



Napa County Gang and Youth Violence Master Plan

April 5, 2011

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Data, Findings and Recommendations

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A Tradition of Stewardship
A Commitment to Service



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Gangs present a challenge to contemporary American society. They engage in considerable levels of crime, particularly violence and drug sales. The crimes committed by gang members have a large spillover effect, undermining the socializing power of schools, families, and neighborhoods. They create disorder in communities and create a number of negative conditions in communities. However, gangs, gang membership and gang crime are not inevitable products of 21st century America. There are a number of promising approaches to responding to the presence of gangs that communities can engage in.

At the January 8, 2008 meeting of the Napa County Board of Supervisors, then Chair Brad Wagenknecht outlined a series of policy issues he felt needed to be addressed over the next year. One of the issues identified was the prevalence of gangs in the County of Napa. Chair Wagenknecht directed staff to prepare a discussion item with the Napa City Council and the American Canyon City Council on January 29, 2008. The Board of Supervisors and City Councils engaged in productive discussions at this meeting. While no formal funding discussions were had, the Councils and Board agreed to move forward with the creation of a Gang and Youth Violence Master Plan through a series of stakeholder meetings. A Steering Committee was formed that consisted of representatives from each of the Cities and the County, the Sheriff, American Canyon and Napa Chiefs of Police, District Attorney and Chief Probation Officer.

In 2008, the Executive Committee held two Stakeholder Workshops to discuss Gang and Youth Violence issues. While these workshops were productive and it was clear that the stakeholders and general public were interested in working together to develop a Gang and Youth Violence Master Plan, recent violent incidents dominated the conversation. The Steering Committee met and decided that given the emotion involved with recent incidents, the committee should hire consultants to help evaluate the current problem and identify future solutions. Additionally, in order to be successful with future grant applications, it was determined by the Steering Committee that the County needed a complete statistical analysis of the current gang problem. After a Request for Proposal process, the Steering Committee selected Scott Decker and Charles Katz from the school of Criminal Justice and Criminology at Arizona State University as the consultants.

The goal of the current project is to produce a Master Plan to address gangs and youth violence in Napa County. This Master Plan would serve as a blueprint for the county to follow in coordinating resources, evaluating where to add resources and how to build a coalition. Seven

data sources were used (See Appendix A for more descriptions of each data source), and while each of the data sources independently are not adequate for assessing the extent of Napa County’s gang problem, taken together they corroborate one another and provide a more complete picture of the gang issues in the County. After using proven problem assessment tools to characterize the specific dimensions of the gang problem in Napa County, recommendations were tailored to address the problem. The County of Napa has come to rely on evidence-based practices and programs as they relate to criminal justice programs when making decisions. Unfortunately, gang research is not as advanced as other criminal justice research. Many of the programs referenced and recommended are programs with success in other jurisdictions but have not been studied appropriately to be labeled “evidence-based.” This report begins with a discussion of Napa County and the programs currently available in the County to mitigate gang and youth violence issues. This is followed by a discussion of crime and specifically, gang crime in the county and concludes with a discussion of eight key findings and corresponding recommendations.

Napa County Background Information

The county of Napa is located in the San Francisco Bay Area region of the state of California. Napa County is situated at the northern edge of San Pablo Bay, bordering Sonoma (west), Lake (north), Yolo (east), Solano (south, southeast) counties. With 754 square miles of land, Napa County is geographically the fourth largest Bay Area county. The city of Napa, which is the governmental center of the county, is just over an hour’s drive from the cities of San Francisco and Sacramento. Geographically, Napa County is largely rural, with mountains and forestry covering the western, northern, and eastern regions, and agriculture covering the southern and central regions. Agribusiness—especially viticulture—comprises a large proportion of the county’s commerce. Wineries in Napa County have attracted large-scale attention, making the region a top tourist destination on both a national and international level.

With regard to population, the most recent U.S. Census Bureau report (2010) estimates that Napa County has approximately 136,484 total residents and 181 persons per square mile, thus making Napa County one of the least populous in the Bay Area. Moreover, Napa County’s population density is less than the state of California, which has 239.1 persons per square mile.

These numbers demonstrate the rural nature of the county. The Napa County populace resides in five incorporated and twenty unincorporated cities and communities. The five incorporated cities—American Canyon, Calistoga, Napa, St. Helena, and Yountville—account for roughly 81 percent of the population, with the city of Napa being the largest (2010 population estimate: approximately 77,000).

With respect to race/ethnicity, Napa County is largely comprised of two groups, Whites (non-Hispanic Whites: 56%) and Latinos (32%). The percentages are different from California as a whole, where Whites constitute 40 percent and Latinos 38 percent of the population. Asians and Blacks are also less prevalent in Napa County than the remainder of the state, with the former accounting for 7 percent (CA: 13%) and the latter 2 percent (CA: 6%) of the population.

The Latino population in the county of Napa is sizeable, and growing, a trend that is also common in the state of California and other western and southwestern states. In 2000, U.S. Census Bureau estimated that the Latino population made up 24 percent—approximately 30,000 persons—of the 124,000 Napa County residents. In 2010 U.S. Census Bureau estimated that the Latino population increased to 32 percent—approximately 44,000 persons—of Napa County, revealing that the population growth in the county is largely due to a growing Latino population. The 2008 U.S. Census Bureau estimates show that there are further distinctions when comparing the adult and juvenile Latino populations: Latinos comprised only 25 percent of the adult population (18 years old and older) but almost half of (47 percent) of the approximate 30,000 youth (17 years old and younger) in the county. In fact, Latinos are the largest demographic group within the juvenile population.

Looking at the 2008 U.S. Census Bureau estimates (the most complete information the County has at this time) the county's population, however, has increased at a slower rate than the rest of California. Napa County grew by 7.4 percent between 2000 and 2008, compared to 8.5 percent for the remainder of California. This pattern also is evident in the age composition of the county, where 22.5 percent of the county is below 25 years of age (CA: 25.5%), with 6.3 percent being younger than 5 years of age (CA: 7.4%). Furthermore, 14.5 percent of the population is greater than 65 years old compared to 11.2 percent in the state of California. These numbers reflect the agribusiness and affluence of the county, where the median income (Napa: \$61,988; CA: \$59,928) is greater and persons below poverty (Napa: 8.6%; CA: 12.4%) is lower than that for the state of California in 2007. The non-urban nature of Napa County is also seen in housing

statistics, where homeownership is more prevalent (Napa: 65%; CA: 57%) and multi-structure housing is less prevalent (Napa: 18%; CA: 31%) in Napa County than in the state of California. Furthermore, the median owner-occupied home value in Napa County is typically about 20 percent greater than the rest of the state. For example, 2005 to 2007 estimates place the median home value at \$638,600 compared to \$513,200 for California. Napa County residents also fare slightly better than the rest of the state when it comes to education, with over 80 percent of persons over 25 years of age being a high school graduate, compared to 77 percent of Californians as a whole.

The county of Napa also contains a sizeable population of individuals who migrated from countries outside of the United States. The 2000 Census estimates found that approximately 20 percent of Napa County residents were foreign born, compared to 25 percent of California residents and 10 percent of all U.S. citizens. The cultural differences are also reflected in the languages spoken in the home, where nearly 25 percent of Napa County residents speak a language other than English. Across the state, however, this number is greater (40%). As a whole, these statistics reflect the general immigration and ethnic trends that have occurred over time in the United States.

When Napa County's economic and demographic data are disaggregated by incorporated cities, it becomes clear that the city of Napa is driving many of the economic and demographic trends. Since the city of Napa comprises over half of the county's population, this should not come as a surprise. Napa's demographics (e.g., age, gender, race/ethnicity), as well as housing, employment, and other economic indicators are comparable to data for Napa County as a whole.

The other four Napa County cities—American Canyon, Calistoga, St. Helena, and Yountville—also provide important insights into county demographics. American Canyon is the second largest city in the County, and the fastest growing. In a little over eight years (2000-2008), U.S. Census Bureau estimated that the city's population had increased from less than 10,000 residents to approximately 16,000 residents. Having incorporated in 1992, American Canyon is the newest of Napa County cities. The city borders Vallejo (Solano County), and has the largest proportion of Asian population of all Napa County cities (16%), and a Latino population that is less than the county average (18%).

While American Canyon continues to grow, the three other Napa County cities remain relatively modest in size, all below 10,000 residents. Calistoga, St. Helena, and Yountville were

incorporated well over fifty years ago, and have retained a small-town character. The three cities' median housing prices are well above the Napa County median. Vineyards and wineries mark the landscape around all three of these cities (as well as Napa), which contributes to their economic well-being. The racial/ethnic demographics of the cities are generally similar to the county, although Yountville stands out for their Latino population (10 percent) being the least among Napa County cities.

The majority of gang activity within the County of Napa has occurred in the City of Napa due to its close proximity to Vallejo and Richmond, cities with significant gang problems, and population growth that has included gang members. A 2007 report issued by the Napa County District Attorney's Office shows that the Norteños and Sureños are two well known groups within the County that engage in patterns of criminal activity that meet the definitions established in Penal Code section 186.22 (participation in a street gang). Both groups are visible in the community due to their gang clothing, signs and symbols, graffiti, disruptive and anti-social behavior, overt rivalry, membership dominated by males ages 11-22 and ongoing criminal activity. At the street level, the terms "Norteño" and "Sureño" do not denote a single organization with integrated leadership but an allegiance; while this allegiance is largely defined by rivalry between the two large groupings, turf battles may also occur between individual gangs with the same allegiance.

Most Norteños are Hispanic and Caucasian youth who have grown up in the Napa Valley. According to law enforcement records, the Norteño current membership is estimated to be growing by approximately 75 new members per year, with more than 245 current members and associates. A gang member is defined as an individual actively engaged in committing crimes that support the purpose of the gang, while an associate is an individual who hangs out with members of a gang but is not actively involved in gang-related crimes.

Sureños are Hispanic youth whose families are typically first-generation immigrants. Most speak Spanish as a native language and are involved in agricultural labor. Law enforcement records show Sureño gang membership is currently estimated at 430 members with another 200 associates, and it is growing as rapidly as the Norteños.

In September 1993, the Napa Police Department formed a Special Enforcement Unit whose primary focus was gang activity. This unit consisted of one Sergeant and two Police Officers and only lasted a short time. In early 1994, the Napa Valley began to experience the

nationwide plague of gang activity. Approximately 39 shootings, stabbings and physical assaults took place between early 1994 and April 1998 in the Napa Valley, most activity occurred within City limits. The majority of these incidents, including all of the shootings, occurred in 1997 and early 1998 and reflected the escalating gang violence at the time.

In May 1998, a high school student associated with the Norteño gang was shot and killed by four local Sureño gang members. The incident was a catalyst for community-wide demands for all aspects of local government to formulate a response to this increasing gang violence. The problem was further aggravated by three more major incidents that occurred between July and mid-November of 1998 that resulted in eleven people being shot. The Napa Police Department again formed a Special Enforcement Unit to address gang activity in October 1998. The unit included four officers assigned under one Sergeant. The unit remained as a four person detail until staffing and budget issues necessitated the reassignment of two officers back to Patrol in March of 2004.

In 1999, the District Attorney created the Gang Violence Suppression Council and started holding bi-monthly meetings that continue today. The Board of Supervisors approved the District Attorney's request to create a Gang Suppression Unit by adding one Attorney and one District Attorney Investigator. The County General Fund covered the majority of the cost of these positions.

In 2001, the Napa County District Attorney's Office was awarded a \$500,000 Gang Violence Suppression Grant. A 20% match was required. This grant resulted in the hiring of an additional District Attorney Investigator and Probation Officer to solely focus on gang related offenses. Between 2001 and 2006, there were sporadic bursts of gang-related assaults and non-fatal shootings that were handled appropriately by law enforcement as they occurred.

In 2007, Napa County experienced two gang-related homicides. In September 2007, a 14-year-old member of the Sureño gang fatally stabbed a rival Norteño in the City of American Canyon. The minor has been charged as an adult. In December 2007, a large confrontation between Norteños and Sureños resulted in the fatal shooting of a 19-year-old male in the City of Napa. Statewide, the Attorney General's Office reports that gang-related homicides have increased by 60% between 1999 and 2006. The chart below provides a sample of the number of gang cases referred to the District Attorney's Office for prosecution over the last seven years.

District Attorney's Office- Gang Cases Referred For Prosecution

Year	Number Of Gang Cases Referred for Prosecution
2002	103
2005	118
2007	133
2009	115

According to data collected by the Probation Department, 190 of the 506 juveniles on Probation are identified as gang affiliated. While other probationers may be associated with local gangs, only those that have been through the Court process and have gang terms and conditions ordered as part of their supervision are counted in the gang caseloads. The Probation Department also reports an adult gang caseload of 47, 18 of which were on Probation as juveniles. The Probation Department maintains smaller gang caseloads to allow for the Probation Officers more intensive gang supervision.

The Napa County Office of Education operates three court and community schools for youth that have not been successful in traditional school settings. These three schools, Liberty High School, Chamberlain High School and Creekside Middle School serve approximately 120 students at any given time.

The impact of gangs on the school communities is substantial. Research has demonstrated that the degree of youth participation in gangs rarely exceeds 10% of the overall population. The 2006 California Healthy Kids Survey showed that Napa County's self-reported gang or former gang affiliation rate was higher than the statewide average. Further, in a recent California Gang Reduction, Intervention and Prevention Grant (CALGRIP) application, Napa Valley Unified School District reported a 4% suspension rate for identified gang crimes, up from 1% just three years prior.

2006 California Healthy Kids Survey

Percentage of students who reported that they had EVER belonged to a gang	7th Grade	9th Grade	11th Grade	Court and Community Schools
California	11%	12%	9%	22%
Napa County	10%	16%	14%	34%
Difference for Napa	-1%	+4%	+5%	+12%

Crime and Gang Activity in Napa County

The Uniform Crime Reports show that since the mid-1990s the county of Napa experienced a drop in Part I offenses¹. These numbers increased at the start of the 21st century, reflecting a nationwide trend. In 2008, there were 3,253 property crimes and 832 violent crimes recorded in the county. With regard to the former, there were 768 burglaries, 2,178 thefts, and 307 motor vehicle thefts. With regard to the latter, there was 1 homicide, 39 forcible rapes, 70 robberies, and 722 aggravated assaults. Napa County's 2008 rate of 2,446.9 property crimes per 100,000 persons is lower than both the state of California (2,940.3) and the nation (3,212.5). For violent crimes, the 625.8 incidents per 100,000 persons is greater than both the state of California and national rate. The 2008 violent crime rate was nearly double than that of previous years, which is believed to be a reporting error. Homicide is very rare in Napa County. The homicide rate of 0.8 per 100,000 persons is well below state (5.8) and national averages (5.4), and even lower than many European countries.

Gangs and gang members have been present in municipalities and unincorporated areas in Napa County for nearly two decades, and while they are responsible for a portion of the above statistics, the crime rates have not reflected the changes in gang activity. Gang activity throughout Napa County increased in the mid-1990s. Many medium-sized law enforcement agencies across the state of California experienced similar increases during this period (Klein and Maxson, 2006).

The National Youth Gang Center (NYGC), funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), collects and reports law enforcement statistics about gangs and gang activity present in jurisdictions. The City of Napa and Napa County are included in these data sources. Between 2002 and 2006, the City of Napa reported an average of 446 gang members while the County of Napa reported nearly 550 (many of these are likely duplicate and reside in both incorporated and unincorporated areas throughout the County, regardless of reporting jurisdiction). The City's numbers increased over the time period, while the County's

¹ Part I offenses are the index crimes selected to gauge crime levels across jurisdictions through the Uniform Crime Reporting System. These are the violent crimes of homicide, manslaughter, forcible rape, aggravated assault, and robbery; and the property crimes of burglary, larceny/theft, motor vehicle theft, and arson.

decreased. With regard to the number of gangs, Napa City reported having two active gangs from 2002 to 2005, and in 2006 reported five gangs in the City. Napa County reported having between two and four gangs, and in 2006 reported three gangs in the county.

While gang activity is present in the County of Napa, the data indicate that the extent of the gang violence is limited. The data from the National Youth Gang Center indicate that over a five-year period (2002-2006) there was one gang homicide, which was reported by the Sheriff's Department. Given the involvement of gangs in homicide, the most serious form of violence, this is a positive sign of the level of safety in the county.

How Napa is Responding

Given the collaborative effort behind the creation of a Gang and Youth Violence Master Plan, the Steering Committee felt it was important to author and include information on current efforts in Napa County to address the gang problem. Gang prevention, intervention and suppression involve personnel from a variety of law enforcement and community based agencies. This section provides a brief summary of the types of activities taking place throughout the Napa Valley to address gang activity.

Collaborative Meetings and Dedicated Staff

The following collaborative meetings related to gang violence prevention and suppression occur on a regular basis:

- Weekly Gang Suppression Unit- attended by members of law enforcement, Probation and the District Attorney's Office. These meetings are designed to allow a rapid exchange of gang intelligence information among all agencies involved in suppression.
- Monthly Law Enforcement/School District Meetings- attended by members of law enforcement and fire safety, Probation, the District Attorney's Office and representatives of each school in Napa Valley Unified School District and Justin-Siena High School. This meeting is designed to exchange school safety information.

- Bi-Monthly Local Coordinating Committee- this meeting is a gathering of community-based organizations and various County Departments to discuss gang related issues and oversee the Gang Violence Suppression Grant. While the meeting originally began as an oversight for the Gang Violence Suppression Grant, the meeting has morphed into a network of professionals dedicated to sharing information and addressing gang and youth violence issues. The meeting is coordinated by the District Attorney's Office.

The City of Napa Police Department currently has a Special Enforcement Unit that responds to and addresses gang related issues. The District Attorney's Office has one Investigator and one Attorney dedicated full-time to gang prosecutions. The Probation Department has one Probation Officer dedicated to gang-related juvenile supervision and one Probation Officer dedicated to gang-related adult supervision. While the Sheriff's Office and the City of American Canyon Police Department have officers who stay abreast of gang intelligence, they do not have staff dedicated solely to gang suppression.

Gang Violence Suppression Grant

In 2001, the Napa County District Attorney's Office was first awarded a Gang Violence Suppression Multi-Component Grant from the Law Enforcement and Victim Services Division of the Governor's Office of Emergency Services. The original grant amount was \$500,000 annually. State budget cuts reduced the grant amount to \$400,000 annually in 2002. These funds are to be spent on law enforcement, prosecution, probation, and educational activities.

The activities under the Gang Suppression Grant are a collaborative effort between the District Attorney's Office, Probation Department, law enforcement agencies, school districts and community organizations to reduce gang activity in the Napa Valley. The grant partially funds one District Attorney Investigator to focus on the suppression and prosecution of gang activity and one Deputy Probation Officer to allow full time, intensive supervision of juvenile gang probationers. The Gang Suppression Grant also funds a significant portion of a Gang Violence Prevention and Education Coordinator at the Napa County Office of Education. This position is responsible for coordinating services for at-risk youth and educating parents and teachers on how to recognize the signs of gang involvement.

In addition to the dedicated staff positions, the Gang Violence Suppression Grant funds overtime expenses for Sheriff Deputies and Police Officers to participate in gang sweeps, to increase police presence at events like Chef's Market, and for Probation to conduct searches as well as training opportunities for law enforcement officers. Funds are also allocated to youth programs hosted by the St. Helena and Calistoga Police Departments in conjunction with their local Boys and Girls Club. Finally, the Gang Violence Suppression Grant provides funding to On The Move, a local non-profit that provides leadership development opportunities for local youth.

The Gang Violence Suppression Grant is set to expire on June 30, 2011 when the tax funding this grant sunsets. Given the current budget crisis and the fact that the tax has not yet been extended, the future of this funding is unclear and unlikely.

School Resource Officers

School Resource Officers are sworn law enforcement officers assigned to local middle schools and high schools. These officers are responsible for safety and security of the school grounds and the surrounding neighborhoods, monitoring behavior, addressing truancy issues and arresting individuals as necessary. In addition to the "policing" aspect of job, the School Resource Officers are responsible for counseling and educating youth, parents and school personnel in gang awareness and intervention techniques. School Resources Officers from the Sheriff's Department offer the Gang Resistance Education and Training (GREAT); a classroom curriculum that focuses on delinquency, youth violence and gang membership prevention as its primary objectives.

The Napa Sheriff's Office currently has one officer assigned to the court and community schools funded by the Napa County Office of Education. Funding of this School Resource Officer is revisited annually. American Canyon Police Department has one officer assigned to American Canyon Middle School and one officer assigned to the newly opened American Canyon High School. The City of Napa Police Department has three School Resource Officers. One officer is assigned to Napa High School and Valley Oak, one officer is assigned to Vintage

High School and New Technology High School and one officer is assigned to the four public middle schools.

Gang Prevention and Intervention Activities

There is a variety of gang prevention activities offered countywide to youth of all ages. Some of these programs are coordinated with law enforcement activities and public dollars while others are privately funded. The following is a partial list of the gang prevention activities occurring around the County:

Napa County Hispanic Network

The Napa County Hispanic Network was established in 1983 by the local Latino leaders of the community with the intent of being an information sharing alliance. The Network is involved in collaborating with public and private agencies on critical issues affecting the Latino community. Additionally, the Network works to promote educational opportunities to local Latino youth by offering scholarships, promoting leadership and educational opportunities, developing and implementing strategies for responding to the needs of Latinos in the community, establishing community partnerships and promoting events that help to break down language and cultural barriers in the community. Additionally, the Hispanic Network awarded a grant to the Boys and Girls Club of Napa to offer a summer camp in 2010 for local Latino youth.

Puertas Abiertas Community Resource Center

Puertas Abiertas works hand and hand with the Latino community to inspire and achieve healthy living and self sufficiency and opportunities for leadership and community engagement. Puertas Abiertas collaborates with over 35 local non-profits to facilitate access to health care and social services. Programs provided include:

- Plaza Comunitaria-This program helps students improve their Spanish literacy and complete their education, while giving students the basic foundation to learn English.

- Platicas Informativas (Informative Conversations)- This program is a helping network focused on health and wellness. This program gives participants the opportunity to explore topics related to physical and emotional well-being.
- Mano a Mano (Hand and Hand) Mentors- This program encourages the development of helping networks within the Latino community to share knowledge, solve problems, address cultural issues and foster leadership.
- Our Middle School Child Academy- Though this program, parents of potentially at-risk middle school age children (11-13) have the opportunity to participate in an instructional and experiential program designed to assist parents in navigating the critical adolescent years. The Academy offers parents support and encouragement to develop the confidence and skill necessary to help their children make informed, health choices for their futures. Specific topics of study include the neurological development of children, age-appropriate expectations, self-esteem, discipline, sibling relationships, cultural awareness, the school system, academic achievement, peer pressure, gang influence and drug and alcohol abuse prevention. In addition to coursework, parents take guided field trips to explore the learning and recreational opportunities within the Napa community. The middle school students, their parents, siblings and extended family members also engage in activities such as family history projects and community building volunteer activities to foster supportive family relationships, a sense of contribution and civic pride.

On The Move

On The Move is responding to the community need to reduce and prevent youth violence and gang involvement by offering a comprehensive approach to the environmental factors that produce gangs and criminal behavior in young people. On The Move offers several different programs that have gained local attention:

- McPherson Neighborhood Initiative: The McPherson neighborhood, as well as McPherson Elementary school, both located in the City of Napa, has a high concentration of Latino and low income families. On the Move is working with families and partner agencies to establish educational excellence, community and youth leadership, parents engaged in fulfilling their family's needs for health and well being, the co-location of

social, economic and health services and overall impact to the neighborhood. Initiatives include:

- McPherson Elementary School Partnership-On the Move has partnered with McPherson Elementary School for the “On The Verge Teacher Leadership Program.” McPherson teachers have committed to developing their leadership skills while engaging in a school wide restructuring project with the intent of dramatically improving academic results.
- Arts in the Classroom-On the Move has implemented this project based art program bringing local artists directly to the classroom. Each week a team of professional artists specializing in dance, visual arts and music engage students in a variety of activities and lessons.
- Parent Engagement-On the Move is working to mobilize parents to take an active role in their child’s education. Parents have volunteered in classrooms, attended arts and science nights and actively learning how to implement learning activities at home. Parent University provides a variety of workshops in which parents develop skills and tools to more effectively support their child and family.
- Youth Leadership Academies: On the Move currently has two Youth Leadership Academies whereby participating youth earn academic credit in participate in the opportunity to develop collaborative leadership skills.
 - LIFE- The Lead Into Future Education is a middle school leadership academy for students at Silverado Middle School. The academy seeks to create the next generation of leaders who recognize the importance staying connected to their community and can identify their impact on the world. Projects have included launching a gang violence prevention campaign, hosting a community building activity for all Silverado Middle School students, installing garden boxes on campus and decorating the cafeteria with college logos.
 - LAYLA-The Leadership Academy Youth Leaders in Action is a high school leadership academy at Napa High School. This academy is designed to build personal and social assets in the form of individual efficacy, the ability to make a community impact and academic advancement in preparation for college, career and adulthood. Specific projects have included: mentoring programs, designing

and implementing a community build preschool playground in the McPherson neighborhood, designing a cultural plaza for the McPherson neighborhood, hosting three town hall meetings to discuss neighborhood improvement issues and designing and staffing a youth led career and college center.

Sheriff's Activities League (SAL)

Napa Sheriff's Activity League is a community-based crime prevention program that brings kids under the supervision and constructive influence of law enforcement personnel and provides quality activities designed to develop discipline, self-esteem, mutual trust and respect. SAL is dedicated to supporting and developing recreational, educational and skill-building activities to help young people see life alternatives and set positive goals for their futures. SAL currently offers fitness training, soccer, boxing, bicycle racing, dance, wrestling, judo and baseball to youth between 3:00pm and 6:00pm, hours during the day were kids are most at-risk to be involved in criminal activity due to a lack of parental supervision by working parents. Over 800 children between the ages of 8 and 18 are currently enrolled in the Sheriff's Activity League.

The Wolfe Center

The Wolfe Center is the first-ever Napa County program developed exclusively for the treatment of teens with substance abuse problems. Though the Wolfe Center does not strictly work with gang members, there is a correlation between gang membership and substance abuse as discussed later in this report. The Center is currently open 5 days a week and includes a high school education, one-on-one counseling and group therapy for alcohol and other drug abuse as well as treatment for mental health disorders. Treatment is created off the Stages of Change model. In addition to treatment, the Wolfe Center provides positive activities including a music studio available to the students interested in playing and recording music, recreation and youth development activities.

Boys and Girls Club

The Boys and Girls Club of Napa Valley provides a wide variety of after school and weekend activities for youth of all ages. Program topics include character and leadership, education and career, health and life skills, the arts and sports and recreation. The Boys and Girls Club provides To Reach, Inspire, Build and Empower (TRIBE). Torch Club and Smart Moves Programs to youth. These programs are prevention-based programs for youth and their families designed to provide a linkage to needed services, build self-esteem, teach youth to resist peer pressure and give back to the community. There are 11 clubhouse locations throughout the County including on-campus sites at schools with students identified as high risk. While the Boys and Girls Club of Napa Valley considers itself to be prevention program, the National Boys and Girls Club has several initiatives that have been identified as successful in addressing gang related issues that will be discussed later in this report.

Napa Police Department Diversion Program

The Napa Police Department Diversion Program counsels youth at risk due to gang activity, truancy, involvement in criminal and non-criminal acts and have mental health needs. Diversion officers meet regularly with these children and their parents in an effort to keep them out of gangs, off drugs and in school. Referrals are made to local social service agencies.

Gang Violence Suppression Education Program

The Gang Violence Suppression Education Program brings awareness to community members regarding the dangers of gang involvement and informs parents and school staff of gang violence prevention strategies. Program services include training for school administrators, counselors, teachers and community leaders in a “train the trainer mode;” targeted support to vulnerable, high-risk middle school students; informational sessions to parents and community members and assistance in the coordination of county-wide school assemblies and corresponding community presentations. The Gang Violence Suppression Education Program comes highly

recommended by parents and staff throughout Napa County who have reported finding the presentations helpful, useful and effective.

Your Alternatives to Risk (YAR)

Established in 1994, the Your Alternatives to Risk Program is one of Community Health Clinic Ole's most unique education and prevention programs. The mission of the YAR program is to reduce violence related to gang activity in Napa County by providing gang education, prevention and intervention services, and promoting healthy alternatives.

YAR was the first program in Napa County to provide HIV and gang education and prevention services via active (street) outreach, to Spanish speaking residents, including gang-labeled youth, with cultural and linguistic sensitivity. YAR is the lead agency receiving referrals from the Napa Valley Unified School District (NVUSD), which coordinates with the Napa Police Department Youth Services Division, in a continuum of services, for students who might be at-risk for gang involvement; parents of these students are also provided services. Services are delivered via education and counseling sessions at YAR's program office, various schools throughout Napa County, and Napa County Juvenile Hall. On occasion, home visits are conducted for both students and parents.

YAR serves Napa County residents who are gang-labeled or gang-involved at any of the various stages of the gang subculture. Consultation is also provided for school staff and other community members. The evidence-based curriculum used includes: Positive Action, gang education, prevention and intervention strategies based on the Stages of Change Model and/or Harm Reduction Theory, and Second Step Violence Prevention Curriculum.

In order to help focus the response to gangs throughout Napa County the next section identifies eight major findings and provides response recommendations. It is important to note that we discuss gang problems throughout Napa County as a whole, but that a successful response to this problem will involve the participation of agencies and municipalities beyond the

county. When we recommend that “Napa County should take a specific action” we mean the stake holders throughout the county, including but not limited to Napa County. Following this, we conclude by linking the recommendations in a comprehensive package.² These recommendations are each embedded in a set of findings, typically from more than one source of information.

² Consult Appendix A for detailed descriptions and findings on the individual data sources.

Key Findings and Recommendations:

Note: Exhibit Numbers referred to throughout the findings and recommendations correspond with the Exhibit Numbers as referenced in the attached Appendix. The terms “CalGang” and “GangNet” are used interchangeably.

Key Finding 1: Napa County is experiencing major demographic changes.

The 2008 Census data for Napa County by age and race/ethnicity are provided below. Additionally, demographic estimates for 2035 are reported. As has been the trend in Napa County, and California as a whole, there are dramatic changes in demographic composition of the population. As of 2008, the population of Napa County was 59 percent white and 30 percent Hispanic, by 2035 it is expected that it will be 36 percent white and 51 percent Hispanic. Furthermore, the ethnic composition of the juvenile population is expected to shift from 42 percent white and 47 percent Hispanic to 21 percent white and 71 percent Hispanic by 2035.

Napa County Population Projections

Year		2008	2035 (est)
Total		133,433	205,004
	Race/Ethnicity	%	%
	White	59	36
	Black	2	1
	Hispanic	30	51
	Other	9	11
Under 18			
	Race/Ethnicity		
	White	42	21
	Black	3	1
	Hispanic	47	71
	Other	8	7
Over 18			
	Race/Ethnicity		
	White	64	43
	Black	2	1
	Hispanic	25	44
	Other	9	12

Source: U.S. Census Bureau; CA Department of Finance

Recommendation 1: Build on current collaborative meetings and stakeholder groups to develop a more efficient monitoring system to observe trends associated with gangs and gang crime including the collection of additional data to further define gang and youth violence issues.

There is little Napa County can do about the changing demographics of the county; what is important from this finding is that as the population changes the needs and problems in Napa County are also likely to change. It is necessary for the county to establish monitoring systems to monitor changes. Such a system will allow county officials to gauge the changing issues and problems facing schools, communities, families and the youth of Napa County. Specifically, we recommend that stakeholders Napa County work to develop two such monitoring systems to guide its response to gangs.

First, a school-based survey should be administered annually or biennially to a sample of elementary, junior high, and high school students. The survey should adequately measure important risk and protective factors and behaviors of the youth population. The most appropriate survey would be the Communities that Care survey. The survey is currently used in over 9 states, including the Monitoring the Future study and by the Arizona Criminal Justice Commission. The Communities that Care survey measures 19 risk and 10 protective factors as well as current levels of substance abuse, violence and delinquency. The survey is typically administered annually to 6th-12th grade students to help the community identify the risk and protective factors that pose the most significant challenges and opportunities in the community. Risk factors are elements in a young person's environment that increase the likelihood of he or she engaging in problem behaviors including alcohol and other drug use, delinquency, dropping out of school, unplanned pregnancy and violence. Protective factors are those factors in a young person's environment that increases the likelihood that the young person will develop healthy, positive attitudes and behaviors including: good social skills, family involvement and positive

messages that are communicated to youth by their family, school and community. An additional benefit of this type of school-based monitoring system is that it can be administered via computer and used to evaluate the effectiveness of prevention and intervention programs that are implemented throughout the county to address issues such as gang joining. If possible, county officials should attempt to build on the Napa County Healthy Kids Survey. The current School Law working group may be the appropriate group to assume coordinating responsibilities for such a survey.

The Communities that Care Model is based on a public health approach of addressing the risk factors that predict youth problem behaviors through the Communities that Care Survey and guides a stakeholder coalition through a five phase local prioritization process that identifies the risk factors most in need of attention in the community. The coalition then restructures or chooses prevention programs that are proven to work to address the priority risk and protective factors. While some of the Communities that Care components are no-cost, the implementation of the model will likely require consultation, training and research resources.

Second, stakeholders in Napa County should consider implementing a comprehensive recent arrestee monitoring system in order to share data between police, corrections and to establish a tracking system with outputs that policymakers can use to understand the issues and problems related to gangs. A monitoring system will not only allow the county to monitor risk and protective factors associated with gang membership, but will provide the infrastructure to assess other issues that arise. These surveillance systems will be essential in guiding Napa County's response to gangs (Also see recommendation 8). The monitoring systems have allowed stakeholders across a geographic area to see their common and divergent interests, and to foster programming, cooperation and expansion of existing programs to specifically address local

problems in a comprehensive manner. They also provide a platform of information from which responses can have a foundation in reality rather than someone's pet program or beliefs that narrowly reflect their own expertise. The Weekly Gang Suppression Unit meeting of law enforcement officers may be the appropriate group to assume responsibilities for a more formalized monitoring system.

Third, Napa County needs to develop common definitions or a common understanding to as to who is a gang member, who is gang affiliated and who is at-risk of becoming gang affiliated. As noted in the introduction, there are many different data sources currently that track and report on gang members and gang issues. There is a community concern that youth, especially Hispanic youth, are overly labeled as "gang members." While it may be impossible to develop common definitions due to the multi-disciplinary nature of effective gang responses; it would be helpful to have a common understanding of how gang members are identified and labeled by the school district, police department, corrections, probation and the prevention and intervention community.

- Monitoring the Future program (www.monitoringthefuture.org)
- Arizona Youth Survey (www.azcjc.gov/sac/ays.asp)
- Arrestee Drug Abuse Monitoring (<http://cvpcs.asu.edu/aarin>)
- Arizona Arrestee Reporting Information Network
(www.whitehousedrugpolicy.gov)

Key Finding 2: Magnitude of the gang activity (i.e. arrests or incidents) and suspected gang membership is growing, but manageable.

Exhibit 10 indicates that law enforcement arrests of gang members have increased since the late 1990's. While the numbers have increased, the total number of gang members being identified is relatively low compared to larger jurisdictions. Additionally, Exhibit 62 shows that, on average, gang experts believe there are about 690 gang members in Napa County. While it is difficult to know the exact numbers, these estimates seem reasonable in the context of other sources of information. The key here is to use multiple sources of data – triangulation as it is called – to assess the magnitude of the problem.

Exhibit 10: Number of Napa County CalGang Arrests by Month

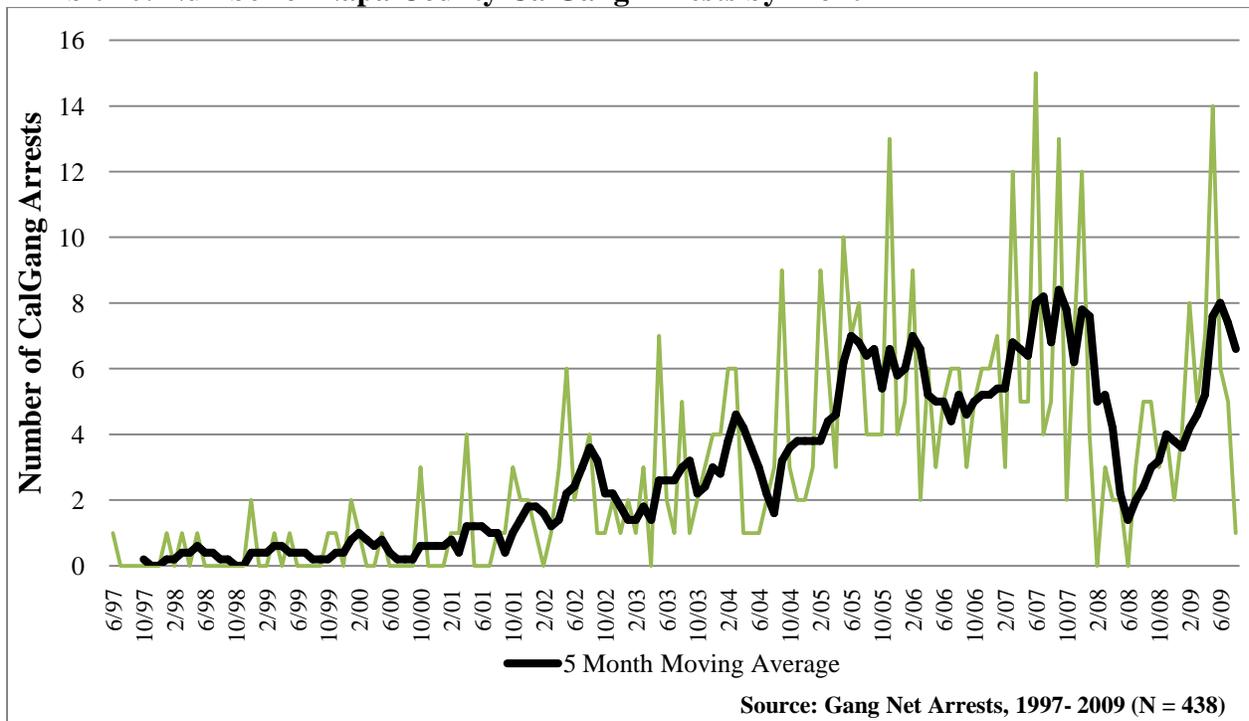


Exhibit 62: Napa County Gang Expert Survey: Scope of the Problem

Number of gang members	690 (348.5)
Number of female gang members	120 (93.7)
Number of gangs	8 (17.3)
Number of female gangs	2 (2.2)
Percent of gang members that are:	
Hispanic	72% (16.3)
White	21% (13.2)
Black	8% (9.0)
Other	12% (9.8)
Average age of gang members	17 (2.0)
Oldest gang member	45 (12.2)
Youngest gang member	11 (1.9)
Year that gangs became a problem	1989 (7.7)

Note: The mean expert response is reported, standard deviation is in parenthesis.

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Recommendation 2: Institute a gang liaison program to increase the quality of gang information collected and to aid the dissemination of gang information and its use for policy and programmatic purposes.

As the number of gang members increases in Napa County, efforts should be made to enhance the quality of the information being collected and improve the dissemination of the gang information that is known. It is important that Napa County actively monitor the gang data that are being collected to prevent both over- and under-identification of gang members. In order to address this issue we recommend that Napa develop a gang liaison program. One of the current City of Napa Special Enforcement Unit officers could fulfill this position. The gang liaison officer would be responsible for a number of tasks, the first of which would be training and informing patrol officers on gang intelligence, including the meaning of tattoos, graffiti, and other important indicators. By increasing the knowledge of patrol officers on issues related to gangs, these officers will be better prepared to identify and document gang members or gang

affiliates. Another task the liaison officer would assume is coordinating gang awareness presentations to community groups and educators.

The County of Napa is currently rewriting the Criminal Justice Information Management System. One of the goals of the rewrite process is to improve the data collection and reporting functions of the system. County staff will work to include increased data collection on gang members, gang affiliates and gang activities in this system where appropriate.

Key Finding 3: There is a modest geographic concentration of gang problems.

Gang membership is not equally distributed across Napa County. Exhibit 2 shows that school districts differ in the prevalence of student gang membership. Exhibit 60 displays a map of the geographic distribution of adult and juvenile gang members on probation, indicating that gang membership is concentrated in select neighborhoods. It is important to note that the Napa County Office of Education (Napa COE) operates the Court and Community school system for students expelled from traditional schools and juveniles on probation. The County Office of Education is in the unincorporated County but serves students primarily from within the city limits.

Exhibit 2: Gang Membership Status in Napa County School Districts

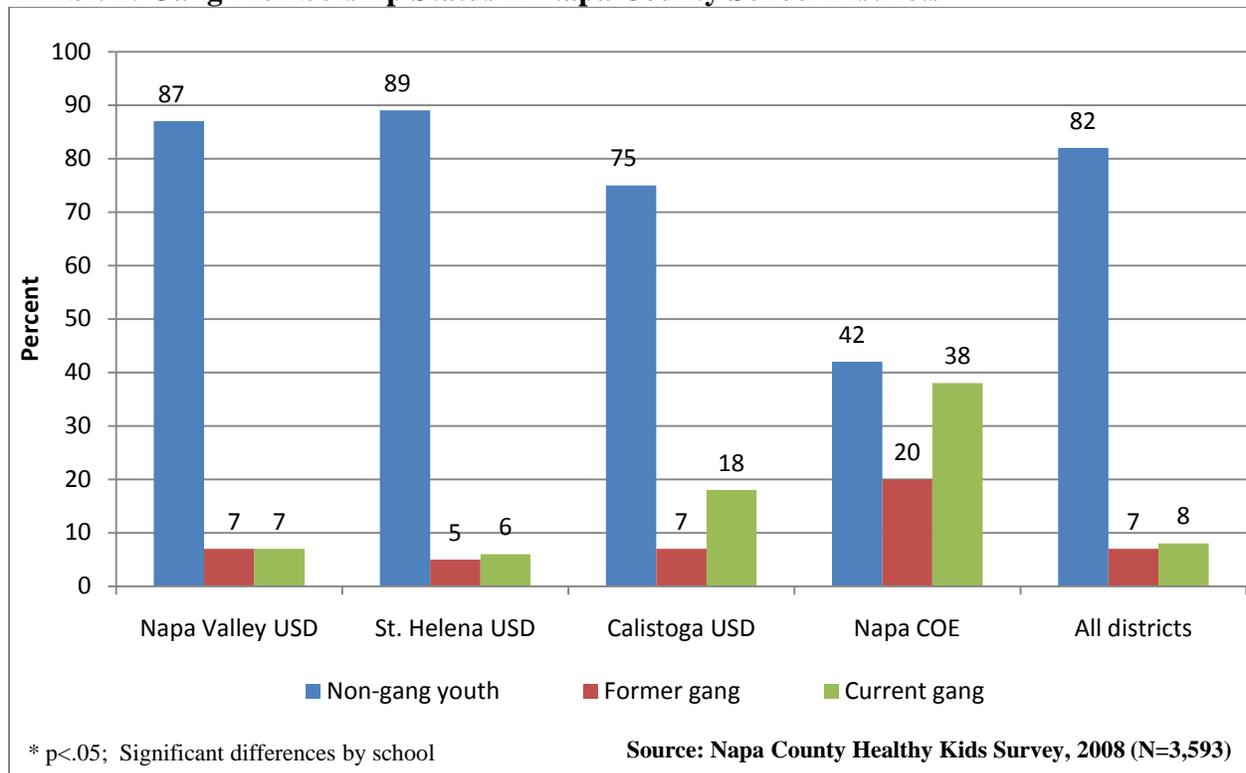
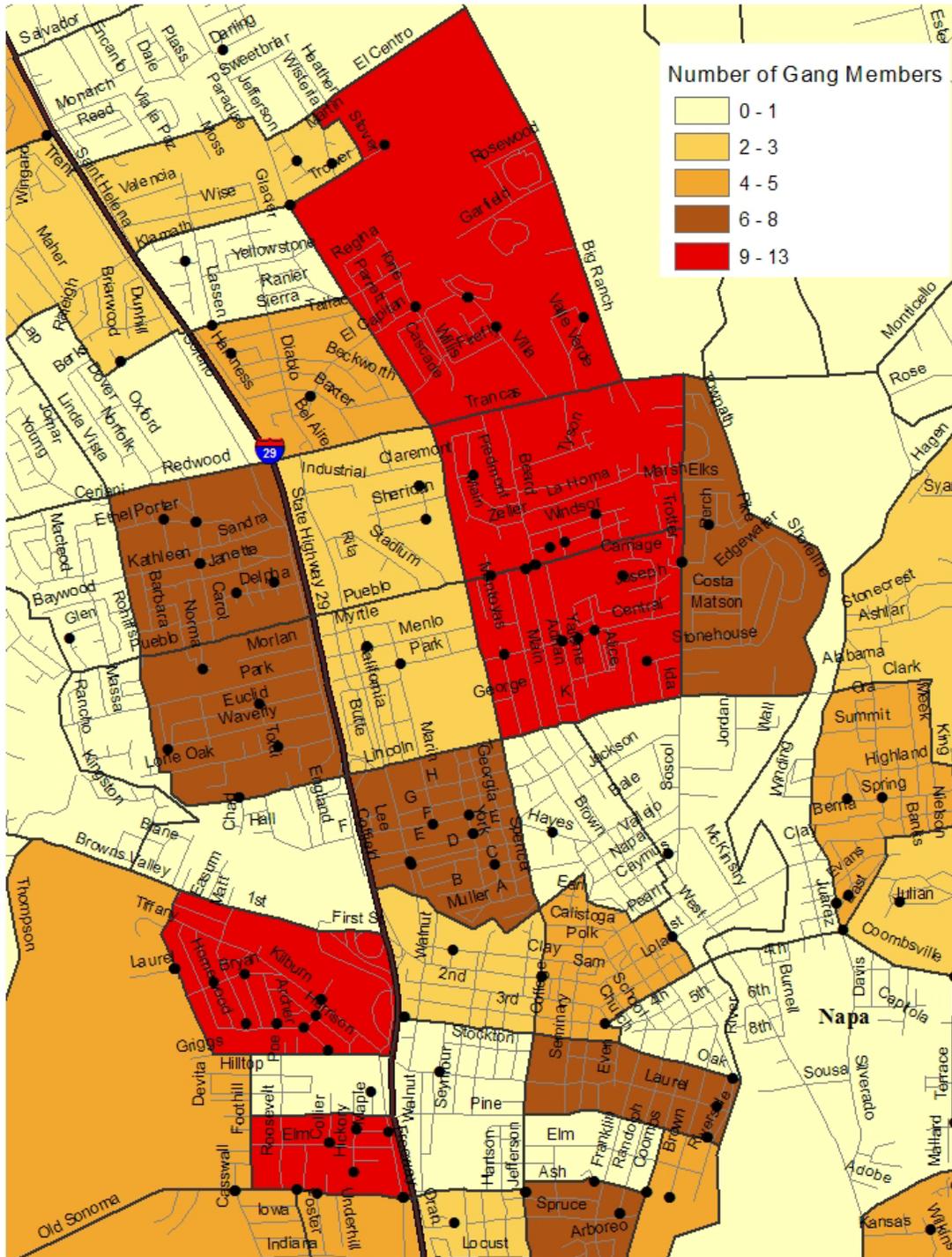


Exhibit 60: Map of Juvenile and Adult Gang Members on Probation in Problem Area



Source: Napa County Probation 2007-2009

Recommendation 3: Implement Gang Resistance Education and Training (G.R.E.A.T.) in specific schools.

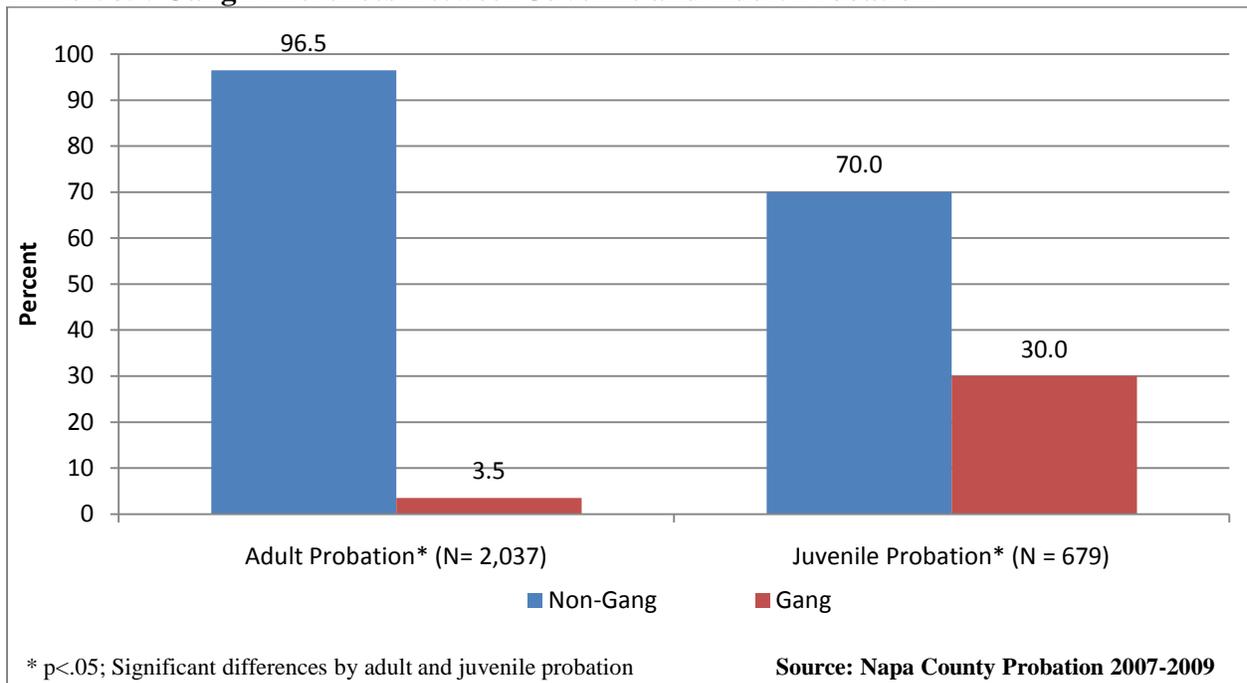
Gangs and gang members tend to concentrate in certain neighborhoods. Areas of disadvantage often experience greater problems associated with gang membership, as well as other issues of crime and disorder. In order to address the geographic distribution of gang involvement it is recommended that Napa County implement the Gang Resistance Education and Training (G.R.E.A.T) program in schools where gangs are problematic including McPherson Elementary School, Silverado Middle School, Napa and Vintage High Schools, Chamberlain, Liberty and Valley Oak. The GREAT curriculum was once offered by the City of Napa Police Department. GREAT is currently taught at the Court and Community Schools by a Sheriff's Deputy serving as the School Resource Officer. GREAT is a school-based law enforcement officer instructed classroom curriculum. With prevention as its primary objective, the program is intended to address delinquency, youth violence and gang membership issues. Lessons focus on providing life skills to students to help them avoid delinquent behavior and violence to solve problems. The program lasts 13 weeks and curriculum is available for elementary school, middle school, and summer school students and parents of children ages 10-14. Puertas Abiertas currently offers programming for middle school students and their families that may serve as an opportunity to incorporate the GREAT curriculum. As monitoring systems identify problematic areas (see recommendation 1), the county can respond by expanding GREAT to the schools in need. GREAT has been shown to be effective by solid evaluations.

- Gang Resistance Education and Training (www.great-online.org).

Key Finding 4: The gang problem is more pronounced among juveniles than adults.

Exhibit 39 displays differences in the prevalence of gang membership between adult and juvenile probation. Consistent with prior research, gang members tend to be younger. The data show that 3.5 percent of those on adult probation have been identified as gang members, compared to 30 percent of juveniles on probation.

Exhibit 39: Gang Differences Between Juvenile and Adult Probation



Recommendation 4: Target at-risk youth with prevention programming.

Prevention and intervention activities must target at-risk youth. One example of is the Gang Prevention through Targeted Outreach by the Boys & Girls Clubs of America. This program targets youth who are at high risk for involvement or are already involved in gangs by providing prosocial alternatives to prevent future gang involvement and risky behavior. Participants are youth who do not typically engage in productive after school activities and are directed towards positive alternatives and learn about violence prevention. The outreach works

through referrals from schools, courts, law enforcement and community service agencies. Participating youth receive targeted case management. The implementation of this outreach will work well within the context of the coalition of youth-oriented agencies (recommendation 8) and other targeted intervention and prevention strategies. Implementing such a program may decrease gang behavior and contacts with the criminal justice system and increase the likelihood that targeted youth will attend school and improve academic success.

The Boys and Girls Club of America also has a Latino Outreach Initiative which may be useful to Napa County. This initiative includes effective strategies to reach, serve and empower Latino families. The process involves engaging youth and families through word of mouth referrals, face to face contacts, community collaborations, special events and targeted programming. Programming gives young Latinos access to Club interest and need based programs to help them develop leadership abilities and strong decision making skills.

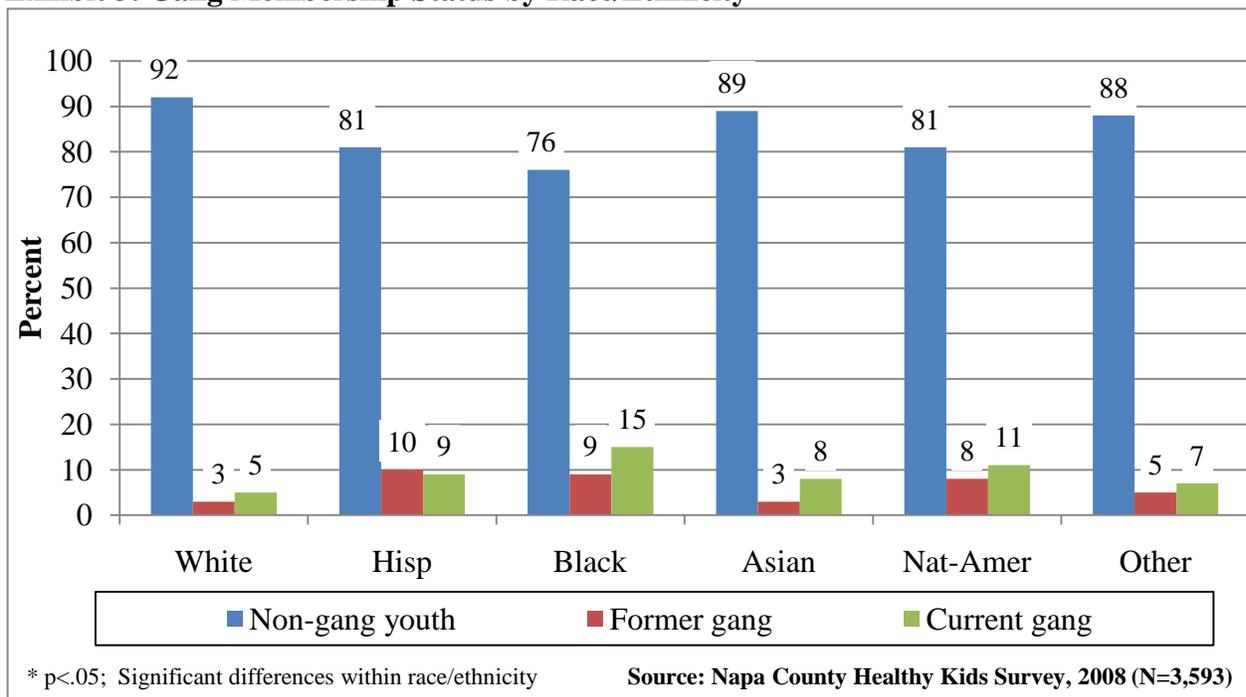
The Boys and Girls Clubs within Napa County do not currently offer these special initiative programs. The feasibility of bringing these programs to Napa will need to be discussed with stakeholders and the Board of Directors of the local Boys and Girls Clubs,

- Gang Prevention through Target Outreach and Latino Outreach Initiative
(<http://www.bgca.org/programs/specialized.asp>)

Key Finding 5: Gang membership is a fluid state.

Exhibit 3 displays findings from the Healthy Kids Survey of school-aged youth. The table indicates that a modest, but significant, portion of the students report some gang activity within each racial/ethnic group. There are nearly as many former gang members as current gang members in the sample, which is consistent with prior research based on school-based surveys of youth.

Exhibit 3: Gang Membership Status by Race/Ethnicity

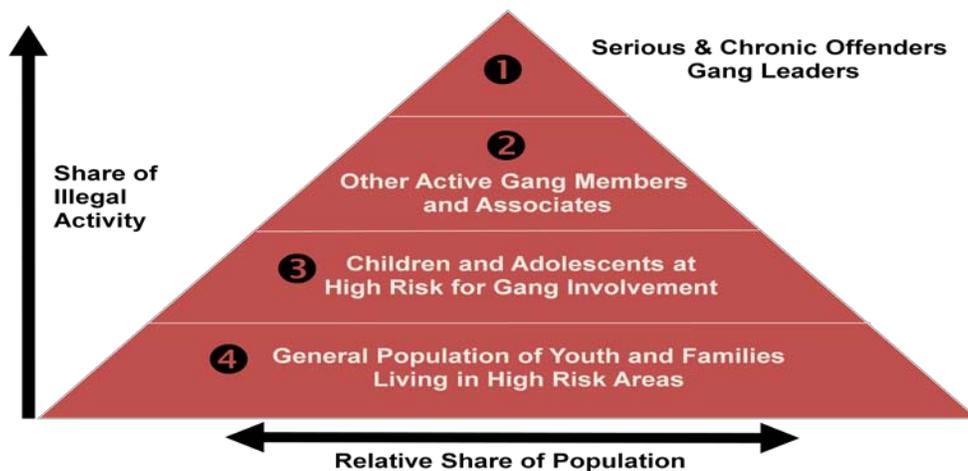


Recommendation 5: Do not treat all gang members and at-risk youth as if they are equal.

Despite the common perception that once someone joins a gang “they are in for life,” periods of gang involvement can be relatively brief. That said there are consequences associated with the labeling of individuals as gang members, especially if delinquent offending comes to the attention of law enforcement (Huizinga and Henry, 2007). For this reason it is important to appropriately target prevention and intervention resources.

Similar to the work that the County has done related to the Adult Correctional Master Plan and the treatment of offenders by risk level, the County should look at gang responses in a similar manner. The Gang Response and Involvement Pyramid (Wyrick, 2006) provides a good framework to identify and target those in gangs and those at risk of joining gangs effectively. The strongest community-based anti-gang initiatives will combine four strategies- enforcement, intervention, secondary prevention and primary prevention- to maximize the impact across the individuals in all four groups.

The Gang Response and Involvement Pyramid represents serious, chronic and violent offenders that are a relatively small portion of the population, but are responsible for a disproportionately large share of illegal activity. Group 1 is candidates for targeted enforcement and prosecution because of their high level of involvement in crime and the low probability that other strategies will reduce their criminal behavior. Surveillance, increased probation and parole searches are strategies that may be applicable to this group.



The next highest level in the Response Pyramid contains active, peripheral, and associated gang members. These individuals, while also criminally-involved, represent a larger share of the population and may not necessitate the same type of response as those gang

members more deeply embedded. These gang members require a more comprehensive approach and inter-organizational partnerships to assist them in departing from gangs. It is recommended that intervention and suppression approaches consider the extent to which individuals are involved in gangs because suppression programming incorrectly directed at peripheral gang members may run the risk of pushing individuals further into the confines of the gang. This mistake would be costly for both individual gang members and for program resources. Gang intervention includes a balance of services and opportunities with supervision and accountability that is tailored to the individual circumstances of gang –involved or high risk youth. Effective gang intervention requires coordinated partnerships of agencies and service providers that use information-sharing across agency types to facilitate targeting and outreach to gang-involved youth and their families, a system of graduated sanctions and effective case management. The basic intervention message to gang-involved youth can be summed up as follows: “We are working together to reduce violence and gang activity in our community. We are aware of your gang involvement and concerned about illegal activities and the safety threat you pose to yourself and others. We are offering alternatives to gang activities in the form of social services, job opportunities and educational opportunities. Whether you pursue these alternatives or not, you will be held accountable if you continue to pose a threat to community safety.”

The third level in the Gang Response and Involvement pyramid is made up of youth (typically seven to fourteen years old) who have already displayed early signs of delinquency and risk for gang membership, but are not yet gang involved. This is the group that rises to the top of the prevention priority because they are most likely to face the choice whether or not to join a gang in the near future. This group needs the three basic elements of effective gang prevention:

- **Attractive Alternatives.** Attractive alternatives divert time and attention from the gang lifestyle by providing healthy and accessible venues for fun, excitement and social interaction. These are safe venues to learn and practice healthy forms of gaining and showing respect.
- **Effective Support Systems.** Effective support systems are necessary to address specific social, emotional and psychological needs and challenges faced by adolescents in general and high-risk adolescents in particular.
- **Accountability.** Accountability is required to demonstrate and enforce clear expectations for appropriate behavior. Inappropriate behaviors in the context of prevention programs do not rise to the level of illegal activity. Consequently, enforcing clear standards may take the form of withholding access to the most attractive features of program participation. In cases where behaviors are more serious, clear and appropriate sanction beyond the program should be readily available.

The bottom level of the Gang Response and Involvement Pyramid refers to primary prevention services and supports that reach entire populations in communities with high crime and gang activity. These efforts typically address needs or risk factors in a way that is available to all youth and families, or supports the community as a whole. Delivery of these services flow through a combination of government, local schools, community organization or faith-based organizations. Examples include public awareness campaigns, one-stop centers that improve access to public services, school based life-skills programs, community clean up and lighting projects and community organizing.

Napa County currently offers a wide variety of services that fit into the Gang Response and Involvement Pyramid. In conjunction with the other recommendations, a stakeholder

group should fully analyze what is currently offered, where it is offered and how it fits into the pyramid. From this exercise, gaps can be identified and prioritized for inclusion in program expansions or resources can be redirected. As monitoring systems identify problematic areas (see recommendation 1), the County can respond by adding effective programs in areas identified as high-risk.

- The effect of official sanctioning on future behavior (Huizinga and Henry, 2007:
<http://www.springerlink.com/content/g4752t2q01702506/>)
- Gang Response and Involvement Pyramid (Wyrick, 2006)
<http://www.nationalgangcenter.gov/Content/Documents/Front-End.pdf>

Key Finding 6: Hispanics are disproportionately represented as gang members in the criminal justice system.

Exhibits 69 and 71 display the odds of racial/ethnic groups of juveniles and adults being identified as gang members across different sources of data. An odds ratio greater or less than 1 indicates that a racial/ethnic group is over- or under-represented in official records of gang figures. In Exhibit 71, for example, Hispanics constitute a share of the gang population that is 3 times greater than the overall population. In fact, the data source in which Hispanics are only modestly overrepresented is in the Healthy Kids Survey, which is a self-report survey of school youth—different from the other sources of officially-recorded data.

Exhibit 69: Odds of Juveniles Being Involved in the Criminal Justice System Compared to 2008 Census by Race/Ethnicity

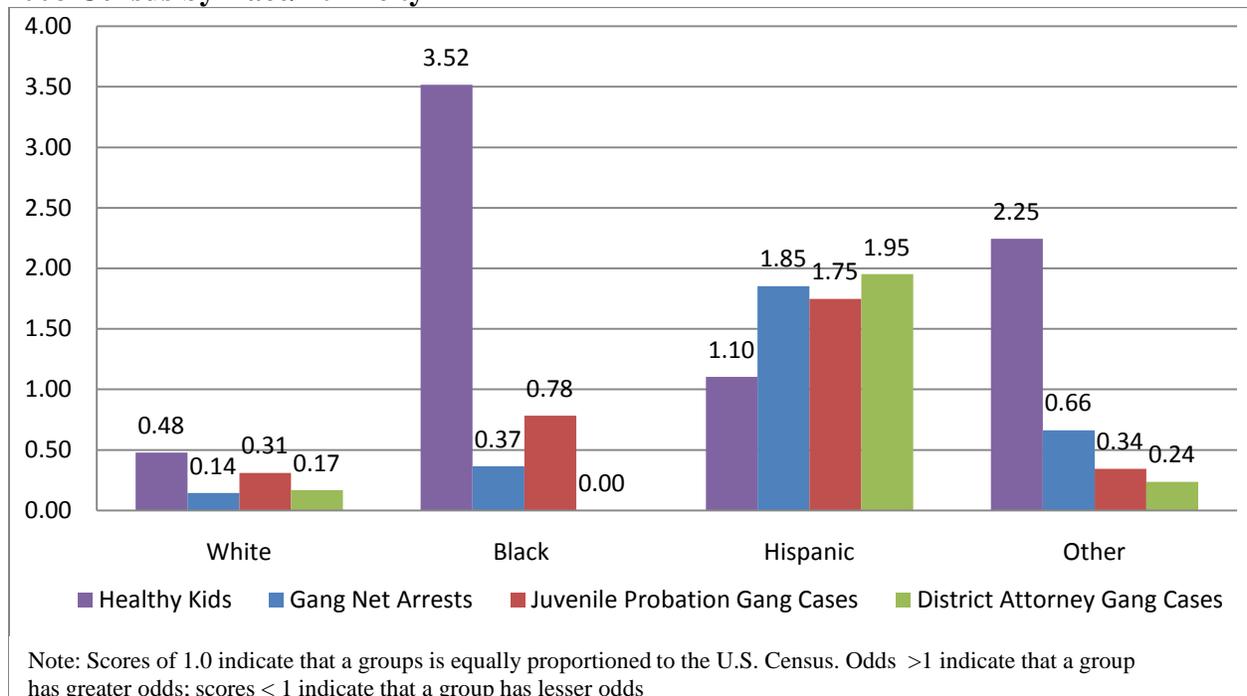
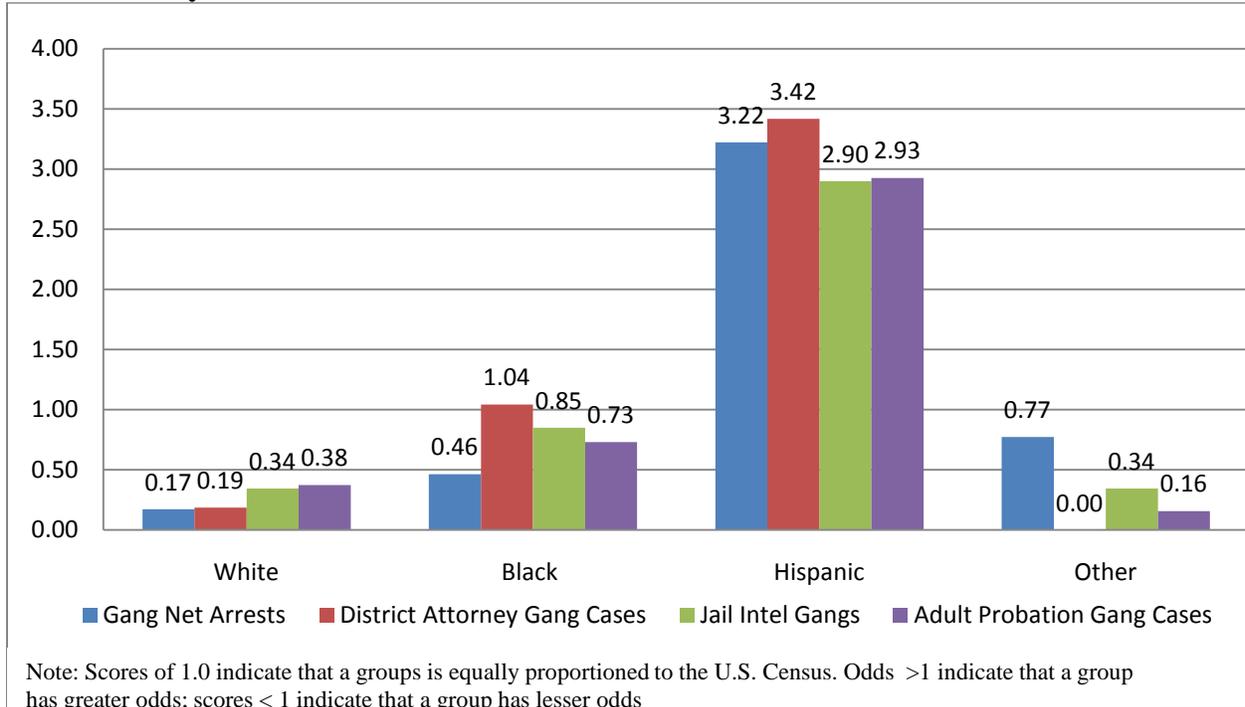


Exhibit 71: Odds of Adults Being Labeled as a Gang Member Compared to 2008 Census by Race/Ethnicity



Recommendation 6: The overrepresentation of Hispanics in official records is a community problem that requires a solution that extends beyond the police and requires community participation. The County should build on current stakeholder groups and work to engage the community in the larger solution.

It is not possible to address gangs and gang membership without addressing communities. The fact that one racial/ethnic group is disproportionately involved in gang activity signals a larger problem taking place in the community. This problem requires a solution that extends beyond the police. This is an area where significant involvement of the Hispanic community and faith-based groups may play an important role. One strategy that has been developed is known as the Spergel model or the Office of Juvenile Justice and Delinquency Prevention Comprehensive Gang Model, which advocates a comprehensive approach consisting of 5 components to combat gangs in communities. The model has been effective in Chicago, Bloomington, Mesa and Tucson, Riverside and San Antonio in implementing strategies to

manage gang and youth violence. There are currently strong relationships between criminal justice agencies and the Hispanic Network, particularly with the Napa County District Attorney's office. These things all bode well for addressing the disproportionate minority involvement in the criminal justice system. This issue is not unique to Napa County, but the positive relationships that exist are, offering hope for a successful effort to begin to address this issue. The Spergel Model includes provisions for:

(1) *Community mobilization* emphasizes building stronger communities. Developing interpersonal relationships and informal networks is key to increasing neighborhood collective efficacy, which in turn reduces problems such as gangs.

(2) *Opportunities provision* calls attention to creating education, job training, activity leagues, and other types of opportunities that can be sustained by social institutions to reduce the unmonitored "free time" of youth.

(3) *Social intervention* highlights the risks that many youth experience, such as growing up in single parent or substance abusing homes. Many at-risk youth need some type of intervention that provides counseling and other services.

(4) *Suppression* underscores that individuals can be deterred from offending. This component is often used as a crutch in addressing gangs, but it should be used in combination with the other components to solely to hold individuals accountable for their behavior.

(5) *Organizational change* recommends that the policies and practices of the public and private agencies responding to gangs must work together to address a problem of common interest. This collaboration should improve the effectiveness of each entity's efforts.

Recent changes in immigration policies include the initiative referred to as "Safe Communities," in which participating local law enforcement agencies check the immigration

status of people arrested. According to local Hispanic leaders and community stakeholders, such initiatives make it more challenging to develop positive relationships with law enforcement, and may reduce reporting of crimes as well as cooperation with the police by witnesses and victims. Immigration initiatives and policy changes nationwide often shift the priorities of local Hispanic leaders and stakeholders from community needs to broader political issues. Local agencies should be aware of these issues when addressing this recommendation.

- Comprehensive Gang Model (<http://www.nationalgangcenter.gov/Comprehensive-Gang-Model>)

Key Finding 7: Gang affiliation is a risk factor for substance use and victimization.

Exhibits 7, 8, and 9 displays the findings on the consequences of gang membership. Gang members are at 2.5 and 3.5 times greater risk for alcohol and marijuana use. Gang members feel more unsafe at school than non-gang youth. Nearly half of the gang members report being victimized by gangs, compared to less than 10 percent of youth not in gangs.

Exhibit 7: Substance Use by Gang Membership Status Among School Youth

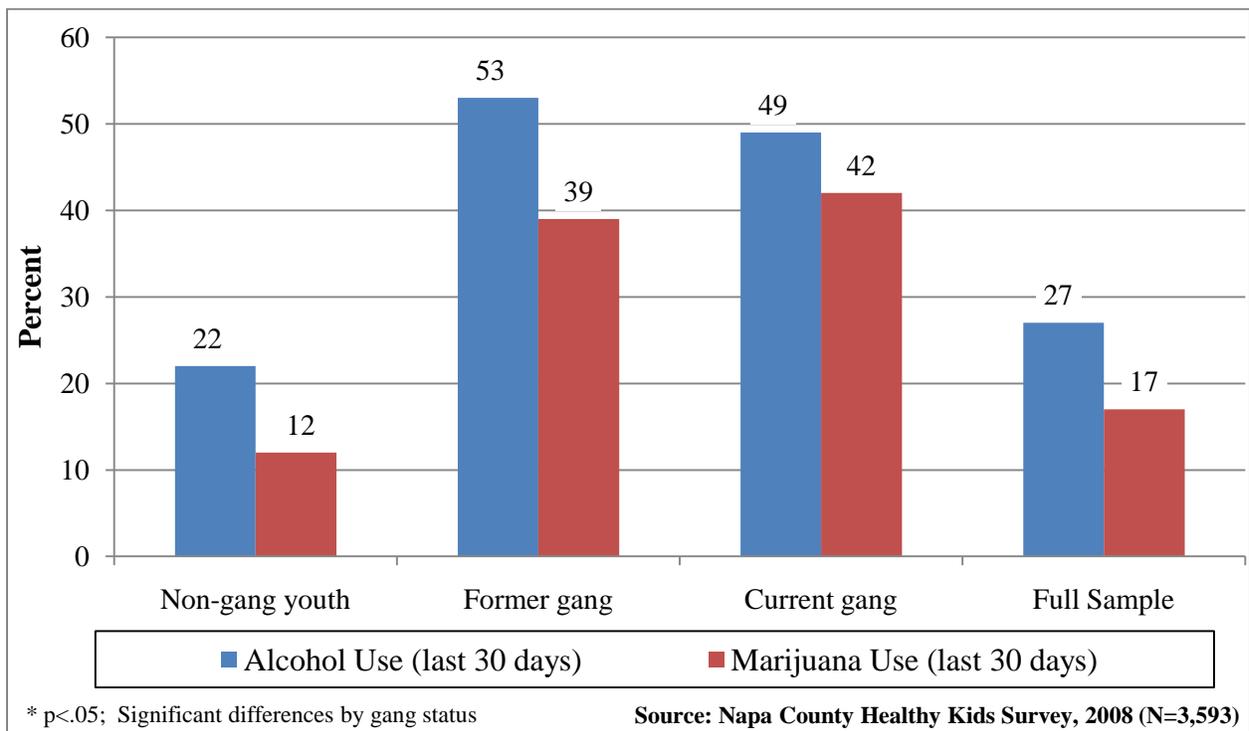


Exhibit 8: Perceptions of School Safety by Gang Membership Status Among School Youth

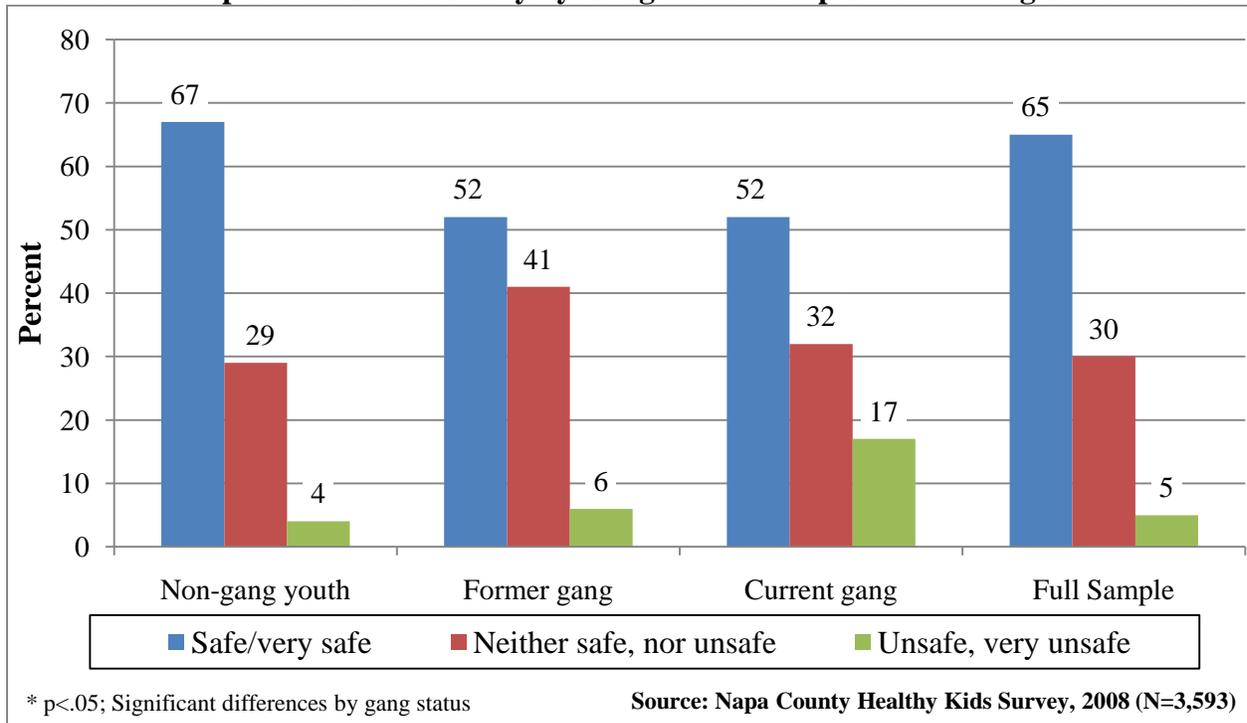
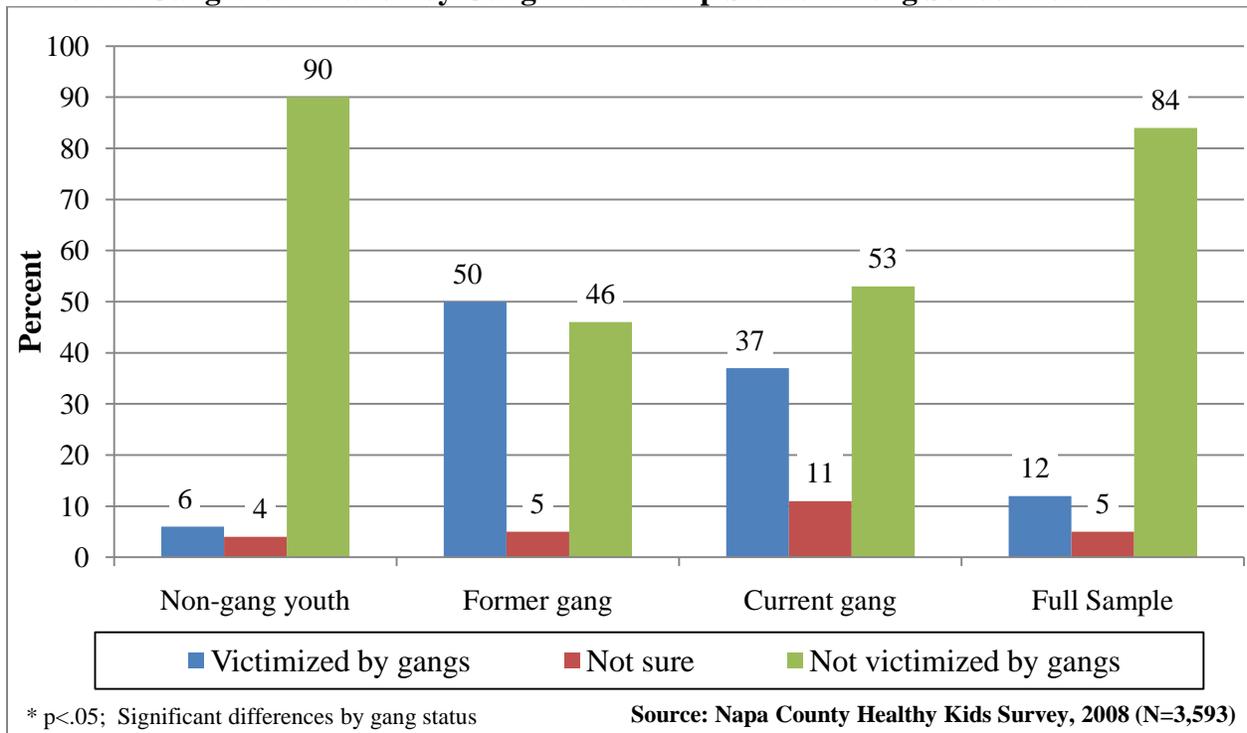


Exhibit 9: Gang Victimization by Gang Membership Status Among School Youth



Recommendation 7: An intervention system must be in place to respond to the needs of gang and at-risk youth in crisis situations.

Gang members offend and are victimized at higher rates than the general population. For this reason gang youth are more likely to come in contact with criminal justice officials and health professionals. It is recommended that intervention services should be instituted at these points of contact, especially when individuals are victimized. Using the risk factor approach from the Communities that Care model can pay dividends here. Many former gang members report leaving a gang because of personal or vicarious victimization. The Trauma Intervention Program in St. Louis, Missouri, provided crisis-intervention services in emergency rooms. Also, Teens on Target and Caught in the Crossfire, programs instituted in Oakland, California, focus on educating victimized and at-risk youth about violence. Having these services available for victims of violence, which extend well beyond homicide and gangs, should prove valuable. Both of these programs offer case management, linkages to community services, mentoring and follow-up assistance to victims physically or emotionally harmed by violent crime with the goal of promoting positive alternatives to violence and reduce retaliation, re-injury and re-arrests. While the violent crime rate and scopes of services of the listed programs are greater in the studied cities, the idea of having an intervention program for gang and youth violence with the goal of reducing retaliation, injuries and rearrest may prove useful. This issue may fit within the scope of the School Law Group that currently meets monthly.

This recommendation is also a way to involve public health and other services that can play an important role in the response to gangs. Data from the County of Napa indicates that substance use is much higher among gang and former gang identified youth than non-gang youth. The County currently has the Wolfe Center that provides substance abuse treatment and other services to youth. However, at its current funding level, the Wolfe Center cannot meet the

service needs of the youth community. As the State continues to reduce funding available for health and human services, especially drug treatment, stakeholders may want to identify grants or other funding sources to maintain existing substance abuse treatment programs for youth.

- Trauma Intervention Program (<http://www.tipnational.org/home1.htm>)
- Teens on Target and Caught in the Crossfire (<http://www.youthalive.org/tnt/>)

Key Finding 8: There is a consensus among criminal justice system experts that more prevention and intervention is needed.

Exhibit 67 displays the results of a survey conducted among a sample of stakeholders in Napa County. While the sample size was relatively small, the purpose of the survey was to identify differing attitudes and beliefs among stakeholders working with gang and youth violence issues. Law enforcement and non-law enforcement stakeholders differed slightly in their interpretations of the correct balance of prevention, intervention, and suppression. All experts, however, agreed that suppression should only be one piece of the community's response to gangs and acknowledged that without all three components, the County cannot be successful. Job opportunities, law enforcement/community group cooperation, role models, and suppression were identified as the most effective responses. The most important finding from this is that there is considerable consensus about the important things to do in responding to gangs, particularly in the area of prevention. This finding is consistent with the criminal justice data that shows a less severe gang problem than in surrounding communities as well as the Youth Risk Behavior Survey that shows the need for prevention services.

Exhibit 67: Responding to Gangs: Differences Between Law Enforcement and Non-Law Enforcement Gang Experts

	Law Enforcement		Non-Law Enforcement
What is the right balance between the following:			
Suppression	43%	*	28%
Intervention	20%		26%
Prevention	40%		49%
Rank of most important effective responses to gangs	Mean response : RANGE: 1 (most)- 3(least)		
	Law Enforcement		Non-Law Enforcement
1 Job opportunities	1.6	*	1.1
1 Cooperation between law enforcement and community groups	1.5	*	1.1
1 Better role models in the community	1.3		1.4
4 Family treatment	1.6		1.3
5 Better schools	1.8	*	1.2
6 Vigorous arrest and prosecution of gang members	1.4		1.6
7 Cooperation among community groups	1.9	*	1.2
8 Community task forces	1.6		1.7
9 Church activities	1.7		1.7
10 Crisis intervention	2.1	*	1.4

* p< .05, significant differences between law enforcement and non-law enforcement responses

Recommendation 8: Build on current stakeholder efforts to develop a more formal coalition consisting of representatives from various organizations invested in the well being of local youth.

Gangs pose a problem that no social institution can battle alone. While there is currently a stakeholder group meeting bi-monthly to share information and oversee the current Gang Violence Suppression Grant managed by the District Attorney, it is recommended that a working group of high level policymakers and community individuals come together in a more formalized manner to address the interests of at-risk and gang youth. The ultimate goal of the coalition should be to find, develop, and implement solutions to steer youth away from gangs

and violence. This coalition should consist of management level representatives from schools, the police and sheriff's departments, probation, local government, private sector businesses, community groups, the faith community, and concerned citizens. Collaboration, networking, and information sharing are critical and central to the effectiveness of this coalition. Most communities do not have such a formal system in place; rather, informal networks are used to navigate between organizational hurdles. This coalition could serve as the platform for additional goals, such as (1) developing and guiding recommendations for addressing gangs and youth violence, (2) informing the logistics of interventions, (3) seeking and obtaining external funding sources, (4) acting as a steering committee to allocate monies, (5) monitoring the status of the system (e.g., school surveys, police arrests, youth and gang conflicts, controlling the administration of services) and (6) overseeing the implementation of the recommendations included in this report. A coalition of this sort is the first, and smaller, step in dealing with an extensive, and larger, problem.

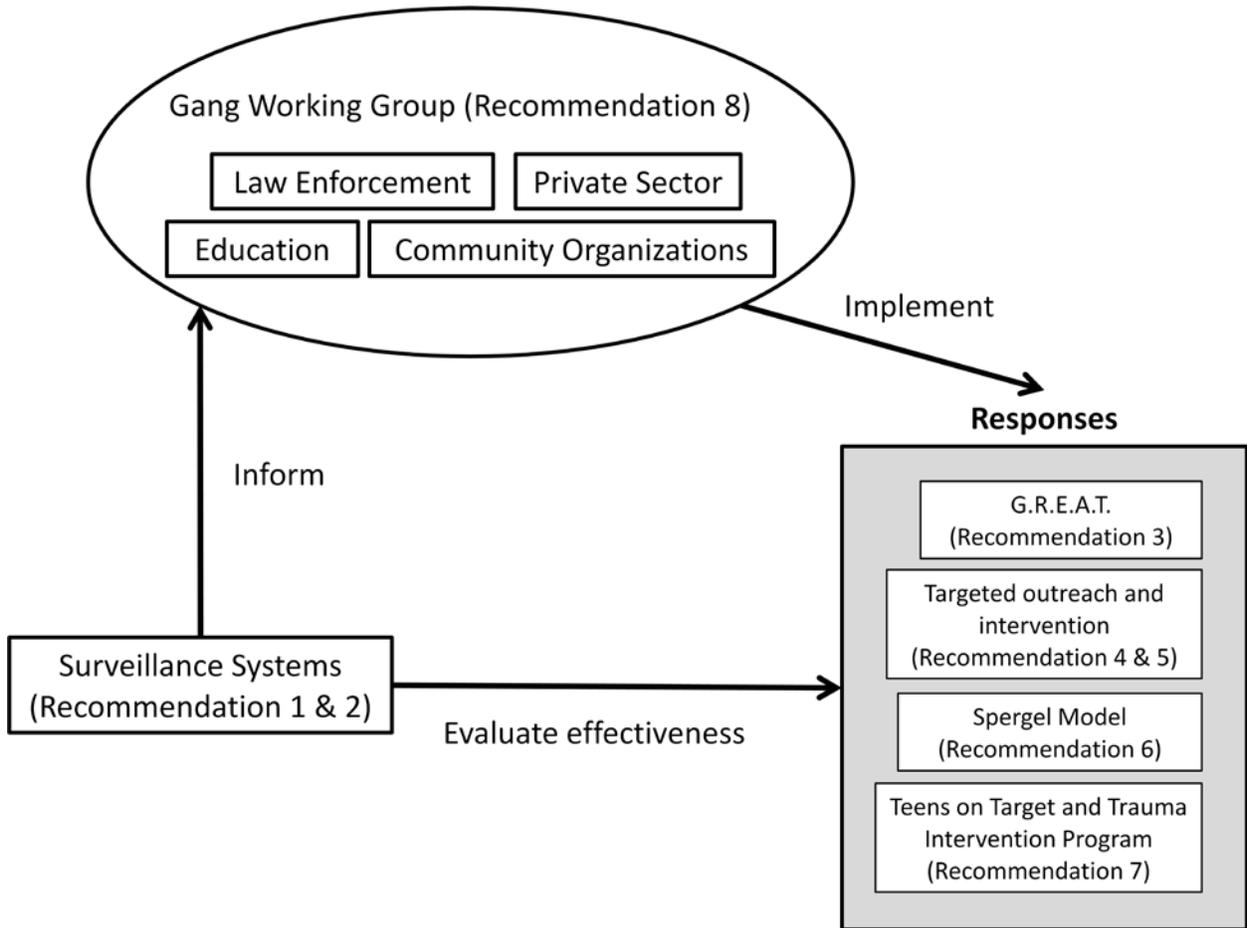
- California Cities Gang Prevention Network (<http://www.ccgpn.org/>)

Putting It All Together

Eight major findings and corresponding recommendations have been outlined. These recommendations should not be considered in isolation. An effective response to gangs in Napa County will continue to require a coordinated effort. There are many activities currently taking place in that can be built upon and integrated into the larger response to gangs. For example, there are after school programs that could be better targeted and supported by a broad coalition of concerned citizens and parents. Below is a diagram integrating the eight recommendations. Our eighth recommendation is the formalization of a gang working group/coalition. This group would provide an opportunity for all stakeholders to come together and to help increase

information sharing. The partnerships created through this group will allow suppression-oriented responses (e.g., police, probation) to be coordinated with prevention and intervention efforts, and vice-versa. Additionally, the monitoring systems outlined in recommendation one, and the steps toward improved data collection in recommendation two, will inform the gang working group on the current risk and protective factors related to gang involvement. The monitoring systems will be further useful as tools to evaluate the effectiveness of responses recommended by the working group. A consistent, coordinated response to gangs will pay dividends in both the short and the long term. The County of Napa has a number of assets it can draw on, including the current Task Force that can lead the development of these responses. Such leadership will be a key to successfully addressing current challenges and those that lie ahead.

Diagram of integrated response



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Data Sources

The current analysis examines seven different data sources. The following data are examined:

- Napa County Healthy Kids Survey, 2008
- CalGang, 1997 - 2009
- Napa County District Attorney's Office, 2007 - 2009
- Napa County Jail Records, 1985 - 2009
- Napa County Juvenile Probation, 2007 - 2009
- Napa County Adult Probation, 2007 - 2009
- Napa County Expert gang Survey, 2009

A description of each data source and the major findings from those data are presented in the following sections. After each data source is examined, a section is presented comparing the data sources. While each of these sources independently are not adequate for assessing the extent of Napa County's gang problem, taken together they corroborate one another and provide a more accurate picture.

Other sources referenced in this report include:

- National Youth Gang Center, Office of Juvenile Justice and Delinquency Prevention (www.nationalgangcenter.gov/)
- Napa County Grand Jury 2008-2009, Final Report on Napa Valley Gangs
- Klein, Malcolm W., and Cheryl L. Maxson. (2006). *Street gang patterns and policies*. New York: Oxford University Press.
- U.S. Census Bureau (2008) American Community Survey ([http://factfinder.census.gov/home/saff/main.html? lang=en](http://factfinder.census.gov/home/saff/main.html?lang=en))

Section 1: Napa County Healthy Kids Survey, 2008

The California Healthy Kids Survey is administered by the California Department of Education. The purpose of the survey is to collect information with regard to physical health, substance use, offending and victimization, and other risky behaviors among school-age youth in California school districts. For the present analyses, information was collected during Fall, 2008, from 7th, 9th, and 11th grade students in Napa County school districts. The following highlights differences between youth who reported currently in a gang, formerly in a gang, and youth who have never been in a gang examines the impact of gang membership on risky behaviors.

Key findings:

- Current and former gang members are much more likely to use alcohol and marijuana in the past 30 days than non-gang youth
- Hispanics are overrepresented as former and current gang members
- Nearly 1/3 of Napa County youth report hanging out with gang members
- Gang members are much more likely to report feeling unsafe at school than non-gang youth

Exhibit 1: Napa County Healthy Kids Survey: Comparing Napa County Youth by Gang Membership Status

		Non-gang youth	Former gang	Current gang	Full Sample
% (N)	*	82% (2941)	7% (227)	8% (272)	100% (3593)
Age (in years)	*	14.08	14.74	14.61	14.14
Male	*	46%	57%	64%	50%
Race ¹	*				
White		34%	13%	20%	32%
Latino		42%	67%	52%	45%
Black		4%	6%	9%	4%
Asian		10%	5%	10%	10%
Native-American		4%	5%	6%	4%
Mixed/Other		6%	4%	5%	6%
School District	*				
Napa Valley USD		87%	7%	7%	87% (2974)
St. Helena USD		89%	5%	6%	8% (281)
Calistoga USD		75%	7%	18%	4% (121)
Napa COE		42%	20%	38%	2% (64)
Substances					
Alcohol Use (last 30 days)	*	22%	53%	49%	27%
Marijuana Use (last 30 days)	*	12%	39%	42%	17%
Talk to parents about substances	*	45%	52%	56%	46%
School safety	*				
Safe/very safe		67%	52%	52%	65%
Neither safe, nor unsafe		29%	41%	32%	30%
Unsafe, very unsafe		4%	6%	17%	5%
Gang-associate					
Hang out with gang members	*	30%	81%	71%	37%
Gang victimization	*				
Ever victimized by gangs/gang member		6%	50%	37%	12%
Not sure		4%	5%	11%	5%
Never been victimized by gangs		90%	46%	53%	84%

* $p < .05$; There are significant differences between non-gang and gang youth

Source: Napa County Healthy Kids Survey, 2008 (N=3,593)

Not all percentages equal to 100% due to rounding

Some subjects did not respond to all questions; thus, percentages reflect the amounts excluding missing values

¹With regard to race/ethnicity, the subjects were coded in the following manner. The Healthy Kids Survey allows students to report involvement in multiple races/ethnicities, and as a result a number of students followed this approach. If a student reported a race (e.g., white) and ethnicity (e.g., Hispanic) then ethnicity was used as the defining category. If two races were chosen (e.g., white and black), the minority race was chosen as the defining category.

Exhibit 2: Gang Membership Status in Napa County School Districts

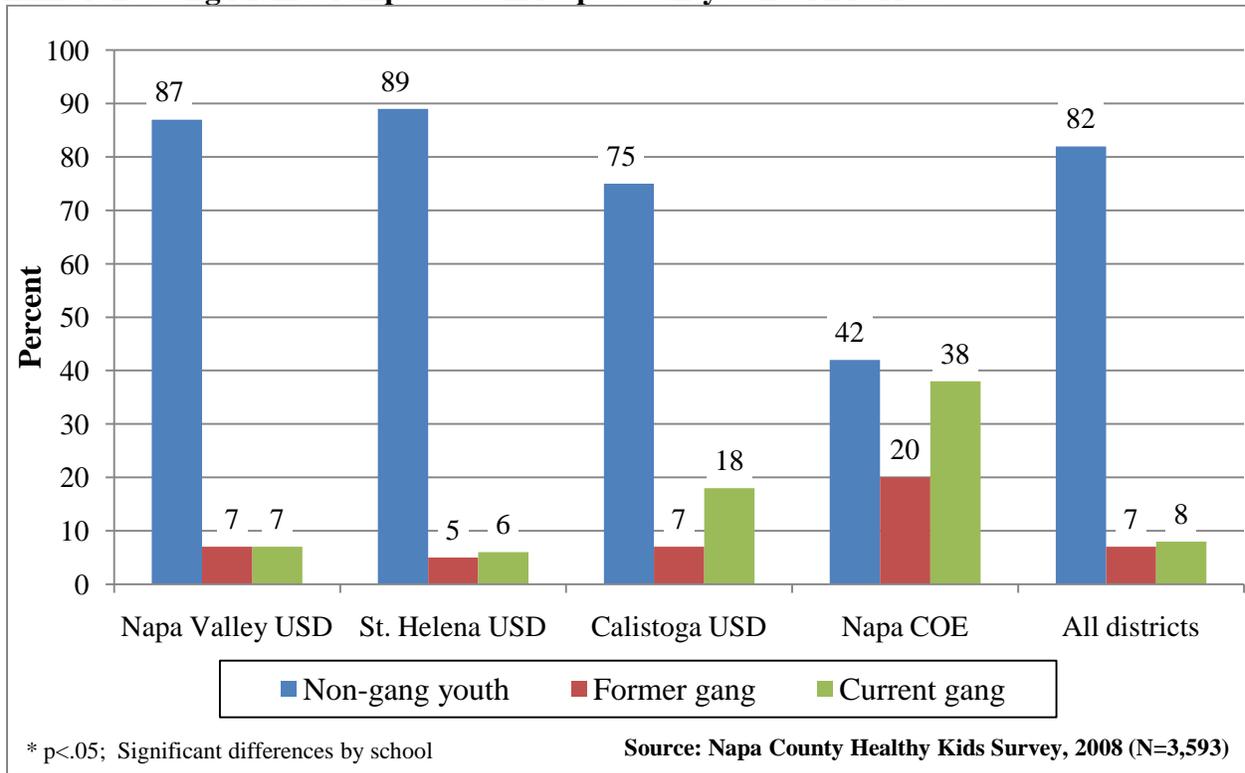


Exhibit 3: Gang Membership Status by Race/Ethnicity

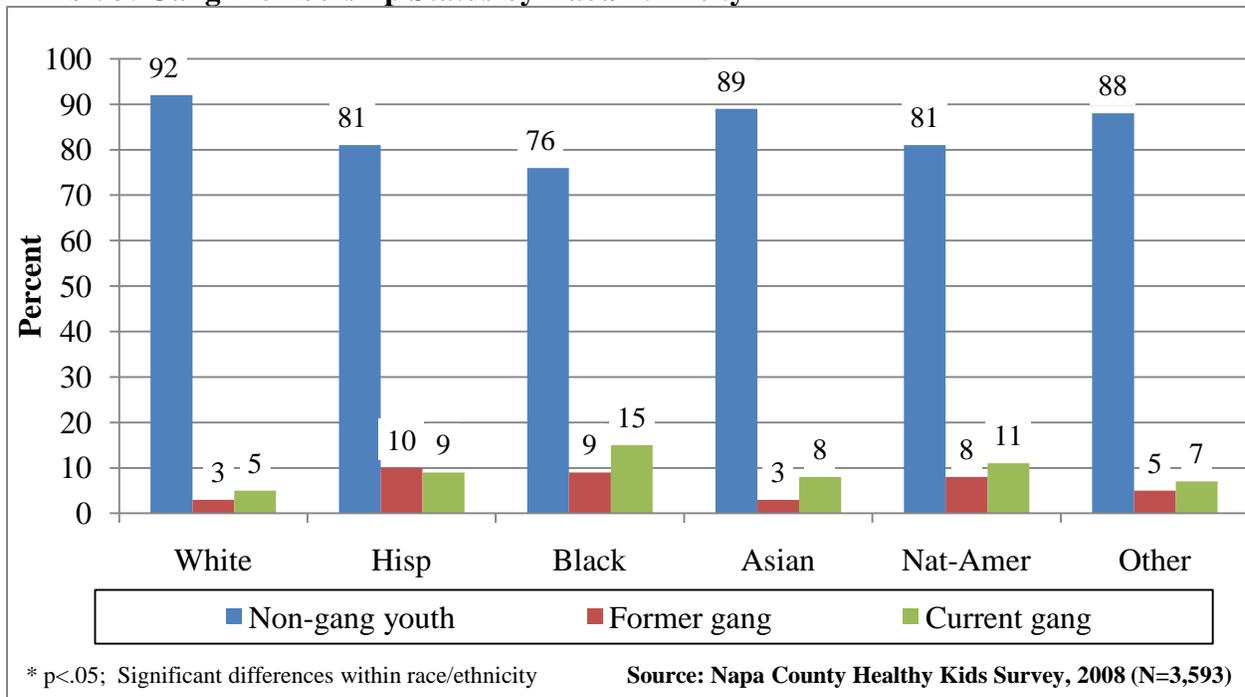


Exhibit 4: Race/Ethnicity by Gang Membership Status

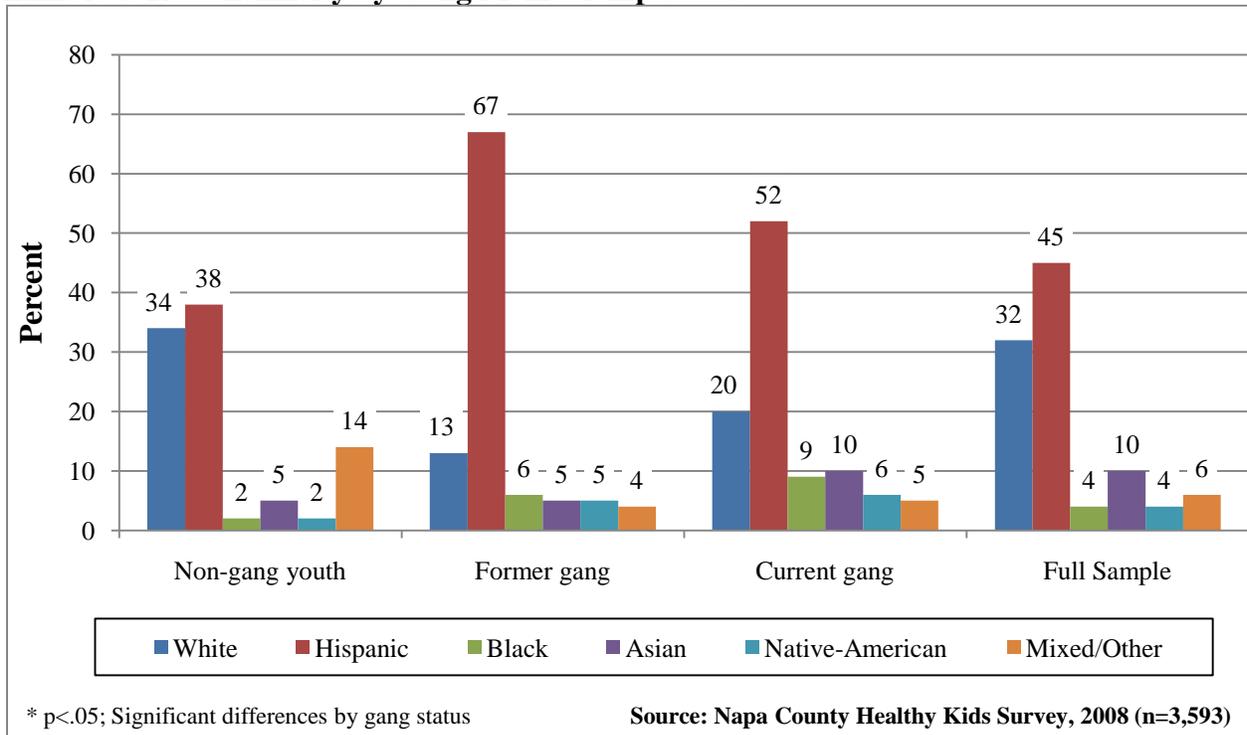


Exhibit 5: Gang Membership Status by Gender

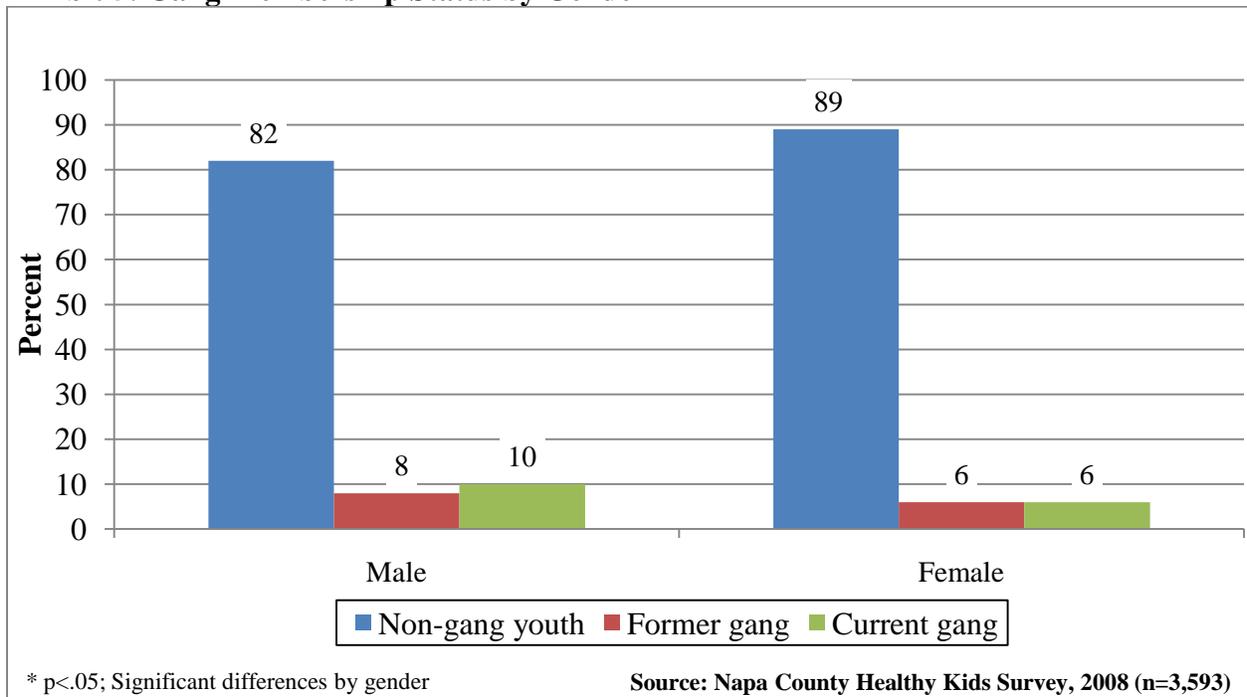


Exhibit 6: Gender by Gang Membership Status

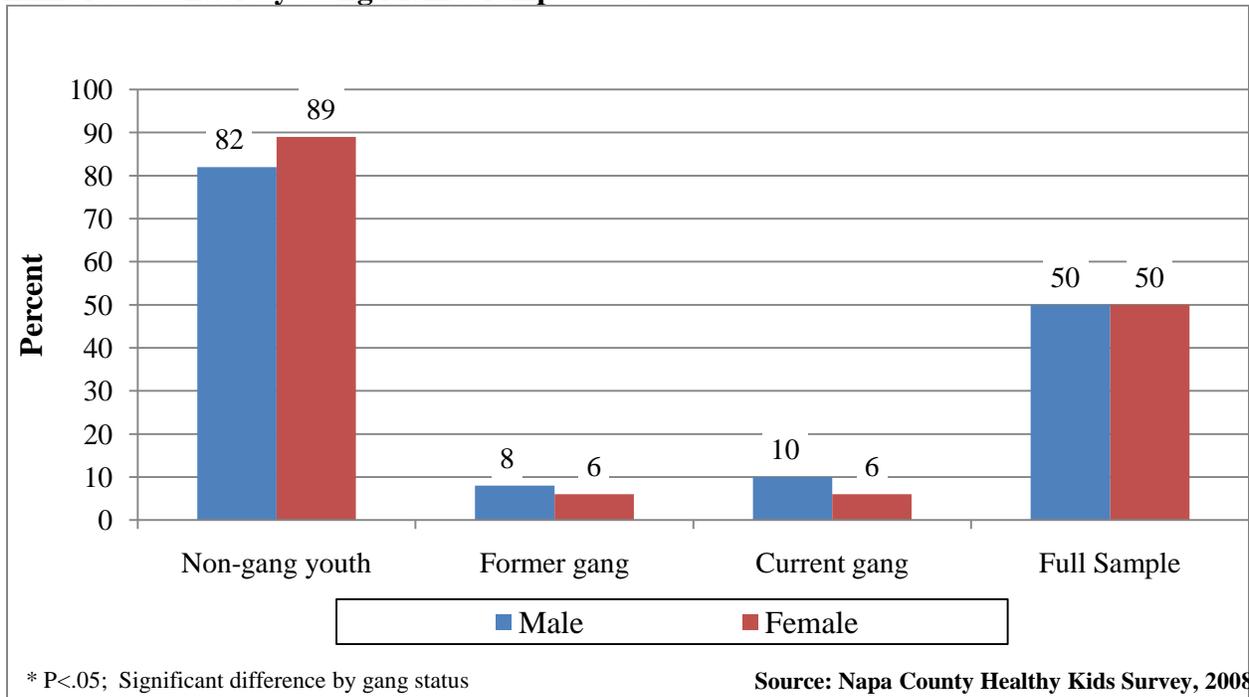


Exhibit 7: Substance Use by Gang Membership Status Among School Youth

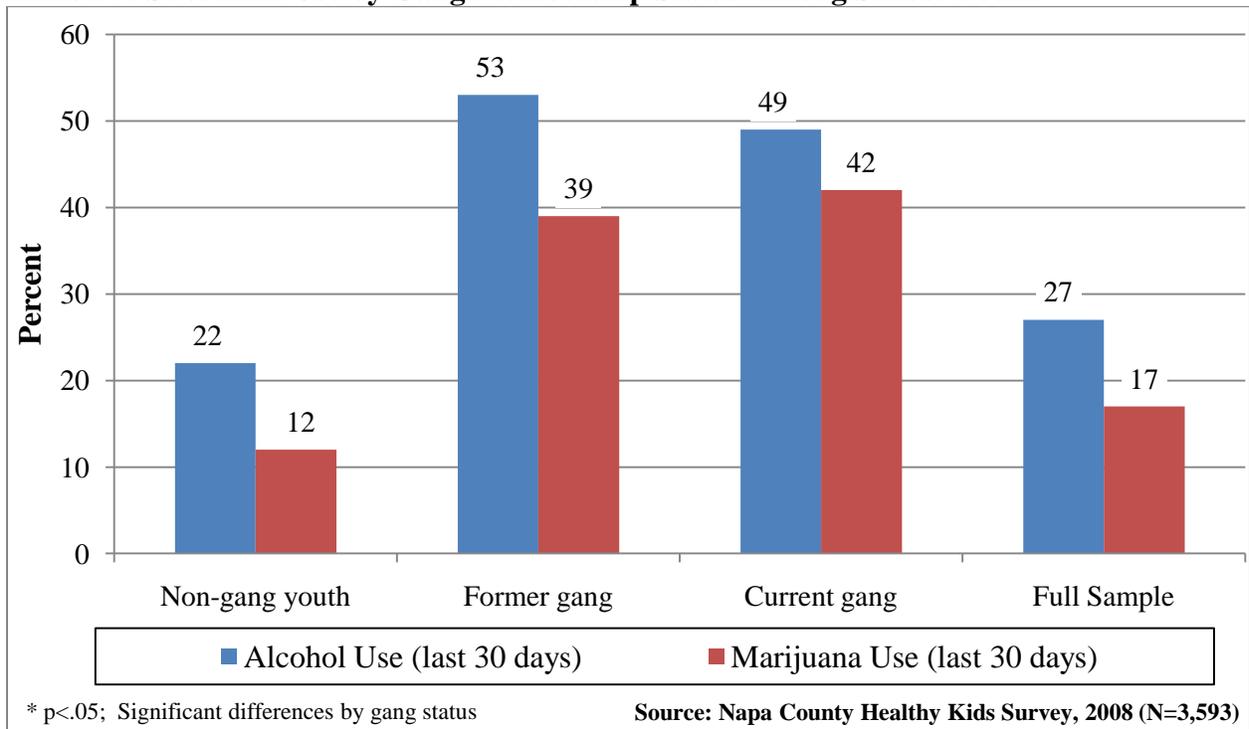


Exhibit 8: Perceptions of School Safety by Gang Membership Status Among School Youth

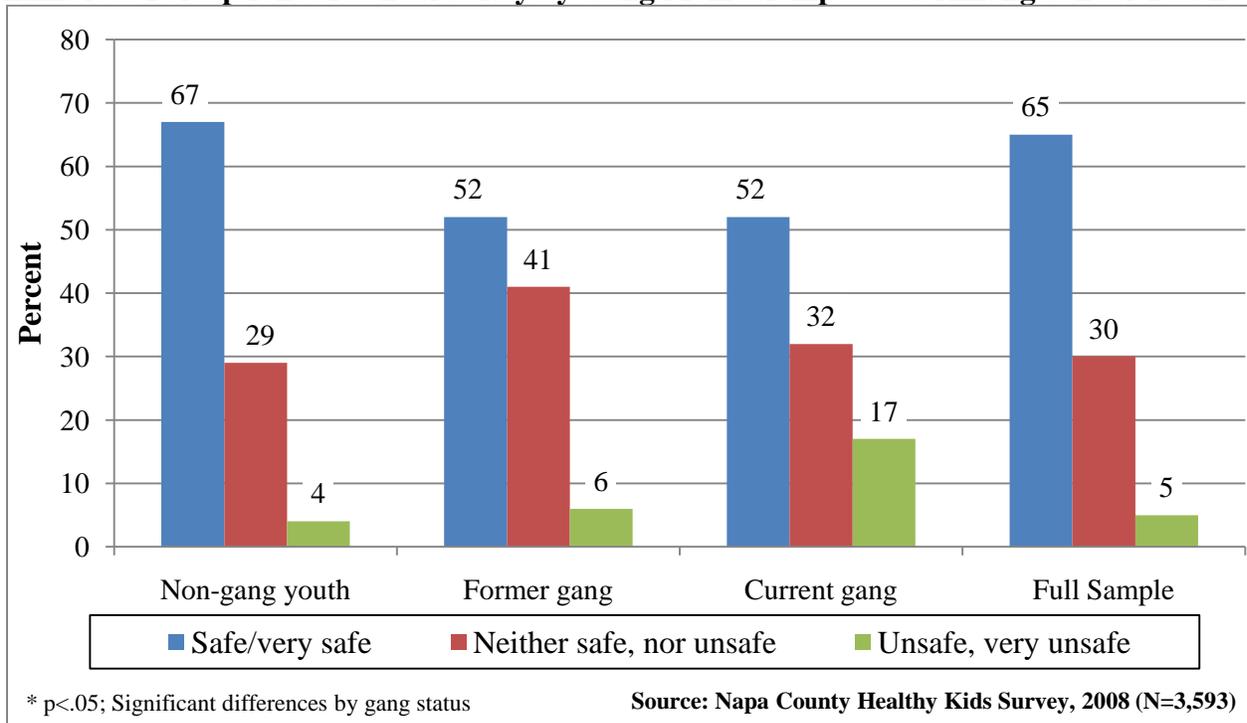
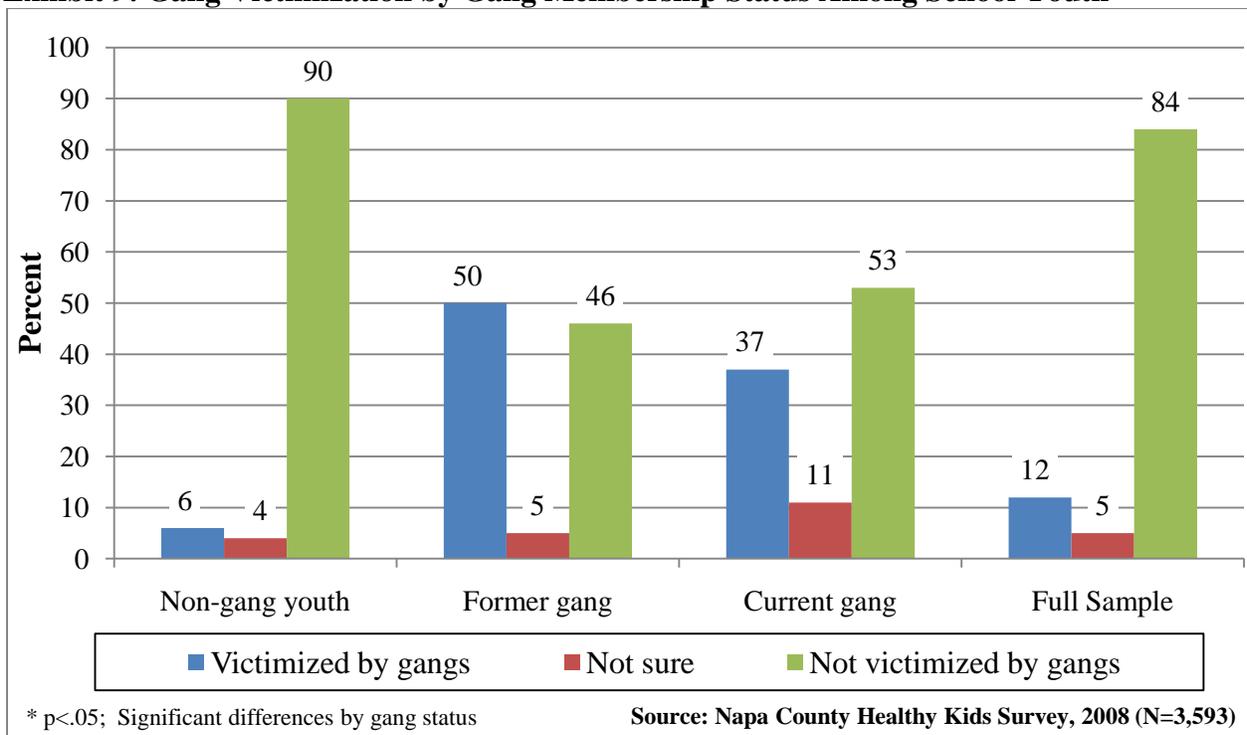


Exhibit 9: Gang Victimization by Gang Membership Status Among School Youth



Section 2: CalGang, 1997-2009

CalGang is a database consisting of law enforcement records based on the statistics of individuals identified as gang members. The following analysis examines records between 1997 and 2009 in the County of Napa. Demographic information such as age, gender, and race, as well as time-specific information such as date and year of arrest is the focus on the analysis.

Key findings:

- Arrests of gang members showed a steady increase between 2001 and 2007, with a sharp decline in 2008.
- The most gang arrests occurred on Fridays (24.4%), followed by Saturday (17.6%).
- Regardless of age, arrestees were most likely Hispanic (83%) (Exhibit 12) and male (89%).

Exhibit 10: Number of Napa County Gang Net Arrests by Month

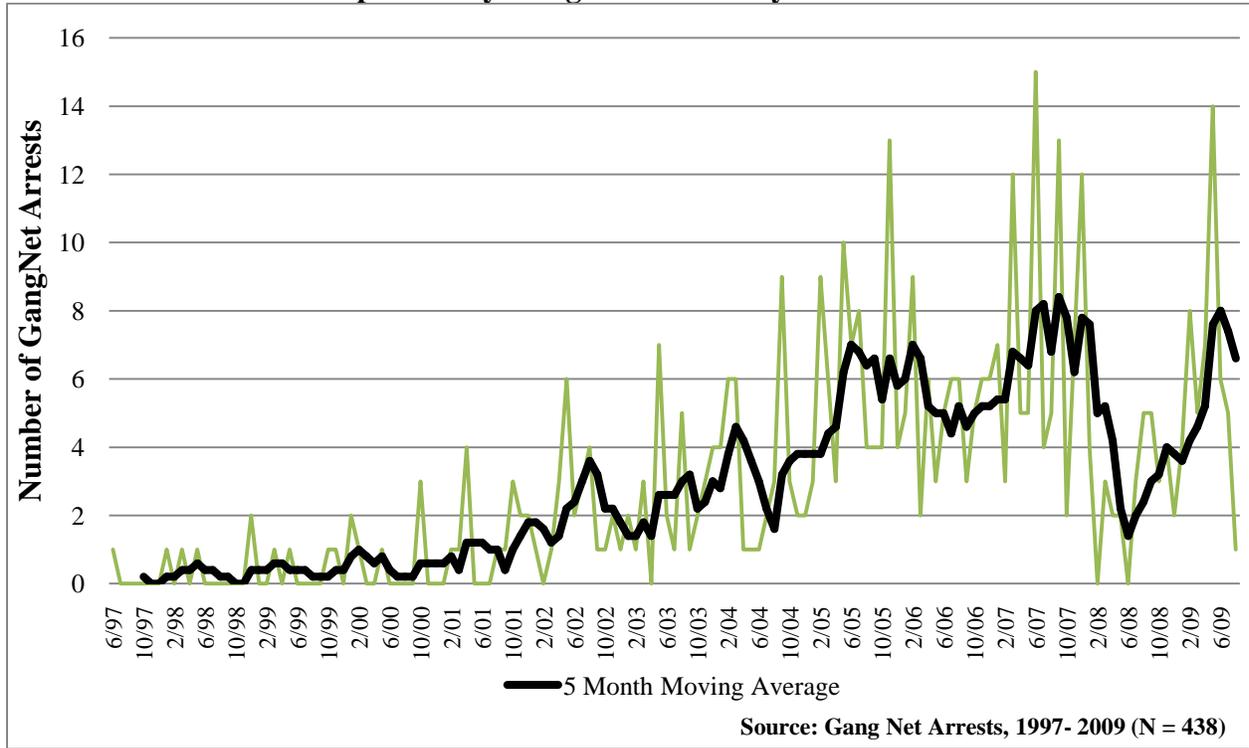


Exhibit 11: Percentage of Napa County Gang Net Arrests Occurring Each Day of the Week

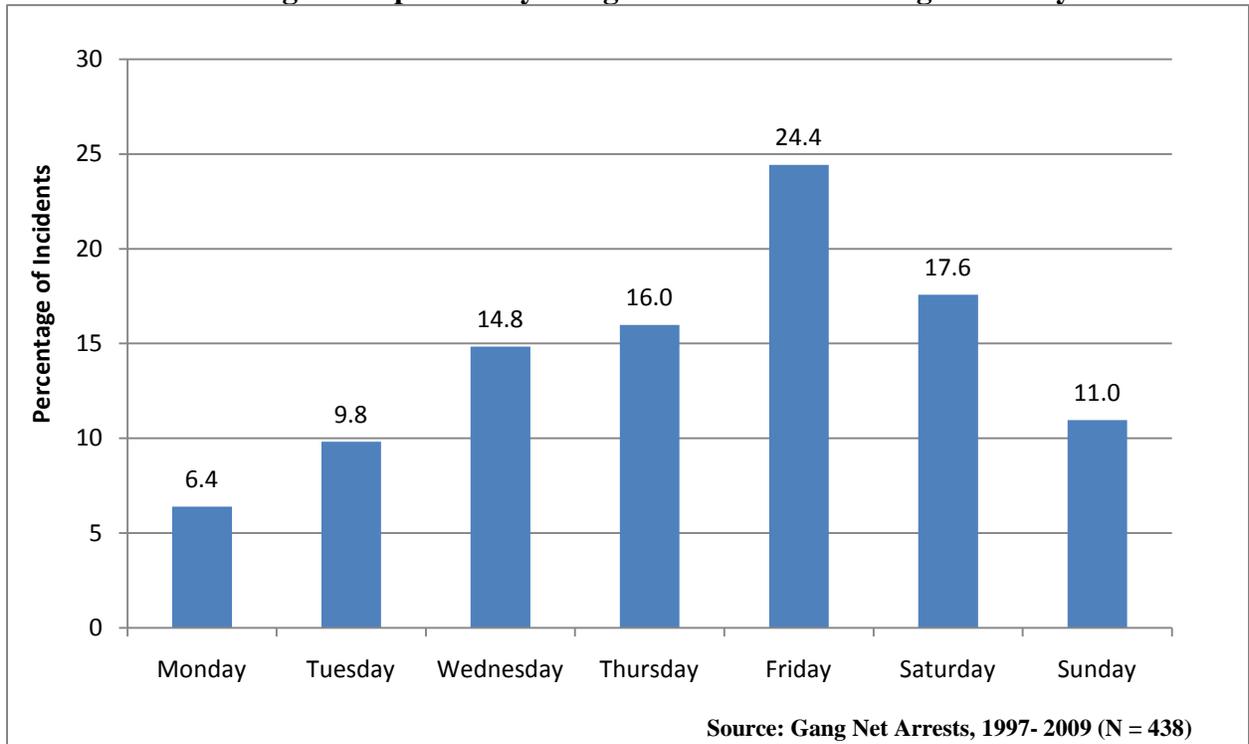


Exhibit 12: Race/Ethnicity by Age of Napa County CalGang

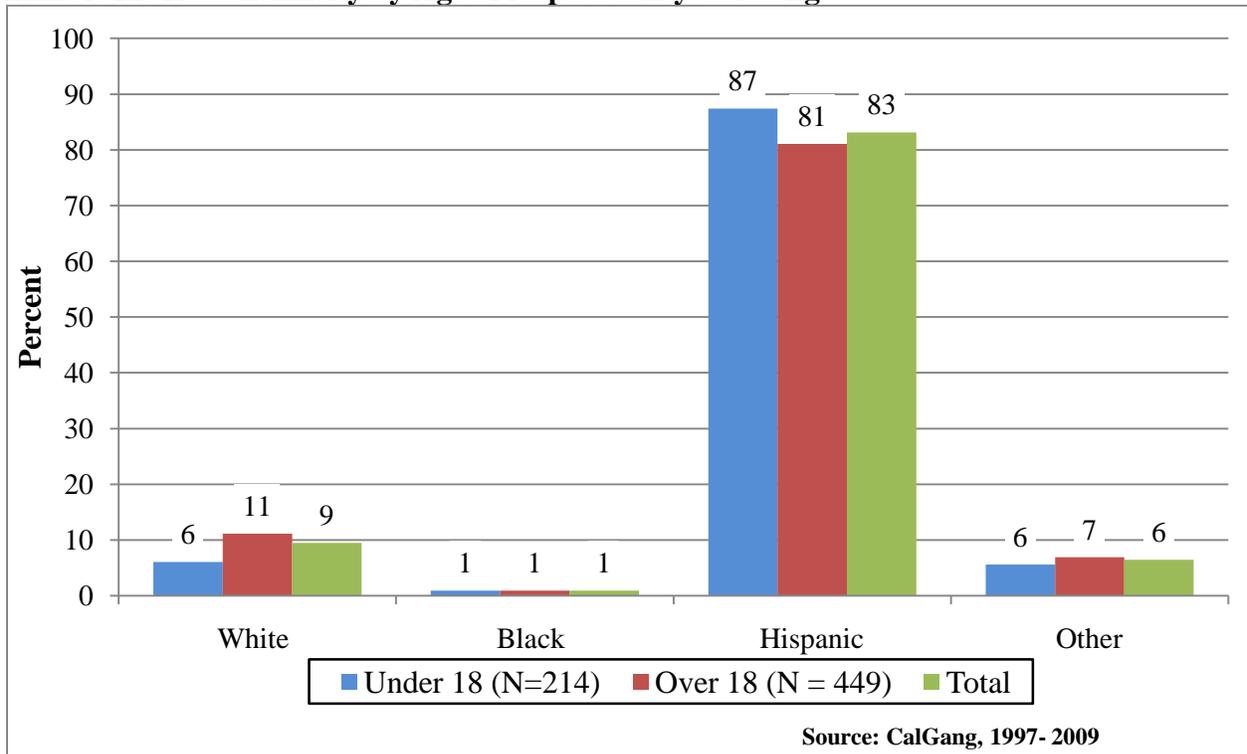
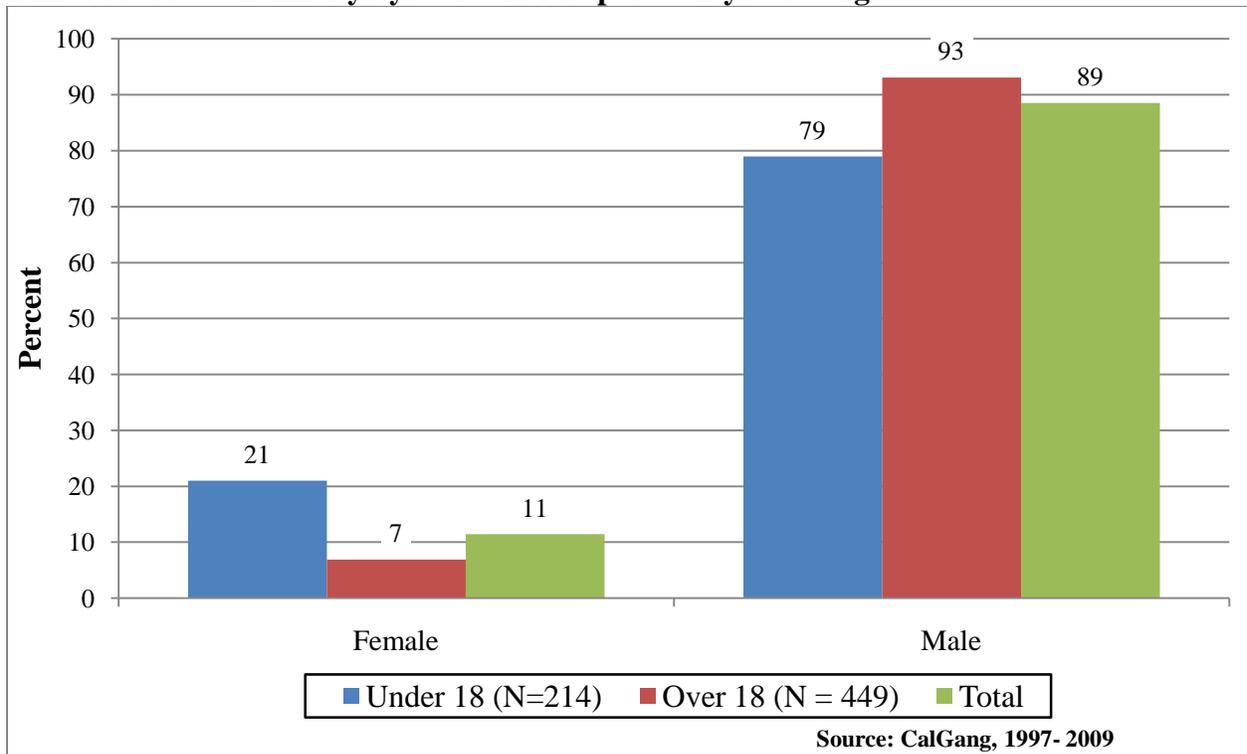


Exhibit 13: Race/Ethnicity by Gender of Napa County CalGang



Section 3: Napa County District Attorney’s Office, 2007 – 2009

This dataset was compiled by the Napa County District Attorney based on juvenile and adult gang member cases processed from 2007 to 2009. The integrated management system, known as CJIMS, was used to collect this information. This system is maintained by the District Attorney’s Office and includes relevant offender and case information. The following analyses focus on case outcomes, charge seriousness (felony or misdemeanor), and demographic information for 62 juvenile and 66 adult gang cases.³

Key findings:

- Juvenile
 - All juvenile gang cases involved males
 - Over 9 out of 10 cases involved Hispanics
 - 9 out of 10 cases were felony cases
 - The Napa police department was the source agency for most of the cases
- Adult
 - All but two of the cases involved males
 - Approximately 9 out of 10 cases involved Hispanics
 - Nearly 9 out of 10 cases were felony cases
 - The Napa police department was the source agency for most of the cases

³ Some tables in this section indicate there were more subjects than noted here. For the individuals who came into contact with the District Attorney’s office multiple times in the course of the timeframe, they were only included once in relevant situations (e.g., demographics).

Juvenile Gang Cases

Exhibit 14: District Attorney's Office Juvenile Gang Cases

	Mean	SD
Age	16.35	1.88
Male	100%	
Race		
White	7%	
Hispanic	92%	
Black	0%	
Other	2%	
Citizenship		
US	76%	
Mexico	10%	
Other	15%	
Felony Cases	90%	
Misdemeanor Cases	10%	
Mean # of CJIMS Events	3.44	3.05

Source: Napa County District Attorney's Office, 2007 -2009 (N= 62)

Exhibit 15: District Attorney's Office Juvenile Gang Cases by Agency Source

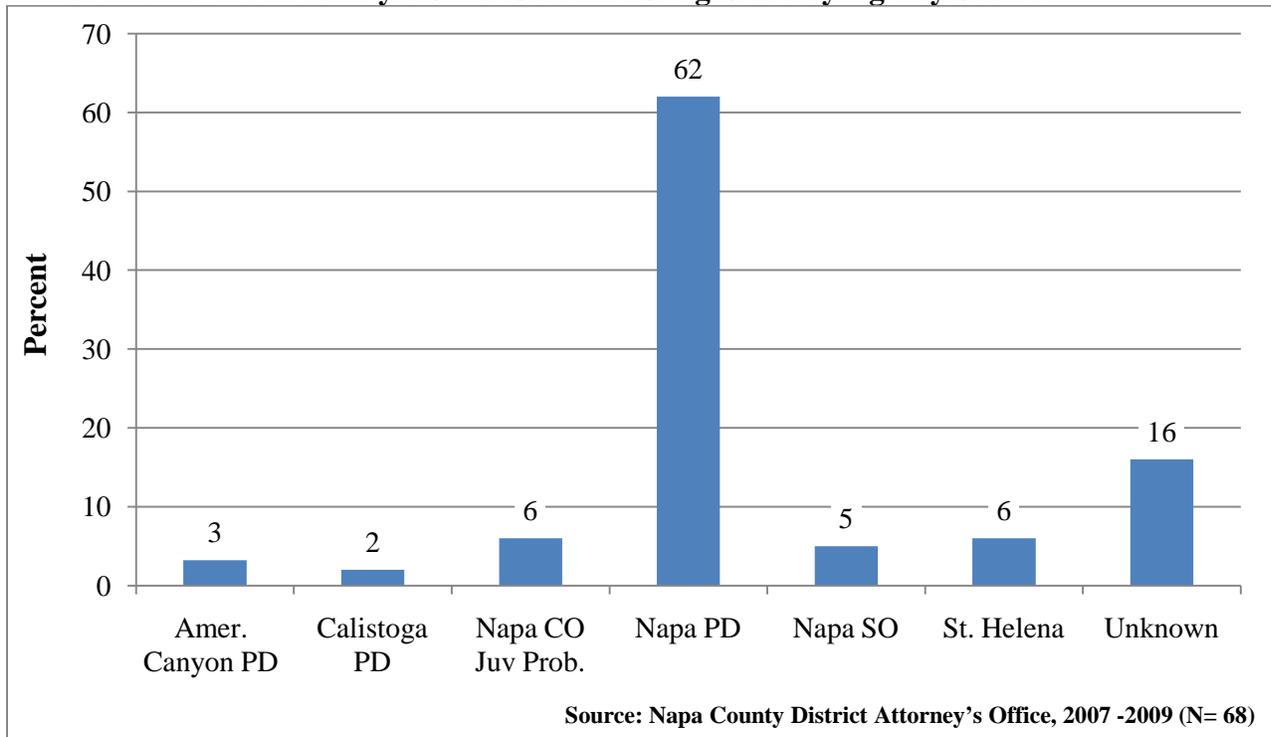
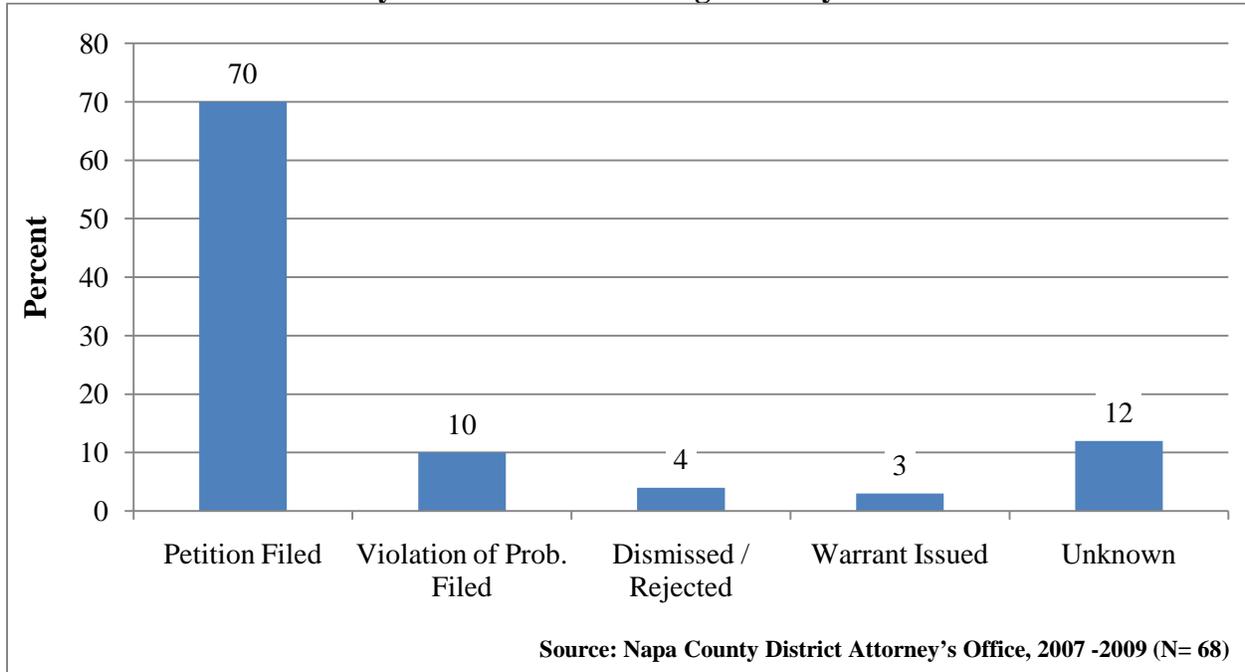


Exhibit 16: District Attorney's Office Juvenile Gang Cases by Case Status



Adult Gang Cases

Exhibit 17: District Attorney's Office Adult Gang Gases

	Mean	SD
Age	21.14	2.80
Male	97%	
Race		
White	12%	
Hispanic	86%	
Black	2%	
Other	0%	
Citizenship		
US	74%	
Mexico	26%	
Other	0%	
Felony Cases	85%	
Misdemeanor Cases	15%	
Mean # of CJIMS Events	3.77	3.36

Source: Napa county District Attorney's Office, 2007 -2009 (N= 66)

Exhibit 18: District Attorney's Office Adult Gang Cases by Agency Source

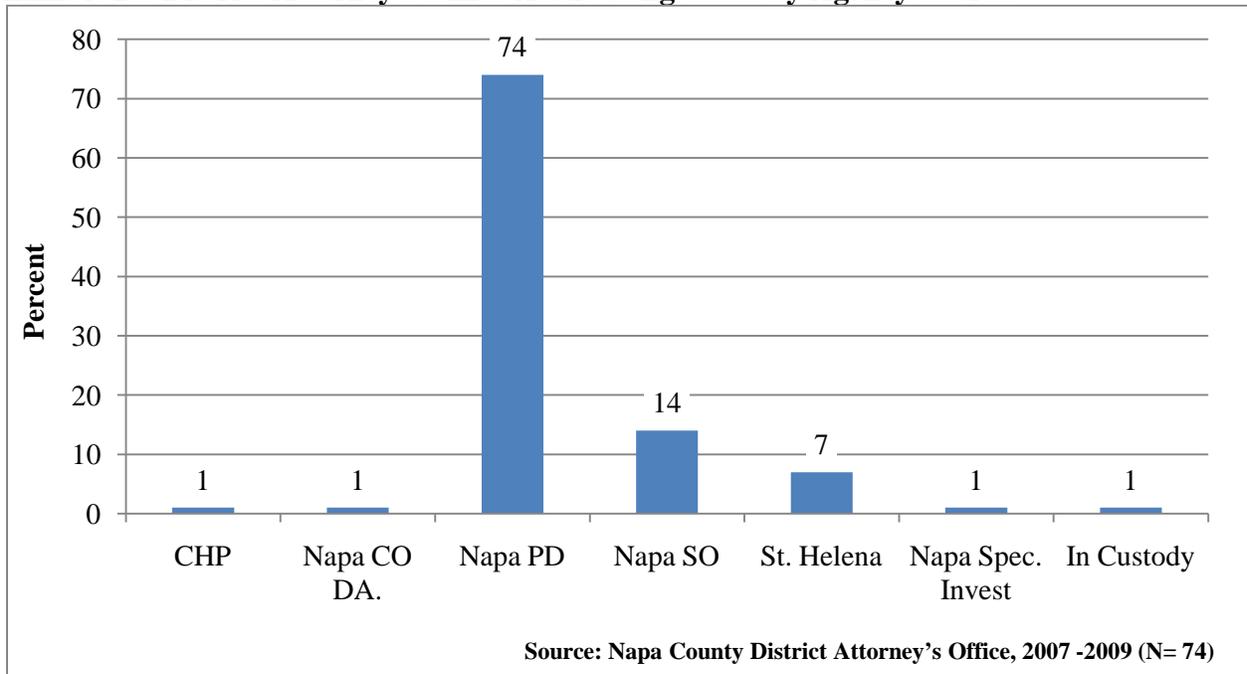
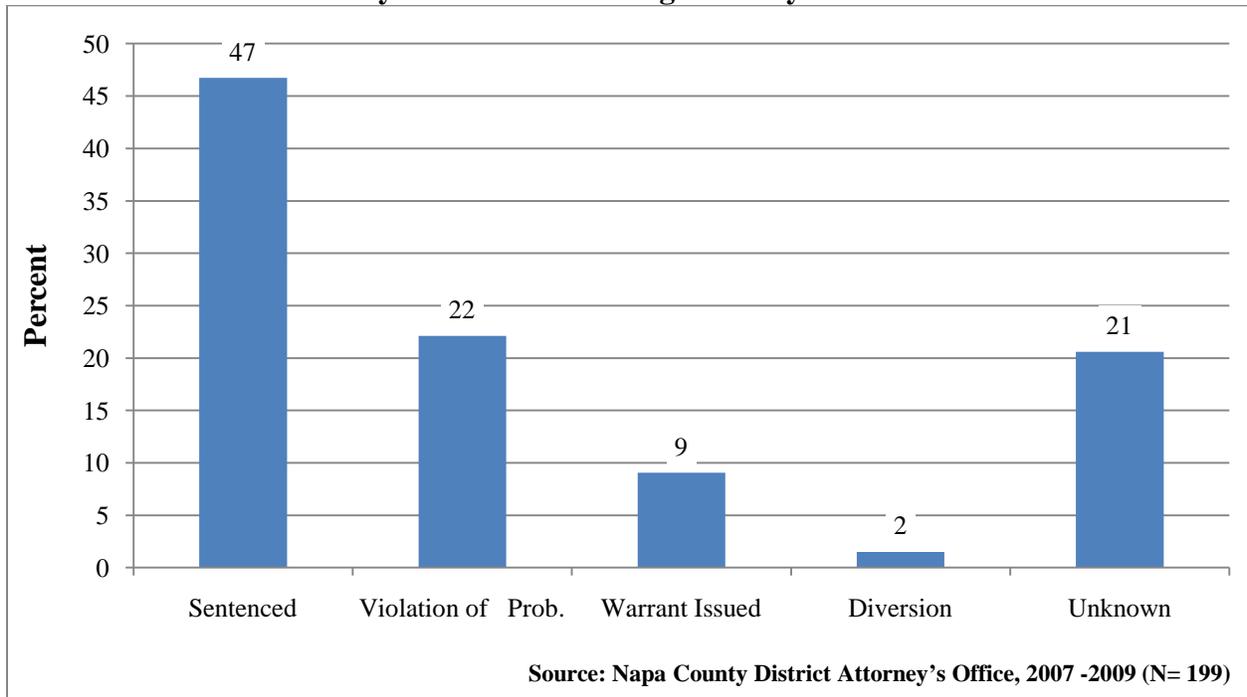


Exhibit 19: District Attorney's Office Adult Gang Cases by Case Outcome



Section 4: Napa County Jail Records, 1985-2009

This dataset includes information from the Napa County Jail on gang affiliation among inmates classified in the county jail between 1985 and 2009. Gang affiliation is recorded by classification officers as part of the intake process and is determined by staff perceptions or observations, direct information from the inmate, and/or information from other criminal justice system officers. These records also included information such as demographics, year of classification, and criminal justice system events such as arrests or probation/parole violations. Gang affiliation was recorded for 1,029 inmates and the following analyses are based on that information.

Key findings:

- More than 9 out of 10 gang members classified in the jail were males.
- 2 out of every 3 gang members were U.S. citizens.
- Only 5 percent of gang members were a race/ethnicity other than Hispanic (73 percent) or White (22 percent).
- White gang members had more extensive criminal histories than other racial/ethnic groups, and averaged more criminal justice system events per year.
- The number of inmates documented as gang members rose steadily starting in 1992, from around 10 gang member documentations to a peak of over 100 in 2006.
- Adults younger than 30 and Hispanics drive the yearly gang member classification trend.
- 9 percent of gang members account for 18 percent of criminal justice system events.
- The average number of criminal justice system events per year decreases by over 75 percent from 19 to 25 years of age.

Exhibit 20: Citizenship Status of Gang Members in the Napa County Jail

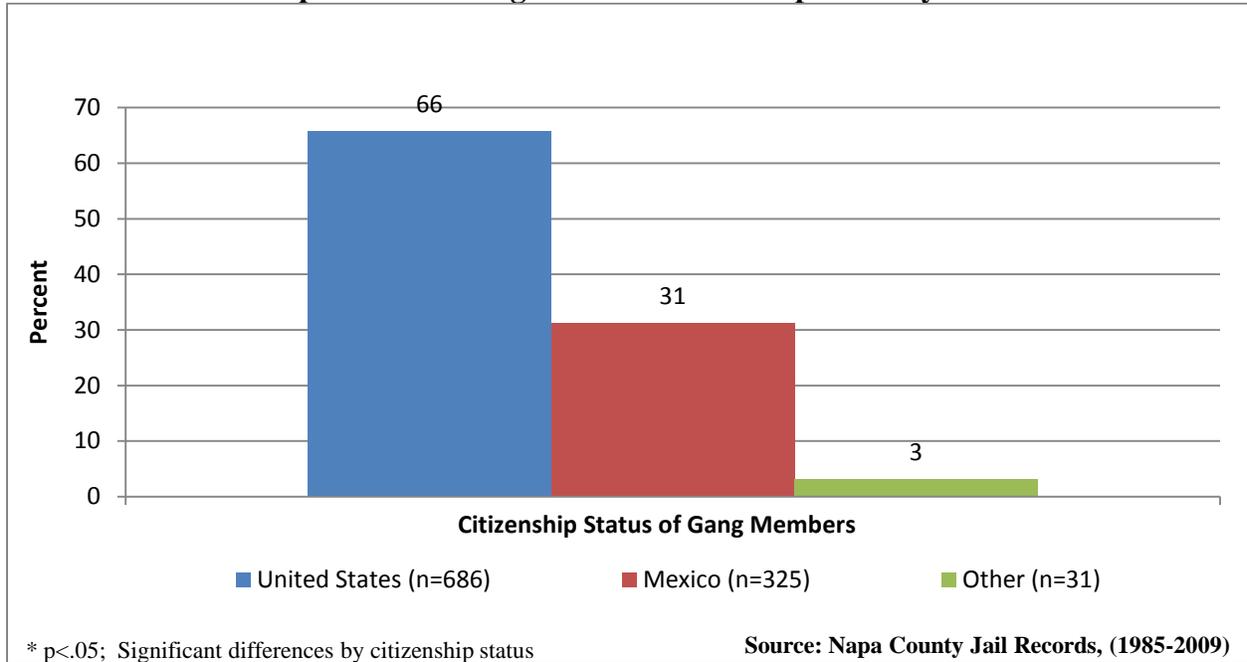


Exhibit 21: Racial/Ethnic Demographics of Gang Members in the Napa County Jail

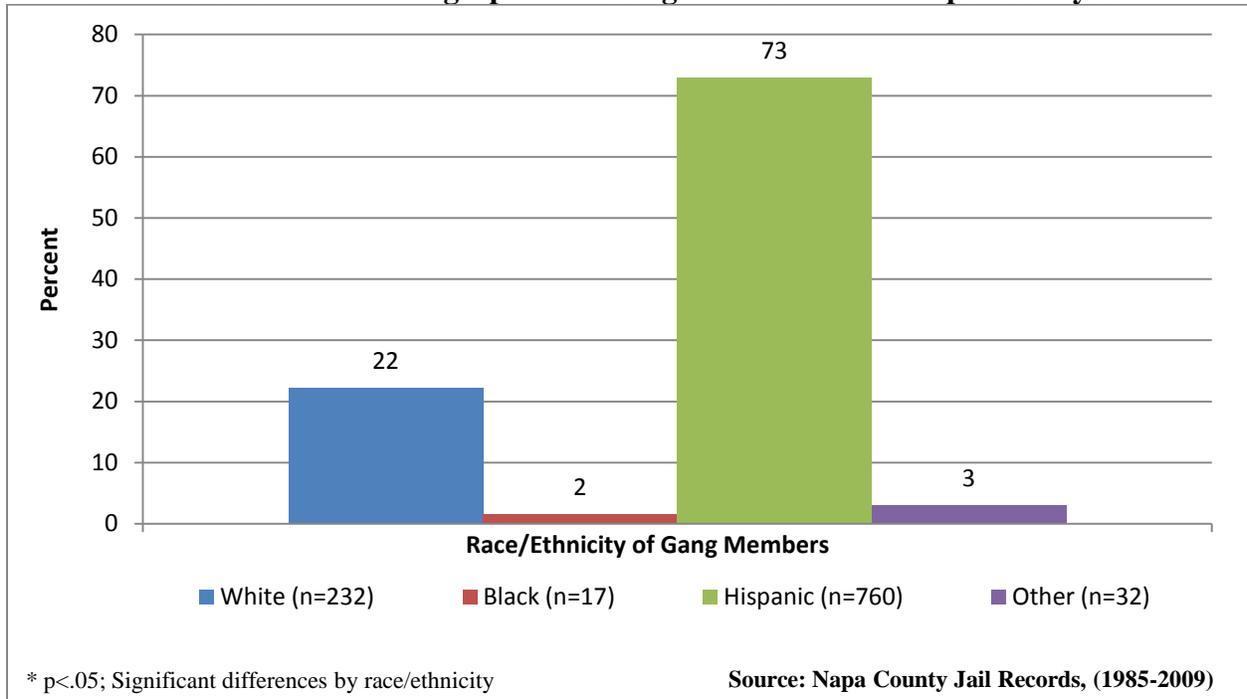


Exhibit 22: Gender Differences for Gang Members in the Napa County Jail

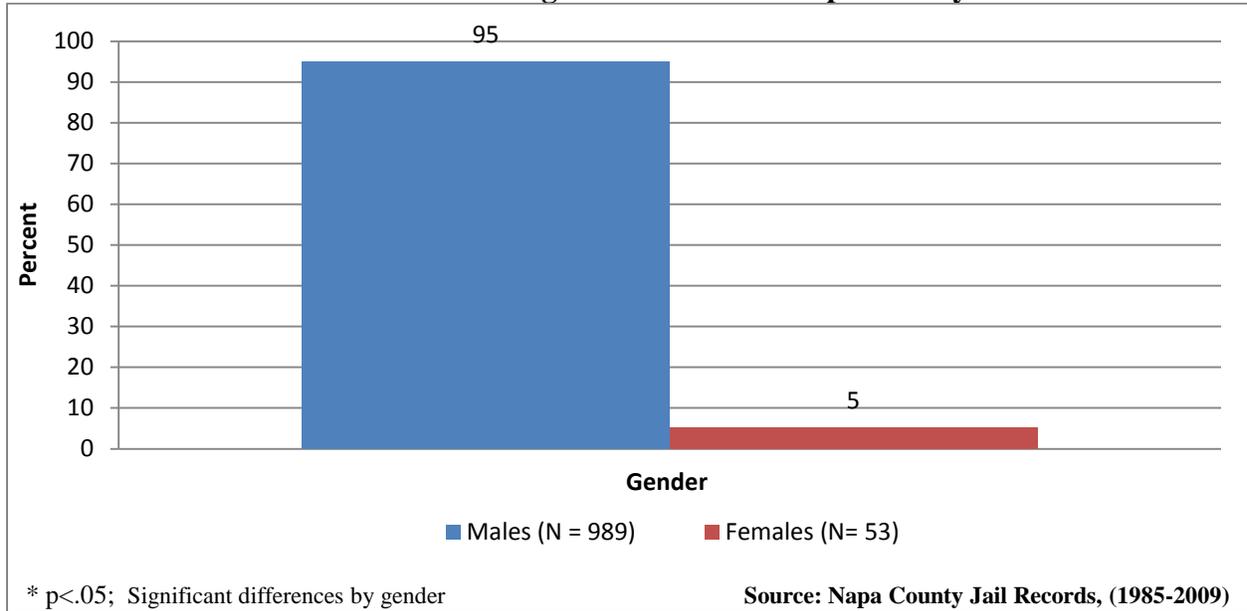


Exhibit 23: Prevalence of Weapons Charges at Contact by Race/Ethnicity for Gang Members

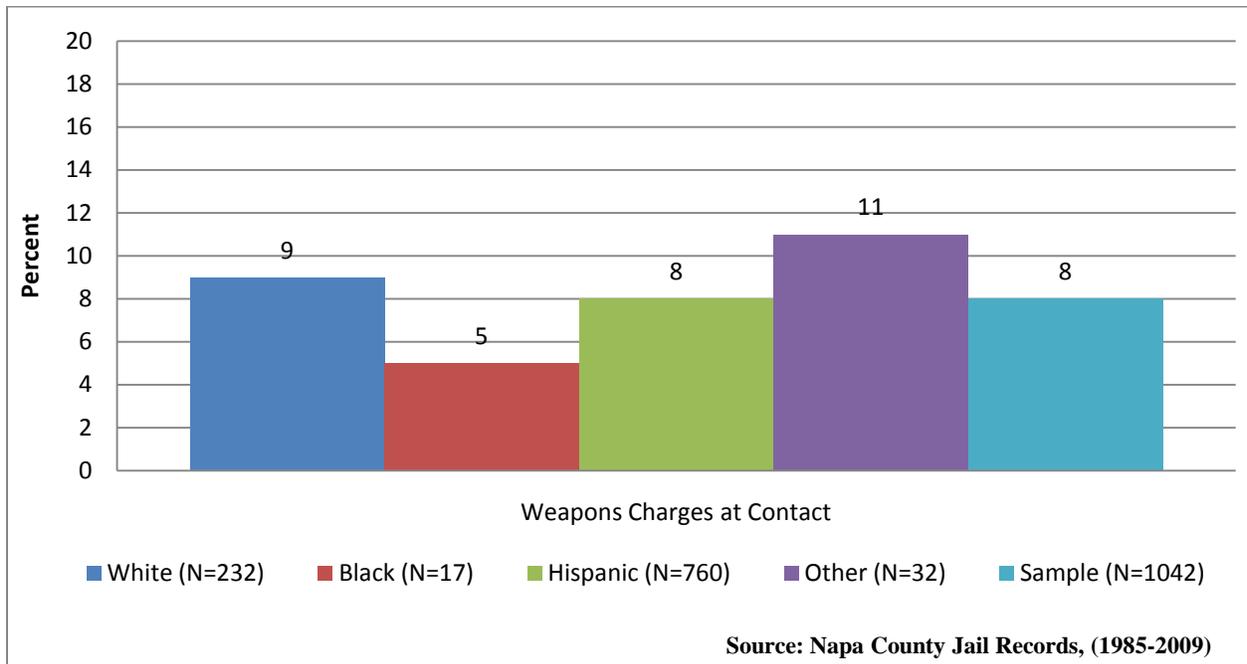


Exhibit 24: Prevalence of Outstanding Warrants at Contact by Race and Ethnicity for Gang Members

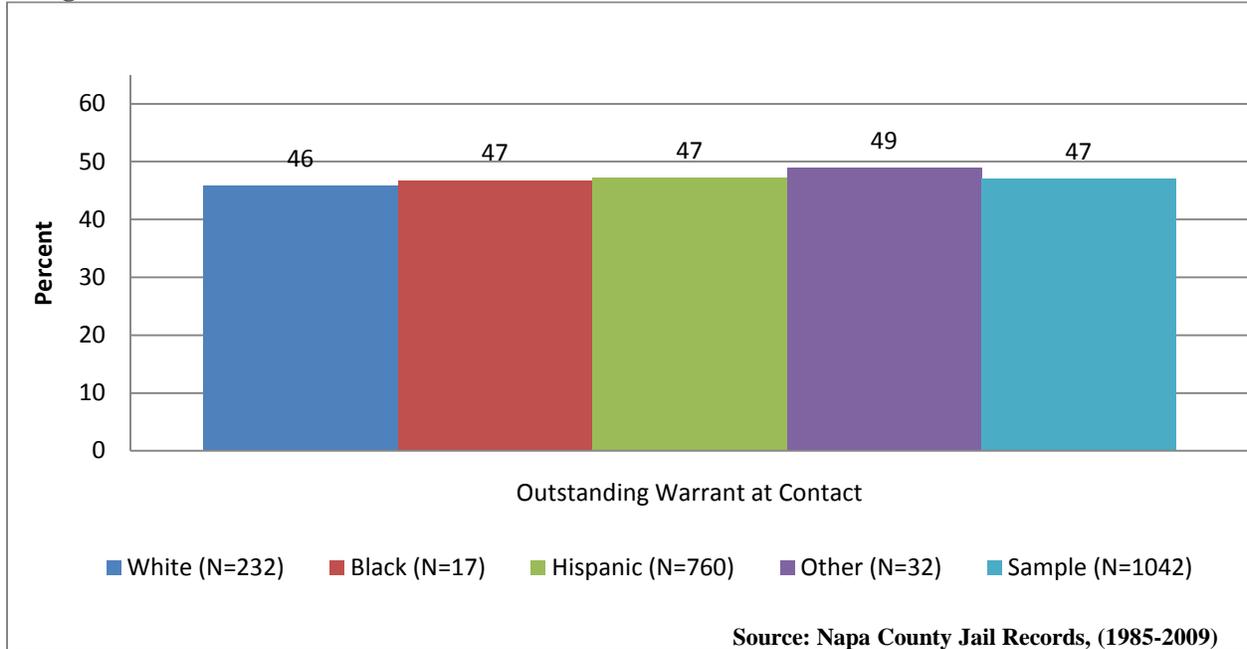


Exhibit 25: Prevalence of Weapons Charges by Citizenship Status for Gang Members

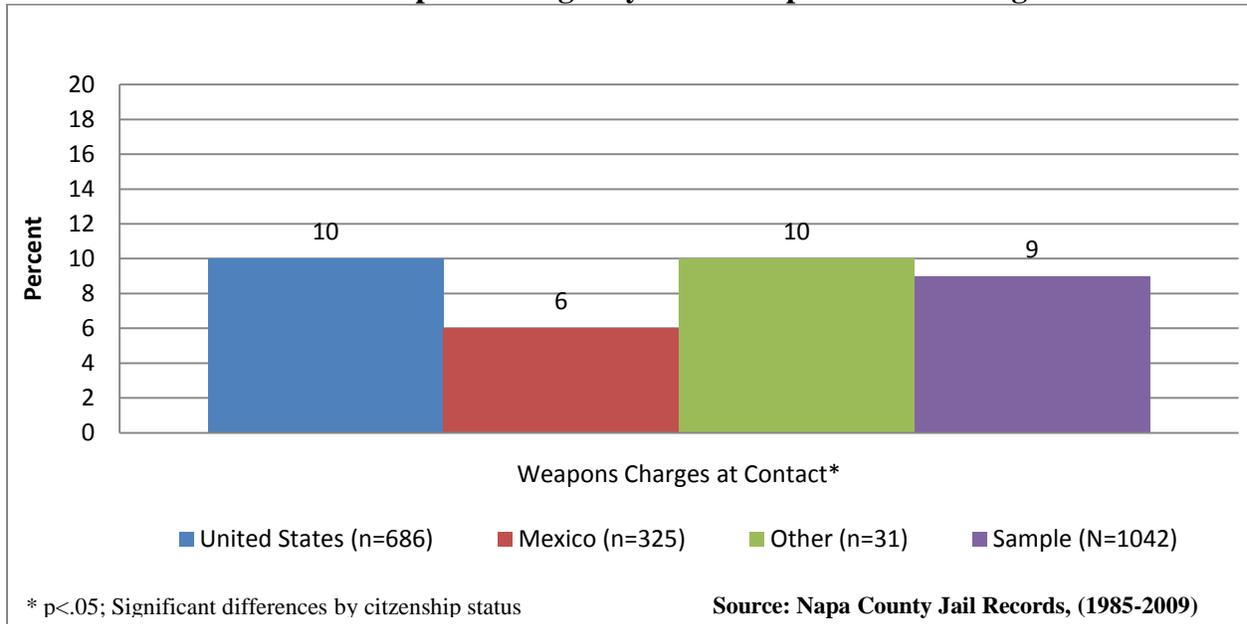


Exhibit 26: Average Number of Criminal Justice System Events by Race/Ethnicity for Gang Members Since Age 18

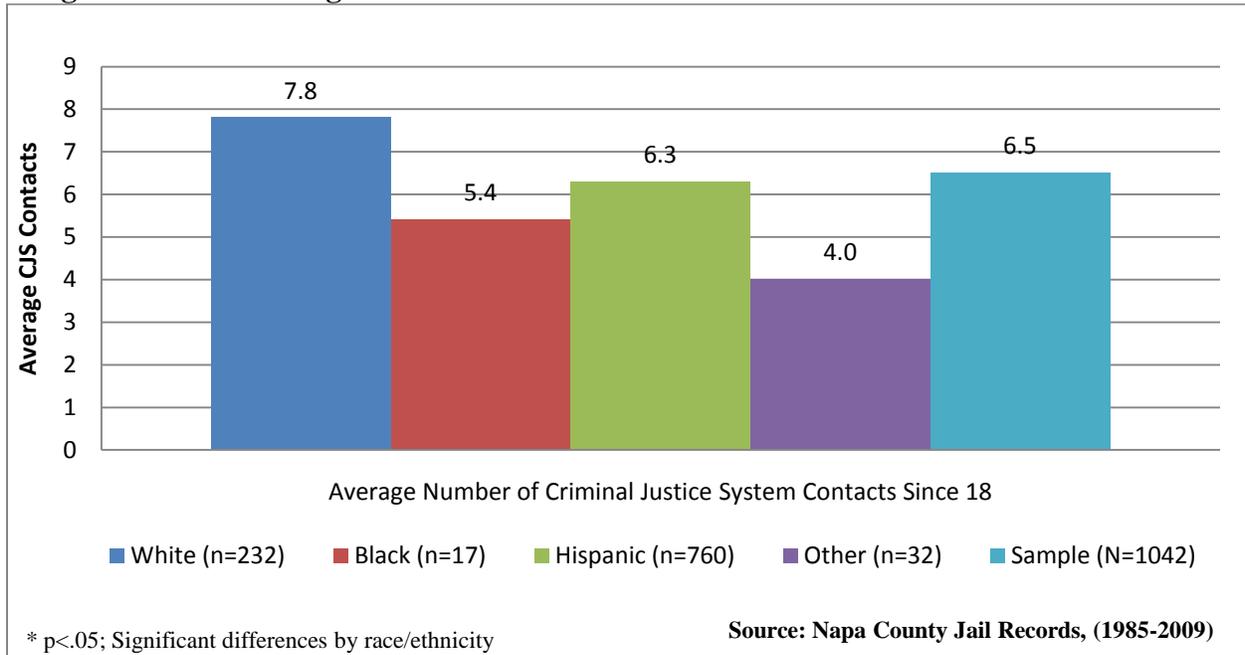


Exhibit 27: Criminal Justice System Events Per Year by Race/Ethnicity for Gang Members Since Age 18

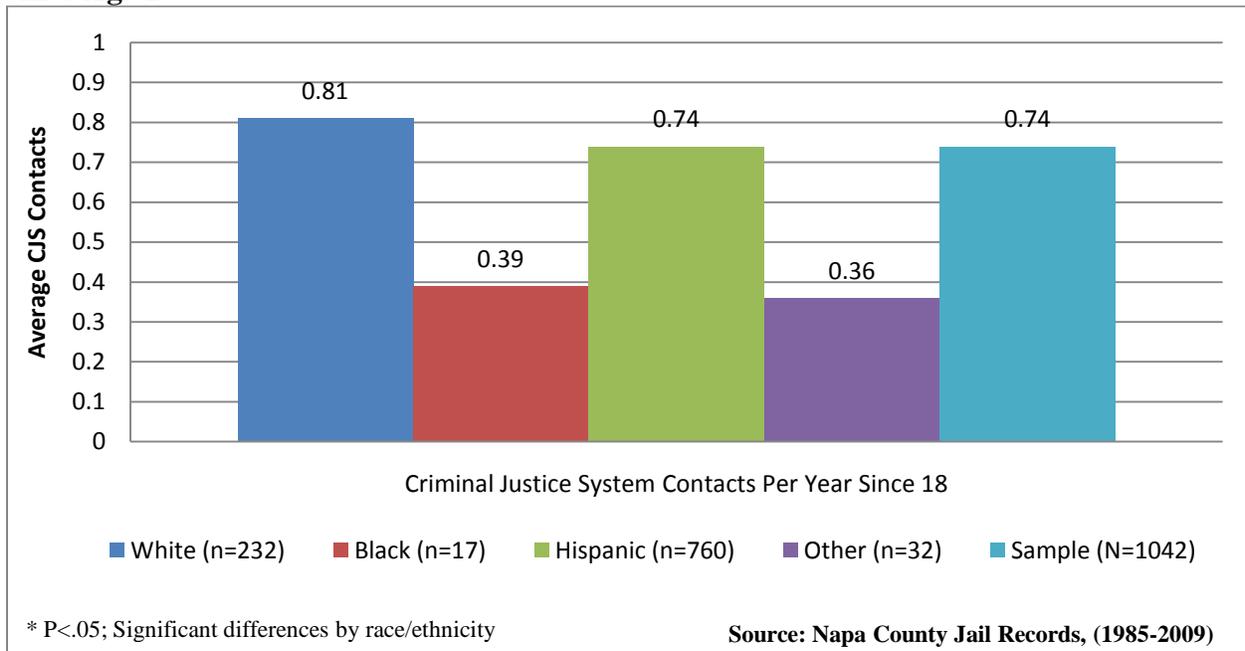


Exhibit 28: Average Number of Criminal Justice System Events by Citizenship Status for Gang Members Since Age 18

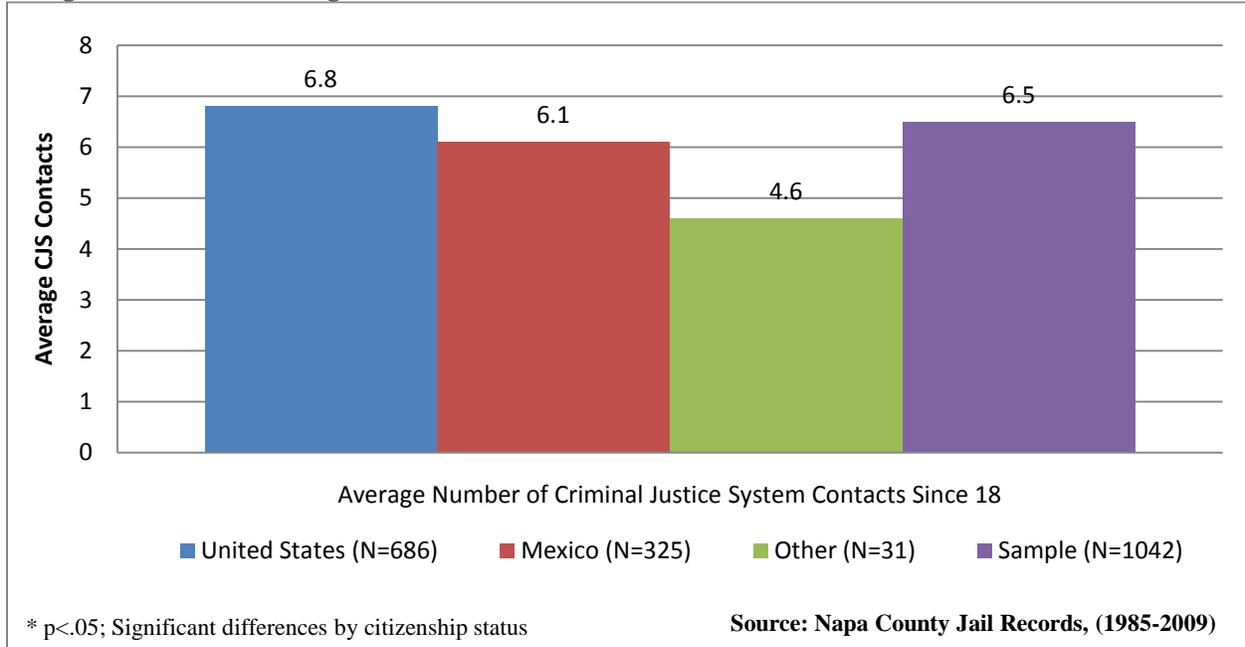


Exhibit 29: Criminal Justice System Events Per Year Citizenship Status for Gang Members Since Age 18

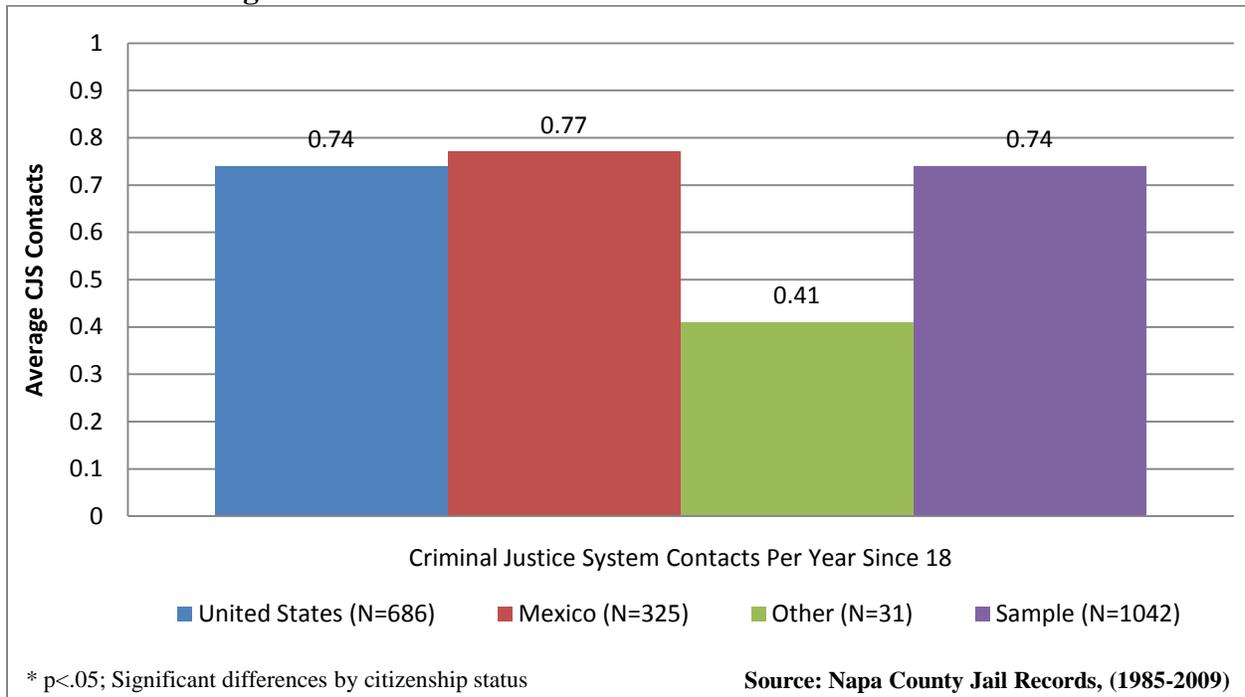


Exhibit 30: Prevalence of Outstanding Warrants at Contact by Citizenship Status for Gang Members

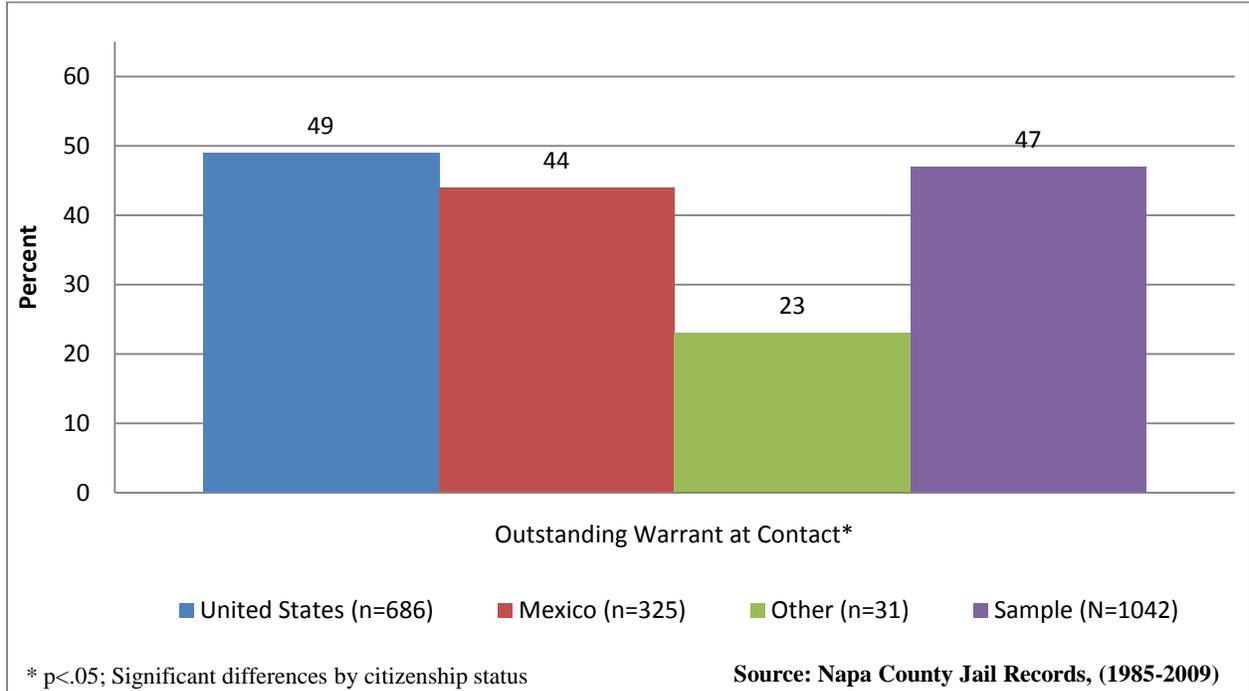


Exhibit 31: Number of Gang Members Documented Per Year by Race/Ethnicity in Napa County Jail

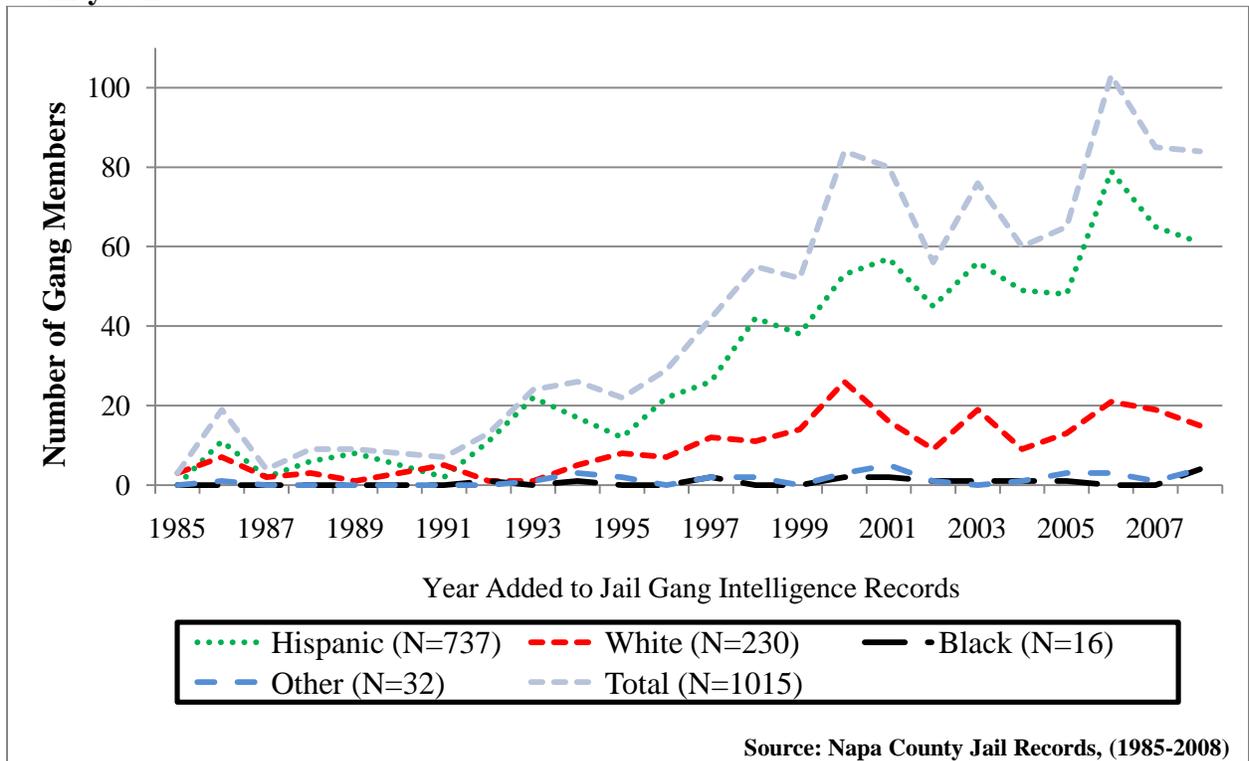


Exhibit 32: Number of Gang Members Documented Per Year by Age (in years) in Napa County Jail

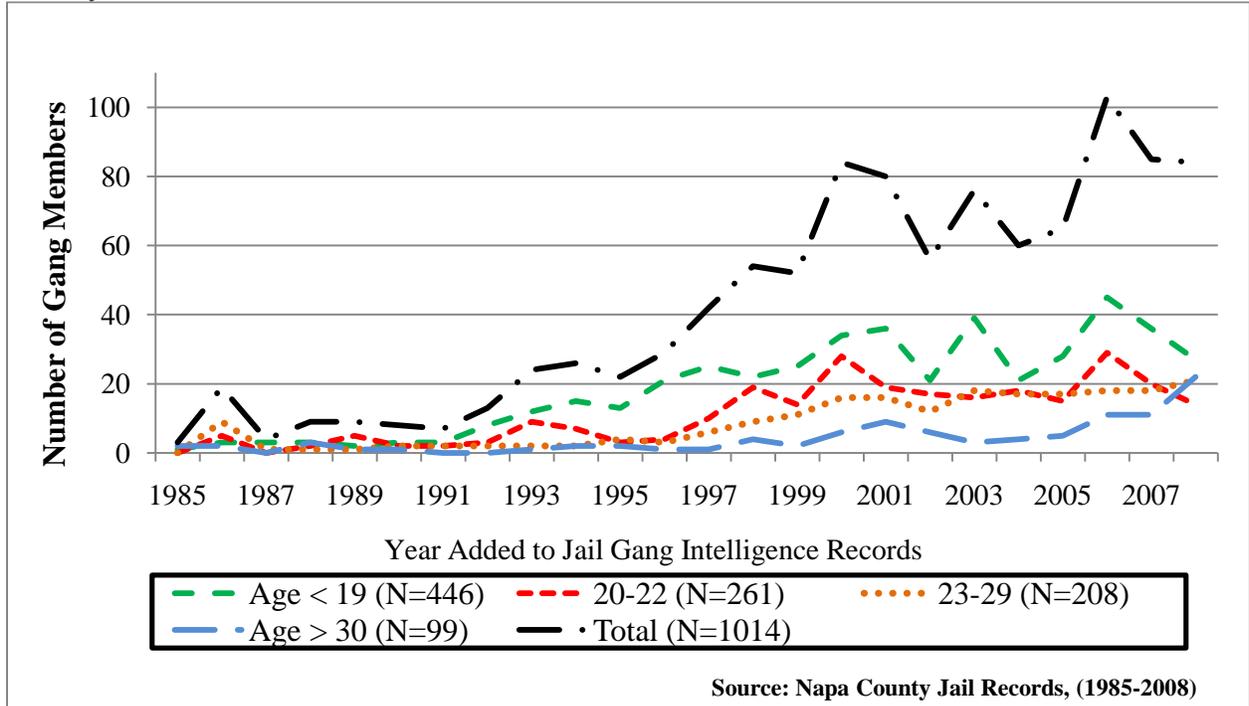


Exhibit 33: Number of Hispanic Gang Members Documented Per Year by Age in Napa County Jail

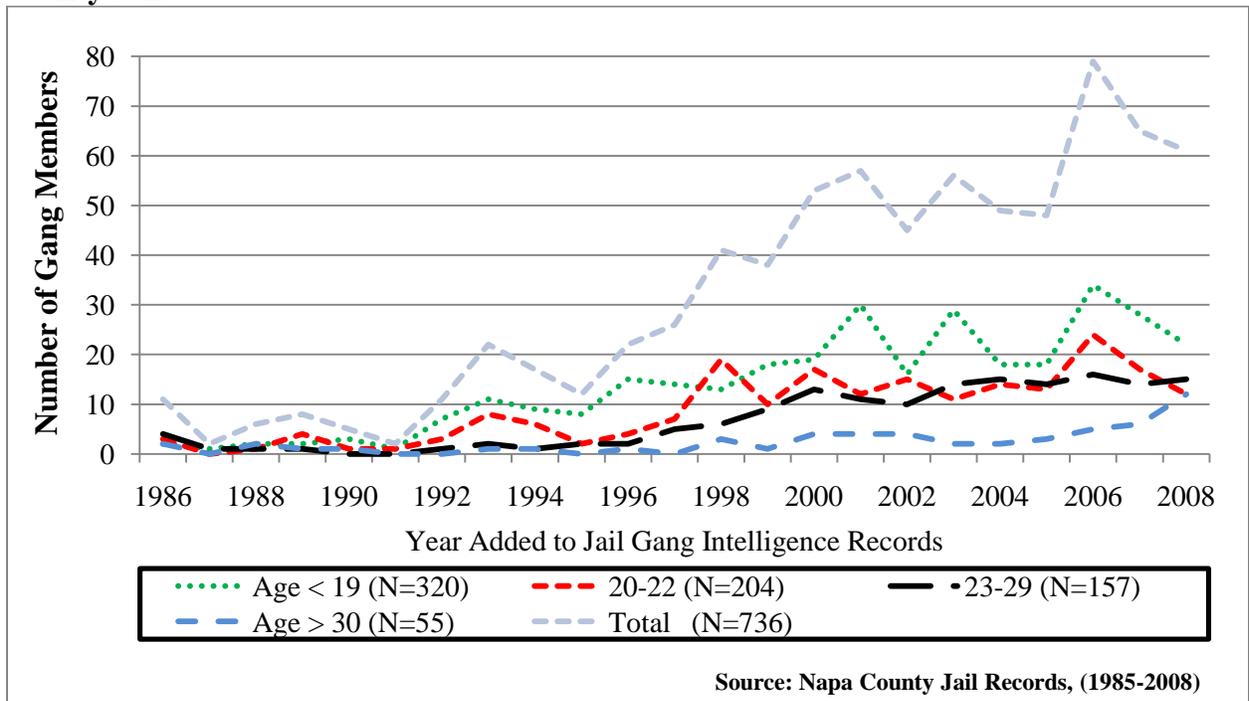


Exhibit 34: Number of White Gang Members Documented Per Year by Age in Napa County Jail

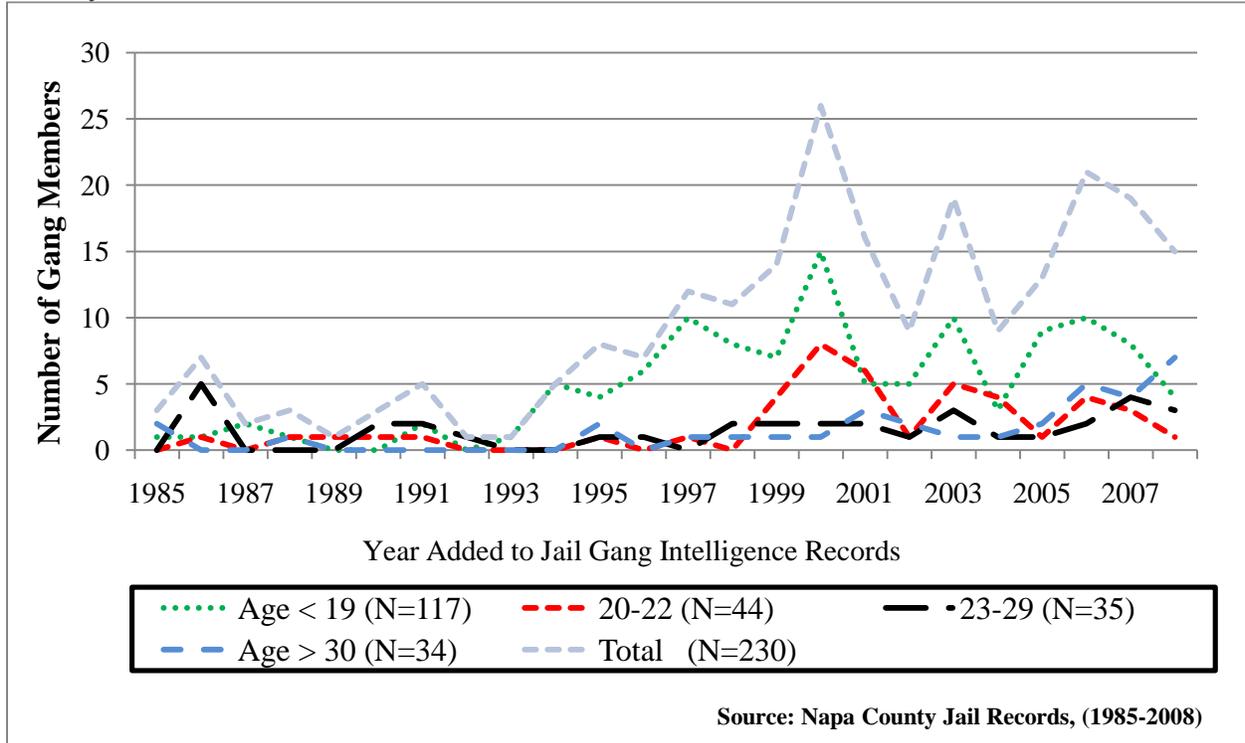


Exhibit 35: Number of Criminal Justice System Events Per Year by Age of Gang Members, Since 18

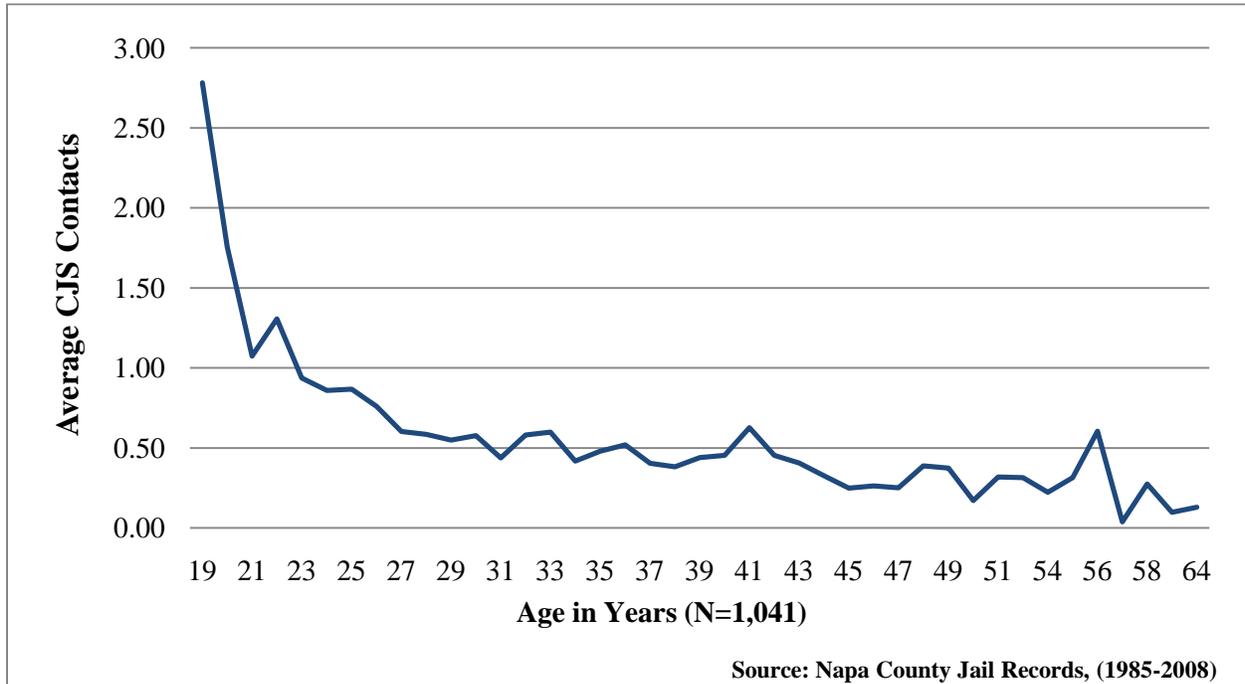


Exhibit 36: Napa County Jail: Comparing high-rate offenders to the rest of the sample

		High-Rate Offenders	Other Offenders	Full Sample
N		68	652	720
Proportion of Sample		9%	91%	100%
Age (in years)	*	21.24 (2.32)	27.89 (6.13)	27.26 (6.19)
Age (in years) Gang Validated ⁴	*	18.50 (0.68)	23.01 (6.09)	22.59 (5.95)
Male		99%	94%	95%
Race				
White		28%	20%	21%
Latino		71%	75%	71%
Black		0%	2%	2%
Other		2%	3%	3%
Citizenship				
US		72%	63%	64%
Mexico		27%	34%	34%
Other		1%	3%	3%
Years at Risk	*	3.24 (2.31)	9.89 (6.13)	9.26 (6.19)
Warrants and Weapons				
Prevalence of Warrants at Contact		50%	50%	50%
Prevalence of Weapons per Contact		7%	9%	9%
Ever Weapons at Contact	*	35%	24%	25%
Events				
Mean Number of CJIMS Events	*	8.57	4.15	6.52 (6.52)
Events/ Years at Risk	*	2.77 (0.94)	.57 (0.49)	.78 (0.84)
Group Frequency of CJIMS Events	*	583	2707	3290
Group Frequency / Sample Events	*	18%	82%	100%
Proportion of Events: Prevalence	*	1.97:1	.90:1	1:1

*High-rate offenders are those that average 2 or more CJS contact per year at risk

*Standard deviations are presented in parentheses

Source: Napa County Jail Records, (2000-2009)

⁴ This was the age of a juvenile when their gang membership was validated. Years at risk is the number of years since they were validated as a gang member to the present time.

Exhibit 37: Five Most Frequently Named Gangs Among Napa County Jail Inmates

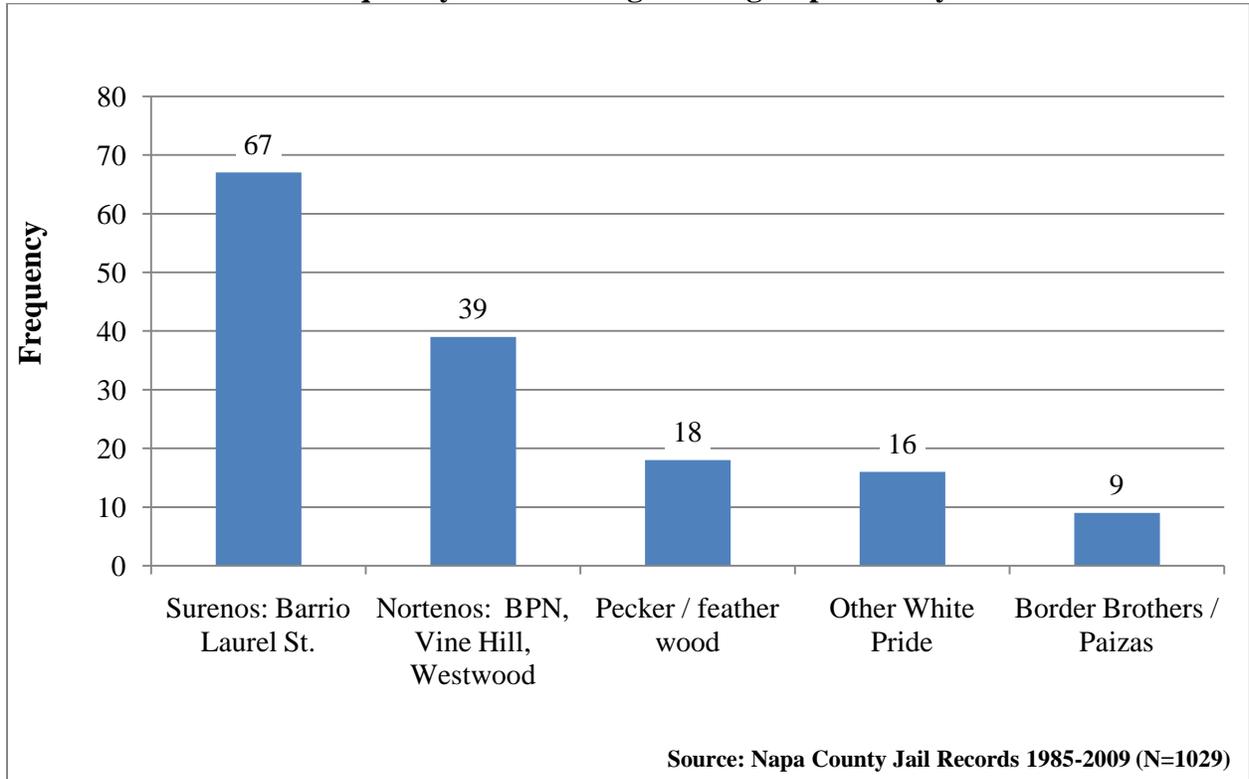
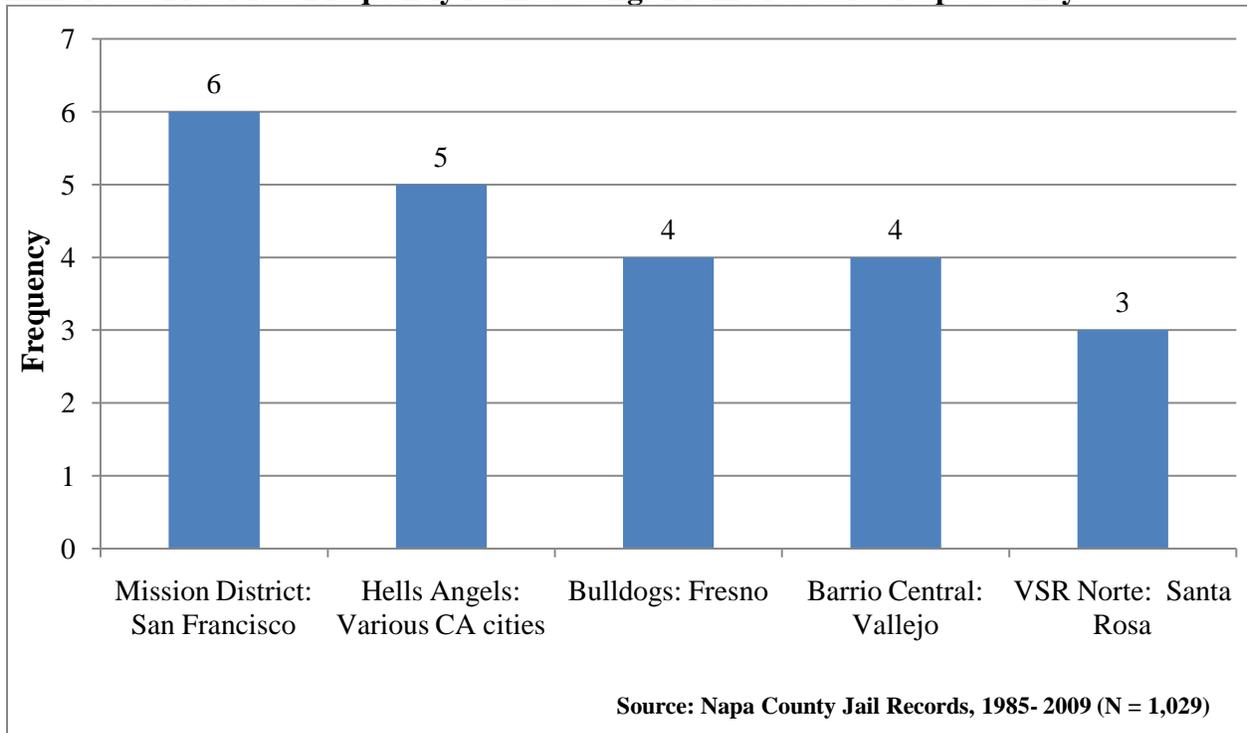


Exhibit 38: Five Most Frequently Named Gangs From of Outside Napa County



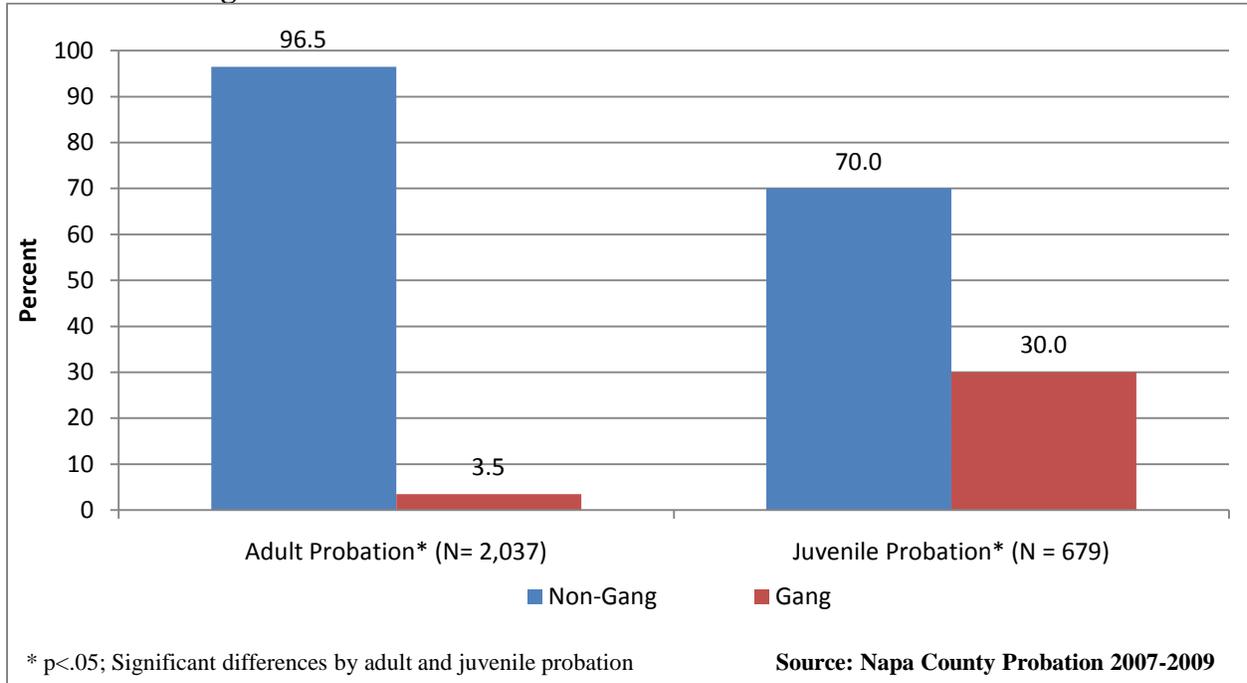
Section 5: Napa County Juvenile and Adult Probation, 2007-2009

The following data come from Napa County juvenile and probation records from 2007 to 2009. Both gang and non-gang juvenile probation cases are included in the analyses for 2,037 adults and 679 juveniles. In addition to background and criminal history information, the probationers are mapped according to their location of residence in Napa County to visually portray the geographical distribution of juveniles on probation.

Key findings:

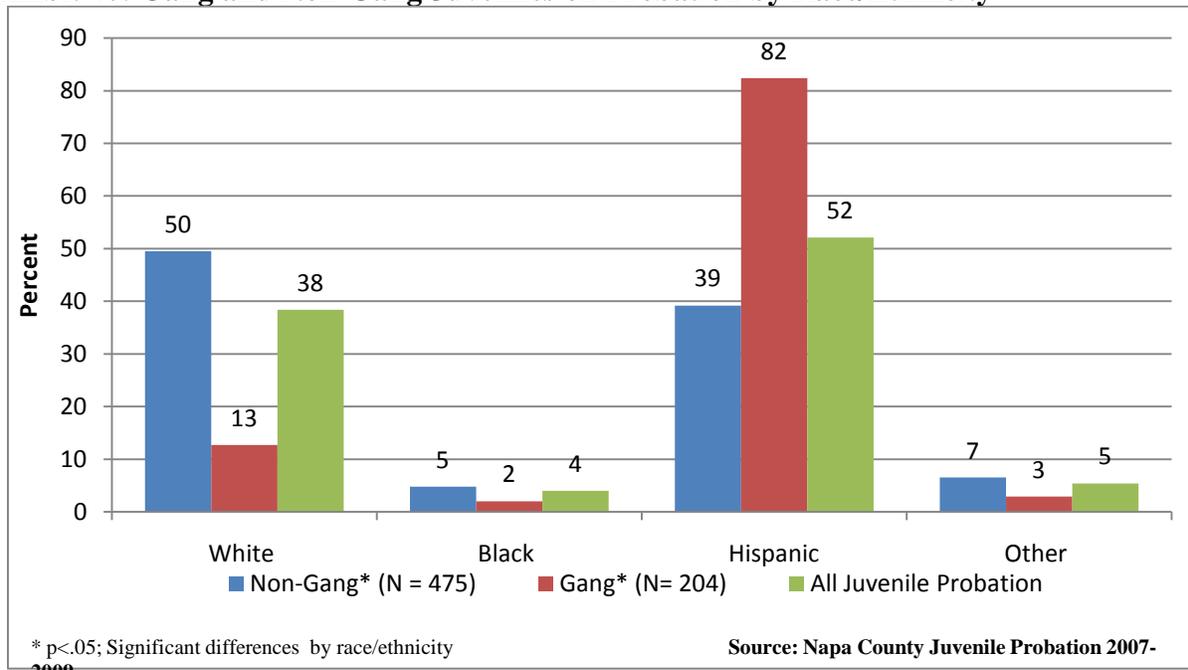
- Gang cases are nearly 7 times greater among of juvenile probation (30 percent) than adult probation (4 percent)
- Blacks have the highest rate of probation per 1,000 residents in Napa County, both for adults and juveniles
- Hispanic gang members have a rate of probation at least twice as great as gang members from other racial/ethnic groups, both for adults and juveniles.
- Juvenile
 - While nearly 2 out of every 5 non-gang probationers are Hispanic, over 4 out of every 5 gang probationers are Hispanic.
 - Mexican-born probationers are overrepresented as gang members.
 - Gang members on probation are much less likely to have a warrant when a contact is recorded by a criminal justice system agent.
 - The largest concentration of gang member probationers is found in Napa city.
- Adult
 - While over 1 out of every 3 non-gang probationers is Hispanic, nearly 3 out of every 4 gang probationers are Hispanic.
 - Gang probationers are much younger (by 10 years) than non-gang probationers.
 - The largest concentration of gang member probationers is found in Napa city.

Exhibit 39: Gang Differences Between Juvenile and Adult Probation



Juvenile Probation Cases

Exhibit 40: Gang and Non-Gang Juveniles on Probation by Race/Ethnicity⁵



⁵ In exhibits 40-42 and 50-52, percentages are distributed *within* each status (gang, non-gang, etc.) *across* the categories of interest (race, gender, citizenship).

Exhibit 41: Gang and Non-Gang Juveniles on Probation by Gender

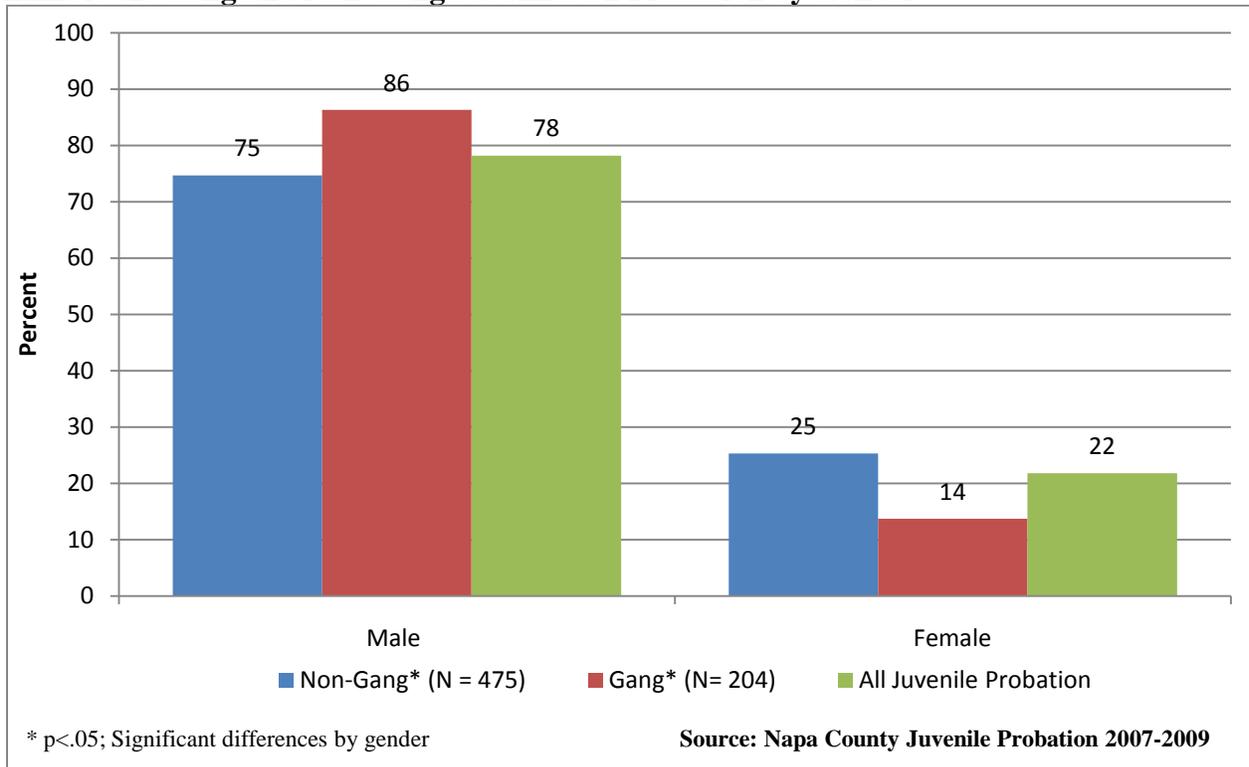


Exhibit 42: Gang and Non-Gang Juveniles on Probation by Citizenship Status

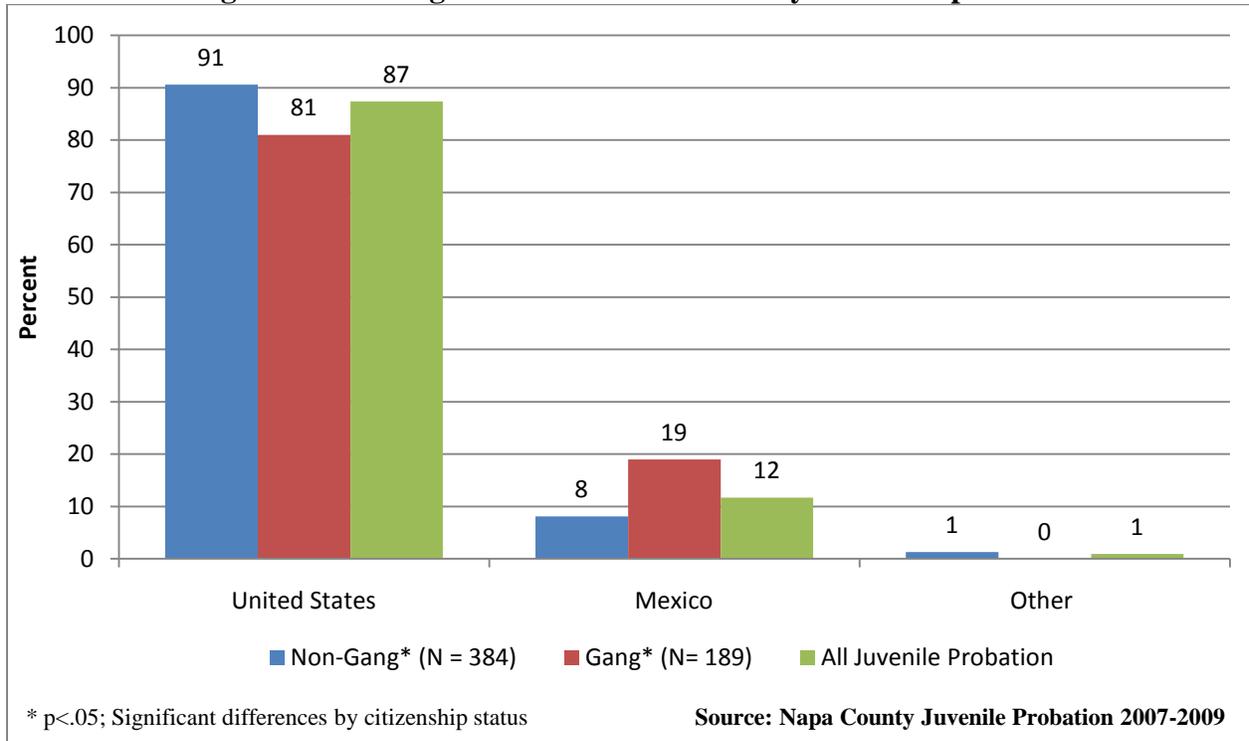


Exhibit 43: Gang and Non-Gang Juveniles on Probation by Weapons Charges and Warrants

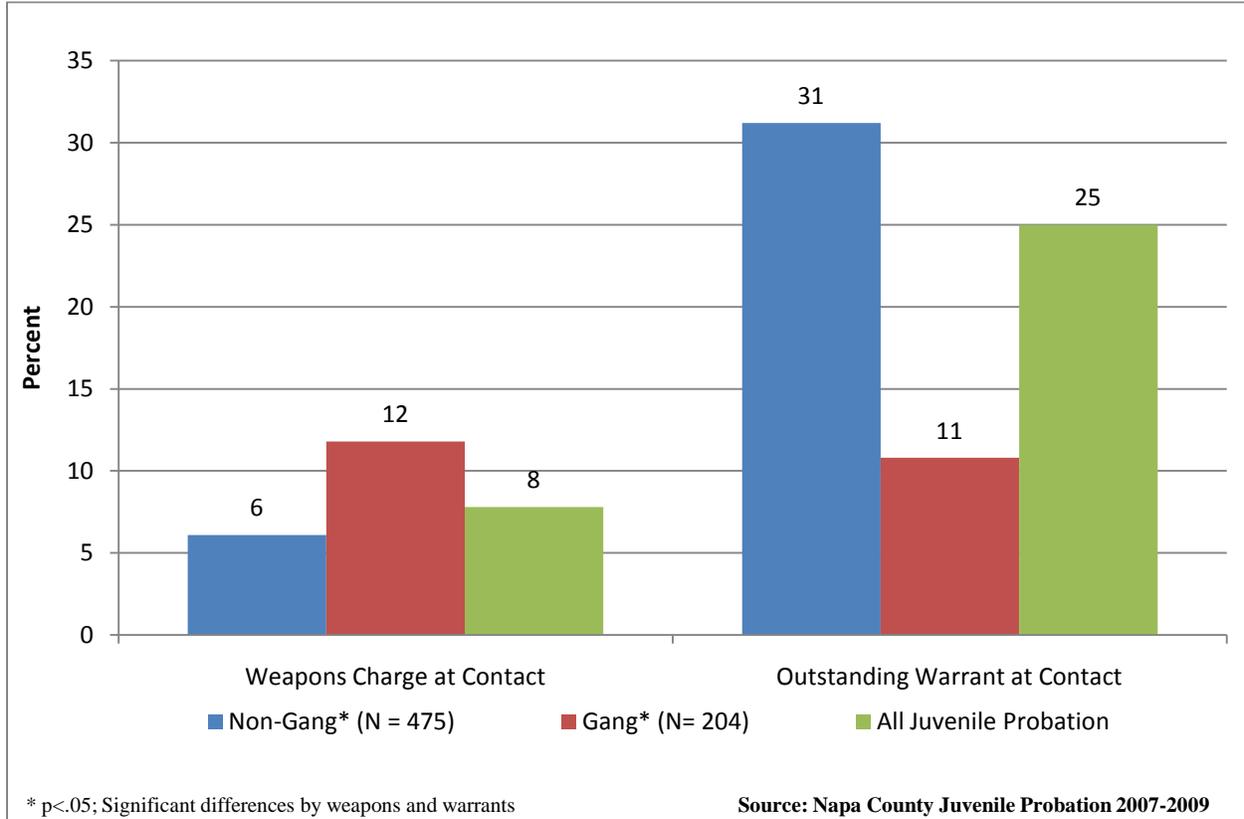


Exhibit 44: Differences Between Gang and Non-Gang Juveniles on Probation

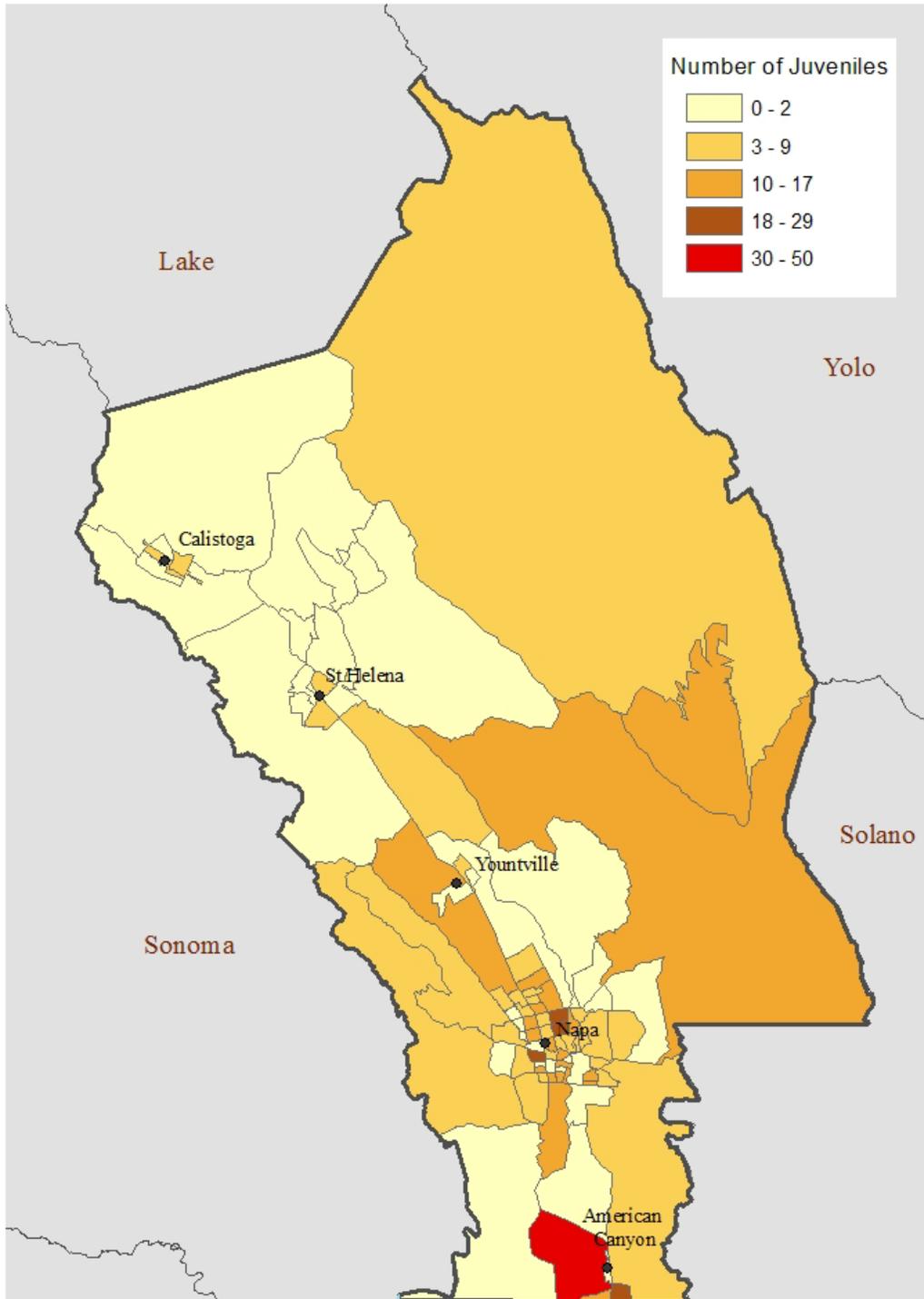
	Non-Gang		Gang
Age ^a (in years)	17.36	*	16.87
Average number of criminal justice system events	1.57	*	2.08
Years since first probation initiated (in years)	2.05	*	2.50
N	475		204

^a Age was calculated by subtracting year of birth from 2009, thus ages are inflated, showing approximately how old the person was at the beginning of 2009.

* p< .05; statistically significant differences between gang and non-gang probationers

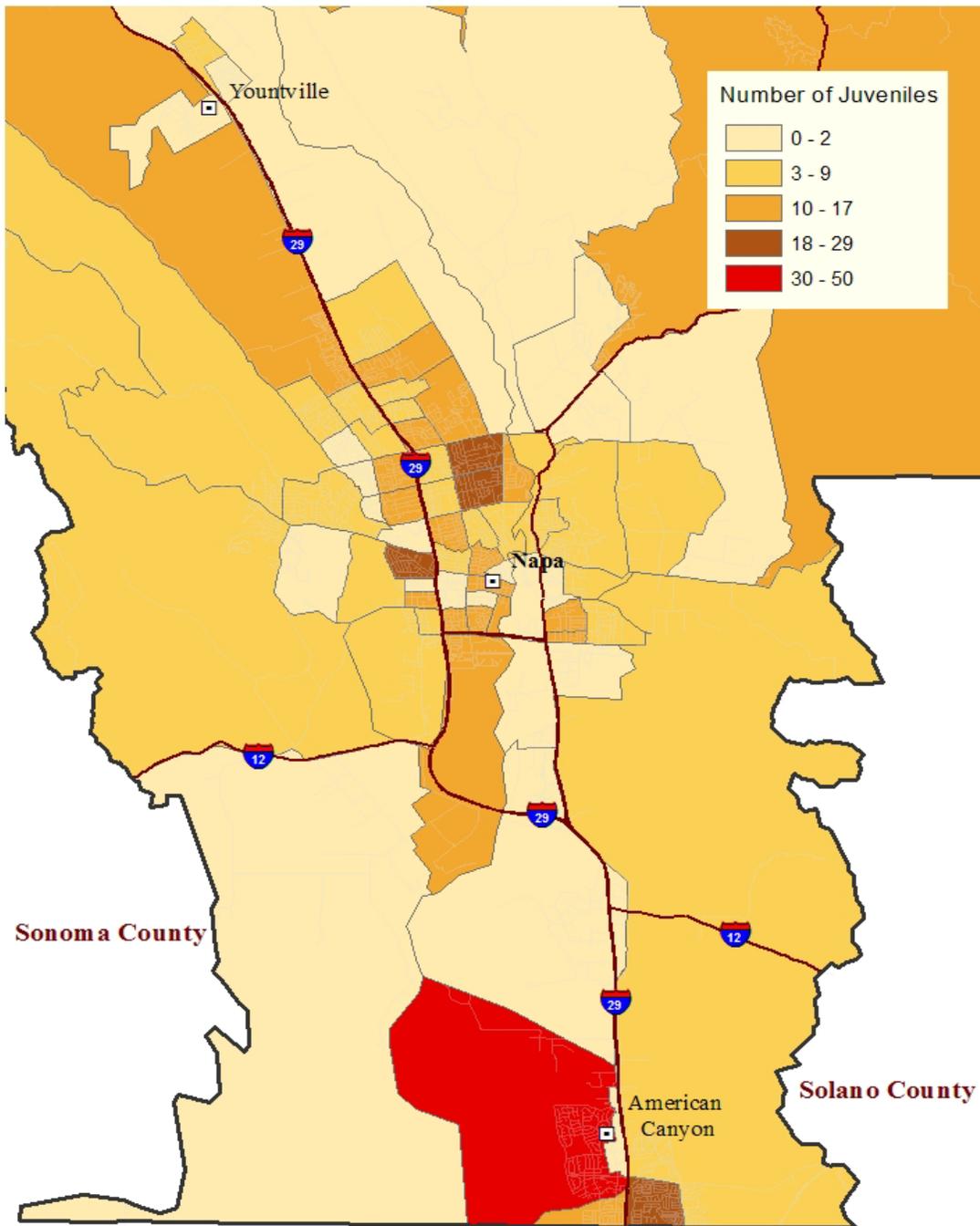
Source: Napa County Juvenile Probation 2007-2009

Exhibit 45: Map of Juveniles on Probation all of Napa County



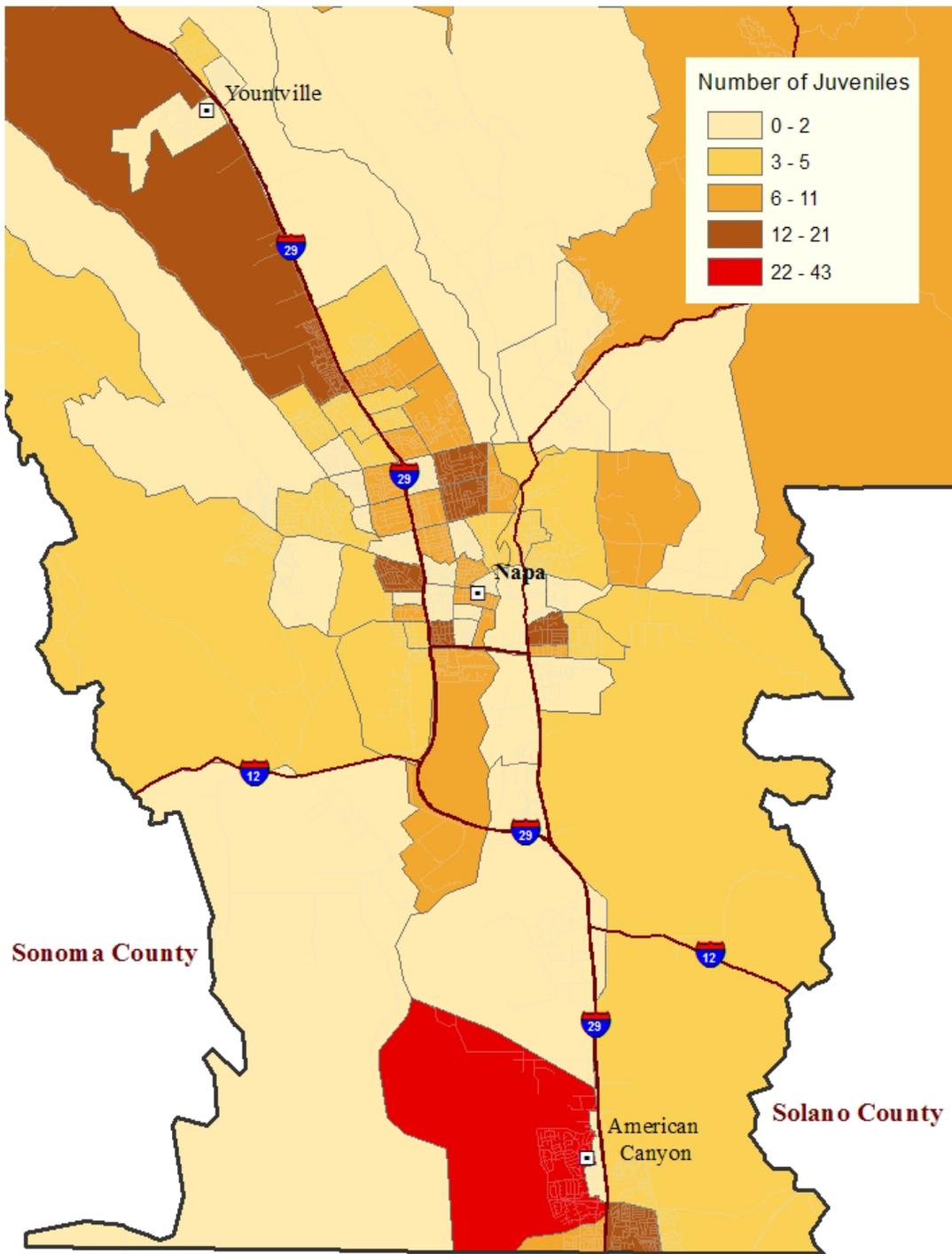
Source: Napa County Juvenile Probation 2007-2009 (N=597)

Exhibit 46: Map of Juveniles on Probation in Napa City Area



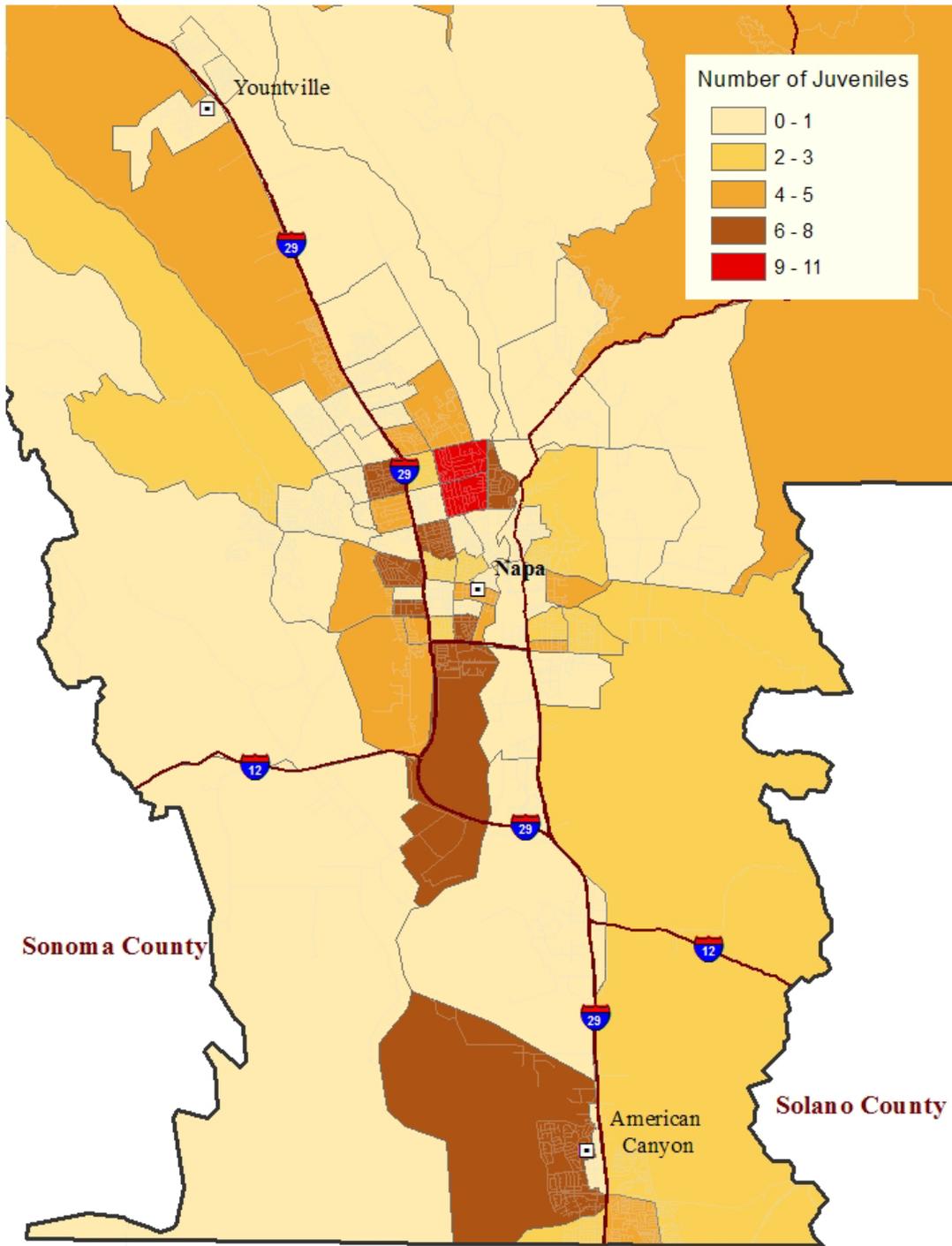
Source: Napa County Juvenile Probation 2007-2009 (N=543)

Exhibit 47: Map of Juvenile, Non Gang Members on Probation in Napa City Area



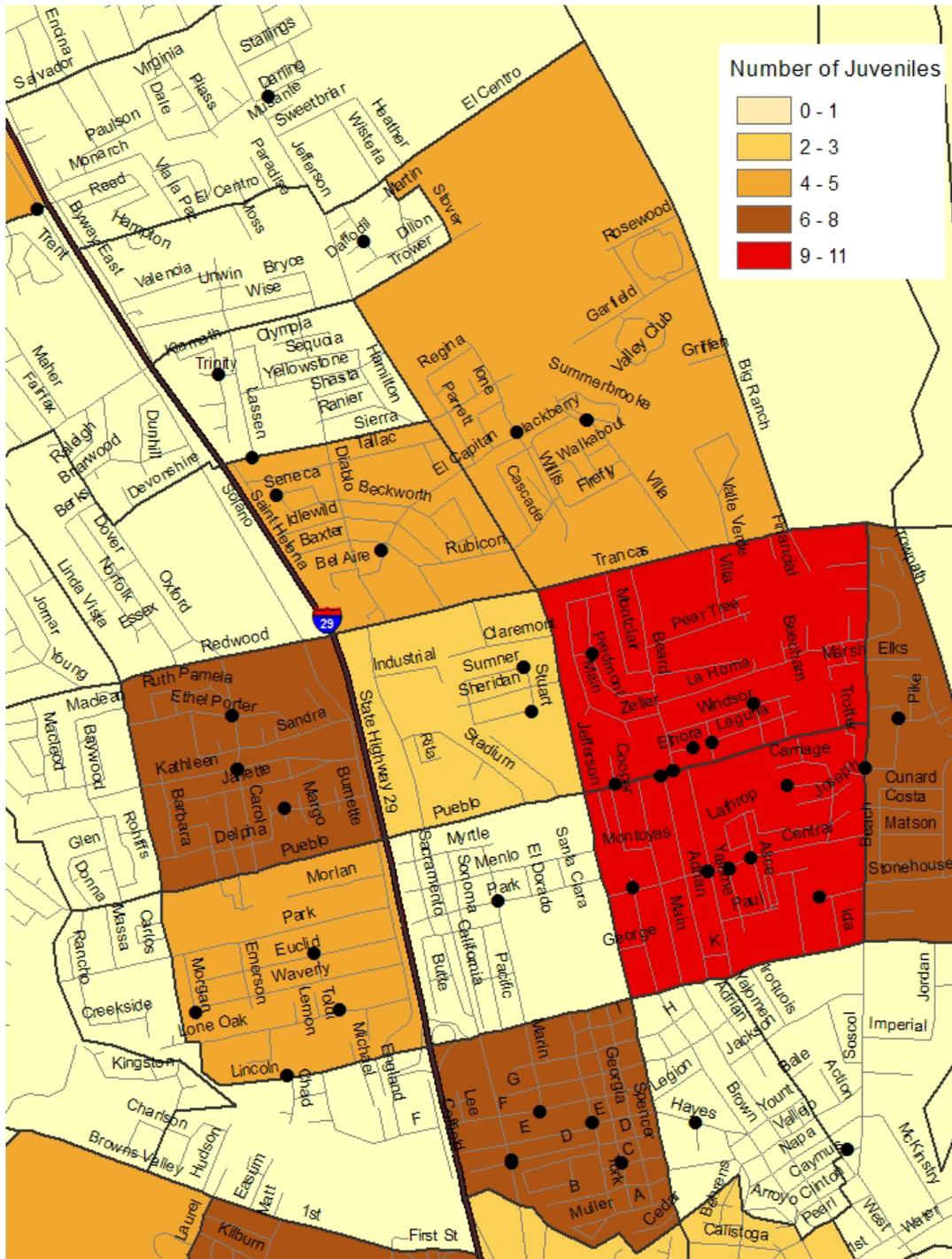
Source: Napa County Juvenile Probation 2007-2009 (N=376)

Exhibit 48: Map of Juvenile, Gang Members on Probation in Napa City Area



Source: Napa County Juvenile Probation 2007-2009 (N=167)

Exhibit 49: Map of Juvenile Gang Members on Probation Problem Area



Source: Napa County Juvenile Probation 2007-2009

Adult Probation Cases

Exhibit 50: Gang and Non-Gang Adults on Probation by Race/Ethnicity

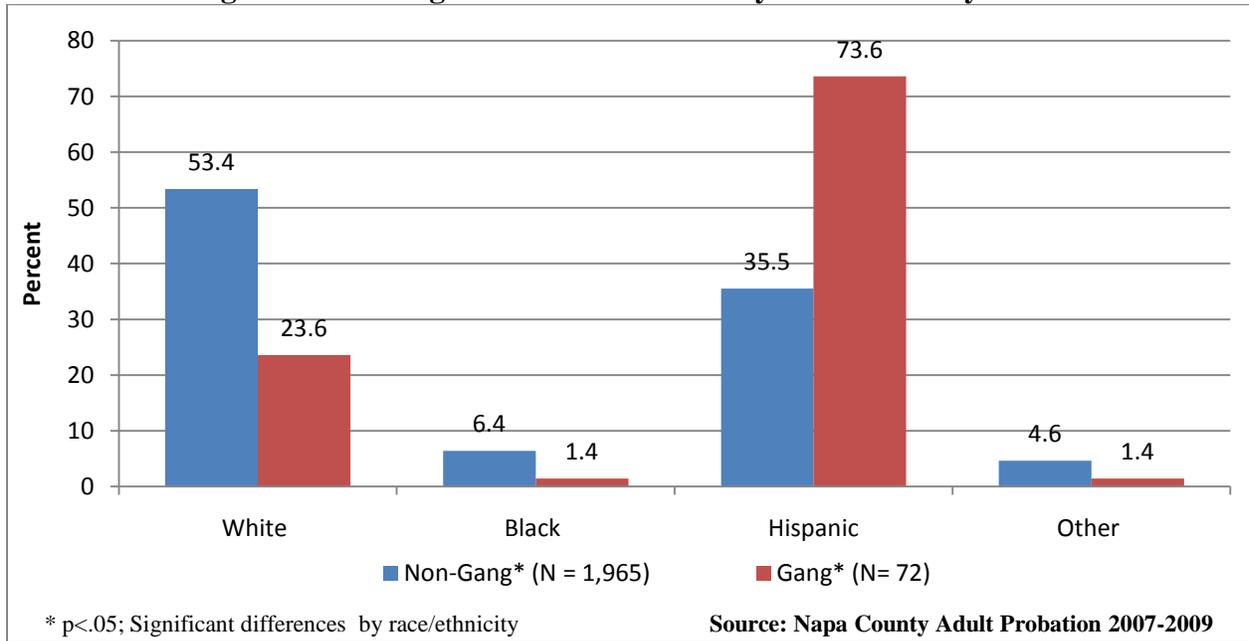


Exhibit 51: Gang and Non-Gang Adults on Probation by Gender

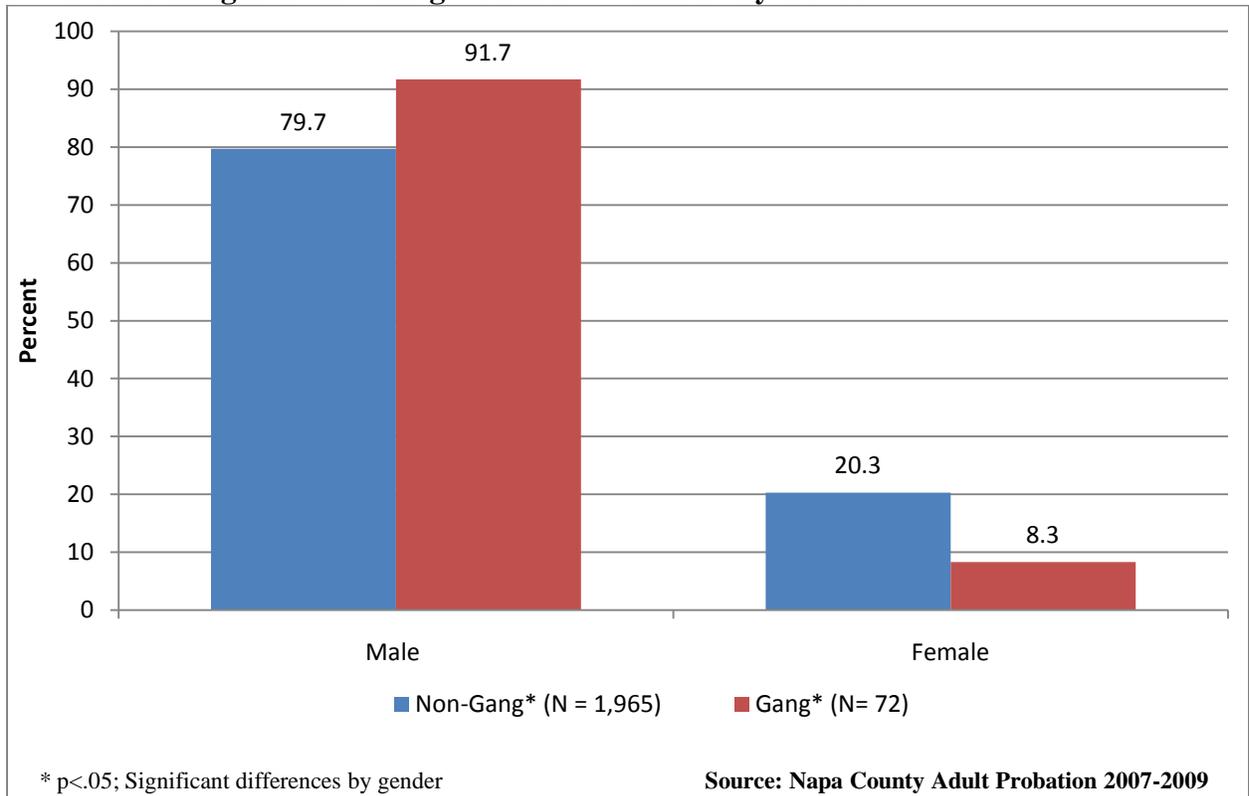


Exhibit 52: Gang and Non-Gang Adults on Probation by Citizenship Status

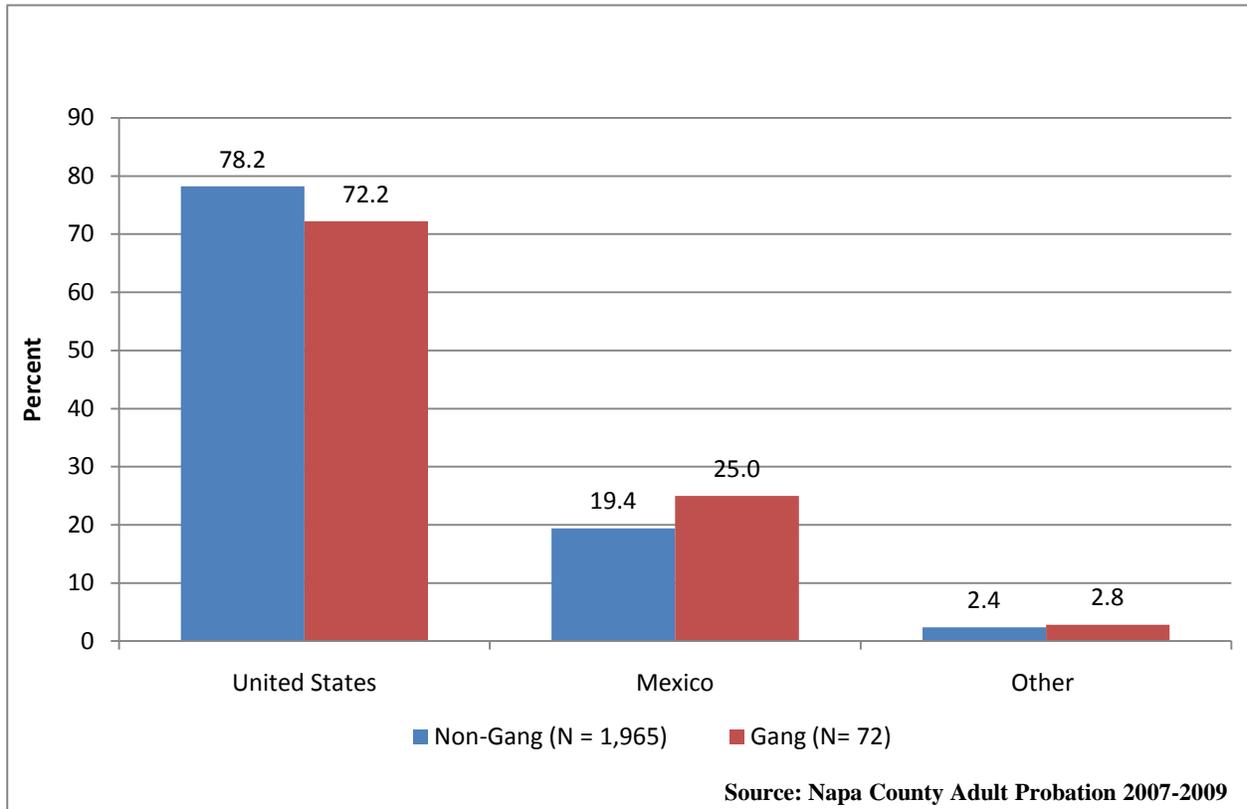


Exhibit 53: Differences Between Gang and Non-Gang Adults on Probation

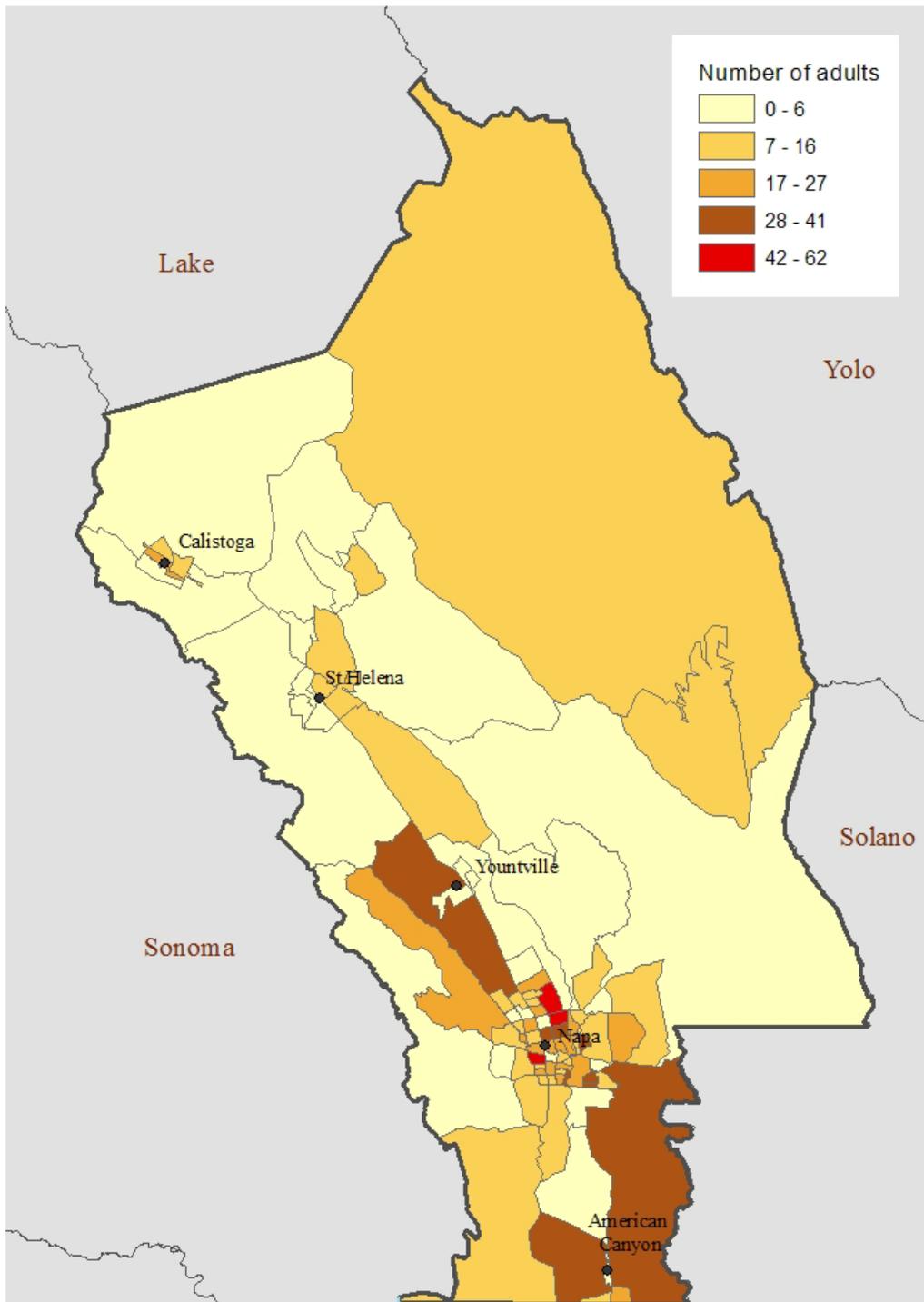
	Gang		Non-Gang
Age ^a (in years)	24.14	*	34.51
Average number of criminal justice system events	3.47	*	5.31
Length of probation (in years)	3.53	*	3.29
Years since first adult criminal justice system contact (in years)	2.76	*	6.32
	N		
	72		1,965

^a Age was calculated by subtracting year of birth from 2009, thus ages are inflated, showing approximately how old the person was at the beginning of 2009.

* p < .05; statistically significant differences between gang and non-gang probationers

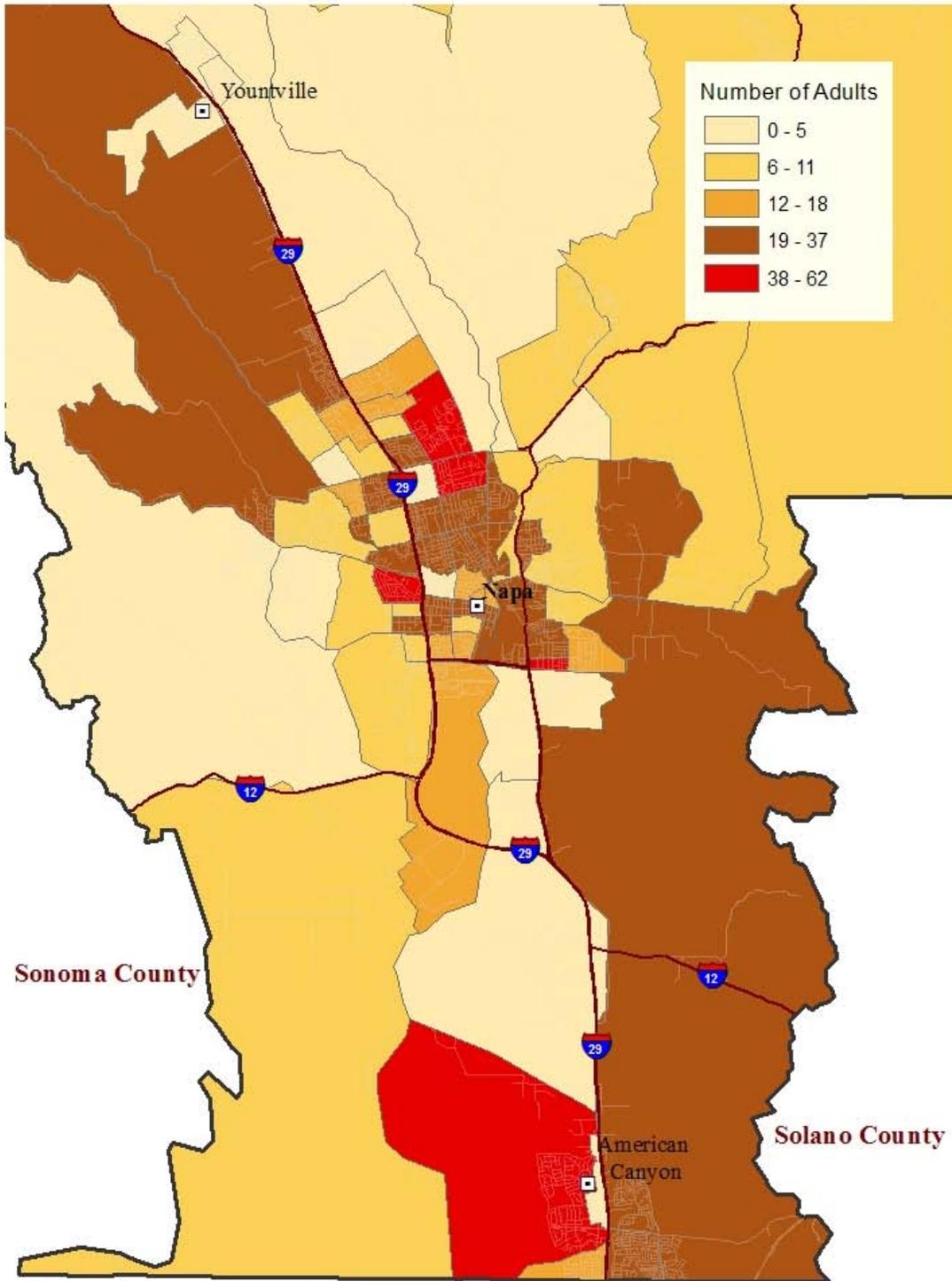
Source: Napa County Adult Probation 2007-2009

Exhibit 54: Map of All Probations in of Napa County



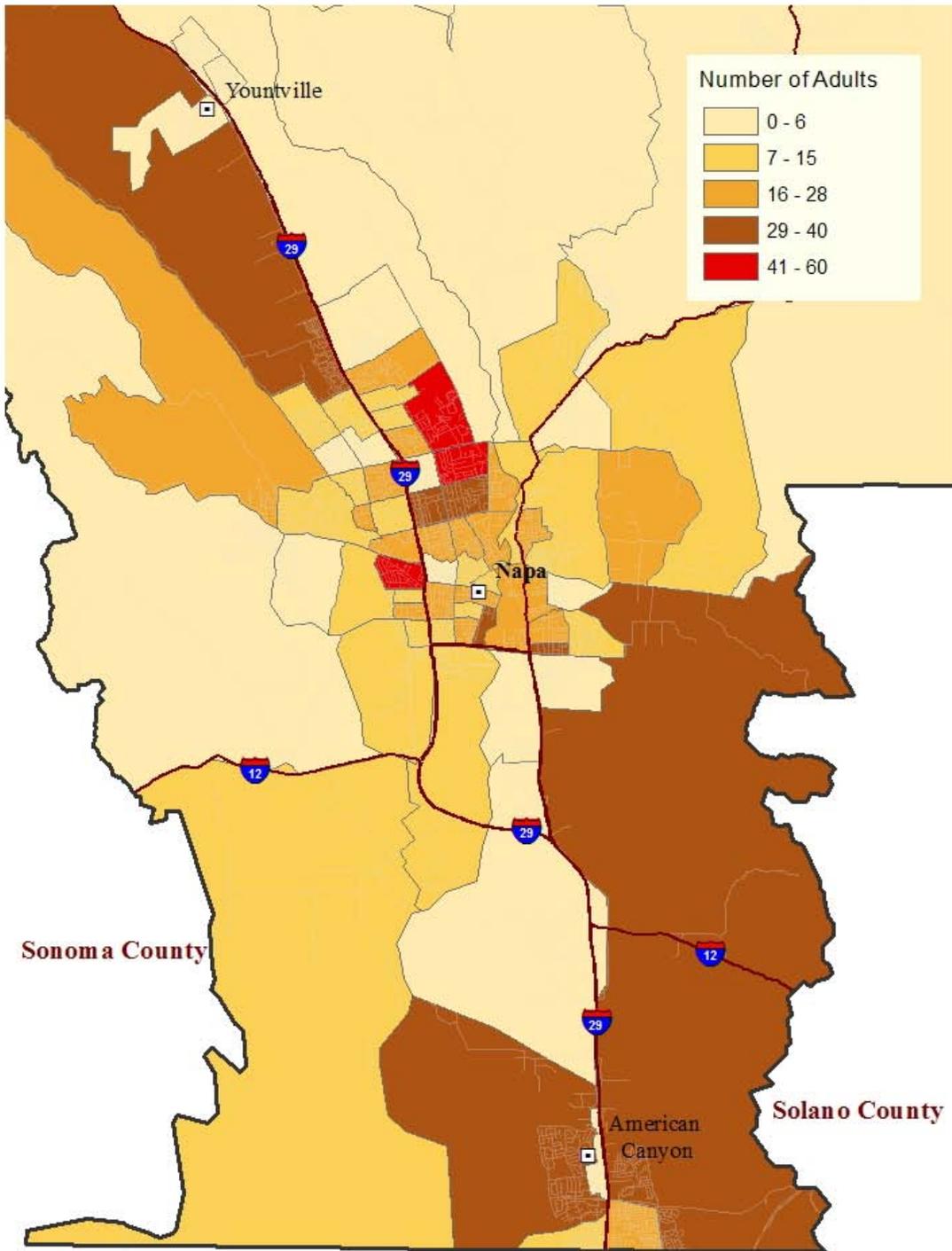
Source: Napa County Probation 2007-2009 (N=1291)

Exhibit 55: Map of All Adult Probations in Napa City Area



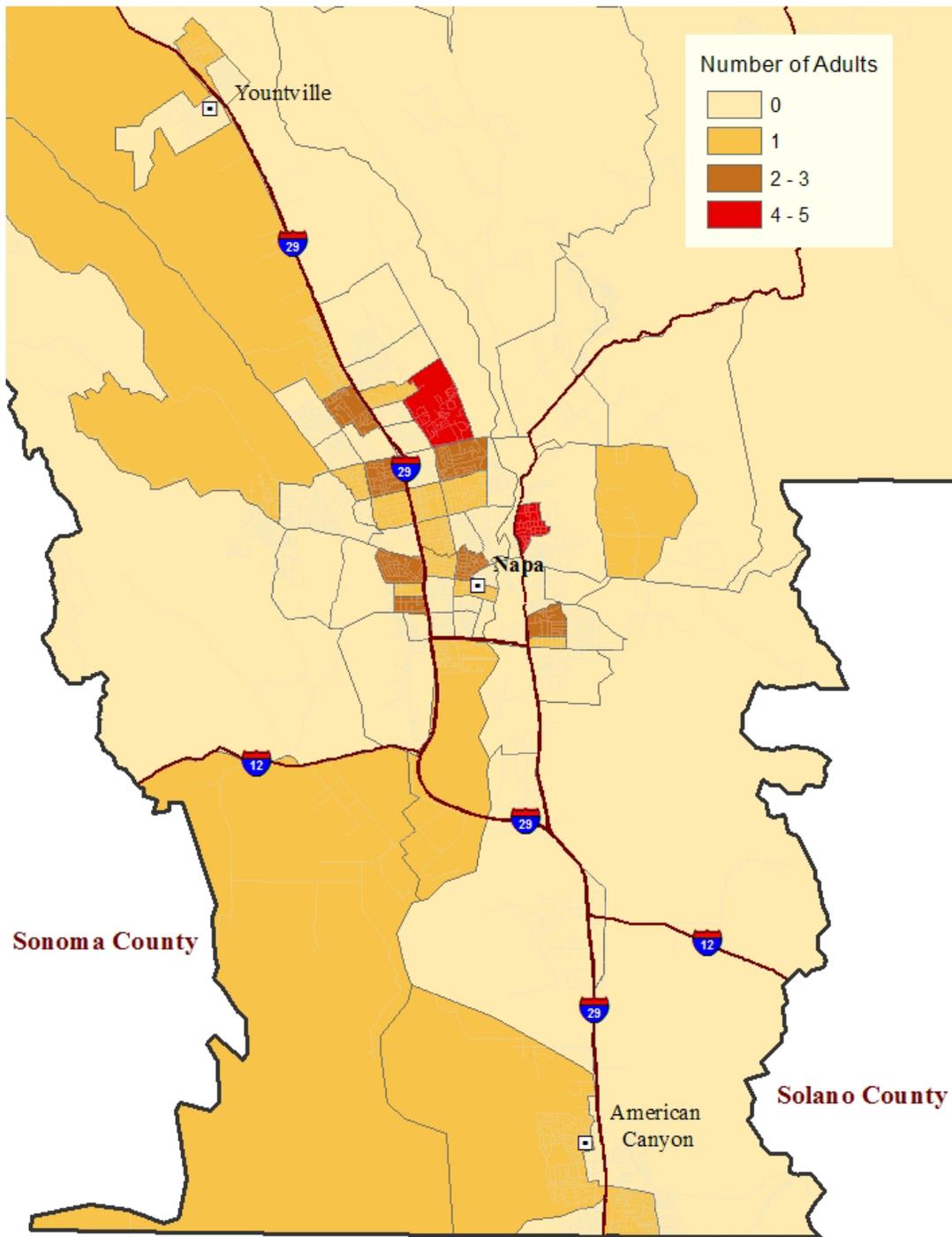
Source: Napa County Juvenile Probation 2007-2009 (N=1160)

Exhibit 56: Map of Non Gang Member Adults on Probation in Napa City Area



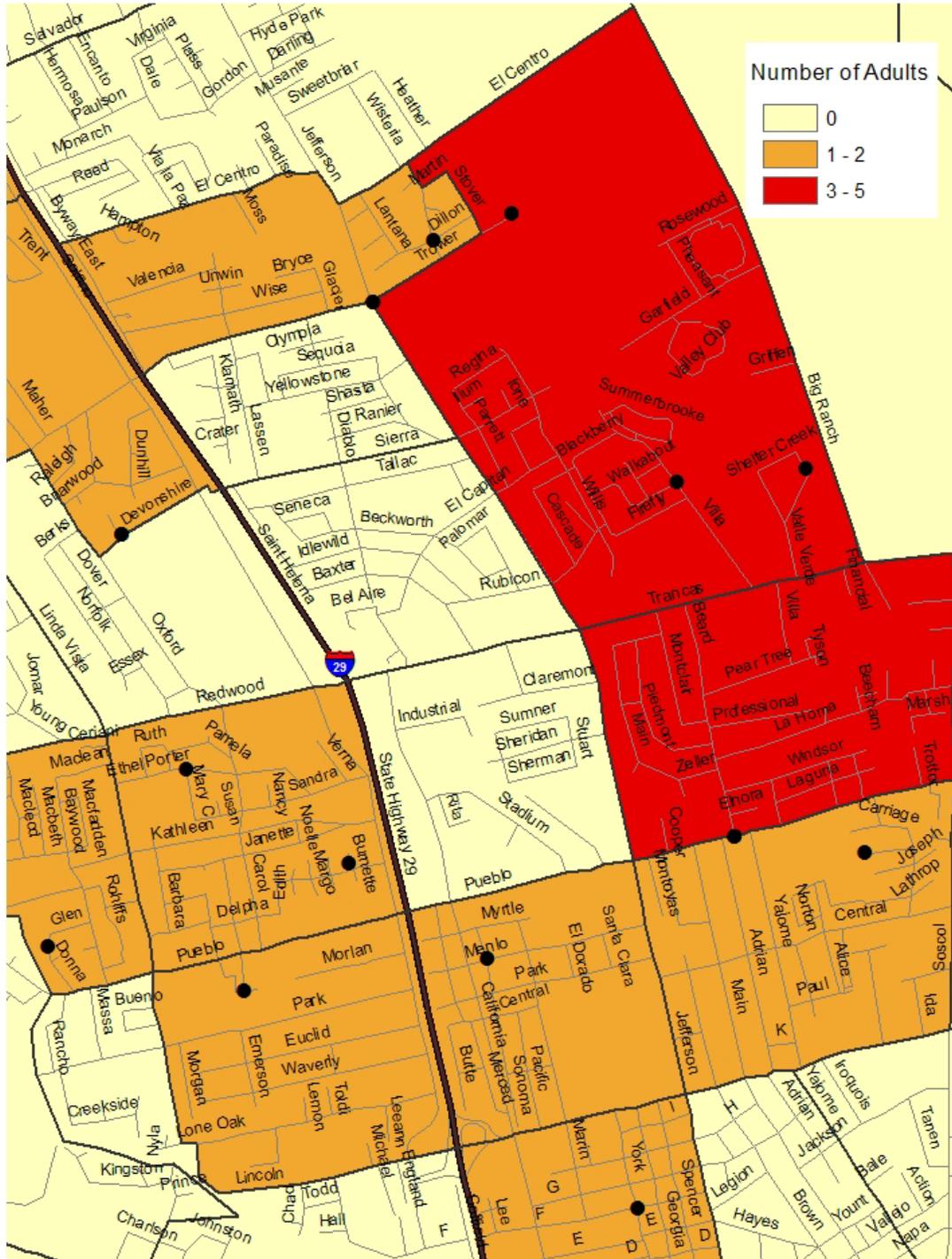
Source: Napa County Juvenile Probation 2007-2009 (N=1,117)

Exhibit 57: Map of Gang Member Adults on Probation in Napa City Area



Source: Napa County Adult Probation 2007-2009 (N=43)

Exhibit 58: Map of Adult Gang Members on Probation in Problem Area



Source: Napa County Adult Probation 2007-2009

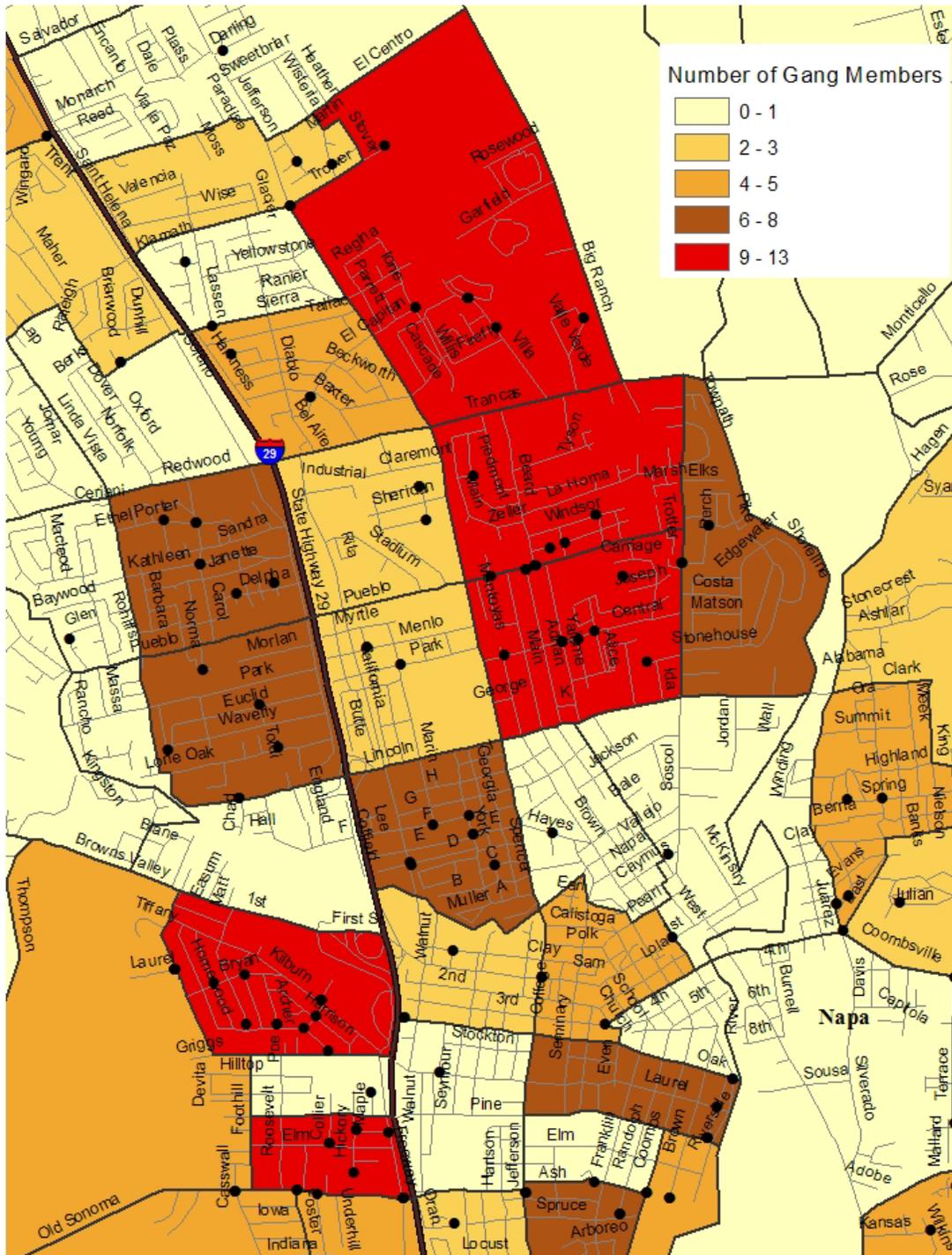
Exhibit 59: Probation rates per 1,000 in the population

		Rate per 1,000 Population		
		All	Gang	NonGang
Under 18 ^a				
Race/ Ethnicity				
	White	20.8	2.1	18.7
	Black	35.2	5.2	29.9
	Hispanic	25.0	11.9	13.1
	Other	14.6	2.4	12.2
Gender				
	Male	34.1	11.3	22.8
	Female	10.2	1.9	8.3
Over 18 ^b				
Race/ Ethnicity				
	White	16.1	0.3	15.9
	Black	64.0	0.5	63.5
	Hispanic	28.9	2.0	26.8
	Other	10.0	0.1	9.9
Gender				
	Male	30.7	1.2	29.5
	Female	8.0	0.1	7.9

^a Source: Napa County Juvenile Probation 07-09; 2008 American Community Survey

^b Source: Napa County Adult Probation 07-09; 2008 American Community Survey

Exhibit 60: Map of Juvenile and Adult Gang Members on Probation in Problem Area



Source: Napa County Probation 2007-2009

Section 6: Napa County Gang Expert Survey, 2009

The Napa County Gang Expert Survey was designed to elicit additional information about Napa gangs that might not surface in an examination of youth self-reports or officially recorded data. This survey was administered to local stakeholders in the Napa County area aware of the scale and scope of gang problems in Napa County (e.g., police officers, prosecutors). A total of 35 completed surveys are included in the following analyses, which includes demographic information about the respondents as a collective and then information about their expert knowledge of Napa County gangs. It is important to note that stakeholder perceptions often are at odds with the findings from criminal justice data.

Key findings:

- Respondent information
 - Most respondents were male, white, and just under 50 years in age.
 - Most respondents had a four-year college degree or greater, worked in a law enforcement agency, were experienced at their current job (8+years), and learned about gangs because of their current job.
- Gangs, crime, and adolescence
 - Gangs became an issue in the late 1980s, early 1990s.
 - Respondents to the Expert Survey believed, on average, that there are an estimated 8 gangs and 690 gang members, most of whom are Hispanic (72%) or White (21%). These data reflect their perceptions.
 - Prestige with peers, fighting, and protecting turf were rank-ordered as the three most important activities to gangs. Again, these perceptions need to be weighed against the criminal justice data reviewed above that shows, at least for homicide a very small gang violence problem in Napa County.
 - Over 7 out of 10 experts agree that gangs specialize in certain offenses, violence in particular.
 - Drugs, family breakdown, and school attainment were rank-ordered as the top three issues facing youth.
- Responding to gangs

- Job opportunities, police/community collaboration, and role models were ranked as the three most effective responses to gangs.
- Experts see that combating gangs as balanced between prevention (44%), suppression (35%), and intervention (22%).

Exhibit 61: Napa County Gang Expert Survey: Respondent Demographics

Average Age (in years)		47.22
Age Range		31-68
Gender		
	Female	29%
	Male	71%
Race		
	White	79%
	Latino	21%
Education		
	High School or GED	3%
	Some College	34%
	4 Year Degree	23%
	Graduate Degree	37%
	Technical School	3%
Years at Current Job		
	Less than 4	12%
	5 to 6 years	14%
	7 to 8 years	11%
	8 years or more	63%
Agency Type		
	Law Enforcement	55%
	Corrections	3%
	Probation	6%
	Non-Profit	12%
	Education	9%
	Government (City, County, or State)	15%
How you know about gangs:		
	Friends	6%
	Neighborhood	3%
	Job or school experiences	71%
	Firsthand experience	20%

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Exhibit 62: Napa County Gang Expert Survey: Scope of the Problem

Number of gang members	690 (348.5)
Number of female gang members	120 (93.7)
Number of gangs	8 (17.3)
Number of female gangs	2 (2.2)
Percent of gang members that are:	
Hispanic	72% (16.3)
White	21% (13.2)
Black	8% (9.0)
Other	12% (9.8)
Average age of gang members	17 (2.0)
Oldest gang member	45 (12.2)
Youngest gang member	11 (1.9)
Year that gangs became a problem	1989 (7.7)

Note: The mean expert response is reported, standard deviation is in parenthesis.

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Exhibit 63: Napa County Gang Expert Survey: Problems Youth Experience

Rank of most important problems faced by youth	Mean response (range 1(most)-10(least))
1 Drugs	2.2
2 Breakdown of the family	2.9
3 School achievement	3.4
4 Gangs	3.8
5 Unemployment	4.9
6 Racial polarization	5.4
7 Teenage pregnancy	5.4
8 Housing	5.6
9 Discrimination because of race/ethnicity	6.1
10 Police harassment	9.0
How easy is it for young males to resist gang activity	
Very hard	3%
Difficult	40%
Pressures are moderate	51%
Not much pressure	6%
How easy is it for young females to resist gang activity	
Very hard	0%
Difficult	0%
Pressures are moderate	0%
Not much pressure	100%

Exhibit 64: Napa County Gang Expert Survey: Gang Activities

Rank of most important activities to the gang	Mean response (range 1 (most)-5 (least))
1 Prestige with peers	1.3
2 Fighting	1.4
3 Protecting turf	1.9
4 Carry drugs	2.0
5 Drug sales	2.1
6 Drug use	2.6
7 Shootings	2.9
8 Murder	3.1
9 Becoming like organized crime	3.1
10 Engage in drive-by shootings	3.1

Do gangs specialize in certain offenses?	
Yes	71%
No	29%

Which offenses do gangs specialize in?	
Drugs	28%
Larceny/theft	8%
Guns	4%
Violence	60%

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Exhibit 65: Napa County Gang Expert Survey: Responding to Gangs

What is the right balance between the following:	Percent
Suppression	35%
Intervention	22%
Prevention	44%

Rank of most important effective responses to gangs	Mean response (range 1-3)
1 Job opportunities	1.3
1 Cooperation between law enforcement and community groups	1.3
1 Better role models in the community	1.3
4 Family treatment	1.4
5 Better schools	1.5
6 Vigorous arrest and prosecution of gang members	1.5
7 Cooperation among community groups	1.6
8 Community task forces	1.6
9 Church activities	1.7

Exhibit 66: Scope and Problems Youth Face: Differences Between Law Enforcement and Non-Law Enforcement Gang Experts

	Law Enforcement		Non-Law Enforcement
Number of gang members	660 (382.9)		721 (317.6)
Number of gangs	11.5 (23.2)		4.7 (3.1)
Rank of most important problems faced by youth	Mean response (range 1-10)		
	Law Enforcement		Non-Law Enforcement
1 Drugs	2.0		2.4
2 Breakdown of the family	2.6		3.2
3 School achievement	4.3	*	2.5
4 Gangs	3.3		4.3
5 Unemployment	5.4		4.4
6 Racial polarization	6.6	*	4.2
7 Teenage pregnancy	5.9		4.9
8 Housing	5.9		5.2
9 Discrimination because of race/ethnicity	7.0	*	5.2
10 Police harassment	9.3		8.7
Note: The mean expert response is reported, standard deviation is in parenthesis.			
* p< .05, significant differences between law enforcement and non-law enforcement responses			
10 Crisis intervention			1.7

Source: Napa County Gang Expert Survey, 2009 (N= 35)

Exhibit 67: Responding to Gangs: Differences Between Law Enforcement and Non-Law Enforcement Gang Experts

	Law Enforcement		Non-Law Enforcement
What is the right balance between the following:			
Suppression	43%	*	28%
Intervention	20%		26%
Prevention	40%		49%
Rank of most important effective responses to gangs	Mean response (range 1-3)		
	Law Enforcement		Non-Law Enforcement
1 Job opportunities	1.6	*	1.1
1 Cooperation between law enforcement and community groups	1.5	*	1.1
1 Better role models in the community	1.3		1.4
4 Family treatment	1.6		1.3
5 Better schools	1.8	*	1.2
6 Vigorous arrest and prosecution of gang members	1.4		1.6
7 Cooperation among community groups	1.9	*	1.2
8 Community task forces	1.6		1.7
9 Church activities	1.7		1.7
10 Crisis intervention	2.1	*	1.4

* p< .05, significant differences between law enforcement and non-law enforcement responses

Section 7: Merging Sources of Data on Napa Gangs

This section provides a basis for comparing what the different data sources show about gang membership. To do this, the following sources of information are included in the analyses: U.S. Census 2008; Healthy Kids Survey; CalGang; Juvenile Probation cases; District Attorney's cases; Jail Intelligence; and Adult Probation cases. These data sources are important for illustrating differences in the recording practices of key stakeholders in Napa County, and together provide a more nuanced and accurate picture of the gang problem in Napa County. Odds ratios are presented in order to compare the likelihood of a specific demographic group being identified as gang members. Odds ratios are a descriptive statistic used to provide a measure of effect size differences between two types of groups. For example, if 50 percent of the youth population in the United States are male, and 70 percent of those who graduate high school are male, then the odds of a male graduating high school are 1.4 (that is, 70 percent divided by 50 percent). For the current analysis, since odds ratios are standardized by the population (U.S. Census estimates), this allows us to compare the odds of different groups (i.e. males or females) being identified as gang members by different data sources.

Key findings:

- While males and Hispanic make up the majority of self-reported gang members, they are also an overwhelming majority of officially-recorded gang members.
- Especially among juveniles, Hispanics become increasingly overrepresented the further one goes into the system. This finding is consistent with many other jurisdictions that disparities increase the further one moves into the criminal and juvenile justice system.
- Hispanics have three times greater odds of being officially identified as a gang member, and are the only groups whose odds are greater than one.

Exhibit 68: Differences by Sources of Data According to U.S. Census Statistics

	Population	Gang Members					
	Napa County Census	Healthy Kids	Cal Gang	Juvenile Probation	District Attorney	Jail Records	Adult Probation
Under 18	N = 30,018	N = 272	N = 214	N = 204	N = 62		
Race/ Ethnicity							
White	42	20*	6*	13*	7*		
Black	3	9	1	2	0		
Hispanic	47	52	87	82	92		
Other	8	19	6	3	2		
Gender							
Male	52	64	79*	86*	100*		
Female	48	36	21	14	0		
Over 18*	N = 103,424		N = 449		N = 66	N = 1,042	N = 72
Race/ Ethnicity							
White	64		11*		12*	22*	24*
Black	2		1		2	2	1
Hispanic	25		81		86	73	74
Other	9		7		0	3	1
Gender							
Male	51		93*		97*	95*	92*
Female	49		7		3	5	8

* p<.05; There are significant differences between Napa County and Census data (by race/ethnicity or gender)

Source: U.S. Census, American Community Survey (2008); Healthy Kids Survey (2008), Napa County Juvenile and Adult Probation (2007-2009); Napa County Jail (1985-2009), CalGang (1997-2009)

Exhibit 69: Odds of Juveniles Being Involved in the Criminal Justice System Compared to 2008 Census by Race/Ethnicity

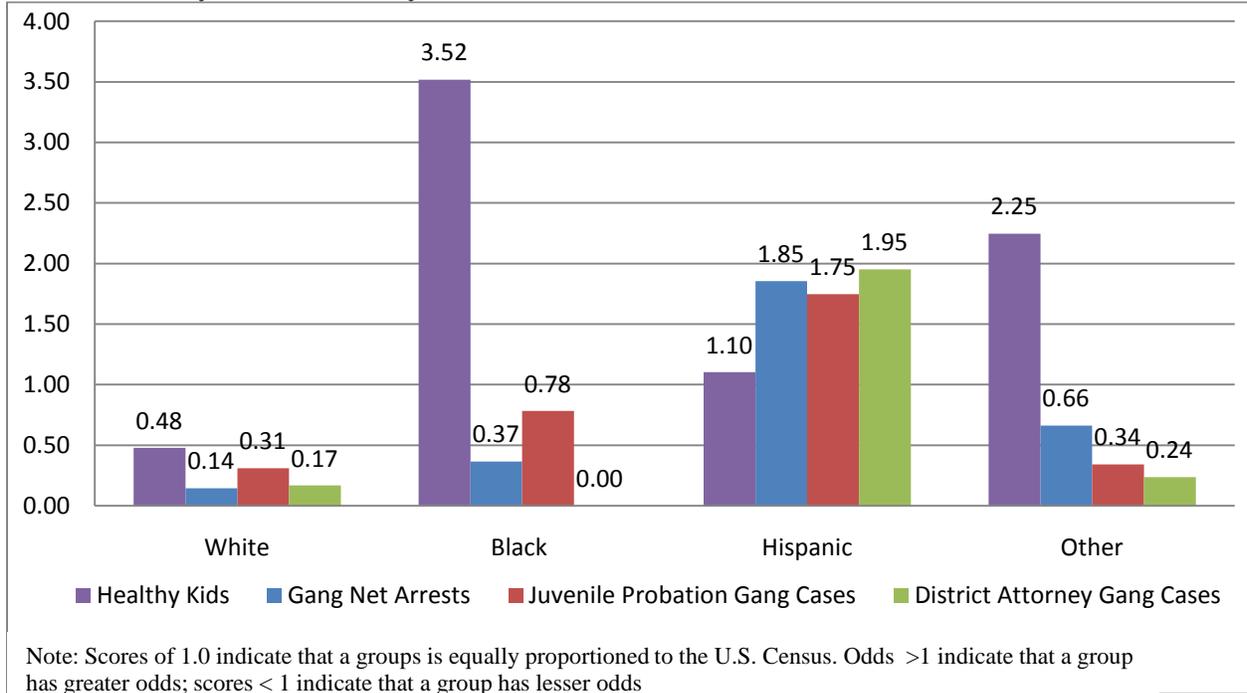


Exhibit 70: Odds of Juveniles Being Involved in the Criminal Justice System Compared to 2008 Census by Gender

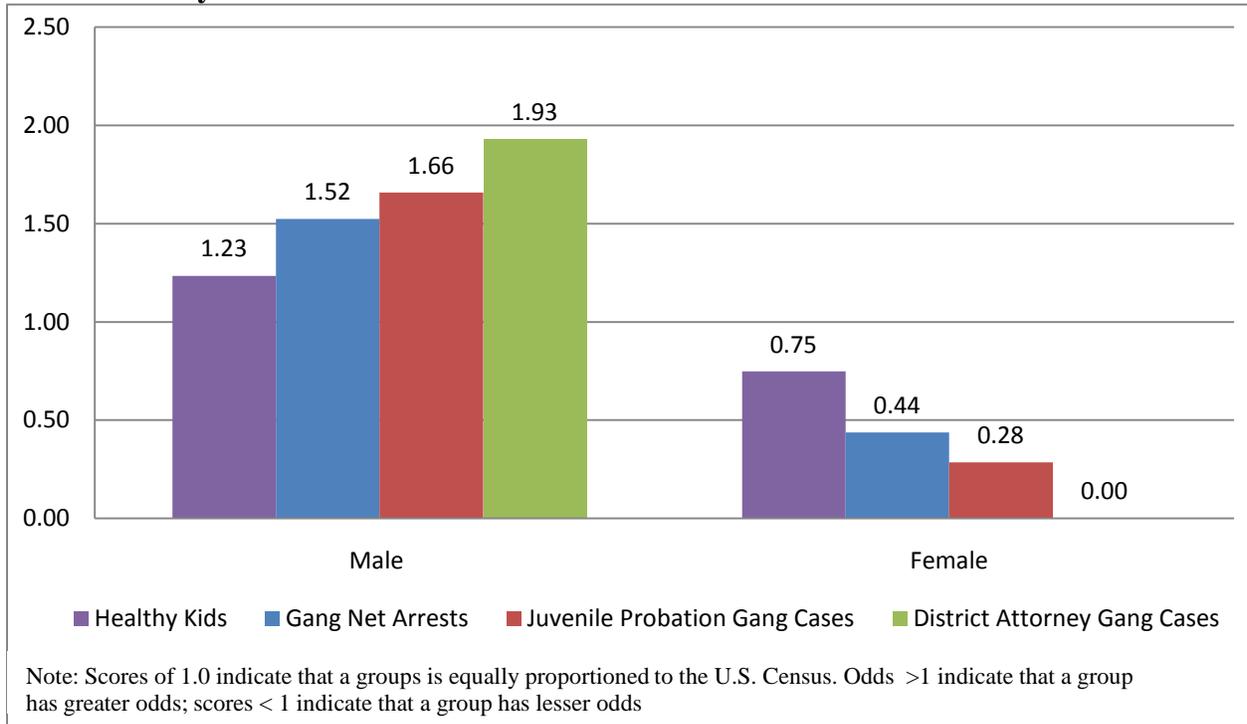


Exhibit 71: Odds of Adults Being Identified as a Gang Member Compared to 2008 Census by Race/Ethnicity

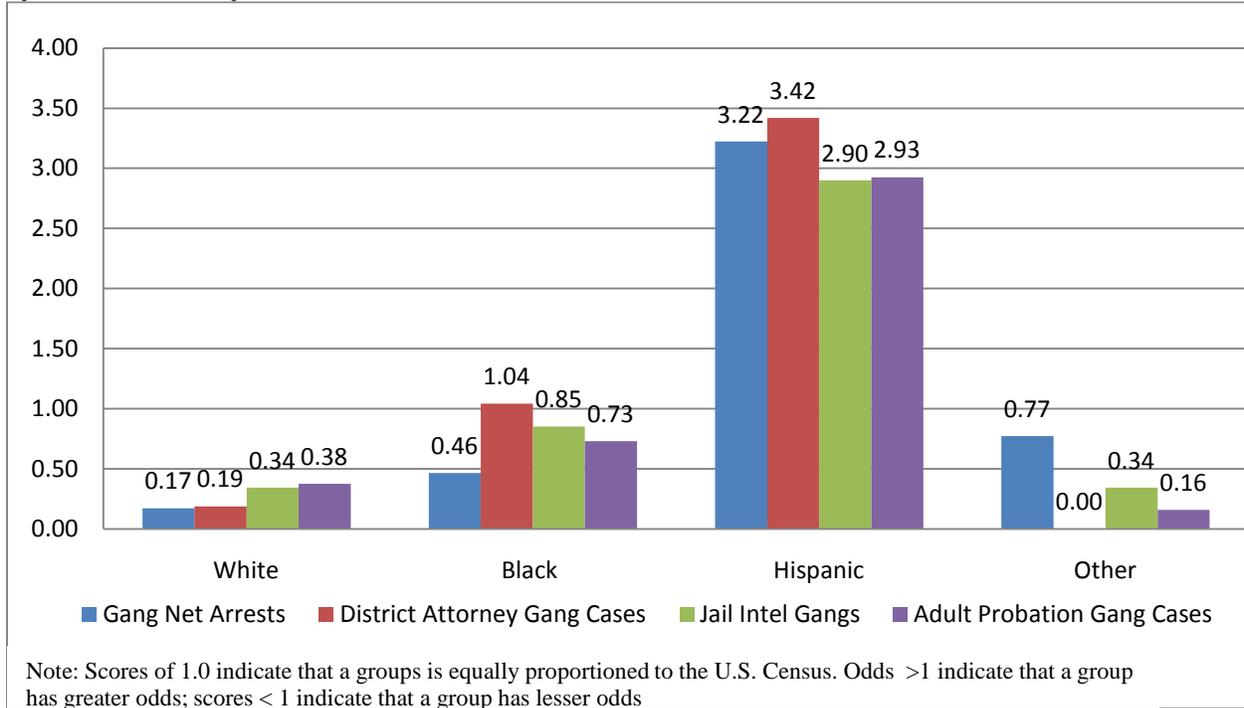


Exhibit 72: Odds of Adults Being Identified as a Gang Member Compared to 2008 Census by Gender

