

**BEYOND THE STREETS:
AMERICA'S EVOLVING GANG THREAT**

HEARING
BEFORE THE
SUBCOMMITTEE ON CRIME, TERRORISM,
AND HOMELAND SECURITY
OF THE
COMMITTEE ON THE JUDICIARY
HOUSE OF REPRESENTATIVES
ONE HUNDRED TWELFTH CONGRESS
SECOND SESSION

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JULY 25, 2012
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BEYOND THE STREETS: AMERICA'S EVOLVING GANG THREAT

WEDNESDAY, JULY 25, 2012

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIME, TERRORISM,
AND HOMELAND SECURITY,
COMMITTEE ON THE JUDICIARY,
Washington, DC.

The Subcommittee met, pursuant to call, at 10:01 a.m., in room 2141, Rayburn Office Building, the Honorable F. James Sensenbrenner, Jr. (Chairman of the Subcommittee) presiding.

Present: Representatives Sensenbrenner, Forbes, Chaffetz, Gowdy, Adams, Scott, Johnson, Chu, and Quigley.

Staff Present: (Majority) Caroline Lynch, Subcommittee Chief Counsel; Toni Angeli, Counsel; Lindsay Hamilton, Clerk; (Minority) Bobby Vassar, Subcommittee Chief Counsel; Ron LeGrand, Counsel.

Mr. SENSENBRENNER. The Subcommittee will come to order. Without objection, the Chair will be authorized to declare recesses during votes in the House.

Today's hearing examines the ongoing threat posed by gangs and the evolution of gangs in America. Over the past 20 or more years, gangs have evolved from localized criminal organizations to international criminal enterprises vying for control of sophisticated criminal schemes, often with the threat or use of violence.

Today, gangs are increasingly engaged in non-traditional gang-related crimes such as alien smuggling, human trafficking and prostitution. Gangs are also engaging in white-collar crime such as counterfeiting, identity theft and mortgage fraud. They have become transnational criminal organizations and compete with many other criminal organizations.

According to the 2011 National Gang Threat Assessment, there are approximately 1.4 million gang members belonging to more than 33,000 gangs in the United States. It has been reported that the number of gang members in the U.S. increased by 40 percent since 2009.

Today's tough economic environment has made it even easier for gangs to recruit new members. In the year 2000, more than 50 percent of all American teens had a job. Last summer, less than 30 percent had a job. More teenagers on the streets with nothing to do fosters opportunities that gangs now have to increase their membership.

As the traditional family unit continues to change in America, young people seek a sense of belonging. For many teenagers, a gang becomes a new family for them. Unfortunately, the values taught by these new families include aggression, brutality and violence.

Another significant threat is the acquisition of high-powered military-style weapons and equipment by gangs. Typically, gangs acquire firearms through illegal purchases, straw purchases and thefts. Gang members also target military and law enforcement officials' facilities and vehicles to obtain weapons and ammunition, body armor, police badges, uniforms, and official identification. This increases the potential for lethal encounters with law enforcement officers and civilians.

Gangs continue to evolve and become more violent. According to the FBI, gangs are responsible for an average of 40 percent of violent crime in most jurisdictions, and up to 90 percent in several others. Gangs are also becoming more sophisticated, employing new and advanced technologies to facilitate criminal activity discreetly and to enhance their criminal operations. They use the latest methods of communication to connect with other gang members, criminal organizations, and potential recruits nationwide and worldwide.

Accordingly, the current threats posed by gangs are quite serious. There are many stories of success which I hope will reverse the current trend. In 2007, the City of Los Angeles, with the recommendations of the Advancement Project, implemented two programs aimed at reducing gang violence. In just 5 years, these programs have significantly decreased the number of homicides and violent crimes in city parks that are located in so-called gang violence hot zones.

Sometimes community policing and intervention must give way to enforcement and suppression due to the frequency and intensity of gang violence. Chicago is in the grips of a deadly gang war. Over 275 people have been killed in Chicago so far this year, and many more have been shot, many of them innocent bystanders to the gang violence. The Chicago Police Department has 200 officers assigned to its gang enforcement unit, versus 100,000 gang members in Chicago. Last month, Chicago Police Sergeant Matt Little likened Chicago's gang problem to tribal warfare. He said, "It continues to build unless we manage to interdict it and manage to stop it long enough for the blood to stop boiling and the heat to die down."

This discouraging situation will hopefully be tempered by efforts by educators such as Mr. King, who are working hard to reduce the susceptibility of recruitment by gangs. Other large U.S. cities are experiencing varying degrees of success in addressing recruitment into gangs and gang-related crimes. This hearing will explore the tools available to address gang recruitment, crime and violence, which range from enforcement and suppression to community policing and intervention, and are often a combination of both. The hearing will specifically examine the evolving gang threats in Chicago, parts of Minnesota, and Los Angeles.

We are joined today by four witnesses who have dedicated their efforts to put a stop to violent gangs and to prevent the recruit-

ment of America's youth into these criminal organizations. I look forward to hearing about their experiences and successes in addressing this serious national challenge.

Without objection, the statement of the Department of Justice will be submitted into the record at this point.

[The information referred to follows:]



Department of Justice

STATEMENT OF THE

UNITED STATES DEPARTMENT OF JUSTICE

- - -

BEFORE THE

SUBCOMMITTEE ON CRIME, TERRORISM, AND HOMELAND SECURITY

COMMITTEE ON THE JUDICIARY

UNITED STATES HOUSE OF REPRESENTATIVES

- - -

AT A

HEARING ENTITLED

“BEYOND THE STREETS: AMERICA'S EVOLVING GANG THREAT”

- - -

JULY 25, 2012

**Statement of the
United States Department of Justice
Before the
Subcommittee on Crime, Terrorism, and Homeland Security
Committee on the Judiciary
United States House of Representatives
At a Hearing Entitled
“Beyond the Streets: America’s Evolving Gang Threat”
July 25, 2012**

Chairman Sensenbrenner, Ranking Member Scott, and Members of the Subcommittee – Thank you for permitting us to submit this statement for today’s hearing. We welcome the opportunity to discuss the Department of Justice’s efforts to combat the dangers posed by gangs and gang violence.

Gangs represent a serious and growing threat to our nation. There are approximately 33,000 gangs in the United States, with an estimated 1.4 million members – an increase of over 40% from 2009. Far too many of our streets and communities are terrorized by gangs, and far too many of our citizens live in fear. In many neighborhoods, because of gang violence, parents and grandparents do not feel safe sitting on their porches; children do not feel safe walking to and from school, or even while at school. To counter the violence and the threat, the Department of Justice has taken a multifaceted approach, balancing strong enforcement to take violent gang members off our streets with prevention programs designed to stop young people from entering gangs in the first place.

One of the principal challenges in gang enforcement is that most violent street gangs are singular entities and not part of a centralized national or transnational organization. Unlike in our successful efforts against the mafia and traditional organized crime, when it comes to gangs, there are not simply “five families” – there are 33,000. While a number of gangs – such as the Bloods, Crips, Latin Kings, Aryan Brotherhood, and MS-13 – are national or transnational in scope and structure, many more are neighborhood-based street crews. So we have to fight gangs city by city, neighborhood by neighborhood, block by block. To do so, we rely on the expertise of our State, local, and tribal law enforcement partners, the U.S. Attorneys’ Offices on the ground in every State, and the Criminal Division’s Organized Crime and Gang Section at the national level.

At the Federal level, each U.S. Attorney’s Office has a dedicated Anti-Gang Coordinator, who is responsible for developing an anti-gang strategy tailored to the problem in each Federal judicial district. Each U.S. Attorney also leads a Project Safe Neighborhoods task force, which combines Federal, State and local law enforcement and community partners in a comprehensive strategy to reduce violent crime, including gang crime, through enforcement, intervention, and prevention.

The Criminal Division’s Organized Crime and Gang Section (OCGS) focuses on gangs of regional, national, and international significance. It partners with local U.S. Attorneys’

Offices to prosecute these gangs in every corner of the country. OCGS was formed in 2010 from the merger of the Organized Crime and Racketeering Section and the Gang Unit. That merger, which was approved by the Attorney General with the concurrence of Congress, has enabled the Department to use its resources more efficiently and effectively to pursue the most significant regional, national, and transnational gang threats. OCGS also maintains an information-sharing network that allows prosecutors in OCGS and the U.S. Attorneys' Offices to share their expertise and help each other overcome investigative and prosecutive challenges.

The Department also has task forces in more than 370 locations focused on combating violent crime, including FBI Violent Gang Safe Streets Task Forces, Violent Crime Safe Streets Task Forces, and Safe Trails Task Forces; ATF regional task forces and Violent Crime Impact Teams; Drug Enforcement Administration (DEA) regional task forces and High Intensity Drug Trafficking Area (HIDTA) task forces; and United States Marshals Service (USMS) Regional Fugitive and District Fugitive Task Forces. These Federal task forces work with State, local, and tribal law enforcement partners to reduce gang violence in their communities, arresting tens of thousands of gang members and disrupting thousands of gang crimes. The Department is in the process of reviewing these task forces to ensure that our agent resources are utilized and managed most efficiently, and if there are areas of duplication or overlap, we will eliminate or consolidate task forces to achieve a more streamlined approach.

In order to help ensure that our enforcement efforts are coordinated, our prosecutors and agents rely on the expertise and resources of the National Gang Targeting, Enforcement, and Coordination Center (GangTECC). GangTECC provides deconfliction and coordination services for gang cases being investigated across the country, helping to ensure that agents and prosecutors are best positioned to share leads and evidence across jurisdictional and agency lines whenever possible.

GangTECC has been transformed over the past two years, and those changes are an example of smart law enforcement and good government; they also exemplify the Department's efforts to use its precious enforcement resources as efficiently and effectively as possible. GangTECC was created in 2006 as a stand-alone entity charged with facilitating and coordinating multi-agency and multi-jurisdictional gang investigations. But during its first three years of existence, GangTECC supported only approximately 100 cases and coordinated only 12. In order to make GangTECC more effective, in July 2010 – with the support of the Attorney General and under the leadership of Assistant Attorney General Lanny Breuer – the Department merged GangTECC into the Special Operations Division (SOD), a multi-agency center with a long track-record of successfully coordinating multi-agency and multi-jurisdictional narcotics, money-laundering, and related cases. By any measure, that merger, which was completed in the fall of 2010, has been a great success. Indeed, after supporting only approximately 100 cases in three years, GangTECC supported *over 750 cases* in its first full year at SOD alone, and is on pace to exceed that this year. The expansion in the use of GangTECC helps promote intelligence-driven investigations and helps ensure that our efforts to dismantle gangs are more coordinated, efficient, and effective.

Because gangs pose a threat to communities of all sizes and types – whether urban, suburban, or rural – we place a high priority on providing support to State, local, and tribal law enforcement officers, both by partnering on cases as part of task forces and by providing intelligence and other information to assist in their investigations. To that end, the National Gang Intelligence Center (NGIC) supports law enforcement agencies through timely and accurate information-sharing and analysis of Federal, State, and local law enforcement information focusing on gangs that pose a significant threat to communities throughout the United States. NGIC also prepares the National Gang Threat Assessment, issued every two years to agencies throughout the United States.

Last April, NGIC introduced “NGIC Online,” a web-based system that allows gang investigators throughout the country, at all levels of law enforcement, to access the latest intelligence on gangs and to request information and analytical support quickly and easily. Through NGIC Online, law enforcement officers across the United States have access to a wealth of gang intelligence products and images, officer safety alerts, and a signs, symbols, and tattoos database. NGIC is accessed by users approximately 20,000 times per month, and the number of new users is increasing at a rate of 6 percent per month. Through this system, the Department is able to share intelligence with State, local, and tribal officers more efficiently and effectively, so those officers can use the information to enhance investigations and promote officer safety.

Our enforcement efforts have made communities safer throughout the Nation, from Charlotte to San Francisco, Los Angeles to Nashville, and Houston to Chicago. The following are just a few examples of the many successful gang cases brought by agents and prosecutors across the country:

- In Nashville, following an investigation led by ATF and local police, the U.S. Attorney’s Office for the Middle District of Tennessee and OCGS charged 37 leaders and members of the Bloods with racketeering, multiple murders, and other acts of violence. Of the 37 defendants, 35 pleaded guilty, and two were convicted at trial. Those same offices also prosecuted 11 members and associates of the national street gang known as the Traveling Vice Lords, which was founded in Chicago and has spread throughout the United States. The defendants were charged with, among other things, participation in two murders and five attempted murders involving 15 victims. Among those killed was an elderly gentleman at home with his wife and two developmentally-disabled grandchildren, whose house was mistakenly targeted. Eight of the defendants pleaded guilty, and the remaining three were convicted at trial and received life sentences.
- In Newburgh, New York, the U.S. Attorney’s Office for the Southern District of New York and the FBI have led a crackdown on multiple sets of the Bloods gang operating in that city, including charges in September 2011 against 20 members and associates of the gang for, among other things, crimes of violence, firearms offenses, and narcotics trafficking.

- In Ft. Wayne, Indiana, following an investigation led by the FBI Fort Wayne Violent Gang Safe Streets Task Force, the U.S. Attorney's Office for the Northern District of Indiana charged 40 leaders and members of a neighborhood-based gang called the "Authentic Mexican Gangsters," along with members of a Mexican drug trafficking organization, with conspiracy to distribute narcotics and weapons offenses. The investigation led to the seizure of 26 guns from gang members and their associates. Information developed during the investigation was used to help prevent a murder being planned by gang members.
- In Los Angeles, the U.S. Attorney's Office and DEA have led a multi-jurisdictional, multi-agency effort to target the hierarchy of the Mexican Mafia and the Sureno street gangs it controls. To date, that operation, supported by GangTECC, has resulted in nearly 500 arrests and the seizure of over \$1.7 million in cash and large quantities of cocaine and methamphetamine.
- Over the past several years, OCGS has partnered with the U.S. Attorney's Offices in Charlotte, Maryland, Washington, DC, Nashville, Los Angeles, and San Francisco, among other jurisdictions, to prosecute the violent transnational gang known as MS-13. Collectively, those cases have led to charges against more than 160 members of the gang for racketeering, murders, assaults, and other offenses – including charges against several MS-13 leaders in El Salvador who ordered murders to be committed here in the United States. Several of these cases were assisted by the efforts of the MS-13 National Gang Task Force, an inter-agency entity that leverages the expertise and resources of local, State, Federal, and international law enforcement agencies involved in investigating MS-13. The NGTF has also established the Transnational Anti-Gang (TAG) Initiative, which partners the FBI with the national police of El Salvador, Guatemala, and Honduras to investigate and disrupt gangs in these countries that pose the greatest threat to the United States and Central America.
- The FBI-led Somali Gang Initiative is designed to ascertain the rising impact of Sudanese and Somali gangs operating in the United States, including both radicalized and non-radicalized membership. Through this initiative, the NGIC will coordinate with the FBI's Safe Streets and Gang Unit to share and disseminate intelligence relating to Somali gangs to mitigate both criminal and national security threats. As one example of our efforts to pursue Somali gangs, in an investigation that reached from Minnesota to Tennessee, the U.S. Attorney's Office for the Middle District of Tennessee, the FBI, and local police successfully pursued a gang known as the "Somali Outlawz," which was engaged in sex trafficking violations, including the exploitation of underage prostitutes who were primarily of Somali origins.
- Operation Save Our Streets (SOS) is an FBI initiative that was initiated in 2010. SOS utilizes a focused investigative strategy to address unusually high increases in homicides and gang violence in targeted areas. The SOS Initiative was utilized in

Los Angeles, and focused on unsolved gang related homicides. The FBI in Los Angeles and the Los Angeles Police Department worked together, partnering agents and detectives to solve these homicides. The Los Angeles SOS partnership resulted in solving 107 homicide cases, the felony arrest of over 180 subjects, and the recovery of 40 guns during the operation. Operation SOS also resulted in a 22% reduction in gang related homicides and a 20% reduction in violence in targeted neighborhoods.

- SOS has also been utilized by the FBI in Milwaukee, in conjunction with the Milwaukee Police Department, to focus on gang related non-fatal shootings and assaults. The Milwaukee SOS resulted in the arrest of 135 subjects for 384 felony violations, and led to the seizure of 31 firearms.
- The USMS launched a gang enforcement program known as Operation Triple Beam (OTB) in August 2010. OTB targets violent offenders through USMS fugitive task forces using a three-pronged approach: fugitive apprehension led by USMS; illegal firearms and narcotics investigations led by Federal, State, and local partner agencies; and pro-active street patrol led by the lead local partner agency. The operational goal is to target those gang members and others identified as repeat offenders. Anti-gang operations have been conducted throughout the country, including in San Antonio, Texas, Tulsa, Oklahoma, the Mississippi Delta, Omaha, Nebraska, and Kinston, North Carolina. To date, OTB has resulted in approximately 1,400 arrests of gang members and the seizure of narcotics valued at over \$1.6 million, over 300 firearms, and approximately \$380,000 in cash. Overall, the USMS has arrested over 4,000 gang members in FY 2012 to date.

We have also aggressively pursued other gangs that operate from behind prison walls. For instance, OCGS and the U.S. Attorney's Offices in the Western, Southern, and Eastern Districts of Texas, working with a task force comprised of Federal, State, and local law enforcement agencies, have investigated and prosecuted numerous leaders and members of the Aryan Brotherhood of Texas, a powerful race-based organization operating inside and outside State and Federal prisons throughout the State of Texas and elsewhere in the United States. To date, the task force has charged over 20 members and leaders of this highly organized and violent gang, all of whom have pleaded guilty or been convicted at trial, and several of whom have been sentenced to life in Federal prison.

The FBI has instituted the California Gang Intelligence Initiative (CGII), which is designed to combat prison-based gangs and assess their influence on and control over street-gang activity. CGII is a joint intelligence collection and analysis initiative among the California Department of Corrections and Rehabilitation, the FBI's Safe Streets and Gang Unit, and NGIC. CGII is designed to identify the most serious prison gang threats to the institution and the community; assess the gang's potential for violence and multi-jurisdictional impact; and disseminate available intelligence to law enforcement and correctional personnel as it becomes available. Although it is primarily focused on prison-based gangs, CGII leverages prison

intelligence to support, enhance, and/or initiate investigations outside of the prison system. Further, CGII detects, deters, and disrupts efforts by the gangs' leadership and facilitators to extend their reach from within prisons to communities in California and beyond.

We have also made it a priority to pursue gangs operating in Indian country. For example, OCGS and the U.S. Attorney's Office for the District of Arizona have worked with a Federal-State-local-tribal task force headed by ATF and the Salt River Pima-Maricopa Indian Community Police Department to target the East Side Los Guada Bloods gang, which has terrorized the Salt River Pima-Maricopa Indian Reservation, outside of Phoenix. To date, seven defendants have been charged with racketeering and other offenses, including a series of six drive-by shootings of residences believed to be occupied by rival gang members over the span of five hours. In one of the incidents, gang members shot at police officers who were responding to a 911 call from one of the gang's prior drive-bys earlier in the evening.

In the last fiscal year, the FBI received 40 new positions, including 24 agent positions, to support priority criminal investigations within Indian country. These resources will be focused on criminal enterprise investigations in drugs, gangs, public corruption, and gaming industry integrity issues in Indian Country.

Finally, the Department is confronting the threat posed by gangs operating along the Southwest border, often in concert with Mexican drug trafficking organizations. As an example, in March 2011, a third superseding indictment was unsealed charging 35 members and associates of the Barrio Azteca, a violent prison-based gang associated with the Juarez Cartel that was responsible for the March 13, 2010 murders in Juarez, Mexico, of U.S. Consulate employee Leslie Ann Enriquez Catton, her husband Arthur Redelfs and Jorge Alberto Salcido Cenicerros, the husband of a U.S. Consulate employee. The defendants, from both the United States and Mexico, were charged with racketeering, narcotics distribution and importation, retaliation against witnesses, extortion, money laundering, obstruction of justice, and murder. Of the 35 defendants charged, 33 have been apprehended. To date, 24 of those defendants have pleaded guilty, and one defendant committed suicide while imprisoned during his trial. This case was made possible due to the tireless efforts of the Criminal Division, the U.S. Attorney's Office for the Western District of Texas, the FBI, and the DEA, with strong support from the USMS and cooperation from Mexican authorities.

Our enforcement efforts can have a dramatic impact on the safety and quality of life in our communities. But even the most successful enforcement program is not enough – we simply cannot arrest our way out of the epidemic of gang membership and gang violence. Rather, we must address the social factors that cause our young people to be drawn into gangs in the first place. We must try to rescue those who want out. And we must help prevent others from ever getting in.

To that end, the Department's Office of Justice Programs (OJP) supports a number of grant programs to prevent gangs and gang violence, including a variety of youth violence and gun crime prevention initiatives. These kinds of programs work, and they must continue to be

supported. For instance, in the first quarter of FY 2012, OJP reported that 65 percent of youths participating in Department-funded violence prevention programs exhibited a positive change in targeted behaviors as a result of participation in those programs. The Department's Office of Community Oriented Policing Services (COPS Office) has also developed a variety of tools and publications to help identify and address gang crime, including *Strategies to Address Gang Crime: A Guidebook for Local Law Enforcement*. Partnerships among law enforcement, schools, parents, youth, community and faith-based groups, and other government agencies are critical to reducing the influence of gangs in communities across the United States. Intervention and prevention programs are a sound investment, as the money we spend on intervention and prevention today is money we do not have to spend on enforcement tomorrow.

Combating and reducing gang violence is, and will continue to be, a priority for the Department and the Administration. And as we pursue this vital mission, we are committed to making the most efficient and effective use of our resources. We very much appreciate the opportunity to discuss with you the challenges we face in the fight against gangs. We look forward to continuing to work with Congress to enhance our efforts.

Mr. SENSENBRENNER. It is now my pleasure to recognize for his opening statement the distinguished Ranking Member of the Subcommittee, Congressman Bobby Scott, who has made one of the 50 Most Beautiful People on the Hill. [Laughter.]

Mr. Scott?

Mr. SCOTT. Since you're going to mention that, I also made the 50—the 25 Hardest Working. I made that list, too, a couple of years ago. [Laughter.]

Mr. SENSENBRENNER. I agree with that.

Mr. SCOTT. Okay, thank you. Thank you, Mr. Chairman. I want to thank you for scheduling this hearing on gangs.

As you and the longer-serving Members of this Subcommittee are aware, preventing violence and crime by young people, particularly gang violence and crime through gangs, has been an issue which we have worked on for a significant amount of time since I've been in Congress.

We have recently passed through the Judiciary Committee a reauthorization of the Juvenile Accountability Block Grant Program, which resulted from a collaborative effort with former Crime Subcommittee Chairman Bill McCollum of Florida and every Member of the Subcommittee, with each Member on both sides serving as co-sponsors. The bill was first passed in the Committee in 1999. It was passed from the Committee a total of six times with the help of former Crime Subcommittee Chairman Smith and Cobles during their terms there and beyond.

We have also led or supported reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974 on several occasions.

Unfortunately, despite what the science and evidence strongly say, my 35 years of experience as a legislator at the state and Federal level has been one that, when it comes to crime policy, we almost never pay any attention to science and evidence. That is why we have seen a 90 percent reduction in the amount of money spent on prevention and intervention since 2000, and that is why we have not been able to pass legislation such as the Youth Promise Act.

When it comes to crime, we have a choice. We can do what the science and evidence says and reduce crime, or we can participate in the politics of crime. The politics of crime involve the tough-on-crime slogans and sound bites, such as poll-tested slogans like “three strikes and you're out,” “abolish parole,” “truth in sentencing,” “mandatory minimum sentences,” or if we can get it to rhyme, it's even better, “if you do the adult crime, you do the adult time.” Research and evidence show us that while these tough-on-crime approaches sound good, they range from having little to do with preventing crime to actually increasing the crime rate.

Under the get-tough-on-crime approach, no matter how tough we were last year, you have to get tougher this year, and we have been getting tougher year by year for about 30 years now, since 1980. We have gone from around 200,000 prisoners incarcerated in the United States to over 2 million, with annual costs going up accordingly.

As a result of these approaches, today the United States is the world's leading incarcerator, by far, with an incarceration rate 7 times that of the international average. The world average is about between 50 and 200 prisoners per 100,000. The rate in the United States is over 700 per 100,000, African Americans at about 2,200. Ten states lock up Blacks at the rate of almost 4,000 per 100,000. And yet, the violence and crime and gangs persist, and we can look

at what is happening in Chicago and New Orleans, we can show that it is growing.

Regardless of all the people we have incarcerated from our tough-on-crime approaches, the situation still persists. Research as well as common sense tells us that no matter how tough we are on people we prosecute today, unless we are addressing the underlying reasons for crime, young people will follow the same trajectory and nothing will change. The next crime cohort will simply replace the ones we take out and crime continues, so just getting tough will not reduce crime.

All the credible research and evidence shows that a comprehensive strategy of evidence-based interventions and supports aimed at at-risk youth will greatly reduce crime. They will save much more money than they cost when compared to money that otherwise would have been spent on law enforcement and other criminal justice and social welfare system costs.

These approaches are the most effective when provided in a context of a coordinated, collaborative strategy involving law enforcement, education, social services, mental health, non-profit, faith-based and other groups, business representatives who work with identified children at risk of involvement with the criminal justice system. We saw a demonstration of this in my district, in the City of Richmond, Virginia, through a grant program costing \$2.5 million from the Federal Gang Reduction Program, a collaborative effort of Federal, state and local governments and community organizations that established an anti-gang strategy which reduced the murder rate in the targeted area from 19 to 2.

Due to medical advances, there are about four to five times more shooting victims that survive for every one that dies. So the 19 murders represented about 80 shootings, all of which were likely to be indigent care patients of the Medical College of Virginia emergency facility in Richmond. When you compare the cost of 80 shootings to that of around 8, the difference alone probably saved more than \$2.5 million, and when you add the fewer arrests, prosecutions and incarcerations, the savings really add up.

Los Angeles had a similar pilot project and experienced similar results, so much more of that has become part of the foundation for establishing its comprehensive city-wide, anti-gang program, which we will hear about today.

So as we look at issues of growing threats from gang crime in this country, I believe that we again will be faced with a choice of doing what has been proven to reduce crime or what has proven to be good politics, and unfortunately the two do not match. I can only hope that we will consider seriously this time the science, evidence, and demonstrated effectiveness which I expect we will hear about today as to what has been proven to be effective and what has not.

This does not mean that we stop addressing serious crimes with strong law enforcement. We must do that, and we will continue. But it simply means that we shouldn't stop there. We need to focus on fewer crimes being committed.

So, thank you, Mr. Chairman, and I look forward to the testimony of the witnesses.

Mr. SENSENBRENNER. Thank you very much.

It is now my pleasure to introduce today's witnesses.

Commander Bob Green has been the Assistant Commanding Officer of Operations, South Bureau of the LAPD, since 2010. Previously he held many other positions with the LAPD. He became a police student worker in 1978 and entered the Police Academy in 1980. Commander Green was promoted to Lieutenant in 1999 and assigned as a watch commander. In 2004, Commander Green was promoted to Captain and was assigned as a Patrol Commanding Officer. The following year, Commander Green was promoted to Captain 2, and assigned as the Commanding Officer LAPD Field Services Division at the Los Angeles International Airport. In 2007, he was promoted to Captain 3.

Commander Green attended Cal State University at Long Beach, the Loyola Marymount University and Union Institute. He holds an Associate Arts degree in Administration of Justice and a Bachelor of Science degree in Law Enforcement Leadership and Management.

Sheriff Richard Stanek is the 27th Sheriff of Hennepin County, Minnesota, which is the largest county there. He was first sworn in on January 1, 2007 and was reelected in 2010. In January, Sheriff Stanek began a 2-year term as President of the Major County Sheriffs' Association. He serves on the Board of Directors of the National Sheriffs' Association and co-chairs the NSA Homeland Security Committee, as well as being active in the International Association of Chiefs of Police.

Sheriff Stanek began his career in the Minneapolis Police Department. He rose through the ranks from patrol officer, detective, precinct commander, to Commander of Criminal Investigations.

While a police officer, Sheriff Stanek was elected five times to the Minnesota House of Representatives, and he chaired the House Crime Policy and Finance Committee. In 2003, he was appointed by the governor as Commissioner of Public Safety and Director of Homeland Security.

He earned a Criminal Justice degree from the University of Minnesota and a Master's degree in Public Administration from Hamline University.

Tim King is the Founder, President and CEO of Urban Prep Academies, a non-profit organization operating a network of public college prep boys' schools in Chicago, including the Nation's first all-male charter high school and related programs aimed at promoting college success. Mr. King also serves as an adjunct lecturer at Northwestern University and has contributed to the Chicago Tribune, the Chicago Sun-Times, and the Huffington Post.

He holds a doctorate honoris causa from the Adler School and received a Bachelor of Science in Foreign Service and Juris Doctor degrees from Georgetown.

Ms. Constance Rice has been co-director and attorney at the Advancement Project since 1998. She is also a partner at English Munger and Rice. Previously, she spent 9 years in the Los Angeles office of the NAACP Legal Defense and Educational Fund. Prior to this position, she was President of the Board of Commissioners at the Los Angeles Department of Water and Power, Special Assistant to the Associate Vice Chancellor at UCLA, and previously was an associate attorney at Morrison and Foerster. She received her

Bachelor of Arts degree from Harvard and her J.D. degree from NYU.

Without objection, all of your statements will be printed in full in the record. Without objection, all Members' opening statements will be printed in the record.

As you know, we ask you to summarize your testimony in 5 minutes. There will be lights in front of you to coach you when your time is up.

The Chair recognizes Commander Green.

TESTIMONY OF ROBERT F. GREEN, ASSISTANT COMMANDING OFFICER, OPERATIONS-SOUTH BUREAU, LOS ANGELES POLICE DEPARTMENT

Mr. GREEN. Good morning, Mr. Chairman, council members. It is an honor to be here. I think it is important I put my testimony in context. For three decades, I have done very aggressive law enforcement work in Los Angeles. I believed that it was all about handcuffs and, as Ms. Rice would say, shock and awe.

We spiked in violent crime during the late '80's and early '90's in Los Angeles, and we were seen as the murder capital of the country, and we responded with very aggressive suppression. We would bring in 500 cops to an area of the city, and anything that looked like criminal activity we would address, a lot of citations, a lot of people went to jail.

For a short period of time it reduced violence and gang violence. But overwhelmingly, we eroded our relationship with the community, we lost community trust, which ultimately set the stage for the civil unrest in Los Angeles in 1992.

We struggled with our programs for about 10 years, and in 2007, with the leadership of Ms. Rice, the Urban Peace Institute, the Advancement Project came together with our strategy and call to action in Los Angeles, and Mayor Villaraigosa followed that up with his gang initiatives and established the Gang Reduction Youth Development Office.

For me initially, it was extraordinarily distasteful that I would have to partner with ex-offenders and Shot Callers to reduce violent crime. I sit humbly before you today saying that I could not have been more wrong. Based on those relationships with the ex-offenders, the wrap-around programs that we have in Los Angeles, we have reduced crime dramatically, and gang crime.

To have intervention workers respond after a shooting in partnership, true partnership with law enforcement to reduce potential additional shootings or retaliation shootings has been very, very successful. Building those relationships with people that have influence in a neighborhood that we do not have paid significant dividends.

The Community Engagement Programs, Summer Night Lights, where we bring in gang members, community members, law enforcement and intervention workers together at a recreation center to role model expected behavior has been very successful.

The Community Safety Partnership, we have gone into four of the most troubled housing developments in the City of Los Angeles. We have put 10 cops in each one of those developments, not for suppression but for community programs. In the 8 months that

they have been in existence, we have seen a dramatic reduction in crime. But most importantly, we have seen an unprecedented improvement in the relationship between those communities and law enforcement.

The Watts Gang Task Force, where we used to have nothing but conflict and finger pointing, has been impressively successful in our ability to get along and ensure progress.

Now, that doesn't mean that suppression has gone out the window. Suppression is an important element, but it needs to be strategic, and it needs to be done in a partnership with the community, with the community, not for the community.

Our Federal partnerships and local partnerships with the City Attorney's Office and District Attorney's Office for injunctions and enhancements is a vital part of the overall cocktail that has helped in L.A. The FBI's programs for Save Our Streets Task Force has given us the ability in the last 2 years to increase our homicide clearance rate by 20 percent, to an unprecedented 80 percent, which is important because once an individual starts to shoot, there is nothing to slow him down. So the quicker we can get that individual off the street and target just the violent offenders, the better off we are, and we are able to reduce additional shootings and homicides.

The Safe Street Partnership working with our gang officers to give us additional logistics and technology and financial support is critical to us. The relationships with the DEA and ATF on these task forces to be able to partnership and have strategic suppression for violence, not just for gang suppression but for the violent element in that community, to remove them from the community so they can't continue to offend, we have got to do all that with wrap-around.

The ability to work with Shot Callers, ex-gang members, in partnership with law enforcement does tremendous things when we walk into recreation centers, and even walk up and hug a thug, and he can hug a cop. That's what we call it. But ultimately, that role modeling has done tremendous things for us in our ability to establish those relationships in the community.

So as we move forward in L.A., we will continue strategic suppression, but without a doubt, the intervention prevention programs are the root of a lot of our success now in Los Angeles.

[The prepared statement of Commander Green follows:]

**Statement of
Robert F. Green
Assistant Commanding Officer
Operations-South Bureau
Los Angeles Police Department**

Before the

**Congress of the United States House of Representatives
Committee on the Judiciary
Subcommittee on Crime Terrorism, and Homeland Security**

Presented on

July 25, 2012

**Los Angeles: The Safest Big City in America
Sustained Gang Violence Reduction in Los Angeles**

In the last decade, there have been significant crime reductions throughout the country. However, in Los Angeles crime has continued to drop and today, Los Angeles is experiencing the lowest crime rates it has seen since 1959. While crime rates are important, they are not the only factor that measures the condition of a city. The relationship between the government and its community is a pivotal indicator of a community's wellbeing. The most visible representatives of the government are police officers. The manner in which a community is policed has a direct impact on that pivotal relationship between a city's ability to reduce crime and the means to sustain it.

During the late 1980s and early 1990s, violence and homicides in the City of Los Angeles climbed sharply. The Police Department attempted to curb the violence with a single point approach with mass suppression efforts in areas of the city that were experiencing spikes in violence. Those suppression efforts included strategies like the "The War on Gangs" or "Operation Hammer," where large numbers of police officers were brought into an area to focus on general suppression. There was a zero tolerance for any behavior that even suggested criminal activity.

If solely based on homicide statistics, it is difficult to argue that this strategy was successful because the murder rate continued to climb and peaked in 1993. Furthermore, it is clear that the blanket suppression efforts in areas of the city eroded and inflamed the relationship between the police and the community. It is this friction which ultimately set the stage for the violent civil unrest in Los Angeles in 1992.

However, the city of Los Angeles began to see positive changes starting in 1997 and has expanded over a ten-year period. Instead of blanket suppression efforts, a number of gang reduction strategies were employed in the city. In 2007, The Advancement Project released its report, "A Call to Action: A Case for a Comprehensive Solution to LA's Gang Violence Epidemic." Mayor Antonio Villaraigosa then released the city's Gang Reduction Plan. This plan created the Gang Reduction and Youth Development (GRYD) Office, which fueled and provided the means to bring this strategy to life. This was the start of true partnerships between law enforcement and gang interventionists.

The current success in Los Angeles can be attributed to a multifaceted approach to enhance communities, eradicate the fear of gangs, and decrease crime and violence. This is based on governmental and community partnerships that coordinate intervention, prevention, resources, community engagement, and strategic suppression efforts. All of these strategies are dependent upon building meaningful and trusting relationships with communities that historically have not had good relations with the police. It remains a critical priority of the Police Department to ensure officers continue to improve those relationships by not only policing constitutionally, but also treating its constituents with respect. Ultimately, the sustainability and advancement of these strategies will thrive only if a community trusts the police with these suppression efforts.

The following are highlights of the Los Angeles Strategies:

Urban Peace Institute and the Advancement Project Partnership

- 2007 Call to Action follow-through.
- The professional training of gang intervention workers.
- Partnering with law enforcement to create comprehensive violence reduction strategies.
- Developing strategies to build African American and Latino relationships.
- Conducting community assets and needs assessments in violent communities.

The Mayor's Gang Reduction and Youth Development (GRYD) Program

The GRYD programs are done in conjunction with law enforcement and community based organizations. GRYD includes the following components:

1. Prevention
 - Gun Buy Back Program
 - Gang Prevention Services
 - Community Action Teams
 - Community Education Teams
2. Intervention Case Management
 - Family Based case management
 - Reentry referrals and services

3. Intervention Violence Interruption

Working in teams, intervention workers have three primary functions:

- Violence interruption at the neighborhood level is handled by trained intervention workers. Their personal experience with gang life gives them credibility in these targeted communities.
- Proactive peacemaking – establishing “ceasefire” agreements which quell rumors that fan the flames of gang violence, mediating conflicts between rival gangs before they can escalate.
- Outreach with incarcerated gang members immediately before and after their release to prevent them from returning to gang life during the first 24 hours after reentry, when they are most likely to fall back into activities of gang crime.

4. **Gang Suppression**

- Ongoing communications with law enforcement to explain enforcement actions.
- Coordinating with partners to communicate trends and patterns to prevent flare ups before they happen.
- Strategic and targeted suppression to take Shot Callers and violent offenders off the streets.
- Partnering with other agencies to accelerate and improve investigations.

Gang Related Crime Statistics for GRYD Zone Communities 2007 to 2011.

29.9% reduction in gang crime.

42.4% reduction in shots fired.

33% reduction in homicides in the GRYD Zones compared to a 15% reduction outside of GRYD Zones.

Assaults with a deadly weapon against police officers have dropped 48% inside the GRYD Zone compared to 9% outside.

The Mayor's Office and police have collected over 6,000 fire arms due to gun buy back.

Community Engagement

GRYD attempts to engage law enforcement and the community in all of their activities to build that relationship.

1. **Summer Night Lights (SNL)**

- A violence reduction strategy that focuses on high gang violence areas.
- Provides free programming for the entire community in city parks and recreation facilities from 3:00 p.m. to 12:00 midnight four nights a week.
- Both Intervention and Law enforcement are present.

SNL Crime Reduction Statistics compare 2007 to 2011 for the combined SNL Park locations

- 35% reduction in gang related Part I crime.
- 35% reduction in gang related homicides.
- 43% reduction in Aggravated Assaults.
- 55% reduction in shots fired.

2. **Watts Gang Task Force**

Development of the Watts Gang Task Force

- The Watts community expressed their concerns to then Council Woman Janice Hahn regarding the three weeks of gang violence in their community.
- From the requests and concerns of the community, the Watts Gang Task Force (WGTF) was formed.

- WGTF meets on a weekly basis along with the Area Commanding Officers from various law enforcement agencies.
- The Housing Authority City of Los Angeles, Neighborhood Council, Council District Representatives, Los Angeles Unified School District, Clergy and the Mayor’s Gang Reduction and Youth Development intervention/prevention workers are all in attendance.
- Community members are now accountable and hold more responsibility within their individual housing developments.
- Meetings are responsible for a significant improvement in the relationship between the community and the police.

Community Safety Partnership Program

- Increased community relationships and support of law enforcement in housing developments that have historically had great disdain for the police.
- Reduce youth involvement in violence, delinquency and crime.
- Divert youth from juvenile institutions to community based resources.
- Engage families in programs to preserve, support and strengthen the family unit.
- Build a comprehensive and coordinated network of counseling services related to health, education, social and human services for youth and their families.
- Develop leadership skills for program participants.
- Provide the community with the skills and training to mobilize their resources to address the issues surrounding crime and to actively involve residents in the revitalization of their community.
- Officers have daily contact with the youth in the developments mentoring, tutoring and building relationships

Crime Statistics for the Housing Developments with Community Safety Partnership

Nickerson Gardens	YTD Property Crime -24%	Violent Crime – 34%	Gang Crime -63%
Imperial Courts	YTD Property Crime +60%	Violent Crime – 38%	Gang Crime -33%
Jordan Downs	YTD Property Crime -27%	Violent Crime – 70%	Gang Crime -81%

Los Angeles Police Department Prevention Programs

- Cadet Program
- Jr. Cadet Program
- Police Activities League
- Juvenile Impact Program
- LAPD Magnet School
- Operation Progress
- Jeopardy Program

Strategic Suppression and Partnerships

Local Task Forces with:

District Attorney

- Gang Enhancements

City Attorney

- Gang Injunctions

Federal Partnership

FBI

Operation Save Our Streets (SOS)

- Federal fiscal, logistical and investigative support of the Criminal Gang Homicide Division of the LAPD. Since the partnership began the homicide clearance has risen 20% to close to an unheard of 80%.
- Safe Street Gang Task Forces
Federal partners assisting on gang task forces to focus on the most violent offenders and Shot Callers.
- Homicide Library
First ever electronic homicide library that will enable detectives to find any case immediately. They will also be able to data mine and search cases for related content, suspects or clues.

ATF

Continued combined task forces focused on violent offenders.

DEA

Continued partnerships focused on major narcotics activity within street gangs.

Ultimately, effective strategic suppression will always be necessary to remove serious offenders from communities. However, suppression cannot stand alone. Not only has intervention played a significant role in reducing violence, it has built relationships in communities that have historically not had meaningful relationships with law enforcement. Not only are Intervention Workers gaining credibility with violent communities but they are gaining credibility with the cops that use to put handcuffs on them.

Mr. SENSENBRENNER. Thank you very much, Commander. Believe me, your reputation has come in advance of you here, and we are happy to see something that works rather than hear about things that don't.
Sheriff Stanek.

**TESTIMONY OF RICHARD W. STANEK, SHERIFF,
HENNEPIN COUNTY, MN**

Mr. STANEK. Well, thank you, Chairman Sensenbrenner, Ranking Member Scott, and Members of the Subcommittee. Thank you for the opportunity to be here today. I am Rich Stanek, Sheriff of Hennepin County. I am here today on behalf of the National Sheriffs' Association, where I serve on the Board of Directors, and I am the Chair of their Homeland Security Committee. This year I also began a 2-year term as President of the Major County Sheriffs' Association.

I have been asked to testify today about the specific emergence of Somali gang-related issues we are having in my county. The Minnesota Somali population has been estimated in the range of 80,000 to 125,000, and the majority of them live in Hennepin County. Whereas the African population represented 4 percent in the United States in 2008, in Minnesota Africans represent 18 percent of our population because Minnesota is a designated U.S. refugee resettlement area.

I would like to state for the record that the Somali community as a whole is made up of law-abiding citizens who came to Minnesota as refugees and are now an important part of our community.

Mr. Chair and Members, Somali gangs are unique in that they are not necessarily based on the narcotics trade, as are other traditional gangs. The most successful gang prosecutions require a narcotics nexus. Somali gang criminal activities are not based on a certain geographical area or turf. The gang members will often congregate in certain areas but commit their criminal acts elsewhere. The criminal acts are often done in a wide geographic area that stretches outside of the Twin Cities seven-county metro area, and their mobility has made them difficult to track.

Mr. Chair and Members, let me describe several typical crimes committed by Somali gangs. First, credit card fraud. Recently, Somali gangs have committed a high volume of credit card skimming and credit card fraud. Credit card skimming is a high-reward and a low-risk crime. The skimming is done by acquiring a skimming device, computer, and the necessary software. In Minnesota, we are seeing trends where gangs recruit individuals, often restaurant employees, to perform skimming during work hours, and then give the skimming device back to the gang members.

These cases are difficult for law enforcement, often requiring a large amount of time since the cards are often not used locally. In credit card fraud cases, an investigator must find a victim and the location of the initial skimming. There can be numerous victims from one skimming operation. Surveillance video is necessary, and computer forensics are essential in order to identify suspects.

A second would be witness intimidation. Somali gangs readily engage in witness tampering and intimidation. In Somali culture, if

a crime is committed against a family, clan or tribe, remittances are paid to family members. Somalis in Hennepin County have continued this remittance payment practice. We have learned that victims' families often prefer to negotiate financial remittances rather than follow through with judicial prosecution. Oftentimes, the payments are made directly to relatives in Somalia.

This remittance payment continues to interfere in the successful prosecution of gang members, and witness intimidation by Somali gang members has become an ongoing threat to successful prosecutions. In a recent homicide trial in Hennepin County, a witness recanted his earlier testimony, and another witness refused to return from London in order to testify. We believe there were direct threats of violence made to witnesses and family members. The suspect in this case, a known Somali gang member, was tried but acquitted by a jury. The homicide is believed to have been in retaliation for previous testimony provided by opposing gang members in another homicide.

The third are gun store burglaries. In July of 2008, a gun store in Minnetonka, Minnesota was burglarized. The suspect took 57 handguns. Through the investigation, it was determined that the guns were taken by members of the Somali Outlawz. Through tracking the recovered guns, it was determined that the majority of guns were either traded or sold to other known gang members. These same guns were then used in homicides, aggravated assaults, shootings and robberies. Twenty-seven of those stolen handguns have yet been recovered.

Fourth is a terrorism nexus to gang activity. In 2007, a local Somali community started to report that some of the youth in the area had essentially disappeared without warning. It was later learned that 20 young men had left Minneapolis to travel to Somalia to receive training and fight as members of al-Shabaab. One individual had moved to Minneapolis as a teenager in 1983, and following a shoplifting arrest he fell into the violent street gang called the Somali Hot Boyz. After a short period of time, he emerged as a recruiter for al-Shabaab, which eventually led him to leave Minneapolis for the Horn of Africa in 2008. Later it was learned this individual was killed in fighting between al-Shabaab and Somali government forces.

Mr. Chair and Members, in conclusion, the Somali gangs have emerged as a serious threat to community safety both in Hennepin County and as a unique challenge to our law enforcement resources. These gangs are involved in multiple criminal activities that require sophisticated and resource-intensive law enforcement investigations. They are growing in influence and violence. They demonstrate the importance of multi-jurisdictional law enforcement information sharing, and practice certain cultural behaviors that render some traditional U.S. criminal justice tools less effective. We are clearly faced with a challenge that requires an innovative approach, including new investigative tools and focused resources.

Mr. Chair and Members, I look forward to working with Congress and our law enforcement partners to identify and implement smart and cost-effective solutions. I am happy to answer any questions you might have. Thank you very much.

[The prepared statement of Sheriff Stanek follows:]

**Prepared Statement of Richard W. Stanek,
Sheriff, Hennepin County, Minnesota**

Chairman Sensenbrenner, Ranking Member Scott, and members of the Subcommittee, thank you for the opportunity to be here today. I am Rich Stanek, Sheriff of Hennepin County in Minnesota. I am here today on behalf of the National Sheriffs' Association where I serve on the Board of Directors and am the Chair of the Homeland Security Committee. I currently serve on the Department of Homeland Security's Inter-agency Threat Assessment and Coordination Group and this year, I also began a two-year term as President of the Major County Sheriffs' Association.

I have been asked to testify today about the specific emergence of Somali gang related issues we are having in my county. Minnesota's Somali population has been estimated in the range of 80,000 to 125,000 and a majority of them live in Hennepin County. Whereas the African population represented 4% in the United States in 2008, in Minnesota, Africans represent 18% of our population because Minnesota is a designated U.S. Refugee Resettlement Area. I would like to state for the record that the Somali community as a whole is made up of law abiding citizens, who came to Minnesota as refugees and are now an important part of our community.

Why are Somali gangs unique?

Somali gangs are unique in that they are not necessarily based on the narcotics trade as are other traditional gangs. Most successful gang prosecutions require a narcotics nexus. Somali gang criminal activities are not based on a certain geographical area or turf. Gang members will often congregate in certain areas, but commit their criminal acts elsewhere. Criminal acts are often done in a wide geographic area that stretches outside of the Twin Cities seven county metro area. Their mobility has made them difficult to track.

Typical Crimes committed by Somali Gangs include the following:

First, Credit Card Fraud: Recently, Somali gangs have committed a high volume of credit card skimming and credit card fraud. Credit card skimming is a high reward, low risk crime. The skimming is done by acquiring a skimming device, computer, and necessary software. In Minnesota we are seeing trends where gangs will recruit individuals, often restaurant employees, to perform the skimming during work hours and then give the skimming device back to the gang member.

These cases are difficult for law enforcement, often requiring a large amount of time since the cards are often not used locally. In credit card fraud cases, an investigator must find a victim and the location of the initial skimming. There can be numerous victims from one skimming operation. Surveillance video is necessary and computer forensics are essential in order to identify suspects. United States commerce is far behind other countries in credit card security. Encrypted chip technology is proposed to begin use in the United States in 2013.

Sadly, because the sentences for credit card skimming are short, criminals are less concerned with the legal consequences. The resources needed to investigate credit card fraud and the sentencing guidelines make enforcing these laws very challenging.

Second, Cell Phone Store Burglaries: Cell phone stores in Minnesota also have been targeted by suspected Somali gang members where suspects smash the glass of the front doors, move to storage areas and target high-end smart phones. They can be in and out of the store in less than 2 minutes. Suspects have learned to travel to different metro areas in the United States to avoid the heightened awareness of law enforcement in certain communities.

One strategy we've implemented is to work with cell phone companies to identify security weaknesses at their retail venues. One weakness we found was in the handling of merchandise stock overnight. Phones were not being placed in vaults, making them easy targets. By moving their stored phones into vaults a number of stores have reduced their risk for stolen merchandise.

Third, Witness intimidation: Somali gangs readily engage in witness tampering and intimidation. In Somali culture, if a crime is committed against a family, clan, or tribe, remittances are paid to family members. Somalis in Hennepin County have continued this remittance payment practice. We've learned that victims' families often prefer to negotiate financial remittances rather than follow through with judicial prosecution. Oftentimes the payments are made directly to relatives in Somalia. This remittance payment continues to interfere in the successful prosecution of gang members.

Witness intimidation by Somali gang members has become an ongoing threat to successful prosecutions. In a recent homicide trial in Hennepin County, a witness

recanted his earlier testimony, and another witness refused to return from London in order to testify. We believe there were direct threats of violence made to witnesses and family members. The suspect in the case, a known Somali gang member, was tried, but acquitted by a jury. The homicide is believed to have been retaliation for previous testimony provided by opposing gang members in another homicide.

Fourth, Gun Store Burglaries: In July of 2008, a gun store in Minnetonka, Minnesota, was burglarized; the suspects initially cut the alarm and telephone lines and waited for law enforcement response. After law enforcement and management had cleared the area, the suspects returned and committed the burglary. The suspects took 57 handguns. Through the investigation it was determined that the guns were taken by members of the *Somali Outlawz*. Through tracking of recovered guns, it was determined that the majority of guns were either traded or sold to other known gang members. These same guns were then used in homicides, aggravated assaults, shootings, and robberies. Twenty seven of the stolen handguns have not yet been recovered.

Fifth, Terrorism Nexus to Somali Gang Activity: In 2007, the local Somali community started to report that some of the youth in the area had essentially disappeared without warning. It was later learned that 20 young men had left Minneapolis to travel to Somalia to receive training and fight as members of al-Shabaab. One individual had moved to Minneapolis as a teenager in 1993. Following a shoplifting arrest, he fell into the violent street gang called the "Somali Hot Boyz". After a short period of time, he emerged as a recruiter for al-Shabaab which eventually led him to leave Minneapolis for the Horn of Africa in 2008. Later, it was learned this individual was killed in fighting between al-Shabaab and Somali government forces.

In conclusion: Somali gangs have emerged as a serious threat to community safety in Hennepin County and a unique challenge to law enforcement. These gangs are involved in multiple criminal activities that require sophisticated and resource-intensive law enforcement investigations, are growing in influence and violence, demonstrate the importance of multi-jurisdictional law enforcement information sharing, and practice certain cultural behaviors that render some traditional U.S. criminal justice tools less effective. We are clearly faced with a challenge that requires an innovative approach including new investigative tools and focused resources.

I look forward to working with Congress and our law enforcement partners to identify and implement smart and cost-effective solutions, and I am happy to answer any questions you might have.

Thank you,

Mr. SENSENBRENNER. Thank you, Sheriff.
Mr. King.

**TESTIMONY OF TIM KING, FOUNDER AND
CHIEF EXECUTIVE OFFICER, URBAN PREP ACADEMIES**

Mr. KING. It is a tremendous honor to be asked to give testimony to the House Judiciary Subcommittee on Crime, Terrorism and Homeland Security, and to be able to offer a perspective from the field of education. For that opportunity, I would like to thank the Chairman, the Vice Chair, as well as Ranking Member Scott and the other Members of the Subcommittee. I would also like to recognize Representative Quigley of the Illinois 5th Congressional District, who is no doubt familiar with the issues affecting our city.

Chicago is in a profound state of crisis. With every weekend comes another round of bloodshed. Between June 22nd and the 24th, four people were killed, including two boys aged 13 and 14, and 30 were wounded. Between June 29th and July 1st, 17 people were wounded, including a 3-year-old and 9-year-old. Nine people were killed. So far this year, more Americans have been murdered in the streets of Chicago than in service in Afghanistan. Chicago has seen four times as many murders since January as New York City, and last week, as the country awoke to the intensely tragic news that a mass gunman had opened fire in a Colorado movie theater, I was learning that two teenagers in Chicago had been killed

and another wounded. That wounded teenager is a rising senior at Urban Prep named Demarcus Brown.

I founded Urban Prep Academies, the country's first network of all boys' charter public high schools, in large part as a response to some of the factors that are currently playing out in the form of this summer's violence. Since our founding, 100 percent of Urban Prep's graduates have been admitted to college. This is a major accomplishment for any school. But given that all of our graduates are African American males, and that there are exceptional challenges facing this population, the achievement is even more significant.

In order to shed light on the state of affairs of being a young Black male in a violence-filled community, Urban Prep's sophomore, Yaviel Ivey, was recently asked to record a month-long video diary for CBS News. Toting a camcorder on his way to and from school, Mr. Ivey chronicled the daily violence he witnessed. "I don't expect to have a future in my neighborhood. I want better for myself," he said in one entry. In another entry, Mr. Ivey told about being asked by a gang member what gang he was affiliated with, narrowly escaping when he responded that he was neutral.

There are as many as 600 Chicago gangs, with approximately 150,000 members. Mr. Ivey comes from a home in which he is loved and supported. He is a straight-A student who wants to become an entrepreneur. Yet, even the advantages of family, intellect and ambition cannot protect him from the violence that threatens his community. For Mr. Ivey, like so many other young people, simply walking out of the front door can be a dangerous undertaking.

To address this problem, we must offer hope to communities and people plagued by violence. The only way we will staunch the violence is to persuade those committing violent acts that they have something to lose, that there are opportunities for enjoyment and advancement that don't come at the expense of those around them, that there are paths to respect that don't go through fear.

But hope is not enough. We need further support for schools like Urban Prep and others that are committed to educating our cities' most vulnerable children. We need engaged community organizations, empathetic law enforcement, and government that invests heavily in the well-being of its citizens.

In the end, what we need is action, action that will ensure that all children, all Americans are safe. Demarcus, the Urban Prep student who was shot last week, is still in the hospital. His older brother Eric was also an Urban Prep student. I say "was" because he graduated this past year, having been accepted to college, to multiple colleges, and receiving the Gates Millennium Scholarship, which will cover all of his college and graduate school expenses. This fall, he will be enrolled in Howard University right here in our Nation's Capital. What a tragic juxtaposition, one brother on his way to college, and another in the hospital fighting for his life.

Eric Brown is proof that it is possible to end these cycles of violence one child at a time. His younger brother Demarcus is a tragic reminder of what happens if we do not. Thank you.

[The prepared statement of Mr. King follows:]

**Prepared Statement of Tim King, Founder and Chief Executive Officer,
Urban Prep Academies**

It is a tremendous honor to be asked to give testimony to the House Judiciary Subcommittee on Crime, Terrorism and Homeland Security, and to be able to offer a perspective from the field of education. For that opportunity, I would like to thank Chairman Sensenbrenner, Vice-Chair Gohmert, Ranking Member Scott, and the other members of the Subcommittee. I would also like to offer special thanks to Representative Quigley of the Illinois 5th District, who is no doubt familiar with some of the issues that I will be discussing today.

When we talk about violence in Chicago, the statistics that are regularly cited show a city in a profound state of crisis. With every weekend comes another round of bloodshed. Between June 22 and 24, four were killed, including two boys aged 13 and 14, and 30 were wounded.¹ Between June 29 and July 1, 17 were wounded, including a three-year-old, and nine were killed.² So far this year, more Americans have been killed in the streets of Chicago than in service in Afghanistan³; Chicago has seen four times as many murders since January as New York City.⁴ And last week, as the country awoke to the profoundly tragic news that a masked gunman had opened fire in a Colorado movie theater, I was learning that in Chicago, three teenagers had been shot, including an Urban Prep student.

Urban Prep Academies, the country's first network of all-boys charter high-schools and the organization that I represent today, was created in large part as a response to some of the factors that are currently playing out in the form of this summer's violence. In Chicago, as in large cities around the country, minorities, especially Black males, are grossly overrepresented in prison populations⁵ and underrepresented in schools⁶ and places of work.⁷ The statistics tell a story of endemic disenfranchisement. The national high school drop-out rate for Black males hovers around 50 percent,⁸ and the leading cause of death for African-American males age 15 to 34 is homicide.⁹ Today, one in three Black children live in poverty,¹⁰ and one-third of Black men born this decade will spend some time in prison.¹¹ In Chicago, just 2.5 percent of Black males attending public school will graduate from a four-year college.¹²

¹Crimesider Staff, "4 dead, 30 wounded in weekend Chicago violence intensifying search for answers," CBS News/AP [Chicago] 25 Jun. 2012, 22 Jul. 2012 <http://www.cbsnews.com/8301-504083_162-57459869-504083/4-dead-30-wounded-in-weekend-chicago-violence-intensifying-search-for-answers>.

²"Chicago Shootings: 3-Year-Old Boy Among At Least 17 Hurt, 9 Killed In Weekend Gun Violence," Huffington Post 7 Jun. 2012, 22 Jul. 2012 <http://www.huffingtonpost.com/2012/07/02/chicago-shootings-3-year-n_1643270.html>.

³Crimesider Staff, "4 dead, 30 wounded in weekend Chicago violence intensifying search for answers," CBS News/AP [Chicago] 25 Jun. 2012, 22 Jul. 2012 <http://www.cbsnews.com/8301-504083_162-57459869-504083/4-dead-30-wounded-in-weekend-chicago-violence-intensifying-search-for-answers>.

⁴David Knowles, "Wild West in Chicago—City officials fight back as murder rate outstrips N.Y., L.A.—even Kabul," The Daily 15 Jun. 2012, 22 Jul. 2012. <<http://www.thedaily.com/page/2012/06/15/061512-news-chicago-murders-knowles-1-3>>.

⁵"Statistics on African-American males," The Morehouse Male Initiative 22 Jul. 2012 <http://morehousemaleinitiative.com/?page_id=178>.

⁶Sean F. Reardon, Rachel Baker and Daniel Klasik, "Race, income, and enrollment patterns in high selective colleges, 1982–2004." Center For Education Policy Analysis at Stanford University 15 Jul. 2012, 22 Jul. 2012 <<http://cepa.stanford.edu/sites/default/files/race%20income%20%26%20selective%20college%20enrollment%20july16%202012.pdf>>.

⁷United States, Department of Labor, The African-American Labor Force in the Recovery. (Washington: 2012) 22 Jul. 2012 <http://www.dol.gov/_sec/media/reports/BlackLaborForce/BlackLaborForce.pdf>.

⁸"Yes We Can: The Schott 50 State Report on Public Education and Black Males 2010," Schott Foundation for Public Education. Aug. 2010, 22 Jul. 2012 <<http://schottfoundation.org/publications/schott-2010-black-male-report.pdf>>.

⁹United States, Center for Disease Control, Leading Causes of Death by Age Group, Black Males—United States, 2007 (Washington: 2007) 22 Jul. 2012, <<http://www.cdc.gov/men/lcod/2007/BlackMales2007.pdf>>.

¹⁰Kristin Anderson Moor, Zakia Redd, Mary Burkhauser, Kassim Mbwana and Ashley Collins, "Children in Poverty: Trends, Consequences, and Policy Options," Apr. 2009, 22 Jul. 2012 <http://www.childtrends.org/files/child_trends-2009_04_07_rb_childreninpoverty.pdf>.

¹¹"Criminal Justice Fact Sheet" NAACP 22 Jul. 2012 <<http://www.naacp.org/pages/criminal-justice-fact-sheet>>.

¹²Melissa Roderick, Jenny Nagaoka, and Elaine Allensworth, "From High School to the Future: A First Look at Chicago Public School Graduates' College Enrollment, College Preparation, and Graduation from Four-Year Colleges," The University of Chicago Consortium on Chicago School Research Apr. 2006, 22 Jul. 2012 <<http://ccsr.uchicago.edu/publications/high-school-future-first-look-chicago-public-school-graduates-college-enrollment>>.

Urban Prep's mission is simple: To provide a high-quality comprehensive education that results in our graduates succeeding in college. While our schools are still young, thanks to the efforts of our dedicated teachers, administrators, parents and students, Urban Prep is well on its way to increasing the number of African-American males who earn college degrees. Since our first senior class graduated in 2010, 100 percent of Urban Prep graduates (all Black males) have been admitted to college, and 83 percent are persisting in college, compared to a national persistence rate for Black males of 35 percent.¹³ In 2010, the most recent year for which data is available, one in twenty African-American males enrolling in college from Chicago Public Schools was an Urban Prep graduate.¹⁴

It takes hard work to achieve these outcomes. Our students have a longer school day that results in an additional year of instruction when compared to traditional public schools, and are required to participate in at least one afterschool activity each semester. Many of our young men spend their summers in academic programs at universities like Cornell, Georgetown and Oxford. They are the heirs to a unique school culture that celebrates even the smallest achievements in order to reinforce our belief that doing the right thing is the right thing to do.

Yet while Urban Prep students experience a safe-haven inside our schools, they still must often navigate treacherous streets in their communities. In order to shed more light on the state of affairs within one such community, rising Urban Prep sophomore Yaviel Ivey was recently asked to record a month-long video diary for CBS News.¹⁵ Toting a camcorder on his way to and from school as well as around his house, Mr. Ivey (in order to promote respect within our schools, we refer to our students by their surnames) chronicled the daily violence that is endemic to his neighborhood. "I don't expect to have a future [in my neighborhood]. I want better for myself," he said in one entry. In another entry, Mr. Ivey told about being asked by a gang member what gang he was affiliated with (there are as many as 600 Chicago gangs with approximately 150,000 members¹⁶), narrowly escaping when he responded that he was neutral. Mr. Ivey comes from a home in which he is loved and supported. He is a straight-A student who wants to become an entrepreneur. Yet even the advantages of family, intellect, and ambition cannot protect him from the violence that threatens his community. For Mr. Ivey, like so many other young people, simply walking out of the front door can be a dangerous undertaking.

And the danger is all too real. A year ago, Leonetta Sanders, the principal of Harper High School (located on Chicago's South Side just two miles from Urban Prep's Englewood Campus) started a list of current and former students who became victims of gun violence in a binder she kept in her office.¹⁷ This July, she added her 27th name, eight dead and 19 shot. Ms. Sanders says that at the end of the school year, her students will talk not about what they will do over the summer, but how many of them will survive to make it back next fall. Sadly, stories like this are typical of many Chicago public high schools.

And the bullets wound many more in addition to those they strike. Research by the American Academy of Child and Adolescent Psychiatry has found that almost one-half of all American inner-city youth show signs of post-traumatic stress disorder.¹⁸ The fear of personal danger and the knowledge that loved ones may be taken at any point weigh heavily on the fragile psyches of our youth. Additionally, the steps many families take to safeguard their sons and daughters, including prohibiting them from going outside on their own, have unintended consequences as young people miss out on opportunities for exercise and personal enrichment.

Urban Prep has always been a leading voice in demanding that greater attention be paid to addressing the problem of youth violence. And we have not been alone in seeking answers from our city, state, and federal governments. The leadership of other schools, as well as community groups, has fought for a stronger response to the violence sweeping our streets. We want to know what's being done to make

¹³"MCLD College Scholar Program," Milwaukee Center for Leadership Development. 22 Jul. 2012 <<http://milwclld.org/page3.php>>.

¹⁴"2010 College Enrollment For the Class of 2010 Based on the National Student Clearinghouse Data For All Graduates," Chicago Public Schools 25 Apr. 2011: 1-11.

¹⁵Byron Pitts, "Chicago teen on living amid violence: 'I don't expect to have a future here,'" CBS Evening News 12 Jun. 2012, 22 Jul. 2012 <http://www.cbsnews.com/8301-18563_162-57452004/chicago-teen-on-living-amid-violence-i-dont-expect-to-have-a-future-here>.

¹⁶Mark Guarino, "In Chicago, heat and homicide stoke fear and frustration," Christian Science Monitor 18 Jul. 2012, 22 Jul. 2012 <<http://www.csmonitor.com/USA/Society/2012/0718/In-Chicago-heat-and-homicide-stoke-fear-and-frustration>>.

¹⁷Fresh Air, WBEZ, Chicago, IL 9 Jul. 2012

¹⁸John Otrompke, "Nearly Half of Inner-City Youth Suffer From Post-Traumatic Stress Disorder: Presented at AACAP," P/S/L Group 4 Nov. 2010, 22 Jul. 2012 <<http://www.pslgroup.com/dg/25bdd6.htm>>.

our city safer. But before we have answers, we need to know that we're asking the right questions.

We need to ask what kinds of events lead to violent crime in Chicago, because most of it is not, as some would have you believe, the result of gang warfare or drug-related robberies. Chicago Police Department data show that the most common homicide in Chicago begins as a nonviolent altercation, escalates into violence and involves guns.¹⁹ Clearly, Chicagoans need to learn that retribution isn't the answer, but they also need to know that justice will be served. Let's support interactions between the community and police force so that Chicagoans feel like their neighborhoods are being protected, not occupied. And let's increase the penalties for illegal weapon possession so that arguments can't turn so quickly into gunplay.

We need to ask how we might prevent crime from happening rather than reacting to its effects. Last year's popular documentary *The Interrupters* brought some much-deserved attention to CeaseFire, a group that works to end cyclical violence in some of Chicago's toughest neighborhoods. Using staff members who have cachet within the community to identify and reach out to those who might be at risk for violence, CeaseFire has been able to cool a number of hotspots in the disadvantaged neighborhoods of Englewood, Auburn Gresham and West Garfield Park. Earlier this month, Chicago Mayor Rahm Emanuel promised to provide funding for 90 additional CeaseFire staff members, and to instruct the Chicago Police Department to work more closely with CeaseFire identifying and reaching out to at-risk individuals.²⁰

We need to ask questions about the type of person most likely to become a victim or perpetrator, and then devise strategies to specifically impact these individuals. According to the University of Chicago Crime Lab, both victims and perpetrators of violent crimes are far likelier than not to be between the ages of 10 and 25, to be minorities, and to be male. In predicting the likelihood of involvement in a violent crime, the Crime Lab lists several non-demographic variables as well, most notably alcohol use, mental health problems, and "perhaps particularly," school failure.²¹ Let's acknowledge that in Chicago, certain populations—young Black men particularly—are far more likely to be perpetrators and victims of violence. But instead of blaming these young people, let's develop and support outreach programs targeting these specific groups, so that they know that there are alternatives to gangbanging, and that if they follow the difficult path through high school and to college, they will be supported every step of the way.

We need to ask what strategies already in place are having an effect on youth and gang violence, and how we can support them. A study released last week by the University of Chicago Crime Lab found that young men who participated in an athletics-based youth counseling program were 44 percent less likely to be arrested for violent crime while participating in the program.²² Investing in targeted programs like these is not only right; it is, in time of budgetary constraints, the fiscally responsible thing to do. The same University of Chicago study found that pro-social youth programming produces a return on investment of between three and thirty-one times over when compared to the societal cost of violence, incarceration and rehabilitation. Let's provide further support so that programs like these can be replicated, and new programs tested.

We need to be able to empathize with those Chicagoans for whom violence and danger have become part of a devastating routine. These are individuals whose lives and choices are constrained by the constant threat of violence, who spend their time, like Leonetta Sanders, memorializing those that they have lost; or, like Yaviel Ivey, longing for a life outside the neighborhood; or like our students and others who have been shot or shot at, enduring the trauma and the long recovery of victimization. Put yourselves in their shoes. Imagine what it's like for the child who has to pass by streets where he might be attacked simply because of where he lives; for the mother who has to worry about not when but if her child will come home tonight; for the school that can't have outdoor recess or a hold a homecoming football game

¹⁹"Youth program helps curb violence," United Press International 13 Jul. 2012, 22 Jul. 2012 <http://www.upi.com/Health_News/2012/07/13/Youth-program-helps-curb-violence/UPI-87661342236140>.

²⁰Carol Marin and Don Moseley, "Chicago Police, Ceasefire Prepare for Partnership," NBC5 Chicago. 9 Jul. 2012, 22 Jul. 2012 <<http://www.nbcchicago.com/news/local/chicago-police-ceasefire-tio-hardiman-161873765.html>>.

²¹"Report: Gun Violence Among School-Age Youth in Chicago," The University of Chicago Crime Lab 22 Jul. 2012 <<http://crimelab.uchicago.edu/page/report>>.

²²William Harms, "Study: Chicago counseling program reduces youth violence, improves school engagement," UChicagoNews 13 Jul. 2012, 22 Jul. 2012 <<http://news.uchicago.edu/article/2012/07/13/study-chicago-counseling-program-reduces-youth-violence-improves-school-engagement>>.

for fear of a drive-by shooting. If we cannot stem the violence, we condemn these innocents and others like them to suffer for crimes of which they had no part.

We need to remember that this is not just a South Side problem, not just a Chicago problem, not just a problem for Illinois. The violence in one of America's greatest cities is an American problem. Harvard sociologist Bruce Western has pointed out that sixty percent of Black males who do not complete high school are either dead or have spent time in prison by the they're 34 years old.²³ 60 percent—well over half—are dead or have spent time in prison by the age of 34. This isn't just a sickness within our city but a national epidemic, and we need to address it by pursuing strategies that will keep students in school until they graduate.

We need to learn from other cities that productive partnerships between the public and private sectors can mitigate violence before it becomes a police matter. This past fall, New York Mayor Michael Bloomberg and philanthropist George Soros matched \$60 million from the City of New York to fund the Young Men's Initiative, which will target 315,000 Black and Latino men between the ages of 16 and 24, with an eye towards improving graduation and employment rates while reducing criminal recidivism.²⁴ The Young Men's Initiative recognizes that targeted programs are the best means to provide demographic-specific measures like job training and culturally relevant teaching. It also acknowledges that prevention is more cost-effective than response. In the past 30 years, the incarceration rate in the United States has quadrupled, to the point where the United States now has a higher percentage of its population and higher total number of individuals behind bars than any other country in the world.²⁵ This is not only a burden on state and federal budgets, but is extremely disruptive to communities in which a large percentage of the population has spent time in prison.

We need to focus on that portion of the population—young minority men—most likely to commit and be victimized by violent crime, and in order to create targeted interventions, we need to go through the institutions that are already designed to impact these individuals. Schools are and must be our best means of breaking the cycle of violence that consumes so many young lives. We must equip our schools with the expertise and funding to provide enrichment activities that will give young people a safe place to spend the dangerous hours between 3:00 and 6:00 p.m.²⁶ We have to see our schools not just as places where children go to learn, but as institutions that build communities and community-minded individuals. And we need to continue to support parents in their right to choose for their children whichever school they think will best suit their children's needs, whether that be a neighborhood, charter or magnet school.

At Urban Prep, we've recognized the importance of connecting our students with mentors and tutors who can provide them with the extra academic and emotional support that they need. One of the ways that this is being accomplished is through the Urban Prep Fellows Program, which matches recent college graduates with cohorts of around 25 freshmen. These men and women volunteer their time to serve our students and are models for the sort of engagement that we need to cultivate in our disadvantaged communities, but even they are not above the threat of danger. This past year, one of our Fellows, Will Morris, was mugged at gunpoint while he walked with two students to the train station. As I drove to visit him in the hospital (he suffered a broken nose and several other injuries), I was prepared to accept the fact that he would probably be dropping out of the program and heading home. I certainly wouldn't have blamed him if he had. Mr. Morris, however, didn't want to go home. He wanted to stay and continue to help our students thrive. His dedication and bravery should serve as an example to others, as should the courage of the students who were attacked with him. They too were committed enough to return to school and continue the pursuit of their education.

Finally, we must offer hope to communities and people plagued by violence. The only way we'll staunch the violence is to persuade those committing violent acts that they have something to lose, that there are opportunities for enjoyment and advancement that don't come at the expense of those around them, that there are paths to respect that don't go through fear. But hope is not enough. We need further support for schools like Urban Prep and others that are committed to educating our

²³ Beckett Pettit and Bruce Western, "Mass Imprisonment and the Life Course: Race and Class Inequality in U.S. Incarceration," *American Sociological Review* Apr. 2004: 151–169

²⁴ Karen Zraick, "Young Men's Initiative, Program for Young Minorities, Draws Praise, Questions," *Huffington Post* 4 Aug. 2011, 22 Jul. 2012 <http://www.huffingtonpost.com/2011/08/05/young-mens-initiative-bloomberg_n_919181.html>.

²⁵ "Prison Population Around the Globe," *The New York Times* 22 Apr. 2008, 22 Jul. 2012 <http://www.nytimes.com/interactive/2008/04/22/us/20080423_PRISON_GRAPHIC.html#>.

²⁶ "After-School Programs," *Education Week* 3 Aug. 2004, 22 Jul. 2012 <<http://www.edweek.org/ew/issues/after-school-programs>>.

cities' most vulnerable children. We need engaged community organizations, empathetic law enforcement, and government that invests heavily in the wellbeing of its citizenry. In the end, what we need is action—action that will ensure that all children, all Americans, are safe.

RESOURCES FOR FURTHER ENGAGEMENT

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Mr. SENSENBRENNER. Thank you very much, Mr. King. This is very inspiring.
Ms. Rice.

**TESTIMONY OF CONSTANCE L. RICE, CO-DIRECTOR/
ATTORNEY, ADVANCEMENT PROJECT**

Ms. RICE. Good morning, Mr. Chairman. Thank you so much for having me, Congressman Scott, all the other Members. It is an honor to be here.

I hail from Los Angeles, the gang capital of—

Mr. SENSENBRENNER. Can you move your mic a little closer to you, please?

Ms. RICE. Okay. Can you hear me?

Mr. SENSENBRENNER. Is it on?

Ms. RICE. Okay. Good morning.

Mr. SENSENBRENNER. Better.

Ms. RICE. Okay, good. Thank you. Again, thank you for having me, and it is an honor to be here.

Mr. King gave a very moving statement, and his work is critically important for one child at a time.

I come from Los Angeles. There are over 100,000 gang members, 1,000 gangs. We spent \$25 billion over 35 years, and we have six times as many gangs and at least three times as many gang members.

You heard Commander Green talk about when we were at war. My first reaction to the fundamental belief that I have that the first civil right is the right to safety, the first freedom is freedom from violence. I am looking at children who die at the ages of 10 and 11 and get accosted by gangs. In L.A.'s gang hot spots, in L.A.

County, we have over 850,000 innocent children trapped in gang hot spots that Commander Green and LAPD and the sheriffs have been patrolling and fighting and battling in a war.

That war has cost us \$35 billion, and we have far more of the problem. It is not that we didn't need very brave officers to combat, but it wasn't ending the gang mentality, it wasn't ending the spread of gang culture, and it was not ending the violence. The kids were more in danger than ever. The cops were more in danger. There have been over 60 officers murdered in our gang hot spots, and 100,000 Angelinos shot over the last 25 years.

When we took a look at this issue, we were asked, my group, the Advancement Project, was asked by the City of Los Angeles and its ad hoc committee at the city council level to tell the region why L.A. was stuck on stupid when it came to reducing gangs, reducing gang membership, reducing the hold of gang culture on L.A.

What we did was we pulled together 35 experts. Anytime you put lawyers and 35 experts together, you are going to get a big report. The report weighed 12.5 pounds and was 1,000 pages long. The only good thing about that was that it was too big to ignore, because we had ignored every other report.

Thirty-five experts, including law enforcement, and you want to know what they said? They said, you can't litigate your way out of it, looking at me because I had filed I don't know how many lawsuits. Commander Green, how many times did I sue you? [Laughter.]

I sued. I woke up every day trying to figure out a new way to sue in class actions, not just regular, and I was at war with LAPD and the sheriffs, trying to get constitutional policing. They were at war with the gangs. We were all fighting each other, and the kids were dying.

So we got unstuck off of stupid, and we said, you want to know something? The civil rights litigators don't have the answer, and shock and awe policing suppression doesn't have the answer either. Both may be necessary, but we are not getting the job done. The kids are not safer.

What we did is we wrote that report together, and as Sergeant McBride said, "Connie, I don't even like you, but you want to know something? I'm going to join you on this report because when I retire, after 40 years of being on the Sheriff's Department, I just arrested the grandson of the man I first arrested when I got 2 weeks out of the Sheriff's Academy, and I arrested his dad 10 years ago. I have destroyed three generations of that family, and the next generation is going into the gangs."

So when we decided to take a look, a fresh lens on this problem, we came up with a comprehensive violence reduction focus and strategy. That is the strategy that Commander Green is talking about. Instead of suing each other, we now have each other on speed dial. We work all the time together. We have comprehensive prevention, comprehensive suppression, strategic suppression, re-entry, and wrap-around security for the kids.

Look at the data. The data tell you the truth. While Chicago is going up by 33 percent, L.A.'s gang crime has gone down another 20 percent. Summer Night Lights, where the GRYD Office works, with the GRYD Office, our Gang Reduction and Youth Develop-

ment Office, which is in the mayor's office, where that works at Summer Night Lights, magic. Gang homicides plummet 57 percent. Nowhere in the country does that happen.

Do you want to know why? It is because we are working together like a symphony. We are not just playing separate instruments in a corner. We are conducted by Deputy Mayor Guillermo Céspedes together, by the Chief of Police, and by the Mayor, and we all get in the boat and row together to keep kids safe. That is the comprehensive wrap-around.

Yes, the threat is going up, but please don't have the Pavlovian response of shock and awe. We need strategic responses, and we have to understand that what we have been doing in the past isn't getting the job done. Thank you.

[The prepared statement of Ms. Rice follows:]

**Prepared Statement of Constance L. Rice, Co-Director/Attorney,
Advancement Project.**

I am a civil rights lawyer who for 30 years has been fighting for our poorest children to enjoy the basic right of safety. All children should, at minimum, be able to walk to and from school, play in a park and walk to the corner store without fear of getting shot or being accosted by thugs. In my view, the first of all civil rights is the right to safety and the first of all freedoms is freedom from violence. In short, without public safety there are no civil rights.

THE LOS ANGELES CONTEXT FOR GANG HOT SPOTS

Since 1980, residents trapped in Los Angeles county's gang hot zones have suffered 7,000 gang murders, 50 police officer deaths, at least 16 gang intervention deaths and an estimated 100,000 people shot. L.A.'s violent gang crime costs California taxpayers more than \$2 billion every year, with each gang murder costing \$1 million dollars in direct costs and up to \$16 million in indirect costs. After 35 years of fighting a \$25 billion "war on gangs," the County of Los Angeles found itself in the year 2005 with six times as many gangs, twice as many gang members, a gang violence epidemic, high gang homicide rates, and a legacy of hostility between police and residents of high crime zones.

By 2005, despite sustained declines in non-gang crime, L.A.'s gang crime and its youth gang homicide rate stayed stuck at epidemic levels. The 35 year "war on gangs" had left Los Angeles county as the violent gang capital of the nation with over 100,000 gang members and 1,000 gangs, half of which operated in the city of Los Angeles. A former World Health Organization epidemiologist who studies violence as a disease, concluded that, in the city's gang hot spots, "Los Angeles is to violence what Bangladesh is to diarrhea, which means the crisis is at a dire level requiring a massive response." Worse, a criminologist for the California Attorney General's office concluded that the Petri dishes of L.A.'s high crime neighborhoods had spawned "a violent gang culture unlike any other. . . ."—and L.A. was exporting it across the country.

By 2012, however, the city of Los Angeles had a much better story to tell. The city had achieved significant drops in gang crime, the first declines in gang homicides and the end of the youth gang homicide epidemic that had raged since 1985. And by summer of 2012, as Chicago posted a 33% increase in gang homicides and Boston and Philadelphia struggled with increasing violence, L.A.'s gang homicides continued to drop, prevention programs had demonstrated a 35% reduction in gang affiliation, and in the city's Summer Night Lights parks, gang homicides plummeted an astonishing 57%.

What changed?

THE REPORT: A CALL TO ACTION: THE CASE FOR COMPREHENSIVE SOLUTIONS TO
LOS ANGELES' GANG VIOLENCE EPIDEMIC

In 2007 the Los Angeles City Council's Ad Hoc Committee on Gang Violence and Youth Development commissioned the Advancement Project to explain why the city's gang reduction efforts had reduced neither gangs nor gang violence. In January 2007, we issued our one thousand page report, *A Call to Action: The Case for A Comprehensive Solution to Los Angeles' Gang Violence Epidemic*. The report, conducted with over thirty experts in areas ranging from the epidemiology of violence

and gang anthropology to mental health and law enforcement, explained that the “war on gangs” was the wrong paradigm to reduce gang violence, culture and crime. While police suppression would always play a prime role, suppression alone could not dent L.A.’s gang epidemic, and untargeted saturation-suppression (“war”) had increased street gang cohesion and coincided with gang expansion and alienation of residents in gang neighborhoods.

One expert analogized solely arresting gang members to swatting mosquitoes in order to fight a malaria epidemic. By arresting one gang member at a time, L.A. was swatting mosquitoes—and doing too little to blunt the spread of the gang mentality, ideology or culture.

In short, the report concluded that Los Angeles could not arrest its way out of an entrenched gang culture. L.A. police would always need to remove violent criminals, but by stopping there, we were leaving over 850,000 innocent kids in Los Angeles County gang hot spots, 90% of whom have been exposed to felony violence, and a third of whom suffer from civil war levels of post traumatic stress. The report recommended to the City that it focus its resources in gang hot zones and switch from ad hoc suppression to holistic collaboration aimed at fixing the root causes of the gang epidemic. Instead of “war,” the city needed data driven strategies that reduced youth attraction to gang life, prevented gang joining, and aligned law enforcement and other agencies with the comprehensive public health approach.

Upon its release in January 2007, the Los Angeles Daily News hailed *A Call to Action* as “A Marshall Plan for Gangs,” and LAPD Chief Bratton later cited it as the catalyst “. . . that changed how the city of Los Angeles deals with gangs.”

THE COMPREHENSIVE VIOLENCE REDUCTION MODEL

The comprehensive violence reduction model requires a centrally directed, adequately funded, network-based and relationship-based strategy that forges cooperation and aligns missions across sectors, disciplines, agencies, institutions and individuals. Through the networks and coordinated programs, agencies, advocates, police, families, schools and faith based organizations jointly forge neighborhood-based and family-based strategies to reduce violence, keep kids safe, create alternatives to gangs and change norms. The comprehensive model’s theory of change is that dislodging an entrenched epidemic of gang culture cannot be done by arresting one gang member at a time or rescuing one child at a time. It requires an “all hands on deck” collaboration that is centrally coordinated to carry out neighborhood strategies that bring help to families trapped in gang zones.

Hallmarks of the city of Los Angeles’ comprehensive “wrap around” approach are as follows:

- Mayoral/Executive leadership that strongly insists on focusing funding on gang hot zones; that is willing to run the office responsible for executing comprehensive strategies; that accepts the uncertainty inherent to the experimentation needed to find out what works; that insists on police department cooperation; and that accepts the high risks inherent to effective gang intervention. (*In L.A., Mayor Antonio Villaraigosa accepted responsibility for a new office of Gang Reduction and Youth Development (GRYD), launched the only city-funded gang intervention academy, insisted on LAPD cooperation, and refused to cut GRYD funding during budget wars.*)
- Law enforcement leadership that aggressively seeks to increase trust between police and communities. (*In L.A., LAPD Chief William Bratton insisted on “high road” and “public trust policing” and current LAPD Chief Charlie Beck has created the first community policing unit that will promote officers based on how they helped families keep kids from being arrested.*)
- Law enforcement leadership that is willing to pull back counterproductive and overly aggressive suppression; that supports and works closely with Mayor GRYP staff; that works in tandem with professional gang intervention. (*In L.A., Chief Bratton, Los Angeles County Sheriff Lee Baca and LAPD Chief Charlie Beck strongly backed the Call to Action mandate to bolster suppression with comprehensive community strategies, enthusiastically support working with professional gang intervention, and continue to be key partners in carrying out the comprehensive strategy.*)
- Establishment of a single accountability structure under the Mayor’s GRYP Office that has sufficient political insulation to take risks, and sufficient clout to command cooperation from disparate departments and sectors. GRYP requires a creative, politically skilled director and non-bureaucratic staff who are mission-driven. (*In L.A., the five-year-old Office of Gang Reduction and Youth De-*

velopment operates out of the Mayor's office, is headed by Deputy Mayor Guillermo Cespedes and has achieved remarkable milestones in establishing L.A. city's comprehensive footprint—see attached data for GYRD Milestones) GRYD Zones are established only in high gang violence, high need areas to focus resources where the violence and need is greatest. Each of the 12 GRYD zones receive city resources that support year-round prevention and intervention programs as well as have Summer Night Light parks located inside the zones.

- Data-driven operations and trial programs that synthesize the best research, examine results, use sensible evaluation and change course to pursue what works.
- GRYD Office success with the Summer Night Lights safe parks program has been key to building the political support necessary to weather the risks taken to reduce gang violence: (In L.A., crime reductions in GRYD zones outpaced reductions in comparable non-GRYD areas of the county and city).
- GRYD coordination of multiple agencies, advocates and neighborhood leaders, to carry out strategic suppression, prevention, intervention, re-entry, and community investment.
- Family-based prevention strategies. GRYD is pioneering a family health and treatment regimen designed to reduce gang risk factors. Outside evaluators have already documented decreases in participants' antisocial behavior including a 47.3% reduction in gang fights and 48% decrease in gang activity.
- Professional gang intervention based on the social networking model of intervention and has the backing of law enforcement as an independent resource in a comprehensive violence reduction strategy
- Gang intervention training to enhance the professionalism of intervention workers, done in a city-funded intervention training academy: the LAVITA (Los Angeles Violence Intervention Training Academy) Academy is conducted for GRYD by the Advancement Project's Urban Peace Academy.
- Philanthropic, business, faith-based and academic support for the Summer Night Lights safe parks program, a successful public-private partnership with one half of the \$6 million annual budget being contributed by philanthropy.
- Relationship-based networks that enact congruent programs driven by the same theory of change.
- Sustainable community policing that is backed by departmental leadership and by incentive structures that reward problem solving policing. LAPD, in agreement with the Housing Authority of City of Los Angeles (HACLA) established its first unit of problem solving police officers through its Community Safety Partnership (CSP). These 45 officers are deployed to four housing developments for five years, and will be rewarded for developing relationships and innovative community driven solutions to achieve safety. For the first time LAPD officers will be promoted for demonstrating how they *avoided* arresting a kid. In the first six months of deploying these officers, their areas of Watts saw a 43% drop in crime and a notable retreat of gang activity.

THE OFFICE OF GANG REDUCTION AND YOUTH DEVELOPMENT (GRYD)

The GRYD Office, headed by Deputy Mayor Guillermo Cespedes, was established five years ago in response to the *Call to Action* recommendation to create a single accountability structure responsible for implementing and coordinating comprehensive violence reduction, intervention and prevention. It has approximately 40 staff who carry out the family treatment prevention program, oversee street gang intervention, develop re-entry strategies, make Summer Night Lights happen and engage law enforcement. Deputy Mayor Cespedes would say that GRYD is just getting starting, but the office has documented the following milestones:

GRYD Prevention

In 2011, outside evaluator Urban Institute documented for the 10 to 14 year old program participants:

- 23% decrease in antisocial behavior
- 29% decrease in lack of parental supervision
- 35% decrease in critical life events
- 47.3% decrease in gang fights

- 35% decrease in hanging out with gang members
- 48% decrease in participation in gang activity

GRYD Summer Night Lights Safe Parks Program

The Summer Night Lights (SNL) program keeps parks in gang zones open at night, offering neighborhood families food, sports, music, games and a chance for neighborhoods to keep kids safe. SNL is the most publicly recognized activity of the GRYD office and has been noted as a remarkable success. Between 2008 and 2011 the SNL program had produced significantly higher reductions in crime even compared to comparable county parks with similar programs:

- 55% reduction in shots fired
- 43% reduction in aggravated assaults
- Served over a million meals
- Served 1.8 million visitors
- Created over 3,000 jobs
- 11 times higher drop in gang crime compared to county park programs

CONCLUSION

Aggressive law enforcement to counter gang crime will always be necessary, but entrenched gang violence and culture cannot be addressed by suppression alone. In areas like Los Angeles that have epidemic levels of gang crime and violence, it is also necessary to launch comprehensive, wrap-around strategies described in this presentation.

LA still wrestles with serious gang threats in its gang hot spots, but 2012 also marks the ninth year of significant citywide drops in non-gang crime, the fifth year of significant reductions in gang crime, and continued success in the Office Gang Reduction and Youth Development's prevention, intervention, re-entry and Summer Night Lights programs. Indeed, through this collaborative model, Los Angeles' current crime rates have declined to levels last seen in 1952. This progress, while partial, is clearly due to the city of L.A.'s decision to move away from a "war on gangs" and move to adopt the comprehensive violence reduction paradigm.

Mr. SENSENBRENNER. Thank you, Ms. Rice.

The Chair is going to defer his questions to the end and now recognizes the gentleman from Virginia, Mr. Forbes.

Mr. FORBES. Thank you, Mr. Chairman, and thank all of you for being here. And we certainly appreciate your expertise and your looking at these issues.

I think all of us agree that we need to work together. I mean, there is no question about that. We also agree that we need to have prevention programs, we need to work strategically. But I would like to just look at a few statistics.

According to the statistics that I have, we now have about 1.4 million active gang members in the country, and that is a rise of about 40 percent since 2009. Do any of you dispute those statistics, or do they seem fairly accurate to you in what we are doing?

Sheriff, you mentioned the Somali gangs that you have. Where do most of those gang members come from? How do they get involved in the gangs?

Mr. STANEK. Yes. Chairman Sensenbrenner and Congressman, generally many of the Somali citizens who live in my community, the 80,000 to 125,000, the vast majority of them were refugees who came to Minnesota through that resettlement agreement. But now you are reaching into the first generation, so many of these young people are now 10, 11, 12, 13, maybe even 14 years old. They are growing up in a culture in which they are finding that turning to

gangs is, unfortunately, somewhat a way of life for them, very unfortunate.

And so we are working hard to try and find ways to reach them early on, early childhood family education type programs, intervention, educators, the faith community and others. But some came with that, but for the most part the young people who are now entering gangs, Mr. Congressman, are folks who have grown up here in the United States into these families.

Mr. FORBES. How about do any of you have any exposure to MS-13 in your areas? Ms. Rice, do you have—Commander?

Mr. GREEN. Yes, sir. In Los Angeles, we have a sampling component of MS-13.

Mr. FORBES. Where are they recruiting most of their members? How do they get them?

Mr. GREEN. MS-13, typically throughout the neighborhoods, and this is second, third generation. Some of it is built into the family. But MS-13 is very embedded in the prison system, and based on our current system within the prisons, they have the ability to communicate outside and continue to not only force recruitment but action from prison.

Mr. FORBES. How are we going after their networks, you know, the leadership of the networks? Because the networks tend to run these gangs, and if we continue to just take people off the streets that are lower tier, we are not doing anything. They are going to replace them over and over again. What are your efforts at going after the networks, and how are you effectively taking those networks out?

Mr. GREEN. In Los Angeles, it is strategy. It is mostly our task forces. Our goal of the leadership is to diagram out those gangs, target the leadership of the gangs and remove them. Unfortunately, there is a void that is filled almost immediately because it is very, very lucrative.

So as you continue to have that financial incentive, each time we remove a top member of that gang, the void is filled almost immediately, and we have to continue our efforts to eradicate it through individuals.

Mr. FORBES. Ms. Rice?

Ms. RICE. Thank you. I think you have raised a very, very important point. MS is one of the gangs, as Commander Green indicates, that is probably one of the most violent, and probably most linked in California with the large drug distribution networks which are run from our prisons. That is the main vector for the messages that go out to control the drug trade, in California anyway.

If we could get ahold and control of our prisons and break it up, MS is one of the gangs that has linked up with the prison gangs, and the prison gang has linked up with the cartels. But I don't want us to overreact to that. We need a very focused, hierarchical strategy, because with organized, international, transnational threats, you have to go for the hierarchy. If you do that with street gangs, however, you end up causing a metastasis of the culture in the mindset at the local level.

So you are absolutely right that there needs to be a different strategy for hierarchical, organized, international crime cartel type of activity, which is all about business and money, and the prison

nexus there. I don't understand what we are doing with our prisons as gang headquarters for national cartel activity. In California, that is the new threat, that the cartels are now merged with some prison gang drug distribution, and they are now taking over some—just a few—less than 1 percent of the street gangs.

I don't want us to go all shock and awe all over the place. I would rather see us very strategically and surgically go after this threat, but not in a way that destroys the relationships and the proactive prevention and intervention and alternating—

Mr. FORBES. Ms. Rice, my time is up.

Mr. SENSENBRENNER. The time of the gentleman has expired.

The gentleman from Illinois, Mr. Quigley.

Mr. QUIGLEY. Thank you, Mr. Chairman. I would like to thank all our panelists, not just for being here but for the work you do in your own homes and communities to make us all safer.

Mr. King, thank you for what you do in Chicago. You, too, know the statistics I am all too familiar with. There are others. We had six people shot in 15 minutes two nights ago in Chicago. In 2010, we had 700 kids get shot in 1 year. I was fortunate. I grew up in a neighborhood where if you were in grade school, your fears were bad grades or getting braces or not getting a date to the prom or something like that. The number-one fear for kids in Chicago is getting shot. So it is something we have to work on.

Mr. King, you are familiar with my predecessor, who is now the mayor of the City of Chicago. He recently has brought on CeaseFire, the group, for over \$1 million to try to intervene. I assume you are familiar with their work?

Mr. KING. Yes.

Mr. QUIGLEY. What is your assessment of a group like this attempting to intervene in the hostilities that take place and stop them before they happen?

Mr. KING. So I think that groups like CeaseFire are integral parts of this problem. You mentioned that the number-one fear for inner-city youth is getting shot. I would also say that for many people, many young people, getting shot is a badge of honor. And so while no one wants to get shot, in certain communities, including those in Chicago, there are some young people who believe that by getting shot, they have somehow proven something to other gang members, to their families, to their communities. And so they aspire to engage in violence for that reason, so they can get that badge of honor.

Groups like CeaseFire and other programs in our city and schools have a unique opportunity to engage with young people so that they understand not only that they should not be engaging in violence but that they should in no way view violence as something to be celebrated or something to be aspired to. You should not look at violence or a bullet wound as a badge of honor.

So I am a huge fan and supporter of CeaseFire. One of our campuses is located in the Englewood community. CeaseFire has a very strong presence in the Englewood community, and I think they make a real positive difference.

Mr. QUIGLEY. Thank you.

Ms. Rice, you are familiar with such groups that attempt to intervene. Could you comment on how you have seen them work in your community?

Ms. RICE. Gang intervention for street gang intervention is a critical part of any comprehensive strategy where you have a level of entrenchment and gang saturation that requires this kind of activity.

I don't like having to work with former gang members to help reduce the violence. That is annoying, and it is not something that law enforcement likes to do. But Commander Green and Chief Beck and Chief Bratton and we have learned that when you have 100,000 gang members and you have 7 percent of them that are violent at an extraordinary level, your city has an epidemic. When you have an epidemic, you can't hand out fly swatters to fight a malaria epidemic, and you can't just arrest one at a time. You have to use things like gang intervention. It has to be professionalized.

L.A. City, under Mayor Villaraigosa, has a gang academy. It is the La Vida Academy. Can you believe we have an academy for gang intervention workers to train them to work with police to protect funeral homes, to protect emergency rooms? We don't have emergency docs getting shot up anymore because gang intervention intercedes. They stop the rumors, and as Chief Beck says, their job is to stop the retaliation shooting, the next shooting.

So I caution people. If you are going to use gang intervention, it has to be done carefully. It has to be done with an enormously high level of skill.

Mr. QUIGLEY. Thank you.
Commander.

Mr. GREEN. My follow-up comment to that is to be effective, it has to work hand in hand with law enforcement. They have to coordinate, because it is a preventive strategy. We have a candlelight vigil, and it would get shot up by another gang looking for more victims. Now with intervention, they will call us and ask for us to put a Black and White out.

Historically, our only strategy was that after a funeral, when emotions are already high, we put gang cops into that neighborhood to make sure we didn't have retaliation shootings, and that only enflamed it more. Now I can have intervention pay attention to that and call me if it starts to spin up. As you build that level of interaction between law enforcement and intervention, it is extraordinarily successful.

Mr. QUIGLEY. Thank you.

Sheriff, in the brief time we have.

Mr. STANEK. Yes, thank you, sir. I think that intervention also goes along with analytics. These folks talked about when you have a shooting, you can predict in some cases, particularly with gangs, where the next shooting is going to happen, I don't mean right down to the individual, but most of the time law enforcement understands what is the underlying conflict, whether it is something ongoing, whether it is turf, narcotics, something else. But using analytics and intelligence-led policing, we have a pretty good idea where the next shooting is going to occur, and it is our job to work with our community outreach workers or whatever resources we have available on the prevention side.

Mr. QUIGLEY. Thank you. I want to thank my mayor for his efforts as well.

Mr. SENSENBRENNER. The gentleman's time has expired.

The gentleman from South Carolina, Mr. Gowdy.

Mr. GOWDY. Thank you, Mr. Chairman, and thank you for holding this hearing.

My first question is for Commander Green and Sheriff Stanek. I understand that the majority of the investigations and prosecutions would be at the state level. For those that may find their way into the Federal system, are there specific statutory changes you would recommend, evidentiary changes that you would recommend, or sentencing enhancements or sentencing guideline changes that you would recommend for us?

Mr. STANEK. Thank you, Mr. Chairman and Members. Well, from my perspective, it would be sentencing enhancements for felons with guns and a very concerted approach by the U.S. Attorneys to prosecute felons with firearms, those that are prohibited.

You know, every few years we see a new tactic, new approach, a new round of whether or not they are going to work with local law enforcement or not, or where they set that bar. But we need the bar set fairly low. Felons in possession of a firearm, those who are prohibited, those are the ones we need prosecuted on the Federal level. The Federal sentencing side versus our individual states is a big hammer to hold over their heads and helps us combat gangs and the violence on the streets in our communities.

Mr. GOWDY. Commander, before you answer, let me ask this, because it has been a while since I was in the system. Way back when, anyone under the age of 18 was considered a minor by the Federal criminal justice system, and it required the specific approval of the Attorney General to wave them up and prosecute them as an adult. Is that still the case? Have you tried to wave 16 and 17-year-olds up?

Interestingly enough, they are considered adults in most state systems, but they are considered minors in the Federal system.

Mr. STANEK. Mr. Chair and Members, I believe that is still the case, and that is one of the things that maybe Congress could help us with in local law enforcement efforts.

Mr. GOWDY. So sentencing enhancements for non-22G cases or felon and possession cases, and getting ATF, which would be the agency of jurisdiction, to focus on garden-variety felon and possession cases, as opposed to what other priorities they may feel like they have.

Mr. STANEK. Mr. Chair and Members, I would concur with that.

Mr. GOWDY. All right.

Snitching. I had an African American chief of police in my home city, and the biggest frustration he had was the unwillingness of some folks to cooperate with law enforcement. How do we get around that, and how do you also brush back allegations of racial profiling when the gangs, in and of themselves, are fairly homogenous and might lend themselves to certain kind of profiling? I am not suggesting racial, but we are kidding ourselves if we don't think some of these gangs are homogenous.

Mr. GREEN. I will go back to the first part of that question regarding what you call snitchers. I think it is important to have the

funding there to relocate witnesses so that they feel comfortable if they testify that they won't be killed. That is a reality in some of these neighborhoods, that the people won't testify because they are afraid for their life.

We come back to talking about gun and gun enhancements. In a lot of these neighborhoods, young men feel that they have to be armed to survive. They would much rather get caught with a gun and prosecuted than they would get caught without a gun and get killed. So until that comfort zone is changed, that won't change.

The reality is we have to target behavior and violence. No matter what community it is, it is about targeting the violent behavior. So it doesn't matter whether it is White, Hispanic, Black. It is about the violence. If you go back to the data, as you look at that data and you strategically enforce, you have to target the violent individuals and their actions to be successful.

Mr. GOWDY. Mr. King, my final question would be to you with respect to schools. What are they doing that is good, that is right, that is helpful? You have the whole aspect of educable neglect where parents are—in South Carolina, we experimented with actually holding the parents accountable when their kids don't go to school, which may be a novel concept in some other parts of the country, but it made sense to us.

So what works and what doesn't work from your perspective?

Mr. KING. So one of the things that we have been hearing a lot during this testimony have been words like "comprehensive wrap-around" and "strategic approaches." I think the same words apply inside schools, and if schools take a comprehensive approach toward the education of the child, and by that I mean not just reading, writing and arithmetic, it also means the social and emotional development of the child. You mentioned the issue of snitching and the perception that if you are a witness to a crime, you should not say anything. Either you will be retaliated against or you will be perceived negatively.

Well, an opportunity that schools have is to actually educate young people out of that mind of thinking and educate them to understand that they have a responsibility not just to themselves but to their communities, and part of that responsibility is bearing witness to what is going on and making sure that they are taking the steps necessary to keep themselves and others safe.

So I believe that schools that engage in those types of practices, focusing on the social and emotional development of children, as well as the education of their intellects, I think are the schools that are going in the right direction.

Mr. SENSENBRENNER. The gentleman's time has expired.

The gentlewoman from California, Ms. Chu.

Ms. CHU. Well, as a Congress member from Los Angeles, I am so proud to be here with two outstanding witnesses from Los Angeles who have done such great work on this issue, Commander Green from the LAPD, and Connie Rice, somebody that I have known for many, many years in Los Angeles. In fact, she is an icon in the Los Angeles area for doing such outstanding work on so many different issues. Welcome to both of you.

Commander Green, it is always a pleasure to have someone from the district who is sharing information on the positive things that

are occurring back in the community. With that said, in your testimony you shared that Los Angeles crime is experiencing the lowest crime rate it has seen since 1959. That is a remarkable feat for such a large urban city.

The trend also includes a reduction in gang crime. To what do you credit this decrease?

Mr. GREEN. There are a number of different things, Congressman, Congresswoman, that attribute to the success. It is a cocktail of suppression, intervention, but it is partnership. It is partnership with our city family, with our Federal partners, to actually go out and do something other than what we have done before with suppression.

If we don't get in and build relationships in the community, effective relationships in all parts of our community, the police are seen as the antagonist, and with that relationship we can't move forward.

Both the police department and the community want the same thing. They don't want the violence predominantly. So we need to get in, and I talked about the community safety partnership earlier in the housing developments. For years, it has been antagonistic. Seven months' worth of work in those developments with 10 cops doing nothing but community work and not suppression, we have seen dramatic reductions in shootings and homicides because we are building a community. We are taking on the root causes. Kids can get to school safely. They don't have to worry about getting killed walking to and from school. Cops are mentoring people.

A lot of people say it is not law enforcement's job to be involved in all that. But if law enforcement isn't, we don't have the opportunity to build those critical relationships and the role model that we need to get information from the community to respond to it so we can make it better.

So it is not one thing. But the Federal and the local partnerships, it is more of a task force response. Intelligence gathering, technology, all those things have helped dramatically.

Ms. CHU. Ms. Rice, DOJ has several grant programs that provide funding to state and communities to combat youth gangs, gang-related violence, and juvenile delinquency. Are these grant programs sufficiently flexible in their targeted purpose areas to allow funding to be used to combat the evolving nature of gangs? If not, what are the shortcomings, and would these programs be appropriate to fund initiatives that can confront all the street gangs and transnational criminal gangs? If L.A. is showing such sustained declines in gang violence, shouldn't some Federal funding go to funding a strategy this effective?

Ms. RICE. Yes. The comprehensive strategy is something the DOJ understands. But there are very few places that are getting a comprehensive footprint. It is hard to put this stuff together. It is hard to make agencies work together, to make people who are used to suing one another work together. It is not easy stuff. But what we are saying from Los Angeles is that that is what has made the difference. We all got in the boat and rowed. We decided to become an orchestra, as opposed to disparate musicians, and we have a conductor, Guillermo Cespedes, and the mayor and the LAPD Chief Charlie Beck.

So it is a quantum leap of improvement, and it is hard to do, and it goes against all of the political DNA that we have. We have these Darwinian competitive funding strategies. It is inadequate levels of funding, and it is not strategic enough.

So I think that the Federal dollars could go much further if they insisted on, where there is a high enough level to warrant it, this comprehensive wrap-around approach, as opposed to funding just—now, we have to fund the Thousand Points of Light, too. We have to fund the individual service-givers. We have to fund the individual schools. Those are very, very critical. It is not either/or. You have got to do both/and.

I am not sure that the Federal level gets what we are talking about. It hasn't been seen anywhere. You have seen intervention interruption. You have seen wonderful schools. You have seen disparate points of light. You have not seen the halogen torch of the comprehensive strategy yet. And in L.A., we just have a footprint. We haven't done the full wrap-around yet. We don't have the county agencies yet. We have to reform probation. I may have to do another lawsuit. We may be back in lawsuit territory there. But they have \$24 billion of our money, and these kids are drowning in these institutions.

So we have a long way to go in L.A. But what we are here to say is that war didn't get us but so far. We backed away from war on each other and war on gangs, and started doing war on the violence and the conditions that hurt these kids, and as a result, the crime has plummeted, the trust has gone up, and we are seeing whole new dynamics.

What I would love for this Committee to do is to take the new threats, which are real, but take a step back and don't do the normal throw more money. Yes, law enforcement needs more resources, but mainly for cyber crime. We have enough laws. We have enough enhancements. We have enough folks going to prison. What we don't have is a strategy that is smart enough to start getting to the cultural mindset, norm change, behavior change that will end the cult of death that gets passed on with gang members. That is what we need to be after.

Mr. SENSENBRENNER. The gentlewoman's time has expired.

The gentleman from Utah, Mr. Chaffetz.

Mr. CHAFFETZ. Thank you. I thank the Chairman for calling this, and I appreciate the four panelists here today. I can sense your passion about this issue, and so I appreciate you being here today.

I wasn't planning to ask you this, but I want to fill up on what you just said about more—if I heard correctly, Ms. Rice—more money about cyber crime. Explain that to me.

Ms. RICE. The new threats are fascinating to me. It is from the cartels. The cartels have been in L.A. for at least 20 years, but now they're really setting up shop. So the transnational nature has expanded. But the—I'm sorry. What was the question?

Mr. CHAFFETZ. About the cyber.

Ms. RICE. Yes, cyberspace. I'm sorry. I'm 56 and I have no short-term memory.

That has increased by 1,500 percent. The smart gangsters are no longer hanging out on the corners. Those are the dummies, okay? The smart guys have gone now—they are online, and the new vic-

tim class is the middle class. They are going after our bank accounts, okay? So the smart gangsters, they are all in cyberspace now, and they are scary smart, all right? They are probably not going to get caught now.

It is no longer about being on the corner slinging dope or threatening people. They are not into that anymore. So this is morphing into the more organized crime area where you are really after money. You are not about identity and turf, and we have to make sure that our strategies match the ecology of the gang and the psychology of the gang.

So law enforcement needs money to get really smart, geeky guys, like the Big Bang Theory guys, into law enforcement, okay? I love that show. I just discovered it. I am so slow, I didn't even know it was on.

But bottom line, they have got to be super smart. We have to get those kinds of brains into law enforcement. That is going to take a lot of money. They don't even have the right kinds of laptops. We need the technology reimbursed.

I am not about taking money from law enforcement. I am about boosting the prevention and intervention and the wrap-around strategies at the same time you fund them working together.

Mr. CHAFFETZ. Okay. Thank you. I appreciate that. I think in many ways you are right, that those are major concerns.

In the few minutes that I have left, maybe perhaps starting with the Commander, I want to talk about the prison aspect of this because I worry that what is supposed to conceptually be the Department of Corrections really ends up being more of a breeding ground and a training ground to take somebody who has maybe been a bad actor, and instead of putting them in the right direction, the rate of recidivism and other things goes up, and they come out with more contacts, more information, more knowledge, and become more dangerous.

I mean, is that just a fallacy? Is that just a perception that we get on television, or is that the reality of what you are seeing on the streets?

Mr. GREEN. That is the reality of what we see on the streets, sir. You send an individual that is a poor criminal into the criminal justice system, he comes out a very good criminal.

Mr. CHAFFETZ. So what do we do about that?

Mr. GREEN. One of the things we have to do is, typically within the first 24, 48, 72 hours, those first couple of weeks are critical when they get out to stop them from going back to the same pattern that they have had historically when they are on the street. They start hanging out with the same folks who start using the same substances that they did before. Before you know it, they have offended and they are back in custody, and that is why we have the recidivism rate that we do.

We look at the comprehensive strategy of preparing them for life on the street, it has to be what tools to avoid that. We have talked about it. We have started looking at reentry. We have toyed with it, but we haven't put enough effort into reentry, especially in the day we live in now in California. Lots of folks coming back out, and unless we are able to give them those tools to survive, they are going to go right back into the system.

Mr. CHAFFETZ. Sheriff?

Mr. STANEK. Mr. Chair and Members, I think it is a great question, and I concur with the Commander about reentry. Many of the folks who come out of our prisons—and I come from Minnesota. We have one of the lowest incarceration rates, highest probation rates anywhere in the country. But reentry is what is important to us.

We have to give these folks basic job skills, housing, keep them out of that life of crime, help turn them around. It starts when they are in prison through some of the programs, but really when they get out, that support network to help them succeed, because we all know that the vast majority of the folks who go to prison are coming back up.

Mr. KING. If I could just add something, I think it should not come as a surprise to any of us that someone who goes to prison because they didn't feel they had any opportunity or any options, we shouldn't be surprised that when they leave prison they don't feel like they have any options and opportunities.

So it is critical that we do education on both ends, that we educate before to try to keep people from going into prison, but then if they do go to prison, we have to make sure we are educating them when they come out, as has been said, but also that we are making sure that as a society we are providing opportunities as opposed to stigma for folks who come out of prison. Otherwise, they will have no choice but to go back to the same ways that got them in prison in the first place.

Mr. SENSENBRENNER. The gentleman's time has expired.

The gentleman from Georgia, Mr. Johnson.

Mr. JOHNSON. Thank you. It seems to me that all across the Nation, there is a stigma in the urban areas in terms of being Black and being a male, and that leads to a disproportionate share of our prison system, both state and Federal, being represented by that particular demographic, Black males, young Black males in particular.

But I refuse to believe that there are not other criminal gangs who have a different hue than the Latino or the African American street gangs. Gangs are doing other things, like trafficking in drugs in the suburbs, in the rural areas. There even are prison gangs, such as the Aryan Brotherhood or the Nazi Lowriders, and even a gang like the Mafia. I know we don't call them a gang, but those kinds of organizations may be a little more difficult to investigate and bring charges against than just a street-level group of young people calling themselves the Fabulous 25 or some group like that.

It is easy to get those street-level crack dealers and lock them up. Sentencing guidelines, send them away for a long time, it is easy to do that. We have assault weapons out there. Have you seen an increase in the number of assault weapons on the streets, Commander Green and Sheriff Stanek?

Mr. GREEN. In Los Angeles, we have seen that increase for the last 20 years. We have had assault weapons on the street. It is not a new phenomenon. It stayed, and the consistency of those numbers has never slowed down.

Mr. STANEK. Yes, Mr. Chair and Members. You are absolutely correct, Congressman. We have seen a dramatic increase in the amount of assault weapons, even some automatic weapons. You

have seen law enforcement go from 38-caliber revolvers to semi-automatic handguns. We have transitioned from 12-gauge shotguns to semi-automatic rifles, just to match the fire power.

Mr. JOHNSON. Okay. Thank you. Now, the people trafficking in those weapons are not street-level drug dealers, but they do end up with some of these weapons. There is no doubt about that. What kind of focus do we have on where those guns are coming from, who is trafficking in those guns? Could it be the folks at the unlicensed gun dealers at the gun shows that make their way around the country? Are the unlicensed gun-show dealers criminals themselves? What kind of record do they have? Who organizes all of these gun shows going across the country, and what happens to the multitude of weapons that end up on the streets of America, in the inner cities? What happens with those groups? We don't see a lot or we don't hear anything about the prosecution of Aryan Nation gang members for selling drugs on the outside of prison, some kind of a network.

Can you talk to us about the street-based, racist gangs? Are they gangs? Are they considered gangs, and is the Mafia considered a gang?

Mr. GREEN. Sure. When it comes to street-based enforcement, we target the most violent areas. As the Sheriff talked about earlier, we use data, and that pushes our enforcement so we can try to stop the violence.

As with narcotics, with guns, we partner with the ATF, and we have continued partnerships with the Federal entities. And just as we do with narcotics, we try to work narcotics backwards from that street dealer as with guns. We get guns off suspects in the street. We get them in homicide investigations. We roll back in partnership to try to find out where that gun came from. And then as they can, we work with our Federal partner for Federal prosecutions if you get violations of that Federal law.

Mr. SENSENBRENNER. The gentleman's time has expired.

Before recognizing the gentlewoman from Florida, Mrs. Adams, the Chair will state that if any other Members come in before Ms. Adams concludes her questioning, they will be recognized. But if they come in once I have recognized Mr. Scott and then myself for wrapping up the questions, they won't be recognized.

The gentlewoman from Florida is recognized for 5 minutes.

Mrs. ADAMS. Thank you, Mr. Chair, and I appreciate the witnesses here. I am going to come at it a little bit different since I spent over 17 years in law enforcement and have investigated a lot of these crimes.

I heard my colleague talking about basically racial-based gangs. There are those, but there are mostly gangs that have become the family, so to speak, "families" of these children or these young adults. Would any of you disagree with that fact?

So with that, what we have seen is, with the breakdown of the family unit over the years, a lot of these young adults and young children have come to be involved in gangs based on the family-style unit that they present. And even though I don't agree with the enforcer that they have in the units or those type of things, I think they are very dangerous for our communities and for our families.

I have listened to a lot of this, and I am amazed to hear and see that we have such international gangs such as the Somali gangs, Sheriff, that you have, that you are dealing with in your county. Can you explain to me a little bit about that? How are the Somali gangs different than other gangs you have seen come into your area? I mean, I have seen the multinational gangs come into our area in Florida, so I was just kind of curious.

Mr. STANEK. Sure. Mr. Chair and Members, with Somali gangs, as I had indicated earlier, a different way of policing, much more culture-centric, different techniques and tactics than maybe some of the other traditional gangs we have talked about here this morning, all the way from witness tampering to—you know, they are not so much narcotics-based, like some street gangs that are turf oriented, but rather they do so for other reasons, some cultural, some specific, but it requires a different law enforcement response.

Mrs. ADAMS. And isn't it true that gang members don't normally go to gun shops or gun shows to purchase guns? They are usually buying them on the black market or through avenues other than anything that would be otherwise seen as legal?

Mr. STANEK. Yes. Mr. Chair and Members, I think you are right on. What we see in our communities across the United States from the local law enforcement perspective is primarily through straw purchases. Someone who is legally able to purchase a firearm will go in, make that purchase, and then sell it to someone else. Either they had that intent when they walked into that gun store, or bought from an FFL, a Federal Firearms Licensed dealer, or they got that idea afterwards.

But each of these guns that we recover on the street, working with our ATF partners in these task forces, we trace those guns back to the source, and that is what gives us our information and an indication of where these guns actually come from and what we are seeing today.

Mrs. ADAMS. And the source could also be from burglaries, thefts, things of that nature?

Mr. STANEK. Yes. Mr. Chair and Members, as I indicated earlier, we see a lot of it. I indicated there was a gun store burglary in Minnetonka, Minnesota. I think 57 or 58 firearms were taken. Twenty-seven of those 58 have not been recovered. But for those other 30-plus, we found them at shootings, robberies, homicides. So the purpose of that burglary was to put those guns in the hands of criminals, primarily the local street gangs.

Mrs. ADAMS. And, Ms. Rice, I was looking at something that you had written on pages 147 and 148 of your book. You tell a very disturbing story about a child soldier who did the killing for his gang and merely would have to go to juvenile. It says, "to JV." I have seen that also in my community where I was a law enforcement officer in central Florida, where sometimes the youngest, because of their age in the gang, would be given the most violent acts so that they would only be given a very small sentence based on their age, not like someone in an older age group would get. Would you like to elaborate on that?

Ms. RICE. Yes, thank you. I absolutely agree with you that the exploitation of the youngest ones is an outrage, and it is our failure. What are we doing letting gangs take ahold of little kids and

turn them into assassins? When I met my first child assassin, I was appalled at myself first. Where was I when they turned this kid? How do we allow children to fall into the hands of these fiends? And that started my journey.

So for me, we have to protect children. If we can't keep kids safe enough to go to school, what are we doing? We are not running a democracy here. If we allow this to happen in our backyards, we are failing, together we are failing as adults.

So I am glad that you brought that up. This, for me, is about the children. The poorest rural children are now suffering in a methamphetamine economy that we are not addressing, and it isn't going to help to just lock up all of their parents. We have got to look at that ecosystem with an eye toward protecting these children and dealing with the root causes. You give these families an alternative to cooking meth, they are not going to be doing this stuff.

So I am really begging the Committee to take a very hard look at the harder work of doing these wrap-around ecosystem strategies that get at the root causes. That is how you protect kids. You don't let these neighborhoods and these hot spots sink to a level where we can actually find kids being taken out of their families, given a gun and instructed in how to murder. That is what I found in Los Angeles. That is what I said in my book was unacceptable. You don't let children die like this, and we have no excuse for it in this country.

But if we keep just focusing on locking people up, we are not going to get to the wrap-around strategies.

Mrs. ADAMS. Thank you.

Mr. SENSENBRENNER. The gentlewoman's time has expired.

The gentleman from Virginia, Mr. Scott, the Ranking Member of the Subcommittee.

Mr. SCOTT. Thank you, Mr. Chairman.

Ms. Rice, we heard about the desirability of trying more juveniles as adults. Don't all the studies on trying more juveniles as adults conclude that if you pursue that policy, the crime rate will increase?

Ms. RICE. I don't know whether the crime rate is going to increase. What I do know is that our level of failure is going to increase. There are some juveniles that should be prosecuted—

Mr. SCOTT. If you increase the number. Not if you try any juveniles, but if you increase the number of juveniles being tried, the crime rate will go up? Not just trying any juvenile. Some juveniles, like you said, but they are all being tried as adults now. If you increase the number, you are talking about the marginal children that the studies have shown the crime rate will go up because they will be treated in a situation where they can either be locked up or let go, no services that can be provided in the juvenile facilities.

Ms. RICE. Congressman, you bring up a very important point because the kids that I find, the vast majority of them, if you put them into prison, it is like graduate school. It is like college for crime.

Mr. SCOTT. That is what happens when you try more juveniles as adults.

Ms. RICE. That is right. When they get out and we haven't reformed them, we haven't rehabilitated them.

Mr. SCOTT. One of the things you talked about is investing in prevention, early intervention, wrap-around services, and obviously that costs money. That is what we are trying to do with the Youth Promise Act. Can you give me an idea of how much Los Angeles County spends right now on incarceration?

Ms. RICE. On incarceration?

Mr. SCOTT. Right. Is it fair to say that it is billions? I was told that \$11 billion is the state budget for corrections. Forty percent of the inmates were from Los Angeles.

Ms. RICE. It is definitely billions statewide. It is definitely billions statewide.

Mr. SCOTT. But those from Los Angeles that go into the state system, plus Sheriff Baca's budget, has got to be at least half-a-billion dollars, or more counting juveniles.

The mayor's Gang Reduction Youth Development program, do I understand that costs \$168 million?

Ms. RICE. I wish that much was spent on it, but it is more like—my understanding is that it is closer to—it is below \$100 million.

Mr. SCOTT. But compared to the corrections budget, it is peanuts.

Ms. RICE. It is tiny.

Mr. SCOTT. Now, Boyle Heights, I understand there is a 44 percent reduction in crime in Boyle Heights?

Ms. RICE. That sounds right.

Mr. SCOTT. Do you know whether or not the teen pregnancy rate also went down? Because usually when you have a good crime prevention program, you prevent crime, dropouts, drug abuse, and teen pregnancy.

Ms. RICE. Teen pregnancy in Los Angeles County has been going down for the last 5 years.

Mr. SCOTT. You mentioned a difference between MS-13 and other street gangs. Why should they be treated different, differently?

Ms. RICE. Because you want to be effective. If you don't understand the etymology of the gang, you can respond to it in a way that actually makes it stronger and spreads its mindset. So street gangs and turf, old-fashioned street gangs where you have kids running away from stuff and finding an alternative family, they have to be treated differently from folks who are heading up Yakuza and the Russian mob and the Italian mob and all of those, and the cartels, the cartels, the drug cartels.

Mr. SCOTT. And for those very serious cartel-type gangs on the one side, but the others should be treated with wrap-around services. Can you tell us a little bit about what those wrap-around services are?

Ms. RICE. Yes. You do an analysis of the hot spot. You figure out what the dynamics are and who the players are. Then you design a system to go after each cohort of kids, because we focus on children. That is probably because women are heading this. We focus on the kids, and we are trying to keep those kids safe, not just the kids who are at risk of going into the gang, because there is risk prevention—Deputy Mayor Guillermo Cespedes has pioneered prevention strategy that shows that already a 30 percent reduction in risk factors, a 49 percent reduction in gang affiliation. We are talking about gang families. Everybody in the family is a part of the gang. But this newest generation that Deputy Mayor Cespedes

is working with has now decided that they are going to go with a more establishment, mainstream, higher level of values and not join the gang.

We have got to sustain that. That takes money. We are doing this at a pilot level. But, Congressman, if we don't get the investment on this side of Sears, the softer side of Sears, the investment healing side, we are going to just have to do more and more shock and awe, which doesn't work.

Mr. SCOTT. Let me see if I can get another question in to Mr. King. When students are in your facility and have other opportunities, do they join gangs?

Mr. KING. Absolutely we have students who are approached and recruited to be in gangs. We view our job or one of our jobs as being to make sure that our students understand that they can say no and that there is a pathway to avoid that type of life.

I think that something that we all kind of know but we don't really have an opportunity to think about or articulate is that schools can be gangs. We can create very positive gangs within our school systems. We have to be intentional about doing that. What is it that a person who joins a gang, a young person who joins a gang is looking for? Resources, respect, a sense of community, family. These are things that we can provide inside our schools. Many of the best schools in this country, whether they be elementary, high school, colleges or universities, have very strong cultures. What are strong positive cultures but another way of doing gangs.

And so I think that the work that we do at Urban Prep is very intentional around creating a culture of belonging, a culture of achievement, a culture of an alternative option and pathway to success. And if all schools or more schools did that type of thing, I think we would see greater levels of success with our young people and keeping them safe and keeping them out of gangs.

Mr. SENSENBRENNER. The gentleman's time has expired. The Chair will recognize himself for the final round of questioning.

Let me start with you, Ms. Rice. I get a little concerned every once in a while that various types of law enforcement agencies don't work together, and they don't likely interact with what I will refer to generically as educational and social services agencies. Who is out of the loop in Los Angeles?

Ms. RICE. Who is out of the loop? Well, the folks who are AWOL, in my humble opinion, are a number of the county agencies. The county has most of the safety net in L.A. We need probation at the table. We need the county services to be in conjunction with the cities. What we have done at the city level has got to be expanded to the county level.

The other missing pieces that we do not have are the job creation pieces. Father Greg Boyle is absolutely right. The only epidemiological long-term study that correlates with the reduction in violent gang crime in Los Angeles is a longitudinal study that showed the only factor that correlated with the reduction was job creation. If you gave these guys a job—and when we do the Summer Night Lights, Congressman, you will be amazed. You know what the gangsters ask for? We have to actually ask permission to do these programs because they have so much control in L.A. When we ask them, when intervention goes in, do you want to know what they

ask for? They want to be trained as firefighters. They want to become cops. They want mainstream jobs. That piece of it is completely not there.

So we have a partial comprehensive footprint in L.A. We are doing more than any other region in the country. That is why our gang crime, in my opinion, is still going down, while everybody else's is spiking. We could lose it in a year. We could get a new crack. We could get a new threat from the cartels, and it could all go up in smoke. But for this 5 years, Mr. Chairman, we have had an incredible run.

Take a look at our stats. You won't find them anywhere.

Mr. SENSENBRENNER. They are very impressive.

Let me ask one question about the prisons. Are the prisons in the loop in having an integrated way of attacking this? Because we have had testimony here that the cartels are basically using the lock-up as their headquarters.

Ms. RICE. The prisons are completely out of the loop. In fact, they are part of the problem. I can't crack the corrections guards. I am too tired and too old. Somebody else is going to have to take that fight.

Mr. SENSENBRENNER. I think there are a few governors of your state that have had that problem, too.

Ms. RICE. Absolutely. I don't understand how the prison gangs and the cartels control what goes on in the streets. Now, there is a double-edged sword here. I think that our drive-bys, you don't hear about drive-bys anymore. We used to have seven, eight, eleven a week, drive-bys, drive-by shootings. Nuts, just annihilation of people at bus stops and stuff. You don't hear about that as much in L.A. Why? Because the prison gang put out an order that said if you do any more drive-bys that hit kids, you are going to be dead by noon.

It is a very complicated, perverted situation because the control is so high. They control our prisons. There are days I can't go into California prisons because the gangs are acting up.

So I think we need to stop our delusion about who is in control here. They collect taxes. They run drug cartels. We do need targeted suppression that goes after organized crime, but we need to distinguish that from saturating a community, taking all of the men and young men out of that community, and then that community dies because we have locked everybody up.

Mr. SENSENBRENNER. Okay. Let me ask one question of Commander Green and Sheriff Stanek. In 2002, Chairman Conyers, soon-to-be Chairman Conyers and I as the Chairman of the Committee ended up putting together a Department of Justice reauthorization bill, which was the first that was passed in 23 years, which did pass both houses and was signed by the President.

One of the features of that bill was to try to make the Department of Justice grants more fungible so that you could move money around within the various DOJ programs. What has been your experience, each of you, on whether it is fungible enough in terms of what you have to do to do your job to combat gangs?

Who wants to be first?

Mr. GREEN. I talked about the Federal partnerships earlier. A lot of those Federal partnerships are successful because of the funding that they bring and the ability to move that around.

Things on the street change continuously, Congressman, and for us to be agile enough to address those problems, that funding source has got to be able to move around, whether it is between the FBI or DEA or ATF, so that they can—

Mr. SENSENBRENNER. I was talking about the local grant programs. Before that, when a local municipality applied for a Federal grant, they have to try to make sure that they applied for a grant in each of the cubbyholes, and they got money for each of the cubbyholes, and then when they did get the grant, they couldn't move it out of the cubbyhole that they got the grant in. Have you experienced a problem with that?

Mr. GREEN. I have. Specifically, as we identify those needs, what I would like to see is the funding to look specifically at the need and be able to move it around for that need, because if we apply for grant funding today, it could be months, more like years before that grant funding becomes available. By the time it is available, the technology has changed, the need has changed. So a quicker system—

Mr. SENSENBRENNER. So what you are telling us is DOJ ought to speed up the grant approval process.

Mr. GREEN. Yes, sir.

Mr. SENSENBRENNER. Sheriff Stanek, you are last but not least.

Mr. STANEK. Well, thank you, Mr. Chair and Members, and thank you very much for allowing us to testify today.

On behalf of sheriffs across this country, I would concur with what you just suggested, which is to give us the ability that when we apply for a grant, that we don't have to target each individual grant but rather can use those monies as the needs dictate.

Every day in my agency of 1,000-plus personnel and volunteers, we re-prioritize, re-focus what we are doing in order to combat what is happening on the streets or in our communities. That grant funding is important and essential to us to be able to do that, whether it is burn JAG monies, whether it is cops monies, you name it. But I need to be able to have that flexibility because what happens today may change 6 months, 12 months, 18 months down the road for us.

Mr. SENSENBRENNER. Well, thank you very much. This has been a hearing that is much more enlightening, educational and hopeful than I had planned it would be when I walked into the room and started it out. I would like to thank all of you for really doing a very good job in pointing out differing ways to approach the gang problem. So thanks for coming to D.C. and sharing your views with us.

Without objection, all Members will have 5 legislative days to submit to the Chair additional written questions for the witnesses, which we will forward and ask the witnesses to respond as promptly as they can so that they may be made part of the record.

And without objection, all Members will have 5 legislative days to submit any additional materials for inclusion in the record.

With that, again, I thank the witnesses, and without objection, the hearing is adjourned.

[Whereupon, at 11:33 a.m., the Subcommittee was adjourned.]

