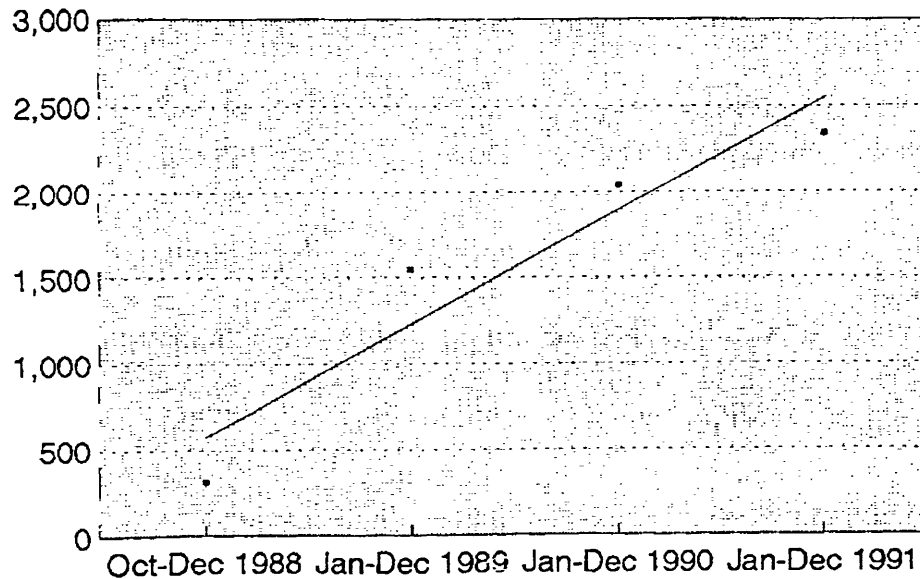
DATE SUBMITTED: January 8, 1992

BY: Richard T. Stein, Detective
 Intelligence Unit

| | | MONTH | YTD | +/- 1990 |
|------------------------|-------------------------|------------|--|----------|
| SHOOTINGS: | TOTAL | 19 | 183 | - 15% |
| | DRIVE-BY | 9 | 91 | 0% |
| | DEATHS | 0 | 8 | 0% |
| | INJURIES (since 09/91) | 7 | 25 | |
| ASSAULTS: | TOTAL | 45 | 606 | + 26% |
| | INJURIES | 26 | 435 | + 34% |
| | DEATHS | 0 | 3 | +300% |
| SEARCH WARRANTS SERVED | | 4 | 62 | |
| ARRESTED: | TOTAL | 114 | 1,095 | +200% |
| | ARRESTED/WARRANTS | 27 | 310 | |
| | ARRESTED/PROBABLE CAUSE | 87 | 785 | |
| SEIZURES: | MONIES | \$1,542.00 | \$75,458.00 | - 6% |
| | NARCOTICS | | 82 rocks crack cocaine 1 bottle unknown quantity cocaine powder 1 bag marijuana | |
| | WEAPONS | | 2 - .38 caliber revolver 2 - .22 caliber auto 2 - .25 caliber auto 1 - .45 caliber auto 1 - 12 gauge sawed-off shotgun | |
| VEHICLES | | None | | |

RTS/v1

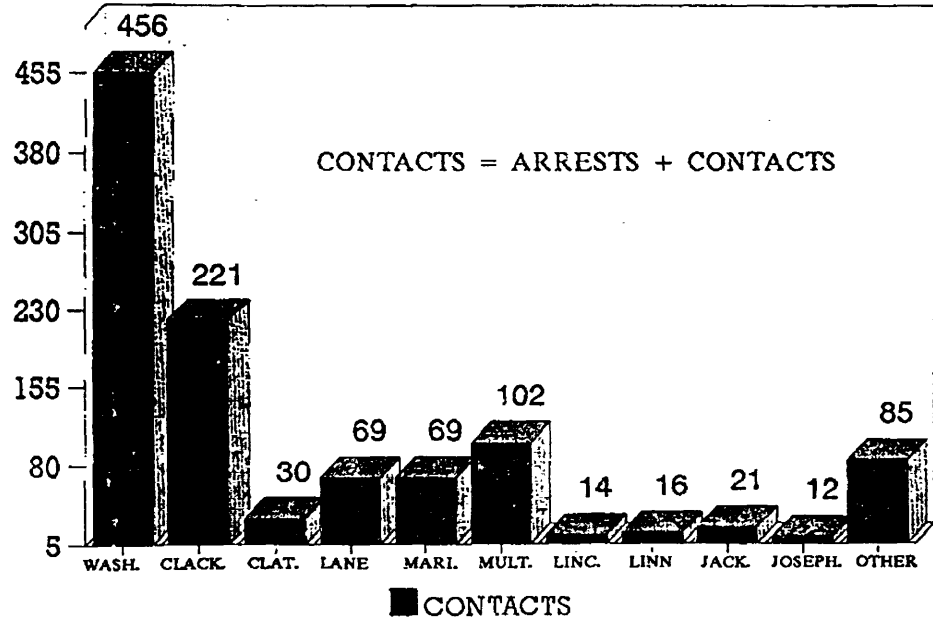
Gang Members document d in the State of Oregon since October 1988 thru December 1991



| | | | | |
|------------|-----|-------|-------|-------|
| Series 1 → | 313 | 1,548 | 2,041 | 2,342 |
|------------|-----|-------|-------|-------|

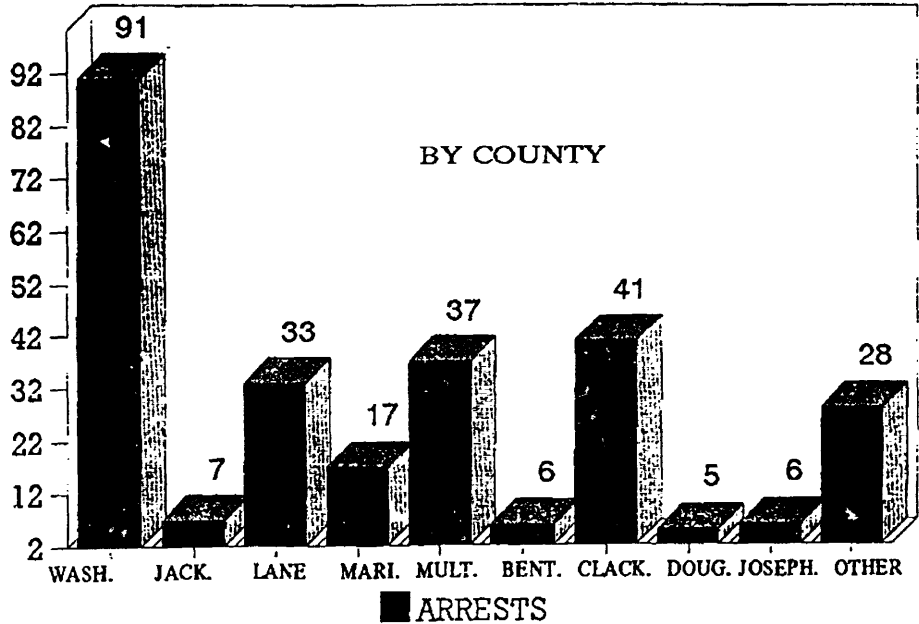
Source: Law Enforcement Data Systems

Gang Contacts Reported by County
Excluding Police and Police Bureau
January 1, 1991 thru December 31, 1991



OTHER: Benton, Columbia, Coos, Curry, Deschutes, Douglas, Gilliam,
 Klamath, Polk, Tillamook, Umatilla, Wasco, Yamhill
 SOURCE: Law Enforcement Data Systems

Gang Arrests Reported by County
 Excluding Portland Police Bureau
 January 1, 1991 thru December 31, 1991



OTHER: Clatsop, Columbia, Coos, Klamath, Linn
 Lincoln, Polk, Umatilla, Yamhill
 SOURCE: Law Enforcement Data Systems

PORTLAND AREA GANGS

| <u>GANG NAMES</u> | <u>BASE/LINKS</u> |
|-----------------------------------|---|
| AMERICAN FRONT | SAN FRANCISCO |
| ARYAN BROTHERHOOD | CALIFORNIA PRISONS |
| ATHENS PARK PIRU | LOS ANGELES, CARSON, & GARDINA, CALIFORNIA |
| BLACK P STONE RANGERS (BLOODS) | LOS ANGELES |
| BOUNTY HUNTERS (BLOODS) | RIVERSIDE, LOS ANGELES |
| BRO SKINS | LOCAL PORTLAND |
| CAMPANELLA PARK PIRU | LOS ANEGLES |
| CHIVAHS 17 | HISPANIC/COMPTON, CA |
| CHOLOS 14 | MEXICAN NATIONALS/LOCAL |
| COMPTON BARRIOS (HISPANIC) | COMPTON |
| COLUMBIA VILLA CRIP | LOCAL |
| DENVER LANE BLOOD DOWNSIDE | LOS ANGELES |
| ELM LANE PIRU | LOS ANGELES |
| SKINHEAD-E SIDE WHITE PRIDE | LOCAL |
| FAMILY MAFIA PIRU | LOS ANGELES (BLOODS) |
| FRUITTOWN | COMPTON, CA (BLOODS) |
| HAWTHORNE PIRU | HAWTHORNE, CA (BLOODS) |
| HCOVER CRIP | LOS ANGELES |
| INGLEWOOD FAMILY BLOOD | INGELWOOD, CA |
| INSANE CRIPS | LONG BEACH, CA |
| IMPERIAL VILLAGE CRIP | INGLEWOOD, CA |
| IVY STREET (HISPANIC) | PORTLAND, & LA WATTS AREA |
| KING BOULEVARD CRIP | PORTLAND |

| | |
|---|---|
| KERBY CRIP | PORTLAND |
| KING KOBRA | (ASIAN, PDX, (GARDENA), EAST LA), BELL GARDENS |
| LA DEATH SQUAD | LA PUNKERS - WHITE NAZI'S |
| LEUDER PARK PIRU | LOS ANGELES |
| MENLO GANGSTER CRIP | MENLO PARK, CULVER CITY CA |
| MOB PIRU (MONEY ONLY BLOOD) | EAST COMPTON, CA |
| PITTSBURGH (CA) CRIPS | CENTRAL CALIFORNIA |
| RAYMOND AVENUE CRIP | LOS ANGELES |
| ROLLIN 20'S BLOOD | LOS ANGELES |
| ROLLIN 20'S CRIP | LOS ANGELES |
| ROLLIN 30'S CRIP | LOS ANGELES |
| ROLLIIN 40'S CRIP | LOS ANGELES |
| ROLLIN 60'S CRIP | LOS ANGELES |
| ROLLIN 80'S WEST COAST CREW | LOS ANGELES |
| SANTANA BLOCK CRIP | COMPTON, CA |
| SKIN HEAD COMMUNISTS AGAINST RACISTS | MINNEAPOLIS, MN |
| SE BOOTS BOYS | LOCAL SKINHEADS |
| SE MAFIA | LOCAL |
| SKINHEADS AGAINST RACIAL PREJUDICE | LOCAL, MINNEAPOLIS |
| SHELLY STREET PIRU | SANTA ANA, CA (BLOODS) |
| SWAN PIRU (BLOODS) | FIRESTONE, CA (LA AREA) |
| SYNDO BLOODS | LOCAL |
| 18TH STREET-TINY LOCOS (HISPANIC) | LOS ANGELES |
| VICE LORDS (BLOOD AFFILIATED) | CHICAGO, MINNEAPOLIS |

| | |
|------------------------------|---|
| VICKY'S TOWN | NORWALK, CA (HISPANIC) |
| VICTORIA PARK CRIP | CARSON, CA |
| WOODLAWN PARK BLOOD | LOCAL PORTLAND |
| WESTSIDE PIRU | COMPTON, CA |
| 107 HOOVER CRIP | LOS ANGELES |
| 11-9 CRIP | UNKNOWN |
| 111TH NEIGHBORHOOD CRIP | LOS ANGELES |
| 118TH EAST COAST CRIP | SAN DIEGO, CARSON, CA |
| 1216 HISPANIC | HILLSBORO, LOCAL |
| 1237'S LITTLE CRUISER GANG | HILLSBORO, LOCAL |
| 13TH STREET CRIP | SAN DIEGO, CA |
| 14TH STREET PIRU | LOS ANGELES (BLOODS) |
| 6 DEUCE CRIP | LOS ANGELES, FRESNO |
| 16TH STREET CRIP | LOS ANGELES |
| 18TH STREET | LOS ANGELES (HISPANIC) |
| 357 CRIP | LOS ANGELES |
| 43RD EAST COAST CRIP | LOS ANGELES |
| 4700 BLOCK KERBY STREET CRIP | LOCAL |
| SIX DEUCE DIAMOND CRIP | LOS ANGELES |
| 62 EAST COAST CRIP | LOS ANGELES |
| 7200 NORTH SIDE GANGSTERS | PORTLAND |
| 74 HOOVER CRIP | LOS ANGELES |
| 79 SWANS | FIRESTONE, CA |
| 83 HOOVER CRIP | LOS ANGELES |
| 89TH EAST COAST CRIP | LOS ANGELES & HIGHLAND, SAN BERNADINO COUNTY, CA |

GANG INCIDENTS1990

8 HOMICIDES
143 ROBBERIES
636 ASSAULTS
86 DRIVE-BY SHOOTINGS
69 SHOOTINGS WITH INJURIES
206 SHOOTINGS
1148

1991

11 HOMICIDES
179 ROBBERIES
469 ASSAULTS
106 DRIVE-BY SHOOTINGS
45 SHOOTINGS WITH INJURIES
142 SHOOTING
952

1992

0 HOMICIDES
29 ROBBERIES
53 ASSAULTS
11 DRIVE-BY SHOOTINGS
8 SHOOTINGS, 3 WITH INJURIES
3 DEATHS INVOLVING GANG MEMBERS
104

M-E-M-O-R-A-N-D-U-M

TO: INTERESTED PARTIES
FROM: ALICIA KNIGHT, CONGRESSMAN RON WYDEN'S STAFF
RE: BACKGROUND INFORMATION ON GANGS IN OREGON
MARCH 9, 1992

In an effort to get updated information on the extent of the gang problem in Oregon and as well as a better understanding of how gangs are linked regionally, the staff conducted several interviews with Federal, State and local law enforcement officials in Oregon.

Generally, these officials are in agreement that gang activity has reached unprecedented levels in Oregon. They also say that the now trend in gang activity is that it has become a widespread problem in smaller town and rural areas. Furthermore, youths who are now becoming involved in gangs come from all racial, ethnic and socio-economic backgrounds.

Police officers who work with gang members on Portland's Gang Enforcement Team have said they see a need for many more social service options than they now have to divert young gang kids before they become hard-core offenders.

These officials have said that they would like to see at least 150 additional beds in Portland for residential treatment and many more programs which are targeted to the increasingly diverse gang population. Juvenile Justice and Social Services professionals agree that while all gang diversion efforts are plagued with the scarcity of resources, there seems to be even fewer programs devoted to intervening gang members who are Hispanic or Asian. In addition, there is a growing need for programs for female gang members. Currently, Portland has no diversion efforts for Skinhead gangs.

Another concern shared by police and Juvenile Justice professionals is what they see as a need for more accountability in many gang intervention programs. Primarily, they cite the practice of "pass through" funding to private organizations that run gang intervention programs. These professionals assert that programs receiving public funding should be required to implement better tracking of gang members enrolled in their programs, and work more closely with educators, Juvenile Court and Police officials.

Another problem cited by gang-intervention professionals is the number of social service programs which don't want to enroll gang-involved kids. According to the gang experts, several social service agencies in Portland refuse gang kids because of a fear that the treatment of gang youths is prone to failure will lower the success rates of the programs.

Police officials and others have also lamented the lack of coordination and cooperation on the part of all programs, both law enforcement and social services programs, which work with gangs.

INTERSTATE GANG PROBLEMS

John McMann is the Portland Special Agent In Charge, Bureau of Alcohol, Tobacco and Firearms. ATF is the lead federal law enforcement agency responding to the gang problem. ATF is playing a key role in developing cases against the most violent adult gang members -- many of which are prosecuted for firearms violations such as Congressman Wyden's Armed Career Criminal law. McMann says this:

"There's a real influx of LA-style gangs around the state...Roseburg, Bend, Coos Bay and Ontario. The gang problem is spreading from Portland to the suburbs and out along the I-5 corridor. We've identified gang affiliates in Pendleton, Corvallis, Eugene and Washington County. There were two gang-related pipe bomb incidents in Forest Grove."

McMann also says that Highway 97 has become a corridor for Asian and Hispanic gangs running guns and drugs from California. Police have identified 85 criminal gang affiliates from Baker to Ontario. Gangs are also showing up in unexpected places, he says. An example he cites are the 10-12 people in Klamath Falls who are claiming affiliation with the Crips and who dealing with firearms and drugs.

LA-STYLE GANGS

Sergeant Larry Kochever is an intelligence officer with the Portland Police Bureau's Gang Enforcement Team (GET). He says that the Interstate-5 corridor lends itself to the gang operation. Furthermore, he believes gang activity in Oregon is escalating due to Los Angeles gangsters moving up to Portland to escape the heat of stepped-up law enforcement in California.

Kochever says that Los Angeles is still the primary source of narcotics which gangs are selling in Oregon. He also described a new trend in drug dealing across state lines by street-smart gang members who want to lessen their risks of getting caught:

"We see gang members mailing money down to commercial post office boxes in LA, then driving down, picking up the money with they addressed to themselves, buying the drugs in LA, mailing the drugs back to another post office box Portland and then driving [clean] back to Portland to sell the drugs."

Kochever continued saying, "The US Postal Inspector in LA recently told us that they found \$100,000 in four Express Mail envelopes from Portland addresses. Gang members are also finding all sorts of new ways to smuggle drugs into Oregon. One guy stuffed a VCR

full of cocaine and mailed the VCR back to Portland."

According to detectives in the Gang Enforcement Team, 60 out of the 70 gangs identified in Portland have ties to gangs outside Oregon, most of which are based in California.

Although Los Angeles is still the center of gang activity, gangsters from all over California are making the trip up North. For example, Kochever describes a recent incident where gangsters from Fresno traveled to Portland and rented motel rooms in outlying areas. From there, they invited local gang members to buy their illicit wares.

Kochever also said that there was a recent gang battle raging in Portland between the Woodlawn Park Bloods, which is a home-grown Portland gang, and the 6-Deuce East Coast Crips, which was a gang from Fresno with links to Los Angeles.

In addition, he cited evidence of Portland gangs now going into Vancouver, but noted that Vancouver has its own home-grown gangs as well.

ASIAN GANGS

Stew Winn is the Asian gang specialist for the Portland Police Bureau.

Winn says that many Asian gangs in Portland have links to Asian Organized Crime (AOC) in San Francisco. One particularly alarming situation Winn describes is the role Portland gangs are playing in the on-going gang war in San Francisco.

The Wah Ching gang, which the FBI has cited as a major Chinese organized crime operation, has very strong ties with Portland gangsters. The Wah Ching are fighting another Asian OC group in San Francisco for the control of gambling and narcotics operation in that city. But meanwhile, the Wah Ching gangsters who need to escape the heat in San Francisco are fleeing to Portland to hide-out. And, the Portland affiliate gangsters are sending reinforcement "soldiers" down to San Francisco.

Winn says that the involvement of children in Asian gangs is increasing. He cites that many of the gangsters working at gambling Tongs in Portland are very young -- some as young as nine years old.

Also, according to the FBI, Vietnamese gangs, who are basically locked out of the traditional criminal enterprises controlled by the Japanese and Chinese are utilizing the nation's interstate highway systems to pursue the brutal "home invasion" robberies and hold-ups of Asian-owned businesses.

The Portland Police Bureau and FBI say they've found Portland-based Vietnamese gangsters as far away as New York City and Biloxi,

Mississippi.

SKINHEAD GANGS

Detective Griff Holland is the Gang Enforcement Team's specialist in Skinhead gangs. Overall, Holland says that the median age range for youths in Skinhead gangs is 13-30. The older ones are actively recruiting at Portland public schools.

Holland also says that he's observed an remarkable escalation in racial tension in many schools in the Portland area, and that police are very concerned about this situation is becoming a powder keg.

While some Skinheads learn to hate at home, Holland says that most of the parents of Skinheads are not racist. Holland is very concerned that there are no intervention programs in Portland designed for Skinheads. As a result he has no place to refer parents who want help for their Skinhead-leaning kids. In addition, Holland says there's a real need for instruction on racial tolerance and appreciation of cultural diversity in Portland schools.

Holland also observed that most Skinheads work at low-paying jobs, but that their employers assert that they are generally responsible workers who don't bring their racist activities into the workplace. Interestingly enough, Holland noted that popular employment settings for Skinheads are pizza parlors, gas stations and fast food places.

According to Holland, nationally-known white supremacist groups often use Skinheads as footsoldiers to carry out their racist agendas. However, Skinheads are not allowed in the leadership meetings of the adult hate groups, ostensibly because the older members don't trust the younger Skinheads. "It's definitely a top-down organization with the Skins at the bottom," says Holland.

The two biggest Skinhead gangs in Portland right now are the American Front and the Southern Justice Skins.

The American Front began in San Francisco and its members tend to be older. They wrap themselves in the cloak of legitimate political activism but Holland pointed out that they also engage in violent, gang behavior.

Police have implicated American Front members and another local Skinhead gang, the SE Boot Boys, in a recent bias-motivated attack on a minority youth at the Oak Park skating rink. The youth suffered severe stab wounds and was left for dead by his attackers. He survived, but lost six pints of blood.

Police spotted members of the American Front inciting violence at an Portland abortion clinic blockade.

American Front runs a phone line -- (503) 796-2124 with hate-filled messages that change daily. One recent message claimed, "Abortion is a Jewish conspiracy to eliminate the white race." The members, referred to as "gray shirts," like to wear gray-shirted outfits that resemble Nazi SS uniforms.

American Front is a national group, and the national vice president lives in Portland. In Oregon, American Front has "cells" or chapters, in Portland and Medford. A new cell has been established in Albany to conduct demonstrations in Salem. According to their hotline, these demonstrations will "divert the limelight from Black History Month to the plight of growing white underclass of this country."

Southern Justice, another Skinhead gang, has ties to Vancouver and is quickly becoming a strong presence in Portland, according to Portland police. They also have a similar hotline -- (503) 321-5117 -- which recently included anti-semitic messages blaming the recession and loss of jobs on U.S. support for Israel and the former USSR. Recently, Southern Justice disrupted a Portland Councilman's speech on the need for racial tolerance.

Another Skinhead gang which Holland says has a large following in Portland is SHARP -- Skinheads Against Racial Prejudice. Despite its peaceful-sounding name, Holland points out that they are "just as destructive as racist Skinheads." "In fact," he says, "They're even more antagonistic toward authority because they fight and they're uncooperative."

SHARPS are affiliated with a similar group from Minneapolis, Minnesota called the Baldies.

According to Holland, SHARP claims to be the "original Skinheads," and they conduct vigilante-style violence against racist Skinheads. In so doing, SHARP members have often attacked innocent people. Furthermore, because SHARP members have adopted the same dress style as the racist Skinheads, they also intimidate minorities who mistake them for racists.

SHARP's most visible activity in Portland have included their incitement of crowds during visits by President Bush and Vice-President Quayle. During these presidential visits, security officials were shaken up by SHARP members who threw M-80s -- loud fire-crackers which boom like gunshots -- into the crowd and at police.

Holland says that he expects SHARP activity to increase this April when their leader is released from jail.

TESTIMONY TO
EDUCATION AND LABOR
SUB-COMMITTEE ON HUMAN RESOURCES

Multnomah County
Gang Intervention Programs

DEPARTMENT OF SOCIAL SERVICES
JUVENILE JUSTICE DIVISION

MARCH 1992

BACKGROUND:

In the past four years, the Portland area has seen a dramatic increase in gang membership and gang-related incidents. As a result, several local organizations have pulled together to develop strategies to impact gang encroachment, recruitment and violence. Efforts span the community as described below.

Law enforcement efforts have centered on development of police interdiction teams, including the Oregon State Police-directed State Gang Strike Force, Portland Police Bureau's Gang Enforcement Team (GET) and the Portland Public School Police Rapid Action Team.

Prosecution efforts both from the State Attorney General's Office and Multnomah County District Attorney's Office have resulted in a Gang Prosecution Unit which targets high profile drug and street gang members for Federal prosecution.

From an education perspective, Portland Public Schools has developed core curriculum which focuses on gang awareness, saying "No to Gangs," teacher training and most recently Violence Prevention. The Violence Prevention Program focuses on youth in danger of suspension and expulsion from the school system.

An increase in the efforts of community-based organizations, employment and training programs has brought forth projects such as the Northeast Coalition of Neighborhoods Youth Gang Task Force, Youth Gang Outreach Program, Graffiti Removal Project, Redirections, Omega Boys Group, North Portland Youth Service Center Teen Parent Group, Albina Ministerial Alliance/Self-Enhancement, Inc. TNT/TLC, as well as several other projects serving inner North and Northeast Portland youths.

GANG TRENDS IDENTIFIED:

The latter part of 1988 through 1989 saw a noticeable increase in hate crimes and White Supremacy influences, specifically through Skinhead gangs. Southeast Asian youth gangs became increasingly active in violent, weapon-related crime, and organized, vehicle-related crime. This period also had an increase in White youth belonging to traditionally Black youth-focused gangs (Bloods and Crips), and the emergence of new gang "sets" throughout the metropolitan area with specific influence increasing in Southeast Portland high schools and middle schools.

Instances of gang affectation in the suburban schools also became noticeable. Incidents of weapons-related activity at school sporting events, and the formation of White gangs not related to hate crimes, point to a pattern of continued gang activity throughout the Portland area.

Need For Action Recognized:

In late 1987, Multnomah County's Juvenile Justice Division, in an effort to focus on the rising gang issue, began assigning gang-related cases to their Northeast District Office. This was due in part to a visible presence of youth gang activity occurring in the inner Northeast area, specifically involving youth under the jurisdiction of the Juvenile Court for delinquency matters (i.e. Probation).

By spring 1988, roughly 40 percent of the active cases in the Northeast Office showed gang involvement. At the same time, gang activity was on the increase in North Portland, specifically, in and around the Columbia Villa Housing Project, and at several North and Northeast high schools.

The Northeast District Office, which for a period of two years operated with a core staff of two Juvenile Court Counselors, began to function within a "team concept" in an effort to provide focused services to youth living in the district's target area. The team concept allowed an additional four (4) counselors, work space to conduct client meetings, family and individual counseling sessions, and to provide closer monitoring and supervision of youth on probation.

At this time, Multnomah County's Juvenile Justice Division began to operate under a "Balanced Approach" case management process, which focused on providing skill development to juveniles, holding youth accountable and ensuring community protection. The Northeast Team began to offer skill development services (i.e. Community Skills, Responsibility, Anger Management, Values Clarification) through a series of group process classes for periods of twelve (12) weeks. It was during these groups that a clear need developed for focusing services specifically toward gang-involved youth.

TEAM FORMED:

The Division began to plan its response to gang-involved youth in September 1987. The initial plans called for the formation of a unit which would target services specifically toward gang-involved youth and use strong intervention methods utilizing adjudication and detention to hold youth accountable. Although innovative in its intent, it failed to direct its approach toward a comprehensive response that included networking with law enforcement, prosecution, schools and the community.

During the past four years, the Division has adjusted its approach to the youth gang issue, developing a program that closely aligns with that of law enforcement, prosecution, schools and the community. The result is the Gang Resource and Intervention Team, or GRIT.

OBJECTIVES DEVELOPED:

In November 1989, Multnomah County and the Juvenile Justice Division received \$57,000 from the State of Oregon's Criminal Justice Planning Office to fund GRIT. The objectives of the group were as follows:

Address internal/external communication between Division units and law enforcement relative to youth gang members under the Court's jurisdiction;

Increase the Division's ability to implement gang intervention strategies, programs and activities, particularly in conjunction with those law enforcement agencies charged with dealing with the population;

Develop coordinated services and treatment plans that are gang specific and focus on decreasing involvement in illegal gang activities and behavior;

Develop and implement gang-specific intervention curriculum that focuses on reducing gang involvement, recruitment efforts and provides positive alternatives to gang involvement;

Develop specific intervention/curriculum for gang-involved youth held in detention facilities.

PROGRESS CONTINUES:

GRIT consists of a Juvenile Court Counselor Supervisor, nine (9) Juvenile Court Counselors, two (2) Intervention Specialists, and one (1) Program Coordinator. The Division's S.E. Field Office has also recently expanded its efforts to join GRIT in providing services to gang affected youth in the SE community.

Since December 1989, GRIT has accomplished the following:

Increased communication between law enforcement and Division units relative to youth-gang trends, activities and on-street monitoring;

Developed a computer software package that allows street officers to determine probation status and probation conditions of youth-gang members, thus assisting in close street monitoring;

Increased intelligence sharing processes between enforcement, prosecution, community-based youth gang outreach staff, and Juvenile Justice Division Field and Adjudicative Counselors;

PROGRESS CONTINUES:

Increased the number of gang-affected youth participating in alternative education, and the Division's youth employment and training programs;

Developed and implemented a Street Law curriculum that orients itself to active gang-involved youth;

Provided accountability to those youth on probation through use of "vertical enforcement/prosecution" methods in conjunction with Oregon State Police Youth Gang Strike Force, Portland Police Gang Enforcement Team, Portland Public Schools Rapid Action Team and Federal/State Gang Prosecution Unit.

In addition, the GRIT's Supervisor maintains an active presence at the Youth Gang Strike Force Office to assist in information sharing, coordination and planning. GRIT staff actively participate in Strike Force and GET planning meetings (roll call), ensuring that timely information is made available to street officers on probation conditions, warrants and officer safety issues.

ASSESSMENT INTERVENTION AND TRANSITION PROGRAM SERVICES:

As a result of the increasing numbers of youth adjudicated by the Juvenile Justice Division involved in gang behaviors, and due to continued downsizing of the State's Juvenile Training Facilities, Multnomah County has developed a secure Assessment Intervention and Transition Program that focuses on the issues of gang-involved youth and severe out-of-control youth needing a period of intensive group process services.

THE ASSESSMENT INTERVENTION TRANSITION PROGRAM is a 20-bed detention-based treatment program developed under ORS 419.507(4-A). The program is an integral part of the Multnomah County Juvenile Justice Division's package to address the problem of youth gangs, as well as at-risk youth facing possible commitment to the State Training School.

The Juvenile Justice Division has created AITP to provide assessment, stabilization, education, skill building, and secure treatment for youth who enter the program.

MISSION: The Assessment Intervention Transition Program of the Multnomah County Juvenile Justice Division supports the Division's Mission Statement as it relates to the doctrine of the "Balanced Approach." It focuses on:

Providing each youth with an assessment of strengths and needs. Stabilizing the youth's behavior and continuing the process toward skill development and treatment needs.

Facilitating the transition of youth to appropriate community resources.

Youth who are assigned to Juvenile Court Counselors of the Multnomah County Juvenile Justice Division are eligible to be screened for admission to the AIT Program. The Screening Committee is especially committed to targeting those youth identified as gang affiliated and/or those youth who are identified at risk of being committed to State institutions.

Those youth having an identified assessment issue that needs to be addressed or clarified, skill building issues that can be initiated or continued during a 30-day time period, and those youth in which there is a post-treatment program in mind are deemed as most appropriate candidates.

Program:

- A. Assessment: All youth accepted into the AIT Program are involved in an initial diagnostic assessment or an update assessment to determine skill needs. The assessment package includes the following areas: Family, drug and alcohol, education, mental health issues, employment, and medical.

Upon completion of the assessment, a meeting is held with the child, family, Court Counselor, Children's Services Division Caseworker, Alcohol/Drug Specialist, and all other concerned professionals to determine an appropriate skill-building program for the child's continued placement in the AIT Program.

- B. Skill Building: While in the AIT Program, youth are involved in a variety of skill-building and educational groups and programs. Skill-building groups include Youth Crossroads, Violence Prevention, Value Clarification, Street Law, Anger Management, and Sexuality. A variety of educational programs, which include Health and Hygiene, Emotional Wellness, Goal Setting, Self-Image, Self-Control, Cultural Competency, Employment, Drug and Alcohol, and Spiritual Enhancement are part of the daily program.

- C. Transition: The final phase of the AIT Program is working cooperatively with the assigned Court Counselor to facilitate a successful placement (i.e. home, alcohol and drug treatment/inpatient care, House of Umoja, or other residential treatment programs).

S.E. FIELD OFFICE - GRIT EXPANSION:

Early this year, the Division expanded its S.E. Field Office in order to address growing gang issues appearing in the S.E. communities. Joining in the aforementioned GRIT effort, this office focuses on organized gangs located in S.E. and includes Southeast Asian, Hispanic, and White Supremacist gangs.

This staff is actively involved in community organizations including, N.E. Youth Gang Outreach Team, East County Gang Task Force, Gang Enforcement Team, Rockwood Safety Action Team, Hispanic Services Round Table, and Southeast Asian Law Enforcement Advisory Committee. This staff also regularly provides cultural and gang presentations to community high schools and colleges, law enforcement organizations, and community interest groups.

HOUSE OF UMOJA:

Portland House of Umoja is an Afro-Centric model of residential programming designed for high-risk, gang-involved males between the ages of 15 and 18. House of Umoja is replicated after a highly successful program in Philadelphia which has a twenty year history working with this population. House of Umoja accepts those youth that are unable to remain at home and provides them with a home environment, while at the same time offering them individual counseling, employment, recreation and education. A projected length of stay for youths is six months to one year. In addition to the residential program, House of Umoja offers outreach services to youth in the community who are gang-impacted but not in need of residential services.

STREET LAW:

Street Law is a law-related education program designed to increase the ability of adolescent youth to be able to think critically and to identify and learn the responsibilities incurred in being a law abiding citizen. Already in its third year of operation, Street Law curriculum has been provided to youth on probation who have been gang identified; to youth participating through a diversion program; and to youth in a middle school setting. Selected youth from the GRIT and the SE Office are referred for the probation Street Law program.

STREET LAW: - CONTINUED:

Guest speakers have been attorneys, police officers and the Honorable Federal Judge Malcolm Marsh who also allows the youth into his Courtroom. The course culminates in a "mock" trial and an awards ceremony with youth receiving certificates, T-shirts, and for outstanding youth, Starter Jackets.

Street Law services are also provided to Gang youth weekly in the Assessment Intervention and Transition Program, (AITP), a 30-day treatment program. Because of their limited stay there is a high turnover from week to week.

The last two areas, diversion and middle school youth, were addressed at the request of the community and as an experiment with youth not as deeply involved in the system. Through the diversion piece, classes took place for a 12-week period at the Urban League of Portland. Eight youth completed the program. Students were served at Whitaker Middle School approximately six times to groups ranging in size from 8 to 20.

EARLY SERVICE AND INTERVENTION - (E.S.I.):

ESI provides screening, referral and client tracking services for chemically affected delinquent youth. A 30-minute interview is designed to elicit an individual's drug and alcohol use history, its effect on their involvement with the Juvenile Court, and information regarding the client's patterns of use; i.e. social history, family dynamics, genetic predisposition, and cultural specificity. In addition, referral for treatment is made only after considering the child's economic resources, their school involvement and their legal history. Youth receive services as a referral from their Probation Counselor, upon referral of the Juvenile Court Judge and/or Referee, or through referral while they are in detention. Youth who are referred for further treatment are monitored and tracked for a minimum of three months, with many being followed for as many as six months.

DETENTION ALTERNATIVE PROGRAM - (DAP):

Youth on probation for charges that enable them to be detained are eligible to be held in detention in the event they violate their probation. Oregon law allows the Division to hold youth on probation violations for eight days, or up to 30 days when a treatment program is in place. As the amount of youth being sent to detention increased, and the space in detention became limited, the Detention Alternative Program emerged in September 1990 as a viable option.

DAP - CONTINUED:

DAP gives youth the choice of working eight hours on a work crew in the community in lieu of being held in detention. The workcrews perform community work projects throughout the city. They have worked at: Blue Lake Park, Hoyt Arboretum, Multnomah County Cemeteries, Eastmoreland Park and Golf Course, Pioneer Square, The Juvenile Court Grounds, the Grotto, The Vietnam Memorial Park and various other special projects.

These youth provide multiple hours worth of service to the community and save the community many days of detention costs.

GENESIS PROGRAM:

The Genesis Program is an alternative school program located in Northeast Portland which serves high-risk, predominately gang-involved youth. The Juvenile Justice Division has overseen the contract with this agency since October of 1990 when the CSD/Downsizing contract allowed for the transfer of this component of service. The Juvenile Justice Division's total contract award for this agency is \$143,922 with an additional \$255,000 from Portland Public School for the educational component of this contract.

Genesis has a no-decline policy, and as such the majority of the cases are referred by the Juvenile Court and have extremely active criminal histories. Each youth had an average of three offense allegations at the time of referral.

Youth served by Genesis receive an intense amount of services through this program. The program model highlights a comprehensive services needs assessments, recreation, support services and case coordination. On an average month the program provides nearly 1,600 total hours of service, with each youth receiving an intensive package of services.

The relationship between the Juvenile Justice Division and the Genesis program continues to be a healthy and rewarding one. The advocacy, instruction, and overall support this program offers to their students is central to maintaining these youth in social service programs.

GANG INFLUENCED FEMALE TEAM - GIFT

Through the process of providing services to gang involved males, issues regarding the need for services for the young women involved with them began to emerge. When studying this population the Division found that girls involvement with gang activity ranges along a continuum from early gang identification

GIFT - CONTINUED

and association to active gang involvement, and that involvement is progressive in its development.

The Division further found that high risk young women rarely meet the strict eligibility criteria of existing programs, many of these girls are runaways, live on the streets, and are seldom charged with any serious offense.

In March of 1991, the Division submitted a grant to the Office of Juvenile Justice and Delinquency Prevention to fund a program for these gang affected girls and their babies. This grant brought federal resources into the community's plan for gang affected youth and funded a missing element in an otherwise comprehensive community strategy to address the gang issue.

The project implements four service components including, a Women's Collective, a family support model, and a crisis housing component.

Women's Collective: The gang culture plays a very strong role in the lives of these young women. It provides sense of family, a sense of self, common friends, financial support and a key to an adolescence's independence. The Women's Collective seeks to challenge those unhealthy relationships with positive relationships and means of achieving a healthy sense of self, legal financial activities, proper modeling for age appropriate activities, and, where relevant, parenting skill training and bonding. This component also develops critical connections with community based organizations in support of the young women residing in their own neighborhood environment.

Family Support Model: Gift also attempts to influence the behavior around the relationship the young women have with gang members, since when babies are involved, the relationship is on-going. This component of the program seeks to empower the young women with skill that they can pass on to their children. In their relationship with the male, he currently has all of the power and none of the responsibility. Once this realization is made, and the young women have gained the skills promoted in the Women's Collective, the relationship between family members can also be addressed. Through this piece, culturally specific parenting skills and child development knowledge will also increase.

WHERE WE ARE TODAY

Today, the County is enjoying the most comprehensive approach ever to addressing gang issues. Crucial partnerships exist between federal, state, and local governments, between law enforcement and the community. A balance is in place between prevention, intervention, and treatment.

In many ways, this balance is very tenuous and is threatened by many pressures. Oregon's Measure 5, the Property Tax Limitation Measure threatens to reduce available state support for gang intervention efforts. Not only is direct financial support for the County's gang programs in danger, Measure 5 will force the State to further downsize its state programs on which we heavily rely. In preparing for the impact of Measure 5, the State plans to close one of its training schools and two of its five residential camps. It also plans to reduce funding for juvenile parole by 40%.

At the front end, the community shelter care system is totally overloaded, turning away two youth for every one served. In the middle is the County's Juvenile Detention facility. This facility is seriously outdated and has become severely overcrowded in recent years. As a result, the County has become the subject of a law suit concerning conditions in detention. The Board of County Commissioner has recently decided to construct a new dentation facility but at a reduced capacity from the current facility. In so doing, it has also made a commitment to fund additional alternatives to detention.

Without the continued partnership of the federal government, our system will be like an erector set with one side knocked out of it. Our problems are real, our problems are serious, our problems will continued to take massive, collective partnerships to address and solve.

REVENUE:

| | | |
|---------------------------------|-------------------|------------------|
| State General Funds..... | \$ | 1,165,059.00 |
| Office of Criminal Justice..... | | 360,000.00 |
| Downsizing..... | | 683,871.00 |
| OJJDP..... | | 500,000.00 |
| County General Funds..... | | 296,358.00 |
| Indirect Costs to Support | \$98,000.00 | |
| Match for Crim. Just. Grant | 83,356.00 | |
| Alcohol and Drug Package | 82,000.00 | |
| Detention Alternative Prog. | 33,002.00 | |
| | <u>296,358.00</u> | |
| Total..... | \$ | 3,005,288.00 |

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