

PROBLEM STATEMENT: First, define the problem exactly as it exists in your particular community. Describe the nature and magnitude of the problem using valid, updated statistical data, and cite the source and date of your information. Prior data may be used to show changes in the magnitude or severity of the problem. Remember to document the problem and not the symptoms or solutions of the problem. Second, identify your existing efforts, current resources and programs being utilized to deal with the problem.

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## Proposal for a Gang Initiative Program for the City of Anderson, South Carolina

### Definitions of a Gang

1. Webster's Dictionary - A number of persons associated together for a particular purpose; a company banded together for *criminal or sinister designs*. (Italics added)
2. Wikipedia, the free encyclopedia - A group of individuals who share a common identity and, in current usage, engage in *illegal activities*. Historically the term referred to both criminal groups and ordinary groups of friends, such as Our Gang. Some anthropologists believe that the gang structure is one of the most ancient forms of human organizations. (Italics added)

Some commentators use "gang" to refer to small, informal, and disorganized "street gangs", while "syndicate" or "organized crime" are used to refer to larger, more powerful organizations, such as the Italian-American Mafia, which may control entire legitimate businesses as "fronts" for their illegal operations.

The word "gang" generally appears in a pejorative context, though within "the gang" itself members may adopt the phrase in proud identity or defiance.

3. Gangout.com - The police's definition of a gang is a group of individuals, juvenile and or adult, who associate on a continuous basis, form an allegiance for a common purpose, and are involved in *delinquent or criminal activity*. (Italics added)

This definition is simple and functional. It allows the police departments to take proactive law enforcement action normally before the gang gets an organized structure. The gang may range from a loose knit group of individuals who hang around together and commit crimes together, to a formal organization with a leader or ruling council, gang colors, gang identifiers, and a gang name.

### Behavioral Characteristics of gangs<sup>1</sup>

Behavioral characteristics of gang members are varied and may include having poor general attitudes to clear-cut personality disorders. All gang members, however, cannot be placed into one behavioral category.

Gang members on their own "turf," in school or in the community, may be openly hostile. Outside the turf, the gang member may seem likable and friendly. But they usually have a "code" and sense of fairness all their own, and may suddenly become uncooperative or even violent when they believe that code has been violated.

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<sup>1</sup> Information for this section was taken from the web site of the Clifton (Texas) Police Department, P.O. Box 231, 204 N. Ave E, Clifton, Texas 76634 / <http://www.angelfire.com/tx5/cliftonpd/>

Gang members often are con artists and attempt to manipulate their environment as it suits their needs. Appearances can be very deceiving. Gang members may display poor internalizing skills, be chronically angry and defensive, resentful of authority, and may be skilled liars.

More violent gang members may be calloused, remorseless, lack realistic long-term goals, be prone to boredom and have trouble controlling their impulses. To many mature, modern criminal street gangs today, violence is often a means to an end. Material profit, through drug trafficking and other criminal activities, often is a prime objective for gang involvement.

Studies indicate that violent gangs are not easily intimidated by authority and don't scare easily. They experience excitement at every stage of a crime, have little interest in responsible performance and often do not own up to their actions.

Many consider themselves basically decent human beings, and therefore justified in what they do. Gang members often want to be in charge, but usually have poor leadership skills.

## **Demographic Characteristics<sup>2</sup>**

The average age of youth gang members is about 17 to 18 years, but tends to be older in cities in which gangs have been in existence longer, like Chicago and Los Angeles. The typical age range is 12 to 24. Although younger members are becoming more common, it is the older membership that has increased the most. Male gang members outnumber females by a wide margin, and this span is greater in late adolescence than in early adolescence. Gangs vary in size by type of gang. Traditional (large, enduring, territorial) gangs average about 180 members, whereas specialty (e.g., drug trafficking) gangs average only about 25 members. In large cities, some gangs number in the thousands and even tens of thousands.

In the early 19th century, youth gangs in the United States were primarily Irish, Jewish, and Italian. According to a recent national law enforcement survey, the ethnicity of gang members is 48 percent African-American, 43 percent Hispanic, 5 percent white, and 4 percent Asian. However, student surveys show a much larger representation of white adolescents among gang members. In a survey of nearly 6,000 eighth graders in 11 sites, 31 percent of the students who said they were gang members were African-American, 25 percent were Hispanic, 25 percent were white, 5 percent were Asian, and 15 percent were of other racial and ethnic groups. Two researchers have pointed out that, despite the disproportionate representation of minority group members in studies as compared with white youth, "blacks and Hispanics have no special predisposition to gang membership. Rather, they simply are overrepresented in those areas most likely to lead to gang activity."

Another researcher noted that "observers of any given period tend to relate the characteristics of gangs to those of the particular ethnic groups prominent in the urban lower class during that period . . . , roughly, the more prevalent the lower-class populations, the more gangs." Other have agreed but with an important caveat: "Contemporary youth gangs are located primarily in lower-class, slum, ghetto, barrio, or working-class changing communities, but it is not clear that either class, poverty, culture, race or ethnicity, or social change per se primarily accounts for gang problems." This observation appears to be correct, because gangs have recently become much more prevalent in rural counties, small cities, and towns, for reasons that are not well understood.

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<sup>2</sup> Information for this section was gleaned from OJJDP available at <http://www.ojjdp.ncjrs.gov/jjbulletin/9808/demographic.html>

## I. PROBLEM STATEMENT

### Premise

For the purposes of this paper, the premises are that (1) gang formation and gang membership encourages and reinforces unethical and illegal behavior which is a negative deviation from the overall norm(s) of American society and (2) the personalities of individual gang members engaging in the deviant behavior have been influenced by external factors, of which the sociocultural component is one. Since sociocultural factor(s) appear to be the primary causative factor within the gang-formation-equation that ultimately results in the commission of crime by gang members, this paper will concentrate primarily on the control of gang proliferation & influence via a law enforcement response.

### Sociocultural Precursors to Gang Formation

Historical research has documented a theoretical correlation between depressed levels of education,<sup>3</sup> social isolation,<sup>4/5</sup> unemployment,<sup>6/7</sup> low socioeconomic status,<sup>8/9</sup> and confirmed instances of various types of violence. In other words, in places where people are socially isolated, under educated, and poor, there seems to be disproportionately more robbing, raping, pillaging, and murdering. Added to that research are more findings that strongly suggest that children reared in antisocial families may simply observe and imitate the undesirable behavior and attitudes of their parents.<sup>10</sup>

A generation ago, in an effort to determine if social class was related to the development of criminal behavior, a large-scale study was conducted with a well-documented sample of 3,421 subjects. The researchers found that social class of the family of origin was indirectly related to later criminality, with education as the mediating experience: low education was strongly related to adult criminality, and social class was directly related to educational attainment.<sup>11</sup> This it stands to reason that in areas where people are uneducated and live in lower socioeconomic conditions, criminal activity will be more prevalent, relative to mainstream society.

Contemporary criminals have evolved into a “different breed” from what they had been prior to about 1960. Obviously, they are still deviant, but their *motivators* seem to have changed. During the early 1960s a number of investigators noted the growing prevalence of individuals who committed criminal acts primarily for ego-satisfaction and “kicks”. A thrill is derived from performing some taboo act – usually a senseless act of violence – which serves to intensify the present moment, clearly differentiating it from the routine of daily life. Whereas professional criminals carefully calculate their acts, usually with an eye on material gain with minimum risk, this new criminal type commits violent acts on impulse, simply because it “makes [him] feel good”. As one youth was quoted as saying after a gang killing,

<sup>3</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 262. Note: Quotation states that social class influences level of education, which is related to crime.

<sup>4</sup> Child Development, Fifth Edition, by Salkind and Ambron. Published by Holt, Rinehart, and Winston 1987. Page 271.

<sup>5</sup> Human Development, Fourth Edition, by Craig. Published by Prentice-Hall 1986. Page 339.

<sup>6</sup> Child Development, Fifth Edition, by Salkind and Ambron. Published by Holt, Rinehart, and Winston 1987. Page 269.

<sup>7</sup> Human Development, Fourth Edition, by Craig. Published by Prentice-Hall 1986. Page 339.

<sup>8</sup> *ibid.* Page 338.

<sup>9</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 262.

Note: Quotation states that social class directly influences level of education which is related to crime and thereby indirectly impacts criminal behavior.

<sup>10</sup> *ibid.* Page 262.

<sup>11</sup> *ibid.* Page 262.

“If I would of got the knife, I would have stabbed him. That would of gave me more of a build-up. People would have respected me for what I’ve done and things like that. They would say, ‘There goes a cold killer’”<sup>12</sup>

Typically, the illegal acts of such criminals are spontaneous and unpremeditated; in most cases there is no evidence that they even had prior contact with their victims. Even when they participate in planned criminal acts, they are still interested primarily in kicks. Unlike most other criminals, they seek no gain other than the pleasure to be derived from the criminal act itself.<sup>13</sup> It is as if the deviant act is intrinsically pleasing to such criminals.

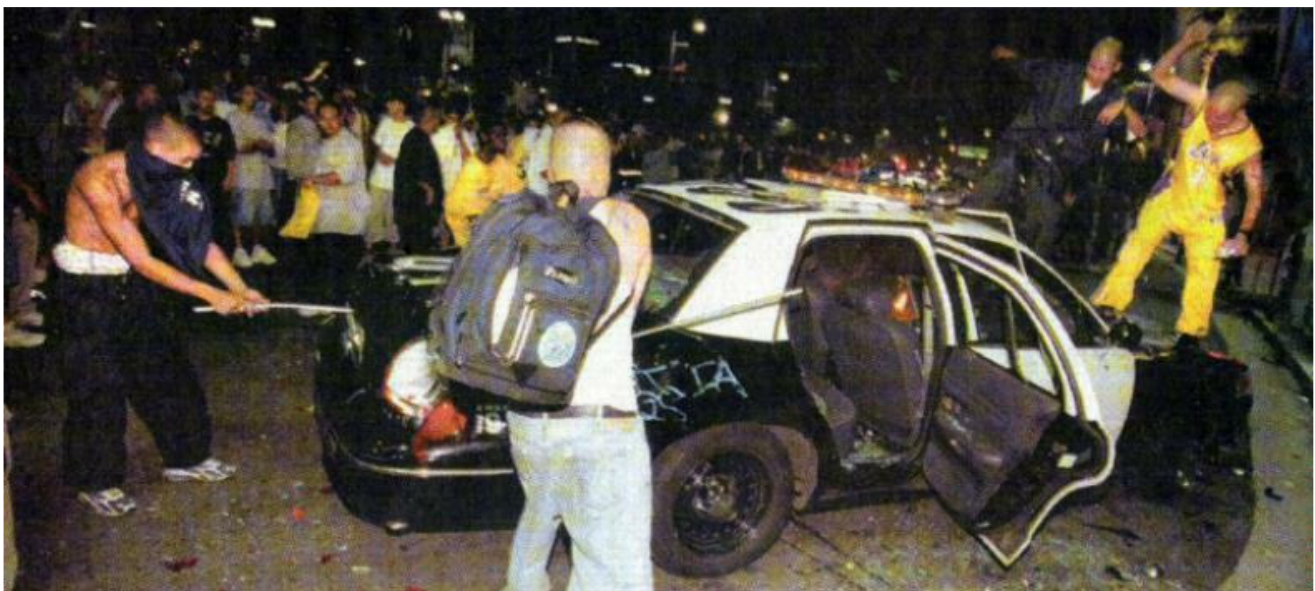
Recently still, another group of criminals has emerged, who now constitute a large segment of today’s prison population. As one researcher described them,

“They are mostly losers, mostly poor... Their chief crime, in Huey Newton’s memorable phrase, is being ‘illegitimate capitalists,’ unemployables whose only hope of enjoying the good things of life is in ripping off the system.”<sup>14</sup>

Admittedly the causes of violence and other forms of crime in the United States are both complex and varied. But as a former United States Attorney General has pointed out,

“Much crime develops from poverty and deprivation. Most victims of crime are the poor themselves...”<sup>15</sup>

Interestingly, when writing about political extremism and terrorist activities, a popular columnist recently noted that “...we are learning of more and more extremists that are homegrown... and the implications of this shift are important”. When referring to these type people, the writer further states that “They live off the industrial order of the west and its welfare system and plot against it”<sup>16</sup>.



<sup>12</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 266.

<sup>13</sup> Ibid.

<sup>14</sup> ibid.

<sup>15</sup> ibid.

<sup>16</sup> Homegrown Islamists by Fouad Ajami. U.S. News & World Report. June 19, 2006. P27.

Research supports the finding that narcotics dependence tends to develop in association with psychopathic personality and other psychopathology. However it is noted that one must distinguish between personality traits present before and after addiction, for the high incidence of psychopathology among narcotics addicts may in part result from rather than precede, the long-term effects of addiction. With time, young addicts withdraw from the wider culture into a more isolated drug culture and tend to abandon scholastic and athletic endeavors. While feeling progressively isolated from the broader culture, they experience a bolstering of their feelings of group belongingness by continued association with the addict milieu. At the same time they tend to revolt against constituted authority and conventional values as a device for alleviating personal anxieties and tensions.<sup>17</sup>

According to the *Broken Window Theory* of criminal causation, an area that has *some* crime tends to attract more crime, simply because it has a little. The theory is so named because a study of homes and buildings reveals that structures with one broken window tends to get more windows broken out extremely disproportionately as compared to surrounding structures without broken windows. In other words, a structure with a broken window seems to be a magnet for rocks. Areas that have criminal activity have been described in the same way.<sup>18</sup>

### Reasons for Gang Formation<sup>19</sup>

Gang behaviors, related incidents, and involvements are issues that afflict the urban inner cities, as well as suburbs. It has ceased to be an "inner city" problem. Its increased growth can be largely blamed on factors surrounding the physical, mental, social, and family climate of the member's childhood. The family, the individual gang member's sense of self, and other social factors can be included in the list of reasons why gangs develop.



### Family

Growing up in a gang family could be considered quite normal for some people. The home environment a family provides for their children could be harmful or neglectful. Abuse and neglect in the family could leave young members seeking care and protection elsewhere. The following photo is a depiction of potentially improper socialization that could possibly lead to some form of degenerate behavior in later years for the affected child.

<sup>17</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 426

<sup>18</sup> Preventing Crime. What Works, What Doesn't, What's Promising. By University of Maryland, Department of Criminology and Criminal Justice. (U.S. Department of Justice Office of Justice Programs.) Page 8-4.

<sup>19</sup> Information contained in this section was gleaned from University of Illinois Extension website Family Works. (<http://www.urbanext.uiuc.edu/familyworks/gangs-04.html>) Original Source: D. Bond, D. Drain, S. Simon for Family Information Services, Minneapolis, MN ©C July, 1994. (Photo from unaffiliated internet source and for illustration purposes only)

Note the unsafe environment resulting from the placement of live weapons near ammunition. According to Parenting Teens, in 10 to 20 percent of families, parents and adolescents are in distressed relationships characterized by emotional coldness and frequent outbursts of anger and conflict. Unresolved conflicts produce discouragement and withdrawal from family life. Adolescents in these families are at high risk for various psychological and behavioral problems.



Youth gangs, commonly associated with inner-city neighborhoods, are becoming a recognizable peer group among youth in smaller cities, suburbs, and even rural areas. Gangs are particularly visible in communities with a significant portion of economically disadvantaged families and when the parent is conflictual, distant or unavailable.<sup>20</sup>

### Self

Young people seek out situations in which they can be successful. Often, they do not consider if it's right or wrong. The contributing factors leading to this are:

- a total lack of self-esteem
- a loss of control over one's life
- a lack of knowledge on how to handle peer pressure
- a lack of successful experiences

Previous and well documented research has correlated all four of the preceding points with a dysfunctional upbringing. Other factors affecting the child's view of self are learning and behavioral disabilities. Often these learning and behavioral problems result in poor grades further lowering self-esteem.

### Social:

The social reasons why young people get involved in gangs, (especially if they do not have the support of their families) are:

- the "glamorous" lifestyle of gang members
- the greed of money and the ease of making it
- a sense of social status by "hanging out" with the "right contacts"

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<sup>20</sup> From an article located [http://www.parentingteens.com/peer\\_pressure.html](http://www.parentingteens.com/peer_pressure.html)

A mixture of these factors, as well as others, may be an individual's reasons for becoming part of a gang. Gangs occur due to voids that are created in an individual's life that cannot be filled. They happen due to a breakdown in their family, social and individual environment.

## Socio-cultural Factors as an Influence Upon Gang Formation<sup>21</sup>

Antisocial personalities are a mixed group of individuals who nevertheless have certain characteristics in common. Although the causal factors differ from case to case, varying combinations of constitutional, psychosocial and sociocultural factors appear to be involved.

## Antisocial and Pathogenic Influences upon Behavior

Western society exposes its human subjects to many competing values and behavioral patterns during the critical years when their world-view is developing. This is the polar opposite of the more consistent patterns of behavior of many simpler societies. In American society several social and cultural influences may act to increase the vulnerability of people to abnormal behavior. Particular factors that may increase vulnerabilities are low socioeconomic class, disorder-engendering social roles, economic and employment problems and social change and uncertainty.

In much the same sense that humans receive a genetic inheritance that is the end product of millions of years of biological evolution, they also receive a sociocultural inheritance that is the end product of many thousands of years of social evolution. This phenomenon was researched in 1965 by a social scientist who described it as follows:

The native or genetic capacities of today's bright city child are no better than the native capacities of a bright child born into a family of Upper Paleolithic cave-dwellers. But whereas the contemporary bright baby may grow up to become almost anything – a Presbyterian engineer, for example, a piano-playing Marxist, a professor of biochemistry who is a mystical agnostic and likes to paint in water colors – the paleolithic baby could not possibly have grown into anything except a hunter or food-gatherer, using the crudest of stone tools and thinking about his narrow world of trees and swamps in terms of some hazy system of magic. Ancient and modern, the two babies are indistinguishable... But the adults into whom the babies will grow are profoundly dissimilar; and they are dissimilar because in one of them very few, and in the other a good many, of the baby's inborn potentialities have been actualized.<sup>22</sup>

Because each group fosters its own cultural patterns by systematically teaching its offspring, all its members tend to be somewhat alike – to conform to certain “basic personality types.” That's why individuals reared among headhunters become headhunters and individuals who are reared in societies that do not sanction violence learn to settle their differences in nonviolent ways.

The more uniform and thorough the education of the younger members of a group, the more alike they will become. Thus in a more simple society (presently characterized by a limited and consistent point of view), there are not the wide individual differences typical of complex societies such as America where children have contact with many diverse, often conflicting, beliefs. But even in American society there are certain core values that we attempt to perpetuate as essential to our way of life.

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<sup>21</sup> Information for this section was gleaned largely from *Abnormal Psychology and Modern Life*, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. Pps. 128-257.

<sup>22</sup> Huxley as quoted in *Abnormal Psychology and Modern Life*, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 132.

Subgroups within a general sociocultural environment – such as family, sex, age, social class, occupational, and religious groups – also foster beliefs and norms of their own, largely by means of social roles that their members learn to adopt. For example, expected role behaviors exist for the student, the teacher, the army officer, the priest, and the nurse. Role-specific behaviors also exist for members of gangs. There is a “pecking order” and “role expectations”.

An inverse correlation exists between socioeconomic class standing and the prevalence of abnormal behavior – the lower the socioeconomic level, the higher the incidence of abnormal behavior, at least in American society.<sup>23</sup> Economic and employment difficulties have repeatedly been implicated as factors that enhance vulnerability and therefore lead to elevated rates of abnormal behavior.

Sociocultural factors also influence the prevalence of antisocial personality development which is thought to be more common in lower socioeconomic groups. Although there are constitutional and family factors that come to play in the formation of psychopathic personalities, it would appear that social conditions such as those found in our urban ghettos also produce their share of antisocial individuals. An environment characterized by the breakdown of social norms and regulations, disorganization, undesirable peer models, and pervasive alienation from and hostility toward the broader society appears to produce inadequate conscience development, lack of concern for others, and destructive, antisocial behavior.

On a family level, the picture is often aggravated by broken homes, parental rejection, and inconsistent discipline, leading to distrust, a confused sense of personal identity, self-devaluation, and feelings of hurt and hostility. The end result may be overt aggressive behavior, directed especially at the representatives of “conventional” society. Many such individuals believe other people can not be counted on and see their own future as out of their control. In essence, they feel helpless and hopeless – as well as resentful and hostile – in relation to their aversive life situations. Seeing no way they can “make it,” they lash out to make others suffer too.

With gangs (i.e. the delinquent gang culture), we are dealing not so much with personal psychopathology as with organized group pathology involving rebellion against the norms of society. In other words, gangs (which are nothing more than groups of individuals), seem to take on their own life-form and personality, which deviates grotesquely from the greater society.

American (teenage) youth are in a stage of psychological development wherein they are seeking their own identity aside and separate from that of their family and as such they are routinely trying out different roles. This may explain (at least part of) the reason why gang participation is disproportionately high among young people. They are trying to “find themselves”. According to one researcher, the socialized delinquent does not represent a failure of socialization but a limitation of loyalty to a more or less predatory peer group. The basic capacity for social relations has been achieved. What is lacking is an effective integration with the larger society as a contributing member. Young people from sociocultural backgrounds that are more likely to produce antisocial personalities are disproportionately represented in gangs.

While the problem of delinquent gangs is more prevalent in lower socioeconomic areas, it is by no means restricted to them. Further, deviant gangs are not a male province. In recent years, female delinquent gangs have also been formed. Nor does the problem of juvenile delinquent gangs occur only in particular racial, ethnic or social groups. It is pervasive, most particularly in inner city areas. While there are many reasons for joining delinquent gangs – including fear of personal injury from gang membership if one does not join, - most members of delinquent gangs appear to feel inadequate in and rejected by the larger society. Gang membership provides those types of personalities with a sense of belonging and a means of gaining a meas-

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<sup>23</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott, Foresman and Company. P 133.

ure of status and approval. It may also represent a means of committing robberies and other illegal acts for financial gain – acts that the individual could not successfully perform alone.<sup>24</sup>

## The Gang Archetype<sup>25</sup>

### Gang activities

Most commonly, the word "gang" refers to street gangs or sometimes "youth gangs", groups who take over territory or "turf" in a particular city and are frequently involved in "providing protection", often a thin cover for extortion, as the "protection" is usually from the gang itself, or other criminal activity. Since roughly the 1970s, street gangs have been strongly connected with drug sales (especially crack cocaine). Some commit burglaries, car theft, and armed robbery. Most members retain their gang affiliations when sent to prison. Many gangs use fronts to demonstrate influence and gain revenue in a particular area. These clandestine bases may include restaurants, bars, casinos, race tracks, strip clubs, or other business.

Some very well known gangs are the California-based Crips and Bloods, or the Sureños and Norteños. Other large gangs include the Aryan Brotherhood, a mostly prison-based white power gang, the Nazi Low Riders, or NLR, the Latin Kings, the Gangster Disciples of Chicago, the Los Angeles-based 18th Street gang, and the Jamaican Posses. In the 1980s, other gangs, such as the Central American gang named Mara Salvatrucha (MS-13), the Miami based International Posse or In/p and the Cambodian gangs, Long Beach Tiny Raskal Gang (TRG) and Asian Boyz (ABZ) emerged. Gangs often spread by a parent or family moving out of the gang neighborhood and the children taking the gang culture and lore with them to a new area and recruiting new members for their old gang. This concept has been referred to as satellite gangs.

### Gangs in schools

Gangs are portrayed as integrated entities within the public school system of many states. Although this assumption is mainly superfluous, a few discerning factors have brought it to the attention of many households.

For instance, according to the Office of Juvenile Justice and Delinquency Prevention (OJJDP), a significant factor contributing to a climate of fear and intimidation in schools is the presence of youth gangs in the community and at school. Based on a study of 4,000 local law enforcement agencies in urban, rural and suburban areas, The United States Department of Justice estimated that there are as many as **23,000 youth gangs** in the United States **with more than 660,000 members**. The existence of youth gangs has been reported in all 50 states.<sup>26</sup> The fear associated with gangs is related to such student-expressed concerns as:

- Fearing Gang disruptions at school or in the neighborhood
- Encountering gang members on the way to and from school
- Anticipating violence from known gang members enrolled at school
- Receiving specific threats or being harassed by gang members who stake out territory on school campuses or in neighborhoods

<sup>24</sup> Abnormal Psychology and Modern Life, 7<sup>th</sup> Ed. by Coleman, Butcher and Carson. Scott Foresman & Company. P 556.

<sup>25</sup> Except as noted, the information contained in The Gang Archetype section comes chiefly from Wikipedia, the free encyclopedia.

<sup>26</sup> OJJDP. "Gangs" as reported at [www.ojjdp.ncjrs.org/jjbulletin/9804](http://www.ojjdp.ncjrs.org/jjbulletin/9804) (no longer available online).

- Facing peer pressure to join a gang
- Being mistaken as a gang member during school or in neighborhood skirmishes between rival gangs
- Feeling threatened by school/neighborhood graffiti displaying gang territorial claims
- Perceiving an increased presence at school of firearms and other weapons related to gang activity
- Experiencing alarm due to escalating interracial/ethnic tensions between gangs at school and in the community

### Gang members

Individual members of gangs may be referred to as “gangsters”, “gangstas”, or "gangbangers". Frequently, the members of a street gang are only in their teens, resulting in early exposure to drugs and violence, and the short life expectancy associated with a "gang-banging" lifestyle. Entry into a gang often entails being "jumped in", where other members beat up the recruit in order to test his dedication. Sometimes the recruit may be given a crime to commit (robbery, rape, or murder) as another route of entry. Often, the decision to join a gang is purely practical, where the danger of being unaffiliated, and thus unprotected, outweighs the risks of gangbanging. Unfortunately, this perpetuates a vicious cycle, only contributing to the violence and corruption of a neighborhood. Other temptations to join a gang also exist: money, drugs, power, and pride for the neighborhood. Although the gang's very existence harms the community, members take great pride in "defending" their local turf.

Tattoos and body markings are popular among gang-bangers. The below pictures from an internet source depicts gang members' pride in their colorful tattoos placed onto their legs and hands.



Once in the gang, the recruit is now a member of the street family, and any offense towards him or any of his brethren will be retaliated against strongly by the gang. They are often given nicknames, partially to prevent their identity from being revealed to law enforcement, but also to denote their rank within the gang. Younger members may start out performing minor crimes, working their way up within the organization, building their reputation through criminal acts. Common gang activities include dealing drugs, extortion, robbery, and war with rival gangs. Because of these "do or die" situations, morality is almost always pushed onto the back burner. Murder is not taboo, and is in fact lauded by fellow gang members, adding to the

reputation. Usually the member is affiliated for life, with two unfavorable options for exiting the gang: one, he may be killed; two, he may desert the gang, essentially forfeiting his life if any of the gang should see him again.

## Gang warfare<sup>27</sup>

Gang warfare is the conflict between opposing gangs and commonly results from turf boundary disputes, the takeover of an area in order to bring in narcotics to push on the streets, personal rivalries, or simply the fact that the opposing group is different in some way. Gang warfare takes a huge toll on cities, families, and communities involved.



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<sup>27</sup> Photos from Gang and Crime

## The United States

### History of Youth Gangs<sup>28</sup>

Youth gangs may have first appeared in Europe or Mexico. No one is sure when or why they emerged in the United States. The earliest record of their appearance in the United States may have been as early as 1783, as the American Revolution ended and it is possible that they emerged spontaneously from adolescent play groups or as a collective response to urban conditions in this country. Some suggest they first emerged following the Mexican migration to the Southwest after the Mexican Revolution in 1813. They may have grown out of difficulties Mexican youth encountered with social and cultural adjustment to the American way of life under extremely poor conditions in the Southwest. Gangs appeared in New England in the early 1800's as the Industrial Revolution gained momentum in the first large cities in the United States: New York, Boston, and Philadelphia.

Gangs began to flourish in Chicago and other large cities during the industrial era, when immigration and population shifts reached peak levels. Early in American history, gangs seem to have been most visible and most violent during periods of rapid population shifts. Their evolution has been characterized by an ebb and flow pattern that at any given time more closely resembles that of, say, influenza rather than blindness. The United States has seen four distinct periods of gang growth and peak activity: the late 1800's, the 1920's, the 1960's, and the 1990's. Gang proliferation, in other words, is not a constant.

In the modern era, youth gangs have been influenced by several trends. In the 1970's and 1980's, because of increased mobility and access to more lethal weapons, many gangs became more dangerous. Gang fights previously involving fists or brass knuckles increasingly involved guns. The growing availability of automobiles, coupled with the use of more lethal weapons, fueled the growth of drive-by shootings, a tactic that previously took the form of on-foot hit-and-run forays. Gangs of the 1980's and 1990's seem to have both more younger and more older members than before, more members with prison records or ties to prison inmates, and more weapons of greater lethality. They are less concerned with territorial affiliations, use alcohol and drugs more extensively, and are more involved in drug trafficking.

Some youth gangs appear to have been transformed into entrepreneurial organizations by the crack cocaine epidemic that began in the mid-1980's. However, the extent to which they have become drug-trafficking organizations is unclear. Some youth groups, many of which are not considered bona fide gangs, are not seriously involved in illegal activities and provide mainly social opportunities for their membership. Some gangs seldom use drugs and alcohol, and some have close community ties.

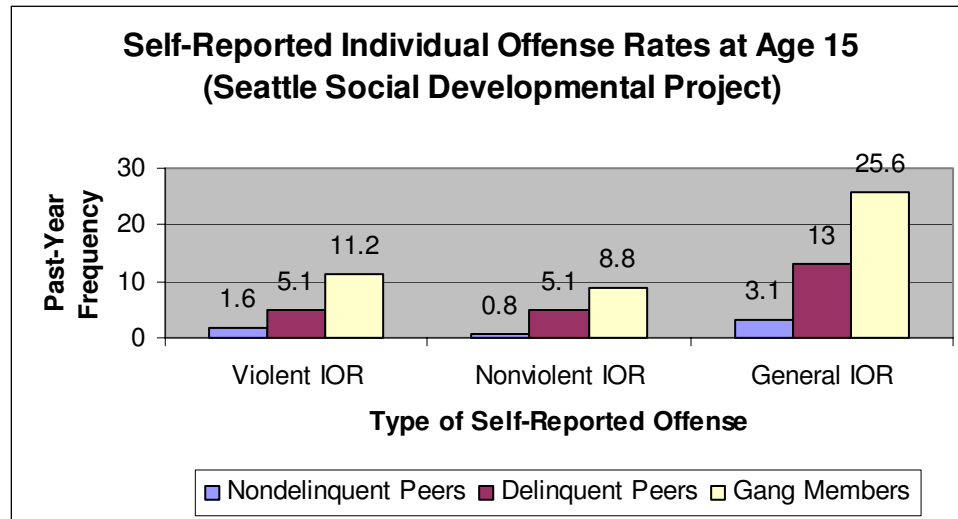
The United States has seen rapid proliferation of youth gangs since 1980. Since then, the number of cities with gang problems increased from an estimated 286 jurisdictions with more than 2,000 gangs and nearly 100,000 gang members in 1980 to about 4,800 jurisdictions with more than 31,000 gangs and approximately 846,000 gang members in 1996. An 11-city survey of eighth graders found that 9 percent were currently gang members, and 17 percent said they had belonged to a gang at some point in their lives.<sup>29</sup> The number of gang members and the number of active gangs varies from study to study but the number is consistently in the 30,000-range for the number of gangs and consistently over ½ million for gang members nationwide. It appears that the estimated 31,000 gangs from over a decade ago had merged into more powerful and better organized groups that are fewer in number but more violent.

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<sup>28</sup> Most information for this section derived from OJJDP available at <http://www.ojjdp.ncjrs.gov/jjbulletin/9808/history.html>

<sup>29</sup> Youth Gangs: An Overview published by OJJDP. Available at [www.ojjdp.ncjrs.gov/jjbulletin/9808/intro.html](http://www.ojjdp.ncjrs.gov/jjbulletin/9808/intro.html)

Numerous studies have reported that gang members are responsible for a large proportion of violent offenses. In Rochester, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) funded a study on the Causes and Correlates of Delinquency. In that study, gang members self-reported committing 68 percent of all violent offenses. In a Denver, Colorado study, adolescent gang members self-reported committing 89 percent of all serious violent offenses. In a widely-published study conducted in Seattle, supported by OJJDP and several other agencies and organizations, adolescent gang members self-reported involvement in 85 percent of robberies committed by the entire sample.<sup>30</sup> The following chart depicts the self-reported offense rates for three different types of offenses.



According to the OJJDP, gang membership intensifies delinquent behavior. From the earliest to the most recent investigations, criminologists have consistently found that, when compared with youth who do not belong to gangs, gang members are far more involved in delinquency, especially serious and violent delinquency. Associating with delinquent peers also contributes to delinquency and peer delinquency is one of the strongest predictors of delinquency researchers have identified.<sup>31</sup> In addition, some gang researchers have suggested that gang membership constitutes a qualitatively different experience than merely associating with delinquent peer groups. For example two researchers documented in the OJJDP report stated:

“...gangs are no longer just at the rowdy end of the continuum of local adolescent groups – they are now really outside that continuum” and “...street gangs are something special, something qualitatively different from other groups and from other categories of law breakers”.

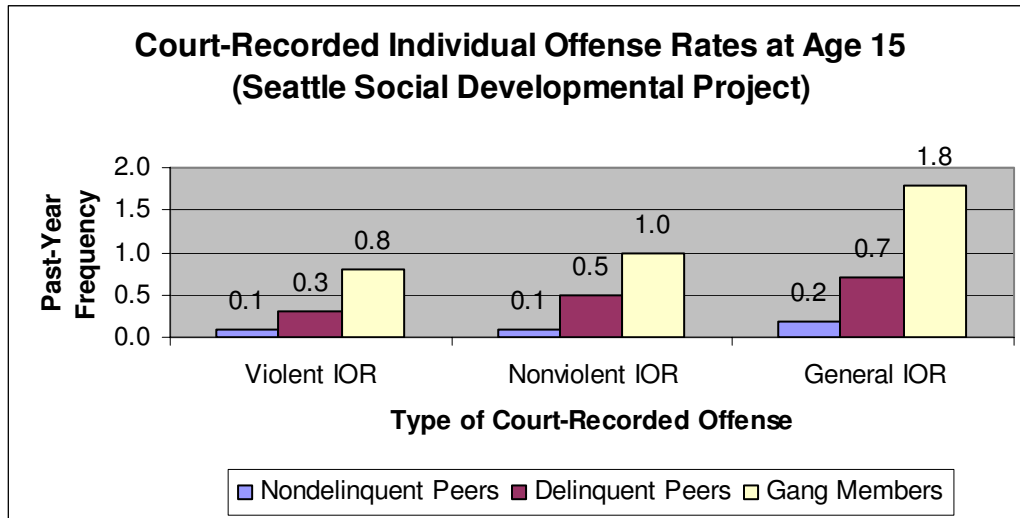
The OJJDP-funded studies seemed to conclude that gang membership contributes to delinquency above and beyond the influence of associating with delinquent peers. Previous research had consistently found that gang members are more involved in serious and violent delinquent offenses than nonmembers, but the effect of belonging to a gang had not been separated from the effect of simply associating with delinquent peers. The Seattle Social Development Project and the Rochester Youth Development Study – both documented in the October 1998 OJJDP bulletin, provided strong consistent evidence that being a member of a gang increases the rate of involvement in a variety of deviant behaviors over and above the impact of having delinquent peers. Gang membership significantly predicts delinquency, even when controlling for other predictors of both delinquency and gang membership.<sup>32</sup> The following chart depicts the significant differ-

<sup>30</sup> Youth Gangs: An Overview published by OJJDP. Available at [www.ojjdp.ncjrs.gov/jjbulletin/9808/intro.html](http://www.ojjdp.ncjrs.gov/jjbulletin/9808/intro.html)

<sup>31</sup> Gang Membership, Delinquent Peers, and Delinquent Behavior. OJJDP. Juvenile Justice Bulletin, October 1998, Page 1.

<sup>32</sup> Ibid. Page 8.

ence in the court-reported rates of delinquency in the Seattle study and helps in understanding why a program that concentrates merely on treating juvenile delinquency would be inadequate.



As indicated in the above chart, gang members have:

- A rate that is two and two-thirds that of delinquent peers for violent individual offense rates.
- A rate that is twice that of delinquent peers for nonviolent individual offense rates.
- A rate that is approximately two and one-half that of delinquent peers for general i/o rates.

The consistency and strength of the individual results of the Seattle and Rochester studies are convincing evidence concerning the impact of gang membership on deviant behavior. Even more impressive is the consistency of the results across the two studies. The studies were conducted in cities that differ in histories and demographics. For example, according to the OJJDP, the majority of the Rochester respondents were African-American while most of the Seattle-study respondents were European-American and the studies also used somewhat different measures and included somewhat different variables in their multivariate equations. Yet both studies came to the same fundamental conclusion: the observed effect of gang membership on involvement in delinquency is not unique to one city or to one ethnic group.<sup>33</sup>

Youth Gangs and Violence <sup>34</sup>

Youth gang violence from the 1950's to the 1980's had a curious history. The national perspective of gangs during that period was dominated by a New York City media view: "a flowering in the 1950s, death in the 1960s, revival in the early 1970s, and dormancy in the later 1970s." A survey of gang problems in major American cities proved the latter part of this media theory to be wrong. The study showed that gang violence was very prevalent in the 1960's and 1970's and that nothing had changed from the 1950's; rather, media and public attention were diverted from gangs to the Vietnam War, the civil rights movement, and ensuing riots.

That study indicated that gangs had become more dangerous than ever in the 1970's. This was attributed to four major motives: honor, defense of local turf, control of facilities, and gain of money and goods. In the

<sup>33</sup> Gang Membership, Delinquent Peers, and Delinquent Behavior. OJJDP. Juvenile Justice Bulletin, October 1998, Page 9.

<sup>34</sup> This section from OJJDP available at <http://www.ojjdp.ncjrs.gov/jjbulletin/9808/youth.html>

1970's, "gang crime was more lethal than any time in history; more people were shot, stabbed, and beaten to death in gang-related incidents than during any previous decade . . . and the prevalence and sophistication of firearms used was unprecedented" according to the researcher.

In addition to illegal activities, for the most part, gang members often "hang out" and are involved in other normal adolescent social activities, but drinking, drug use, and drug trafficking are also common. Although a direct comparison cannot be made, it is apparent that the relative proportion of violence in gang behaviors has increased since the 1950's.

Gang members commit a disproportionate share of offenses, including nonviolent ones. In the previously mentioned Seattle study supported by OJJDP, gang members self-reported committing 58 percent of general delinquent acts in the entire sample, 51 percent of minor assaults, 54 percent of felony thefts, 53 percent of minor thefts, 62 percent of drug-trafficking offenses, and more than 59 percent of property offenses. In the OJJDP-funded Causes and Correlates study, Denver gang members self-reported committing 43 percent of drug sales and 55 percent of all street offenses. In the same study, Rochester gang members self-reported committing 70 percent of drug sales, 68 percent of all property offenses, and 86 percent of all serious delinquencies.

Gang members commit serious and violent offenses at a rate several times higher than nongang adolescents. In Denver, gang members have committed approximately three times as many serious and violent offenses as nongang youth. Even greater differences were observed in the Rochester study, where gang members committed about seven times as many serious and violent delinquent acts as nongang adolescents. In the Seattle study, gang youth self-reported more than five times as many violent offenses (hitting someone, fighting, and robbery) as nongang youth. In Rochester, two-thirds of chronic violent offenders were gang members for a time. This further supports one researcher's previously reported conclusion that "*gangs are no longer just at the rowdy end of the continuum of local adolescent groups -- they are now really outside the continuum.*" (Italics added)

How strong are the effects of gang membership on the behavior of individual members? Studies in the three cities (Denver, Rochester and Seattle) showed that the influence of the gang on levels of youth violence is greater than the influence of other highly delinquent peers. Youth commit many more serious and violent acts while they are gang members than they do after they leave the gang. However, **the influence of a gang is long lasting**. In all three sites, although gang members' offense rates dropped after they left the gang, they still remained fairly high. **Drug use and trafficking rates, the most notable exceptions to offense rate drops, remained nearly as high after members left the gang as when they were active in it.** This study also showed that in comparison with single-year gang members, multiple-year members had much higher robbery and drug-trafficking rates while in the gang.

Gangs are highly criminogenic in certain cities and communities. Studies have not yet determined what accounts for the high levels of individual serious and violent offense rates in gangs or the lasting effects of gang involvement. Are the individual characteristics of gang members a key factor? These characteristics may be important, but some researchers have found no differences in the extent to which some gang members, nongang street offenders, and nonoffenders were involved in eight different conventional activities: holding school year jobs, holding summer jobs, attending school, participating in school athletics, other school activities, community athletics, community activities, and religious activities. Nor have long-term studies succeeded in identifying characteristics that distinguish gang members from other serious, violent, and chronic offenders. The main difference between the two groups is gang members' higher propensity for violence; however, this could be because more violent adolescents may be recruited into gangs.

Gang norms also constitute an important factor in the elevated level of violence in gang peer groups: "Violence that is internal to the gang, especially during group functions such as an initiation, serves to intensify the bonds among members". Most gangs are governed by norms supporting the expressive use of violence to settle disputes and to achieve group goals associated with member recruitment, defense of one's identity as a gang member, turf protection and expansion, and defense of the gang's honor. Gang sanctioning of violence is also dictated by a code of honor that stresses the inviolability of one's manhood and defines breaches of etiquette. Violence is also a means of demonstrating toughness and fighting ability and of establishing status in the gang.

These norms - coupled with the fact that violence is contagious and clustered in space, escalates over time, and likely spreads more quickly among youth who are violence prone - may explain why the level of violence in gangs is higher than in other delinquent peer groups. Willingness to use violence is a key characteristic distinguishing gangs from other adolescent peer groups. Violence also serves to maintain organization within the gang and to control gang members.

Levels of gang violence differ from one city to another, from one community to another, from one gang to another, and even among cliques within the same gang. Violence in a particular clique changes as the group evolves: "Violence is a variable. Violence is not something inevitable and fixed with gangs." According to a researcher documented by the OJJDP, the following seven-step process accounts for the peaks and valleys in levels of gang violence. The process begins with a loosely organized gang:

1. Gang members feel loose bonds to the gang.
2. Gang members collectively perceive a threat from a rival gang (which increases gang cohesion).
3. A mobilizing event occurs -- possibly, but not necessarily, violent.
4. There is an escalation of activity.
5. One of the gangs lashes out in violence.
6. Violence and activity rapidly deescalate.
7. The other gang retaliates.

Although our society has substantial basis for fearing the violence of certain gangs, most gang violence is directed at other gangs. Of nearly 1,000 gang-related homicides in Chicago from 1987 to 1994, 75 percent were intergang, 11 percent were intragang, and 14 percent involved nongang victims murdered by gang members. Most of the intergang conflicts are concentrated in specific areas of cities with gang problems. These disputes over turf are generally played out in fights along the borders of disputed territory. Also, as one study indicated, "Spatial analysis suggests a 'marauder' pattern, in which members of rival gangs travel to the hub of their enemy's territory in search of potential victims." Violent episodes generally occur within a mile of the attacker's residence. Rivalries with other gangs, not vengeance against society, provide the motivation for gang growth and expansion.

## Guns

Adolescent propensity for violence and gun ownership and use are closely linked. Juvenile males who own guns for protection rather than for sport are six times more likely to carry guns, eight times more likely to commit a crime with a gun, four times more likely to sell drugs, almost five times more likely to be in a gang, and three times more likely to commit serious and violent crimes than youth who do not own guns for protection. Gangs are more likely to recruit adolescents who own firearms, and gang members are more than twice as likely as nongang members to own a gun for protection.



more likely to have peers who own guns for protection, and more likely to carry their guns outside the home.

Gangs have always been armed with weapons of some sort. Recent studies have found that most violent gang members illegally own or possess a firearm, and the lethality of assaults appears to have increased steadily because of the availability and use of deadlier weapons. Gang members arm themselves because they believe their rivals have guns. According to a 1996 study, "The proliferation of guns and shootings by gang members escalates violence by creating a demand for armaments among rival gangs." They feel they need more guns, and more sophisticated ones, so they will not be caught at a disadvantage.

### Homicides

Gang homicides have characteristics that distinguish them from nongang homicides. Homicides by gang members are more likely to take place in public settings (particularly on the street), involve strangers and multiple participants, and involve automobiles (drive-by shootings). Gang homicides are three times more likely than nongang homicides to involve fear of retaliation. Unlike other homicides, gang homicides fluctuate from one racial/ethnic group to another at a given point in time and in different community areas within the same city. Gang homicide trends are also characterized by periodic spurts, peaking, retreating to higher plateaus than before, then surging upward again. Spurts in gang homicides are explained largely by turf disputes between gangs. The spurts are not citywide, but occur in specific neighborhoods and involve particular gangs. Each homicide peak tends to correspond to a series of escalating confrontations, usually over control of territory - either traditional street gang turf or an entrepreneurial drug market.

National trend data on gang homicides are scant. A study conducted in 1982 provided the first national tabulation of gang homicides, reporting a total of 633 gang-related killings in major gang cities in 1980. Since that time, gang homicides have increased dramatically, reaching epidemic proportions in certain cities like Chicago and Los Angeles. The annual number of youth and adult gang-motivated homicides in Chicago increased almost fivefold between 1987 and 1994, then dropped slightly in 1995. Youth and adult gang-related homicides in Los Angeles County more than doubled from 1987 to 1992, from 387 to 803, dropped slightly in 1993, climbed back to the 800 level by 1995, then dropped by 20 percent in 1996.

Although current national data on youth gang homicides is sparse, they may be following the national homicide pattern, which is in a downturn according to the Federal Bureau of Investigation. The growing use of more lethal weapons in gang assaults has been driving gang homicides. For example, from 1987 to 1990, virtually all of the increase in Chicago gang-motivated homicides appears to be attributable to an increase in the use of high-caliber, automatic, or semiautomatic weapons. That study found that during a period in which there was no increase in street gang assaults, gang homicides increased, indicating that the lethality of weapons (deaths per incident) accounted for the greater number of homicides. In Los Angeles, the proportion of gang-related homicides involving firearms increased from 71 percent in 1979 to 95 percent in 1994, mainly because of the increased use of handguns, particularly semiautomatics. Surprisingly, assault weapons are rarely used in gang-related drive-by shootings and other homicides.

Data on youth gangs in particular reveal that a member's risk of being killed is 60 times greater than that of the general population and even higher in certain cities. For example, researchers have found that in St. Louis, the gang member homicide rate is 1,000 times higher than the U.S. homicide rate.

Drive-by shootings are often employed by gangs. Gang-related drive-by shootings have increased in certain cities. Interestingly, some research indicates that killing is a secondary intent; promoting fear and intimidation among rival gangs is the primary motive.

From 1989 through 1993, 33 percent of Los Angeles gang-related homicides were drive-bys, resulting in 590 homicides. In Chicago, from 1965 through 1994, only 120 gang homicides resulted from drive-by shootings (about 6 percent of the total), most of which (59 percent) occurred after 1984.

### Drug Trafficking

Although youth gangs appear to be increasing their involvement in drug trafficking, empirical research has not documented extensive networks of drug trafficking as an organized activity managed by youth gangs. The consensus among the most experienced gang researchers is that the organizational structure of the typical gang is not particularly suited to the drug-trafficking business.



Some gang members become involved in drug trafficking by acting on their own, and some by involvement in gang cliques. Several researchers have identified drug-trafficking gangs and cliques within gangs established for drug distribution purposes. In Chicago, Detroit, Milwaukee, and San Francisco, a few gangs have developed lucrative drug-trafficking enterprises, and in some cases most of their violence is associated with drug trafficking. Chicago's Vice Lords and the Black Gangster Disciples are notable examples.

Much has been made of the supposed relation between adolescent drug trafficking and violence. However, several gang studies have found the relation between these two behaviors to be weak or nonexistent. Despite a high prevalence of drug trafficking among Seattle gang members, accelerated adolescent involvement in drug trafficking after joining a gang, and a strong correlation between drug trafficking in midadolescence and selling drugs in late adolescence, a recent analysis of longitudinal data showed that gang involvement in drug trafficking is not a strong predictor of violence and several other gang studies have produced similar findings..

Drug use, drug trafficking, and violence overlap considerably in gangs. Moreover, gang involvement appears to increase individual involvement in drug use, drug trafficking, gun carrying, and violence and, perhaps, to prolong involvement in drug sales. Although drug use is strongly associated with drug trafficking, which is strongly associated with gun carrying and other serious and violent crimes, drug trafficking is not necessarily a direct cause of more frequent violent offending except in established youth and adult drug-trafficking gangs. (More research is needed to resolve this issue.)

### Gang migration

There is some discrepancy between research results and law enforcement investigatory agency reports on youth and adult gang migration and drug trafficking. This discrepancy has many determinants, including different research methods used in the various studies, different definitions, and different information sources. Most of this gap may be accounted for by variations in definitions of gangs - and also the lack of a clear distinction between youth gangs and adult criminal organizations in reports of gang migration and drug trafficking. Some of the apparent affiliation of small local youth gangs with large gangs in major cities, indicated by similar gang names, may involve imitation or symbolism.

There may be some possible expansion. A California study has suggested that the two major Los Angeles gangs, the Crips and the Bloods, were expanding their drug-trafficking operations to other cities. The National Drug Intelligence Center (NDIC) has reported "a noticeable spread of Bloods/Crips gangs across the United States in the late 1980s and early 1990s." Gangs claiming affiliation with the Bloods or Crips have

been reported in as many as 180 jurisdictions in 42 States and by at least 301 local law enforcement agencies.

There are some common reasons to migrate. A 1992 nationwide gang migration study of youth and adult gangs surveying 1,100 U.S. cities shows that the most common reasons to migrate (movement of members from one city to another) are social considerations, including family moves to improve the quality of life and to be near relatives and friends. Drug franchising is not the principal driving force. Migrants usually arrive individually rather than with gang companions, and existence of local gangs precedes migrating gang members in almost every instance. Only one-fifth of cities reporting gang migration attributed their gang problem to this factor. However, cities reporting gang migration said local crime rates or patterns generally were affected by migrants, primarily through increases in theft, robbery, and other violent crimes: "Gang migrants were generally not perceived as having a substantial impact on the local drug market, probably because of their relatively low numbers". In reference to youth gangs, most gang problems are "home-grown". Several local studies of drug-trafficking youth gangs also have not found migration to be an important factor.

Drug trafficking is a small factor. The availability of more intelligence has enabled investigatory agencies to track the movement of youth and adult gangs more precisely. The NDIC Street Gang Symposium concluded that, as the exception rather than the rule, some well organized street gangs are engaged in interstate drug trafficking. As youth and adult gang members relocate throughout the country for various reasons, the gang's drug-trafficking connections are indirectly expanded. This new information is fairly consistent with findings from other studies.

It is clear that some youth gangs have extended their drug-trafficking operations to other States and cities. Their impact on local markets could be significant. Some of the migrant connections may be initiated by distant gangs for the purpose of obtaining drugs or guns. However, gang migration for drug-trafficking purposes is mainly limited to within-the-region movement. Further research is needed on the impact of migrating gangs on local drug trafficking.

### Homicide and the drug trade

Because the growth in youth gang violence coincided with the crack cocaine epidemic, the two developments appeared to be interrelated. Nonempirical assessments conducted by local governmental agencies, the U.S. Congress, and by the executive branch of the Federal Government concluded that gangs were instrumental in the increase in crack cocaine sales and that their involvement in drug trafficking resulted in a growth in youth violence, including homicide.

The presumed strong correlation between youth and adult gang-related homicides and drug trafficking has been questioned in several studies. Studies in Boston, Chicago, Miami, Los Angeles, and St. Louis have consistently shown a low correlation between gang-related homicides and drug trafficking. Two caveats explain important exceptions.

First, some youth and adult gang homicides are related to the drug business, from a low of 2 percent in Chicago for the period from 1965 to 1994 up to 34 percent in Los Angeles for the years 1988 and 1989. Although most gang drug wars appear to involve adult criminal organizations, some do involve youth gangs. These can produce a large number of drug-related homicides, particularly in the case of prolonged gang wars.

Second, drug trafficking contributes indirectly to youth and adult gang homicides. Although studies indicate that drug trafficking is an infrequent cause of youth and adult gang homicide, the existence of gang drug

markets provides a context in which gang homicides are more likely to occur. Most youth and adult gang homicides involve intergang conflicts and drug markets bring rival gang members into proximity with one another.

There is no question that in particular communities in certain cities, youth gangs are very active in drug trafficking. However, the common stereotypes of the relationships between gangs, drug trafficking, and violence are sensationalized. Where drug-related violence occurs, it mainly stems from drug use and dealing by individual gang members and from gang member involvement in adult criminal drug distribution networks more than from drug-trafficking activities of the youth gang as an organized entity.

Youth gang homicides result more from intergang conflict than from the drug trade. Most are due to impulsive and emotional defense of one's identity as a gang member, defense of the gang and gang members, defense and glorification of the reputation of the gang, gang member recruitment, and territorial disputes. Most drug distribution network groups involving youth grew out of criminal organizations formed solely for crack distribution and bear little resemblance to traditional youth gangs. These findings suggest that interventions should be designed to target youth and adult gang homicides and drug trafficking as separate phenomena, except in cases in which street gang drug markets overlap with violence "hot spots" (areas with high gang crime rates).

### American Gangs and Crime

As of 2006, about 30,000 violent street gangs, motorcycle gangs, and prison gangs with approximately 800,000 members are operating in the U.S. Many are sophisticated and well organized; all use violence to control neighborhoods and boost their illegal money-making activities, which include drug trafficking, robbery, theft, fraud, extortion, prostitution rings, and gun trafficking.<sup>35</sup> Although the number of gangs and gang members seem to be diminishing, the amount of control exercised by gangs has increased dramatically due to their evolution toward more sophisticated ways to use violence and crime to strengthen their hold on neighborhoods and communities.

In 2005, Chris Swecker, the top criminal investigative executive for the FBI testified to the *House Committee on International Relations' Subcommittee on the Western Hemisphere* during a hearing on rising gang violence across Latin America—and how it's not only destabilizing the region but also fueling crime and violence here in the U.S. Mr. Swecker provided plenty of detail on the growing menace of gangs and the United States' increased efforts to defeat them, including a task force specifically focused on disrupting and dismantling Mara Salvatrucha, or MS-13. The following list is a few highlights of the threats that were discussed during the hearing:

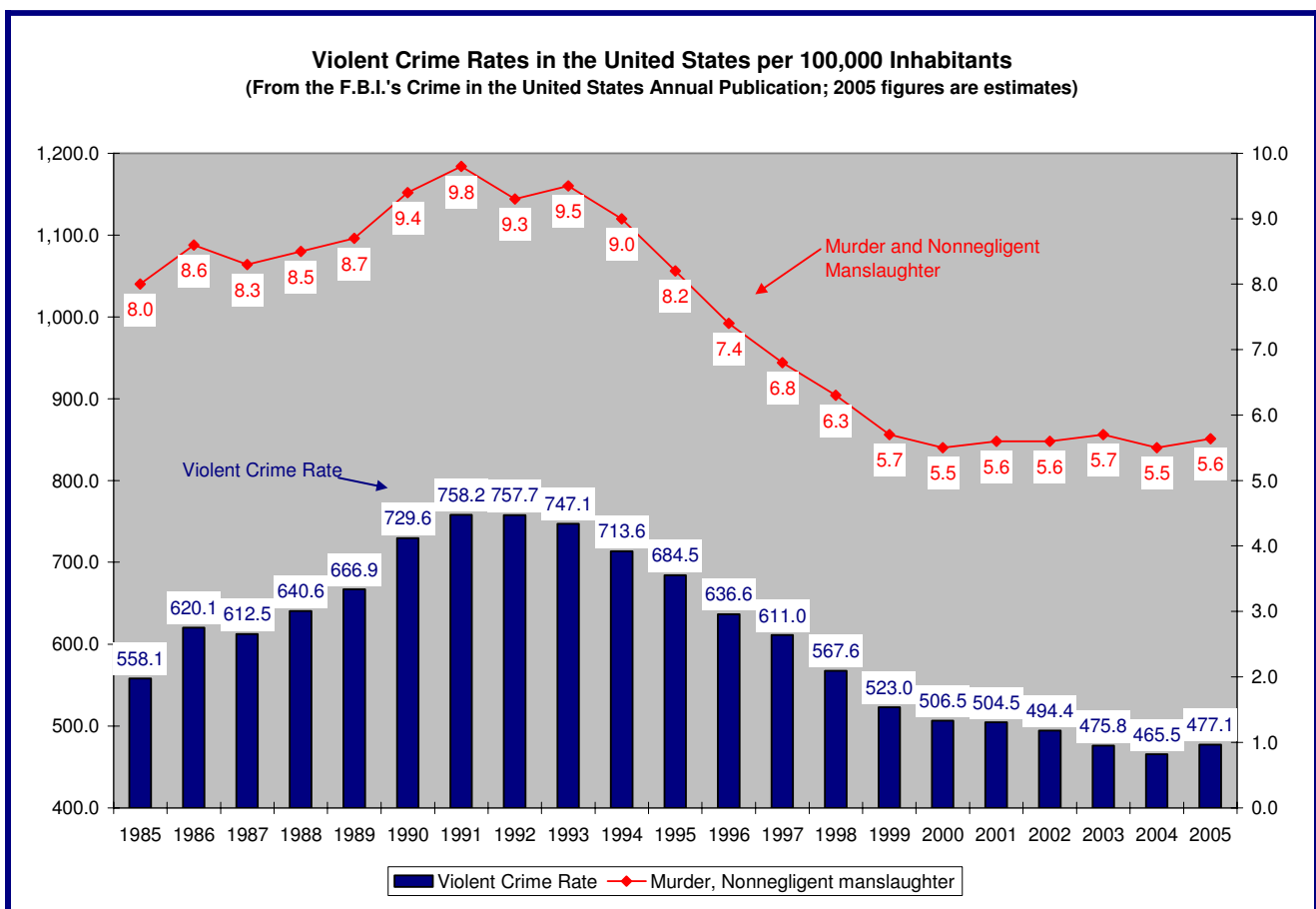
- Today, gangs are more violent, more organized, and more widespread than ever before.
- There are approximately 30,000 gangs, with 800,000 members, impacting 2,500 communities across the U.S."
- Latino gangs are sowing violence and crime in big cities like Los Angeles, Chicago, and New York, but are also spreading to rural and suburban areas.

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<sup>35</sup> Federal Bureau of Investigation @ [http://www.fbi.gov/hq/cid/ngic/violent\\_gangs.htm](http://www.fbi.gov/hq/cid/ngic/violent_gangs.htm)

- The violent gang MS-13—composed mainly of Central American immigrants from El Salvador, Honduras, and Guatemala—“has a significant presence in Northern Virginia, New York, California and Texas, as well as places as disparate and widespread as Oregon City, Oregon, and Omaha, Nebraska.” MS-13 is estimated to have some 8,000 to 10,000 hardcore members—and is growing increasingly sophisticated, widespread, and violent.

According to the F.B.I. Annual Report *Crime in the United States*, preliminary figures indicate that, as a whole, law enforcement agencies throughout the Nation reported an increase of 2.5 percent in the number of violent crimes brought to their attention in 2005 when compared to figures reported for 2004. The violent crime category includes murder, forcible rape, robbery, and aggravated assault. The number of property crimes in the United States from January to December of 2005 decreased 1.6 percent when compared to data from the same time period in 2004. Property crimes include burglary, larceny-theft, and motor vehicle theft.<sup>36</sup> Thus it appears that although some crimes are subsiding, violent crimes which had been decreasing for several years, are beginning to reverse their downward trend and beginning to rise. The occurrence of violent crime throughout the Nation in 2005 was estimated at a rate of 477.1 violent offenses per 100,000 inhabitants, reversing a 13-year decline. Overall, as the following chart indicates, through the end of 2005, the violent crime rates for the U.S. seemed to be decreasing.<sup>37</sup>



<sup>36</sup> FBI Preliminary Crime Reports, Preliminary Annual Report, 2005. Report was also cited in *A Troubling Uptick in Violent Crime* by Gordon Witkin, U. S. News and World Report, June 26, 2006, P22. (Totals do not include Arson which is also a property crime.)

<sup>37</sup> *Crime in the United States 2005 Preliminary Report*, United States Department of Justice, Federal Bureau of Investigation, 2006. (Chart and report figures are based upon a 2.5% mathematical increase over 2004.)

Age of Illegal Gun Possessor Coincides with that of Gangs

According to the Bureau of Alcohol Tobacco, Firearms, and Explosives (ATF), the single most frequent age of crime gun possessors in 1999 was 19, followed closely by ages 20 and 18. There was a significant increase in the number of traces from 131 at age 13 to 2,204 at age 19. Each year, more than 14,000 crime guns are recovered from individuals between the ages of 18 and 24, the peak years for being a crime gun possessor. The number of crime gun trace requests drops steadily from 1,699 at age 24 to 895 for possessors at age 30, and at the age of 50, there were only 298 trace requests.<sup>38</sup>

Furthermore, among the ATF trace requests for which the possessor’s age was known, adult possession accounted for almost 57 percent of the trace requests, **youth possession accounted for 34 percent, and the juvenile category accounted for over 9 percent.** Note the following table which was taken from the Bureau of ATF’s report:<sup>39</sup>

**Age Group of Crime Gun Possessor**

Trace Requests for which Possessor’s Age can be determined		40,730	100.0%
Crime Gun Trace Requests with:			
Juvenile Possessor	(Ages 17 & Under)	3,790	9.3%
Youth Possessor	(Ages 18 – 24)	13,838	34.0%
Adult Possessor	(Ages 25 & Older)	23,102	56.7%

**Interestingly, the 24 & under age group comprises 43.3% of all possessors. This is basically the same age group that is most prevalent in gangs (15-24)** This shows the importance of conducting a full investigation into the chain of possession of crime guns because previous research has demonstrated that illegal weapons possession has a strong nexus (correlation) to gangs and gang-related violent crime.<sup>40</sup>

**The Southern States**<sup>41</sup>

The data for the southern states is more distressing than the data for the United States as a whole and the numbers indicate that something must be done to decrease the occurrence of violence in the South and prevent further criminal acts that result from this violence. The south has lower literacy rates, more poverty, more persons living in lower socioeconomic conditions and less education per capita than the rest of the U.S. In 2005, the South, the Nation’s most populated region, had an estimated 36.1 percent of the Nation’s inhabitants. In 2004, an estimated 41.9 percent of the Nation’s violent crimes occurred in this region and it is expected to be slightly higher for 2005 when the final figures are tabulated. According to the F.B.I.’s Preliminary Annual Uniform Crime Report, the south experienced a 1.8% overall increase in violent crime in 2005, but had a whopping 5.3% increase in murders **The estimated rate of violent crime in the South was 550.3 offenses per 100,000** in population, **15% worse than that of the United States as a whole.**

<sup>38</sup> *Crime Gun Trace Reports* (1999). Bureau of Alcohol, Tobacco, Firearms, and Explosives. Page 6. 1999 is the last year for which gun trace data is currently available.

<sup>39</sup> *ibid.*

<sup>40</sup> *ibid.* Page 8.

<sup>41</sup> Population and crime rate figures taken from 2004 report: *Crime in the United States*, United States Department of Justice, Federal Bureau of Investigation. 2004. P 12. Estimates for 2005 extrapolated from the estimated 1.8% increase over the 540.6 reported for 2004. Information extrapolated from the preliminary Annual Uniform Crime Report, January – December 2005. (F.B.I.) Page 1

## The State of South Carolina

The rate of illiteracy, under educated people, and persons living in low socioeconomic conditions in South Carolina is much worse than for the U.S. as a whole and the average of the rest of the southern states. These factors have been correlated with violence and gang formation. In 2004, there were a total of 32,922 violent crimes committed in South Carolina. Based upon the 1.8% estimated increase for the region, we estimate that there will be approximately 33,515 violent crimes reported in the final tally for 2005. The estimated violent crime rate for the state is expected to be near 798.3 violent crimes per 100,000 population. This was 45% worse than the rate for the other southern states (550.3) and 67% worse than the overall average for the United States (477.1).<sup>42</sup> In calendar year 2004, of all states, including Puerto Rico and the District of Columbia, South Carolina had the second highest violent crime rate in the United States. Only Washington, DC had a higher violent crime rate than South Carolina.<sup>43</sup>

Law Enforcement officials believe that a substantial portion of the violent crime in South Carolina results from gang activity. According to the *2005 National Gang Assessment*, intelligence indicates the presence of numerous Outlaw Motorcycle Gangs (OMGs) in the Southern region. South Carolina is listed as having a documented presence of Hells Angels, Outlaws, Pagans and Bandidos. The report seems to insinuate that many areas have chapters of OMGs, but because their membership numbers are smaller than those of street gangs and because OMGs receive less political attention, many jurisdictions do not consider them as great a threat as other street gangs. In the current survey, more than 30 percent of officials in the region reported the presence of the Outlaws. Officials reported the presence of the Hells Angels and Pagans as well, with a low level of activity.

## The City of Anderson South Carolina

The City of Anderson, South Carolina is located approximately half way between Atlanta, Georgia and Charlotte, North Carolina, three miles east of interstate 85 near the base of the Blue Ridge mountains and has city, county, and state government offices, as well as a federal courthouse, a major hospital, six public schools, a four-year college, and a two-year community college. Anderson City, with an area of 15 square miles and a population<sup>44</sup> of approximately 25,877 which temporarily “spikes” to an estimated 110,000 some days during the year, is the county seat. Individuals come into Anderson from the surrounding counties in South Carolina and northeast Georgia to work, transact business, and shop at the many outlets as well as the mall. Many citizens come into the city from the county of Anderson on a daily basis in order to engage in commerce and trade as well as interact with the various government agencies available. **The violent crime rate for the City of Anderson, South Carolina was 860.8 per 100,000 population in 2004.**<sup>45</sup> That was 9% worse than the rest of the state, 59% worse than the rest of the south and 84% worse than the entire country.

According to the 2000 census, the city of Anderson has significantly more illiterate people without a high school education than the rest of the state, region and country. Based upon preliminary FBI reports, Anderson City appears to have one of the highest violent crime rates in the country.<sup>46</sup> The following chart depicts the relative increase in the violent crime rates starting with the United States as a whole, moving across to the Southern states, then to the State of South Carolina and finally to Anderson City.

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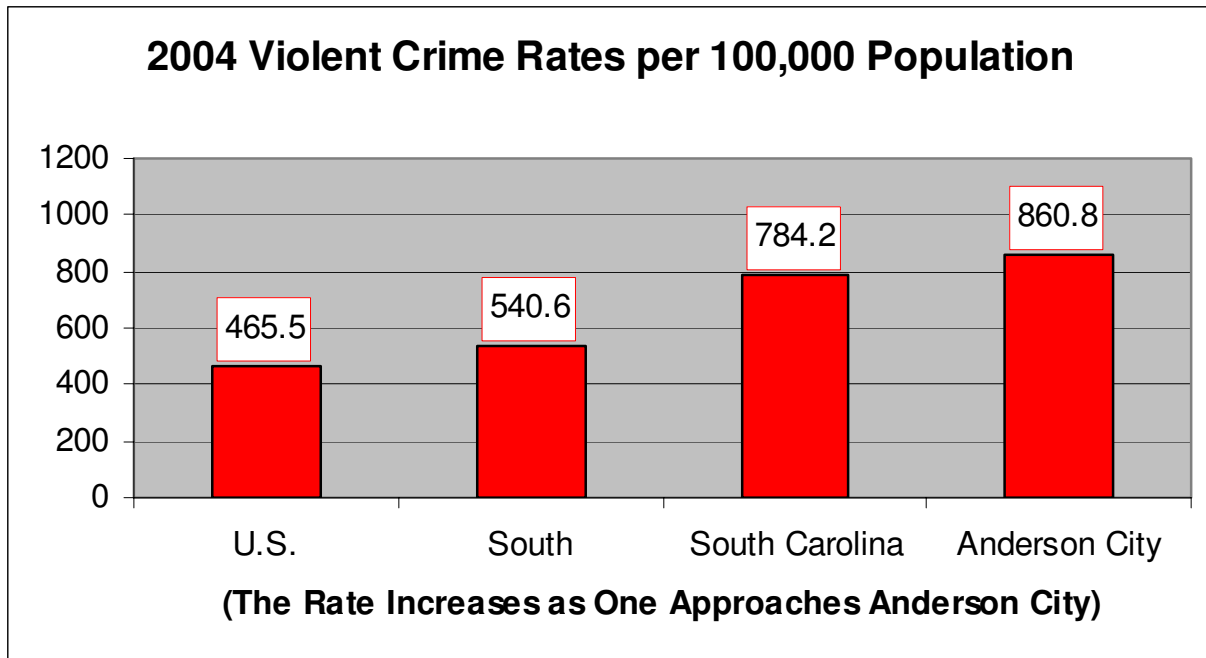
<sup>42</sup> These are estimates based upon the F.B.I.'s preliminary report.

<sup>43</sup> *Crime in the United States*, United States Department of Justice, Federal Bureau of Investigation. 2004. Pps 80 and +/-.

<sup>44</sup> *Crime in the United States 2004*. Page 175.

<sup>45</sup> *Crime in the United States 2004*. Page 175. Based upon 223 violent crimes for 25,877 inhabitants.

<sup>46</sup> *Crime in the United States 2004*. Table 8. Page 175.



### Mindset Predisposed Toward Violence

In the late 19<sup>th</sup> and early 20<sup>th</sup> century the city of Anderson developed into what was to become the center of a major textile manufacturing area. The people who first settled and worked in what is now Anderson City had been farmers in the southern-planter class whose culture evolved into that of working class blue-collar mill employees. Ordinarily, the typical factory workers' level of education was below average and their dropout rate was high. It was common for these people to exit the educational system while still in grammar school. The factory owners encouraged these types of people to work in their plants because, even though the mill was dirty, the hours were long, and the work was hard, these people were excellent employees and worked benevolently in order to avoid having to return to a life of starvation on the farmstead.

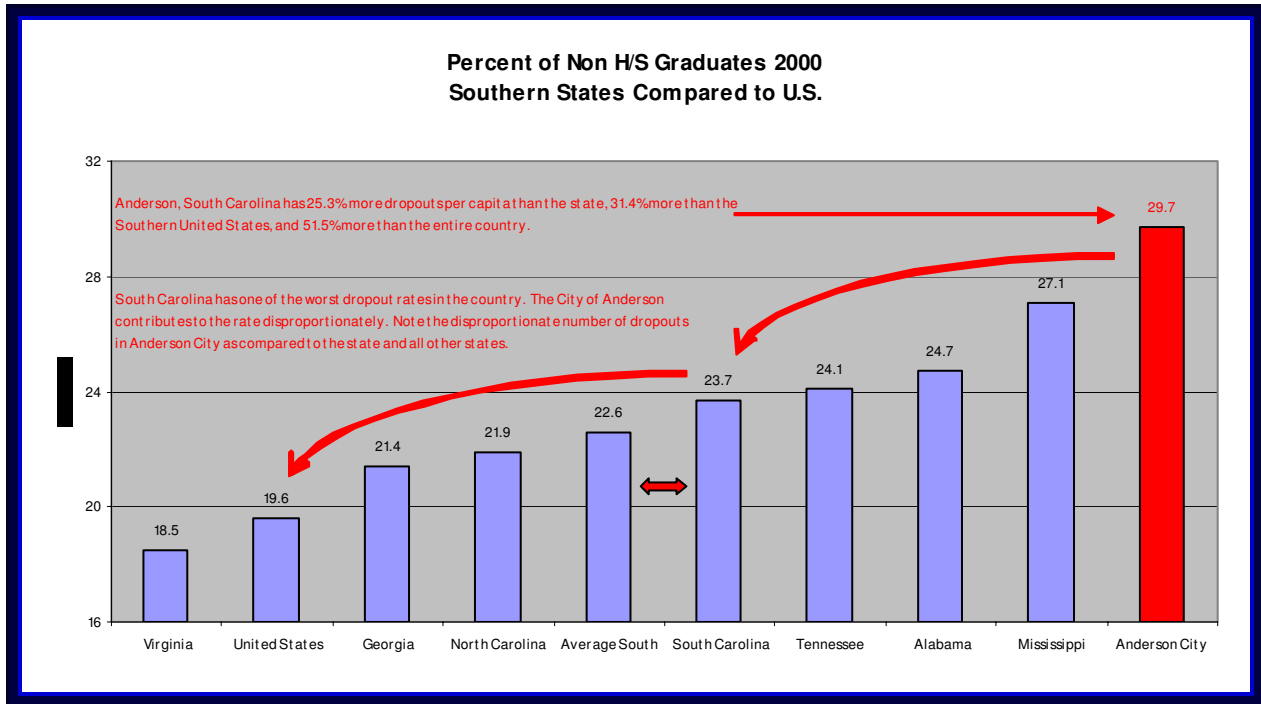
A significant problem area for the planter class as they evolved into a working class was that prior to leaving their farms, they had been accustomed to living their lives in a less social manner and with fewer societal constraints than their educated, middle-class, and urban contemporaries. Because of a value system that favors immediate gratification over long-term development, the planter/working class has tended to disdain education and drop out of school prematurely to seek employment in factory jobs and other types of menial labor. This mind-set and social class, which has been correlated with elevated levels of violence in numerous academic studies, has been proliferated throughout the successive generations and continues to the present. From all observations, it appears that even though the manufacturing business has subsided tremendously, the class culture of the descendants of the planter class (present day working and lower classes) has remained substantially intact. In fact, based upon public reports of S.A.T. scores, it seems that many of the ones who complete high school are relatively uneducated compared to the remainder of the country.

Approximately 29.7% of Anderson City's population has less than a high school diploma.<sup>47</sup> That is a 25.3% higher dropout rate than South Carolina, 31.4% more than the average for the south, and a 51.4% higher rate than the United States. Applying the theory of a correlation between low education level, violence and gang participation, it's logical to infer that Anderson City's higher drop out rate would lead to an

<sup>47</sup> Census 2000. Data is for persons 25 and over.

increased rate of violence for the City as compared to the rest of the nation because non-educated/non-intellectual individuals tend to solve problems with violence as opposed to reason.

The following chart representing persons 25 years old and older depicts the percent of people per capita in different areas of the country that have less than a high school diploma (or its equivalent). The chart explicitly compares Anderson City to South Carolina, the Southern states, and the U. S. as a whole.<sup>48</sup>



Given the high number (per capita) of individuals in Anderson, South Carolina (compared to the state and the United States as a whole) who drop out of school before receiving their diploma, it naturally follows that the rate of violence will conform to a similar trend. This conclusion is in keeping with one of the accepted theories of violence, which states that anti-social behavior may be correlated with educational level.<sup>49</sup>

Concerning the theory that income level is correlated with victimization in crimes of violence, the latest income based data that is available is from 1997.<sup>50</sup> The rate of victimization in violent crimes nationwide was 39.2 per 1,000 persons for all violent crimes. The highest rate per 1,000 persons (71.0) was observed in households with an annual income less than \$7,500. The lowest rate per 1,000 (30.7) was in households where income exceeded \$75,000.

Considering that there are 25,877 persons living in the city of Anderson, which has a theoretical violent crime rate of 40.1 per 1,000, there should hypothetically be approximately 1,038 violent crimes per year in the city. During 2004 there were 223 known violent offenses in the city.<sup>51</sup> That means that the city potentially had 3.65 violent crimes committed for each one that was reported to the police (i.e. 815 violent crimes

<sup>48</sup> Data taken from *Statistical Abstract of the United States*, 119<sup>th</sup> edition. Data is for 1998. Page 171.

<sup>49</sup> *Abnormal Psychology and Modern Life*, Seventh Edition by Coleman, Butsher, and Carson. Published by Scott, Foresman and Company. Page 262.

<sup>50</sup> The last year for which data was available was 1997 and it includes data for “simple assault” which would be classified as CDV if it involved family. Data source is for persons 12 years old and older and taken from the *Statistical Abstract of the United States*, 119<sup>th</sup> edition. Page 220.

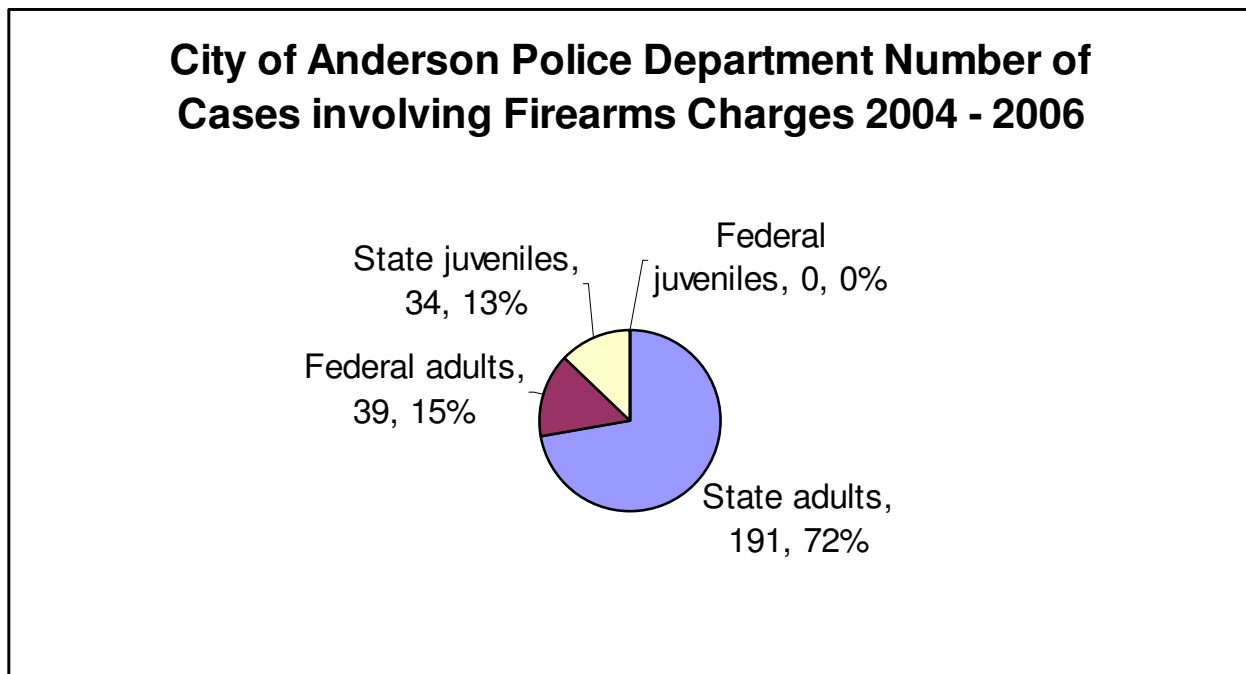
<sup>51</sup> Crime in the United States 2002. Page 157.

including simple assault went unreported). The City of Anderson Police Department believes that a substantial portion of these crimes are committed by individuals affiliated with gangs or by persons actively engaged in gang activity at the time of the commission of the crime.

Violent Crime and Gangs in Anderson City

As with much of the rest of the United States, gangs are perceived as playing a major role in the commission of violent crimes in Anderson City. Law Enforcement recognizes the necessity of aggressively prosecuting persons and groups who engage in *illegal activity*. In September 2005, in response to a drive-by shooting at a local restaurant termed the Applebee’s Shooting, the City of Anderson Police Department established a part-time and temporary street crimes unit to focus on illegal gang activity. Since that time the APD has documented 22 cases that had gang affiliation. Those documented cases have involved some incidents wherein individual gang members seemed to act alone and in those cases the individual gang members were sometimes victims and sometimes suspects. Also, it appears that in many of the circumstances wherein the individual gang member was acting alone, the solo gang member seemed to be “taking on” a rival (individual) gang member. Police personnel believe that there are some additional cases that are gang-related but they have been unable to follow up on them to make a final determination as such.

The following chart depicts the number and type of cases and the age status of the offenders who were charged from September 1, 2003 – August 31, 2006 by the Project Safe Neighborhoods Firearms Violence Investigator.<sup>52</sup>



<sup>52</sup> The 2006 data is a mathematical extrapolation based upon two times the amount reported for the first-half of the 12-month period.

## PROGRAM NARRATIVE

According to an internal memo, there are 6 documented street gangs operating within the city limits of Anderson.<sup>53</sup> They are as follows:

1. 219 Northside Crips
2. 031 Piru
3. 9 Tre Gangsters
4. East Brick
5. Southside Gangster Disciples
6. N.F.T. 0 Nevitt Forest Thugs

In addition, an ATF Task Force Officer has reported that on 05/28/06 he observed a large congregation of Hispanic males with a vehicle marked "El Salvador" and matching t-shirts/clothing consistent with gang attire congregating at the Darwin Wright Park (a.k.a. Anderson Beach). This agent advises that the subject who appeared to be the leader was covered in tattoos including the "MS-13" logo. We have been actively seeking further information on this and any other MS-13 members and have passed this along to street crimes/narcotics officers. In our opinion, it would be safe to assume that this is a 7<sup>th</sup> gang that is now in our jurisdiction. We have some information on these gang members including photos and documentation.

The following pictures are an example of the graffiti that marks the territory that is staked out by the **Southside Gangster Disciples**.



The primary rival gang of the Southside Gangster Disciples in Anderson City at this time seems to be the East Brick gang. Their members like to get tattoos. The following are some examples of their logo.



<sup>53</sup> Internal email titled "Gang Intel" dated Wed 6/7/2006 10:15 AM.

The Southside Gangster Disciples are located primarily in the southern end of the city and east brick is on the east side. Both are situated in economically distressed areas. In fact, most if not all of the documented gangs in Anderson City are located in economically distressed areas. This is in keeping with the findings of the research cited in this paper.

The City of Anderson Police Department has effected arrests of a number of gang members since September 2005. Some of the cases that the APD has brought against suspected gang members are misdemeanor and felony drug possession and assaults all the way across the continuum from *Simple Assault* to *Assault & Battery of a High & Aggravated Nature*. The department has also documented a great deal of graffiti throughout the city, especially in economically distressed areas. Between April and June of 2006 the department has seen a rise in the number of physical confrontations between rival gang members.

Anderson City has a long history of violence that may be individual gang members acting alone and/or as a part of a larger undiscovered design. As far back as the early seventies, the city was having problems with shooting at school events. Indeed, circa 1972, City of Anderson Police Department officers were fired upon during a Tuesday night basketball game.<sup>54</sup> Four officers were injured (three were hit with shotgun pellets) and three police cars were damaged by shotgun blasts. Three officers were standing outside the gymnasium when someone began firing at them from the dark. Two officers were hit under the chin and in the chest with shotgun blasts and one officer was shot in the leg.

In March 2002, in the City of Anderson, a double murder was committed by a 12 year-old juvenile armed with a handgun. This act of firearm violence occurred in a residential neighborhood, in public, on a city street (sidewalk), and in broad daylight. The shooter actually had control of two weapons. The murder weapon was a .380 semi-automatic that he had taken from one of the victims shortly before killing both victims. The shooter had another weapon "stashed" in a separate location. That weapon was a 9mm semi-automatic that he had allegedly stolen from a car parked at the mall. The department was unable to determine the original source of the .380 murder weapon (where the victim procured that weapon), nor were we able to determine with reasonable accuracy who the 9mm was stolen from. When the weapons were located, the homicide detectives assigned to the Investigative Services Division (ISD) to investigate this crime cleared both weapons. Those investigators report that the guns had full clips "with a round in the chamber". That means the weapons were "locked and loaded" (i.e. ready to fire).

Finally, in 2005 the infamous "Applebee's Shooting" took place. In this incident it was alleged that an unsuspecting patron of the Applebee's restaurant suffered a gunshot wound that resulted from an alleged gang incident wherein evidently the supposed gang member(s) were shooting at people who were unknown to and unaffiliated with the patron who was shot in Applebee's. The restaurant patron who was reported as having been shot was possibly struck by ricocheting ammunition. It appears that the actual shooting (possible drive-by) may have taken place next door. This is an example of innocent people getting caught in the cross fire of gangs.

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<sup>54</sup> Information derived from a copy of an undated article from the Anderson Independent. Reviewed with one of the affected officers, Ray Fousek, via telephone on Friday, June 23, 2006.

The picture to the right is a person who was beaten up in gang-related violence in Anderson City in January 2006. (His face and back looked even worse but could not be included in this paper.)



The suspects involved in these types of cases are typically ‘insulated’ by their isolation from society at large and constitute a subgroup quite similar to the antisocial personality type referred to in the earlier sections on the subject of the studies of *Cause and Effect*. It is a logical inference that many persons in Anderson City are either involved in the drug trade or “Drugged UP”, two of the many factors determined by social researchers to be correlated with gang and gun violence.

**II. EXISTING EFFORTS and CURRENT RESOURCES**

During FY 2005, in the City of Anderson, South Carolina, there were a total of 3,935 criminal incident reports turned in containing 15,371 documented incidents, 2,085 total charges were filed by police department personnel, and approximately 3,841 incidents were initiated by and/or referred to the ISD and Vice-Narcotics units for investigation.<sup>55</sup> In addition to investigating personal and property crimes, narcotics violations and crimes of vice, the ISD unit and the Vice-Narcotics unit spends a corresponding amount of time in court. This reduces their available time to pro-actively follow up on the crimes and reports that potentially result from gang activity. With the current resources, investigators are available to address a criminal act only after it has occurred and someone has been injured or killed. Due to the continuous influx of violent and property crime reports it would be virtually impossible for the existing number of investigators to increase the amount of investigations performed or for them to increase the number of charges filed.

In addition to the above-referenced investigative personnel, the city of Anderson Police Department currently employs a full time *Firearms Violence Investigator* under the Project Safe Neighborhoods (PSN) grant award program. A great many of the cases prosecuted by the PSN Investigator involve juveniles and seem to be gang-related. The *PSN Firearms Violence Investigator* position is extremely valuable to the department and the department would like to continue the PSN funding for this investigator in order to maintain the position and make it transitory into a Gang-Initiative slot which would focus on gangs and gang violence.

According to the PSN Firearms Violence Investigator, since 2003, his efforts to apprehend and prosecute individuals who violate the law while armed have resulted in the arrests of 18 documented gang members. Twenty firearms were seized which are directly related to those 18 arrests. Those 20 weapons do not include weapons that were discarded, dropped, or otherwise seized without a lawful arrest. The numbers are as follows: In 2003, 5 arrests and 6 firearms seized; in 2004, 6 arrests and 6 firearms seized; in 2005, 4 arrests and 5 firearms seized; in 2006 (through June 2006), 3 arrests and 3 firearms seized.<sup>56</sup>

The following table is a summary depiction of the cases included in the progress reports of the City of Anderson Police Department’s grant-funded *Firearms Violence Investigator* over a three year period:<sup>57</sup>

<sup>55</sup> Fiscal Year 2005 City of Anderson Police Department Annual Report. Pages 3 and 32. The 3,841 incidents referred to are listed on page 32 and are the cases that are normally handled by the ISD and Vice. In some instances, multiple incidents were on one report.

<sup>56</sup> Internal memo from the PSN Firearms Violence Investigator. June 2006.

<sup>57</sup> 8/31/06 Data is based upon the projection that the 6-month amount reported as of 2/28/06 will be doubled for the year.

	One-Year Period Ending		
	8/31/2004	8/31/2005	8/31/2006*
Number of incidents investigated	35	144	150
Number of persons investigated:	30	85	96
Adults:	22	73	90
Juveniles:	8	12	6
Total number of charges:	28	142	138
State adults:	14	109	108
Federal adults:	9	10	24
State juveniles:	5	23	6
Federal juveniles:	0	0	0
Total number of cases prosecuted:	28	140	96
State adults:	14	99	78
Federal adults:	9	18	12
State juveniles:	5	23	6
Federal juveniles:	0	0	0
Total number of convictions:	17	84	62
State adults:	12	45	56
Federal adults:	0	19	0
State juveniles:	5	20	6
Federal juveniles:	0	0	0

According to the South Carolina Attorney General’s protocols for law enforcement:

“Prosecution is the formal expression of social norms. If these crimes are to stop, those who commit abuse must be prosecuted; if they are not, they are given tacit permission to continue. Unless there is prosecution following arrest, law enforcement is a fiction. Only the prosecutor and judge may exercise continuing authority over an arrested defendant.”<sup>58</sup>

In an attempt to stretch limited resources as far as possible and investigate, apprehend, and prosecute a maximum number of gang participants (who commit crimes), the department actively participates and cooperates in various mutual aid agreements with other law-enforcement agencies in the upstate of South Carolina and the federal government. The department also has an investigator that has been assigned to the ATF Gang Task Force through the Greenville ATF Office. The ATF gang Task Force has members from Greenville City and County, Spartanburg, Greer, ATF, DEA, and the FBI along with the US Attorney’s office. If this proposal is approved for funding, the Gang Initiative Investigative Unit will work closely with these entities as well as the Victim’s Advocate, School Resource Officers, the City Court, General Sessions Court, Federal Prosecutors, the Bureau of ATF and other agencies that work with individuals who have interaction with persons involved in gang violence, whether as a victim or as an offender.

<sup>58</sup> Excerpt from handbook titled *S.T.O.P. VIOLENCE AGAINST WOMEN PROGRAM PROTOCOLS FOR LAW ENFORCEMENT & PROSECUTORS* Disseminated by Attorney General Charlie Condon’s office. Page 1.

### III. CONCLUSION

Anderson, South Carolina has a higher per capita rate of non-educated people than the average for the United States, the southern region of the United States, and the state of South Carolina. Anderson also has comparably less household earnings. These two factors contribute disproportionately to and are correlated with increased levels of violence observed in Anderson as compared to the rest of the nation. Added to this is the fact that persons of low socioeconomic status disproportionately inhabit Anderson City. That class of people tends to value gang affiliation more strongly than persons of higher socioeconomic status. They also seem to acquire firearms at higher rates than the “average” citizen and carry those weapons “on their person” more often. This class of people does not limit itself to positive social, psychological and physical development through legitimate channels. In fact, according to the research presented in this paper, these type of people seem to seek to fill the voids in their lives by pursuing status and a sense of belonging through being a member of a pseudo-family, i.e. a gang.

The severity of gang violence in the United States, South Carolina, and Anderson City is rising. Contemporary gangbangers are carrying weapons that have an ever-increasing capacity of ammunition and stronger firepower. When attacks occur, more people are killed faster than a decade ago. Statistics indicate that proactive measures must be taken or there will be an annual increase in the number of people who lose their lives through incidents of gang violence. South Carolina continues to remain at or near the top of the list of states wherein people are violently victimized and Anderson City contributes disproportionately to the numbers.

Based upon our model theory for violence which demonstrates an estimated 815 unreported violent crimes in the City of Anderson, approximately 13% of which involves juveniles in some way, it appears that approximately 106 potentially gang related violent incidents went unreported in calendar year 2005. Work-study analysis of the City of Anderson Police Department Detective Unit indicates that when functioning at or near 100% efficiency, individual investigators can build and prosecute 63 - 96 cases per year<sup>59</sup>. To go after and prosecute *all* potential gang violence cases would require several additional investigators. Although the City of Anderson currently has one grant-funded investigator assigned specifically to crimes involving gun-violence, the City of Anderson cannot afford to continue or increase the number of these types of investigators with existing municipal funding. Police Department funding through the general revenue is projected to stay at its current level for at least two more years thus precluding the department from adding additional personnel without outside funding. Funding for a two-person Gang-Violence Investigative Unit will result in a higher clearance rate for Gang-Violence cases starting in fiscal year 2007 and reduce future occurrences of gang violence, as the investigators will be removing bad role-models from society, taking illegal weapons off the streets and following up on and prosecuting individuals who conspire with gangs and/or within gangs to commit acts of violence against other gangbangers and innocent members of society.



<sup>59</sup> Analysis bases upon FY 2000 and FY 2001. Actual number within range depends upon type of crime and whether or not the crime is tried in City Court or General Sessions Court.