

prison gangs CULTS rave crews
contraband Judge theft
loitering drug-free zones turf war
intoxication violence
Gangs FIREARMS
TATTOOS in Texas: DRUGS
community 1999 at-risk teens
rivalries ALCOHOL ABUSE
sentencing truancy arson support
alarm misdemeanor graffiti
prison trespassing expulsion
corporal punishment
victims schools
safety intervention
curfew ordinance
colors DARE solutions
hate crimes detention
auto theft



GANGS in Texas: 1999



OFFICE OF THE ATTORNEY GENERAL · STATE OF TEXAS
JOHN CORNYN

GANGS in Texas: 1999

OFFICE OF THE ATTORNEY GENERAL

Table of Contents

Overview

What is a Gang?	1
Four Basic Types of Gangs	1
Other Common Gang Terms & Groups	3
Levels of Gang Involvement	5
Signs of Gang Involvement	6
Tracking Members and Offenses	6
Reporting About Gangs	7

1999 Survey Results

Survey Demographics	9
How Serious is the Situation?	10
Number of Gangs and Gang Members	12
Types of Gangs in Texas	13
Car Clubs; Party Crews and Rave Crews	15
Prison Gangs	15
Outlaw Motorcycle Gangs	16
Gang Activities and Offenses	17
Weapons Used by Gangs	18
Drive-By Shootings	19
Gang Activity in Schools	20
Graffiti	21
Outside Influences on Texas Gangs	23
Enforcement, Intervention and Prevention Strategies	24

Community Response

Addressing a Community's Gang Problem	30
---	----

Appendices	37
----------------------	----

GANGS in Texas: 1999

an overview

The definitions in the Attorney General's Gang Report follow usage common to many law enforcement agencies and much of the literature on gangs; however, there is wide variation in the way all of these terms are used, even among professionals in the same field.

What is a Gang?

Section 71.01(d) of the Texas Penal Code defines a criminal street gang as “three or more persons having a common identifying sign or symbol or an identifiable leadership who continuously or regularly associate in the commission of criminal activities.”

A specific definition of a gang is defeated by the sheer diversity of gangs occurring in Texas today. In general terms, a gang is a loosely organized group of at least three people. The group usually has a name, may have a leader or leaders, and may have developed identifying signs such as distinctive clothing, jewelry, tattoos, colors, or hand signs. Members perceive themselves as a gang, associate regularly, and collaborate in committing delinquent and/or criminal offenses. Gangs vary in their degree of organization, the presence or strength of a leader or leaders, their identifying signs, and the nature of their illegal activities. The essential elements are the group, the fact that the group perceives itself as a gang, and that they collaborate in violating the law.

Much of what gangs do is non-criminal and, in Texas, it is not a crime to be a member of a gang. Many gang members spend most of their gang-time “hanging out” and “kicking back.” What distinguishes a gang from other groups is criminality or delinquency. This agency does

not recognize any benefit in tracking or labeling as gangs any groups that are not involved in committing delinquent or criminal offenses.

It is not enough for one member to have committed an offense. Two or more members acting together as a group must have committed an offense at least once. The illegal activity may range from status offenses, such as truancy, to severe assaults and homicides. What is characteristic of a group that is a gang is the fact that some of the group's activities are illegal, disruptive, and harmful.

Four Basic Types of Gangs

A general definition applicable to all gangs must necessarily obscure important differences. Within the great variety of individual gangs, some common patterns are discernible. Types of gangs are sometimes distinguished on the basis of race and ethnicity (“Black” gangs, “White” gangs, “Hispanic” gangs, “Asian” gangs). Although many gangs do in fact consist of members of only one race or ethnicity, the categories of gangs presented here are distinguished on the basis of their members' activities, primarily because gangs are delinquent or criminal groups. In any case, race and ethnicity are not appropriate criteria for any determination regarding delinquent or criminal association, especially since race is becoming less of an identifying factor as gangs in Texas adopt more multi-ethnic memberships.

In this report, gangs are sorted into four types that are described later in this section. This is done for several reasons:

- These four different types of gangs reflect different cultural and economic circumstances;

- They are broad enough to encompass other, more narrowly defined categories, such as prison gangs or tagging crews;
- They call for different strategies of prevention and intervention;
- They require different tactical responses from law enforcement; and
- Many police departments already report separate tallies for these four types of gangs.

The definitions below can enrich communication and help avoid some misunderstandings. They may help clarify some debates over whether groups are or are not gangs. However, this nomenclature cannot capture the very rich diversity of gangs and also is not intended as a legal tool. Of course, there may also be gangs that overlap into more than one category.

Delinquent Youth Gang

This is a loosely structured group of young people (mostly juveniles) who “hang out” together. The group has a name, and typically members have developed identifying signs such as similar clothing style, colors, and/or hand signs. Members engage in delinquent or undesirable behavior with enough frequency to attract negative attention from law enforcement and/or neighborhood residents and/or school officials. A key defining point is that no member has ever been arrested for a serious offense. Tagging and party crews, as well as some car clubs, could be examples of this type of gang.

Traditional Turf-Based Gang

This is a loosely structured, named group committed to defending its reputation and status as a gang. It is usually associated with a geographic territory but may simply defend its perceived interests against rival gangs. Members are young people (juveniles and/or adults) who typically use identifying signs such as clothing style, colors, tattoos, or hand signs. The members usually mark the gang’s turf with graffiti. At least one shooting (assault, homi-

cide, or drive-by) has occurred in the last year as a result of rivalry between this gang and another gang. Most street gangs and tagbanger crews could be examples of this type of gang.

Gain-Oriented Gang

This is a loosely structured, named local group of young people (juveniles and/or adults) who repeatedly engage in criminal activities for economic gain. On at least one occasion in the last year, two or more gang members have worked together in a gain-oriented criminal offense such as robbery, burglary, or the sale of a controlled substance. The group may share many characteristics of turf-based gangs and may defend a territory, but when the group acts together as a gang for economic gain, it should be classified as a gain-oriented gang. Most prison gangs could be considered gain-oriented gangs.

Some gain-oriented gangs use profits from drug sales to set up similar criminal operations in new territories—these are sometimes referred to as franchise gangs. Usually the intent is to escape pressure from local law enforcement entities.

Violent/Hate Gang

This is a named group (of juveniles and/or adults) that does not qualify as either a gain-oriented or a traditional turf-based gang, according to the definitions above. Typically, the group has developed identifying signs such as a style of dress, haircut, or tattoos. Two or more of its members have, at least once in the last year, collectively committed an assault, a homicide, or an offense that could be reported under the federal Hate Crimes Act (vandalism, assault, or homicide). This type of gang includes groups whose violence has an ideological or religious rationale, such as racism or Satanism. This type also includes groups whose members are randomly or senselessly violent. Some prison gangs as well as occult gangs could fall into this category.

Other Common Gang Terms & Groups

Some additional, distinctive kinds of gangs have been identified by law enforcement officials in recent years. Most of them fit into one of the four categories described above.

Rave & Party Crews

The terms “party” or “rave” crew, “club,” and “clique” are all commonly used by groups of juveniles who may or may not be involved in criminal gang activity. The fact that a group does not consider itself a gang does not mean that the group isn’t actually a gang; its behavior could be consistent with gang activities.

Rave parties have become increasingly popular with high school and college-aged youth around the country. The term is commonly used by groups of young people who may or may not be involved with gangs. What constitutes a rave party varies from city to city. Of main concern to law enforcement are the illegal parties organized by groups of youth that call themselves a party or rave crew. These crews have been known to take on many of the characteristics commonly associated with gangs, such as a group name and hand signs. Rivalries and competitions among and within these groups may lead to criminal offenses. The parties can be held anywhere but usually take place in locations like abandoned warehouses, unoccupied homes, or, in rural areas, in fields that are privately owned land. Whatever the location, the crew uses it without the owner’s knowledge or consent. Alcohol and drugs are freely available to party-goers, who are usually minors. Law enforcement has reported that some of these party crew members are, in fact, known gang members who are now claiming that they are not in a gang but a party crew. In other instances, the crew claims that they are not a gang when, in fact, their actions meet the legal definition for “criminal street gang.”

Prison Gangs

Prison gangs form primarily in correctional institutions. Inmates who join may have identifying tattoos; communication and signs between gang members tend to be highly secret, often encoded. Major prison gangs in Texas state correctional institutions have ties with prison gangs in other states and in federal institutions. Inmates who join prison gangs may be expected to remain members for life, maintaining their inside gang contacts after their release. Members who try to break away from the gangs may be threatened with execution, a practice commonly referred to as “blood in, blood out.”

Some prison gangs reportedly engage in activities that characterize more than one of the different gang types outlined below:

- Designating and defending a portion of a cell block as turf;
- Allegedly operating illegal enterprises for gain, including drug trafficking and protection rackets, both inside and outside prisons; and
- Basing the gang’s identity on race or ethnicity and fostering hatred for other racial or ethnic groups as a way to maintain cohesion and allegiance among gang members.

Some Texas law enforcement officials report that certain prison gangs are recruiting young members directly off the streets or “taking over” street gangs as a means of expanding their drug trade. Once incarcerated, youth who are involved in street gangs may become affiliated with a prison gang. A released inmate who has joined a prison gang can be a negative influence if he reestablishes contact with his former street gang.

Cults

Groups that are bound together by ideology or religious beliefs, however unusual, are legal. They are exercising rights protected by the Constitution and are not appropriately regard-

ed as gangs unless their beliefs or practices culminate in illegal acts such as assaults or destruction of property.

White Supremacists

Skinheads, neo-Nazis, and other racist groups fall within the category of violent/hate gangs. Their rhetoric is generally protected by constitutional guarantees of freedom of speech but, when their activities include hate crimes, they may be appropriately targeted as gangs. Some of the prison gangs in Texas are built around a strong white supremacist ideology.

Satanic Cults

Some gangs take on the motif and symbolism of the occult or satanism. The volatile nature of occult practices leaves young people especially at risk for these groups. It is important to note, however, that not every youth involved with satanism is also a gang member.

The crimes associated with these gangs range from church vandalism, arson, grave robbing, and sexual assault -- these four offenses are most commonly used as "initiation" rites -- to animal mutilation, murder, child pornography, and child kidnapping. All of these offenses may be incorporated into the groups' "religious" ceremonies. There have been reports of youth acting independently to commit serious acts of violence in the name of satanism or the occult. Although some of these gangs are youth practicing on their own, there have also been reports of links between some youth groups and adult occult practitioners who may be connected to larger, organized occult gangs. Predatory pedophiles have also been reported to use the occult as a lure to attract victims.

Girl Gangs

About 13 percent of all gang members are girls. There is a trend in Texas toward girls both becoming full-fledged members of boy gangs as well as forming their own exclusively female gangs. In some cases, the girl gang is an

auxiliary to a partner boy gang; in other situations, the girl gang is completely independent. Generally, girls are no longer excluded from the planning and execution of major gang activities, and they no longer are restricted to supporting roles. Female gang members in Texas are as likely to pull the trigger in a drive-by as they are to drive the car. Gang officers report that they no longer assume that girls are merely carrying weapons or holding illegal substances and, in fact, report that girls are frequently more ruthless and violent than their male counterparts. Girls' membership may also include an initiation rite, such as being physically beaten or having sex with a certain number of gang members or HIV-positive gang members.

Tagging Crews

"Taggers," who sometimes cluster in groups known as "tagging crews," vandalize property through graffiti. They are motivated by a desire for attention and use graffiti to create an identity for themselves and their crew. The images used by taggers in their graffiti are often not gang-related. Taggers often consider their tags or "pieces" to be artwork. Although spray paint is the most common medium used, taggers--also referred to as "piecers" or "writers"--may use magic markers in their graffiti. Some taggers are now using etching tools to cut or carve graffiti--also known as "scratchiti"--into surfaces.

Tagbangers

Tagbangers are tagging crews that have evolved into gangs. These groups begin as typical taggers, whose primary motivation was gaining attention by vandalizing property. However, competition among tagging crews led tagbanger groups to increase and expand the range of their criminal activity, resulting in behavior that mirrors that of criminal street gangs. They frequently incorporate common gang symbols in their graffiti.

Gang Nations

This is not a term with a hard and fast definition, but it may be used to denote very large gangs, most conspicuously the two large Los Angeles gangs, the Bloods and the Crips, and the two major Chicago gangs, the People and the Folk. To an increasing degree, Texas law officials are also considering Sureños and Nortenos, from southern and northern California respectively, to be gang nations. Gang nations are made up of smaller “sets” that share certain symbols and loyalties. Thus, different sets of the same gang may not even know each other except by recognizing common signs and insignia. They may develop rivalries among themselves, but they may also rally against a common enemy. Gang nations may also be found within prison populations. Keep in mind that not all gangs in Texas are affiliated with a gang nation.

Outlaw Motorcycle Gangs

These highly mobile and hierarchical organizations periodically move in groups and congregate. Motorcycle gang members tend to be older than street gang members, and their membership tends to be long-standing. A biker’s rank or office within the club is generally indicated by the insignia and colors on his jacket. Affiliations between groups often span state lines, and some international affiliations exist as well. Group activities may be disruptive and very violent, and may involve drug trade and prostitution.

Car Clubs

Legitimate car clubs have been in existence for a long time. For many car enthusiasts, these car clubs serve as a sport and a hobby and actively promote gang- and drug-free environments. Of main concern to law enforcement are the car clubs or cruisers that have taken on many of the characteristics commonly associated with gangs, such as a group name, hand signs, and intergroup rivalries and competition. Law enforcement has reported that some car club

members are in fact gang members now claiming that they are not in a gang but a car club. In other instances, the club claims that they are not a gang when, in fact, their actions meet the legal definition of a criminal street gang.

Mexican and Central American Gangs

In recent years, Texas has seen a large influx of both legal and illegal immigrants from Mexico and Central America. Some of the younger immigrants are lured into joining gangs as a way of “fitting in” in their new homeland. Many of these gangs have reportedly formed for protection from the violence of other local gangs.

Law enforcement officials throughout Texas have reported the presence of immigrant gangs from Mexico and Central American countries, most notably El Salvador. Some of these gangs are composed of both legal and illegal nationals who migrated to the U.S. through various entry points. Gangs comprised mostly of Mexican nationals have also been reported, with ties to international drug-trafficking organizations operating in Colombia and Mexico.

Levels of Gang Involvement

There are many levels of involvement in gangs. The common terminology is roughly as follows.

“Regulars” are those gang members who hang out with the group on a daily basis. They are familiar with and aware of most gang activities. They will likely be present during gang offenses, frequently as participants.

The “hard-core” of a gang consists of the most deeply committed regular gang members who are responsible for instigating and actually committing the most serious offenses attributable to their gangs. “Shooters” are just what their name implies: trigger men or women.

Sometimes one hard-core member is the leader of the group but, in many gangs, this role is passed from one person to another depending on the occasion. The leader in a time of retaliation may be the shooter; the leader for a car theft may be the member with special expertise in that activity.

“Associates” are friends, acquaintances, and relatives who are somewhat knowledgeable about gang activities and occasionally participate in gang activities. They may be “business associates” who provide services such as supplying illegal substances or disposing of stolen property. Other peripherals include self-proclaimed or aspiring gang members who are not fully trusted or accepted and who are not fully informed about gang activities.

“Juniors” are aspiring gang members too young to be fully accepted. Siblings or other young relatives (cousins, nephews, and nieces) of gang members are particularly at risk of developing more serious levels of gang involvement. It is a particularly sinister feature of gangs that adult members may use very young children as pawns, lookouts, or couriers to avoid prosecution in the adult criminal justice system. In some families, intergenerational gang membership is so entrenched that older family members teach toddlers their gang’s hand signs, much the same as other families teach the “Hook’em Horns” or “Gig’em Aggies” signs.

Signs of Gang Involvement

The statutory criteria for including an individual in a law enforcement gang file are listed in the next section and in Appendix A. Other more general signs of gang involvement include:

- Claiming gang membership;
- Wearing gang clothing or using hand signs;
- Posing in gang photos or having gang tattoos; and
- Being stopped or field-interviewed by police in the company of gang members.

The first two items on this list are highly context-dependent. Admitting to gang membership, for example, may be mere bravado if it occurs among relatively young, uninvolved youth. It may be the result of intimidation if a young person is asked about his affiliation in front of other gang members. In some contexts, however, it may be a fairly straightforward statement of fact.

Posing in gang photos and wearing gang tattoos are less ambiguous signs. Gang glorification photos are like official team or group portraits, and members typically appear in full gang dress, flashing hand signs. To appear in such a photo with known gang members, an individual must generally be accepted as a member by the group. When a youth has been stopped by police or field-interviewed in the company of gang members, this is reason to believe that he is associating with them; however, his association could be a first-time or unusual occurrence. By itself, this is a warning sign that the youth in question may be involved in gangs.

Tracking Members and Offenses

Under Chapter 61 of the Texas Code of Criminal Procedure (see Appendix A), local law enforcement agencies may collect information on individuals, including juveniles, who are involved in gangs. When compiling a database on local gang activity, various criteria may be used to categorize known or suspected gang members and their activities. Under Ch. 61, those criteria include any two of the following:

- a self-admission by the individual of criminal street gang membership;
- an identification of the individual as a criminal street gang member by a reliable informant or other individual;
- a corroborated identification of the individual as a criminal street gang

member by an informant or other individual of unknown reliability;

- evidence that the individual frequents a documented area of a criminal street gang, associates with known criminal street gang members, and uses criminal street gang dress, hand signs, tattoos, or symbols; or
- evidence that the individual has been arrested or taken into custody with known criminal street gang members for an offense or conduct consistent with criminal street gang activity.

Some police departments and prosecutors' offices track the incidence of gang-related crime, in addition to tracking gang membership. Whether or not an offense is considered gang related varies from jurisdiction to jurisdiction. In some agencies, an offense may be considered gang related if a gang member is arrested for the offense, regardless of whether the gang involvement motivated the crime. In other jurisdictions, an offense may be considered gang related if one of the following conditions applies:

- Gang identifiers are displayed at the time of the offense;
- More than one gang member is involved;
- A participant claims to be acting as a gang member;
- An informant reports that the participants were acting as a gang; or
- The activity benefits or promotes the gang in some way.

Reporting About Gangs

In this report, terms are used as much as possible in accordance with the definitions and concepts set forth in the Overview. In reporting the results of the current survey, however, it is unavoidable that other usages will come into play. The Office of the Attorney General's definitions were included in the survey instrument, but each respondent was free to apply his or her judgment, experience, and knowledge when deciding whether to characterize

criminal activity in their jurisdiction as gang related. Thus, the number and types of gangs reported by a small town in West Texas and the number and type reported by an urban jurisdiction in East Texas are not directly comparable.

Ultimately, no single definition will serve the purposes of everyone who needs to talk about the gang problem, nor can it fit every potential context and local circumstance. While it is useful to gather information about the magnitude and growth of the problem around the state, an effort to nail down an "accurate" total number of gangs or gang members is misleading. Given how quickly the gang culture changes, such a number would be obsolete as soon as it was published. These definitions and surveys ultimately serve more important objectives: understanding the phenomenon of gangs and developing sound policies to deal with them.

GANGS in Texas: 1999 gang survey results

Survey Demographics

The 1999 gang survey was mailed to a total of 1,295 police chiefs, sheriffs, district attorneys, criminal district attorneys, county attorneys, and school district police departments. Overall, the survey response rate was 34.9%. Of the 933 police, sheriff's departments, and school district police departments surveyed, 375 responded (40%), while 77 of the 362 prosecutors polled returned the survey (21%). The results are shown in Figures 1 and 2.

Written responses were mailed or faxed to the Attorney General's Office during late 1998 and early 1999. (The survey instrument is reprinted in Appendix D.) Respondents were asked to base their responses on 1997 data. Respondents answered the surveys with the understanding that the information they provided would be treated as confidential criminal intelligence. Consequently, results for specific cities are not available.

In portions of this report, comparisons will be made to data from the 1997 OAG Gang Report. (The 1997 report was based on 1996 data.) For most categories, direct comparisons are difficult or inappropriate because the sur-

vey instrument was changed between the two reports, the number of respondents increased, and there is no guarantee that the same respondents from the 1997 report also responded for the current report.

For purposes of analyzing results by agency type, school district police forces were grouped with other police departments. Major metropolitan jurisdictions, referred to in the text, are those with a population size of over 500,000. In this report, the term "agency" is used when referring to all agency respondents who returned the survey. "Department" is used to refer only to police departments. Data tables corresponding to each chart may be found in Appendix E.

For the sake of clarity, police department responses may be the only ones cited in parts of the following analysis, since the majority of respondents were police departments. It should be noted that many prosecutors do not keep separate information on gangs, but use the information gathered by local law enforcement agencies.

Table I gives the demographic distribution of the 1999 survey returns. (For police and sher-

Table I. DEMOGRAPHIC DISTRIBUTION OF RETURNS

RESPONDENT:	JURISDICTION SIZE					TOTAL
	<10K	10-50K	50-100K	100-500K	>500K	
Police	188 (36%)*	63 (51%)	13 (76%)	18 (95%)	6 (100%)	288
Sheriff	28 (31%)	39 (35%)	2 (9%)	11 (46%)	4 (67%)	84
Prosecutor	17	37	8	12	3	77
School PD	0	2	0	0	1	3
TOTAL:	233	141	23	41	14	452

*Comparable information is not available for prosecutor or school police departments.

Figure 1. Distribution of Respondents by Population Size

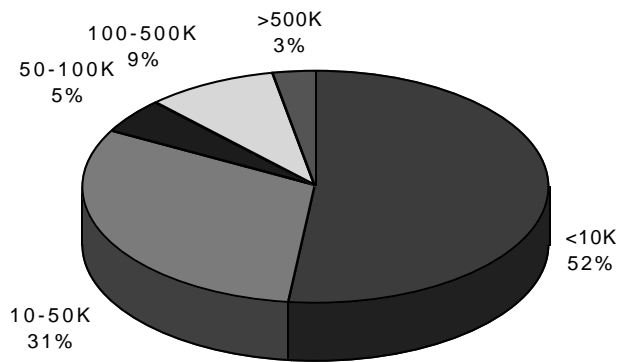
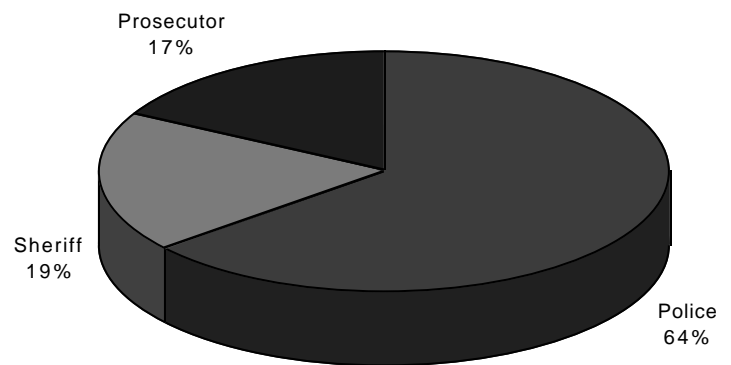


Figure 2. Distribution of Respondents by Type of Agency



iff's departments, the percentage given in parentheses represents the number of respondents divided by the total number of departments in that population category.)

How Serious Is The Situation?

Agencies were asked to rate the seriousness of the gang situation in their jurisdiction, and

whether it has improved or worsened over the past year. The results are given in Figure 3.

While gang activity remains a serious concern for many cities and counties, the law enforcement officers and prosecutors of Texas report that the situation is stable or improving somewhat.

Overall, 50% of respondents report that gangs are not much of a problem in their jurisdiction

Figure 3. How Serious Is the Gang Problem

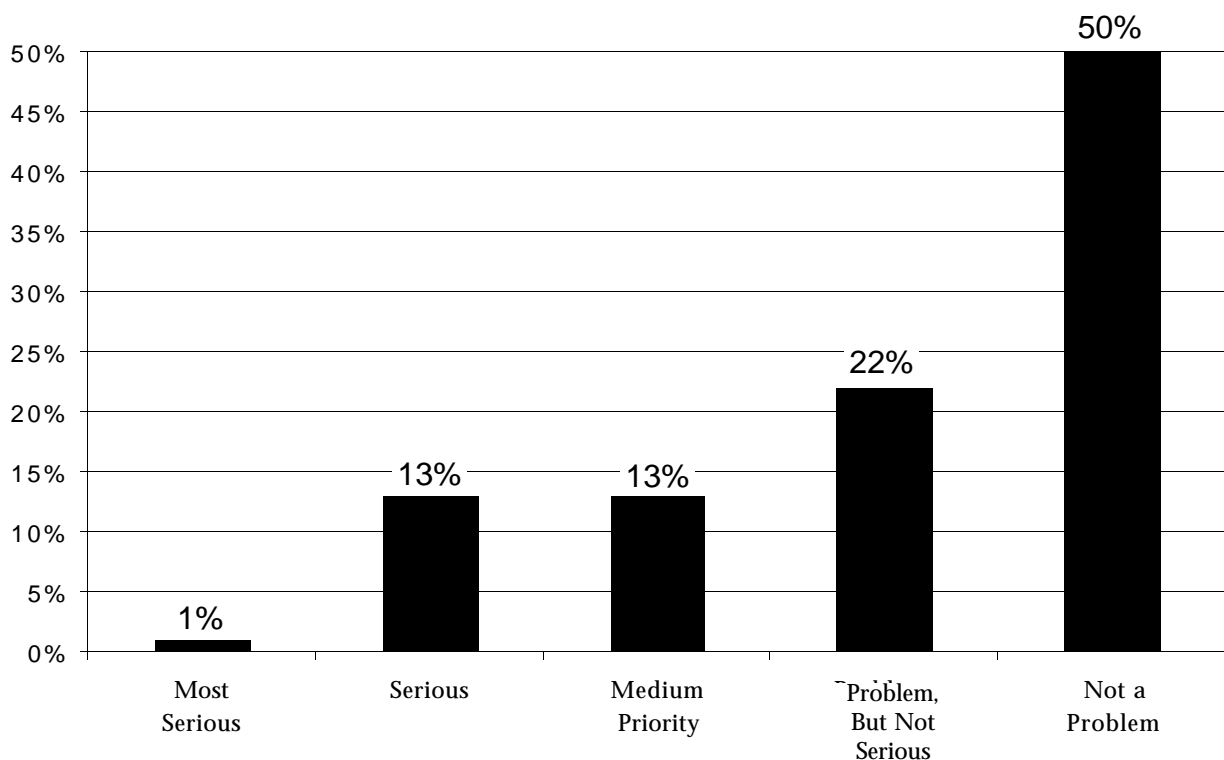


Figure 4. Is the Situation Better, Worse, or Unchanged

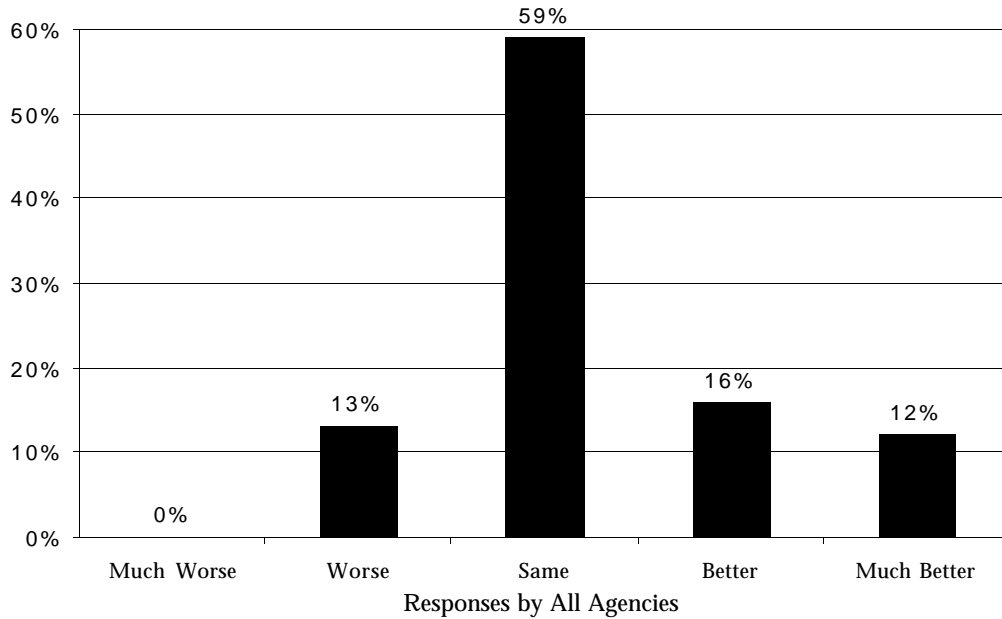
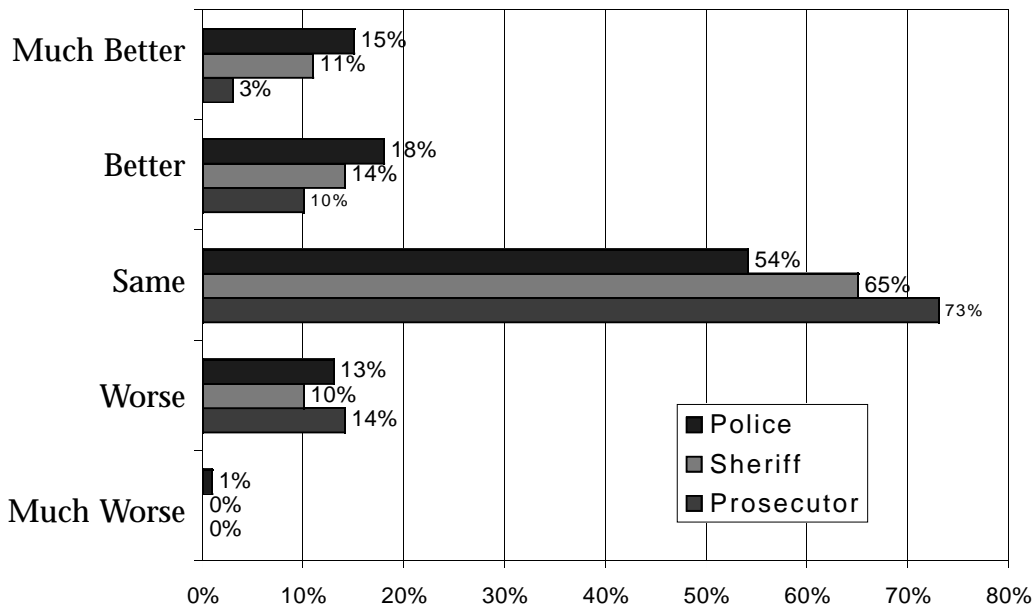


Figure 5. Is the Situation Better, Worse, or Unchanged

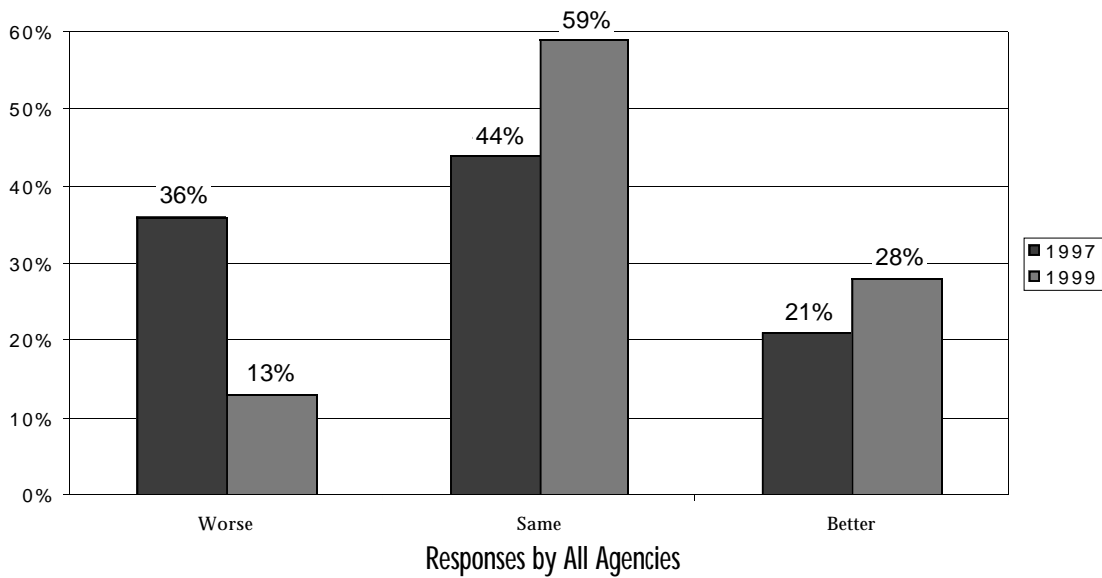


and another 22% report that they are present but are not a serious problem. Gangs were rated as a medium-level problem by 13% of respondents, and 14% rank gangs as a serious problem. (A breakdown of the results by jurisdiction size may be found in Appendix E.)

Figures 4 and 5 show the degree to which the gang situation has improved, stayed the same, or deteriorated over the past year.

In the 1997 OAG Gang Survey, 60% of large (>500,000), 52% of medium (<500,000), and

Figure 6. Better, Worse, or the Same
1997 vs. 1999



31% of small jurisdictions (<50,000) reported the situation was worse. Only a small fraction reported that the situation had improved over the previous year. (See Figure 6 for details.)

Number of Gangs and Gang Members

Agencies were asked to estimate the number of gangs and gang members in their jurisdictions. Police departments reported a total of just over 3,550 gangs. Sheriffs reported close to 650 gangs, and prosecutors reported close to 1,300 gangs. Police reported a total of about 88,100 gang members, sheriffs reported about 18,700 gang members, and prosecutors reported about 41,100.

The largest cities in Texas account for the majority of gangs and gang members. Police in the six major metropolitan jurisdictions, plus one major metropolitan school district, reported 2,215 gangs and just over 55,700 gang members.

Readers are cautioned against citing these numbers as an official count of the number of gangs and gang members in Texas. There may be a substantial overlap in these estimates; some gangs have in all probability been counted in the estimates of more than one respondent. A gang that ranges from one town to another, or is known to both police and the sheriff or to one or more prosecutors' offices as well, could be counted several times.

At the same time, there are almost certainly gaps in these gang counts; just over one-third of all agencies responded to the survey, and those who did not respond are undoubtedly aware of some gangs that are not included in these survey results. Agencies also use different definitions of the word "gang," and many do not keep a formal count of gangs. In the absence of mandatory reporting to a statewide gang database, there are no more precise estimates of the number of gangs than the estimates of individual law enforcement agencies and prosecutors. However, these estimates cannot simply be added up to produce a total for the state as a whole.

Types of Gangs in Texas

Agencies were asked to indicate what kinds of gangs are present in their jurisdictions. Table II shows, for each kind of gang, the number of agencies who reported the presence of that

kind of gang. Respondents could choose more than one option. The definition for each type of gang can be found in the Overview Section of this report. Please note that these figures do not represent how many gangs are present in the respondent's jurisdiction.

Table II. TYPES OF GANGS PRESENT

(Agencies who report the presence of each gang type, by jurisdiction size)

	All Respondents (n=452)	<10k (n=233)	10K-50k (n=141)	50k-100k (n=23)	100K-500k (n=41)	>500k (n=14)
Delinquent Youth	316 (70%)	144	109	21	33	9
Turf-Based	135 (30%)	32	54	14	24	11
Gain-Oriented	145 (32%)	42	49	13	30	11
Violence/Hatred	72 (16%)	17	25	4	17	9

Figure 7. Ratio of Juveniles to Adults

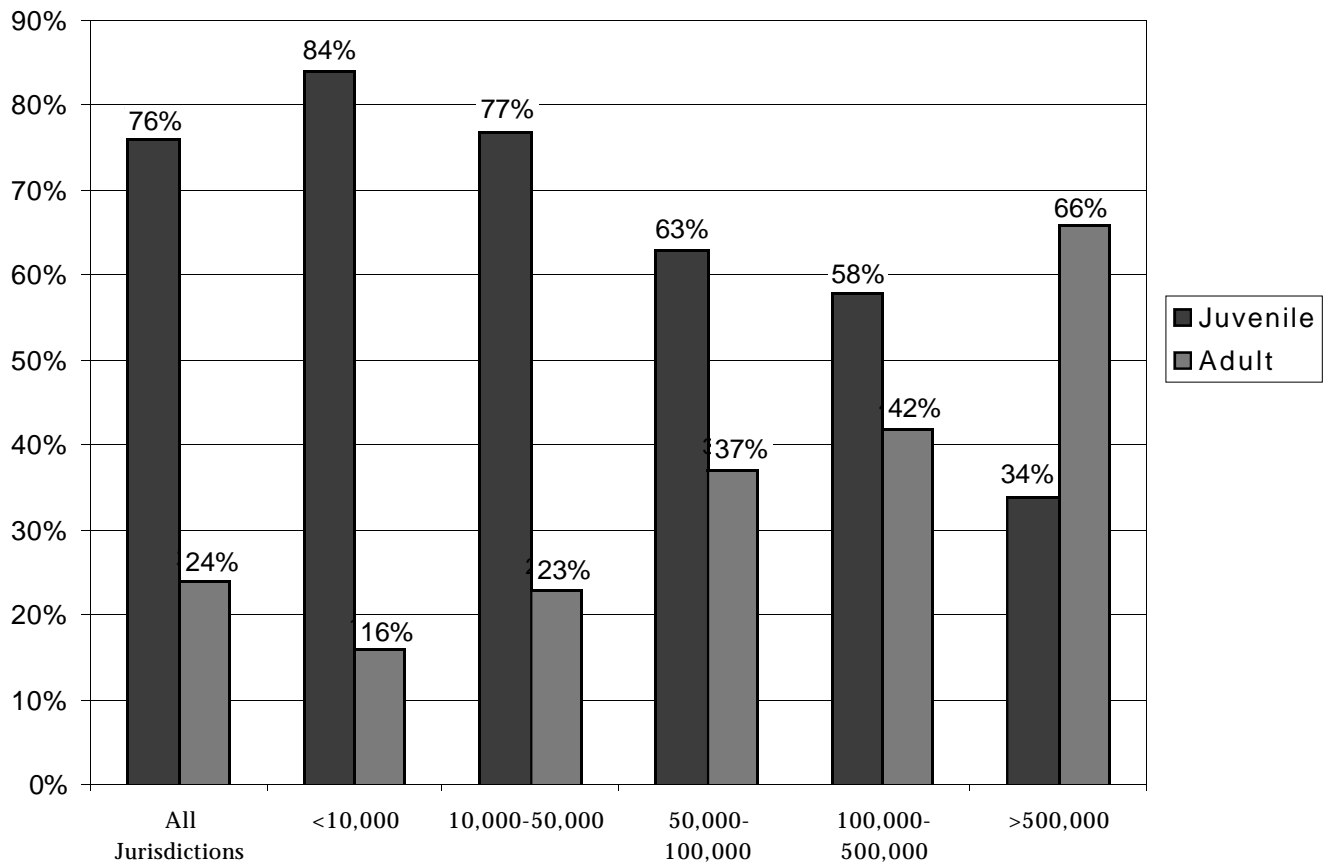
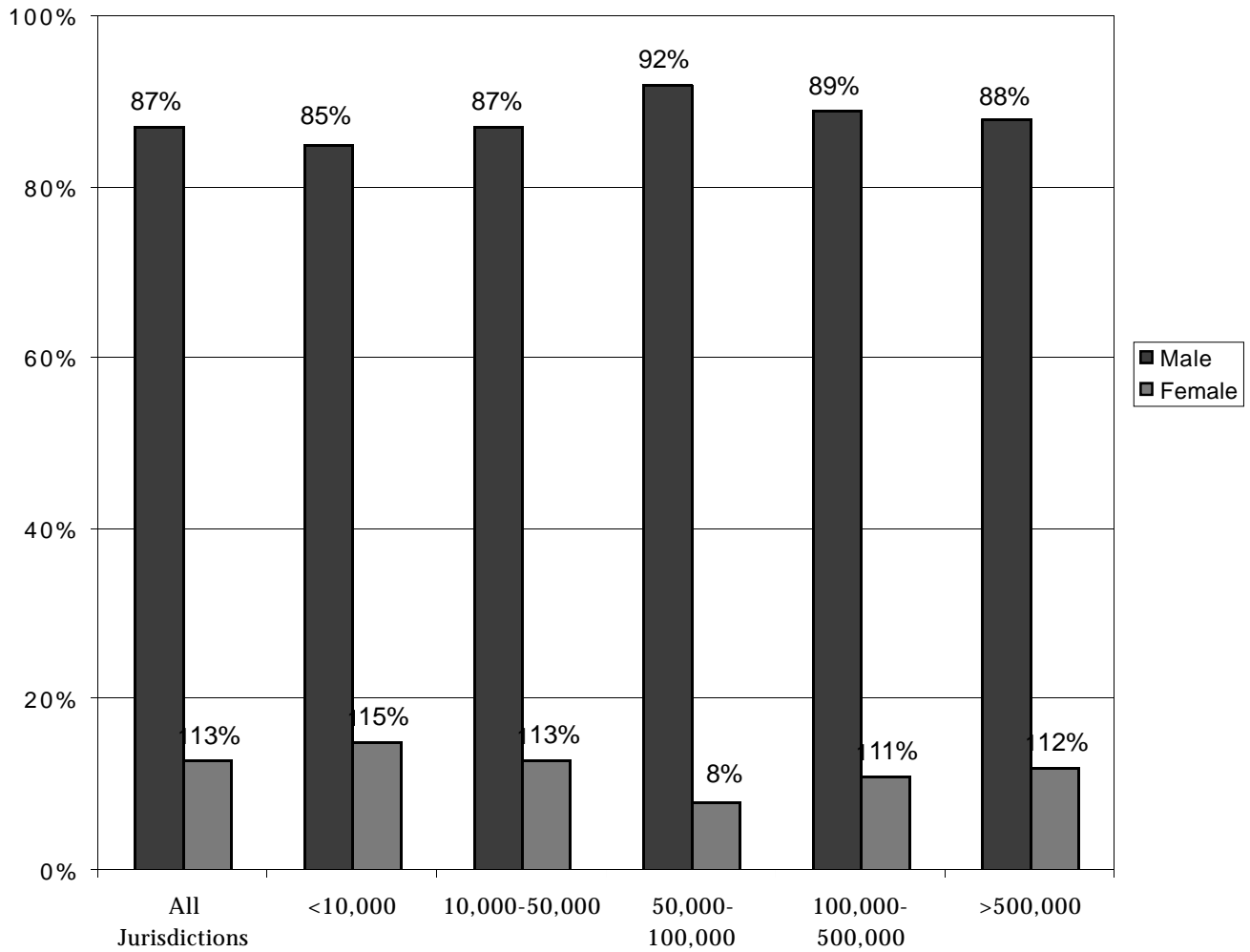


Figure 8. Ratio of Males to Females



Delinquent youth gangs are the predominant gang type in all jurisdiction sizes except those with population over 500,000. In jurisdictions with fewer than 10,000 residents, 124 agencies reported that delinquent youth gangs are the only type of gang present, as did 40 agencies in the 10,000–50,000 population category. Turf-based, gain-oriented and violence/hate gangs

become more prevalent as the size of the jurisdiction increased. Overall, it was reported that 76% of gang members were juveniles. Agencies serving smaller jurisdictions reported a higher percentage of juvenile gang members than those in larger jurisdictions. While the majority of gang members are male, 13% are female.

Car Clubs; Party Crews & Rave Crews

Respondents were asked whether gangs masquerading as car clubs, party crews, and rave crews are present in their jurisdiction. The definition of car clubs, party crews, and rave crews can be found in the Overview section of this report.

Based on the results of the survey, gangs masquerading as car clubs appear to be a problem predominantly found in larger cities and major metropolitan areas. Five of the seven police departments from major metropolitan areas reported the presence of car clubs that fit the definition of a criminal street gang, as do nine of the eighteen police departments in jurisdictions with 100,000 to 500,000 residents. Only a small fraction of police departments in smaller jurisdictions report seeing them.

As with car clubs, gangs masquerading as party and rave crews are a factor predominantly found in larger urban jurisdictions. Five of the seven major metropolitan police departments reported seeing them, as do eight of the

eighteen departments in the next smaller population category. The major metropolitan school district police department that responded, reported the presence of both gang-related car clubs and party/rave crews.

Prison Gangs

Respondents were asked about the degree to which prison gangs influence local street gangs in their jurisdictions. Police department responses are given in Figure 9. They show that prison gangs are a strong influence in larger jurisdictions and are exerting a moderate degree of influence in smaller jurisdictions as far down as the 10,000 to 50,000 population category.

Drug dealing is the criminal activity most heavily influenced by prison gangs. This influence is reported in significant numbers by police departments of all sizes. Prison gangs are also influential in auto thefts and prostitution in the major metropolitan areas. (See Figure 10.)

Figure 9. Are Prison Gangs Influential (Reported by Police Departments)

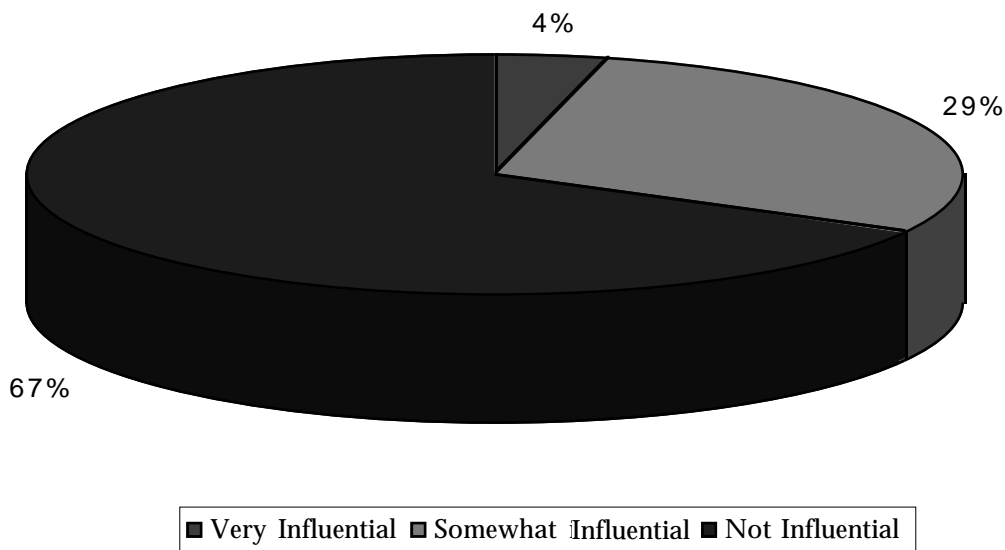
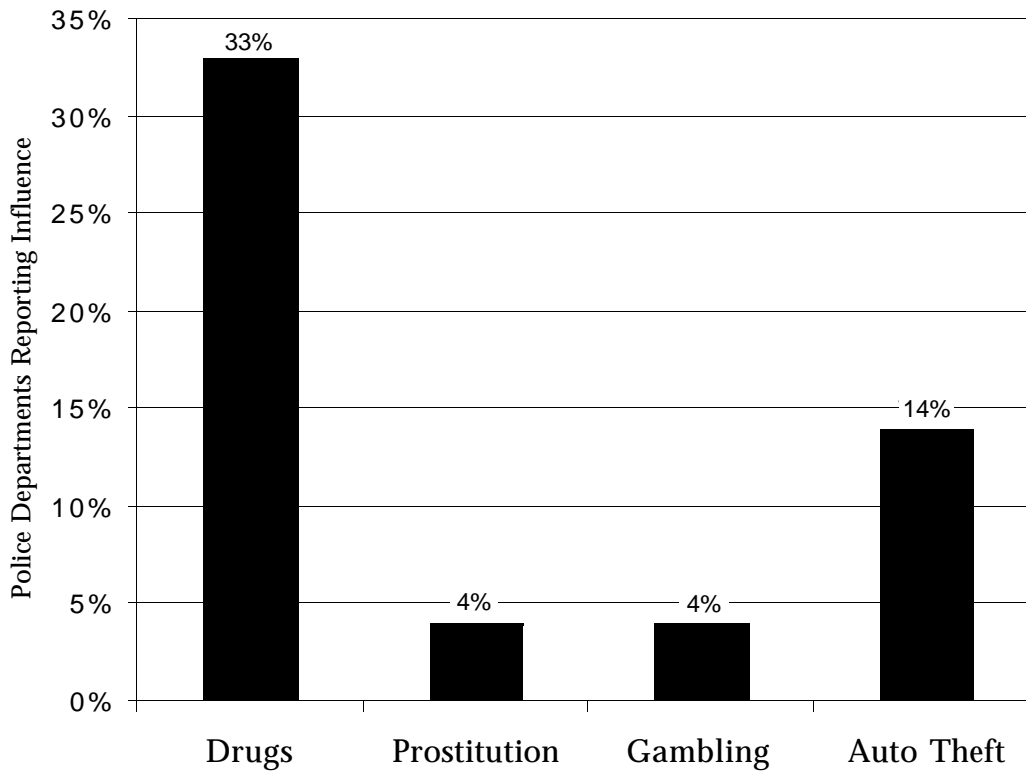


Figure 10. Crimes Influenced by Prison Gangs



Outlaw Motorcycle Gangs

Agencies were also asked whether outlaw motorcycle gangs are a problem. The results are given in Tables A & B at the beginning of Appendix E. None reported that bikers pose a serious problem for them. Their influence appears to be largely confined to the larger jurisdictions.

As with prison gangs, drug dealing was the illegal activity most influenced by outlaw motorcycle gangs. Only a handful of the police departments serving fewer than 50,000 residents reported the influence of bikers on criminal activity in their jurisdiction.

Gang Activities and Offenses

Agencies were asked to indicate what types of offenses were committed by gangs in their jurisdictions. Respondents were asked only what types of gang crimes occur, not how frequently these offenses occur. Responses are shown in Figure 11.

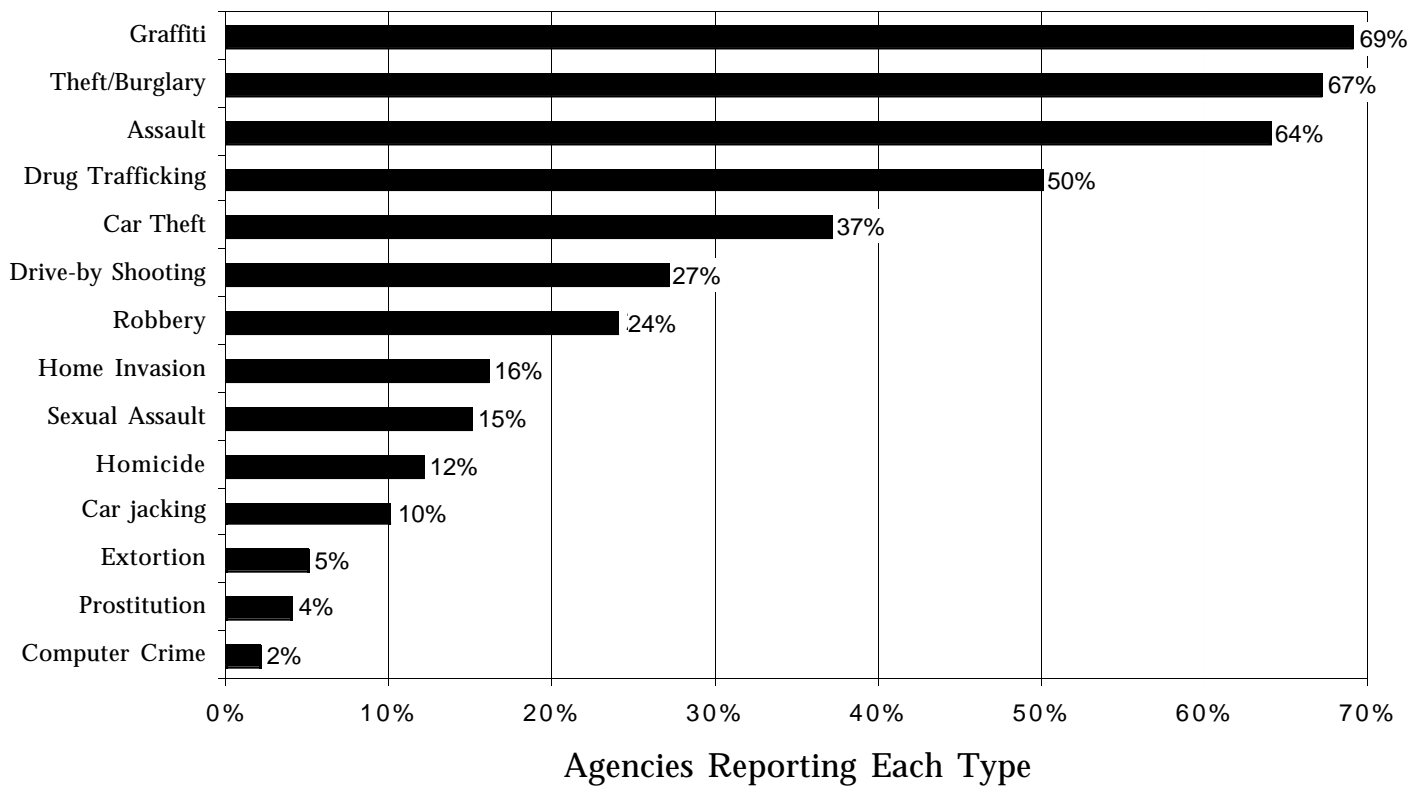
Graffiti, theft/burglary, assaults, and drug trafficking were the most commonly seen gang-related offenses among all agencies. A large majority of agencies in each population category above 10,000 reported the occurrence of these crimes within the jurisdiction. Over half of the agencies in jurisdictions with less than 10,000 residents reported seeing graffiti and

thefts, while nearly half reported seeing assaults, and more than a third reported seeing gang-related drug trafficking.

For some of these crimes, there is a steep drop in the report rates between two jurisdiction sizes. Most of the 14 major metropolitan agencies reported the occurrence of gang-related homicides, carjackings, home invasions, and sexual assaults. By contrast, less than half of the agencies in the 100-500,000 population category reported the occurrence of these crimes.

The profit-making activities most frequently cited by respondents were drug sales, burglary, and theft. Other profit-making activities reported include robbery, gambling, gun trafficking, car theft, car chopping, fencing stolen property and

Figure 11. Offenses Committed by Gangs



auto parts, cellular phone and computer cloning, and smuggling illegal immigrants.

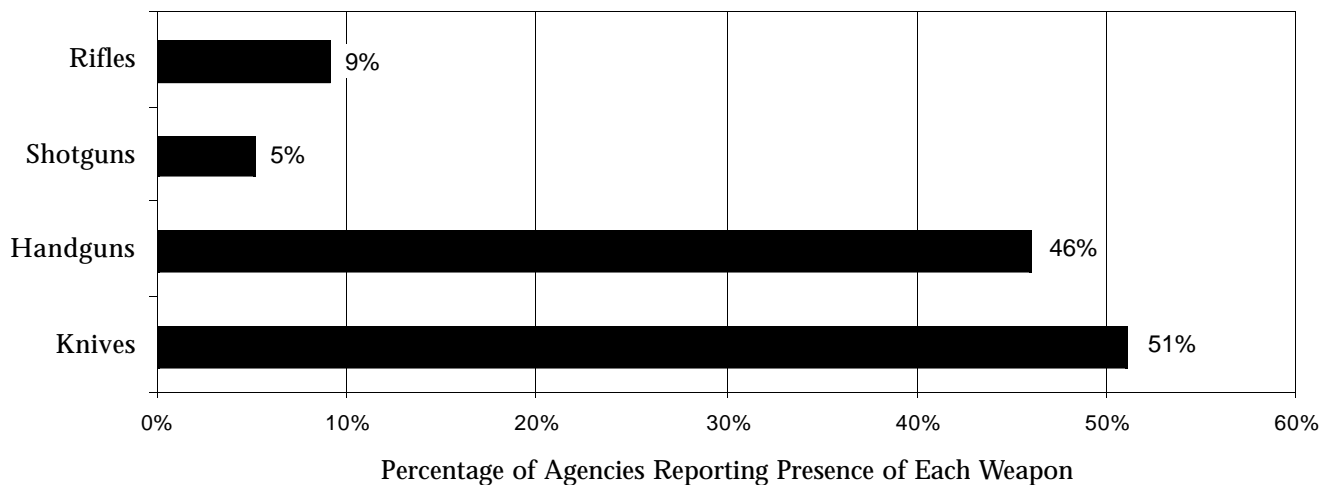
Weapons Used by Gangs

Agencies were asked to describe the types of weapons being used by gang members. The results given by all agencies are shown in Figure 12. Please note that these results only show whether these weapons are in use, not how many are used or how frequently they are used.

For all respondents, knives are the weapon most frequently cited as being used by gang members. Among agencies serving over 50,000 residents,

89% reported that handguns were in use by gang members, while 70% reported the presence of knives. In jurisdictions with less than 50,000 residents, knives and other cutting weapons were reported by the largest percentage of agencies, followed closely by handguns. A small number of agencies in the smaller jurisdiction sizes reported the presence of rifles, shotguns, and assault weapons, with the reporting rates steadily increasing with population size. A majority of the major metropolitan agencies reported the presence of rifles, shotguns, and assault weapons.

Figure 12. Weapons Used by Gang Members



Drive-By Shootings

Agencies were asked if they keep a tally of actual or suspected drive-by shootings that occur in their jurisdiction. Two-hundred-twenty-five respondents—56% of those who answered the question—report keeping such a tally. This was up from 110 respondents in the 1997 report.

Of the total number of drive-by shootings recorded, 575 took place in major metropolitan jurisdictions. Another 482 were recorded in jurisdictions with 100,000 to 500,000 resi-

dents. The balance occurred in the smaller jurisdictions. In jurisdictions with less than 50,000 residents, 140 agencies that keep count, reported that no drive-by shootings occurred within their jurisdiction.

Please note that these figures cannot be viewed as a complete and total count of the number of drive-by shootings in Texas in 1997, since there is probably some overlap in the counts. Also, these agencies represent only a portion of the police, sheriffs, and prosecutors in the state.

Figure 13. Agencies That Track Drive-by Shootings

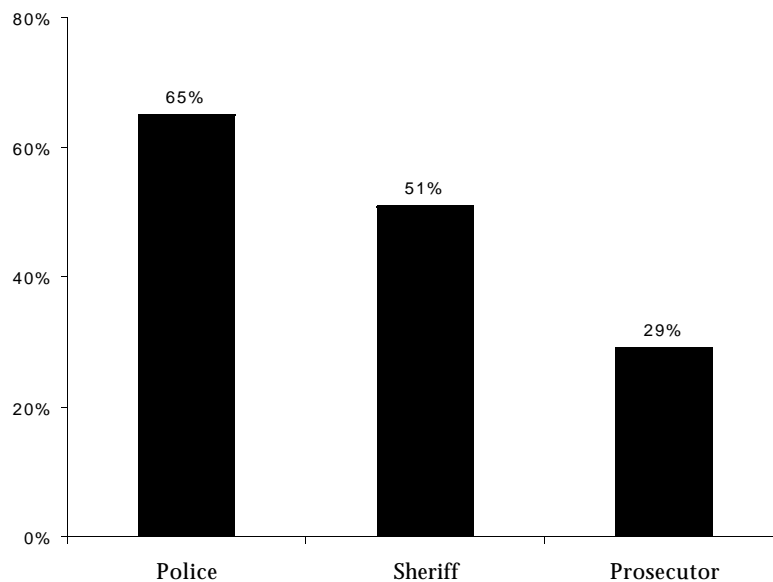
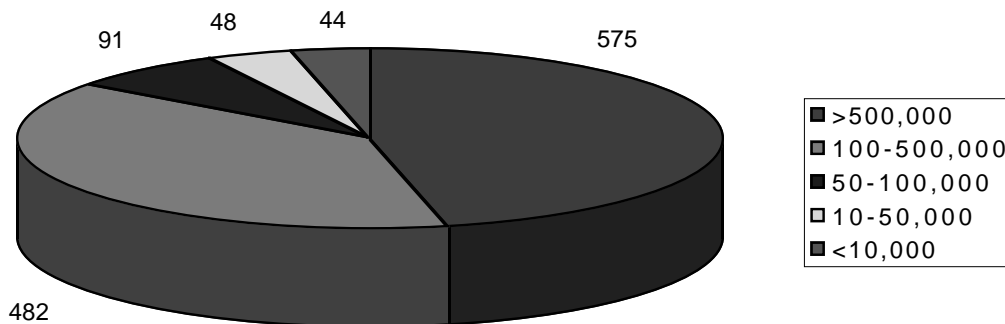


Figure 14. Number of Drive-by Shootings in 1997, By Jurisdiction Size



Gang Activity in Schools

Agencies were asked to what degree gangs are a problem on their school campuses. The results are shown in Figure 15.

Over half of all responding agencies report that gang activity is somewhat of a problem on their school campuses, and 45 respondents

(11%) reported having a serious problem. Of the 14 major metropolitan agencies who responded, six reported that gangs are a serious problem, and another six reported that they are somewhat of a problem. Of the 150 agencies reporting little or no gang activity in their schools, nearly all serve jurisdictions with fewer than 50,000 residents.

Figure 15. Are Gangs a Problem in Schools
(All Agencies)

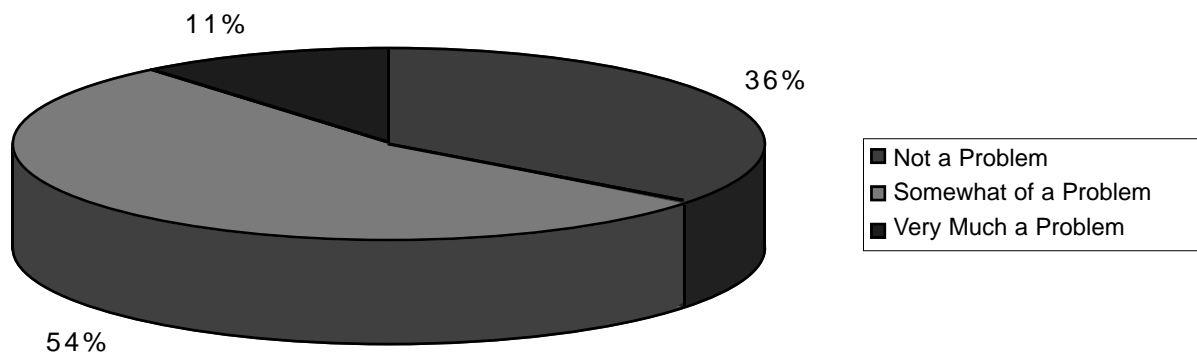
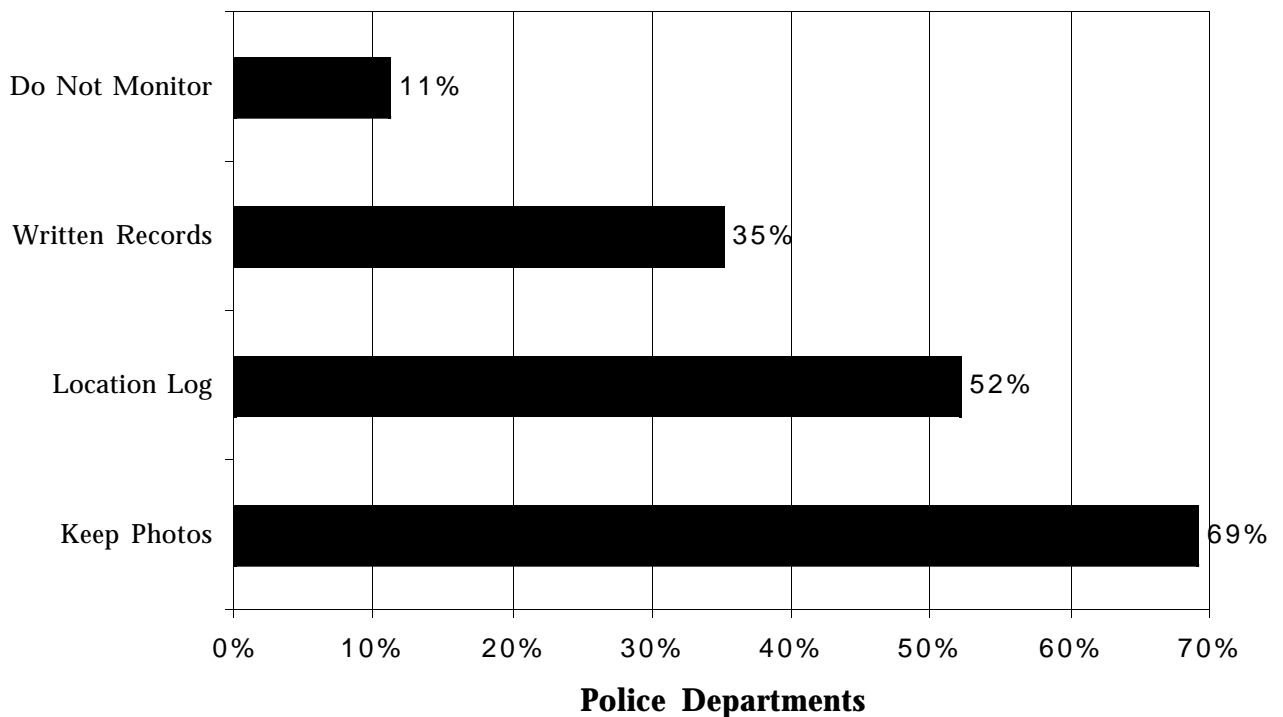


Figure 16. Graffiti Records Kept



Graffiti

Some type of gang-related graffiti is present in mid-size and large cities and counties, while over two-thirds of all small jurisdictions reported seeing it as well.

Survey respondents were asked if they have had a problem with “etching” or “scratchiti.” This refers to etching or scratching tags, gang symbols, and other graffiti into surfaces instead of using spray paint or marking pens, and is now included in the legal definition of graffiti (Penal Code Sec. 28.08). Eight of the 13 responding major metropolitan agencies reported seeing scratchiti in their jurisdiction, while only a small percentage of medium-size and smaller jurisdictions reported having this problem.

Graffiti Monitoring

Graffiti monitoring is one anti-gang tactic used by Texas police and sheriffs. It takes many forms, including keeping photographs or a written log of locations where graffiti was found.

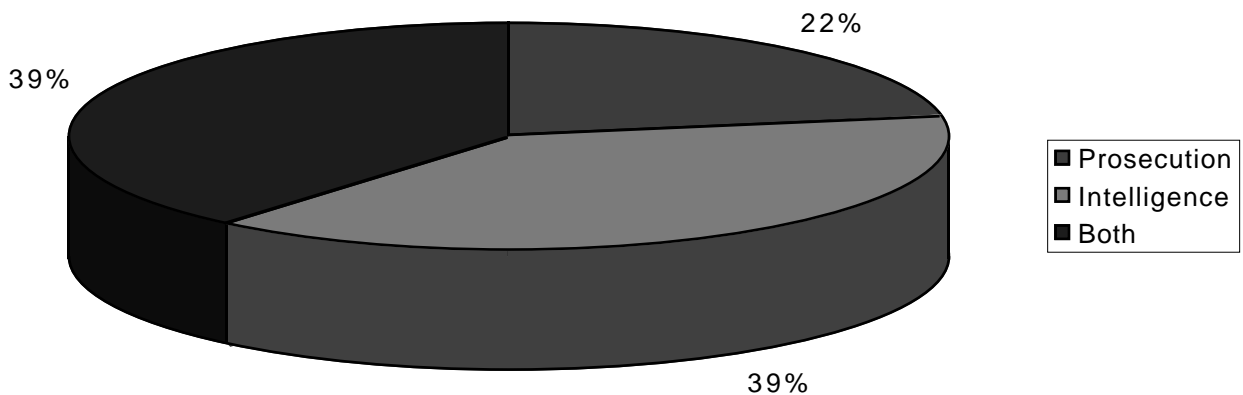
Nearly all of the responding police departments in jurisdictions with more than 10,000 residents reported keeping photographic records of graffiti, and a majority of the departments in jurisdictions under 10,000 do

as well. A majority also reported logging the locations where graffiti is found. Several departments reported that their officers keep a mental note of where graffiti is occurring, but that they do not maintain a written or photographic record. Others reported including graffiti information as part of criminal mischief and offense reports.

Responding agencies were also asked if the graffiti information they gather is used primarily for prosecution of graffiti cases, as intelligence in investigating other gang-related offenses, or both. Responses are shown in Figure 17.

Among those who responded, sheriffs and prosecutors generally reported using this information primarily as intelligence in other gang control efforts, rather than for prosecution of specific graffiti cases. Police departments were more likely to report using it for both purposes. In volunteered written comments, respondents also gave specific uses for graffiti information. These include: determining which gangs are active and tracking their territories, tracking gangs from nearby cities, coordinating eradication efforts, identifying specific gang members, determining locations for surveillance and patrol, and teaching others how to read graffiti.

Figure 17. How Graffiti Information is Used



Statutory Remedies for Graffiti

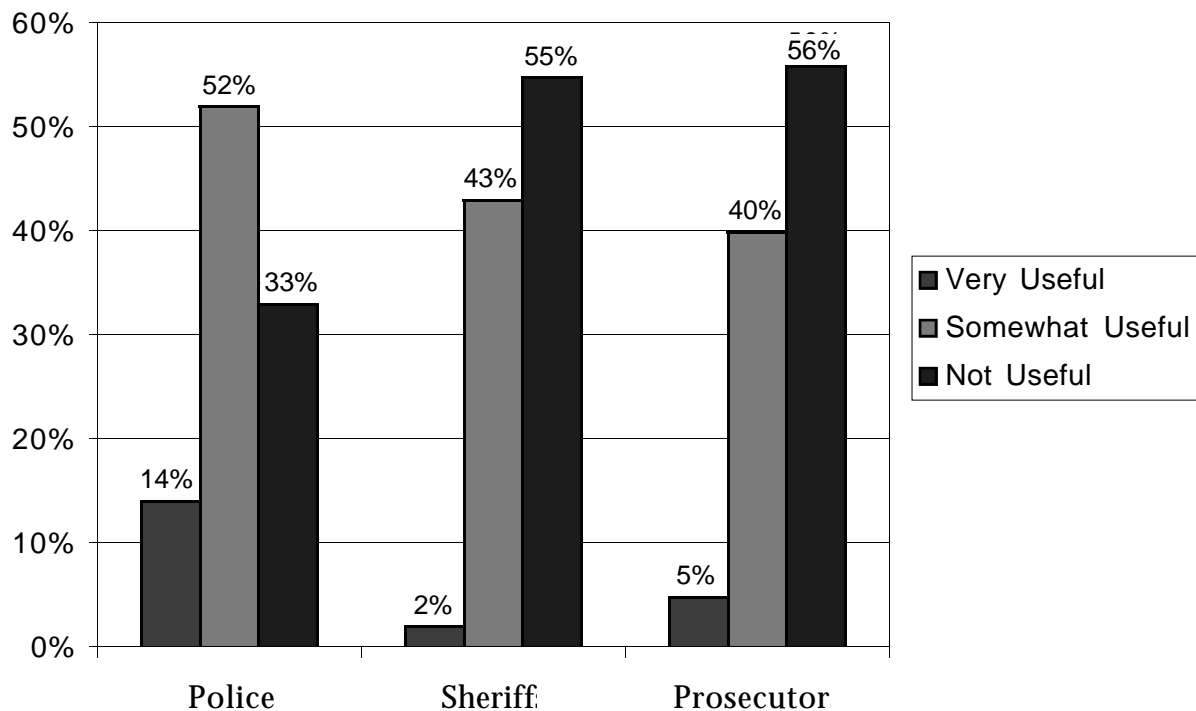
In 1997, the Texas Legislature enacted Penal Code Sec. 28.08, making graffiti a separate crime in Texas. Depending on the dollar amount of damage caused, a person caught marking graffiti can be charged with an offense ranging from a Class B misdemeanor up to a first degree felony. Respondents were asked whether the new graffiti law has been useful to them. A majority of agencies reported that they have found the law somewhat helpful. Larger jurisdictions were more likely to report that the statute has been very helpful or somewhat helpful than were smaller jurisdictions.

Two-thirds of the responding police departments reported that the law has been very useful or somewhat useful to them. A majority of responding sheriffs and prosecutors reported

the law has not been useful to them. The results are shown in Figure 18.

Article 102.0171 of the Texas Code of Criminal Procedure authorizes a county to establish a graffiti eradication fund. Persons convicted under the new graffiti statute are required to pay a \$5 fee to the fund as part of their court costs. The purpose of the fund is to repair damage caused by graffiti, provide educational and intervention programs related to graffiti, and provide rewards for identifying and aiding in the apprehension and prosecution of persons who do graffiti. Just under one-third of the responding major metropolitan agencies (4 of 13) reported having a county fund in place. Six percent of all agencies (27 respondents) report that their county has a graffiti eradication fund.

Figure 18. Usefulness of New Graffiti Law



Outside Influences on Texas Gangs

Respondents were asked to indicate whether various sources of outside influence were causing problems in their jurisdictions. Respondents could choose more than one answer.

A majority of the agencies serving large jurisdictions reported the influence of gangs from other Texas cities. According to past Attorney General gang surveys, influence has generally flowed from gangs in the major metropolitan cities into outlying areas and smaller Texas cities, not vice versa.

The Crips and the Bloods were the most frequently cited West Coast gang nations, although the major metropolitan agencies reported considerable activity by the Sureños, and to a lesser extent, by the Nortenos. A number of agencies in areas with populations of under 10,000 also reported the influence of the Crips and the Bloods in their jurisdictions.

Of the two Midwestern gang nations, the Folk were cited most frequently, followed by the People. Their influence is still primarily found in jurisdictions with more than 10,000 residents. The Latin Kings, a subgroup of the People nation, seem to be having a significant impact; 28% of all respondents cited this gang as an outside influence.

Some respondents cited the influence of Latin American gangs, including gangs from El Salvador and Colombian narcotics gangs. Respondents also reported the influence of Vietnamese, Cambodian, Thai, Korean, and other Asian gangs. One agency reported the influence of gangs from the Northeastern United States.

Respondents were also asked to describe what form this outside influence takes in their jurisdiction. Respondents could choose more than one option. The results can be found in Figure 20.

Figure 19. Sources of Outside Influence

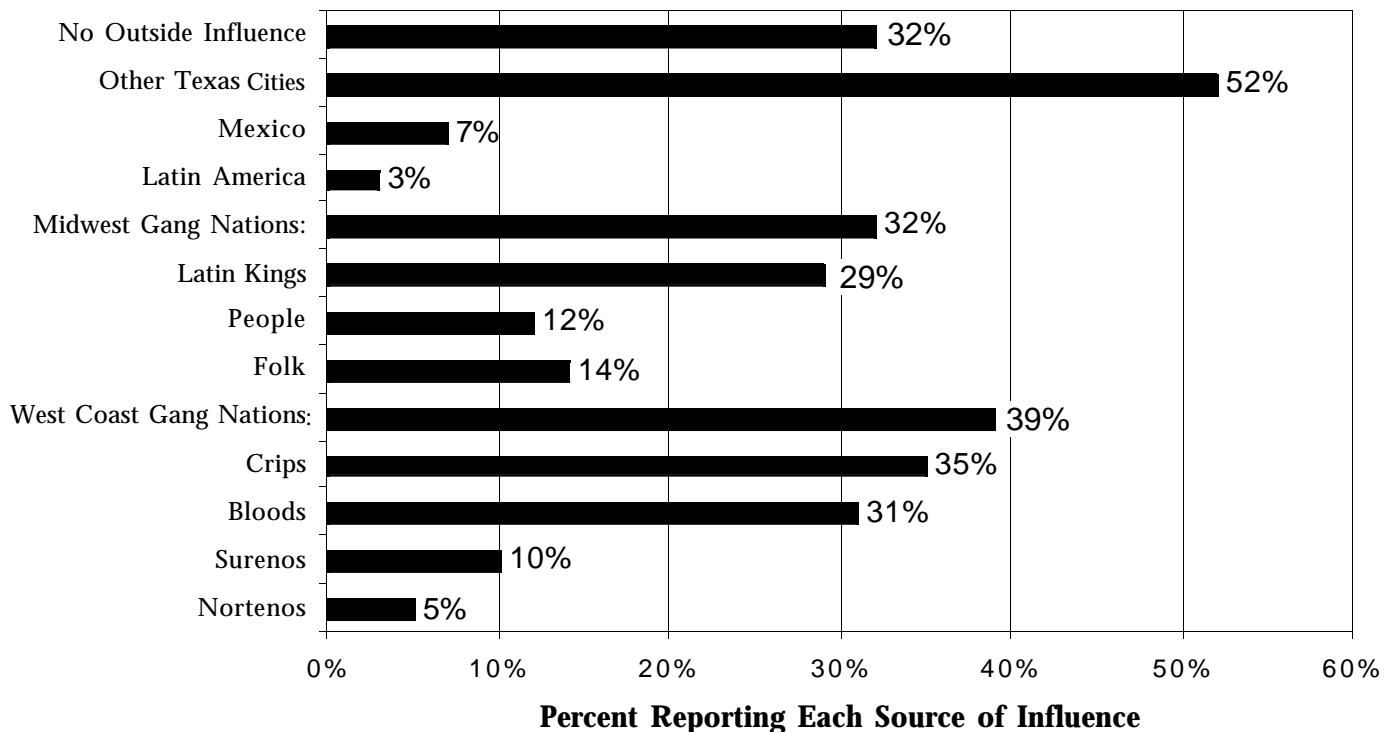
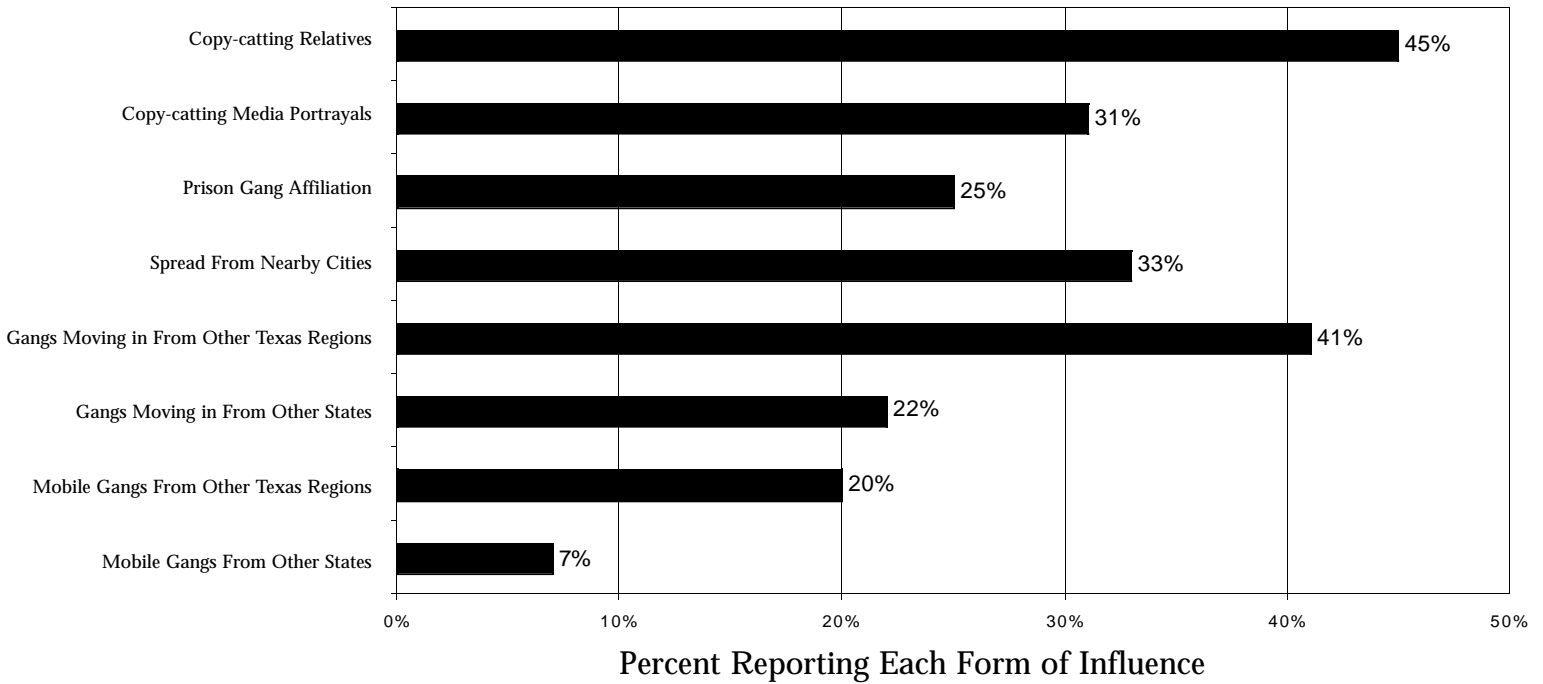


Figure 20. Forms of Outside Influence



Overall, family members who are active in gangs are the most prevalent form of influence on gangs in Texas.

The other notable result is the increasing movement of gangs in Texas, particularly seen in the number of jurisdictions with fewer than 50,000 residents which reported the influence of mobile gangs from other parts of Texas (gangs which travel to another community, commit offenses there, then return home) as well as gangs that move in permanently from nearby cities, other areas in Texas, and other states.

Enforcement, Intervention and Prevention Strategies

Agencies were given a list of widely-used anti-gang enforcement methods and prevention programs. They were asked to indicate those which they had found effective. The respondents could choose more than one option and could also

volunteer other answers. The results are shown in Figure 21 and Figure 22.

Among police departments serving fewer than 50,000 residents, community policing was most frequently cited as being effective. The same was true in the larger jurisdictions as well as when results were broken down by agency type.

Among police departments serving 50,000 to 100,000 residents, code enforcement/nuisance abatement and multi-agency collaboration were most frequently named as effective strategies. Departments serving 100,000 to 500,000 residents named graffiti enforcement as effective, followed by code enforcement.

All seven of the responding major metropolitan police departments reported code enforcement and multi-agency collaboration as effective. Six of the seven cited graffiti abatement and community policing as effective strategies. Among the various intervention and preven-

Figure 21. Enforcement Strategies

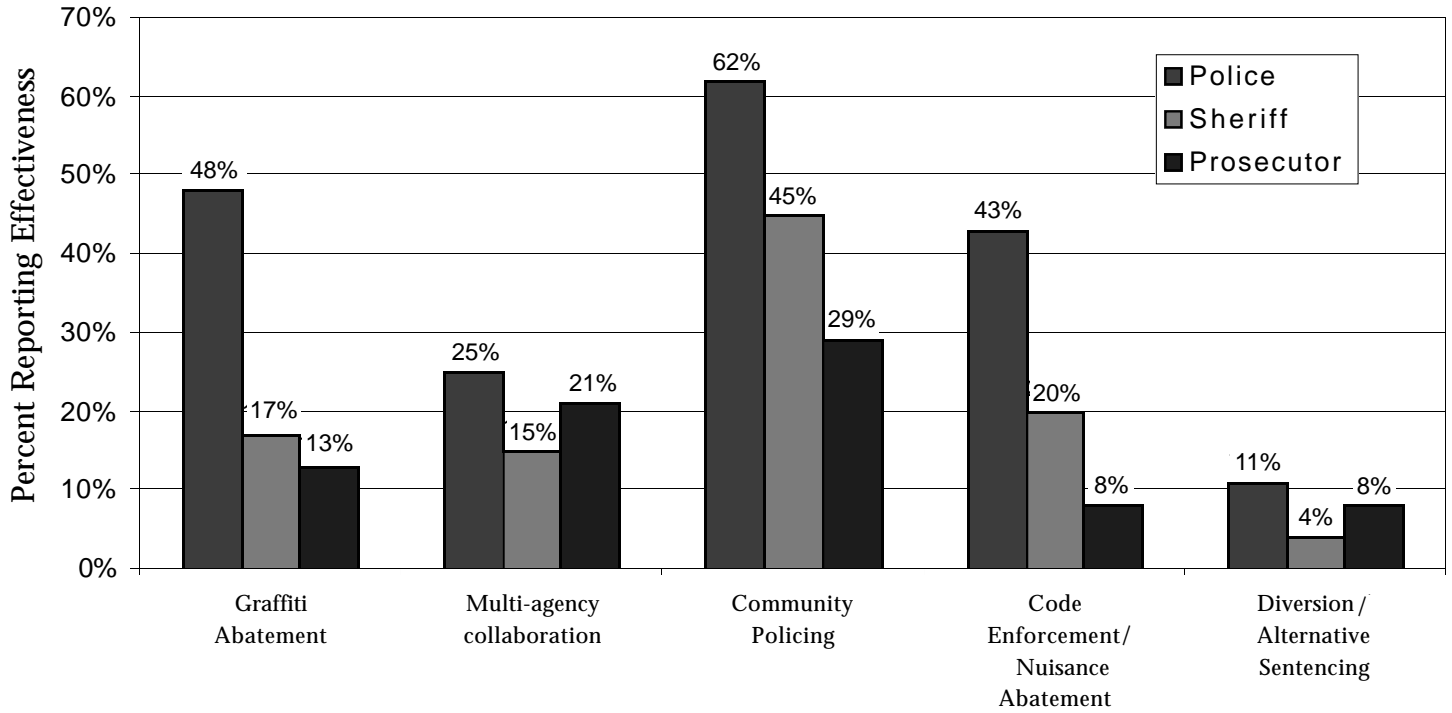
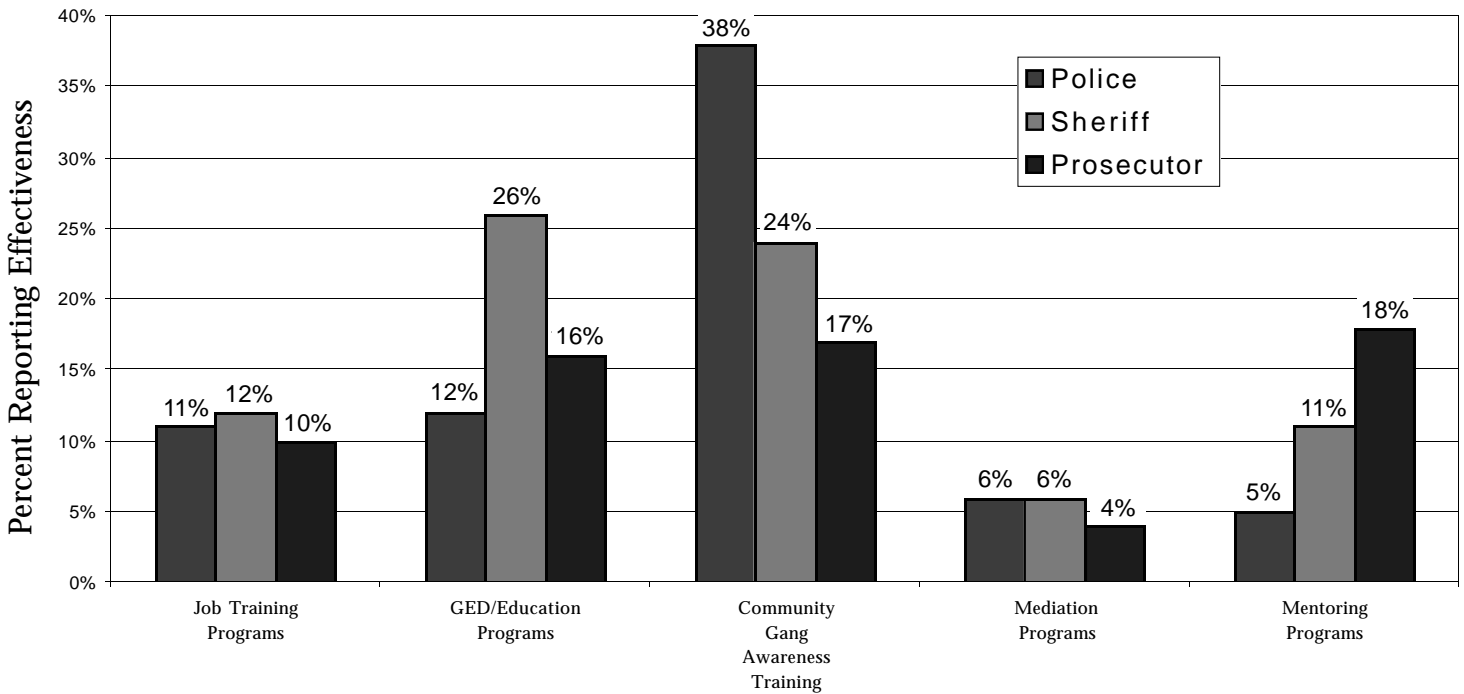


Figure 22. Intervention/Prevention Strategies



tion strategies listed, community gang awareness training was generally cited most frequently, especially among police departments serving more than 50,000 residents.

A large majority of agencies (89%) said they would find it somewhat or very helpful to have assistance with prosecuting gang offenses.

Information Sharing

Respondents were asked to list the local agencies with whom they share information on gangs. Most agencies reported sharing information with nearby police, sheriffs, constables, parole/probation officers, schools, and to a lesser extent, local prosecutors. A small fraction

reported sharing information with local social service agencies. This holds true for all jurisdiction sizes. However, agencies that serve medium and large jurisdictions were more likely to report sharing information with various other agencies than were agencies serving small jurisdictions. The results are shown in Figure 23.

Figure 23. Sharing Information With Local / Nearby Agencies

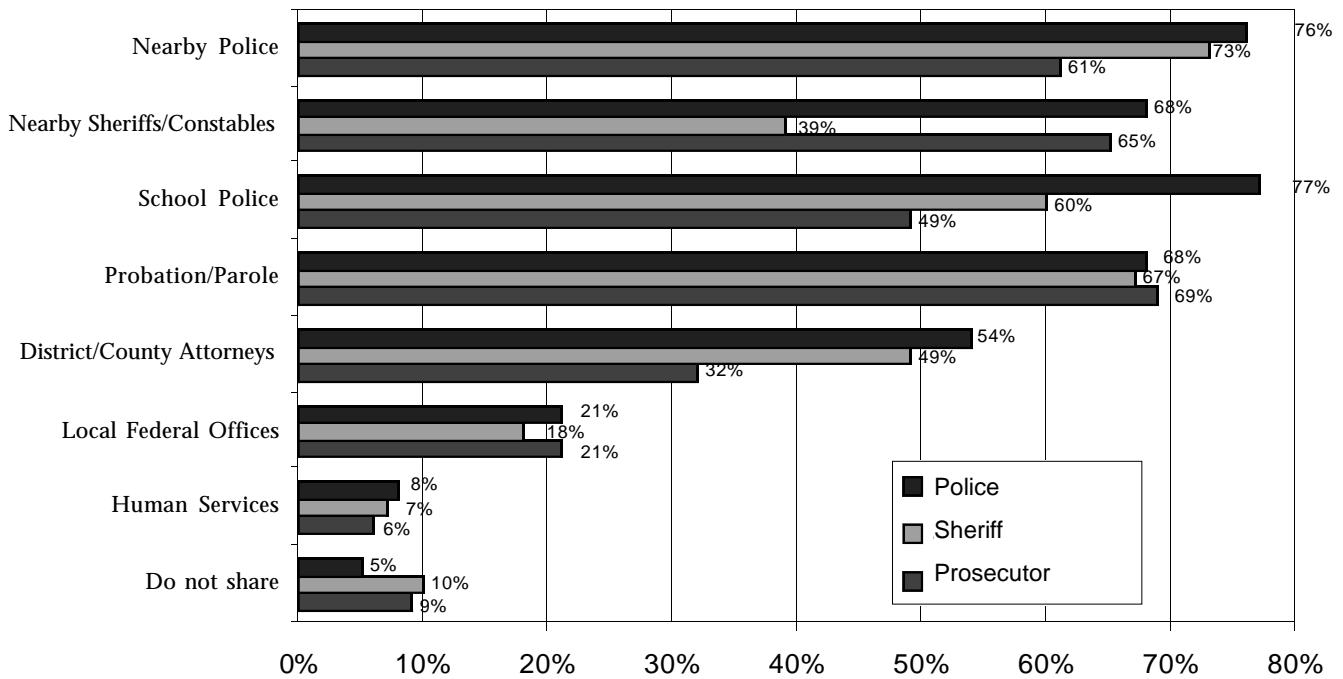
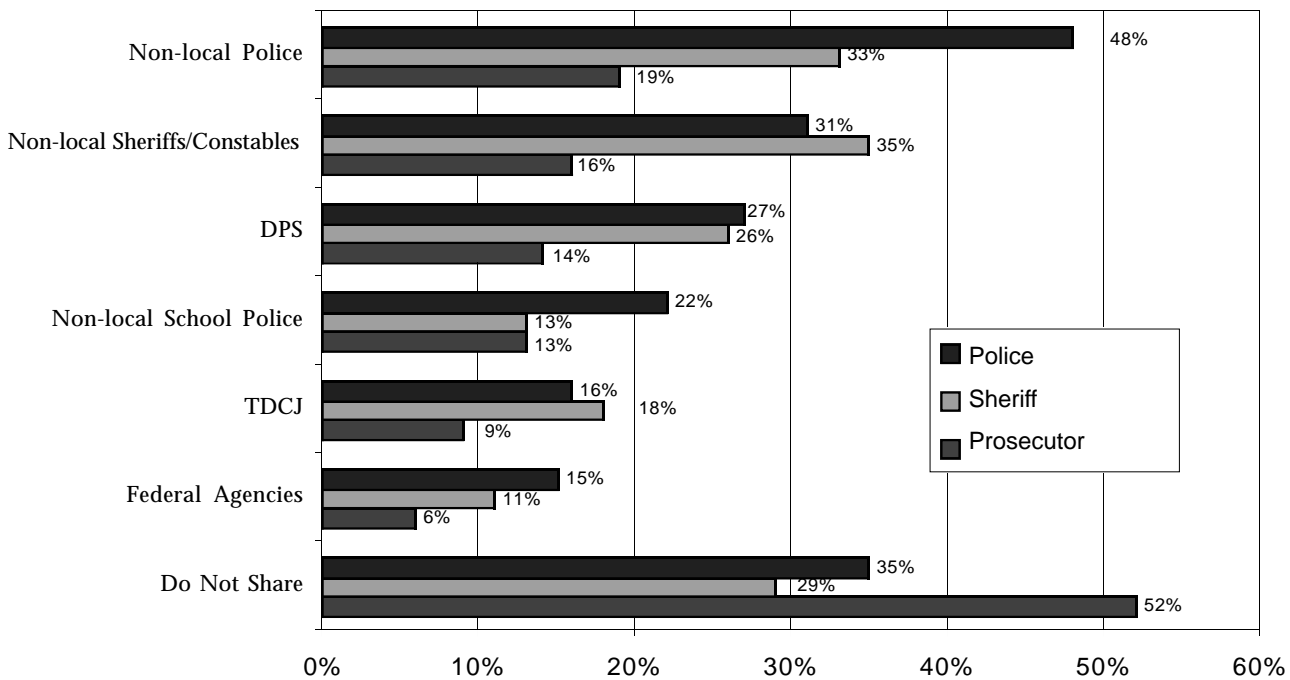


Figure 24. Sharing Information with Non-Local Agencies



Agencies were also asked how much they share information with agencies outside their own jurisdictions, including non-local police and sheriff's departments, various state agencies and federal law enforcement officials. The results are presented in Figure 24. Agencies could choose more than one option.

Gang Task Forces

Some agencies have found interagency gang task forces to be useful tools for sharing gang intelligence, coordinating enforcement efforts, and organizing intervention and prevention programs. Eighty-two agencies reported that an interagency gang task force is in operation in their jurisdiction. For those agencies, Table III

shows which local entities are most likely to be included in an interagency gang task force.

In volunteered written responses, a number of respondents reported having an informal working relationship with a gang task force in their area without being full-fledged members. Others reported working with other local agencies, but that they have not formally organized as a task force.

Just over 300 respondents reported that there is no local interagency gang task force present in their jurisdiction. However, 215 of these were from jurisdictions with fewer than 50,000 residents and also reported that gangs are not a problem or are a minor problem.

Table III. AGENCIES INCLUDED IN INTERAGENCY GANG TASK FORCE

(For agencies who report having task force in place)

	Number	Percent
School District Police	42	46%
Juvenile Probation/Parole	48	53%
District or County Attorney	45	49%
Other Local Government Agencies	54	59%
Adult Probation/Parole	33	36%
Housing Authority	5	5%

Table IV. CRITERIA USED TO IDENTIFY GANG MEMBERS

(Police departments who report using each type of identifier; departments could choose more than one option)

	All Police (n=291)	<10k (n=188)	10k-50k (n=65)	50k-100k (n=13)	100k-500k (n=18)	>500K (n=74)
Wear Gang-style Clothes	155 (53%)	86	41	11	13	4
Associates with Gang Members	166 (57%)	87	45	12	16	6
Claims to be Gang Member	174 (60%)	94	46	12	15	7
Reported by Informant	123 (42%)	56	37	10	15	5
Reported by Parent	120 (41%)	55	34	11	16	4
Picked Up with Gang Members	135 (46%)	73	39	9	11	3
Arrested with Gang Members	148 (51%)	73	44	10	16	5

Tracking And Recordkeeping

Record keeping on gangs and gang-related activity varies widely, both by type of agency and size of jurisdiction. Many agencies reported that they do not keep formal records on gangs or gang activity. In addition, a variety of definitions and criteria are used by those who do track gangs, making it difficult to compare the extent of gang activity from one city or county to the next. This may also make it difficult for different law enforcement agencies within a county or metropolitan area to share information and spot trends in gang activities in their area.

Among those respondents who answered the question, 32% reported maintaining a database of local gang intelligence information. Thirteen of the 14 major metropolitan agencies reported using an intelligence database, as did 21 of 37 agencies in jurisdictions with 100,000 to 500,000 residents, and 14 of 23 agencies in jurisdictions of 50,000 to 100,000 residents. Police departments (38%) were twice as likely as sheriffs (19%) to report having a local gang database. Prosecutors (12%) were least likely to report maintaining their own database.

Survey respondents were asked to indicate the criteria used to identify gang members. Table IV shows how many police departments selected each option. Respondents could select more than one.

Most departments required that between one and three criteria be present before identifying an individual as a gang member, although a few required as many as five or six.

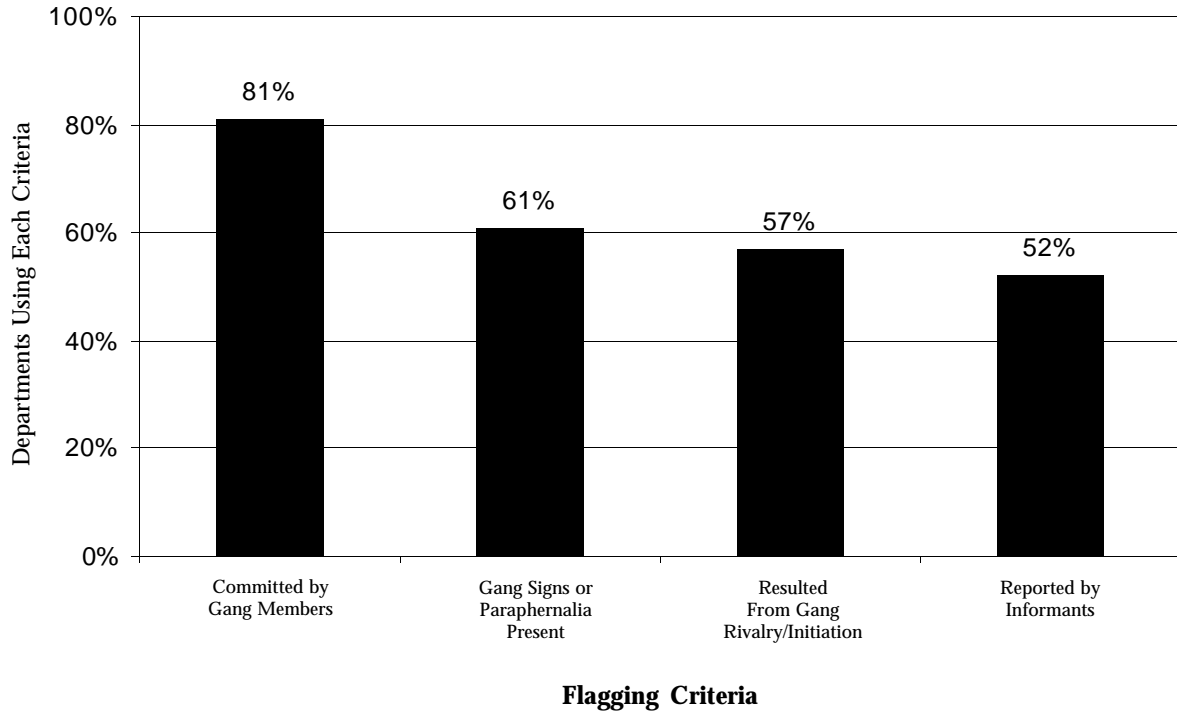
Respondents were asked to list other criteria used to identify gang members. Among the criteria mentioned are tattoos, gang photos, hand signs and gang symbols, gang graffiti found on notebooks and other personal belongings, and through documentation received from other law enforcement entities. One department reported having 14 criteria, and that an individual must show three of those criteria to be identified as a gang member. Another department reported using separate criteria for gang members and associates.

Respondents were also asked whether they flag offenses as gang-related, and to list the criteria they use. More than one-third (156 respondents, 35%), reported that they do not flag offenses as gang-related. The criteria used by the 179 agencies that do report flagging offenses are presented in Figure 25. Respondents could choose more than one option.

A large majority of the respondents, 85%, support development of a statewide database of intelligence information on gangs in Texas. Support was strong across all jurisdiction sizes and types.

Respondents also stated that a confidential Web site profiling active gangs in Texas would be very useful (42%) or somewhat useful (44%) to their departments. The Web site would be accessible only to law enforcement. See Appendix B for instructions on how to include local information in this website, together with the text of SB 1578, which authorizes the Office of the Attorney General to establish the Web site.

Figure 25. Flagging Gang-Related Offenses



GANGS in Texas: 1999 community response

Addressing a Community's Gang Problem

As was indicated by the respondents, gangs are a problem in every size jurisdiction in Texas. The types of gangs, size of gangs, and outside influences of gangs vary from community to community.

This section presents a model for analyzing the gang situation in a community and planning a response. It also describes several gang activity response programs currently in place in Texas cities and counties.

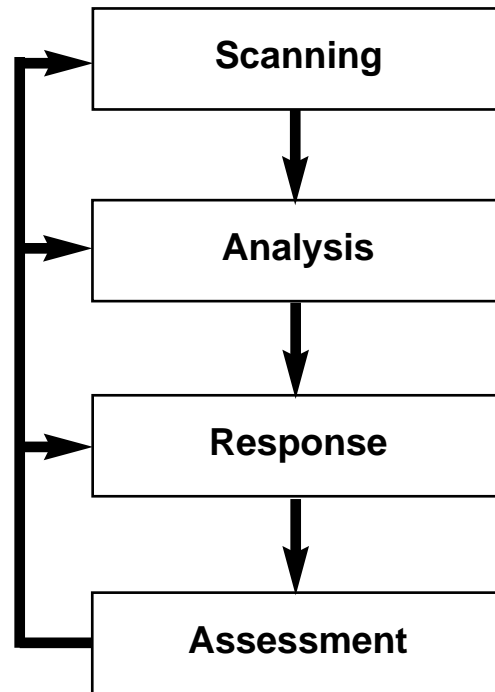
SARA: Scanning, Analysis, Response & Assessment Model

Any comprehensive problem-solving model for addressing gang problems must be flexible enough to provide effective solutions, regardless of the specifics of a community's gang problem.

The Bureau of Justice Assistance (BJA), in conjunction with the Police Executive Research Forum (PERF), has developed a Comprehensive Gang Initiative prototype model called SARA (Scanning, Analysis, Response, Assessment) which aims to be adaptable, flexible, and multi-faceted. This model is presented here as a tool to assist in the problem-solving process, not as a solution. A problem-solving worksheet from the BJA is included in Appendix C.

Before the scanning stage can begin, a working group should be established. This group should be representative of the community in order for a true collaborative effort to be developed. Group members may include local community

Figure 1. SARA Model



officials, schools, parents, law enforcement, prosecutors, community action groups, etc.

Scanning Stage

Once the group has been established, the scanning stage can begin. Each member of the group is responsible for identifying problems related to gang activity. The SARA model describes a problem as “a group of harmful incidents occurring in a community that are similar in one or more ways and of concern to the public.” An offender, a victim, a place, and a time are elements needed to identify the problem. It is suggested that the following problem statement can be used in problem identification:

*(Victims) are (harmed) by the (behaviors)
of (offenders) at or in (places) at (times).*

For example, an elementary school is having problems with tagging. The completed problem statement could be:

Bowie Elementary School students are frightened by the graffiti of gang members on outdoor school walls before and after school.

Analysis Stage

The next stage is used to allow the group to fully analyze the problem. This is the most important step in the SARA model because the results of this stage are used to develop appropriate responses to the problem and assess the effectiveness of those responses. Information should be collected on the offenders, victims, and third parties involved in the incidents, as well as detailed data on the incidents and reactions from all segments of the community. The BJA suggests that the following methods be used to gather information about the problems identified:

- Surveys or interviews of residents, victims, store clerks or managers, passers-by, neighbors, offenders, police officers and detectives, security personnel, parks and recreation employees, and teachers.
- Documented observations of problem locations, including recording pedestrian and vehicular traffic counts, demographic characteristics, and activities of persons in the area; measuring lighting and ambient noise; counting the incidence of litter, vandalism, graffiti, abandoned cars, or other environmental features; and taking photographs or videos or making sketches, maps, or charts with space for recording information.
- Statistics including police records, incident reports, and calls for service; court records; school attendance files including truancy and suspension records; sales receipts of local businesses; and sales records of specific tools (such as spray paint).

All this data will allow the group to fully analyze the problem and provide a more specific problem statement. The group is then ready to set goals for solving the problem. Because not all problems can be completely resolved, the BJA suggests that the goals should be based on one of the following objectives:

- Totally eliminating the problem
- Substantially reducing the problem
- Reducing the problem
- More effectively dealing with the problem

For the example above at Bowie Elementary School, a revised problem statement after the analysis stage might be:

Bowie Elementary School students are afraid of being attacked and robbed because of the graffiti of Austin Middle School gang members on outdoor school walls walking to and from school.

The group may decide that they can eliminate the graffiti and thereby reduce or eliminate the students' fears.

Response Stage

Using the analysis of the problem and the goals determined for addressing it, the group now needs to consider possible responses to the problem. The group should brainstorm to list all responses, no matter how wide ranging. Pros and cons of responses will be discussed later in the response stage, so at this point, no option should be ruled out. The following list, while not exhaustive, gives possible strategies for identifying and implementing a range of responses:

- Focus on the small number of persons who account for a disproportionate share of the problem.
- Analysis of a problem often leads to the recognition for improved connections with other governmental and private services.
- Mobilize the community to identify and implement specific responses.
- Sharing sound and accurate information

is one of the least used responses, but has the potential to be the most effective for a wide range of problems.

The group should then collect information about the legality, cost, effectiveness, and value to the community for each response. The group will use this information to select the most effective response or responses.

When a response is to be implemented, the following factors are crucial to the success of the implementation:

- **Leadership.** A designated leader or leaders should be responsible for disseminating information, coordinating tasks, and creating an atmosphere of cooperation among the participants.
- **Teamwork.** Clearly defined roles for each participant and a positive exchange of information should be formulated.
- **Communication.** The leader or leaders should continuously keep in touch with all involved in the response effort so they have accurate information about the problems and successes with the response effort.
- **Administration.** Information about the response effort should be easy to record and easy to share so that there can be continuous monitoring of the effort.

With these factors in mind, the following activities are necessary to implement a response effort:

- All tasks required for the response effort should be listed.
- A manager or coordinator should be selected.
- For each task, a time line should be developed.
- An assessment of the response should be designed (discussed in next section).
- Tasks to be carried out by separate groups should be coordinated.
- A written plan should be developed.

In the example with Bowie Elementary stu-

dents and Austin Middle School students, the group decided to implement the following responses:

- The school would undertake an aggressive graffiti removal program. Every morning before the students arrived at school, the school would read the graffiti, record the graffiti, report the graffiti to local law enforcement, and remove the graffiti.
- Local law enforcement would increase community policing patrols in the areas around Bowie Elementary School before and after school.
- School administrators at Austin Middle School would focus on identifying the potential taggers.

Assessment Stage

The assessment stage, also known as the evaluation phase, provides feedback on the response. The information from this stage may be used to improve the analysis of the problem, redefine the response, or develop a different problem statement. The assessment should focus on the problem statement developed in the scanning stage, not on the response.

As outlined in the analysis stage, the assessment or evaluation of the problem should show that an effective response resulted in either a better management of the problem, reduction of the problem, reduction of the harm caused by the problem, or elimination of the problem. The information gathered in the analysis stage is useful at this point to provide a baseline for measurement of the effectiveness of the response.

There are many different methods for gathering data to be used in assessment. The group should determine what methods will work best and provide a range of different measurements on how the response is affecting the problem.

For the example at Bowie Elementary School, the group could use the following two statements as a basis for their assessment:

- Are the students more or less frightened on their way to and from school as a result of the response?
- Has the graffiti been reduced, eliminated, or has it increased?

For more information on the SARA model, contact the Attorney General's Juvenile Crime Intervention Division at (512) 463-4024.

Denton County Juvenile Impact Program

The Denton County Juvenile Impact Program, which has been functioning successfully for 8 years, is operated jointly by the Denton County Sheriff's Office (DCSO) and the Denton County Juvenile Detention Center (DCJDC). The objective of this program is to direct juveniles away from a life of crime. To do this, the Juvenile Impact Program provides a direct and in-depth dialogue between juveniles, law enforcement personnel, and inmates from the Denton County Jail. During its first 5 years of operation, the program was administered by volunteers. Today, with the aid of a federal grant, a deputy sheriff administers the Impact Program on a full time basis.

The Impact Program is open to anyone age 10 to 17. In the past, the program was only attended by youth who were in trouble with the law and, consequently, were court-ordered to participate. The program is now open to at-risk juveniles who are not in the juvenile justice system, but who have been referred to the program by a parent, teacher, or police officer. The program is free of charge. At least one parent is required to attend with the child.

The Impact Program lasts for four hours. In the first hour of the program, juveniles discuss their behavior with a Denton County Sheriff's Deputy. The discussion in the second hour concerns what juveniles can expect if they are ever placed in the juvenile detention center or on probation. The juveniles and their parents take a tour of the county jail during the third hour. During the tour, they listen to inmates describe

how their life has become more harsh since entering the criminal justice system. The last hour is spent watching a 45-minute video, called "DEAD WRONG," which chronicles the life of a death row inmate.

The Juvenile Impact Program, though lasting only a short period of time, has a major impact in the lives of most of participants. During its eight years of operation, 80 percent of the juveniles who went through the program have steered clear of the criminal justice system.

For more information on the Denton County Juvenile Impact Program, call (940) 898-5626.

Drive-By Shooting Response Team El Paso Police Department

Due to a growth in gang-related crime, the El Paso Police Department created the Drive-by Shooting Response Team (DSRT) in May of 1995. The DSRT's mission is to quickly and effectively identify and arrest suspects in gang-related crime. The goals of the DSRT are to:

- Reduce gang violence, drive-by shootings, and the fear they create in the community;
- Investigate drive-by shootings and serious gang-related incidents until the perpetrators are brought to justice;
- Confiscate weapons and vehicles used in the commission of these crimes; and
- Coordinate with all departmental units as well as the adult and juvenile justice systems to focus resources on this problem.

The DSRT typically works a daytime shift but is on a 24-hour call-out status. The team is called to an incident where one of the following conditions exist: injuries occurred, serious property damage was done, the situation has the potential to escalate, good investigative leads exist, or the field supervisor at the scene deems it necessary. Once the DSRT responds to a scene, they work the case around the clock until an arrest is made or all possible leads are exhausted.

During the first three years of the DSRT, the team has maintained an arrest rate of more than 90 percent on all drive-by shootings to which they have responded. Drive-by shootings have significantly decreased since the team's inception. In 1993, prior to creation of the DSRT, there were 288 drive-by shooting reported; in 1998, only 59 drive-by shootings were reported. These results are widely credited to the team's rapid response and investigative tenacity.

For more information on the DSRT, contact the El Paso Police Department at (915) 564-7123.

GRAASP Gang Rehabilitation, Assessment, and Services Program

GRAASP is a pilot program administered by the San Antonio Police Department. It is currently funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). This program serves the San Antonio neighborhoods of Sky Harbor, Indian Creek, Valley Forest, Valley Hi, and Hidden Cove.

GRAASP addresses gang member rehabilitation and reintegration through the following:

- Community Mobilization Programs that encourage citizens to unite and cooperate in community functions and in addressing community issues;
- Family Services that provide comprehensive social work and general assistance to the families of young participants; and
- Individual Services for identified gang members, geared towards preventing gang-related crimes, rehabilitating gang youth, and keeping children from becoming involved in gangs.

Participants are referred to the program by probation and parole departments, families, schools, and other agencies. The participants must reside in a target neighborhood, claim gang membership, and be between the ages of 13 and 21. Applicants who are accepted into the program

are then assessed, and intensive case-management services are provided. Family needs are also assessed. In one case, staff members assisted a gang member's parents in their job searches, mediated family disputes, and enrolled the juvenile in a GED program.

Through these services, GRAASP staff members draw juveniles away from their gangs by providing support and structure. This kind of support allows GRAASP workers to reach some of the most reluctant recruits. GRAASP staff recognize the importance of family in the lives of many gang members and draw upon opportunities to strengthen family relationships.

For more information on GRAASP, call (210) 675-7706.

Bexar County X-Tattoo Program

Visible gang-related tattoos are a major obstacle to breaking away from the gang culture. Employers often hesitate to hire people whose tattoos identify them as gang members. People in the general community tend to shy away from individuals who look like gangsters. Former gang members who relocate in an attempt to sever their gang ties may actually be attacked if their tattoos lead gangsters in their new community to misidentify them as a rival gang member invading their "turf." Young people who are still in school may come under attack from rival gang members if, for example, their tattoos are seen while they are in the locker room.

Removing gang-related tattoos can be the key to successfully leaving gang life. One former gang member said, "I am trying to get my life straightened out. This [getting the tattoos removed] gives me the opportunity to be judged for myself, not my looks." However, some former gang members point to the high cost and limited availability of tattoo removal programs when asked why they still have their tattoos.

In October 1997, the Bandera Police Department began a program that uses a medical innovation to break down the barriers to tattoo removal. Called "X-Tattoo," the program was soon joined by the Bexar County Community Supervision and Corrections Department. X-Tattoo gives former gang members the opportunity to have their tattoos removed free of cost, but not of commitment. Prospective participants are filtered through a process designed to eliminate those who are not sincere about leaving gang life. Applicants must agree to complete 25 hours of community service, have before and after photographs taken of the tattoo to be shared with local law enforcement, and provide proof of school or job training attendance.

The program was made possible because of a breakthrough in the tattoo removal process. In 1991, the FDA approved the use of a new instrument for tattoo removal. The infrared coagulator (IRC) uses infrared radiation to split the tattoo ink into particles small enough for the body to absorb. This process is be-

lieved by many medical professionals to be more convenient than other tattoo removal methods. The IRC is a portable, hand-held device that is quick to use, usually requires one to two treatments, and causes minimal pain and scarring. The reason IRC's are causing such a revolution in tattoo removal for gang members, though, is cost: the units sell for approximately \$3,000, which is significantly less than the cost of lasers.

Since the inception of the X-Tattoo Program, more than 300 former gang members have had tattoos removed. According to the program's administrators, 95 percent of the participants have stayed clear of gang involvement since having their gang tattoos removed.

For more information on the Bexar County X-Tattoo program, call (830) 460-7172.

Similar programs are being developed in cities around Texas. For more information about the program nearest you, contact the Juvenile Crime Intervention Division at (512) 463-4024.

APPENDICES

APPENDIX A *(Page 38)*
Senate Bill 8

APPENDIX B *(Page 45)*
Senate Bill 1578
Gang Resource Web Site Directions
and Information Sheet

APPENDIX C *(Page 51)*
SARA Problem Solving Worksheet

APPENDIX D *(Page 62)*
Survey Instrument

APPENDIX E *(Page 73)*
Tables

APPENDIX A

Senate Bill 8

AN ACT

1-1 relating to the compilation of criminal information pertaining to
1-2 criminal street gangs and criminal combinations.
1-3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:
1-4 SECTION 1. The heading of Chapter 61, Code of Criminal
1-5 Procedure, is amended to read as follows:
1-6 CHAPTER 61. COMPILATION OF INFORMATION PERTAINING TO [A] CRIMINAL
1-7 COMBINATIONS AND CRIMINAL STREET GANGS [~~COMBINATION~~]
1-8 SECTION 2. Article 61.01, Code of Criminal Procedure, is
1-9 amended by amending Subdivision (1) and adding Subdivisions (7),
1-10 (8), and (9) to read as follows:
1-11 (1) "Combination" and "criminal street gang" have
1-12 [has] the meanings [~~meaning~~] assigned by Section 71.01, Penal Code.
1-13 (7) "Department" means the Department of Public Safety
1-14 of the State of Texas.
1-15 (8) "Intelligence database" means a collection or
1-16 compilation of data organized for search and retrieval to evaluate,
1-17 analyze, disseminate, or use intelligence information relating to a
1-18 criminal combination or a criminal street gang for the purpose of
1-19 investigating or prosecuting criminal offenses.
1-20 (9) "Law enforcement agency" does not include the
1-21 Texas Department of Criminal Justice or the Texas Youth Commission.
1-22 SECTION 3. Article 61.02, Code of Criminal Procedure, is
1-23 amended to read as follows:
1-24 Art. 61.02. CRIMINAL COMBINATION AND CRIMINAL STREET GANG
2-1 INTELLIGENCE DATABASE; SUBMISSION CRITERIA [~~INFORMATION SYSTEM~~].
2-2 (a) Subject to Subsection (b), a [A] criminal justice agency may
2-3 compile criminal information into an intelligence database [~~a~~
2-4 ~~system~~] for the purpose of investigating or prosecuting the
2-5 criminal activities of criminal combinations or criminal street
2-6 gangs. The information may be compiled on paper, by computer, or
2-7 in any other useful manner.
2-8 (b) A law enforcement agency may compile and maintain
2-9 criminal information relating to a criminal street gang as provided
2-10 by Subsection (a) in a local or regional intelligence database only
2-11 if the agency compiles and maintains the information in accordance
2-12 with the criminal intelligence systems operating policies
2-13 established under 28 C.F.R. Section 23.1 et seq. and the submission
2-14 criteria established under Subsection (c).
2-15 (c) Criminal information collected under this chapter
2-16 relating to a criminal street gang must:
2-17 (1) be relevant to the identification of an
2-18 organization that is reasonably suspected of involvement in

2-19 criminal activity; and
2-20 (2) consist of any two of the following:
2-21 (A) a self-admission by the individual of
2-22 criminal street gang membership;
2-23 (B) an identification of the individual as a
2-24 criminal street gang member by a reliable informant or other
2-25 individual;
2-26 (C) a corroborated identification of the
3-1 individual as a criminal street gang member by an informant or
3-2 other individual of unknown reliability;
3-3 (D) evidence that the individual frequents a
3-4 documented area of a criminal street gang, associates with known
3-5 criminal street gang members, and uses criminal street gang dress,
3-6 hand signals, tattoos, or symbols; or
3-7 (E) evidence that the individual has been
3-8 arrested or taken into custody with known criminal street gang
3-9 members for an offense or conduct consistent with criminal street
3-10 gang activity.
3-11 SECTION 4. Article 61.03, Code of Criminal Procedure, is
3-12 amended by amending Subsections (c) and (d) and adding Subsection
3-13 (e) to read as follows:
3-14 (c) If a [A] local law enforcement [~~criminal justice~~] agency
3-15 compiles and maintains information under this chapter relating to a
3-16 criminal street gang, the agency shall [may not] send the
3-17 information [~~collected under this chapter~~] to the department [a
3-18 ~~statewide database~~].
3-19 (d) The department shall establish an intelligence database
3-20 and shall maintain information received from an agency under
3-21 Subsection (c) in the database in accordance with the policies
3-22 established under 28 C.F.R. Section 23.1 et seq. and the submission
3-23 criteria under Article 61.02(c) [~~A local criminal justice agency~~
3-24 ~~may send information collected under this chapter to a regional~~
3-25 ~~database~~].
3-26 (e) The department shall designate a code to distinguish
4-1 criminal information contained in the intelligence database
4-2 relating to a child from criminal information contained in the
4-3 database relating to an adult offender.
4-4 SECTION 5. Article 61.04, Code of Criminal Procedure, is
4-5 amended by amending Subsection (a) and by adding Subsection (d) to
4-6 read as follows:
4-7 (a) Notwithstanding Chapter 58, Family Code, criminal
4-8 information relating to a child associated with a combination or a
4-9 criminal street gang may be compiled and released under this
4-10 chapter regardless of the age of the child.
4-11 (d) If a local law enforcement agency collects criminal
4-12 information under this chapter relating to a criminal street gang,
4-13 the governing body of the county or municipality served by the law

4-14 enforcement agency may adopt a policy to notify the parent or
4-15 guardian of a child of the agency's observations relating to the
4-16 child's association with a criminal street gang.

4-17 SECTION 6. Article 61.06, Code of Criminal Procedure, is
4-18 amended to read as follows:

4-19 Art. 61.06. REMOVAL [~~DESTRUCTION~~] OF RECORDS RELATING TO AN
4-20 INDIVIDUAL OTHER THAN A CHILD. (a) This article does not apply to
4-21 information collected under this chapter by the Texas Department of
4-22 Criminal Justice or the Texas Youth Commission.

4-23 (b) Subject to [~~Except as provided by~~] Subsection (c) [(b)],
4-24 information collected under this chapter relating to a criminal
4-25 street gang must be removed from an intelligence database
4-26 established under Article 61.02 and the intelligence database
5-1 maintained by the department under Article 61.03 [~~destroyed~~] after
5-2 three [~~two~~] years if:

5-3 (1) the information relates to the investigation or
5-4 prosecution of criminal activity engaged in by an individual other
5-5 than a child; and

5-6 (2) the individual who is the subject of the
5-7 information has not been arrested for [~~charged with~~] criminal
5-8 activity reported to the department under Chapter 60.

5-9 (c) In determining whether information is required to be
5-10 removed from an intelligence database under Subsection (b), the
5-11 three-year period does not include any period during which the
5-12 individual who is the subject of the information is confined in the
5-13 institutional division or the state jail division of the Texas
5-14 Department of Criminal Justice [~~(b) The information destruction~~
5-15 ~~requirements of Subsection (a) are suspended until September 1,~~
5-16 ~~1999~~].

5-17 SECTION 7. Chapter 61, Code of Criminal Procedure, is
5-18 amended by adding Articles 61.07, 61.08, and 61.09 to read as
5-19 follows:

5-20 Art. 61.07. REMOVAL OF RECORDS RELATING TO A CHILD.

5-21 (a) This article does not apply to information collected under
5-22 this chapter by the Texas Department of Criminal Justice or the
5-23 Texas Youth Commission.

5-24 (b) Subject to Subsection (c), information collected under
5-25 this chapter relating to a criminal street gang must be removed
5-26 from an intelligence database established under Article 61.02 and
6-1 the intelligence database maintained by the department under
6-2 Article 61.03 after two years if:

6-3 (1) the information relates to the investigation or
6-4 prosecution of criminal activity engaged in by a child; and

6-5 (2) the child who is the subject of the information
6-6 has not been:

6-7 (A) arrested for criminal activity reported to
6-8 the department under Chapter 60; or

6-9 (B) taken into custody for delinquent conduct
6-10 reported to the department under Chapter 58, Family Code.

6-11 (c) In determining whether information is required to be
6-12 removed from an intelligence database under Subsection (b), the
6-13 two-year period does not include any period during which the child
6-14 who is the subject of the information is:

6-15 (1) committed to the Texas Youth Commission for
6-16 conduct that violates a penal law of the grade of felony; or
6-17 (2) confined in the institutional division or the
6-18 state jail division of the Texas Department of Criminal Justice.

6-19 Art. 61.08. RIGHT TO REQUEST REVIEW OF CRIMINAL INFORMATION.

6-20 (a) On receipt of a written request of a person or the parent or
6-21 guardian of a child that includes a showing by the person or the
6-22 parent or guardian that a law enforcement agency may have collected
6-23 criminal information under this chapter relating to the person or
6-24 child that is inaccurate or that does not comply with the
6-25 submission criteria under Article 61.02(c), the head of the agency
6-26 or the designee of the agency head shall review criminal
7-1 information collected by the agency under this chapter relating to
7-2 the person or child to determine if:

7-3 (1) reasonable suspicion exists to believe that the
7-4 information is accurate; and
7-5 (2) the information complies with the submission
7-6 criteria established under Article 61.02(c).

7-7 (b) If, after conducting a review of criminal information
7-8 under Subsection (a), the agency head or designee determines that:

7-9 (1) reasonable suspicion does not exist to believe
7-10 that the information is accurate or the information does not comply
7-11 with the submission criteria, the agency shall:

7-12 (A) destroy all records containing the
7-13 information; and
7-14 (B) notify the department and the person who
7-15 requested the review of the agency's determination and the
7-16 destruction of the records; or
7-17 (2) reasonable suspicion does exist to believe that
7-18 the information is accurate and the information complies with the
7-19 submission criteria, the agency shall notify the person who
7-20 requested the review of the agency's determination and that the
7-21 person is entitled to seek judicial review of the agency's
7-22 determination under Article 61.09.

7-23 (c) On receipt of notice under Subsection (b), the
7-24 department shall immediately destroy all records containing the
7-25 information that is the subject of the notice in the intelligence
7-26 database maintained by the department under Article 61.03.

8-1 (d) A person who is committed to the Texas Youth Commission
8-2 or confined in the institutional division or the state jail
8-3 division of the Texas Department of Criminal Justice does not while

8-4 committed or confined have the right to request review of criminal
8-5 information under this article.

8-6 Art. 61.09. JUDICIAL REVIEW. (a) A person who is entitled
8-7 to seek judicial review of a determination made under Article
8-8 61.08(b)(2) may file a petition for review in district court in the
8-9 county in which the person resides.

8-10 (b) On the filing of a petition for review under Subsection
8-11 (a), the district court shall conduct an in camera review of the
8-12 criminal information that is the subject of the determination to
8-13 determine if:

8-14 (1) reasonable suspicion exists to believe that the
8-15 information is accurate; and

8-16 (2) the information complies with the submission
8-17 criteria under Article 61.02(c).

8-18 (c) If, after conducting an in camera review of criminal
8-19 information under Subsection (b), the court finds that reasonable
8-20 suspicion does not exist to believe that the information is
8-21 accurate or that the information does not comply with the
8-22 submission criteria, the court shall:

8-23 (1) order the law enforcement agency that collected
8-24 the information to destroy all records containing the information;
8-25 and

8-26 (2) notify the department of the court's determination
9-1 and the destruction of the records.

9-2 (d) A petitioner may appeal a final judgment of a district
9-3 court conducting an in camera review under this article.

9-4 (e) Information that is the subject of an in camera review
9-5 under this article is confidential and may not be disclosed.

9-6 SECTION 8. The change in law made by this Act applies to
9-7 criminal information collected under Chapter 61, Code of Criminal
9-8 Procedure, as amended by this Act, before, on, or after the
9-9 effective date of this Act.

9-10 SECTION 9. (a) A law enforcement agency is not required to
9-11 send information to the intelligence database as required by
9-12 Subsection (c), Article 61.03, Code of Criminal Procedure, as
9-13 amended by this Act, until September 1, 2000.

9-14 (b) The Department of Public Safety of the State of Texas is
9-15 not required to establish an intelligence database as required by
9-16 Article 61.03, Code of Criminal Procedure, as amended by this Act,
9-17 until September 1, 2000.

9-18 (c) Not later than September 1, 2000, each law enforcement
9-19 agency that compiled and maintained criminal information under
9-20 Chapter 61, Code of Criminal Procedure, shall:

9-21 (1) review the information contained in the agency's
9-22 database that was compiled or maintained on or before September 1,
9-23 1999, to determine if the agency compiled the information and is
9-24 maintaining the information in accordance with the criminal

9-25 intelligence systems operating policies established under 28 C.F.R.
9-26 Section 23.1 et seq. and the submission criteria established under
10-1 Subsection (c), Article 61.02, Code of Criminal Procedure, as added
10-2 by this Act; and
10-3 (2) except as provided by Subsection (d) of this
10-4 section, remove all records containing any criminal information
10-5 kept in the agency's database that was not collected or is not
10-6 being maintained in accordance with the criminal intelligence
10-7 systems operating policies established under 28 C.F.R. Section
10-8 23.1 et seq. and the submission criteria under Subsection (c),
10-9 Article 61.02, Code of Criminal Procedure, as added by this Act.
10-10 (d) A law enforcement agency is not required under
10-11 Subdivision (2) of Subsection (c) of this section to remove from
10-12 the agency's database any criminal information that consists solely
10-13 of a self-admission by an individual of criminal street gang
10-14 membership.
10-15 SECTION 10. Not later than December 1, 2000, the Department
10-16 of Public Safety of the State of Texas shall report to the
10-17 legislature on the implementation of the intelligence database
10-18 maintained by the department under Article 61.03, Code of Criminal
10-19 Procedure, as amended by this Act.
10-20 SECTION 11. This Act takes effect September 1, 1999.
10-21 SECTION 12. The importance of this legislation and the
10-22 crowded condition of the calendars in both houses create an
10-23 emergency and an imperative public necessity that the
10-24 constitutional rule requiring bills to be read on three several
10-25 days in each house be suspended, and this rule is hereby suspended.

APPENDIX B

Senate Bill 1578

Gang Resource Web Site Directions and Information Sheet

ENROLLED JUNE 18, 1999
EFFECTIVE AUGUST 30, 1999

AN ACT

1-1 relating to the creation of a statewide law enforcement gang
1-2 resource system.

1-3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:
1-4 SECTION 1. Chapter 61, Code of Criminal Procedure, is
1-5 amended by adding Article 61.08 to read as follows:
1-6 Art. 61.08. GANG RESOURCE SYSTEM. (a) The office of the
1-7 attorney general shall establish an electronic gang resource system
1-8 to provide criminal justice agencies and juvenile justice agencies
1-9 with information about criminal street gangs in the state. The
1-10 system may include the following information with regard to any
1-11 gang:

1-12 (1) gang name;
1-13 (2) gang identifiers, such as colors used, tattoos,
1-14 and clothing preferences;
1-15 (3) criminal activities;
1-16 (4) migration trends;
1-17 (5) recruitment activities; and
1-18 (6) a local law enforcement contact.

1-19 (b) Upon request by the office of the attorney general,
1-20 criminal justice agencies and juvenile justice agencies shall make
1-21 a reasonable attempt to provide gang information to the office of
1-22 the attorney general for the purpose of maintaining an updated,
1-23 comprehensive gang resource system.

1-24 (c) The office of the attorney general shall cooperate with
2-1 criminal justice agencies and juvenile justice agencies in
2-2 collecting and maintaining the accuracy of the information included
2-3 in the gang resource system.

2-4 (d) Information relating to the identity of a specific
2-5 offender or alleged offender may not be maintained in the gang
2-6 resource system.

2-7 (e) Information in the gang resource system may be used in
2-8 investigating gang-related crimes but may be included in affidavits
2-9 or subpoenas or used in connection with any other legal or judicial
2-10 proceeding only if the information from the system is corroborated
2-11 by information not provided or maintained in the system.

2-12 (f) Access to the gang resource system shall be limited to
2-13 criminal justice agency personnel and juvenile justice agency
2-14 personnel.

2-15 (g) Information in the gang resource system shall be
2-16 accessible by:

2-17 (1) municipality or county; and

2-18 (2) gang name.

2-19 (h) The office of the attorney general may coordinate with
2-20 the Texas Department of Criminal Justice to include information in
2-21 the gang resource system regarding groups which have been
2-22 identified by the Security Threat Group Management Office of the
2-23 Texas Department of Criminal Justice.

2-24 SECTION 2. The importance of this legislation and the
2-25 crowded condition of the calendars in both houses create an
2-26 emergency and an imperative public necessity that the
3-1 constitutional rule requiring bills to be read on three several
3-2 days in each house be suspended, and this rule is hereby suspended,
3-3 and that this Act take effect and be in force from and after its
3-4 passage, and it is so enacted.

Office of the Attorney General's Juvenile Crime Intervention Division Instructions for Gang Resource Web Site Information Sheet

- Fill in as much information as you have for each gang. It is not necessary to have every category completed in order to put the information in the Gang Resource System. Use the back of the form or additional paper if necessary.
- Do not include any information that identifies a specific gang member.

If you have any photos related to this gang (glorification photos, graffiti, tattoos, etc.), please note that on the bottom of the form. We will set up an appointment to come to your office to scan in the photos. (Faces will be blocked out.)

- For “Gang Type,” please choose one of the following:

Delinquent Youth Gang. This is a loosely structured group of young people (mostly juveniles) who “hang out” together. The group has a name, and typically members have developed identifying signs such as similar clothing style, colors, and/or hand signs. Members engage in delinquent or undesirable behavior with enough frequency to attract negative attention from law enforcement and/or neighborhood residents and/or school officials. A key defining point is that no member has ever been arrested for a serious offense. Tagging and party crews, as well as some car clubs, could be examples of this type of gang.

Traditional Turf-Based Gang. This is a loosely structured, named group committed to defending its reputation and status as a gang. It is usually associated with a geographic territory but may simply defend its perceived interests against rival gangs. Members are young people (juveniles and/or adults) who typically use identifying signs such as clothing style, colors, tattoos or hand signs. The members usually mark the gang’s turf with graffiti. At least one shooting (assault, homicide, or drive-by) has occurred in the last year as a result of rivalry between this gang and another gang. Most street gangs and tagbanger crews could be examples of this type of gang.

Gain-Oriented Gang. This is a loosely structured, named local group of young people (juveniles and/or adults) who repeatedly engage in criminal activities for economic gain. On at least one occasion in the last year, two or more gang members have worked together in a gain-oriented criminal offense such as robbery, burglary, or the sale of a controlled substance. The group may share many characteristics of turf-based gangs and may defend a territory, but when the group acts together as a gang for economic gain, it should be classified as a gain-oriented gang. Most prison gangs could be considered gain-oriented gangs.

Violent/Hate Gang. This is a named group (of juveniles and/or adults) that does not qualify as either a gain-oriented or a traditional turf-based gang, according to the definitions above. Typically, the group has developed identifying signs such as a style of dress, haircut, or tattoos. Two or more of its members have, at least once in the last year, collectively committed an

assault, a homicide, or an offense that could be reported under the federal Hate Crimes Act (vandalism, assault, or homicide). This type of gang includes groups whose violence has an ideological or religious rationale, such as racism or Satanism. This type also includes groups whose members are randomly or senselessly violent. Some prison gangs as well as occult gangs could fall into this category.

NOTE: These Gang Types encompass sub-categories such as rave crews, party crews, girl gangs, prison gangs, cults, white supremacist groups, satanic cults, etc. This information can be included in the Additional Type Information category.

- Call the Juvenile Crime Intervention Division at (512) 463-4024 if you have any questions regarding this form.
- Please return the form via mail or fax to:
Juvenile Crime Intervention Division
Attn: Gang Resource System
P.O. Box 12548
Austin, Texas 78711-2548
fax: (512) 370-9800

Attorney General's Juvenile Crime Intervention Division

Gang Resource Web Site Information Sheet

Please fill out to the best of your knowledge – approximations and empty categories are okay.

City Name: _____ Gang Name: _____

Gang Set (If applicable): _____

Type: Delinquent Youth Gang Traditional Turf-Based Gang Gain-Oriented Gang Violent/Hate Gang

Additional Type Information: _____ Size: _____

History and Organization: _____

Locations/Turf: _____ Nation Affiliation: _____

Prison Gang Affiliation: _____ Colors: _____

Clothing: _____ Tattoos: _____

Identifying Features: _____ Haircuts: _____

Hand Signs: _____ Graffiti: _____

Other Identifiers: _____

Weapons Used: _____

Gender Composition: _____ Racial Composition: _____

Enemies: _____ Alliances: _____

Recruitment Activities/Techniques: _____

Migration Patterns/Routes: _____

Arrests: _____

Charging and Disposition: _____

Other Activities: _____

Other: _____

Contact Names: _____

If you have photos which can be used for this gang, please provide a contact name and phone number. We will call you to set up a time to scan the photos.

Please return via mail or fax to:

Juvenile Crime Intervention Division

Attn: Gang Resource System

P.O. Box 12548

Austin, Texas 78711-2548

phone: (512) 463-4024 fax: (512) 370-9800

APPENDIX C

SARA Problem Solving Worksheet

Problem-Solving Worksheet

This worksheet is only a guide. If answers are not available for all questions, you can use the worksheet to brainstorm and stimulate thinking and understanding of the problem.

I. List problems identified.

II. Prioritize problems.

Assign priorities by numbering the above problems in order of importance. (The frequency, duration, and severity of the problem as well as the number of persons affected by the problem may also be used in ranking problems.)

III. Select a specific problem.

The problem selected need not be the one listed as the most important in your priority ranking. A less important, more manageable problem may be selected.

IV. Frame the selected problem within the following statement.

(Victims) are (harmed) by the (behaviors) of (offenders) at (places) at (times).
Specify information for each parenthetical blank.

If all items in this statement cannot be specified, additional basic information about the problem must be collected.

V. Determine general goals of the problem-solving effort.

What would be the tangible effects in the community if the problem were removed?

VI. Analyze the problem.

1. What is the harmful behavior caused by the problem you selected in Section III?

What are your sources of information?*

a. What harms are occurring?

b. How is the harmful behavior carried out?

<p>1. What is the harmful behavior? (continued)</p>	<p>What are your sources of information?</p>
<p>c. How long does it take for the problem to occur?</p> <p>d. How often does it occur?</p>	
<p>e. Are there secondary harms (for example, has business in a store or a certain block declined because of robberies)?</p>	
<p>2. Who are the victims?</p>	<p>What are your sources of information?</p>
<p>a. What are their ages, sex, race, appearance, size, dress, and other shared features?</p>	
<p>b. Who could prevent the victims from being harmed (guardians)?</p>	

*Sources of information include:

Surveys or interviews of residents, victims, store clerks or managers, passerby, neighbors, offenders, police officers, detectives, security personnel, parks and recreation personnel, and teachers.

Observations: look at the locations record pedestrian and vehicular traffic counts: record demographic measures and activities of persons in the area of the harmful behavior measure and activities of persons in the area of the harmful behavior; measure lighting and ambient noise, count the incidence of litter, vandalism, graffiti, abandoned, cars, or other environmental features of the area.

Statistics police incidence reports, calls, for service, or other records, court, school attendance records, including truancy and suspension, sales receipts for business and sales of specific tools (such as spray paint).

2. Who are the victims? (continued)	What are your sources of information?
c. What tools could prevent the victims from being harmed?	
d. What are the victims involved in before and during the harmful behavior?	
e. How do the victims travel to and from the location of the problem?	
f. Are victims alone or with others?	
g. Are there secondary victims of the harmful behavior? If so, who are they and how are they harmed?	
3. Who are the offenders?	What are your sources of information?
a. What are the names, ages, sex, race, appearance, size, dress, and other shared features?	

3. Who are the offenders? (continued)	What are your sources of information?
b. What are the behaviors of offenders that are causing harm?	
c. What benefits do the offenders gain from their harmful behaviors?	
d. What tools enable their harmful behaviors?	
e. What is the source of the tools? How are they obtained?	
f. How do the offenders travel to and from the location of the problem?	
g. Who could prevent the offenders' behaviors (controllers)?	
h. What activities are the offenders involved in before and during the harmful behaviors?	

<p>3. Who are the offenders? (continued)</p>	<p>What are your sources of information?</p>
<p>i. Do offenders act alone or with others?</p>	
<p>4. Who are the third parties?</p>	<p>What are your sources of information?</p>
<p>a. Who is responsible for overseeing the place where the problem occurs (managers)?</p>	
<p>b. Are there other persons who use the location and may observe the harmful behavior?</p>	
<p>5. What is the specific location of the problem? Are there multiple locations?</p>	<p>What are your sources of information?</p>
<p>a. What tools (or lack of tools) at the location enable or encourage the harmful behavior?</p>	
<p>b. What policies or practices enable or encourage the problem to occur (for example, bus schedules, opening and closing Hours, plentiful seating, and playing of pleasant music)?</p>	
<p>c. What physical barriers are present or absent in the location (for example, barriers to visual observation such as store counters, walls, high shrubbery, or roadways)?</p>	

<p>5. What is the specific location of the problem? (continued) Are there multiple locations?</p>	<p>What are your sources of information?</p>
<p>d. What are the environmental conditions in the location (For example, well-lit or dark area, outdoors or indoors, heated or cooled, music or entertainment, benches that encourage loitering)?</p>	
<p>6. When does this problem occur?</p>	<p>What are your sources of information?</p>
<p>a. At what times of day does the problem occur?</p>	
<p>b. On what days of the week does the problem occur?</p>	
<p>c. During what months does the problem occur?</p>	
<p>d. What environmental conditions exist when the problem occurs (for example, dark or light and rain or clear)?</p>	
<p>e. What social conditions exist when the problem occurs (for example, rush hour, school dismissal, or lunchtime)?</p>	

VII. Highlight the major or unusual findings in the analysis.

VIII. Rewrite the problem statement.

Using information from Sections VI and VII, add more specific information:
(Victims) are (harmed) by the (behaviors) of (offenders) at (places) at (times).
Specify each.

IX. Brainstorm responses.

List possible options for addressing the problem. Consider all options (even outlandish idea, such as tearing down a building or closing off a street).
Review all findings in the problem-analysis guide to suggest new responses.
Consider a wide variety of resources for assisting with the implementation of the strategy.

X. Develop strategies.

XI. Evaluate your efforts

Referring back to the general goals (Section V) using the information from problem analysis (Section VI), select four of five measures closely related to the problem-solving strategies to show effectiveness. ***Remember, the assessment should focus on the problem statement rather than on the response.*** This evaluation should answer the following questions: Is the problem reduced or eliminated? How can this reduction be documented? Are there fewer victims? Is there reduced frequency of the problem?

APPENDIX D

Survey Instrument

The Attorney General's 1998-99 Gang Survey

Please complete the enclosed survey on gang activity in your jurisdiction. Your agency's specific responses will be confidential, but we do ask that you provide a contact in case we have questions about your response or wish to follow up on some issues in greater depth.

Please feel free to attach narrative comments or call the Juvenile Crime Intervention Division at (512) 463-4024. If you leave a voice mail, your call will be returned.

Please mail your completed survey to Juvenile Crime Intervention, CJ-JCI 068, Office of the Attorney General, PO Box 12548, Austin, TX 78711-2548, by December 11, 1998. You may fax your completed survey to (512) 494-1235 (please be sure to transmit both sides). Thank you for your cooperation.

Gang Categories

The terms commonly used to describe different types of gangs (for example, "prison" gangs, "outlaw motorcycle" gangs, and "hate" gangs) are derived from a specific characteristic of the group, rather than their behavior. Since their criminal behavior is the root of society's abhorrence of these gangs, for purposes of this survey, we are adopting categories based on behavior. The different types of gangs – "prison", "outlaw motorcycle," etc. – should fall in one of the following behavioral categories.

Delinquent Youth Gang. This is a loosely structured group of young people (mostly juveniles) who "hang out" together. The group has a name, and typically members have developed identifying signs such as similar clothing style, colors, and/or hand signs. Members engage in delinquent or undesirable behavior often enough to attract negative attention from law enforcement and/or neighborhood residents and/or school officials. A key defining point is that no member has ever been arrested for a serious offense.

Turf-Based Gang. This is a loosely structured, named group committed to defending its reputation and status as a gang. It is usually associated with a geographic territory but may simply defend its perceived interests against rival gangs. Members are young people (juveniles and/or adults) who typically use identifying signs such as clothing style, colors, tattoos, or hand signs. The members usually mark the gang's turf with graffiti. At least one shooting (assault, homicide or drive-by) has occurred in the last year as a result of rivalry between this gang and another gang.

Gain-Oriented Gang. This is a loosely structured, named local group of young people (juveniles and/or adults) who repeatedly engage in criminal activities for economic gain. On at least one occasion in the last year, two or more gang members have worked together in a gain-oriented criminal offense such as robbery, burglary, auto theft or the sale of a controlled substance. The group may share many characteristics of turf-based gangs and may defend a territory, but when the group acts together as a gang for economic gain, it should be classified as a gain-oriented gang.

Violent/Hate Gang. This is a named group (juveniles and/or adults) that does not qualify as either a gain-oriented or a traditional turf-based gang, according to the definitions above. Typically, the group has developed identifying signs such as a style of dress, haircut, or insignia. Two or more of its members have, at least once in the last year, collectively committed an assault, a homicide, or an offense that could be reported under the federal Hate Crimes Act (vandalism, assault or homicide). This type of gang includes groups whose violence has an ideological or religious rationale, such as racism or Satanism. This type of gang also includes groups whose members are randomly or senselessly violent.

Graffiti Categories

Gang graffiti is done by criminal street gang members and may include identifying symbols used by the gang. Roman numerals, crowns, pitchforks and stars are well known examples of gang symbols, but other symbols may be used by gangs in your community. This graffiti is usually easy to read, simple in design, and done in a single color. Gang graffiti can be motivated by a variety of factors such as identifying the gang, showing disrespect for a rival gang, marking territory, publicizing the gang's power in the community, instilling fear in the neighborhood, advertising the gang's drug sales, issuing threats against rival gangs or gang members, and proclaiming the gang's membership via a gang "roster." It is used as a form of communication both between gangs and within a gang.

Tagging is usually done by an individual or a member of a "tagging crew," which is a loosely organized group of taggers who band together to share supplies and provide each other with protection as they vandalize property. Tagger graffiti does not generally include gang symbols and is usually difficult to read. The style can range from the taggers' initials or crew name scribbled in a single color to elaborate, multi-colored murals. Tagging is usually done to promote the individual tagger or the tagging crew to which they belong. Taggers do not normally confine themselves to a particular neighborhood or "turf."

Tagbanger graffiti is usually done by a tagging crew that has evolved into a full-fledged criminal street gang. Essentially, tagbangers are tagging crews that, because of competition with rival crews, begin to commit the same sorts of violent offenses normally associated with criminal street gangs. Tagbanger graffiti is essentially gang graffiti that is done by individuals who were once taggers, not gang members. As such, this graffiti can incorporate elements of both gang graffiti and tagging, such as the use of gang symbols in more elaborate graffiti, and may be restricted to a certain geographic area or "turf."

Please answer the following questions based on the situation in your jurisdiction as of December 31, 1997.

Part I: General Questions

1. Which of the following best describes your agency?

- Municipal police department
- School campus police
- University police
- County sheriff
- District or county attorney's office

2. What is the population of your jurisdiction?

- Less than 10,000
- Between 10,001 and 50,000
- Between 50,001 and 100,000
- Between 100,001 and 500,000
- More than 500,000

3. How serious is the gang problem in your jurisdiction, compared to other public safety issues? (Please check one.)

- Gangs are the most serious law enforcement problem we face.
- Gangs are one of the serious law enforcement problems we face.
- Gangs are a medium-priority law enforcement problem in our jurisdiction.
- Gangs are a problem, but they are not one of our more serious problems.
- Gangs are not much of a problem in our jurisdiction, compared to other issues.

4. Over the past year, has the gang problem in your area gotten better, worse, or stayed about the same? (Please check one.)

- Gangs are a much worse problem today than they were a year ago.
- Gangs are more of a problem today than they were a year ago.
- The gang problem is about the same today as it was a year ago.
- Gangs are a little less of a problem today, compared with a year ago.
- Gangs are much less of a problem today, compared with a year ago.

5a. What is your department's current estimate of the number of gangs active in your jurisdiction? (To the best of your ability, please limit answers to gangs in your jurisdiction only, that do not overlap with other jurisdictions.)

Number of Gangs _____

(On the following related questions, please check the most appropriate response.)

5b. The answer to Question 5a. is based on:

Actual statistics from your department's database.

OR

An educated guess.

5c. In general, the membership of gangs in your jurisdiction is:

Solely male Solely female Mixed gender

6. What kinds of gangs are active in your jurisdiction? (Please refer to the categories on page 2.)

Delinquent youth gangs? _____%

Traditional turf-based gangs? _____%
Gain-oriented gangs? _____%
Violent/hate gangs? _____%

7a. What is your department's current estimate of the number of gang members active in your jurisdiction?

Number of Gang Members _____

(On the following related questions, please check the most appropriate response.)

7b. Of these gang members, what percent do you estimate are:

Male _____% Female _____%

7c. What percent of these gang members do you estimate are:

Juveniles _____% Adults _____%

7d. Are your answers to Questions 7a-7c based on:

_____ Actual statistics from your department's database.

OR

_____ An educated guess.

8. What do you estimate is the racial/ethnic distribution of gang members in your jurisdiction?

African American _____%

White _____%

Hispanic _____%

Asian _____%

Other _____% (What ethnicity? _____)

9. What kinds of offenses are committed by gangs in your jurisdiction?

(Please check all that apply.)

_____ Assaults

_____ Car theft

_____ Car-jacking

_____ Computer crimes

(Crimes using computers, theft of computer parts, etc.)

_____ Drive-by shootings

_____ Drug trafficking

_____ Sexual assaults

_____ Extortion

_____ Home invasions

(breaking into a house when the inhabitants are at home, robbing and assaulting them)

_____ Homicides

_____ Prostitution

_____ Robbery

_____ Theft/burglary

_____ Graffiti

_____ Other (Please explain.) _____

10. Does your department maintain a count of drive-by shootings or incidents suspected of being drive-by shootings?

Yes No

If YES, how many in 1997? _____

11. If gangs in your jurisdiction are involved in profit-making activities, what are they? (If gangs in your jurisdiction are not generally gain-oriented, write N/A.)

Number one profitable activity: _____

Number two profitable activity: _____

Other profitable activity: _____

12. In your jurisdiction, what kinds of weapons do gangs usually use? (Check all that apply.)

Stabbing or cutting weapons

Handguns (circle: semi-automatic or revolver)

Shotguns

Rifles (semi-automatic? circle: Yes No)

Assault weapons

Other (Please explain.) _____

13. In your jurisdiction, is gang activity a problem on your school campuses?

Not a problem at all Somewhat of a problem Very much a problem

14. In your jurisdiction, are groups that meet the definition of "criminal street gang" masquerading as car clubs?

Yes No Don't know

15. In your jurisdiction, are groups that meet the definition of "criminal street gang" masquerading as party or rave crews?

Yes No Don't know

Part II: Outside Influences

16. Do you have a problem with outside influences? (Please check all that apply.)

No problems with outside influences

Problems due to influences from the Midwest.

People Folks Latin Kings Vice Lords Other

Problems due to influences from the West Coast.

Crips Bloods Surenos Nortenos Other

Problems due to the influence of gangs from other Texas cities?

Where? _____

Problems due to the influence of gangs from Mexico?

Where in Mexico? _____ What gang(s)? _____

Problems due to the influence of gangs from Central America?

What country(ies)? _____ What gang(s)? _____

Other outside influence (Please explain.) _____

17. If you have problems with outside influences, how does this occur?

(Please check all that apply.)

- No problems with outside influences.
- Local youth hear about gangs from relatives who live elsewhere and copy cat.
- Local youth are influenced by media portrayals of gangs.
- Local gang members come back from corrections facilities with prison gang affiliations.
- Members of gangs move in from: other Texas cities other states and start new gangs.
- Gangs have spread out from nearby bigger cities.
- Highly mobile gangs from: other Texas cities other states travel into your jurisdiction to commit offenses, then go home.
- Other (Please explain.) _____

18a. In your jurisdiction, to what extent do prison gangs influence local street gangs?

- Not influential at all Somewhat influential Very influential

18b. Which criminal activities are influenced by prison gangs? (Please check all that apply.)

- Drugs
- Prostitution
- Gambling
- Auto theft
- Other (Please explain.) _____

19a. To what extent are outlaw motorcycle gangs a problem in your jurisdiction?

- Not a problem at all
 Somewhat of a problem
 Very much a problem

19b. Which activities are influenced by outlaw motorcycle gangs? (Please check all that apply.)

- Drugs
- Prostitution
- Gambling
- Auto theft
- Other (Please explain.) _____

Part III: Graffiti

20. Using the graffiti definitions on page 3, please rank your department's graffiti problem with "1" being most severe and "3" being least severe.

- Gang graffiti _____
Tagging graffiti _____
Tagbanger graffiti _____

21a. How does your department monitor graffiti? (Please check all that apply.)

- We do not monitor graffiti
 Maintain photographs

- Maintain written descriptions
- Log of locations
- Other (Please explain.) _____

21b. How is the information used?

- Prosecution of graffiti cases
- Intelligence in investigating other gang-related cases
- Other (Please explain.) _____

22. Has your department experienced a problem with “etching” or “scratchiti,” where graffiti is cut or carved into a surface, instead of painted or marked on?

- Yes No Don't know

23a. Has the new graffiti law been useful for you?

- Not useful at all Somewhat useful Very useful

23b. Does your county have a graffiti eradication fund, as authorized by Article 102.071 of the Code of Criminal Procedure?

- Yes No Don't know

Part IV: Strategies

24. With what other local agencies does your department share information about gangs?
(Please check all that apply.)

- No other agency
- Schools
- Human services
- Juvenile or adult probation/parole officers
- District or county attorney's office
- Nearby municipal police departments
- Nearby county sheriff's constables offices
- Local offices of federal law enforcement agencies
- Other (Please explain.) _____

25. Do you share gang intelligence with law enforcement agencies outside your region?
(Please check all that apply.)

- No other agency
- Sheriff's and constable's offices in other parts of Texas
- School district police departments in other parts of Texas
- Police departments in other Texas cities
- DPS
- TDCJ
- Federal agencies (which? _____)
- Other (Please explain.) _____

26. Would a web site of intelligence information about gangs in Texas cities be useful to your department? (Only law enforcement personnel would be able to access this web site, which would include profiles of gangs in cities around Texas, not information about specific gang members.)

Not useful at all Somewhat useful Very useful

27a. Does your department maintain a database of local gang intelligence information?

Yes No

27b. What criteria are used by your department to identify gang members for inclusion in the database? (Please check all that apply.)

- Wearing gang-style clothing
- Associating with other gang members
- Claiming to be a gang member
- Reported by an informant to be a gang member
- Reported by parent or guardian to be a gang member
- Picked up with other gang members
- Arrested with gang members
- Other (Please explain.) _____

27c. How many criteria must be met for an individual to be included in your database?

Number of criteria

28. If offenses are “flagged” as gang-related by your department, on what basis is this done?

- Offenses are not flagged as gang-related
- Committed by gang members
- Occurs as result of gang rivalry, initiation, or other gang “business”
- Gang hand signs or paraphernalia were observed
- Reported by informants to be gang-related
- Other (Please explain.) _____

29. In general, what is your department’s position on the development of a statewide database of intelligence information on gang members in Texas?

support oppose no position

30. Is there an interagency gang task force active within your jurisdiction? If so, what other agencies participate?

- No interagency task force
- School district police
- Juvenile probation/parole
- Adult probation/parole
- District or county attorney’s office
- Housing Authority
- Local governmental entities
- Other (Please explain.) _____

31. What strategies have you found effective in addressing the gang problem?

(Please check all that apply.)

Enforcement

- Graffiti abatement
- Multi-agency collaboration on gang prosecutions
- Community policing
- Code enforcement/ nuisance abatement
- Diversion or alternative sentencing
- Other (Please explain.) _____

Intervention and Prevention

- Job training programs
- GED/education programs
- Community gang awareness training
- Mediation programs
- Mentoring programs
- Other (Please explain.) _____

32. Would it be useful to your department or jurisdiction to have assistance available upon your request with the prosecution of gang members or gang offenses?

- Not at all useful Somewhat useful Very useful

33. Please feel free to attach narrative comments or observations. If you do attach narrative comments, may we quote them in the report? (Please indicate your answer.)

- Yes, and you may identify us as the source.
- Yes, but please do not identify us except by type of agency or jurisdiction.
- No, comments are for your information only.

34. The Attorney General's gang report is based on population and does not identify specific jurisdictions or agencies. What is your department's position on being named specifically in the report produced from this survey?

- support oppose no position

Please feel free to offer comments over the telephone. Contact the Juvenile Crime Intervention Division, Office of the Attorney General, (512) 463-4024. If you leave a message on voice mail, your call will be returned.

Please provide the name and telephone number of the person who completed this report:

Name: _____

Title: _____

Telephone : (____) _____

May we contact you with questions or follow-up?

- Yes No

Thank you for your cooperation!

Please mail your completed survey to:

Juvenile Crime Intervention CJ-JCI 068
Office of the Attorney General
PO Box 12548
Austin, TX 78711-2548

OR

FAX both sides of your completed survey to:

(512) 370-9800

APPENDIX E

Tables

Table A. ARE MOTORCYCLE GANGS A PROBLEM

(Police departments who report motorcycle gangs are a problem in their jurisdictions)

	All Police (n=270)	<10k (n=172)	10k-50k (n=63)	50k-100k (n=12)	100k-500k (n=17)	>500k (n=6)
Very Much a Problem	0	0	0	0	0	0
Somewhat of a Problem	27 (10%)	7	8	1	6	5
Not a Problem	242 (90%)	164	55	11	11	1

Table B. INFLUENCE OF MOTORCYCLE GANGS ON ILLEGAL ACTIVITIES

(Police departments who report motorcycle gangs influence these crimes within their jurisdictions;
Departments could choose more than one option)

	All Police (n=291)	<10k (n=188)	10k-50k (n=65)	50k-100k (n=13)	100k-500k (n=18)	>500k (n=7)
Drugs	35 (12%)	10	8	4	7	6
Prostitution	12 (4%)	0	2	2	4	4
Gambling	5 (2%)	0	0	1	1	3
Auto Theft	8 (3%)	2	1	1	2	2

Fig. 1-2. DEMOGRAPHIC DISTRIBUTION OF RETURNS

RESPONDENT:	JURISDICTION SIZE					TOTAL
	<10K	10-50K	50-100K	100-500K	>500K	
Police	188 (36%)*	63 (51%)	13 (76%)	18 (95%)	6 (100%)	288
Sheriff	28 (31%)	39 (35%)	2 (9%)	11 (46%)	4 (67%)	84
Prosecutor	17	37	8	12	3	77
School PD	0	2	0	0	1	3
TOTAL:	233	141	23	41	14	452

*Comparable information is not available for prosecutor or school police departments.

Figure 3. HOW SERIOUS IS THE GANG PROBLEM

(All respondents, by jurisdiction size)

	All Respondents (n=449)	<10k (n=230)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=14)	>500K (n=14)
Most Serious	4 (1%)	3	0	0	0	1
Serious	60 (13%)	10	17	8	16	9
Medium Priority	60 (13%)	13	26	6	11	4
Problem/Not Serious	101 (22%)	46	41	4	10	0
Not a Problem	224 (50%)	158	57	5	4	0

Figure 4. IS THE SITUATION BETTER, WORSE, OR UNCHANGED

(All respondents, by jurisdiction size)

	All Respondents (n=440)	<10k (n=224)	10k-50k (n=138)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
Much Worse	2 (0%)	2	0	0	0	0
Somewhat Worse	57 (13%)	24	21	4	7	1
About The Same	259 (59%)	124	89	14	21	11
Somewhat Better	69 (16%)	37	17	2	12	1
Much Better	53 (12%)	37	11	3	1	1

Figure 5. IS THE SITUATION BETTER, WORSE, OR UNCHANGED

(All respondents, by agency type)

	Police (n=284)	Sheriff (n=79)	Prosecutor (n=77)
Much Worse	2 (1%)	0	0
Somewhat Worse	38 (13%)	8 (10%)	11 (14%)
About The Same	152 (54%)	51 (65%)	56 (73%)
Somewhat Better	50 (18%)	11 (14%)	8 (10%)
Much Better	42 (15%)	11 (11%)	2 (3%)

Figure 6. IS THE SITUATION BETTER, WORSE, OR UNCHANGED

(All respondents, by jurisdiction size)

	All Respondents 1997 n=411 1999 n=440	<50k 1997 n=326 1999 n=362	50k-500k 1997 n=70 1999 n=64	>500k 1997 n=15 1999 n=14
Much Worse/Somewhat Worse				
1997	36%	31%	52%	60%
1999	13%	13%	17%	7%
About the Same				
1997	44%	48%	27%	33%
1999	59%	59%	55%	79%
Much Better/Somewhat Better				
1997	21%	21%	21%	7%
1999	28%	28%	28%	14%

Fig. 7-8. DEMOGRAPHIC PROFILE OF GANG MEMBERS

(Percentage of gang members who fall into each demographic group)

	Juvenile	Adult	Male	Female
All Jurisdictions	0.76	0.24	0.87	0.13
<10k	0.84	0.16	0.85	0.15
10k-50k	0.77	0.23	0.87	0.13
50k-100k	0.63	0.37	0.92	0.08
100k-500k	0.58	0.42	0.89	0.11
>500k	0.34	0.66	0.88	0.12

Figure 9. ARE PRISON GANGS INFLUENTIAL

(Police departments who report the influence of prison gangs on local street gangs in their jurisdiction)

	All Police (n=273)	<10k (n=174)	10k-50k (n=64)	50k-100k (n=13)	100k-500k (n=16)	>500k (n=6)
Very Influential	12 (4%)	2	4	1	2	3
Somewhat Influential	79 (29%)	33	27	6	11	2
Not Influential	182 (67%)	139	33	6	3	1

Figure 10. CRIMES INFLUENCED BY PRISON GANGS

(Departments who report that prison gangs influence these crimes;
Departments could choose more than one option)

	All Police (n=291)	<10k (n=188)	10k-50k (n=65)	50k-100k (n=13)	100k-500k (n=18)	>500k (n=7)
Drugs	96 (33%)	44	26	7	13	6
Auto Theft	40 (14%)	12	15	3	5	5
Prostitution	11 (4%)	4	2	1	0	4
Gambling	11 (4%)	3	4	1	1	2

Figure 11. OFFENSES COMMITTED BY GANGS

(Agencies who reported the occurrence of each type of offense;
numbers do not measure frequency of offenses; Respondents could
select more than one option)

Offense:	All (n=452)	<10k (n=233)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
Graffiti	312 (69%)	130	110	21	37	14
Theft/Burglary	303 (67%)	126	111	17	35	14
Assault	290 (64%)	109	109	21	37	14
Drug Trafficking	227 (50%)	81	84	14	34	14
Car Theft	167 (37%)	48	57	15	33	14
Drive-by Shooting	124 (27%)	13	52	14	31	14
Robbery	110 (24%)	17	39	14	27	13
Home Invasion	72 (16%)	16	21	7	18	10
Sexual Assault	67 (15%)	10	18	7	19	13
Homicide	55 (12%)	1	15	8	17	14
Car jacking	43 (10%)	2	11	5	13	12
Extortion	23 (5%)	1	7	2	6	7
Prostitution	20 (4%)	2	7	3	1	7
Computer Crime	8 (2%)	1	2	0	3	2

Figure 12. WEAPONS USED BY GANGS

(Agencies who report the presence of each type of weapon in their jurisdiction; Respondents could choose more than one option)

	All (n=452)	<10k (n=233)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
Knives, etc.	229(51%)	81	93	15	28	12
Handguns	207 (46%)	53	84	20	36	14
Rifles	42 (9%)	3	14	5	11	9
Shotguns	166 (5%)	10	24	6	16	10

Figures 13-14. AGENCIES THAT TRACK DRIVE-BY SHOOTINGS

	# of Agencies	# of Drive-by Shootings Reported
All (n=400)	225 (56%)	1240
Police (n=260)	169 (65%)	944
Sheriff (n=68)	35 (51%)	37
Prosecutor (n=72)	21 (29%)	259

Figure 15. ARE GANGS A PROBLEM IN SCHOOLS

(Number of agencies choosing each option)

School Gang Activity	All (n=421)	<10k (n=211)	10k-50k (n=137)	50k-100k (n=22)	100k-500k (n=37)	>500K (n=14)
Not a Problem	150 (36%)	116	31	2	1	0
Somewhat of a Problem	226 (54%)	82	91	16	29	6
Very Much a Problem	45 (11%)	13	15	4	7	6

Figure 16. GRAFFITI RECORDS KEPT

(Police departments who report keeping each type of record; Departments could choose more than one option)

	All (n=291)	<10k (n=188)	10k-50k (n=65)	50k-100k (n=13)	100k-500k (n=18)	>500K (n=7)
Keep Photos	200 (69%)	107	58	13	16	6
Location Log	152 (52%)	89	35	11	12	5
Written Records	101 (35%)	58	26	6	8	3
Do Not Monitor	32 (11%)	30	2	0	0	0

Figure 17. HOW GRAFFITI INFORMATION IS USED

(Number of agencies choosing each option; by agency type)

	All (n=281)	Police (n=218)	Sheriff (n=42)	Prosecutor (n=21)
Prosecution of Graffiti Cases	61 (22%)	44	12	5
Intelligence in Other Cases	109 (39%)	78	21	10
Both	111 (40%)	96	9	6

Figure 18. USEFULNESS OF NEW GRAFFITI LAW, BY AGENCY TYPE

	Police (n=263)	Sheriff (n=65)	Prosecutor (n=63)
Very Useful	37 (14%)	1 (2%)	3 (5%)
Somewhat Useful	138 (52%)	28 (43%)	25 (40%)
Not Useful	88 (33%)	36 (55%)	35 (56%)

Figure 19. SOURCES OF OUTSIDE INFLUENCE

(Agencies who report each source of influence;
Respondents could choose more than one option)

	All (n=452)	<10k (n=233)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
No Outside Influence	123 (32%)	85	29	3	5	1
Other Texas Cities	237 (52%)	102	83	16	28	8
Mexico	30 (7%)	10	8	5	3	4
Latin America	15 (3%)	0	3	3	5	4
Midwest Gangs:	145 (32%)	45	50	14	24	12
People	55 (12%)	8	16	6	15	10
Folk	62 (14%)	11	19	7	15	10
Latin Kings	126 (29%)	40	44	12	18	10
West Coast Gangs:	176 (39%)	61	61	15	27	12
Crips	158 (35%)	51	59	13	24	11
Bloods	140 (31%)	44	50	14	22	10
Surenos	43 (10%)	7	11	5	12	8
Nortenos	23 (5%)	6	3	2	7	5

Figure 20. FORMS OF OUTSIDE INFLUENCE

(Agencies who report each form of influence;
Respondents could choose more than one option)

	All (n=452)	<10k (n=233)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
No Outside Influence	99 (22%)	68	26	3	2	0
Copy-catting Relatives	203 (45%)	84	73	13	25	8
Copy-catting Media Portrayals	138 (31%)	50	46	11	20	11
Prison Gang Affiliation	113 (25%)	28	40	14	20	11
Spread from Nearby Cities	147 (33%)	56	58	9	18	6
Gangs from Other Regions	184 (41%)	61	73	14	29	7
Gangs from Other States	99 (22%)	20	40	9	20	10
Mobile Gangs/Texas Regions	92 (20%)	39	28	4	15	6
Mobile Gangs/Other States	31 (7%)	8	6	3	8	6

Figures 21. ENFORCEMENT STRATEGIES, BY AGENCY TYPE

(Agencies who report each strategy is effective in their jurisdiction;
Respondents could choose more than one option)

	All (n=452)	Police (n=291)	Sheriff (n=84)	Prosecutor (n=77)
ENFORCEMENT				
Graffiti Abatement	163 (36%)	139 (48%)	14 (17%)	10 (13%)
Multi-agency Collaboration	102 (23%)	73 (25%)	13 (15%)	16 (21%)
Community Policing	240 (53%)	180 (62%)	38 (45%)	22 (29%)
Code Enforcement/Nuisance Abatement	148 (33%)	125 (43%)	17 (20%)	6 (8%)
Diversion/Alternative Sentencing	40 (9%)	31 (11%)	3 (4%)	6 (8%)

Figures 22. INTERVENTION AND PREVENTION STRATEGIES, BY AGENCY TYPE

(Agencies who report each strategy is effective in their jurisdiction;
Respondents could choose more than one option)

INTERVENTION/PREVENTION				
Job Training Programs	50 (11%)	32 (11%)	10 (12%)	8 (10%)
GED/Education Programs	70 (15%)	36 (12%)	22 (26%)	12 (16%)
Community Gang Awareness Training	143 (32%)	110 (38%)	20 (24%)	13 (17%)
Mediation Programs	25 (6%)	17 (6%)	5 (6%)	3 (4%)
Mentoring Programs	68 (15%)	145 (5%)	9 (11%)	14 (18%)

Figure 23. INFORMATION SHARING WITH LOCAL/NEARBY AGENCIES

**Agencies who report sharing information with each type of agency;
Respondents could choose more than one option)**

	Police (n=291)	Sheriff (n=84)	Prosecutor (n=77)
Juvenile or Adult Probation/Parole	158 (68%)	56 (67%)	53 (69%)
School Police Departments	225 (77%)	50 (60%)	38 (49%)
Nearby Police Departments	222 (76%)	61 (73%)	47 (61%)
Nearby County Sheriffs or Constables	196 (68%)	33 (39%)	50 (65%)
District or County Attorneys	156 (54%)	41 (49%)	25 (32%)
Human Services	24 (8%)	6 (7%)	5 (6%)
Local Offices of Federal Agencies	60 (21%)	15 (18%)	16 (21%)
Do Not Share with Other Local Agencies	16 (5%)	8 (10%)	7 (9%)

Figure 24. SHARING INFORMATION WITH NON-LOCAL AGENCIES, BY AGENCY TYPE

**(Agencies who report sharing information with each type of agency;
Respondents could choose more than one option.)**

	Police (n=291)	Sheriff (n=84)	Prosecutor (n=77)
Non-local Police	141 (48%)	28 (33%)	15 (19%)
Non-local Sheriffs & Constables	90 (31%)	29 (35%)	12 (16%)
Non-local School District Police	65 (22%)	11 (13%)	10 (13%)
DPS	79 (27%)	22 (26%)	11 (14%)
TDCJ	47 (16%)	15 (18%)	7 (9%)
Federal Agencies	43 (15%)	9 (11%)	5 (6%)
Do Not Share with Non-local Agencies	102 (35%)	24 (29%)	40 (52%)

Figure 24. SHARING INFORMATION WITH NON-LOCAL AGENCIES, BY JURISDICTION SIZE

(Agencies who report sharing information with each type of agency;
Respondents could choose more than one option.)

	All (n=452)	<10k (n=233)	10k-50k (n=141)	50k-100k (n=23)	100k-500k (n=41)	>500K (n=14)
Non-local Police Departments	184 (41%)	77	56	14	27	10
Non-local County Sheriff's Offices	131 (29%)	51	43	7	20	10
Non-local School District Police	86 (19%)	28	32	7	13	6
DPS	112 (25%)	42	33	10	17	10
TDCJ	69 (15%)	20	20	7	12	10
Federal Agencies	57 (13%)	6	17	10	14	10
Don't Share With Non-local Agencies	166 (37%)	106	49	6	3	2

Figure 25. FLAGGING GANG-RELATED OFFENSES

(Among agencies flag offenses, percent who report using each criterion;
Respondents could choose more than one option)

	All Police (n=179)	<10k (n=71)	10k-50k (n=59)	50k-100k (n=13)	100k-500k (n=25)	>500K (n=11)
Committed by Gang Members	145 (81%)	49	53	12	21	10
Signs/Paraphernalia Present	109 (61%)	45	32	7	14	11
Rivalry/Initiation	102 (57%)	28	36	12	16	10
Reported by Informants	93 (52%)	36	32	6	11	8

Notes

Notes