

Team Charlie (3)

LA SURGE Memorandum of Understanding Proposal

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JOINT GANG TASK FORCE
LOS ANGELES SIXTIES UNIFIED REGIONAL GANG ENFORCEMENT
(LA SURGE)

STANDARD MEMORANDUM OF UNDERSTANDING

BETWEEN

The City of Los Angeles and the Los Angeles Police Department

AND

The City of Inglewood and the Inglewood Police Department

AND

The County of Los Angeles and the Los Angeles County Sheriff's Department

AND

The Los Angeles County District Attorney's Office

AND

The Los Angeles County Probation Department

AND

The State of California and the California Department of Corrections and Rehabilitation,
Division of Adult Parole Operations

AND

The United States Bureau of Alcohol, Tobacco, Firearms, and Explosives

PREAMBLE

The policy of the City of Los Angeles Police Department with regard to gang violence is to steadfastly reduce the incidence and proliferation of crime committed by gang members. The Task Force will target the Rolling Sixties Neighborhood Crips (Rolling Sixties) via a coordinated effort of local, county, state, and federal agencies to seek out, investigate, arrest, and prosecute Rolling Sixties gang members in the commission of crime in the City of Los Angeles, the City of Inglewood, and Los Angeles County (Federal Bureau of Investigation, 2011).

In order to ensure that there is a robust capability to deter, defeat, and respond vigorously to Rolling Sixties gang crime, the City of Los Angeles recognizes the need for all federal, state, and local agencies involved in fighting gang violence and crime to coordinate and share information and resources. To that end, the City of Los Angeles believes that the creation of the LA SURGE Gang Task Force represents the objectives of the City of Los Angeles Gang Enforcement initiatives. Furthermore, the County of Los Angeles, State of California and the United States Federal Government also recognize the need to enforce all laws against the scourge of the Rolling Sixties to protect the citizens of California against this violent gang (Los Angeles Police Department, 2018).

TASK FORCE MODEL

The Rolling Sixties Neighborhood Crips are a Los Angeles based street gang in the Hyde Park neighborhood of South Los Angeles and are estimated to have 6000 to 8000 members (Covey, 2015). The City of Los Angeles was barred from enforcing a gang injunction due to a recent ruling in the U.S. District Court (Queally, 2018). However, the ruling should not affect the enforcement efforts of the Task Force. The Rolling Sixties are involved in drug trafficking, robbery, murder, assaults, rape, carjacking, vandalism, and intimidation of the community (Barrett, 2004). Rolling Sixties gang members have been engaged in a rivalry with the Eight Tray Gangster Crips that has resulted in over sixty deaths. Additional rival gangs include the 83 Hoovers, School Yard Crips, Van Ness Gangster Bloods and the Inglewood Family Bloods (Covey, 2015).

Law Enforcement Response to Address the Problem

The Task Force will use overt and covert methods to investigate and arrest members of the Rolling Sixties involved in criminal activity to include drug trafficking. The gang is involved in both street level and major level sales. Overt methods should consist of uniformed patrol officers and gang officers stopping gang members in public to gather intelligence. When Task Force investigators identify a Rolling Sixties gang member involved in a crime, an arrest will be made; however, misdemeanors are at the discretion of the officer to obtain goodwill in the furtherance of intelligence efforts. Uniformed officers should dissuade the potential for drive-by shootings via high visibility patrol. Covert methods will include wiretaps, controlled buys, and surveillance of criminal activity (Gang Intelligence Strategy Committee, 2008).

Task Force Model: Multi-Jurisdictional

A Multi-Jurisdictional model will be utilized as the gang commits crimes in various jurisdictions throughout Los Angeles County. The Task Force should consist of members from the following agencies.

- The Los Angeles Police Department (LAPD).
- Los Angeles County Sheriff's Department (LASD).
- Los Angeles County District Attorney's Office.
- Los Angeles County Probation Department, California Department of Corrections and Rehabilitation, Division of Adult Parole Operations (DAPO).
- The Inglewood Police Department (IPD).
- The United States Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF).

These agencies have a vested interest in targeting this gang as the gang members operate in their jurisdictions. (Gang Intelligence Strategy Committee, 2008).

Political, Business and Community Leader Support

Elected local officials should be contacted regarding their concerns about the gang problem in their districts. Local business owners may feel that an acknowledgment of gang activity could dissuade customers from patronizing their stores. Residents of the community may be fearful of participating with law enforcement for fear of reprisal. Therefore, meetings with Los Angeles City Council members, the Los Angeles Chamber of Commerce, and LAPD Senior Lead Officers will be facilitated to inform the various participants regarding the Task Force mission and goals in the community.

The Task Force members should explain how gang crime affects the community, and how the Task Force will benefit each stakeholder. The Task Force members should meet with the

community and discuss the composition of the Task Force, highlights of the MOU, and the fact that guidelines from the Gang Intelligence Strategy Committee report are utilized in this effort. Consequently, the Task Force effort has the goal of more effective enforcement than current efforts which have not substantially curtailed the Rolling Sixties influence in the community (Gang Intelligence Strategy Committee, 2008).

TASK FORCE PERSONNEL

Task Force Personnel Primary/Lead Agency

The Los Angeles Sixties Unified Regional Gang Enforcement (LA SURGE) is established to address the gang activity of the Rolling Sixties Crip gang of Los Angeles by utilizing dedicated officers and resources to identify gang members, deter criminal gang activity, and to prosecute gang members involved in criminal activity. The Task Force will utilize a command structure of a Director (Captain), Lieutenant, Police Sergeants, and Investigators. Personnel will be vetted and chosen based their work history, gang knowledge, maturity, responsibility, and positivity to being committed to achieving the Task Force mission.

Task Force Personnel/Lead Agency

Visionary leadership is essential to the formation of the Task Force. The forward-thinking leader is often the most significant factor in uniting other law enforcement officials in support of the Task Force formation (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). For the Task Force, the Director should be a Captain from the Los Angeles Police Department (LAPD). The LAPD will be the lead agency, as the Rolling Sixties gang operates primarily in their jurisdiction. The LAPD Captain selected should have the requisite experience to lead this Task Force in its mission to suppress the Rolling Sixties gang in Los Angeles. Establishing a collaborative environment will enhance the ownership and

commitment of each participating agency (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

Personnel and Roles/Responsibilities

The LA SURGE Task Force will include three field supervisors, one Lieutenant from the LAPD, a Sergeant from the LAPD, and a Sergeant from the LASD. All supervisors will be proactive in maintaining a positive and professional work environment in the Task Force; be attentive to the methods and means Task Force members employ in conducting their investigative activities, and continually exhibit and enforce integrity and quality as standards in Task Force operations (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). The LA SURGE Task Force will also include sixteen investigators and additional support staff. Task Force personnel will demonstrate a consistent commitment to integrity, self-motivation, excellent record of prior performance, and ability to work with minimal supervision. Members should also exhibit team commitment and strong interpersonal skills, ability to communicate effectively with all segments of the community, positive attitude, accurate and comprehensive report writing, attention to details, and commitment to quality work (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). Adequate analytical support will be included to assist and Task Force operations, which will be facilitated by two technicians, one each from LAPD and LASD. The technicians will operate the technical support aspect of investigations to enhance officer safety as well as investigative effectiveness (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

TASK FORCE MISSION

Mission Statement

The Los Angeles Sixties Unified Regional Gang Enforcement (LA SURGE) Task Force is established to address the gang activity of the Rolling Sixties gang of Los Angeles by utilizing dedicated officers and resources to identify gang members and associates, deter and prevent criminal gang activity, and to prosecute gang members involved in criminal activity to dismantle all gang operations.

Mission Statement Components

Utilizing a command structure of a Director (Captain), Lieutenant, Sergeants, and Investigators, the mission statement of the LA SURGE will be the basis of providing a clear understanding and structure of the objectives to be accomplished within the Task Force.

Objectives

The Los Angeles Sixties Unified Regional Gang Enforcement (LA SURGE) objective is to identify, deter, disrupt, prosecute, and eradicate all gang activity associated with the Rolling Sixties Crips gang, to make the local area safer for all citizens and to make Los Angeles an inhospitable area for gang crime. The Task Force seeks to reduce gang activity by a minimum of fifty percent of the measurable activity. The LA SURGE Task Force will be utilized to develop and maintain an intelligence database of the Rolling Sixties gang members and their criminal activities. The LA SURGE Task Force will identify, arrest, and seek the prosecution of all gang members involved in drug trafficking to include; the street-level users, street-level sellers, and those involved in the major aspects of drug trafficking and conspiracies. The LA SURGE Task Force will also focus efforts on all criminal activity associated with the Rolling Sixties including but not limited to: thefts, burglaries, vandalism, robberies, homicides, and rapes. The LA

SURGE Task Force may utilize the Racketeer Influenced and Corrupt Organizations Act (RICO) to extend and enhance criminal penalties and to seize property and monetary gains, achieved by the gang to further cripple the entire gang enterprise.

A supplementary objective of the Task Force is to provide training to Task Force members in all aspects of the Rolling Sixties gang activity. The Task Force may provide community support by utilizing anti-drug and anti-gang educational programs for the youth in the area. The LA SURGE will endeavor to develop a rapport with the citizens in the Rolling Sixties local sphere of influence in hopes of gaining their support. This will assist in the eradication of gang activity in their neighborhoods and provide a means for confidential reporting of gang activity. The ultimate vision of the LA SURGE is the complete disruption, dismantlement, and eradication of the Rolling Sixties gang. The result will provide a safer environment for our youth and all the citizens of Los Angeles.

Procurement Procedures

Task Force operations require the support of the agencies involved and many resources to be productive. These resources include personnel expenses (salaries, overtime), equipment (offices, computers, vehicles), confidential/investigative funds (covert operations, confidential informants), and support services (training, travel, IT support). The LA SURGE Task Force will attempt to acquire available funds offered in the form of grants. These grants include funding from the U.S. Attorney's Office, Gang Resistance Education and Training (G.R.E.A.T.) and Project Safe Neighborhoods, administered by the U.S. Bureau of Justice Assistance, Safe Streets Initiative, Los Angeles High-Intensity Drug Trafficking Area (LA HIDTA) funds, Weed and Seed grant programs and discretionary grant programs. This funding will ensure that the LA SURGE Task Force will operate without interruption and have access to the resources necessary

to be successful (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

TASK FORCE DATA COLLECTION

Definitions

Gang- A group of 3 or more people who adopt a group identity by using a common name, slogan, identifying sign, symbol, tattoo or other physical markings, style or color of clothing, hairstyle, hand sign or graffiti to create an atmosphere of fear or intimidation in the community. The group engages in criminal activity and uses violence or intimidation to advance its criminal objectives with the intent to increase or preserve the gang's power, reputation, or economic resources. The gang may also have some of the following features: The members employ rules for joining and operating, the members meet on a recurring basis, the gang provides protection of its members from other criminals and gangs, the gang exercises control over a particular location, or it may merely defend its perceived interests against rivals, or the association has a distinguishable organization. (U.S. Department of Justice, 2018)

Gang Member- Any person who actively participates in any criminal street gang with knowledge that its members engage in, or have engaged in, a pattern of criminal gang activity, and who willfully promotes, furthers, or assists in any felonious criminal conduct by members of that gang (CA Penal Code 186.22) and is certified by three of the following:

- Admits to being a gang member or an associate or is identified as a gang member by a rival gang or by a reliable source.
- Is observed to associate on a regular basis with known gang members and is in a photograph with known gang members and using gang-related hand signs.
- Wears gang clothing, symbols, and tattoos, to identify with a specific gang.

- The name is on gang roster or document, or gang-related graffiti.
- Arrested in the company of identified gang members or associates.
- Corresponds with known gang members, writes or receives a letter about gang activities.
- Writes about gangs (graffiti) on walls, books, paper, etc.in school.

Gang Affiliated- A person who associates with or supports the activities of the gang but is not an active participant in the felonious crimes associated with gang membership.

Data Collection and Processing

It will be the responsibility of the Task Force members to review gang-related crime reports or field interview (FI) information forwarded to the Task Force regarding gang members or suspected gang members from their specific agencies. Personal identification information, along with gang verification information, will be entered in the analytic software system referenced below. Persons identified as gang members or affiliates should also be checked through open sources; for example, social media searches for gang verification via photographs and associating with other known gang members. After this collection and processing, the information should be analyzed for gang member activity regarding frequency and geolocation concerning gang-related crimes. The analysis will allow for the identification of crime patterns in the area of the Rolling Sixties influence. In the case that the crime information is insufficient, the assigned Task Force members should liaison with local patrol officers and detectives for more detailed information or request further field identification of gang members. Finally, the information regarding persons in the database should be disseminated on a need to know basis and reviewed periodically to determine if the gang member's status has elevated or if they are still an active member (Bureau of Justice Assistance, 2008).

Crime Reclassification

When a crime report involves a gang member, it will be reviewed by a Task Force member to ascertain if the crime is either gang-motivated (benefit of, at the direction of, or in association with any criminal street gang, with the specific intent to promote, further, or assist in any criminal conduct by gang member) or gang-related (involving a gang member). A supplemental report will be generated explaining a secondary reclassification of the crime report in the Records Management System (RMS) for tracking purposes.

Analytics

The Task Force participants may use their agencies RMS systems or CalGang® database for enforcement objectives. Access should be granted to the affiliate Task Force agency members. However, to consolidate information and enable linking of gang members, the Task Force should consider the use of the analytical tool CrimeNTel by CI Technologies, Inc. (CI Technologies, 2018). This software will assist in case management and submitting intelligence when targeting gang members. The software will also assist in the periodic review of gang members entered into the database to determine if the record needs to be purged due to inactivity.

TASK FORCE RISK MANAGEMENT / LIABILITY PROCEDURES

The Risk Management policy of the proposed MOU shall consider both physical risk and decision-making risk. Written policies will be formulated and be incorporated in the overall policies and procedures manual of the Task Force (Gang Intelligence Strategy Committee, 2008). Law enforcement officers are bound to act within the law and if found operating outside legal limits may be prosecuted under Title 18, U.S.C., Section 242 and state criminal law. Civil liability may be incurred under Title 42, U.S.C., Section 1983. Police operations involve

considerable discretion and the letter of the law vs. the spirit of the law debate can cause officers to explore the gray areas of investigations (Hess, Orthmann, & Cho, 2014, p. 528). The Task Force policy will be that officers will always act legally, ethically, and with integrity to protect the involved agencies and officers from liability. Typical areas of police liability are the use of informants, evidence and money handling, undercover decision making, the use of force, and overtime management and documentation (Gang Intelligence Strategy Committee, 2008, pp. 35-36).

The Communication of Risk Policy

The communication of the Risk Policy should be through roll call presentations by supervisors and by the distribution of the written policy. The presentation will highlight the main areas of liability and how the policies will mitigate this risk (Vaughn, Cooper, & del Carmen, 2001) . The presentation shall include the Law Enforcement Code of Ethics as the standard for the Task Force (Los Angeles Police Department, 2018).

The Culture of Ethical Decision Making

The police culture has been studied extensively over the past four decades and beliefs that may promote unethical behavior are: *denial of injury*, *advantageous comparisons*, *higher cause* and *diffusion of responsibility* (Fitch Ph.D., 2011). A subsequent issue from these beliefs may be the code of silence when colleagues cover for each other although an act is unethical. The Task Force must have the attitude of, “*We have one rule... we follow all of the rules, all of the time.*” Task force supervisors must lead by example and have a zero tolerance for aberrant conduct (Gang Intelligence Strategy Committee, 2008, pp. 35-36). Should Task Force leaders fail to recognize unlawful acts, individual police officer careers may be compromised, and the Task Force would be at risk of closure.

Risk Manager Duties

Policies will be formulated in advance for high-risk operations including undercover contact with violent gang members, field contacts with gang members, and search warrants execution and arrest scenarios. Additionally, every field operation will have a Safety Officer assess the operation and he will have the authority to terminate such operation. The Risk Manager shall attend online training in this concept at the Institute for Intergovernmental Research (IIR), Center for Task Force Training. (Gang Intelligence Strategy Committee, 2008, pp. 35-36). The Risk Manager will mitigate risk in field operations by ensuring that standard operating procedures and current policies regarding warrant service and undercover operations are followed. Lessons learned from previous noteworthy incidents should be reviewed to avoid repeating the same mistakes (Gang Intelligence Strategy Committee, 2008, pp. 35-36).

TASK FORCE TRAINING

Task forces are inherently dangerous, often complex, and sensitive in nature due to the problems they are often asked to address. Task Force personnel will bring a variety of experience and varying levels of training to the Task Force. Therefore, it is essential to have a training program that all Task Force members will be required to complete before being placed in the field. The training will promote greater consistency, efficiency, professionalism, and safety within all aspects of the Task Force.

Training Program

The LA SURGE training program will focus on Task Force policies and procedures. All personnel will be required to receive thorough training prior to becoming an active member, and all members will receive annual refresher training. Initial training will be conducted in a classroom setting, and refresher training will be continually ongoing in the form of roll call

training and online training. Individual topics to be included in initial and refresher training will consist of:

- Basic and Advanced Gang Investigations.
- Basic and Advanced Narcotic Investigations.
- Surveillance Tactics.

One day a month should be set aside for simulation training for high-risk operations such as:

- Tactical Training.
- Search Warrants.
- Firearms.
- Officer Rescues.

Training Topics

Training allows for positive reinforcement and to address mistakes that were detected during field operations. Training is beneficial as it promotes the purpose of the Task Force and defines how operations should be conducted. Additional topics to be covered in training include:

- Task Force Mission.
- Policies and Procedures.
- Case Management.
- Operational Planning.
- Confidential Informant Policies.
- Field Training Officer Model.
- Hostage Rescue.
- Officer Down.
- Buy-and-Bust Operations.

- Defensive Tactics.
- Financial Investigations.
- Searches and Seizures.

Task Force supervisor training should also include additional training in:

- Leadership.
- Budget Planning and Management.
- Grant Reporting and Fiscal Responsibilities.
- Personnel Management and Performance-Related Obligations.

Documentation

The Director of the LA SURGE Task Force shall maintain a collection of all training programs to include all written training materials, lesson plans, course materials, and supplemental readings. The materials will be updated, as necessary, by LA SURGE subject matter experts. Documentation will also be maintained by the Task Force administration of training completed by Task Force members. The documentation will include roll call rosters, testing conducted of the written material, and testing of the practical scenarios. The documentation will be preserved throughout the duration of the Task Force.

Liability

Maintaining detailed Task Force training documentation is essential to providing a defense against any civil litigation or public scrutiny that may result about from operations. The court will use three criteria when determining liability which includes: Was the training provided? Was the training adequate for the role or assignment? Was the training current and relevant? The LA SURGE Task Force administration will consult with the Los Angeles City

Attorney to ensure that all criteria are met and defensible in court (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

TASK FORCE FUNDING/ BUDGET / TOTAL OPERATING EXPENSES

Funding

The success of any Task Force depends on the ability to secure long-term and stable funding to ensure an effective and safe operating environment. This can prove quite difficult considering the volatility of already constrained departmental budgets. Grants from governmental or private industry are competitive and not guaranteed, therefore Task Force commanders should explore hybrid funding from diverse areas (Bureau of Justice Assistance, 2008).

Local

As part of community outreach goals, Task Force members should contact local vendors, stakeholders, and companies to determine resources potentially available for the mission. Computer equipment, software, office supplies would be beneficial to the Task Force. Similarly, local partnerships may help later when trying to circumvent gangs from recruiting local youth (Bureau of Justice Assistance, 2008).

State

Regarding state funding resources, inquiries should be made to Los Angeles County authorities to ascertain if AB 109 funding is available regarding enforcement initiatives directed toward prison gang membership. Monitoring prison gangs is necessary for the successful reintegration of inmates released under Post Release Community Supervision (PRCS). The California Department of Justice Training Center provides reimbursable training courses in

relation to gangs, cell phone, and electronic evidence collection, human trafficking, and other pertinent courses (CA Peace Officer Standards and Training, 2018).

Federal

Federal grants for law enforcement available in the areas of gangs, education, and can be utilized about gang abatement and youth gang prevention:

- Youth Gang Prevention- To prevent and to reduce the participation of juveniles in the activities of gangs that commit crimes (Federal Grants Wire, 2018).
- Edward Byrne Memorial Justice Assistance Grant Program- JAG funds awarded to a unit of local government to be used to provide additional personnel, equipment, supplies, contractual support, training, technical assistance, and information systems for criminal justice (U.S. Department of Justice, 2018).
- Gang Suppression Planning Grants Program- Jurisdictions that have high levels of youth perpetrated gun crime and gang violence and that can demonstrate a willingness and readiness to develop fully comprehensive, community and data-driven responses may apply for this grant. Funding will support selected jurisdictions to undertake strategic planning and capacity-building work through multidisciplinary and community partnerships (U.S. Department of Justice/ OJJDP, 2018).

Budget

Task Force operations budgeting, dispersion of funds and auditing should be maintained by a single member organization, to ensure consolidation of funds and transparency of payments.

Personnel

The agencies that contribute members to the Task Force will pay for the members' salary and benefits. Overtime will be paid for by the Task Force. The estimated overtime budget is \$500,000 for 22 hourly employees (2 sergeants, 16 investigators). The captain and district attorneys are salaried employees and not eligible for overtime. No overtime is anticipated for the clerical staff.

Equipment

Personal protective equipment should be provided by the individual departments. Specialized equipment and vehicles shall be funded by the Task Force as follows:

- Vehicles- \$30,000 per vehicle + \$3500/ year maintenance = \$871,000 (Kollo, 2018)
- Motorola handheld radios with accessories- (26) \$2500 = \$65,000 (Motorola, 2018)
- Breaching tools- (2 sets) \$2000
- Protective shields- (2) \$1500 = \$3000
- Kevlar helmets- (26) \$450 = \$11,700 (Atlantic Tactical, 2018)

Training

An allocation of funds is required to cover startup costs. However, most of the training should be POST reimbursable. Continuing and specialized training about Task Force operations may be covered under this budget. The estimated cost for Task Force member training in the initial year is \$300,000.

Facilities

- Office Space - 5000 sq. feet = \$120,000/ year

- Desk/ file cabinets/ etc. – \$100,000
- Office supplies - \$10,000
- Phone and internet services - \$60,000/ year
- Computers/ IT (supplied by lead agency) - \$1000/ desk = \$2900

Confidential/Investigative

- Purchase of evidence, information, services, etc. = \$100,000

Total Estimated Budget for Initial Year = \$2,136,600

TASK FORCE POLICIES AND PROCEDURES

The LA SURGE Task Force is established to address the gang activity of the Rolling Sixties gang of Los Angeles by utilizing dedicated officers and resources to identify gang members, deter criminal gang activity and to prosecute gang members involved in criminal activity. With the creation of Task Force, a policies and procedures manual is necessary. The Task Force will be of multi-agency design, and therefore, a policies and procedures manual will ensure performance consistency, accountability, reduce liability and create a stable and professional work environment.

The Elements

The LA SURGE Task Force requires elements of the policies and procedures manual that defines the administrative framework essential to execute the Task Force mission. These elements should include:

- Personnel roles and responsibilities.
- Gang terminology definitions/data collection.
- Case management policies.

- Operational planning policies (including plan requirements and approval process).
- Critical incident response plan and critical incident checklist.
- Confidential informant policies.
- Risk management policies, administrative/financial procedures.
- Internal and citizen complaint procedures.
- Sexual harassment and hostile work environment complaint procedures.
- Use of force policy.
- Firearms, shooting incidents, injury procedures,
- Major incident notification procedures.
- Media relations and release of information.
- Operation and use of unit motor vehicles, motor vehicle accident procedures.
- Operational briefings and debriefings.
- High-risk activities (including search warrants, arrests, and undercover operations).
- Clandestine laboratory investigations.
- Use and maintenance of Task Force equipment.
- Alcohol consumption/substance abuse in the performance of lawful duties.
- Undercover/covert operations (including preapproval requirements and a policy that describes each role and responsibility associated with this high-risk endeavor).
- Undercover/covert equipment procedures, evidence-handling procedures.
- Initiation of investigation documentation, asset forfeiture procedures,

- Information privacy, and facility security (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

Manual Approval, Distribution, & Revisions

The LA SURGE Task Force will ensure that policies and procedures are current and relevant to Task Force operations. The policies and procedures manual will be reviewed in its entirety, modified as appropriate, and ratified by the Task Force governing board on an annual basis (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). The LA SURGE Task Force will secure approval from the Task Force governing board annually by creating a finalized version of the manual, as well as revisiting and revising elements before the end of each fiscal year to determine if any updates are necessary. Updates will include current case law, departmental policies & procedures revisions and state and municipal law changes. The LA SURGE Task Force should encourage personnel to contribute input in the process of the manual development to engender unit cohesion. The manual of procedures will be distributed to all members and posted online.

TASK FORCE OPERATIONAL PLANNING / INVESTIGATION

The planning process should incorporate contingency planning, personnel assignments, and briefings and orders plans to avoid liability in high risk operations. The LA SURGE Task Force recognizes that safety is paramount in all operations. Pre-planning can mitigate risk to the public, officers, and offenders. Operations whether tactical or proactive wherein there is potential contact with a suspect should have a written operational plan (Ops plan) in place before execution. Ops plans should include information from all available resources to include input from the case agent, undercover officers, supervisors and other team members.

Operational Plan

The case agent shall prepare a written Ops plan for operations that involve contact with a suspect, and it shall include the following items:

- Statement of operational objectives, case synopsis, plan of action, entry plan, suspect information, location and time of the event.
- Specific assignments for personnel and risk manager assignment.
- Photographs diagrams and maps of target location, communications plan, and body wire communications plan, contingency plans to include (emergency and abort signal, rescue plan, evacuation plan, termination of the operational plan, pursuit plan, policy, and locations of trauma center).
- Staging area, rally and briefing area, deconfliction center notification, notification of on-duty local agencies, equipment checklist.
- Can the location be surveilled adequately? Does it minimize the chance of a pursuit? What is the background in case of gunfire and are there hazards in the area?
- Criminal history, number of suspects, weapons, databases inquiries and language issues.

Briefing and Debriefing

Absent exigent circumstances, field operations shall include a formal briefing and all members involved in the operation will participate. A standardized briefing form and checklist incorporating the above considerations shall be utilized in all field operations involving execution of a warrant. A Safety Officer will be assigned to all operations, and he will have veto authority over any aspect of the mission or of the mission in its entirety. The Incident Commander of the operation shall utilize the briefing form and checklist to confirm that all considerations are addressed.

The Ops plan will be utilized as a template during the formal briefing process to inform the members of the operation. A review of the target location and suspect, Ops plan, team assignments and the specific mission of each team member will be detailed. Photographs and video of the suspect and target location should be reviewed, and copies of the Ops plan disseminated. Tactical operations focused on the entry to a structure not requiring the utilization of a SWAT team should be diagramed and role-played before execution. All operations shall be debriefed as the object of the debriefing is to seek opportunities to improve Task Force operations safety and efficiency in the future (Gang Intelligence Strategy Committee, 2008).

TASK FORCE CRITICAL INCIDENT RESPONSE

The LA SURGE Task Force is established to address the gang activity of the Rolling Sixties Crips gang of Los Angeles by utilizing dedicated officers and resources to identify gang members, deter criminal gang activity, and to prosecute gang members involved in criminal activity. In the formation of the LA SURGE Task Force, a critical incident response policy is necessary. A formal critical incident response plan will be formulated, and all Task Force personnel will be provided with initial and quarterly training on the components of the plan. In addition to the plan, a critical incident checklist will be created to support an appropriate response when emotionally charged events occur (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

The Plan

Gang Task Force operations take place in volatile environments. Nonetheless, professional leadership and careful planning may minimize risk. Violence and critical incidents are realities that should be anticipated and deliberated (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). Standing plans will assist the Task Force

supervisors in the management of a critical incident. Critical incidents may include but are not limited to situations such as:

- Intentional or accidental shootings.
- Serious assault or injury to a team member.
- Exposure to a traumatic event (e.g., officer-involved shooting).
- Serious injury to or fatality of an in-custody suspect.

(Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

The LA SURGE Task Force will have a critical incident response plan that shall include the following:

- Emergency contact information for all Task Force personnel (this information shall be updated frequently).
- Emergency contact information for all participating agencies.
- Crime-scene management protocols to protect and preserve all evidence and witnesses.
- Transportation and security of involved personnel.
- The availability of legal representation for all involved personnel.
- Control of media access and release of information.
- Support and assistance to the families of involved personnel.

(Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

Immediate Action Items & the Media

The LA SURGE Task Force will have an immediate action plan for media relations when a critical incident occurs. Within two hours, the following should occur:

- Ensure that a command-level staff member (captain or lieutenant) is on the scene and providing information directly to key management and public officials as it is received. As updates are received, they shall be distributed to key personnel as time allows.
- The LAPD's Media Relations Section should be contacted to assist in the planning of a press conference (Police Critical Incident Checklist, 2018).

TASK FORCE CONFIDENTIAL INFORMANTS AND INVESTIGATIVE FUNDS

Confidential informants (CI's) are vital because they provide useful and credible information to law enforcement that may not otherwise be obtained. CI operations require the highest level of command and control from the Task Force commander since CI's pose a significant risk to themselves, officers, and the Task Force. Investigative funds are used to pay CI's for substantive information that furthers the Task Force's agenda. CI's and investigative funds are necessary investigative tools, although pose a high risk and liability to the departments involved, and therefore policy and procedures must be strictly adhered to.

Policies and Procedures

Due to the complexity of CI investigations, each level of the Task Force is accountable for specific responsibilities. These policies and procedures are necessary to protect the CI's, the Task Force and the departments involved. Training should be provided on all aspects of this policy. All Task Force personnel will be required to attend the following training courses, *The Use and Control of Informants* and *Cultivating and Managing Confidential Informants* prior to any member of the Task Force utilizing a CI during an investigation.

Task Force Commander Responsibilities

The Task Force Director is responsible for establishing written policies and a system of safeguards that will monitor the CI program and establishing sound accounting practices for CI

funds. The Director will provide final approval on all major decisions regarding the use of high-risk CI's, who include; violent offenders, sex offenders, juveniles, and current gang members. The Director will train Task Force supervisors in their roles regarding the responsibilities of the CI program.

Task Force Supervisor Responsibilities

Task Force supervisors are responsible for approving and supervising the use of CI's and the investigative fund. The supervisors will train the Task Force officers in their roles and responsibilities in the CI program and enforce policy, procedures, and standards of the program. Supervisors will be alert for danger signals regarding officer and CI relationships. Supervisors will conduct random audits, reviews, and interviews of CI's to ensure policy and procedures are being adhered to and will document all these findings.

Task Force Officer Responsibilities

Task Force officers will be responsible for acknowledging and complying with all policies and procedures. Officers will keep the Task Force supervisor informed and document all CI investigations, activities, and meetings. Officers will strive to corroborate all CI information through independent investigative practices to ensure the validity of all information received. Officers will control the informant and the investigation and will always maintain a professional relationship with the CI. Officers shall not engage in any fraternization or business relationships with the CI. Investigators will abide by the two-officer rule when meeting or paying a CI and ensure all CI documentation, waivers, and liability agreements are completed.

Training and Audits

All individuals involved in the CI program or who have access to investigative funds will be required to obtain detailed training before use. The mandatory courses, listed

above, will be required prior to the use of any CI and refresher training will be conducted monthly. Training will include choosing, validating, documenting, and payment to CI's. Supervisors will conduct audits of CI's by conducting random regular face to face interviews with informants, inspecting contacts and records, payments to CI's, and officer/informant interactions. These audits will be detailed and reported to the Task Force Director upon completion. The audits will serve as a safeguard to monitor the CI program and to ensure its integrity. Audits will also be conducted of the investigative fund to ensure funds are being appropriately received, distributed, and documented. The Task Force legal advisor will review all training materials and audits to ensure compliance with all laws (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). This policy is designed to take full advantage of this program while protecting the integrity of the Task Force, its officers, the agencies involved, and the informants

TASK FORCE STAKEHOLDERS AND OUTCOMES

Key Stakeholders

The following are stakeholders with vested interests in reducing gang activity in the area claimed by the Rolling Sixties (United Gangs, 2018):

Los Angeles Unified School District and Charter Schools: The Rolling Sixties gang operates in the neighborhood of students that attend the Horace Mann Middle School and three charter schools of various grade levels (The Yes Academy, Alliance Leadership Academy, and Renee & Meyer Luskin College). According to intelligence reports, numerous Rolling Sixties gang members also attend Crenshaw High School. The information gathered by school staff and School Resource Officers would be vital in identifying younger gang members or those associating with the gang. *Religious Organizations:* There are at least nineteen religious

organizations, and churches in the geographical area of the Rolling Sixties operating area. An information campaign should be implemented to invite their attendance. These organizations can assist in reaching out to parents and to offer support and gang education. Church groups can act as a police-community liaison and facilitate assistance for struggling families.

Businesses/Shopping Centers: Business owners may avail themselves of Crime Prevention Through Environmental Design (CPTED) concepts so that they are not easy targets for gang-related crime, one such program is *Crime Free Business*. Business owners may be valuable sources of information regarding gang activity near their establishments (International Crime Free Associations, Inc. , 2018).

Outcomes

In keeping with the federal Task Force recommendations promulgated by the U.S. Department of Justice and the Program Assessment Rating Tool (PART). The LA SURGE Task Force will track the following outcome measurements:

- Gang members arrested (percentage prosecuted & convicted); guns/assets seized (in connection with possible gun Task Force grant money).
- At least one community and law enforcement education programs delivered per month.
- Results of preliminary and subsequent community/school surveys regarding gang problems to determine if outreach or enforcement focus is working or needs to be shifted.
- The number of identifications and referrals of at-risk youth to governmental and nongovernmental community diversion resources; specific and identifiable gangs/criminal enterprises disrupted or dismantled.
- The goal of a fifty percent reduction in gang-related crime in the area of Task Force operation that can be documented (Bureau of Justice Assistance, 2008).

At the end of the first year of operation, these outcomes will be examined for Task Force success and re-examined to determine if another outcome measurement would be more appropriate.

Engagement and Prevention

The Task Force should partner with the LAPD Community Relations Office of 77th Area to explore CPTED to reduce the locations where gangs may loiter to sell drugs, such as apartment complexes and shopping centers (International Crime Free Associations, Inc. , 2018). The Task Force should also explore collaboration with the LAPD Vice Unit of 77th Area to increase checks of businesses that may promote prostitution and human trafficking.

Intervention

As stated above, the Task Force should identify local organizations to assist in the presentation of gang recognition and intervention classes to parents and guardians of local youth. The Task Force should identify and work with local organizations to develop or further after school and weekend programs for at-risk youth in the area.

Suppression

The Task Force should consider the use of analytical software, for example, *CrimeNTel* by CI Technologies (CI Technologies, 2018). This software will assist in submitting intelligence and case management processes when targeting gang members. It will also allow for the determination of hot spots or high crime areas within the Rolling Sixties area of influence that can be targeted for extra patrol and suppression operations.

TASK FORCE CASE MANAGEMENT

Task Forces draw on the experience and knowledge of local officers and share the resources of the federal government to increase the investigative reach and authority of

investigators (United States Drug Enforcement Administration, 2018). Therefore, it is essential that finances and allocation of personnel be appropriately deployed. Oversight regarding the selection, investigation, and management of cases is a fundamental necessity for the LA SURGE Task Force (Gang Intelligence Strategy Committee, 2008). All investigations, arrests, and prosecutions of the LA Surge Task Force will adhere to the mission of pursuing Rolling Sixties Gang members and associates conducting criminal activity. Completed investigations will be assigned a unique case number and filed securely at the Task Force headquarters. At the conclusion of the Task Force, the Task Force Director will determine the method of storage and access of case files for investigators in the future.

Deconfliction

Deconfliction is essential for the safety of law enforcement officers and the administration of investigations. Deconfliction ensures that agencies and investigators are not investigating the same target. Deconfliction is vital for officer safety reasons in that the execution of a search warrant does not inadvertently affect officers conducting parallel investigations. A supplementary benefit is that investigative resources are not expended on overlapping investigations. It is the policy of the Task Force that deconfliction will be addressed and approved by a supervisor during the initiation of an investigation and before executing an arrest or search warrant. The Los Angeles Clearing House (LA CLEAR) provides deconfliction services for investigators in the Los Angeles High-Density Drug Trafficking Area (LA HIDTA), which consists of Los Angeles, Orange, San Bernardino, and Riverside Counties. In San Diego and Imperial Counties, investigators shall utilize the Narcotics Information Network (NIN). If an investigation is not within the counties mentioned above, the TFO will endeavor to ascertain the proper deconfliction agency for that area (Los Angeles Regional Criminal Information

Clearinghouse, 2018). Investigators should also maintain liaison with all jurisdictions in the Gang Task Force area of enforcement activity.

Mission Statement Support

The Mission Statement of the LA SURGE Task Force is to address the gang activity of the Rolling Sixties Crips gang of Los Angeles by utilizing dedicated officers and resources to identify gang members and associates, deter and prevent criminal gang activity, and to prosecute gang members involved in criminal activity to dismantle all gang operations. To ensure adherence to this goal, the above Mission Statement will be prominently displayed at the Task Force Headquarters. Case agents and supervisors should refer to the Mission Statement when initiating an investigation and determine that the focus of the inquiry meets this criterion. A written proposal forwarded through the Task Force chain of command will detail adherence to mission goals and the Mission Statement. The mission statement will guide TFO's in the investigative effort; and investigators, supervisors, and managers should continually monitor whether an investigation is conforming to these guidelines (Gang Intelligence Strategy Committee, 2008).

Avoiding Mission Drift

A risk regarding the sustainability of a Task Force is when investigators depart from the assigned mission. Task Force Officers should remain focused on the intent of the mission statement and not pursue investigations or arrests solely to maintain the appearance of effectiveness. A case committee approval process will provide adherence to the intent of the mission statement and will ensure that mission drift is not introduced at the onset of an investigation. Furthermore, supervisors should periodically require updates from investigators during the progress of an investigation to maintain focus.

TASK FORCE DESIGN / FACILITIES / EQUIPMENT

Task Force Elements

The first critical element of the Task Force is planning and analysis. In the beginning stages, planning and analysis is required to determine the scope and the nature of the area's gang problem. These central questions should be answered: How large is the gang? What territory do they claim? How are they organized? Who are the leaders? Who are the most violent gang members? A secondary element is gang intelligence and information. The element concerns the technology or database that will be used to organize incoming information from affiliate agency databases so that the Task Force can utilize it. After the data is cultivated and enhanced, it may be returned to the affiliate agencies.

Finally, the strategy and tactics element is developed by utilizing the above information to determine the gang's operating procedures and financial endeavors. Tactics can be developed to target the gang leadership and target the most violent members to disrupt the gang operations. This final element merges into the following section by communicating and making agreements with cooperative agencies and other stakeholders to support the Task Force mission. Detailed conversations should take place to determine the strengths and weaknesses of the Task Force and its partner agencies.

Scope and Expectations

The overall scope of the Task Force will be outlined via the mission statement regarding focus on the Rolling Sixties gang and the surrounding community affected by the gang's sphere of influence. The specific scope of the Task Force's work will be:

- Define the Rolling Sixties Crips gang and its membership.
- Determine the scope of control of the gang and its money-making sources.

- Coordinate with allied agencies and community groups.
- Develop tactics and operations to restrict the gang's income and recruitment.
- Review operation results and modify any of the above steps to ensure effectiveness.

The intelligence gathering and sharing function of the Task Force will be addressed in the Mission Statement as well as the general tactics to be employed by the Task Force. The Mission Statement should be clear and concise to demonstrate to the administrators of the various member agencies the goal of Rolling Sixties targeted enforcement. The Mission Statement should also be presented to stakeholders and other cooperative community groups, to outline the overall focus in order to reap shared cooperation and assistance (Bureau of Justice Assistance, 2008).

Cooperative Agencies

During the final planning stages of the agreement, the Task Force leadership should schedule meetings with partner agencies (probation, social services) and community groups (religious council, charter schools, and after-school programs) to present the Mission Statement. Consequently they are aware of the Task Force and any conflicts raised can be addressed. Task Force leaders should also determine the level of resources and cooperation these groups can offer. Therefore there is reduced redundancy and gaps in services (Bureau of Justice Assistance, 2008).

Design Options

Due to the size of the Task Force, the focus will be on proactive investigations. The Task Force should cooperate with and share intelligence with allied agencies investigating crimes committed by the Rolling Sixties. The Task Force should focus on intelligence and information gathering to target specific members and operations in hopes of disabling or dismantling the

gang (Bureau of Justice Assistance, 2008). When serious crimes are investigated in the Rolling Sixties area of influence, member agency investigators may share the details of their intelligence and data mining for the benefit of the local agency.

The Task Force will have an undercover intelligence gathering aspect. This will allow members to move without restrictions throughout the territory of the gang and interact with the community. However, there will be circumstances where uniformed personnel will be required; for example, at community meetings and presentations and during crime suppression or search warrant operations.

TASK FORCE PARTICIPANTS

There are many components of the criminal justice system that have a vested interest in the gang crime problem within the community. In order to maximize the Task Force effectiveness, the below-listed agencies should be invited to participate in the Task Force's mission. As a result, this will create a multidisciplinary approach regarding the gang problem and will establish a collaborative environment that will enhance the probability of success of this Task Force.

Participants

Identifying Task Force participants will be initiated from problem analysis of the gang activity and the development of the mission statement. Task force participants should include federal law enforcement, state law agencies and local departments. Since drug trafficking is a significant focus of gangs, the Task Force will liaison with the Los Angeles High-Intensity Drug Trafficking Area (HIDTA) to enhance and coordinate drug control efforts among all the participating agencies. LA HIDTA has access to equipment, technology, and additional resources

that might not otherwise be available to the Task Force. This collaboration will provide the Task Force with information on gang-related activities related to narcotics trafficking.

Environment

The goal of the Task Force is to maintain a collaborative environment so that the participating agencies have an equal voice and that each participant recognizes their role in the success of the Task Force. The cooperative environment will boost the ownership and commitment of the participating agencies. Although the Los Angeles Police Department will maintain the lead role of the LA SURGE, the LAPD will work closely with all other involved agencies to establish a cohesive working relationship. Frequent communication between partner agencies ensures that all information is shared evenly and promptly; creating an atmosphere where all participants feel they are valued components of the Task Force.

Invitations

The Director of the LA SURGE Task Force will be responsible for meeting with contacts of the potential agencies that may have an interest in participating in the Task Force. Invitations will be extended to agency representatives to attend meetings that will clarify the Task Force mission and why their participation will be vital to the overall success of the Task Force. Agencies that do not choose to participate in the Task Force may not be allowed to access confidential information derived from Task Force operations; the resultant effect being lessened gang intelligence for their agency. While gang members and gangs often claim specific areas as their own, criminal activity knows no boundaries and participation by all the affected agencies should have beneficial results for their respective jurisdictions. (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008).

TASK FORCE PERFORMANCE MEASUREMENT

The LA SURGE Task Force is established to address the gang activity of the Rolling Sixties gang by utilizing dedicated officers and resources to identify gang members, deter gang activity, and to prosecute gang members involved in criminal activity. It is necessary to have a structure in place to monitor the results of operations. Traditionally, Task Force operations have been measured by the numbers of arrests and seizures. Accordingly, law enforcement has not been able to adequately document the Task Force impact regarding the stated mission objectives (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). When operations focus solely on the number of arrests and seizures, the ability to measure the progress towards the mission statement is hindered. Therefore, the Task Force will utilize a comprehensive measurement tool to effectively evaluate the results.

Program Assessment Rating Tool

Many federal programs currently utilize the measurement tool known as the Program Assessment Rating Tool (PART). The PART evaluation tool is an all-inclusive model that examines *inputs* (manpower, money, and other resources), the *process* involved (task force operations/activities), *outputs* (arrests/seizures) and, ultimately, the *outcomes* of the program. Outcomes are documented by the demonstrated impact the program has had on the stated mission objectives. Specifically, the PART process is intended to evaluate what difference the program makes; or what effect the program has had on enforcement activity. (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). Examples of traditional statistical *output* measurements include:

- Cases investigated.
- Gang members arrested.

- Intelligence meetings hosted/attended.
- Drugs/guns seized.
- Search warrants served.
- Number of entries into the intelligence database.
- Community and law enforcement education programs delivered.
- The number of gang members who left the gang.

The Task Force will establish a performance measurement system that considers both outputs and outcomes connected to the task force mission. Grant funding programs may require that a grant recipient is rated in a manner consistent with the PART measurement tool. Consequently, the Task Force should adopt the PART measurement tool or a similar performance measurement system. Statistical information will be collected on a quarterly basis and the information gathered will be disseminated to personnel to document the Task Force performance towards mission goals. While it may be difficult to measure the long-term impacts of the LA SURGE Task Force on the gang problem; it is possible to measure intermediate outcomes that reflect progress. (Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, 2008). Examples of intermediate outcome measurements include:

- Percentage of gang members that are prosecuted.
- Gang member sentencing.
- Length of incarceration of convicted members.
- Percentage of those prosecuted that are convicted.
- Intelligence information shared.

TASK FORCE DURATION / CONCLUSION

The term of this MOU is for the duration of the LA SURGE Task Force operations, contingent upon approval of necessary funding, but may be terminated at any time upon written mutual consent of the agency involved. Any participating agency may withdraw from the LA SURGE Task Force at any time by written notification to Task Force Commander responsible for investigative and personnel matters at least 30 days before withdrawal.

Upon termination of this MOU, all equipment provided to the LA SURGE Task Force will be returned to the supplying agency/departments. In addition, when an entity withdraws from the MOU, the entity will return equipment to the supplying agency/departments. Likewise, the remaining agencies will return to a withdrawing agency any unexpended equipment supplied by the withdrawing agency during any LA SURGE Task Force participation.

This agreement may be modified at any time by written consent of all involved agencies. Modifications to this MOU shall have no force and effect unless such modifications are reduced to writing and signed by an authorized representative of each participating agency (Federal Bureau of Investigation, 2018).

SIGNATORIES

Mayor City of Los Angeles
Eric Garcetti

Mayor City of Inglewood
James T. Butts

Chief Executive Officer
County of Los Angeles
Sachi A. Hamai

Sheriff, County of Los Angeles
Jim McDonnell

District Attorney, County of Los Angeles
Jackie Lacey

Chief Probation Officer
County of Los Angeles
Teri L. McDonald

California Department of Corrections
Secretary, Scott Kernan

Deputy Director, U.S. Department
of Alcohol, Tobacco, Firearms, and
Explosives
Thomas E. Brandon

Chief, Los Angeles Police
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Michel Moore

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