

CALIFORNIA LAW ENFORCEMENT

By

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Introduction

Any exploration of California law enforcement operations must first appreciate the state's magnitude and diversity. California is the seventh largest economy in the world. More than 34 million people live in the state—13 percent of the entire United States population. This is expected to increase to 16 percent, or nearly 40 million people, in 2010. The state's population is 52 percent White, 7 percent African-American, 11 percent Asian and Pacific Islander, and 30 percent Hispanic. The greater Los Angeles area, with an estimated population of 9.9 million, accounts for nearly 3 out of every 10 Californians and has a population greater than all but seven states.

California also contains the highest (Mt. Whitney) and lowest (Death Valley) points in the contiguous United States. It is bounded on its western border by the vast Pacific Ocean, and the state's coastline extends 1,000 miles. The state also has an international border with the country of Mexico, and both the maritime and international borders pose unique challenges.¹

In addition to these geographic attributes, California also contains internationally popular attractions such as Disneyland, Universal Studios, and the Golden Gate Bridge. In fact, these three sites have been specifically targeted by the Al Qaeda terrorist network. Needless to say, the challenges presented to law enforcement as a result of being on this "hit list" are enormous.²

1. Extent of Crime

In California one violent crime occurs every three minutes, and one property crime occurs each minute. While the year 1980 marked the highest level of reported crime in California's history, since then crime rates have been decreasing. However, compared to the same period in 2000, the following occurred in 2001:

- ❑ California Crime Index rate increased 5.8 percent;
- ❑ Violent crime rate increased 1.7 percent; and
- ❑ Property crime rate increased 8.2 percent.³

The FBI and Uniform Crime reports indicate that the rate of both violent crime and property crime dropped in the 1990s. There are many possible explanations for this apparent trend including the widespread use of community-oriented policing, stricter punishments, aging baby boomers, etc., but the bottom line is that overall crime rates declined in the 1990s.

However it is likely that this was a cyclic downturn, and that rates will increase in the near future. This was the case in 2001. The youth of today will be entering the high-risk age group for criminal activity in the next decade. Since the number of people hitting the high-risk age group is relatively large, it is very likely that crime rates and arrest rates will increase at a corresponding rate. The combination of factors that make California

desirable for drug manufacturing, smuggling and use, the existence of large numbers of gangs, and the proximity to the sea and the Mexican border are certain to present California law enforcement with an ever-widening range of challenges.⁴ This is all the more challenging in light of the evolving threat of international terrorism and California's target-rich environment.

2. California's Policing Roots

The pattern for the present-day policing of California began to take shape at the beginning of the twentieth century. Prior to that time, sheriffs, city marshals, and the few city-organized police departments had performed the policing functions.⁵ San Francisco organized the state's first law enforcement body that functioned in the American tradition of policing in 1847, three years before California achieved statehood. The city of Los Angeles elected its first city marshal in 1850 and in 1860 organized the Los Angeles Police Department.⁶

California has had a profound influence on the evolution of contemporary law enforcement throughout the United States. From the 1920s, California police departments have been in the forefront of police reform.⁷

2.a August Vollmer: Californian and the Father of Police Professionalism

The image of policing as it is known today is largely the creation of one man, August Vollmer. In 1905 Vollmer began his law enforcement career as the elected town marshal of Berkeley, California. After a municipal reorganization in 1909, Vollmer was appointed chief of police of Berkeley and held that office until his retirement in 1932.⁸ During his appointment Vollmer worked extensively with other reform-minded leaders at the University of California (UC) at Berkeley. His efforts to create a professional model of policing effectively set the cornerstone of modern American policing practice and are still felt in American policing today.

Vollmer is often referred to as the father of police professionalism. This is largely due to his commitment to improve American policing through education. Because of his efforts, UC Berkeley formed a law enforcement-training program, and by the summer of 1918, UCLA had a criminology program for policewomen. In 1923, UC Berkeley awarded a baccalaureate degree to a police officer with a minor in criminology.⁹

Vollmer's most lasting contributions began in 1914 when he introduced the first automobile patrol service in American policing.¹⁰ Two years later at UC Berkeley, Vollmer established a law enforcement-training program, which over the next several decades was copied in whole or in large part by police agencies both within and outside the United States.¹¹ Also in 1916 Vollmer created the first scientific crime laboratory in the country. Within a span of six years, both the first lie detector to be used in criminal investigation and a single-fingerprint classification system emerged as innovative products of the crime laboratory.¹²

After his retirement as police chief in 1932, Vollmer accepted an appointment as a professor of police administration in the Political Science Department at UC Berkeley and worked with Professor A.M. Kidd on establishing a criminology curriculum that in the 1950s emerged as the first school of criminology in an American university. Subsequently, Vollmer founded the American Society of Criminology, which continues to be a prestigious national (and international) association of scholars and practitioners dedicated to the advancement of criminological knowledge.¹³

2.b O.W. Wilson: Police Administration Pioneer

The other figure who made a significant impression on contemporary policing in America was also a Californian. During the last half of the twentieth century, the name O.W. Wilson (Orlando Winfield Wilson) had become synonymous with professional police administration practices. Wilson enrolled at UC Berkeley in 1920, attracted by a campus newspaper ad placed by Vollmer and joined the Berkeley Police Department. When Wilson completed his university studies in 1924, he was appointed to the position of chief of police for the Fullerton, California, Police Department. He subsequently became the chief of police of the Wichita, Kansas, Police Department.¹⁴

Following military service during World War II, Wilson taught at UC Berkeley. He became the first dean of the School of Criminology, a position he retained until 1960. The years in Berkeley produced much of Wilson's important writing. He authored the first two textbooks on police management: the International City Management Association's *Municipal Police Administration* and Wilson's own book, *Police Administration*.¹⁵ *Police Administration* became known nationally as the bible of professional policing.¹⁶ Virtually every American police department from the 1950s onward was organized around the principles set forth in Wilson's books.¹⁷

3. Establishing Policing Standards

In addition to producing the two most influential figures in American policing, California contributed substantially to the articulation of national standards for policing.¹⁸ Beginning in 1931, the National Commission on Law Observance and Enforcement, popularly named the Wickersham Commission, promulgated a number of reforms for the police. Central to the commission's recommendations were provisions for civil service status for police and enhanced support for education and training, issues identified by August Vollmer in his *Report on Police* for the commission.¹⁹ California's higher education institutions spearheaded the implementation programs. Los Angeles City College and the University of Southern California offered specialized law enforcement programs in 1932 and 1933, respectively. In 1935, San Jose State Teachers College was authorized to grant a baccalaureate degree for a law enforcement major.²⁰

In 1959 California pioneered statewide legislation that statutorily established minimum standards for entry-level police training by creating the nation's first state Commission on Peace Officer Standards and Training (POST).²¹ The creation of POST resulted from efforts of the Peace Officers Association of California (CPOA), which, in 1945, began in

earnest to establish policing standards and qualifications. In 1952, CPOA joined forces with the Peace Officers' Research Association of California (PORAC), and the two groups worked diligently to fashion POST.²² Today, all states have commissions regulating entry-level training.²³ It is interesting to note that the "Law Enforcement Code of Ethics" was a product of a collaborative effort between PORAC and The School of Criminology within UC Berkeley.²⁴ The Law Enforcement Code of Ethics, formulated in 1956, has been adopted nationally as the standard for ethical conduct.²⁵

In 1973 the National Advisory Commission on Criminal Justice Standards and Goals developed national standards to effect improvement in the delivery of police services. The commission's report, *Police*, is a document that any police administrator can access to examine state-of-the-art operational practices.²⁶ *Police* filled a void similar to one that had existed 40 years earlier and had been filled by the reports issued by the Wickersham Commission. Interestingly, the chairman of the Task Force on Police, which researched and prepared *Police*, was Edward Davis, who at the time was chief of police of Los Angeles. Additionally, Chief Davis's staff was largely comprised of persons employed in law enforcement in California.²⁷

4. Profile of Law Enforcement in California

California has the largest number of full-time law enforcement officers in the U.S., according to the latest census taken by the U.S. Department of justice statistics. California employs approximately 79,770 sworn personnel. Of the top 50 largest police and sheriff departments in the country, in 1999, with 500 or more officers assigned to respond to calls for service, California boasts 9:

- ❑ Los Angeles Police Department with 9,573 officers,
- ❑ Los Angeles Sheriff's Department with 8,107 deputies,
- ❑ San Francisco Police Department with 2,186 officers,
- ❑ San Diego Police Department with 2,028 officers,
- ❑ San Diego Sheriff's Department with 1,999 deputies,
- ❑ San Jose Police Department with 1,343 officers,
- ❑ San Bernardino Sheriff's Department with 1,246 deputies,
- ❑ Riverside Sheriff's Department with 1,179 deputies,
- ❑ Sacramento Sheriff's Department with 1,173 deputies.

The California Highway Patrol is the largest of all state law enforcement agencies, with 6,597 sworn employees.²⁸

Law enforcement agencies within California may be divided into seven categories. The majority (336) of the state's 562 law enforcement agencies may be categorized as municipal police and public safety departments. County sheriff departments total 58. Fifty-seven agencies provide policing services on the state's higher education campuses. Forty-three counties have their own law enforcement investigative operations. There are 27 California state agencies (e.g., Department of Insurance, California State Lottery, and California Highway Patrol) and 41 "other" agencies (e.g., San Benito County Marshal's

Office, Glendale Park Rangers, Transit District, and Alameda-Contra Costa Police) that perform a variety of other specialized services.²⁹

Distribution of Sworn Personnel by Agency Type, 2000

| Agency Type | Number of Departments | Sworn |
|--|-----------------------|---------------|
| Police & Public Safety | 336 | 38,411 |
| County Sheriff | 58 | 26,178 |
| Ca. State University & College Campus Police | 22 | 372 |
| U. of Ca. Campus Police | 9 | 330 |
| Community College Campus Police | 26 | 359 |
| District Attorney | 43 | 1,396 |
| State Agencies | 27 | 10,941 |
| Other Departments in Post Program | 41 | 1,783 |
| Total | 562 | 79,770 |

5. Drugs

In many respects, California is plagued by the same type of crime found in the rest of the nation, but drug production and trafficking are especially acute in the state.³⁰

California is the nation’s gateway to Asia and the Pacific Rim, and the steady increase in legitimate trade with those regions has been mirrored by the increasingly sophisticated efforts of smugglers seeking to move heroin, opium, hashish, and other drugs into the United States through California’s air and seaports.

In addition, the state’s 1,000 miles of coastline and 147-mile land border with Mexico have historically offered hundreds of clandestine crossing points for smugglers. The problem is not solely an external one. Thinly populated public and private lands in the state’s rugged central and northern mountains are ideal for growing marijuana, while clandestine labs produce a range of narcotics in cities from San Diego to the Oregon border.

Local, state, and federal law enforcement agencies—already suffering from manpower shortages and inadequate budgets—are often hard-pressed to keep up with the threat.

The U.S. Customs Service estimates all government agencies are seizing only about 10 percent of the illegal narcotics coming onto the United States. In 2000, the government seized about 1.5 million pounds of illegal drugs, and about 1.3 million pounds in 1999, an increase of 11.6 percent.³¹

5.a Development of Drug Laws

The first American anti-drug law was an 1875 San Francisco ordinance that outlawed the smoking of opium in opium dens. The laws were directed at smoking opium because it was perceived that the smoking of opium was a peculiarly Chinese custom. In short, it was a way of legally targeting the Chinese. Similarly, Marijuana was outlawed in 1937 as a repressive measure against Mexican workers who crossed the border seeking jobs during the Depression. Since then, drug laws have transformed into measures to protect the health and welfare of the public, and a number of state, national, and local agencies are charged with preventing the production, distribution and abuse of illicit substances.

Since California is a prime venue for drug smuggling, there are several collaborative efforts between the military and local law enforcement to attack the problem. An example of this is the California Southwest Border HIDTA (High Intensity Drug Trafficking Area) Task Force. This unit is comprised of personnel from the U.S. Customs Service's Office of Investigations, the U.S. Coast Guard, the U.S. Border Patrol, the San Diego District Attorney's Office, the Chula Vista Police Department, the Coronado Police Department, the Drug Enforcement Administration, and the California Bureau of Narcotic Enforcement. Since 1999, the task force has been responsible for the seizure of 151,200 pounds of marijuana, 4,632 pounds of cocaine, 51 pounds of heroin, and 425 pounds of methamphetamine.³²

5.b Collaborative Anti-Drug Campaigns

Record numbers of marijuana plants were seized during the 2000 Campaign Against Marijuana Planting (CAMP). There were 345, 207 plants seized by participating task force agencies; the plants, which if grown to maturity, would have been sold on the street for approximately \$1.3 billion. About 60 percent of all CAMP seizures have been made in state or national forests, or other land available to the public. Illegal cultivation presents a very dangerous situation for hikers, campers, and hunters who may accidentally stumble upon an armed garden-tender under orders to defend the illegal crop.

The California National Guard has been a long-time partner in the "war on drugs." It uses special eight-wheeled, multi-ton vehicles called LAVS, or "light armored vehicles," to assist local law enforcement. Few things are as intimidating to suspected criminals as the sudden appearance of a camouflaged light armored vehicle bearing law enforcement officers.

The California Guard's involvement in counter-drug operations began in 1983 when Guard helicopters started flying missions in support of the state's program. CAMP locates and eradicates marijuana "gardens" hidden on public and private land, and Guard aircraft and ground troops remain a vital factor in CAMP's continuing success. Cal Guard's operations in support of federal law enforcement agencies were pioneered during Operations *Border Ranger I* and *II* in 1988 and 1989, respectively. The operations included missions aimed at border crossings and clandestine airfields; enhanced

personnel support at land and sea ports of entry; and radar observation of the natural aerial smuggling routes into the state. The operations' successes have proved the value of local, state, and federal agencies working collaboratively in countering the drug problem.³³

6. Illegal Immigration and Controlling the Borders

California historically has been plagued by illegal immigration, and law enforcement always seems to be caught in the middle. The federal government sets the limits and restrictions on who is eligible to come into the country and under what conditions. According to the Immigration and Naturalization Service, about 5.0 million undocumented immigrants reside in the United States. Mexico is the leading country of origin. California is the leading state of residence, with 2.0 million, or 40 percent of the undocumented population.³⁴

California law enforcement has begun to address the perpetrator/victim roles of illegal immigrants through cooperative federal and state efforts. If a crime is local or the nature of the offense is a traditional subject of local interest, enforcement (and prosecution) is the responsibility of local authorities. When federal jurisdiction has been traditionally asserted (e.g., civil rights or nationwide distribution of drugs), enforcement responsibility is allocated to the federal government. Similarly, federal officials and local law enforcement agencies have established task forces to protect immigrants from those who prey on them. For example, the San Diego Police Department operates a special unit that patrols the region's canyons nightly, assuring the often-surprised illegal immigrants that they are there to protect them from physical injuries but will arrest them if they are undocumented.³⁵

7. Gangs and Juvenile Crime

Juvenile crime is one of the pressing problems for California. On one hand, we see crime rates dropping; on the other, we hear of the "super-predators," youths who kill with little or no emotion or remorse. The ages seem to be getting younger, with the level of violence becoming more horrifying. While in reality this is not unique to California, we do seem to get more than our fair share of horror stories about these types of offenses. School shootings seem to be more prevalent than in the past, and preventive measures often seem inadequate or too reactive. California's "Little Hoover" commission, in a report in 1994, directed all government agencies to make early intervention and prevention programs a top priority.³⁶

Because California experiences extreme gang activity, it is important to provide contextual information on the more prevalent gangs. This background is not only illuminating for its own historical value, it can also provide insights into methods for effecting gang eradication.

7.a African-American Gangs

African-Americans have a 75-year history of street gang involvement in Los Angeles. During the 1920s and '30s some of the African-American gangs that were active in Los Angeles were the Goodlows, Kelleys, Magnificents, Driver Brothers, Boozies, and Blodgettes. In the mid-1940s new Black gangs began to form in the Central Avenue area and in East Los Angeles. Some of the gangs that were known during this period were the Purple Hearts, 31st Street, and 28th Street.

In the early 1950s clubs in the Black community were gaining popularity. Some were early attempts at political organizations, while others had no political and social purpose for their existence. Most clubs during this time were territorial, loosely organized but with visible leaders. They were involved in petty theft, robbery, and assaults, but murder was extremely rare. Weapons of choice were chains, bats, and occasionally knives, and disputes were mostly settled by hand-to-hand combat. The peak period of these groups occurred between 1952 and 1965.

By 1965 these clubs began to fade from the community, and Black youths began to organize political groups. Many gang members turned their efforts in other directions. Many of these young African-American males who were in their teens during the mid-1960s later became members of the Black Panther Party. Bunchy Carter became the leader of the Los Angeles Chapter of the Black Panther Party.³⁷

Origins of the Crips and the Bloods. In 1969, after Bunchy Carter was murdered at Campbell Hall at UCLA, youths who were too young to participate in the movement with organizations like the Black Panther Party began to form their own groups. Raymond Washington, a 15 year-old youth who attended Fremont High School and Locke High School in Los Angeles, got together a few youths and started a gang called the Baby Avenues. The Avenues were a gang of older youths who had been active since the early 1960s. Raymond Washington, along with Stanley "Tookie" Williams, Jamiel Barnes, and several other youths, admired the Avenue Boys. So in 1969 he created the Baby Avenues, and to represent the new generation of this gang he called it the Avenue Crips, or Baby Avenues. The word *crip* is a derivative of the word crib, but how the use of crip occurred is not clear. By early 1972, the use of crip had become entrenched into Los Angeles gang culture.

During the summer of 1972, Crips from Compton and the Piru Street Boys had a conflict, and an all-out rumble ensued. The Pirus were outnumbered, and the Crips prevailed. The Pirus turned to the Lueders Park Hustlers for back-up. They agreed to support the Pirus, and a meeting was called on Piru Street. How to combat Crip intimidation was discussed, along with the creation of a new alliance. At that time the color of bandannas was not important. But since the Crips were known to wear blue bandannas, the Pirus and the other groups decided to wear red and created a united organization called the Bloods. The Pirus, Brims, Athens Park Boys, and Pueblos decided to unite with the Bloods, and soon after other groups who had been threatened or attacked by Crips joined the Bloods.

By 1980 there were 30,000 gang members in Los Angeles County. The migration of African-American Los Angeles gang members during the 1980s to other U.S. cities, often for reasons other than some vast gang-inspired conspiracy, resulted in the spread of crack sales and an attendant wave of violence. This spread of crack sales can be traced back to the gang members' family ties in these cities and to the lure of quick profits. These two reasons provided most of the motivation for the transplanted gang members.

Today, there are an estimated 150,000 gang members and close to 300 Blood and Crip gangs in Los Angeles County. Around the nation they can also be found in over 100 cities. Some gang members have migrated to these cities from Los Angeles; youths from other cities have also copied Los Angeles gang culture.³⁸

7.b Hispanic Gangs

The Mexican Mafia, known as the “EME” or “la eme,” and the Nuestra Familia are the two largest California Hispanic gangs. The main split in California is between the North and the South. Northern California is home to Nuestra Familia and Southern California is “EME” territory.

Hispanic gangs began forming in California during the early 1920s. They started as loose-knit groups banding together for unity and socializing in the barrios (neighborhoods) where the same culture, customs, and language prevailed. Gang members were male youths ranging from 14 to 20 years old. Property crimes such as burglary, strong-arm robbery, and vandalism were their crimes of choice.

These gangs had no formal structure or leadership. They were very defensive of their barrio, and they would protect it with a vengeance. Gang fights occurred between rival gangs as a result of disputes, turf differences, or transgressions—whether real or imaginary. Often, their weapons included knives, zip guns, chains, clubs, rocks, and bottles. The commission of a crime became a way of gaining status within the gang. Imprisonment in the California Youth Authority or the California Department of Corrections earned a gang member great stature with other gang members. By the 1980s, these gangs began targeting their communities and surrounding neighborhoods for drive-by shootings, assaults, murders, and other felonious crimes. Violence became a way of life.

As Hispanic gangs evolved, they established unique trademarks such as tattoos, hand signs, monikers, and graffiti. Elaborate tattoos depicting the initials or name of a gang symbolized loyalty to a particular gang. Hand signs formed the letters of the gang's initials. Monikers were names assumed by—or given to—gang members, and they were usually retained for life. Intricate graffiti clearly marked the gang's territorial boundaries and served as a warning to rival gangs. Gang members used these distinguishing characteristics to demonstrate gang allegiance, strengthen gang participation, and challenge rival gangs.

The level of violence and organizational structure that evolved within these organizations allowed them to operate on a statewide basis and attracted federal attention during the 1990s. In 1997 a federal judge sentenced eighteen Mexican Mafia members convicted on federal racketeering and murder charges. The federal prison sentences capped a multi-agency crackdown against the leadership of the Mexican Mafia. The prosecution marked the first time that the federal Racketeer Influenced and Corrupt Organizations Act (RICO) was used against a violent gang in the Central District of California, the most populous federal jurisdiction in the nation. Among those giving testimony in the case was actor Edward James Olmos, a high profile Mexican-American. He had been the target of extortion by the Mexican Mafia, whose members were apparently angered by the actor/director's 1992 anti-gang film *American Me*. More than half were sentenced to life without parole. Because these leaders and members of "la eme" will serve their sentences in the custody of the United States Bureau of Prisons, their control over drug trafficking in California prisons and their influence over Hispanic street gangs has been diminished.³⁹

7.c White Gangs

The California Department of Justice estimates there could be as many as 5,000 White gang members in California today. The largest and most active groups are the Skinheads, the Aryan Brotherhood, and the Hell's Angels.

Skinheads. The Skinheads, with approximately 400 members, remain the most violent of the white gangs. Although small in numbers when compared to other criminal street gangs, their potential for violence is significant. Skinheads remain racially motivated, instead of being territorial or inspired to commit crimes for profit. They are still loose-knit and unorganized, but there is some evidence that a few of the gangs have developed an internal gang structure. Some have printed and distributed membership applications, collected dues, established rules and regulations, and conducted meetings with formal minutes. The membership application for the American Front Skinhead gang implies that if a member betrays the organization the punishment is "death by crucifixion."

Skinheads remain aligned with White supremacist groups, and they continue to attend KKK and other hate group meetings and rallies. These groups maintain a power base derived from racism and bigotry, and they often resort to violence in support of their beliefs.⁴⁰

Aryan Brotherhood. The Aryan Brotherhood (AB) is one of the most dangerous prison gangs. They are known to operate throughout the country, both in the community and inside correctional facilities. The AB has its origins in California, but it has spread to numerous other locations, primarily through the prison experiences of the members. It has alliances with the Mexican Mafia, Hell's Angels, and limited association with the Manson Family and traditional organized crime families. Their rivals include La Nuestra Familia, the Black Guerrilla Family, and others.

The AB organized in San Quentin prison in 1967 to provide protection for White individuals from the Black and Hispanic groups. The philosophy of the AB and its members consists of a mixture of ideologies of White supremacy. Over the years, the AB has moved away from neo-Nazism, with group members identifying more with Irish ancestry and Norse/Viking symbolism and history. The AB has a “blood in-blood out” philosophy, meaning that members kill to gain admission and are released from membership only by their own death. Most members are apolitical and the group’s primary activity is drug trafficking. Before gaining gang membership, a recruit must prove his dedication by carrying out a murder of a person targeted for death by the AB. This ritual is called “making your bones.”⁴¹

Hell’s Angels. Perhaps one of the most infamous gangs has been the Hell’s Angels motorcycle “club.” The name “Hell’s Angels” originated with a group of fighter pilots during World War II. Later a motorcycle club, founded by Sonny Barger in Oakland, appropriated the name. The Hell’s Angels, probably more than any other gang, conjure up images of wild, drunken orgies as droves of leather-clad bikers rampage through small towns, while helpless lawmen and citizens watch in horror. While there have been a few cases in which small California towns, including Hollister, Riverside, and Porterville, were actually overrun by rioting motorcyclists in the ‘50s and ‘60s, much of the myth of the Hell’s Angels perpetuates their “bad boy” image. During a concert at Altamont, California, in 1969, Hell’s Angels provided “security” for the Rolling Stones by beating an 18-year-old man to death with pool cues. Three others were killed in the ensuing melee. Over the years, they have been linked to a number of crimes, usually drug manufacturing and controlling much of the amphetamines market. Prostitution, gambling, and racketeering have been a few of the illegal activities linked to them. Many Hell’s Angels have been linked to the Aryan Brotherhood, and vice versa.⁴²

7.d Asian Gangs

Vietnamese, Laotian, and Cambodian gangs represent the bulk of the Asian criminal street gang problem in California. It was not until the late 1970s that Vietnamese gangs began to emerge, followed by Laotian and Cambodian gangs in the early 1980s. These gangs ranged in size from 5 to 200 members; their crimes included residential and business robberies, auto thefts, and burglaries. Rarely were they involved in drive-by shootings. The gang members varied in age from 15 to 25 years old, and the older gang members were usually the leaders.

Early Asian gangs were loose-knit, and the gang members did not associate with each other on a continuous basis. They had little, if any, loyalty to a particular gang. Unlike Hispanic and African-American gangs, Asian gangs began with no unique characteristics such as tattoos, hand signs, or graffiti. They had no names for their gangs, nor were they organized or turf-oriented.

By 1985, Vietnamese gangs began committing organized auto thefts, extortions, firearms violations, home-invasion robberies, witness intimidations, assaults, and murders. Vietnamese gang members began targeting their own communities with ruthless and

vicious crimes and would often travel to various Vietnamese communities throughout the country to commit these crimes.⁴³

7.e Combatting Gangs

Are gangs really so bad? Or are we overly sensitive to gang violence because of movies and television shows? The Journal of the American Medical Association published an article in 1995 that essentially said that gang-related homicides had accounted for 68 percent of all child and adolescent homicides in Los Angeles County. According to this study, the root causes of violent street gang formation are poverty, stressed families, unemployment, undereducation, racism, and the breakdown of sociocultural institutions. The cycle of violence was referred to as epidemic. To prevent gang violence, the root causes of violent street gang formation must be alleviated, the cycle of violent street gang involvement must be broken, and access to firearms must be limited.

The state attorney general's office has formed commissions and committees to make juvenile crime and gang prevention statewide priorities, but the problems continue to linger. The attorney general initiated "Gangs 2000," a program to punish juvenile offenders, which also included a prevention strategy. The list of street gang activities labeled as crimes prohibits gang members convicted of felonies from possessing or owning a firearm. The commission also initiated legislation to allow juveniles who commit adult crimes to do adult time. In 1997, California launched a pioneering state witness protection program (CWPP) which provides relocation, new identities, and other services to witnesses who choose to testify in state criminal proceedings. The Federal Witness Protection Program can only be used for federal crimes, but the CWPP provides coverage for 97 percent of crimes which are not federal infractions such as gang-related threats, domestic violence, and drug dealing. A new law also placed an additional three-year enhancement on the sentence of a gang member who feloniously intimidates a witness or victim.⁴⁴ The penalty for intimidating a victim or witness was increased from a misdemeanor to a misdemeanor/felony, making the crime a potential strike under the Three Strikes Rule.

7.f Three Strikes Rule

The Three Strikes law was enacted in California in 1994 and led many other states to adopt similar laws. When a defendant who has previously committed two or more previous serious or violent felonies is then convicted of another felony, that defendant may end up serving an indeterminate life sentence. Those given a life sentence will become eligible for parole after serving 25 years or three times the term that the current conviction would ordinarily warrant, whichever is greater. Similarly, a provision of the same law states that a defendant who has already been convicted of one felony is then convicted of another, the term of imprisonment is twice the usual sentence.

8. Disaster Management

The term *disaster management* refers to the government's plans for and response to disaster situations. Local, state, and federal governments combine to manage disasters through orchestrated processes of mitigation, preparedness, response, and recovery. Disastrous incidents normally far exceed the control capabilities of any single governmental agency normally involved in the delivery of emergency services (e.g., local law enforcement or local fire services).⁴⁵ Law enforcement responsibilities in the context of emergency management typically include evacuations, perimeter and traffic control, security, and investigation and apprehension of law violators.

California has become synonymous with disastrous events. California's law enforcement agencies assume a lead role in the multi-agency response to disasters, particularly civil disorders, earthquakes, terrorism threats, and on-highway hazardous material spills. Service as a peace officer within California virtually assures immersion in catastrophic emergencies.⁴⁶

The 1990s provided examples of the sustained widespread dedication of California's law enforcement resources to contend with catastrophic incidents. During 1992 Los Angeles was the site of a massive civil disturbance that proved to be the costliest civil unrest in U.S. history in terms of personal and property losses.

Less than two years after the massive civil disorder, the most destructive earthquake in the modern history of Los Angeles rumbled across the landscape.⁴⁸ In a matter of 10 seconds, Southern California sustained a devastatingly crippling blow. Barely beyond the recovery phase from the civil disturbance, California's law enforcement resources were rededicated to the control of yet another catastrophic event.

9. California's Innovative Spirit

Known for its cutting edge advances in law enforcement procedures, California has been stimulated by an incredible array of challenges confronting California's law enforcement community. Necessity has truly proven to be the impetus for innovation in the Golden State. Since the pioneering efforts of August Vollmer, the state has never lagged in its ability to be inventive.

9.a Crime Prevention Programs

California has been the point of origin for a veritable Who's Who of crime prevention programs and specialized equipment and operations. Renowned crime prevention programs include Neighborhood Watch,⁴⁹ Mothers Against Drunk Drivers (MADD),⁵⁰ and Drug Abuse Resistance Education (DARE). DARE, which was created in 1983 by the Los Angeles Police Department in collaboration with the Los Angeles Unified School District, now includes segments on conflict resolution and gang prevention. More than 52 percent of the school districts nationwide have adopted the program in one or more of their schools.⁵¹

The helicopter is another crime prevention tool of exceptional value to cities larger than 10 square miles, or with populations exceeding 50,000 persons. Use of the helicopter for police patrol, rather than for traffic surveillance, was perfected in the Los Angeles area by both the Los Angeles Police and Sheriff's Departments. The most striking illustration of the crime deterrent capability of helicopters was provided through Project Sky Knight in the city of Lakewood (a contract city of the Los Angeles County Sheriff's Department). During an 18-month study period beginning in 1966, the crime rate per 100,000 population decreased by 11 percent in Lakewood, while increasing 8 percent countywide.⁵²

During the mid-1980s Los Angeles County pioneered the criminal prosecution of environmental crime offenders. The Los Angeles County Environmental Crimes Strike Force's investigative and enforcement efforts were spearheaded by a consortium of law enforcement agencies, including the Los Angeles County Sheriff's Department, Los Angeles Police Department, Port of Los Angeles Police, and the California Highway Patrol. The strike force currently includes permanent representatives from almost twenty state and local law enforcement regulatory agencies. The concept pioneered in California has been used by the National Institute of Justice as a model program for other agencies throughout the country.⁵³

Community policing has been established in California for decades. In fact, the first empirical study of community policing was conducted in San Diego.⁵⁴ Too, the first director of the National Office of Community Oriented Policing Services was former California Police Chief Joseph Brann.

9.b Officer Safety

In 1973 the California Specialized Training Institute introduced the nation's first officer survival course. This course was the result of the institute's study of peace officer on-duty deaths in California. The 40-hour course drew students not only from California, but from the other 49 states and 27 foreign countries, as well. The course discusses the psychology of survival, use of force, vehicle pullover tactics, crimes in progress, and building searches.⁵⁵

Another significant program to enhance officer safety (as well as citizen protection) was created in 1967 by the Los Angeles Police Department. The program, popularly known as Special Weapons and Tactics (SWAT), was developed in response to the increased incidence of urban violence. The primary functions of SWAT include protection of police officers from snipers during crowd control, rescue of hostages, neutralization of guerrilla or terrorist operations, nonviolent apprehension of despondent barricaded suspects, and rescue of officers or citizens endangered by gunfire.⁵⁶

The movement to include elements of the helping professions into police work highlighted the importance of interpersonal skills, psychological astuteness, and emotional control. Traditionally, police administrators were reluctant to acknowledge that their employees (and themselves) were suffering from personal problems. In fact, a

police chaplain's first attempt at creating a police stress program in New York City in 1958 failed. In 1968, the Los Angeles Police Department became the first agency to provide free, voluntary psychological counseling services under the direction of Martin Reiser, the nation's first police psychologist. This program became the prototype for those in other cities.⁵⁷

A greater understanding of post-traumatic stress disorder syndrome has led several police agencies to recognize the need to have trained peers respond to post-crisis situations. The Fremont Police Department formally created a prototypical Trauma Support Team in 1993. Department employee team members receive critical incident stress debriefing training by the department's contract psychologist. The support service is also extended to an affected employee's family or significant other so that they can better understand the effects of a traumatic incident and what to expect in the future.⁵⁸

9.c Regional Skills Training Centers

As of 2002, 24 skills centers are operational throughout California to meet the in-service training needs of the vast majority of sworn officers. The training centers, which focus on perishable skill refreshment, provide an ideal environment for evaluating an officer's judgement, decision making, and technical competency. Perishable skills include driving, force options, arrest and control, and verbal communication. The centers have made this training available to every willing officer within one hour's driving time.⁵⁹

9.d Combatting Terrorism

California did not miss a beat in responding to the terrorist threats posed in 2001. The California Anti-Terrorism Information Center was formed in the wake of the September 11 attacks on the World Trade Center and the Pentagon to provide law enforcement with statewide intelligence support to combat terrorism. Through the center, law enforcement agencies in California for the first time are able to obtain information on terrorist threats and activities anywhere in the state through a secure, central database. The center was established by the California Attorney General and Governor in partnership with local, state, and federal law enforcement agencies.

Trained intelligence agents from the Attorney General's Division of Law Enforcement and other agencies will analyze information submitted to the Center and assess implications for the health and safety of Californians. Reliable information that meets the stringent guidelines for intelligence gathering and civil rights protections will be made available only to authorized local, state, and federal enforcement personnel as necessary to protect the health and safety of Californians and others at risk from criminal terrorist activity.⁶⁰

Additionally, the state instituted a program in which plainclothes CHP officers can fly armed on in-state flights while traveling for duty reasons (such as flying to conferences or traveling for special assignments). The "Safe Skies" program is meant to supplement the services provided by federal air marshals. All of the CHP's nearly 7,000 officers opted to

undergo the special training for the voluntary program. Southwest, America West, and United Airlines also agreed to participate in the program.⁶¹

9.e Identity Theft

Identity theft is one of the nation's fastest growing crimes, with over 700,000 victims in 2001, including celebrities such as Oprah Winfrey. An impostor who obtains one's Social Security number or driver's license number can use the victim's identity to commit crimes or obtain services. It is a felony in California to use the personal identifying information of another person without the authorization of that person to obtain credit, goods, services, or medical information. Five regional Hi-Tech Task Forces are working in the state to investigate and prosecute identity theft. There are also new identity theft prosecution units being proposed for work with these task forces.

The Attorney General's Office launched a new Identity Theft Registry in 2002 to assist victims who are wrongfully identified as criminals. This new Identity Theft Data Base will allow these victims to register with the California Department of Justice so that law enforcement and anyone else the victim designates is notified that the criminal history is not theirs.⁶²

9.f Child Abduction

California has taken special action to upgrade its existing child abduction alert system. The California Child Safety Amber Network offers several public notification options, including television and radio bulletins, media, and traffic messaging boards, to enlist public help. The most visible means of notification is the state's 1,000 flashing highway signs, normally used to give road conditions. The system was highly effective in its first statewide application, which resulted in the life-saving rescue of two girls from a vicious abductor.⁶³ The system soon won national and international acclaim when within a few days of its first success it facilitated the capture of another abductor, this time in neighboring Nevada.⁶⁴

In addition to the use of alert systems, a group of law enforcement officials, media representatives, and advocacy groups developed a comprehensive program designed to prevent child abductions before they occur. This program, which provides preventive tips for parents and children, is being made available to cities, counties, local agencies, and community groups across the state.⁶⁵

Conclusion

California is, and will continue to be, a giant within the American law enforcement community. Its diversity in geography, culture, and, unfortunately, crime is unparalleled. Throughout the twentieth century, California demonstrated remarkable success in its innovative responsiveness to its myriad challenges on the crime and disaster fronts. It is in the light of this past exceptional performance level that we may view optimistically the

state's ability to proactively contend with conventional crime as well as with crime's new faces manifested in the horrific 9-11 events and the disruption of cyber systems.

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