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Youth Focused Community Policing Final Report

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Youth Focused Community Policing

Final Report

Executive Summary

Youth Focused Community Policing (YFCP) began in March 1996 as a joint effort of the Office of Community Oriented Policing Services (COPS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and Community Relations Service (CRS). YFCP funding was provided by the COPS office and transferred to OJJDP for program administration. Fox Valley Technical College, an existing OJJDP technical assistance and training provider, was asked to serve as the training and technical assistance service provider for this initiative.

YFCP was designed as an enhanced model of community policing that focused on the traditional problems of crime and disorder; recognized the unique problems, needs, and characteristics of local government and the juvenile justice system; and created a heightened local awareness of and need for addressing the problems of children, youth, and families as a community priority. The goals of YFCP were to:

- 1) Promote community information sharing strategies that support comprehensive, proactive partnerships between police, youth and the community;
- 2) Establish a locally based interagency working group to identify and address juvenile crime, victimization, community public safety, and quality of life issues;
- 3) Develop and implement strategies, activities, and services that are consistent with the principles of community policing and that address locally defined problems relating to juvenile crime, victimization and quality of life issues; and
- 4) Develop a YFCP implementation plan that reinforces positive ongoing relationships between youth, law enforcement, and community organizations.

YFCP consisted of three phases. Phase 1 involved the development and conduct of Key Leader Worksessions which were designed to familiarize Empowerment Zone and Enhanced Enterprise Communities (EZ/EEC's) with the YFCP approach. Phase 2 involved the delivery of technical assistance and training to communities participating in this initiative. Phase 3 involved the award of grants to these sites to support YFCP activities. Nine communities participated in YFCP.¹

The original grant award to FVTC was for the period March 7, 1995 to June 30, 1996. Through a series of no-cost extensions, the contract period was extended to September 31, 2001. These extensions were requested by FVTC and approved by OJJDP in order to provide the most effective and comprehensive services and support available to the participating communities. These extensions were also requested in order to accommodate problems that resulted from the divergent opinions and goals of the administrative agencies, the unwilling participation on the part of some of the agency representatives, and the ongoing staff turnover in the COPS office which resulted in the absence of timely responses and decisions. As an example, Phase 2 and 3 activities did not begin until almost one year following the Key Leader Worksessions due to conflicting goals and the absence of clear authority and decisions. As a result, this delay is believed to have prevented some communities from participating in this initiative, and also caused others to continually reexamine their goals and interest in YFCP participation.

In spite of these problems, the YFCP was successful in meeting its goals by:

- Helping communities open lines of communication, improve collaboration and cooperation, and serve youth in a proactive as opposed to a reactive manner.
- Helping to identify and establish mechanisms at the local level for identifying and addressing juvenile crime, victimization, community public safety, and quality of life issues using a multidisciplinary response.
- Helping to develop and implement community policing strategies and approaches to address locally defined juvenile crime, victimization and quality of life issues.

¹ Los Angeles, CA; Boston, MA; Oakland, CA; Kansas City, KS; Houston, TX; Chicago, IL; Rio Grande, TX; Mound Bayou, MS; and Santa Ana, CA.

- Helping to develop locally based and driven plans and strategies that promote positive ongoing relationships between youth, law enforcement, and community organizations.

Part 1: Introduction

In December 1994, Vice President Al Gore asked several Federal agencies to support the Administration's Empowerment Zone and Enterprise Community jurisdictions through a "focused and substantial commitment of program and personnel resources." In response to this request, the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP), Community Relations Services (CRS), and the Office of Community Oriented Policing Services (COPS) began working together to develop a youth-focused community policing initiative that could be implemented in all eight Empowerment Zones (EZ) and four Enhanced Enterprise Communities (EEC). In March 1996, the Youth Focused Community Policing (YFCP) began as a joint effort of COPS, CRS, and OJJDP. Funding for this initiative was provided by the COPS office and transferred to OJJDP for program administration.

Fox Valley Technical College (FVTC), an existing technical assistance and training provider for OJJDP, was asked by OJJDP to serve as the technical assistance and training provider for the YFCP initiative. On March 7 1996, FVTC was awarded a non-competitive grant from OJJDP. The original grant period was 3/7/96 through 6/30/97. The project period was extended to 9/30/01 through no-cost grant extensions in order to provide comprehensive services and support to the YFCP sites.

The focus of YFCP was to help communities assess their own particular youth-related issues and needs and design comprehensive, community-based strategies to address them. The goals were to:

- Promote community information sharing strategies that support comprehensive, proactive partnerships between police, youth and the community;
- Establish a locally based interagency working group to identify and address juvenile crime, victimization, community public safety, and quality of life issues;
- Develop and implement strategies, activities, and services that are consistent with the principles of community policing and that address locally defined problems relating to juvenile crime, victimization and quality of life issues; and

- Develop a YFCP implementation plan that reinforces positive ongoing relationships between youth, law enforcement, and community organizations.

YFCP was designed as an enhanced model of community policing that focused on the traditional problems of crime and disorder; recognized the unique problems, needs, and characteristics of local government and the juvenile justice system; and created a heightened local awareness of and need for addressing the problems of children, youth, and families as a community priority. It was also designed as a community-based, collaborative effort that recognized the importance of developing a locally driven response to a locally-based problem. Through YFCP, justice and human service agencies worked together to identify youth-related issues and concerns that were unique or specific to their own community. With the aid of technical assistance and training, these communities then developed effective responses and solutions that meet community needs and recognize community resources and limitations. Participants included all Empowerment Zones and Enhanced Enterprise Communities (EZ/EEC's)² that were operational at the time.

YFCP: The Approach

YFCP was implemented in three phases, as described below

Phase 1: Key Leader Orientation

In Phase 1, participating EZ/EEC's attended Key Leader Work Sessions that were designed to introduce the key concepts of YFCP and help these communities begin to apply problem solving strategies to address youth crime issues. These multidisciplinary sessions were designed and conducted by FVTC to familiarize communities with the goals and objectives of the YFCP approach, and to introduce them to the availability of ongoing technical assistance and limited financial support for YFCP activities. The pilot Key Leader Worksession was held in Dallas, TX on December 7-8, 1995. Based upon feedback from the participants, the agenda and course materials for additional worksessions were finalized. Agency administrators and elected officials from the EZ/EEC's were invited to attend sessions that were held in Baltimore, MD on April 10-12, 1996, and in San Diego, CA on May 8-10, 1996. A copy of the training materials distributed

²Atlanta, GA; Baltimore, MD; Boston, MA; Camden, NJ; Kentucky Highlands, KY; Mid-Delta, MS; New York, NY; Philadelphia, PA; and Rio Grande Valley, TX; Chicago, IL; Los Angeles, CA; Oakland, CA; Detroit, MI; Houston, TX; Cleveland, OH; and Kansas City, MO/KS.

during these sessions is included in Appendix A.

Following these worksessions, the EZ/EECs were asked whether they wanted to continue to work with the YFCP initiative to expand their ability and capacity to address youth-related issues. Nine communities elected to continue to participate in the YFCP initiative, including:

- Los Angeles, California
- Boston, Massachusetts
- Oakland, California
- Kansas City, Kansas
- Houston, Texas
- Chicago, Illinois
- Rio Grande, Texas
- Mound Bayou, Mississippi
- Santa Ana, CA ³

Phase 2: Training and Technical Assistance

During Phase 2, participating EZ/EECs received technical assistance and training on a request-by-request basis. This assistance was designed to assess current problems and needs, mobilize community resources, facilitate information sharing, develop management information systems, analyze crime and trends and data, and develop locally-directed and driven plans and strategies for addressing youth crime issues. FVTC provided individualized training and technical assistance to communities to facilitate positive change. Examples of assistance included developing and conducting new (or enhancing existing) needs assessment instruments; conducting resource assessments; organizing and mobilizing community organizations and agencies; providing direction for and facilitating information sharing among agencies; providing legal opinions and direction relating to confidentiality of information; developing management information systems; conducting training workshops; and analyzing crime statistics, trend data, and other information

³ While Santa Ana, CA was not designated as a EZ/EEC, jurisdictions that participated in the pilot Key Leader Worksession were offered technical assistance to support YFCP related activities.

related to risk factors. Training and technical continued throughout this entire initiative.⁴ A site-specific discussion of Phase 2 activities is contained in the Part 2 of this report.

Phase 3: Program Implementation

In Phase 3, participating EZ/EEC's received grants to implement and evaluate their unique YFCP strategies. A total of \$2.3 million was available for participating EZ/EECs. Communities were eligible to receive funding without participating in Phase 2 training and technical assistance activities. A summary of the original proposed grant activities for each YFCP site is found in Appendix B.⁵ Phase 3 activities began in late 1997 and extended into 2001.

YFCP: The Strategy

The YFCP strategy relied heavily upon the collaborative efforts of the police, other service agencies, and the community to find ways to improve the quality of life in neighborhoods. The YFCP strategy centered on four major phases or activities - *coordination, analysis, planning, and action*.

Coordination involved taking ownership and establishing or expanding partnerships that support community-wide involvement in developing short and long-term strategies that focus on public safety, family assistance, and community parenting of problem, troubled, and delinquent children and youth in the schools, the community, and the juvenile justice system.

Analysis involved the identification, collection, and examination of community-wide data in order to identify, define, and prioritize juvenile, youth and family problems and issues and make informed decisions about them.

Planning involved the use of this data and information to set measurable goals and

⁴ Not all communities took advantage of the training and technical assistance opportunities that were available through this initiative. Boston, MA and Chicago, IL did not request or desire such assistance.

⁵ All YFCP technical assistance and training activities were approved by OJJDP, described in Task Orders, and summarized in bi-monthly progress reports submitted to OJJDP.

tasks and develop a community-wide strategy to address the identified issues or problems.

Action involved the implementation of the plan and moving forward with the strategy to achieve greater impact in these problems of juveniles, youth, and families.

These four phases were designed to enable communities to:

- 1) Accurately identify the significant problems of family and youth in a community.
- 2) Determine which of these problems the community can and should more effectively address through existing resources.
- 3) Identify where these problems exist in the community and whom they impact.
- 4) Refocus existing community resources to better serve families and youth in a comprehensive, holistic manner.
- 5) Provide a forum for law enforcement, the community, and the juvenile and criminal justice system to develop and implement strategies to better serve the community-at-large, especially those who are most in need.
- 6) Allow for an accurate determination of service and resource gaps that are linked to the specific community problems, and providing a forum for the community to develop strategies to garner those needed services and resources.
- 7) Provide a structure and process that will enable all service providers to make more informed and accurate decisions on services and resources that can be delivered to those in need.
- 8) Provide for more informed and shared decision making, ownership, and accountability within the community and the system in order to make a greater impact on those served.

The next section of this report describes the approach that was used by FVTC to support the efforts of the participating communities to enhance their ability to address youth-related issues through community policing strategies and activities. Section 2 also describes the varied forms of technical assistance and training that was delivered to communities to address their specific and unique needs and characteristics.

Part 2: Technical Assistance and Training Activities

FVTC designed and customized technical assistance and training activities to address the specific and unique needs and issues within each community. As such, technical assistance and training activities varied among jurisdictions. This assistance took various forms based upon the needs of the jurisdiction, the level of interagency cooperation and collaboration, the experience with and use of community policing, and the manner in which youth-related issues were handled by the community. Overall, technical assistance and training activities were aimed at helping communities accurately assess their own juvenile/youth related problems and develop realistic strategies and tactics to resolve these problems and prevent their recurrence.

Technical assistance and training activities included:

- Helping communities conduct thorough analyses of their juvenile and youth-related problems.
- Conducting community mobilization and orientation sessions.
- Completing a review of legal issues and constraints relating to information sharing and collaboration.
- Providing training on problem-solving techniques, strategic planning, community partnerships, and crime prevention through environmental design.
- Conducting assessments of calls for service or patrol staffing analysis.
- Designing effective staff allocation and workload deployment systems.
- Assisting in the design and implementation of survey's, evaluations, and assessment relating to juvenile and youth programs, services, and needs.

In addition to the site specific technical assistance, FVTC also provided assistance to other communities and to OJJDP by:

- Participating in national forums and conferences to highlight the YFCP activities.
- Drafting an OJJDP fact sheet and professional articles to describe the YFCP strategy and approach as well as community accomplishments.
- Drafting a Program Implementation Guide (PIG) which discussed the YFCP approach, philosophy, and practice.⁶

The following is a brief synopsis of the training and technical assistance activities that were provided to each YFCP site.

Boston, MA

The goal of the Boston's YFCP initiative was to identify high risk youth not currently served by traditional job development and employment activities and connect them to the labor market. YFCP grant funds were used to provide paid employment and/or community service placements, adult mentors, alternative education, and intensive support to youth. Boston's YFCP targeted two communities - Dorchester and South Boston. Although technical assistance and training were offered, none was requested or provided during the course of this initiative.

Chicago, IL

The focus of Chicago's YFCP initiative was to provide training to encourage youth to participate in community oriented policing activities and to create strong police/youth alliances. Partners included the Police Department, Mayor's Office, Youth and Family Resource Center, Department of Planning and Development, Office of Youth Services, Chicago for Youth Office, Children and Youth 2000, and YouthNet⁷ Centers. YFCP was intended to be administered by an outside entity. Although training and technical assistance was offered, none was requested or provided. The site experienced problems with YFCP program implementation.

⁶ The final draft of the PIG was submitted to OJJDP on May 5, 2000.

⁷ New Englewood Village YouthNet, Pilsen YouthNet, Kennicott Park YouthNet.

Houston, TX

The focus of the Houston YFCP initiative was to link together various Federal initiatives to promote better and earlier prevention and intervention for juvenile offenders. YFCP became part of the broader Houston Coordinated Enforcement Plan. Its focus was to target truants in the EEC and provide increased supervision and greater sanctions to youth and their parents. Three case managers were originally hired to handle truancy dockets and provide uniform, graduated intervention services to youth and their parents. The goals were to increase the effectiveness of the courts in reducing juvenile delinquency through enhanced supervision and services, increase local service provider capability to offer services to youth and families, clearly identify system gaps in service provision, and improve information sharing among the various components of the juvenile justice system.

Technical assistance activities related to YFCP included:

- ▶ Coordination with the Weed and Seed, Juvenile Accountability Incentive Block Grant, and Comprehensive Strategy programs.
- ▶ Technical assistance regarding information sharing, confidentiality provisions of Texas laws, and information sharing, including the development of a legislative manual which provides an overview of Texas legislation regarding information sharing and confidentiality of juvenile records.
- ▶ Development of a model interagency agreement.
- ▶ Conduct of a training needs assessment of local law enforcement and ISD's.
- ▶ Participation in community briefings regarding YFCP.
- ▶ Development of performance and outcome measures for the Juvenile Accountability Court Program.
- ▶ Design and development of a training seminar for local law enforcement and Independent School District police.

In addition to these activities, technical assistance was also provided to support the development of Houston's gun violence reduction initiative. This initiative is being implemented in nine communities in the Southern District of Texas. Spearheaded by the U.S. Attorney's Office, this effort focuses on enhanced enforcement/prosecution, focused intervention, and community prevention and partnerships. Training and technical assistance activities in support of this effort included:

- ▶ Participation in planning and strategy development sessions.
- ▶ Development of a plan for strategy development.
- ▶ Participation in community-wide briefings and planning sessions throughout the Southern District.
- ▶ Development of recommendations for implementation of the gun violence reduction initiative.

Kansas City, KS

When YFCP was first introduced to Kansas City, the city was experiencing one of the highest homicide rates in the nation. Of the 353 homicides during the period 1993 to 1998, 54% of the suspects and 43% of the victims were between the ages of 14-24. At the same time, city and county governments were being unified, a new Juvenile Justice Authority was being created, and truancy and out-of-home placements were some of the highest in the State.

To impact the rising crime rates in the city, two specific actions were taken through Kansas City's YFCP. First, enhancements were made to the operations of the Police Department to insure adequate manpower coverage, provide crime analysis capabilities, improve interagency cooperation and communication, and establish a youth "focus" or emphasis to existing community policing efforts. Second, replication of Boston's Night Light Program, an intensive police/probation field supervision and monitoring program that targets high-risk youth, was undertaken. To support these activities, a comprehensive program of technical assistance and training was performed to improve operations, create uncommitted law enforcement time to support Night Light, and increase proactive police work with at-risk and high-risk youth. These

technical assistance and training activities included:

- ▶ An assessment of the CAD/Records Management System was conducted to assure that the system would help to identify and resolve workload problems.
- ▶ An assessment of the workload/personnel allocation and deployment was performed to reconcile scheduling issues which resulted in either blackout periods or low officer availability to handle crime. A patrol staffing assessment report was completed for the Department.
- ▶ A call for service and case management assessment was conducted to develop recommendations for improved systems and procedures and identify areas in which workload could be reduced in order to create more time for proactive activities such as Boston Night Light.
- ▶ A three-day training program was offered for all patrol and detective supervisors on calls for service and case management and personnel allocation. A revised patrol allocation plan was developed.
- ▶ A two-day session was conducted for human service and juvenile justice agencies on interagency information sharing and confidentiality.
- ▶ Training on Crime Prevention Through Environmental Design was conducted for representatives from law enforcement, schools, community, housing, parks, traffic engineering, businesses, and community groups.
- ▶ A manager's seminar on crime analysis was conducted to enhance capabilities.
- ▶ Assistance was provided to replicate Boston's Night Light program. Assistance focused on helping to define program parameters (target youth population, criteria, sanctions, staffing patterns and structures, resources), development of a database, and integration of YFCP into the Communities That Care approach.

Based upon the changes that were made within the Police Department, Kansas City experienced a

50% decrease in the homicide rate for the first 3½ months of 1999 as compared to 1998.⁸

Los Angeles, CA

The focus of Los Angeles YFCP was to establish a countywide, locally-driven multidisciplinary structure to address youth crime, delinquency, and victimization that included targeted prevention, better intervention, and youth accountability. The Los Angeles Commission on Children Youth and Their Families spearheaded this effort in collaboration with the Los Angeles County Sheriffs Department, Los Angeles Police Department, Children's Planning Council of Los Angeles County, and Los Angeles Unified School District (LAUSD). Originally, the effort was organized around the 27 LAUSD Clusters. Clusters formed community planning teams to identify youth-related issues specific to their community, implement solutions that expand current community-police partnerships, make better use of public and private resources through enhanced coordination and information sharing, develop responses to youth problems that are tied to local assets and needs, and establish infrastructures for effective problem solving. The effort was later modified to include teams involved in the Los Angeles Bridges Collaborative.

Training and technical assistance was provided in phases. During phase one, technical assistance focused on gaining input and consensus regarding the need for change, and obtaining broad commitment for developing a more comprehensive approach for addressing youth crime and victimization issues in Los Angeles. During phase two, training and technical assistance was provided to help local communities implement a comprehensive, systemwide strategy for addressing local youth-related issues. An issue that continually impacted collaboration was agency interpretation of laws relating to information sharing and confidentiality.

The specific technical assistance and training provided to Los Angeles included:

- ▶ Conducting interviews to obtain support, input, and knowledge from youth-service professionals and practitioners, agencies, elected officials, private citizens and advocates, and the judiciary to design the overall YFCP strategy.
- ▶ Developing and delivering a multidisciplinary training curriculum for addressing youth

⁸ January 1 - April 7, 1998.

issues within the boundaries of the Clusters.

- ▶ Providing ongoing support to the L.A. Commission on Children, Youth, and Their Families to plan and administer YFCP.
- ▶ Delivering orientation sessions to law enforcement agencies on juvenile issues and community policing.
- ▶ Conducting follow-up work sessions with individuals, who attended the Cluster Orientation Sessions to address critical implementation issues that were identified during each of the Multidisciplinary Orientation Sessions.
- ▶ Providing training to local YFCP consultants to enable them to provide ongoing training and support to the Cluster teams.
- ▶ Preparing a California legal White Paper that provides an overview of California laws and regulations relating to information sharing and confidentiality.
- ▶ Conducting legal briefings and orientation sessions for city, county, and agency attorneys.

Mound Bayou, MS

Mound Bayou is a small, rural area approximately two hours from Memphis, TN. The city faced with many youth-related problems including juvenile crime, truancy, teenage pregnancy, drugs, and gangs. Much of the community is in poverty. There are limited resources and activities in the community to divert youth into more productive activities. And, there are few resources to support the healthy development of youth.

The focus of the Mound Bayou YFCP initiative was to prevent youth from engaging in delinquent behavior and improve school attendance and performance. Specific activities included the development of a truancy program, establishment of programs and activities for youth, creation of a Youth Activities Center and Facility (YACF) to house these services, and improvement of coordination and communication between agencies and service providers. An interagency Steering Committee was established to guide YFCP activities, implement systemwide changes to improve

prevention and intervention, develop after school programs which involve collaboration among agencies (such as tutoring, police recreational activities), and oversee renovation of a YAFC facility. The renovation was used to provide skills training to youth. More than 125 youth participated in the project.

The following technical assistance and training activities supported the development of the YFCP initiative.

- ▶ An assessment of youth issues was conducted to identify service needs and establish a community-wide response to address these issues.
- ▶ Community-wide planning sessions were held to secure support for the YFCP initiative and program goals.
- ▶ Technical assistance was provided to the Steering Committee and to the Juvenile Court to establish a zero-tolerance truancy program and ordinance for the community.

Oakland, CA

The purpose of Oakland's YFCP initiative was to develop and implement a Data Integration Project (DIP) to enable the city, county, and schools to share critical information in order to:

- ◆ coordinate services
- ◆ track outcomes
- ◆ provide for effective case management
- ◆ deliver services in a more cost effective manner
- ◆ identify ways to reinvest in early intervention efforts, and
- ◆ provide for a more coordinated and streamlined referral system for children in need.

Oakland conducted a multiyear needs assessment to examine current operations; identify system needs, gaps, and strengths; and determine ways to enhance services, reduce costs, and provide earlier intervention and prevention involving all components of the system. Participants in this needs assessment included parents, youth, service providers, policy makers, and practitioners from the city and county. The assessment also examined the feasibility of developing an integrated

public agency database.

Oakland contracted with JMPT Associates to implement the DIP. YFCP start-up was delayed as a result of staff turnover and concerns regarding a potential conflict of interest relating to a sole source contract with JMPT Associates. All issues have been resolved. On July 20, 1999 Oakland received approval from the Department of Justice to proceed.

To address some of the gaps identified through the needs assessment, FVTC provided technical assistance and training to help the Oakland School Safety Task Force develop a safe school plan (which is part of their broader community safety plan). Technical assistance also was provided to identify and resolve issues regarding confidentiality, information sharing, and records management.

Rio Grande Valley, TX

Rio Grande Valley, TX is a rural area with a population of approximately 29,900. Almost 42% of the population lives below poverty and approximately 95% are Hispanic. There are limited law enforcement resources, fragmentation of information and records, and few services for youth. The goal of the Rio Grande Valley YFCP initiative was to address both the lack of technology and extracurricular activities in Mercedes, La Villa, La Feria, Progreso, Santa Rosa, Elsa, and Edcouch.

A central database for youth-related information was developed. The data base collected and stored information on youth crime and offense history, analyze data, provide linkages between agencies and organizations, and facilitate the coordination and delivery of services and resources within the areas. Second, an aggressive campaign to bring youth and family-related extracurricular activities to the targeted communities was undertaken.

The Rio Grande Valley YFCP initiative was delayed for several months due to staff turnover. Technical assistance and training activities to support YFCP included:

- ▶ Research on centralized databases (including types, system needs, strengths, and limitations) that can be maintained on juvenile offenders.

- ▶ Assistance in conducting an assessment of data needs, technology constraints, and current and projected system capabilities.
- ▶ Development of a Texas “White Paper” which provides an overview of laws and regulations relating to information sharing and confidentiality.
- ▶ Development of a Texas-specific memorandum of understanding/interagency agreement that reflects the laws and regulations of the state.
- ▶ Planning and coordination with the Regional Information and Operations Network (RIONet).
- ▶ Coordination with local Weed and Seed and Comprehensive Strategy programs.

Santa Ana, CA

The city of Santa Ana participated in the pilot YFCP training session. As such, it did not receive funds to support YFCP activities. Technical assistance and training have, however, were provided to Santa Ana since April 1998. The city of Santa Ana is in a unique situation. Fiscal problems in Orange County several years ago resulted in a severe reduction in staff/workforce in many of the human service/youth service agencies. Improvements in the fiscal outlook enabled the city to begin the process of growth in the human service and juvenile justice field. Of paramount concern to the city was the need to insure that services are appropriate, coordinated, and effectively managed. While there are many coordinated and collaborative efforts in the city, these “broader” efforts were not fully coordinated themselves. Communication and information sharing between agencies and organizations were concerns. The following technical assistance and training was provided to address coordination issues and support the development of their Youth Service Plan.

- ▶ A YFCP CEO session was conducted to bring service provider administrators together with city administrators and city planners to begin the process of establishing a broader, community-wide planning training program focused on helping the community develop a strategic plan for addressing youth-related issues.
- ▶ Technical assistance was provided to city and county government officials and direct

service providers to improve information sharing practices, strategies, and methods, and to enhance collaboration as it relates to the reorganization of services and the development of the overall plan.

- ▶ Technical assistance was provided to the community to support their development of policies and procedures for information sharing, collaboration, evaluation, and data collection.
- ▶ Assistance was offered in developing and reviewing policies and procedures to insure that they meet local needs and resources.
- ▶ Assistance was provided to the city in creating an information base that helps agencies work together to identify and deal with offenders as well as at-risk youth.
- ▶ Assistance was offered to support the community in developing strategies to insure full, active participation and cooperation of agencies and organizations in implementing the Youth Services Plan.
- ▶ A planning session was conducted to assess risk and protective factors in the community and identify specific areas to be targeted and addressed through renewed interagency collaboration and cooperation.

Appendix A

Key Leader Worksession Materials



1100 Vermont Ave, NW, Washington, D.C. 20530
(202) 616-1728

Office of Community Oriented Policing Services

During the 1994 State of the Union address, President Clinton pledged to put 100,000 additional police officers on America's streets. On September 13, 1994, with bipartisan support, President Clinton signed into law the Violent Crime Control and Law Enforcement Act of 1994 -- popularly known as the "Crime Act" -- that authorized \$8.8 billion over six years for grants to local policing agencies to add 100,000 officers and promote community policing in innovative ways. To implement the new law, Attorney General Janet Reno created the Office of Community Oriented Policing Services (COPS) in the U.S. Department of Justice to be responsible for putting the additional police officers on the streets and promoting community policing strategies.

Hiring More Officers. By cutting through red tape, COPS awarded grants in its first year to hire or redeploy more than 26,000 police officers and sheriff's deputies to patrol America's streets. Through the Universal Hiring Program, COPS will continue to help local and state communities add officers into the future.

Special Projects. By providing the funds to acquire new technologies and equipment, hire civilians for administrative tasks, and pay for officer overtime, *COPS MORE* will allow local policing agencies to redeploy officers so more of their time is spent on the streets solving problems instead of at the station with paperwork. Developed jointly by the departments of Defense and Justice, *Troops to COPS* funds the training of soldiers recently separated from the military and hired as community police officers. Working with the *Violence Against Women Office*, COPS is funding grants to local communities developing innovative community policing approaches to combat domestic violence. *Innovative Community Policing Grants* will create local demonstration projects, encourage organization-wide commitment to community policing, and promote problem-solving efforts.

Training & Public Education. The *Comprehensive Communities Program* will provide on-site training in 10 cities to firmly establish community policing strategies. As its contribution to the *Empowerment Zones and Enterprise Communities* program, COPS will supply technical assistance and training to urban and rural areas to reduce youth violence and delinquency. The *Community Policing Consortium*, funded by COPS, pools the expertise of the International Association of Chiefs of Police, National Organization of Black Law Enforcement Executives, National Sheriffs' Association, Police Executive Research Forum, and Police Foundation to provide training and technical assistance to practitioners across the country. The COPS office also creates and distributes fact sheets and policy papers to local policing agencies, policy makers, and interested citizens.

For more information, call the U.S. Department of Justice Response Center at 1-800-421-6770.



Office of Juvenile Justice and Delinquency Prevention

Congress enacted the Juvenile Justice and Delinquency Prevention (JJDP) Act in 1974. This landmark legislation established the Office of Juvenile Justice and Delinquency Prevention to support local and State efforts to prevent delinquency and to improve their juvenile justice systems. In accordance with the Act's purposes, OJJDP leads the national initiative to promote a comprehensive and coordinated strategy to the challenges facing America's children.

Since its enactment, the JJDP Act has evolved to meet new challenges. The Missing Children's Assistance Act of 1984 charges OJJDP with a primary role in helping to find and protect missing and exploited children. In 1988, Congress created an OJJDP grant program to address the growing problem of youth gangs and to prevent and treat juvenile drug abuse. In 1992, OJJDP was given lead responsibility to administer the Victims of Child Abuse Act of 1990.

The JJDP Act 1992 reauthorization established several new OJJDP priorities:

- Awarding State challenge grants
- Developing services for juveniles in secure custody
- Ensuring due process and effective legal representation
- Combating gender-bias and providing gender-specific services
- Providing information regarding hate crimes
- Involving families in the treatment of offenders
- Supporting delinquency prevention and treatment in rural areas
- Promoting mentoring
- Funding incentive grants for local delinquency prevention programs
- Encouraging graduated sanctions
- Developing model boot camps
- Providing effective aftercare programs.

As each reauthorization refocuses our attention on the emerging challenges of the day, OJJDP continues to lead the Federal effort to meet local and State juvenile justice and delinquency prevention needs.

(2)

OJJDP coordinates its diverse and comprehensive initiatives through its expertise in planning, research, program development, demonstration, replication, training and technical assistance, evaluation, and information dissemination.

At the same time, OJJDP invites the broad involvement of the juvenile justice community in establishing policies, setting goals, identifying priorities, and developing programs. To this end, the Office works closely with designated State agencies, State Advisory Groups, local governments, private agencies, U.S. Attorneys, and private citizens to ensure consideration of a broad array of perspectives.

OJJDP conducts its program activities through seven organizational components:

1. Research and Program Development Division
2. Special Emphasis Division
3. Information Dissemination Unit
4. Training and Technical Assistance Division
5. State Relations and Assistance Division
6. Concentration of Federal Efforts Program
7. Missing and Exploited Children Program.

The Research and Program Development Division, the Information Dissemination Unit, and the Training and Technical Assistance Division constitute the National Institute for Juvenile Justice and Delinquency Prevention. The Institute offers a broad array of programs that serve juvenile justice professionals.



United States
Department of Justice
Community Relations Service

The Community Relations Service (CRS), a unique component of the Department of Justice, seeks to prevent or resolve community conflicts and tensions arising from actions, policies, and practices perceived to be discriminatory on the basis of race, color, or national origin. CRS provides services, including conciliation, mediation, and technical assistance to people and their communities to help them resolve conflicts that tear at the fabric of our increasingly diverse society.

See reverse side of this page for the Regional Office serving your State.

Community Relations Service

Regional Offices

Region I (New England)

(ME, VT, NH, MA, CT, RI)
Room 1820
99 Summer Street
Boston, MA 02110
(617) 424-5715

Region II (Northeast)

(NY, NJ, Virgin Islands, Puerto Rico)
Room 3402
26 Federal Plaza
New York, NY 10278
(212) 264-0700

Region III (Mid-Atlantic)

(PA, WV, VA, MD, DE, DC)
Custom House, Rm. 208
2nd & Chesnut Streets
Philadelphia, PA 19106
(215) 597-2344

Region IV (Southeast)

(NC, SC, KY, TN, MS, AL, GA, FL)
Room 900
75 Piedmont Avenue, NE
Atlanta, GA 30303
(404) 331-6883

Region V (Midwest)

(IL, OH, MI, IN, WI, MN)
Room 420
55 W. Monroe Street
Chicago, IL 60603
(312) 353-4391

Region VI (Southwest)

(TX, OK, AR, LA, NM)
Room 250
1420 W. Mockingbird Lane
Dallas, TX 75247
(214) 655-8175

Region VII (Central)

(MO, KS, NE, IA)
Suite 301
323 W Eighth Street
Kansas City, MO 64105
(816) 374-6522

Region VIII (Rocky Mtn.)

(CO, WY, UT, MT, SD, ND)
Room 650
1244 Speer Blvd.
Denver, CO 80204-3584
(303) 844-2973

Region IX (Western)

(CA, HI, AZ, NV, Guam)
Suite 1840
33 New Montgomery St.
San Francisco, CA 94105
(415) 744-6565

Region X

(WA, OR, ID, AK)
Room 1898
915 Second Avenue
Seattle, WA 98174
(206) 220-6700

Field Offices

Miami Field Office

Room 424
51 SW First Avenue
Miami, FL 33130
(305) 536-4261

Detroit Field Office

Suite 1404
211 West Fort St.
Detroit, MI 48226
(313) 226-5533

Houston Field Office

Room 12605
515 Rusk Avenue
Houston, TX 77002
(713) 229-2861

Los Angeles Field Office

Room 1880
888 S. Figueroa Street
Los Angeles, CA 90071
(213) 894-2941

Definition of

Youth Focused Community Policing

YFCP is a positive partnership among youth, community members, police, and local government agencies ...

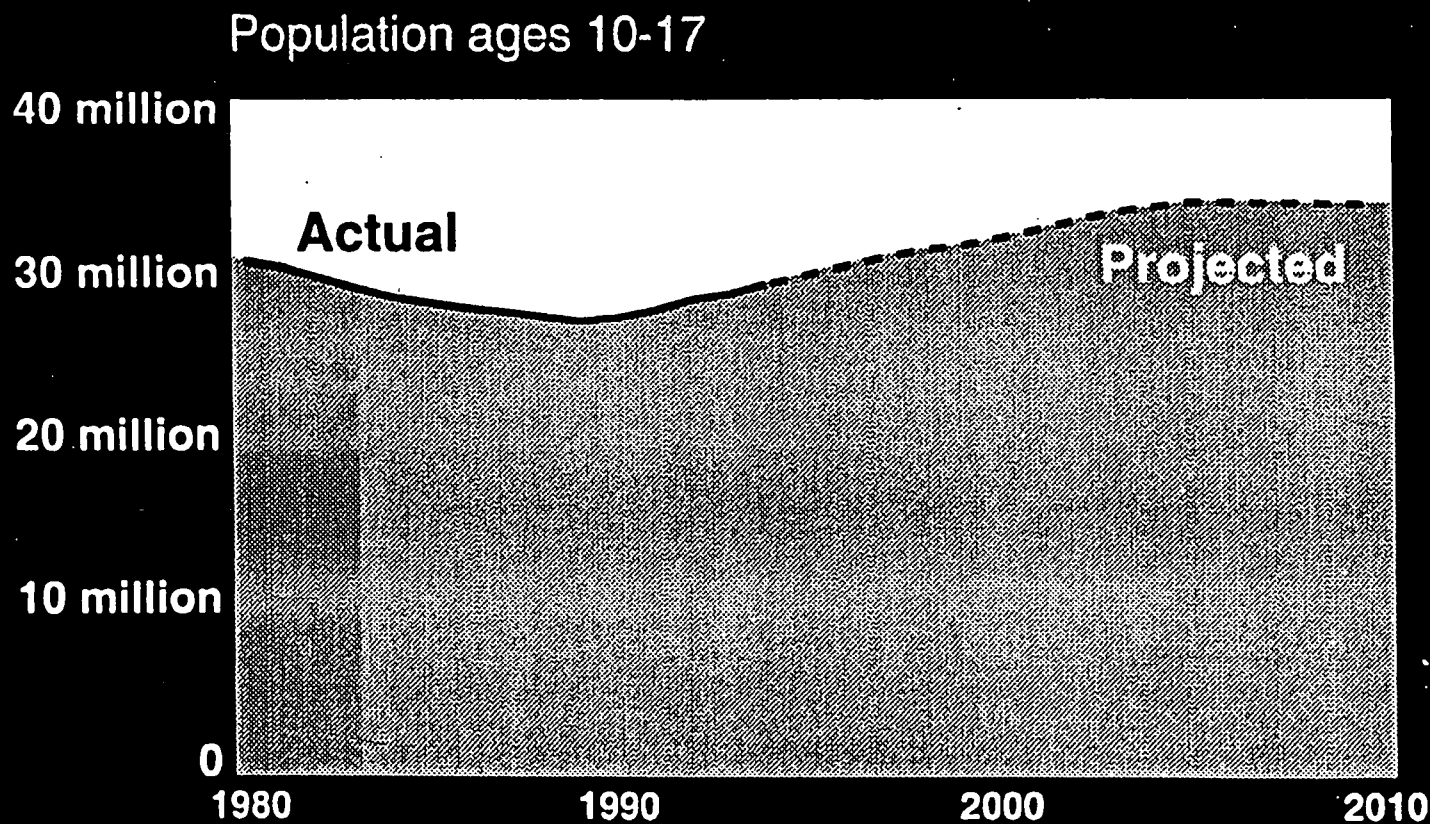
to address and prevent problems of juvenile crime, victimization, public safety, and quality of life issues ...

through cooperation, collaboration, and mutual respect.

GOALS FOR THIS ORIENTATION SESSION

- Define Youth Focused Community Policing
- Describe the benefits of YFCP
- Information exchange among sites
- Describe how YFCP can be implemented
- Describe follow-up assistance available from the U.S. Department of Justice

The juvenile population is increasing

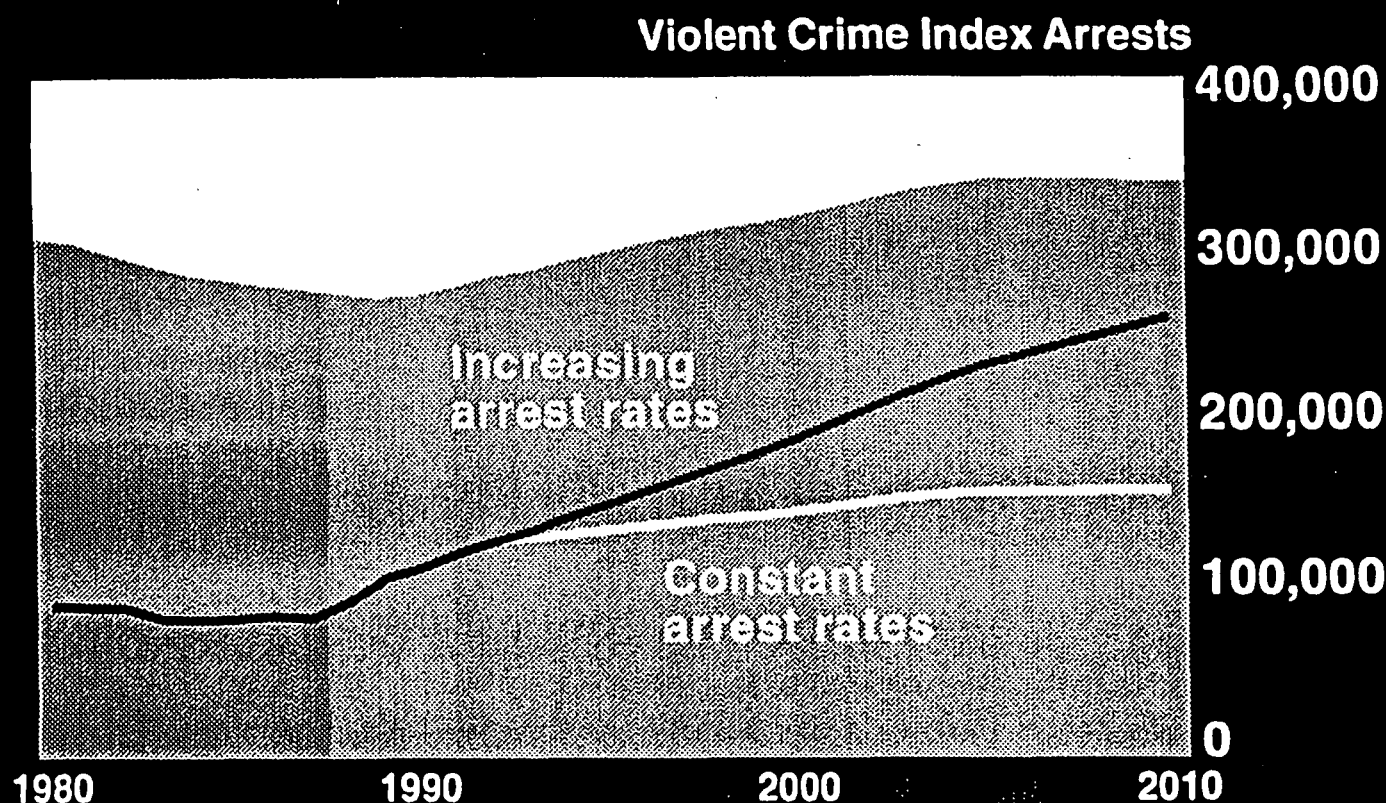


Data source: U.S. Bureau of the Census. Current population survey, P-25 series.

Juvenile Offenders and Victims: A National Report

OJJDP

Juvenile population growth foreshadows increases in violent crimes by juveniles



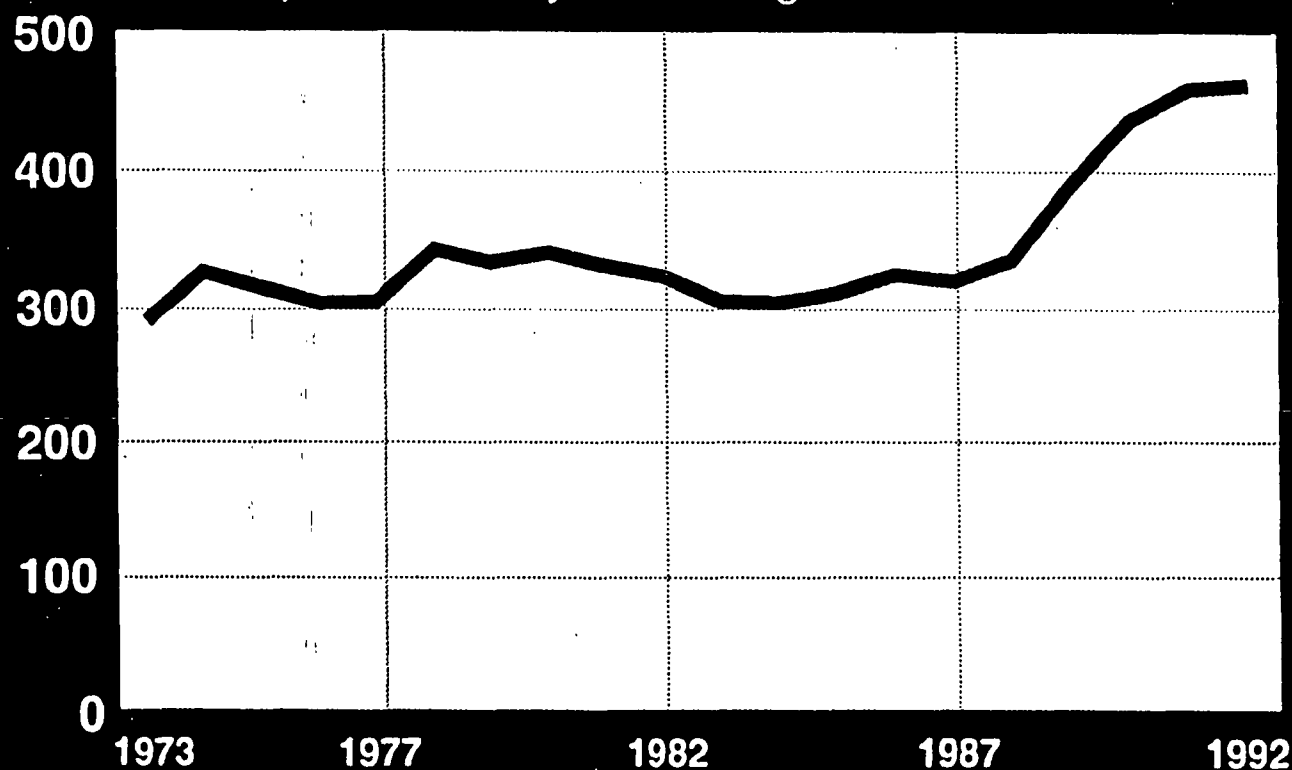
Data source: FBI (1995). Special analysis using FBI age-specific and race-specific arrest rates for selected offenses, 1965-1992.

Juvenile Offenders and Victims: A National Report

OJJDP

Juvenile arrest rates for violent crimes climbed rapidly in recent years

Arrests per 100,000 juveniles ages 10-17

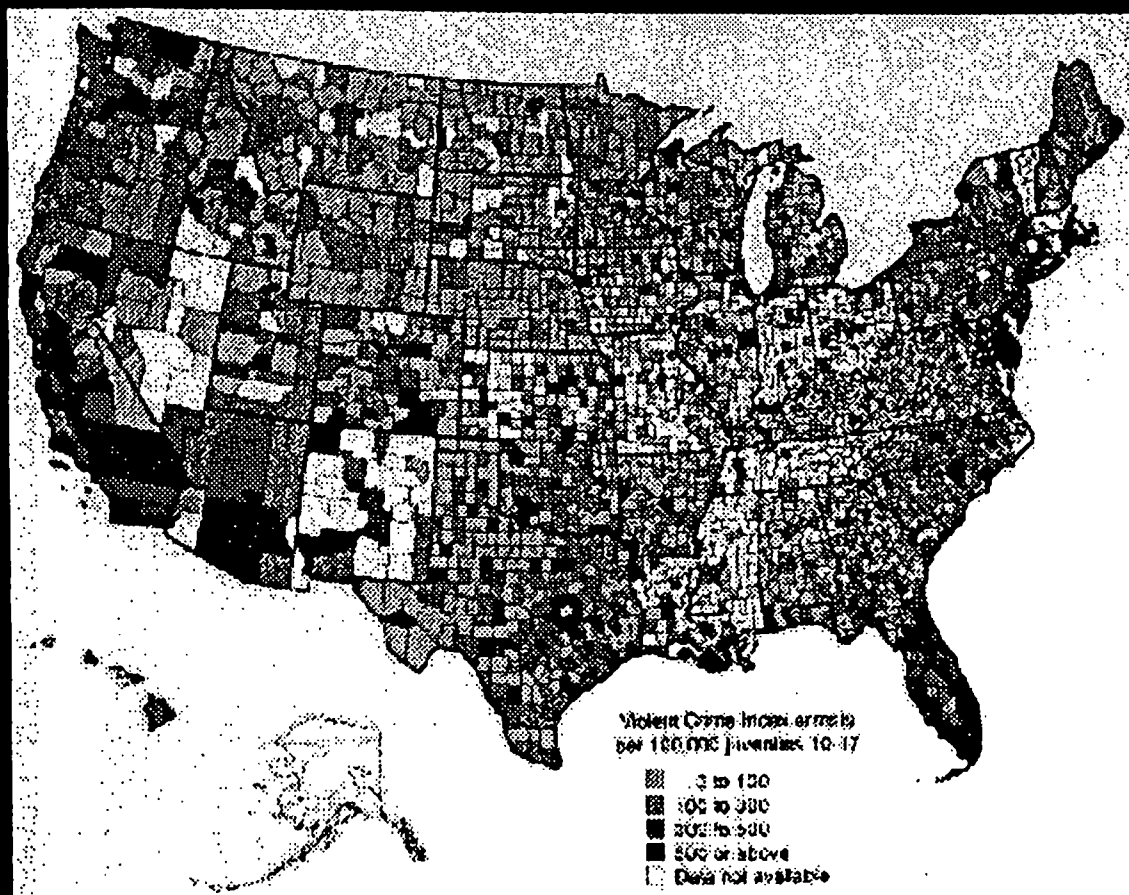


Data source: FBI (1994). Age-specific and race-specific arrest rates for selected offenses, 1965-1992.

Juvenile Offenders and Victims: A National Report



Counties within a State exhibited diverse juvenile violent crime arrest rates in 1992



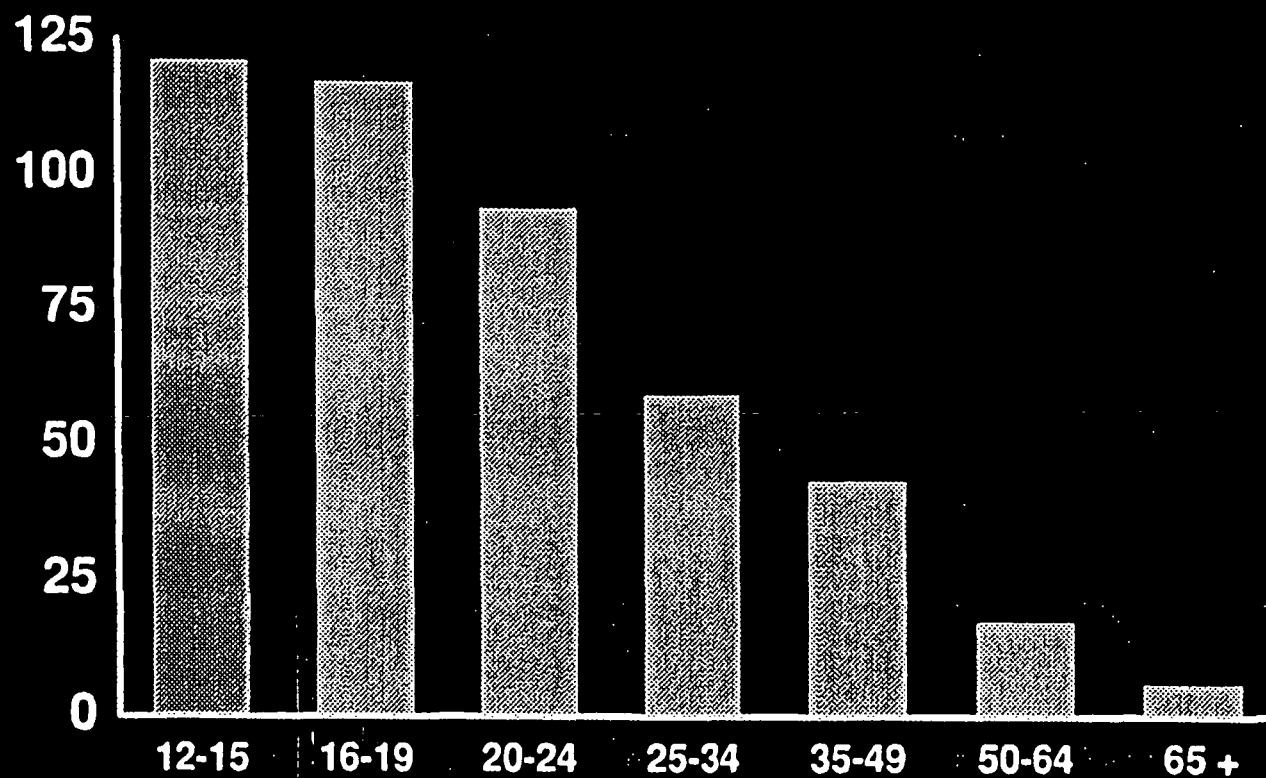
Data source: FBI (1994). Age-specific and race-specific arrest rates for selected offenses, 1965-1992.

Juvenile Offenders and Victims: A National Report

OJJDP

In 1993, 12-15 year olds had the highest rates of violent victimization

Rate per 1,000



Data source: Bureau of Justice Statistics (1995). National Crime Victimization Survey.

OJJDP

Juvenile handgun homicides grew five-fold from 1984 to 1993

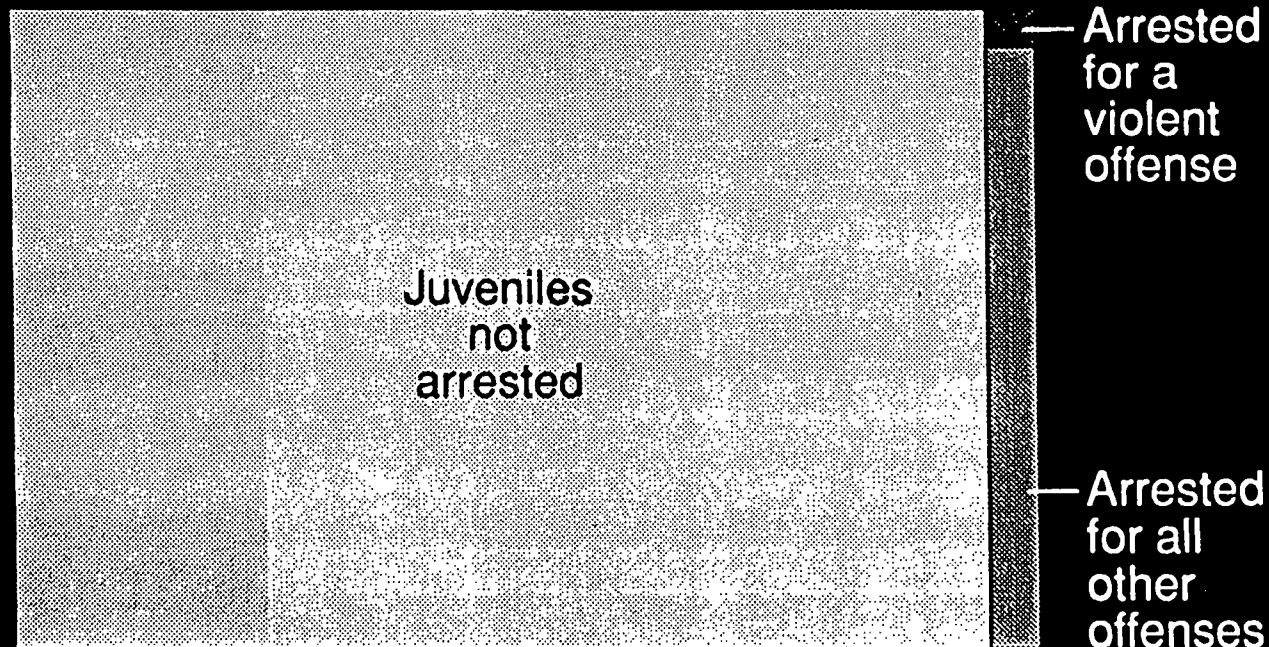


Data source: FBI (1995). Special analysis using FBI supplementary homicide reports.

OJJDP

Less than one-half of one percent of juveniles in the U.S. were arrested for a violent offense in 1992

All juveniles 10–17 in the United States



Data source: FBI (1993). *Crime in the United States 1992*.

Juvenile Offenders and Victims: A National Report

OJJDP

Research Findings on Serious Juvenile Crime

(continued)

- ***Prevention programs*** are much more likely to be successful than intervention programs. Risk factors multiply and become more interwoven over time.
- Intervention programs must ***target career offenders early*** in the development of serious and violent careers.
- Intervention programs must be ***comprehensive***, addressing multiple risk factors.

Research Findings on Serious Juvenile Crime

(continued)

- **Intervention programs should be available on a *long term basis* because of the negative interaction of multiple risk factors.**
- **A subset of serious, violent and chronic juvenile delinquents present a *real threat to public safety*.**

OJJDP's Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders (May, 1995, pp. 5-6).



YFCP MISSION STATEMENT

**YFCP promotes continuous engagement
in an active collaboration based on ...**

proactivity, comprehensives, and partnership ...

**between and among law enforcement, youth and
the community to address ...**

**juvenile crime, juvenile victimization and public
safety as well as quality of life issues.**

GOALS OF YOUTH FOCUSED COMMUNITY POLICING

- **Comprehensive information sharing**
- **Formal inter-agency collaboration**
- **Strategies addressing juvenile crime, victimization, public safety, and quality of life**
- **Ongoing relationships among youth, law enforcement, and community organizations**

Formal Information Sharing

- **Police**
- **Schools**
- **Prosecution**
- **Probation**
- **Public Housing**
- **Human Services**
- **Public Health**
- **Parks and Recreation**
- **Corrections**
- **City Planning**
- **Community Organizations**

Interagency Collaboration

- **Legal, appropriate and ongoing information sharing procedures**
- **Shared criteria for categories of Youth**
- **Unified referral and case management system**
- **Interdisciplinary training of staffs**

Strategies to Address Juvenile Problems

- **Community wide program of work**
- **Based on current research findings**
- **Balances accountability and treatment**
- **Improves the quality of life in neighborhoods**
- **Utilizes problem solving methods**

Comprehensive Strategy

Comprehensive Strategy

- **Behavioral Evolution**
- **Public Policy Issues**
- **Information Development**
- **Comprehensive Approach**
- **Collaboration and Organizational Development**

Juvenile Records

Crime Analysis

Inter-Agency Information Development

Inter-Agency

- **Sheriff / Police**
- **Prosecutor**
- **Judiciary**
- **Schools**
- **Corrections / Probation**
- **Social Services**

Inter-Agency Information Sharing

Police/Sheriff

Criminal history

M.O.

Known associates

Areas of activity

Probation/Social Services

Dependency information

Abuse or neglect

Backup source of criminal information

Disposition information

Analysis Center

Informal noncriminal police contacts

SHO suspect information

SHO victim information

Schools

Academic history

Conduct history

Prosecutor

Prior dispositions

Termination date of sentence

Specific conditions of probation

Program Management Information

- **Trend Data**
- **Pattern Analysis**
- **Flowrate Data**
- **Statistical Profiles**

Community Resource Inventory

Enforcement/Control

- **Secure Detention Services**
- **SHO Facility**
- **Jail Program for Adolescents Tried as Adults**
- **Secure Abuse Treatment Program**
- **Electronic Monitoring**
- **Boot Camp**

Intervention

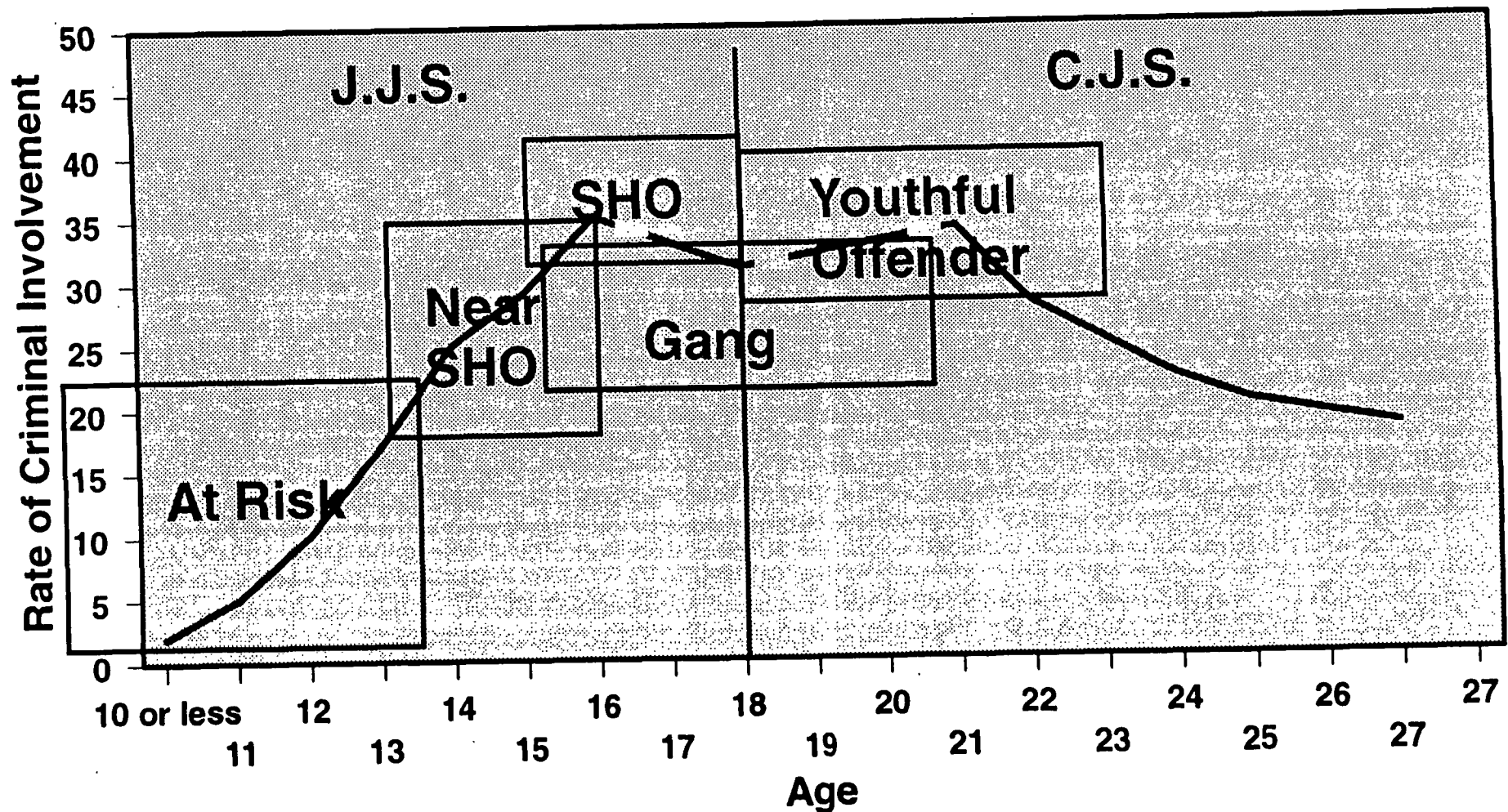
- **Nonsecure Detention Programs**
- **Outward Bound Programs**
- **Group Treatment Programs**
- **Halfway House**
- **Respite Care Services**
- **Mental Health Centers**
- **Substance Abuse Treatment**
- **School Resource Officers**
- **Case Management Services**
- **Youth Crisis Center**
- **Police Athletic League**
- **Night Basketball**
- **Youth Mediation Program**
- **PACE Center for Girls**
- **Boys Clubs / Girls Clubs**
- **TASC**

Community Resource Inventory (continued)

Prevention/Diversion

- Cities in Schools
- Full Service Schools
- Operation STREETS/Urban League
- PACE Center for Girls, Inc.
- Family Health Services
- Youth Crisis Center (Outreach/Prevention/Respite Care)
- Boys Clubs / Girls Clubs
- Police Athletic League
- One-on-One (SAO)
- Drug Demand Reduction Program/National Guard
- 100 Black Men
- Northside Day Treatment
- Shoot Baskets not Brothers
- DARE
- DEFIANCE
- School Resource Officers
- GREAT
- Project PREPARE (homeless youth program)
- INSTEP
- TASC
- Youth Mediation Program (YMP)
- Licensed substance abuse treatment
- Jacksonville Youth Awareness Program
- Child Guidance "REUNION"
- Boy Scouts
- Girl Scouts
- Girls, Inc.
- Campfire Girls
- Brownies
- Sea Scouts
- Explorer Scouts
- CHS Family Builders
- HOPE
- Young Life
- YMCA
- YWCA
- Private Industry Council
- Churches
- Tough Love
- Athletic Associations
- Parks and Recreation
- Schools
- Big Brothers / Big Sisters
- US Navy (volunteers, role models, field trips)
- Prevention Resource Development Center
- Community Assisted Policing Effort (CAPE)
- Advocates for Troubled Adolescents (DCSB)


Conceptual Model Criminal Evolution



Cities in Schools
 Full Service Schools
 Operation STREETS/Urban League
 PACE Center for Girls, Inc.
 Family Health Services
 Youth Crisis Center (Outreach/Prevention/Respite)
 Boys Clubs/Girls Clubs
 Police Athletic League
 One-on-One (SAO)
 Drug Demand Reduction Program/National Guard
 100 Black Men
 Northside Day Treatment
 Shoot Baskets not Brothers
 DARE
 DEFIANCE
 School Resource Officers
 GREAT
 Project PREPARE (homeless youth program)
 INSTEP
 TASC
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 Boy Scouts
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 Campfire Girls
 Brownies
 Sea Scouts
 Explorer Scouts
 CHS Family Builders
 HOPE
 Young Life
 YMCA
 YWCA
 Private Industry Council
 Churches
 Tough Love
 Athletic Associations
 Parks and Recreation
 Schools

Early Delinquency Intervention Program
 Delinquency Case Management Services
 Family Health Services
 Youth Crisis Center/Family Link
 PACE Center for Girls, Inc.
 Boys Clubs/Girls Clubs
 Police Athletic League
 One-on-One (SAO)
 Shoot Baskets not Brothers
 School Resource Officers
 TASC
 Youth Mediation Program (YMP)
 Licensed substance abuse treatment
 Jacksonville Youth Awareness Program
 Child Guidance "REUNION"
 CHS Family Builders
 HELP
 Alateen
 Gateway Community Outreach
 Job Corps
 Private Industry Council
 Tough Love
 Athletic Association
 Parks and Recreation
 Schools
 Big Brothers/Big Sisters
 US Navy (volunteers, role models, field trip)
 Prevention Resource Development Center
 Advocates for Troubled Adolescents (DCSB)
 Program for At Risk Students ("PAS") (SAO)

Secure Detention Services
 Nonsecure Detention Program
 Hurricane Island Outward Bound/Project STEP
 Individual Family and Grp Treatment Hme Program
 Duval START Center
 Duval Halfway House
 Nassau Halfway House
 Florida Augustus Secure Care Unit
 Youth Crisis Center/Respite Care Services
 Early Delinquency Intervention Program
 Licensed substance abuse treatment
 Duval County Jail
 Child Guidance "REUNION"
 Jail program for adolescents tried as adults
 TPC
 Job Corps
 Mental Health Center of Jax
 Mental Health Resource Center
 Jacksonville Marine Institute
 Special Intensive Group
 Re-Entry Supervision
 Family Health/The Bridge Special Intensive Services
 Delinquency Case Mgmt./Community Control Supervision
 Early Delinquency Intervention Program (EDIP)
 Licensed Substance Abuse Treatment
 Child Guidance "REUNION"
 Gateway Community Services outpatient treatment
 River Region
 Alateen
 Mental Health Center of Jacksonville
 Mental Health Resource Center



Organizing For Collaboration

Organizing Themes

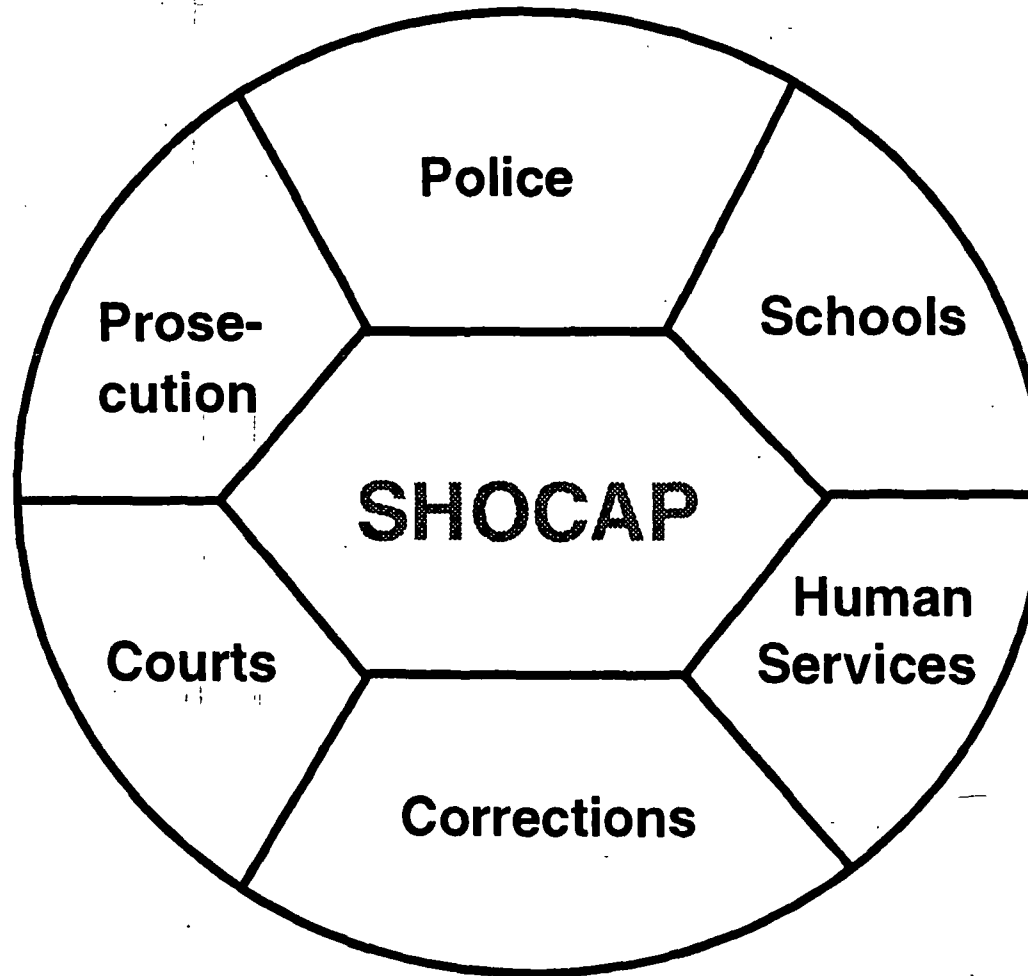
- **Safe Communities**
- **Safe Schools**
- **Serious Habitual Offenders**
- **Gangs**
- **Drugs**
- **Guns**

Organizational Scope and Scale

Think and organize bigger than the problems you are attempting to solve

- **Inter-Agency/Multi**
 - **Juvenile Justice System**
 - **Community Service Provider**
 - **Corporate Sponsor**
- **Coalition**
 - **Juvenile Justice System**
 - **Criminal Justice System**
(Local, State, Federal)
 - **Community Leadership**
 - **Corporate Leadership**
 - **Political Leadership**
(Military, State, and Federal)
- **Strategic Alliance**
 - **Inter-Agency/Multi-Agency**
 - **Coalition**
 - **Child Service Boards**
 - **Health and Human Service Boards**
 - **United Way**
 - **Juvenile Justice Board/Council**

Serious Habitual Offender Comprehensive Action Program (SHOCAP)



Coalition

- Mayor
- Sheriff
- State Attorney
- City Council President
- Chamber President
- Schools
- Social Services
- Urban League
- Ministerial Alliance
- N.A.A.C.P.
- Treatment Service Providers
- Hospital
- Navy Command
- National Guard
- F.B.I.
- University President
- Juvenile Justice Manager
- U.S. Attorney
- State House Representative
- State Senator

Military Total Force Policy

- **Active**
- **Reserve**
- **National Guard**



Military Theme Collaboration Works

- **Force Multiplier**
- **Community Based Defense Force**
- **Core Values**
- **Role Models**
- **Partnership**
- **Mutual Benefit**

"Adding Value to America"

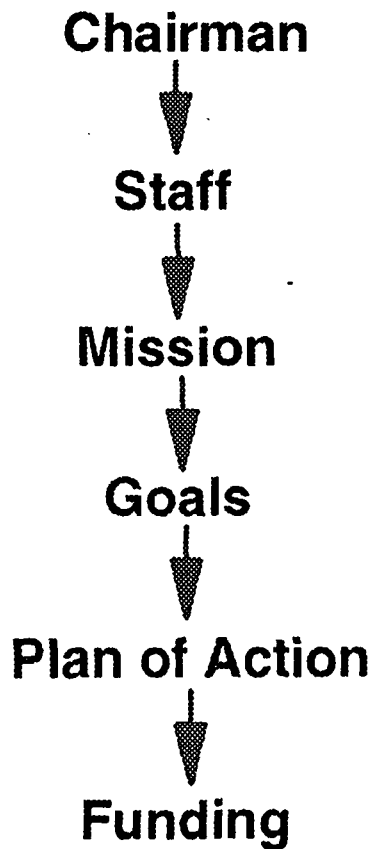


Conceptual Framework

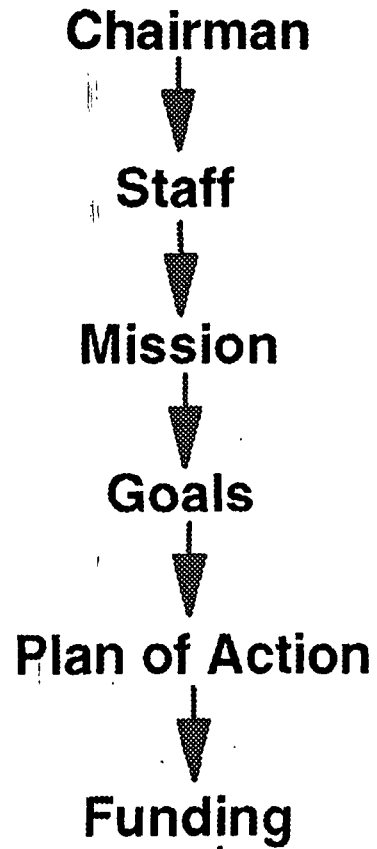
- **Expand and Integrate the Information System**
 - Decision making
 - Planning
 - Allocation
 - Coordination/communication
- **Broaden the Base of the Participants**
 - Informationally
 - Operationally
 - Non-traditionally
- **Re-direct and Expand the Resource Base**
 - Priority and focus of current level efforts

Strategic Alliance

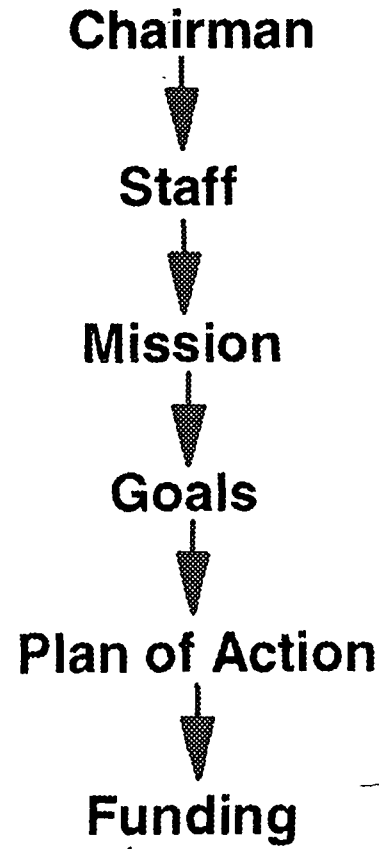
Child Services



Human Services



Coalition



Juv. Justice Council



Strategic Plan

Strategic Alliance

- **Information Sharing**
 - Criminal/Juv. Justice Info
 - Planning Board Data
 - Human Services Data
 - Military Service Groups
 - Independent Authorities
- **Joint Planning**
 - Strategic Planning
 - Funding Priority and Schedules
 - Program Cross Reference
- **Funding Coordination**
 - Block and Formula Grants (Fed/St)
 - Discretionary Funds (Fed)
 - Hud Funding
 - Education Funding

Organizational

- **Chairman Rapport**
- **Staff Coordination**
- **Data Sharing**
- **Mutual Support (Programs)**
- **Resource Pooling**

Current Program

- **Juvenile Assessment Center**
- **Parks and Recreation**
- **Community Policing**
- **Child Services Referendum**

Outcomes

- **Better Services for Children**
- **Continuity in Service Delivery**
- **Complete Continuance of Services**
- **Platform for Children's Issues**
- **Momentum for Children's Issues**
- **Legislative Leverage**

Strategic Plan

- **Integrate Action Plans**
- **Coordinate Funding Allocation**
- **Minimize Duplication of Services**
- **Interactive Support of Program Initiatives**
- **Consolidated Legislative Agenda**



Implementation Planning

An Essential Process for Success

Value of Implementation Planning

- **Provide leaders, community and public officials and institutional managers with decision alternatives for reaching and revising initiatives and action plans.**
- **Determine future courses of action that influence services provided, growth of services, performance and impact.**
- **Builds organizational and community competency.**

Implementation Planning Process

Where are we?	Where do we want to go?	How are we going to get there?	When will it be done?	Who is responsible?	How much will it cost?
Organizational Function	Assumption Potentials	Policies/ Procedures	Priorities/ Schedule	Organizational Delegation	Budget
Current Environment	Objectives	Strategies/ Programs	Organizational Strengths	Building Competency	Resources
Capabilities	Goals	Initiatives	Community Capacity		
Opportunities	Productivity	Impact			
Outcomes					
Strategic Issues —→ Strategy —→ Implementation Issues					

Strategic Questions Concerning the Current Environment About Juvenile Victims

- **How often are juveniles the victims of crime?**
- **Who are the offenders?**
- **How often are firearms involved with juvenile crime?**
- **How many juveniles are murdered each year?**
- **How many commit suicide?**

Strategic Questions Concerning the Current Environment About Juvenile Victims (con't)

- **What is known about missing homeless youth?**
- **How many children are abused or neglected annually?**
- **What are the child maltreatment trends?**
- **Does abuse lead to later delinquency?**

Reasons Why Programs Fail

- Never implemented
- Inadequate problem assessment
- Undiagnosed organizational needs
- Solutions do not fit problems

Planning Models

- Normative
- Strategic
- Operational

Self-Assessment Process

Dx = Diagnosis

Px = Prognosis

Rx = Prescription

Neighborhood Profile

POLICE WORKLOAD

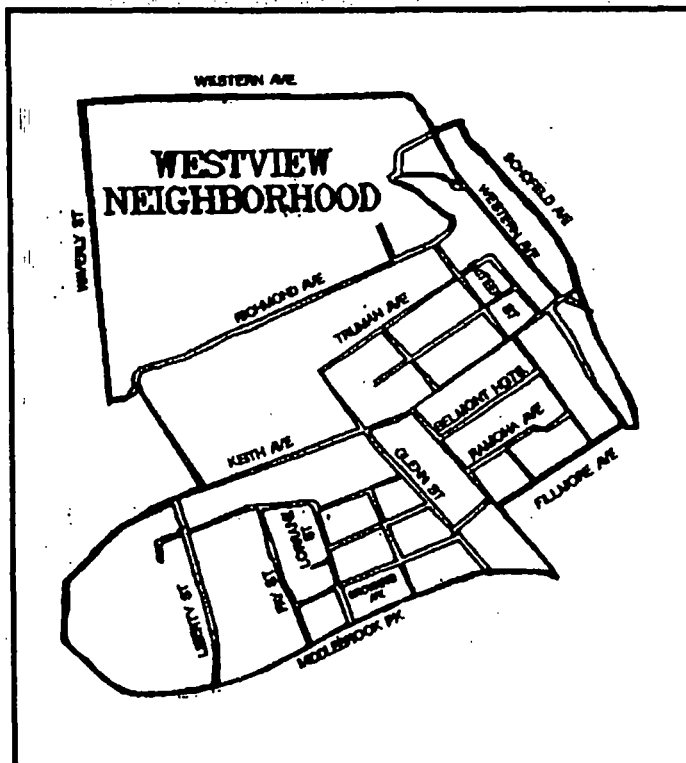
Calls for Service
Consumed Time

ENVIRONMENTAL INFORMATION

Street Conditions
Access/Exit
Lighting
Parks
Tree/Shrub Conditions
Pedestrian Flow
Abandoned Vehicles
Natural Barriers

COMMUNITY INFORMATION

School Incident
Victimization
Vandalism
Crime
Abuse
Violence
Gangs
Truancy



NEIGHBORHOODS

Housing Type
Treatment Centers
Churches
Mass Transportation
Community Organizations

CRIME INFORMATION

Part I
Part II
Arrest Data
Suspect Data

OFFENDER INFORMATION

Serious Offenders
*Adult
*Juvenile
Known Offenders
Probation
Parolees

SPECIAL INTELLIGENCE

Drug Distribution
Prostitution
Runaways
Missing Children
Gun Registration
Gangs
Drive-by Shootings

Strategy For Change

INTERVENTION

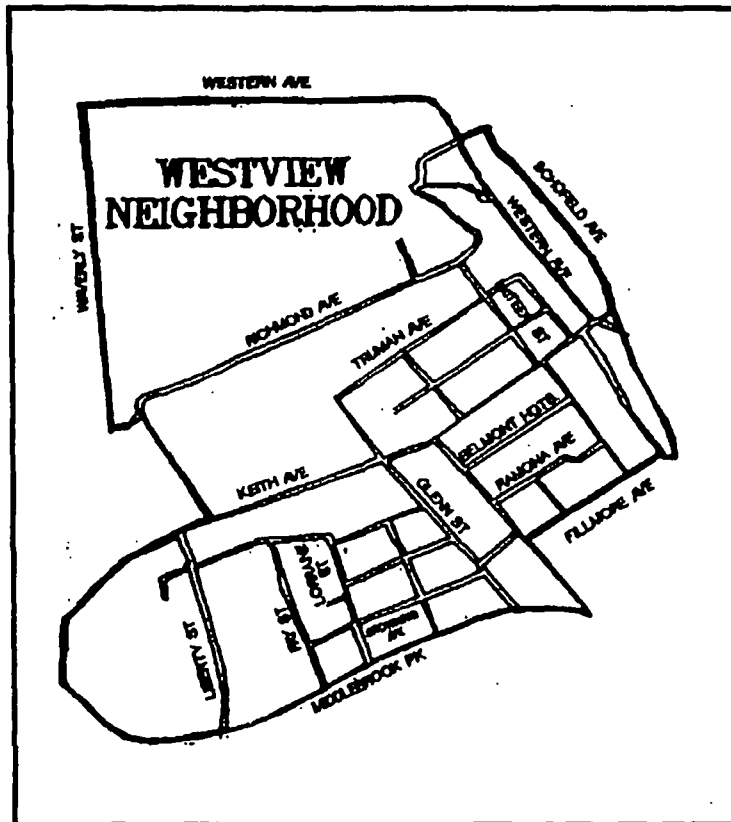
Family Violence
Substance Abuse
Abuse
Runaway

EDUCATION AND AWARENESS

Public Education
Police
Community
Schools
Drug Abuse
Media Communications

PREVENTION

Mediation
Athletic Leagues
Family Health Centers
Demand Reduction
School Resource Officers



RESOURCE COORDINATION

Police
Social Services
Urban Planning
Code Enforcement
Traffic Engineering

REDUCTION OF OPPORTUNITY

C.P.T.E.D.
Neighborhood Watch
Housing Surveys
Code Enforcement
Business Initiated
Traffic Flow Changes
Park Improvements

PROGRAM DEVELOPMENT

New Initiatives

APPREHENSION

Serious Habitual
Juvenile Offender
Directed Patrol
Offender Targeting
Warrant Services
Special Operations

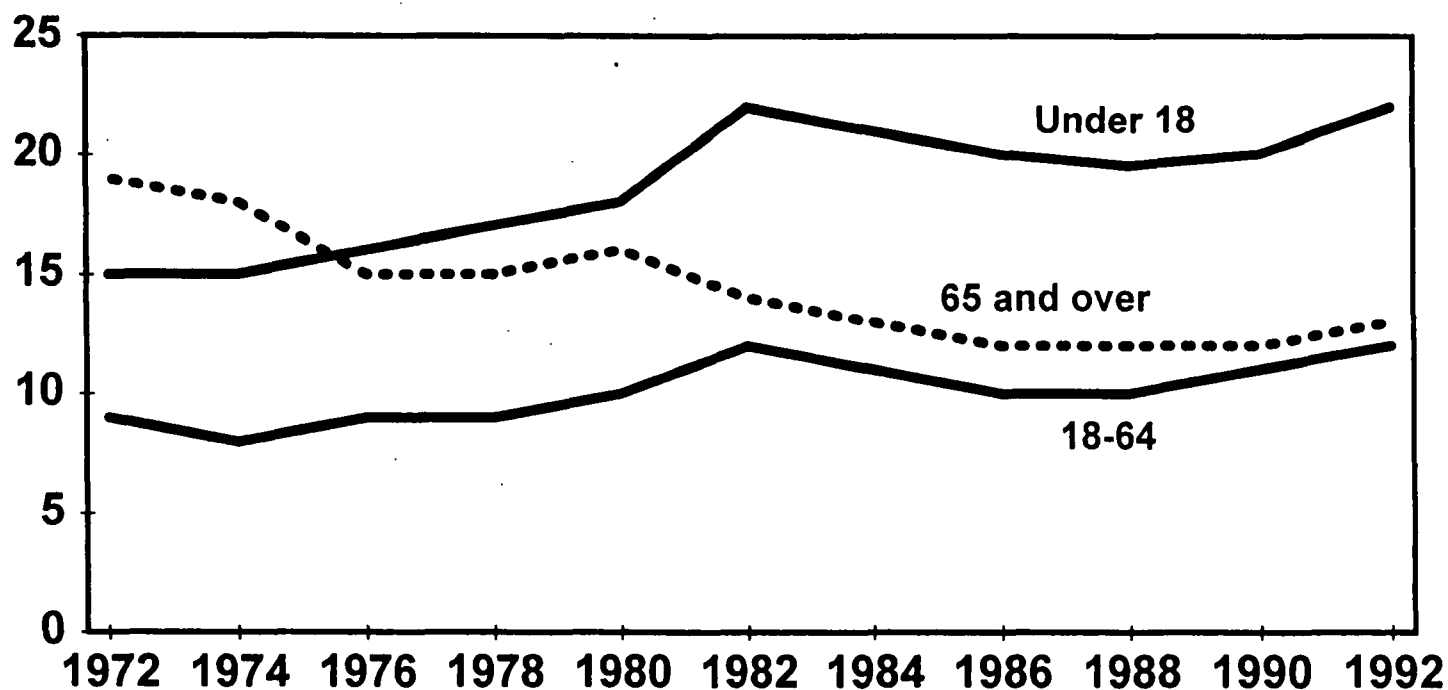
Juvenile Demographics (02)

	Population		Increase	
	1990	2010	Number	Percent
All Juveniles	64,185,000	73,617,000	9,432,000	15%
Ages 0-4	18,874,000	20,017,000	1,143,000	6%
Ages 5-9	18,064,000	19,722,000	1,658,000	9%
Ages 10-14	17,191,000	20,724,000	3,533,000	21%
Ages 15-17	10,056,000	13,154,000	3,098,000	31%

White	51,336,000	55,280,000	3,944,000	8%
Black	9,896,000	12,475,000	2,579,000	26%
Native American	745,000	886,000	141,000	19%
Asian/ Pacific Islander	2,208,000	4,976,000	2,768,000	125%
Hispanic Origin	7,886,000	13,543,000	5,657,000	71%

Since 1974 poverty rates have been higher for juveniles than for the elderly.

Percent in Poverty

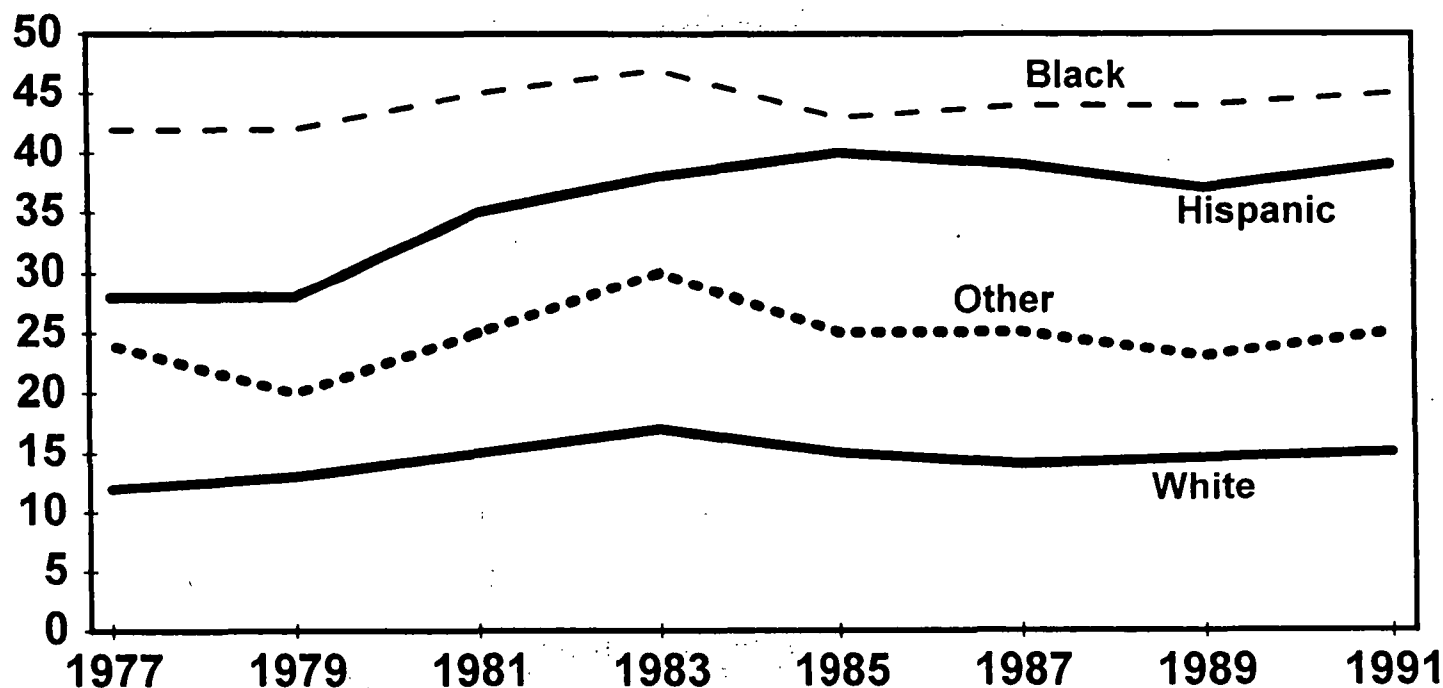


- In 1992 the child poverty rate--the proportion of those under age 18 who lived below the poverty level--was almost double the poverty rate for those 18 and over.

Source: Bureau of the Census. (1993). Poverty in the United States: 1992. *Current Population Reports: Consumer Income*.

Between 1977 and 1992 increases in the proportion of juveniles living in poverty was greatest among those of Hispanic origin.

Percent under age 18 in poverty



- In 1992, 9 million white juveniles, 5 million black juveniles, 0.7 million juveniles of other races, and 3 million juveniles of Hispanic origin were living in poverty.

Note: Race proportions include persons of Hispanic origin. Persons of Hispanic origin can be of any race.

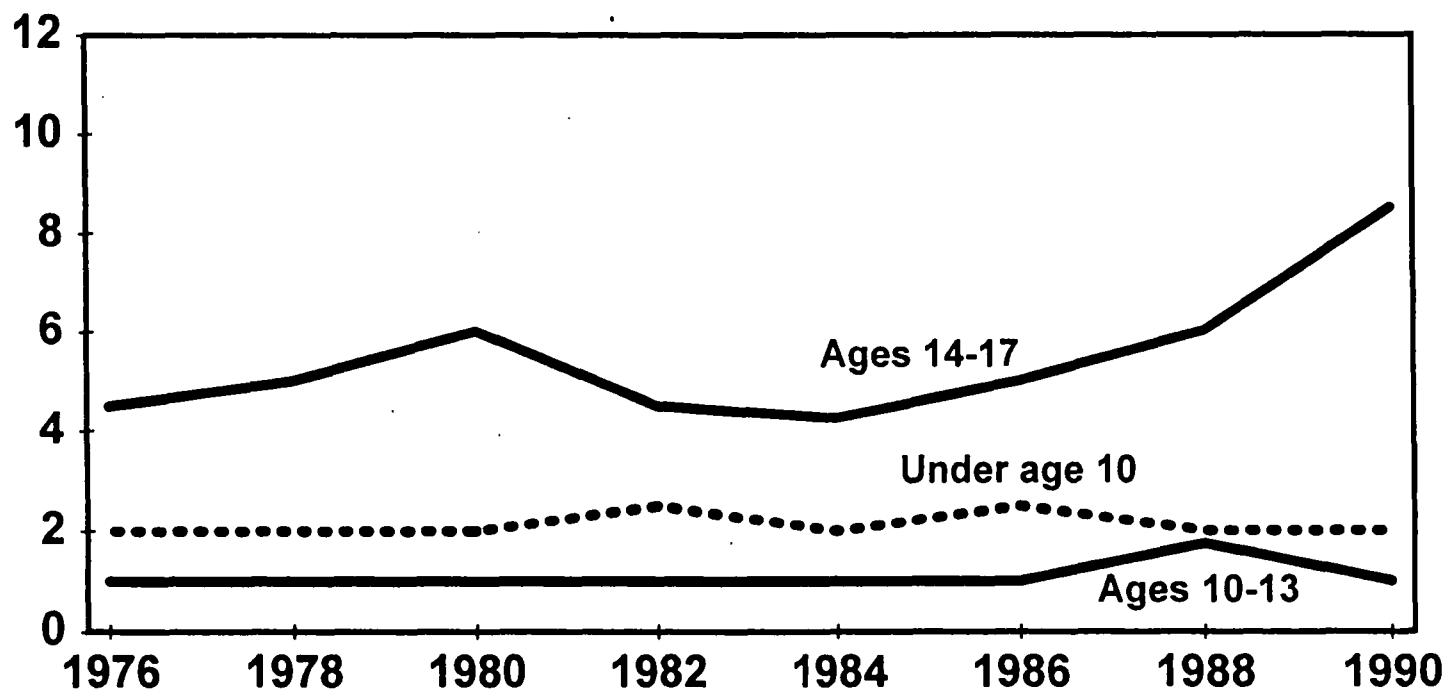
Source: Bureau of the Census. (1993). Poverty in the United States: 1992. *Current Population Reports: Consumer Income*.

Juvenile Demographics (05)

- Two recent longitudinal studies of youth found with subjects between ages of 13 and 17, more than half of the boys and almost half of the girls, reported they had engaged in sexual intercourse and were currently active
- Girls who had been pregnant (in 3) also reported substantially higher rates of substance abuse

The homicide victimization rate for juveniles ages 14-17 has nearly doubled since the mid-1980's, while the rates for younger juveniles have remained relatively constant.

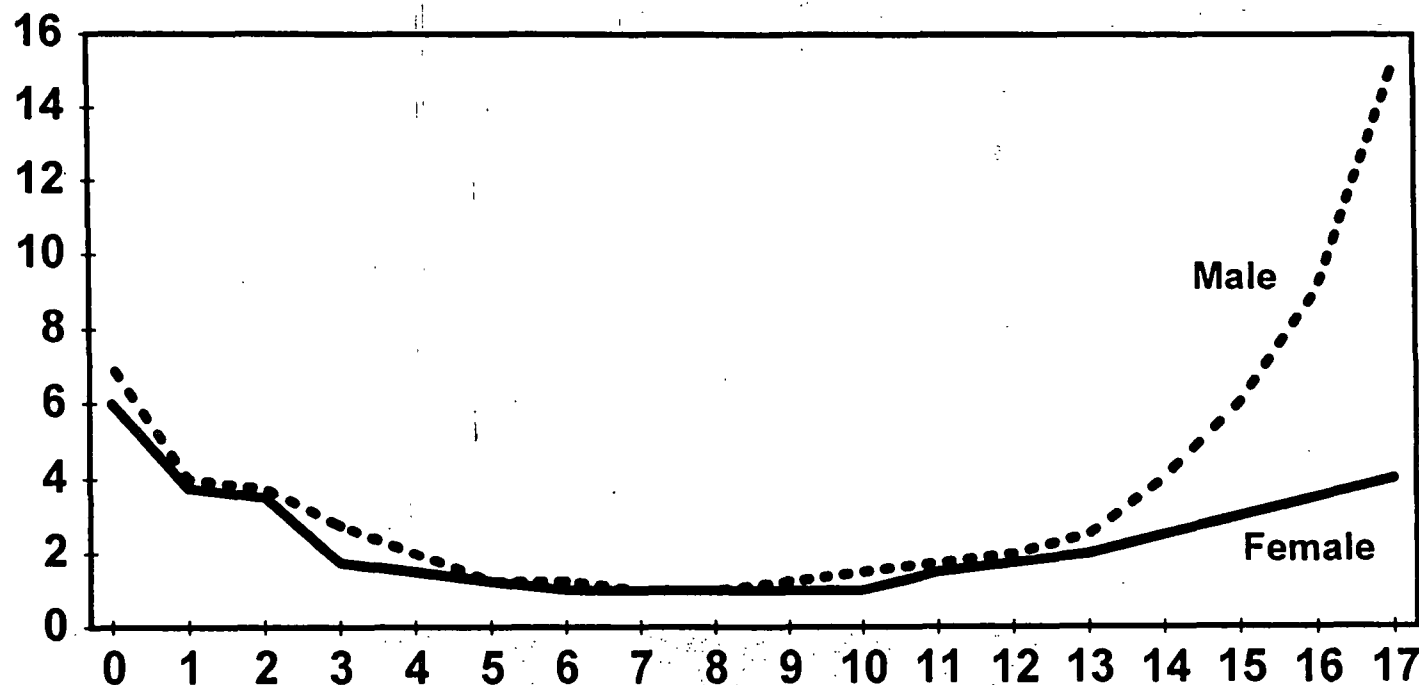
Homicide victimizations per 100,000 juveniles



Source: FBI. (1993). *Supplementary homicide reports 1976-1991* (machine-readable data files).

Until they become teens, boys and girls are equally likely to be murdered.

Homicide victimizations per 100,000 juveniles



The rate of homicide victimization is higher for children age 5 and younger than for those between ages 6 and 11. After age 11 the homicide victimization rate increases throughout adolescence, especially for boys.

Note: Rates are based on the 1976-1991 combined average.

Source: FBI. (1993). *Supplementary homicide reports 1976-1991* (machine-readable data files).

Some categories of "missing" children are more numerous than others.

The term "missing children" has been used for many years to describe very different kinds of events, making it difficult to estimate the magnitude of these phenomena or to formulate appropriate public responses. A 1988 national incidence study sought to measure the "missing child problem" by examining several distinct problems.

Broadly defined:

Parental/family abduction

354,100 children per year

A family member took a child or failed to return a child at the end of an agreed-upon visit in violation of a custody agreement/decreed with the child away at least overnight.

Stranger/nonfamily abduction

3,200 - 4,600 children per year

Coerced and unauthorized *taking* of a child, or *detention* or *luring* for purposes of committing another crime.

Defined as serious:

163,200 children per year

A family member took the child out of state or attempted to conceal/prevent contact with the child, or abductor intended to keep child or permanently change custodial privileges.

200 - 300 children per year

A nonfamily abduction where the abductor was a stranger and the child was gone overnight, or taken 50 miles or more, or ransomed, or killed, or the perpetrator showed intent to keep the child permanently.

Runaway

450,700 children per year

A child who left home without permission and stayed away at least overnight or who was already away and refused to return home.

133,500 children per year

A runaway who during a runaway episode was without a secure and familiar place to stay.

Throwaway

127,100 children per year

A child who was told to leave home, or whose caretaker refused to let come home when away, or whose caretaker made no effort to recover when the child ran away, or who was abandoned.

59,200 children per year

A throwaway who during some part of the episode was without a secure and familiar place to stay.

Otherwise Missing

438,200 children per year

Children missing for varying periods depending on age, disability, and whether the absence was due to injury.

139,100 children per year

An otherwise missing case where police were called.

Source: Adapted from Finkelhor, D., Hotaling, G., and Sedlack, A. (1990). *Missing, abducted, runaway and throwaway children in America. First report: Numbers and characteristics, national incidence studies.*

Where Are We?

- **Organizational Function**
 - How is the community organized
 - Prevention
 - Intervention
 - Detention/Control
- **Current Environment**
 - Juvenile victims
 - Juvenile offenders
 - Firearms use by juveniles
 - Juvenile suicide
 - Homeless juveniles

Where Are We? (con't)

- **Capabilities**
 - Assessment of organization
 - Strengths of organization
 - Ability to manage threat
 - How are beds being used for prevention, intervention and control
- **Opportunities**
 - Strength of communities
 - Capacity to change
 - Community leadership commitment
 - Long-term likelihood of sustained effort
 - Organizing strengths
 - Economic climate
 - Trend data
 - Opportunities
 - Demographic trends
 - Educational strengths
 - Media involvement

Where Do We Want To Go?

- **Assumptions/Potentials**
 - How reasonable are we?
 - What trends can we expect to face?
- **Objectives**
- **Goals**
 - What goals would take advantage of community strengths?
 - What would we see, touch, and feel in the community if we reach our goal?
- **Productivity**
 - What agencies regularly serve the target populations?
 - What resources do the agencies expend to provide or deliver the services?

How Are We Going To Get There?

- **Policies/Procedures**
 - Legal issues vs. policy issues
 - Policy maker involvement
 - Consensus to try
- **Strategies/Programs**
 - Program practicality for the community
 - Commitment to redirect resources
 - Do strategies involve all elements of the community needed to implement the strategy
 - Is the strategy clearly stated to help shape the vision of the future
- **Initiatives**
- **Impact**
 - What are the short-term wins?
 - How will we know when we get there?

When Will It Be Done?

- **Priorities/Schedule**
 - What can we learn from past successes that should be accounted for in the timetable?
 - Is the timetable based on the assessment of capabilities and strengths?
- **Organizational Strengths**
 - What are the key organizational responses for success?
 - Are we playing to our strengths?
- **Community Capacity**
 - Are strategies consistent with community strengths?
 - When does the community need to see change?

Who Is Responsible?

- **Organizational Delegation**
 - Does the organization assigned the task have the most significant impact capability?
 - Do the support functions understand the roles and responsibilities?
 - Can we measure commitment to the strategy by organization without pointing a finger?
 - Who controls staff time?
- **Building Competency**
 - Is learning part of our strategy?
 - How can assignment or task completion help institutionalize the strategy?

How Much Will It Cost?

- **Budget**
- **Resources**
 - How can resources be found at current levels of expenditures?
 - What resources can be redirected?
 - What is the cost if no change occurs?
 - Are there untapped community resources that can be used to implement strategies?
 - How will we know how much we are spending on implementing strategies?

Concepts for Developing Youth Focused Community Policing

- Expand and Integrate
Information Systems
- Broadening the Base of
Participation
- Expand and Redirect
Resource Base

Interagency Implementation Steps:

- **Coordinating Prevention and Intervention Components**
- **Securing Support for the Comprehensive Strategy**
- **Ensuring Interagency Cooperation (Policy Level Commitment)**

Interagency Implementation Steps: (con't)

- **Staffing Issues**
- **Case Management and Follow-up**
- **Developing Information System**
- **Evaluation**

Interagency Support and Coordination

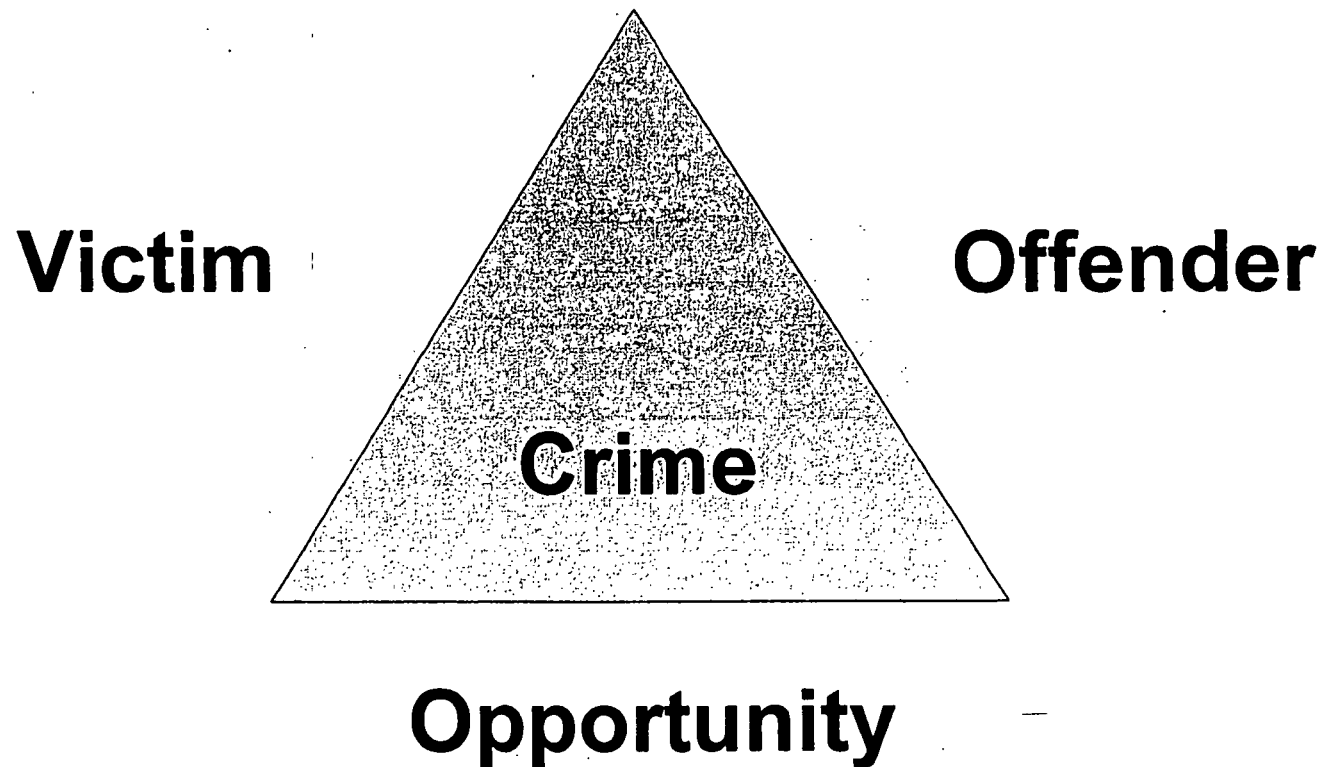
- **Key Policy Level**
- **Steering Committee within each Participating Agency**
- **Focus on Scope and Scale of the Effort or Level of Organization**

Interagency Cooperation → **Coalition** → **Strategic Alliance**

Interagency Evolution

- **Interagency Cooperation and Operating Agreements**
- **Formalize Coalitions**
- **Develop Strategic Alliance (Create Reform)**

Critical Elements of Developing Crime Control Strategies



Youth Focused Community Policing

- **Why should we be concerned?**
 - **Quality of life**
 - **Impact on tax base**
 - **Business erosion**
 - **Unemployment**
- **What is needed for community change?**


"Sense of Urgency"



Community Self-Assessment




Reasons Why Programs Fail

- **Never implemented**
 - **Inadequate problem assessment**
 - **Undiagnosed organizational needs**
 - **Solutions do not fit problems**
- 



Planning Models

- **Normative**
 - **Strategic**
 - **Operational**
- 



Self-Assessment Process

Dx = Diagnosis

Px = Prognosis

Rx = Prescription



Objectives of Self-Assessment

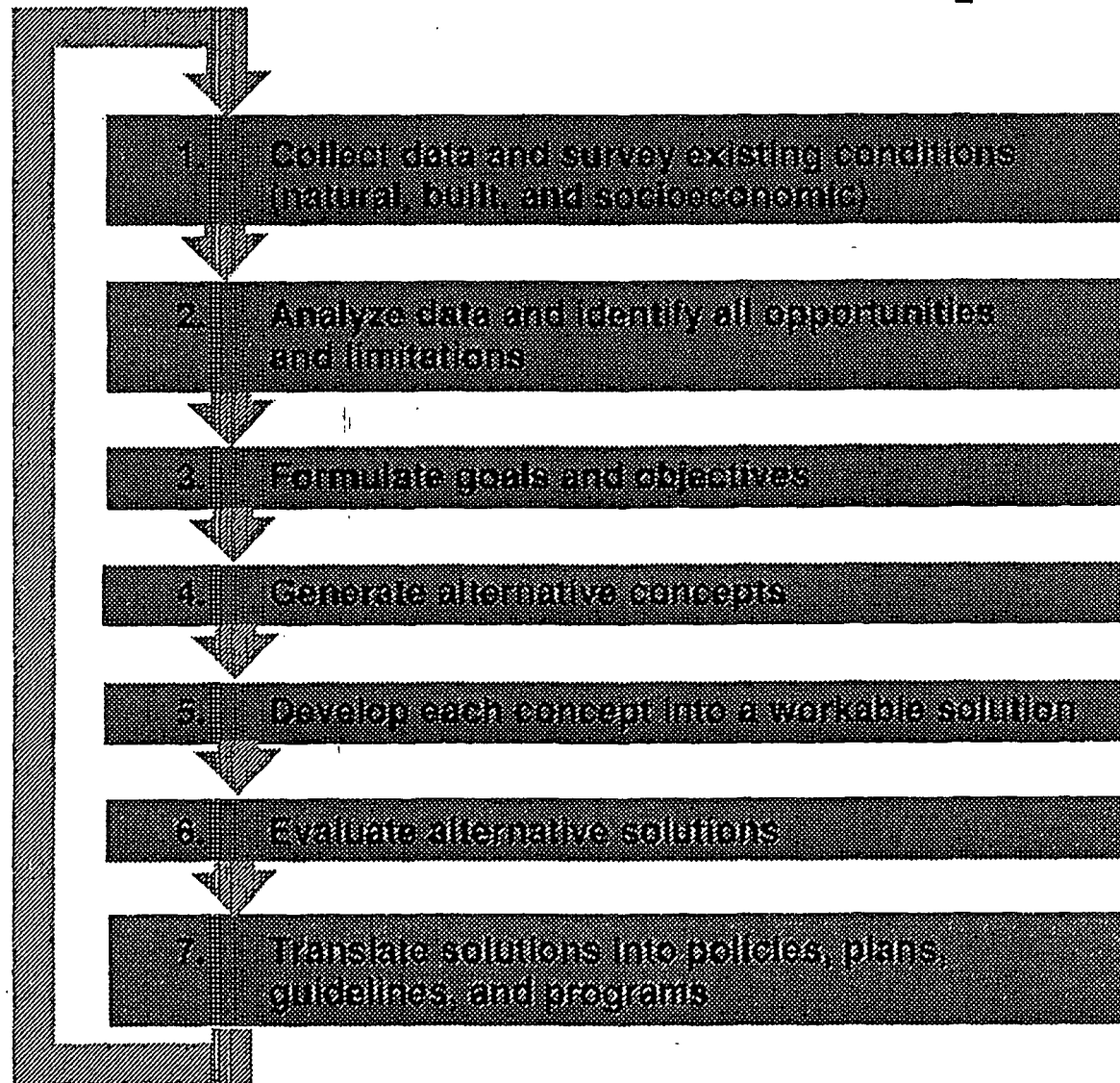
- **Assess strengths and weaknesses of current law enforcement responses**
 - **Compile community resource inventory**
 - **Identify organizational capabilities that must be developed or enhanced**
-



Reasons for Self-Assessment

- **Authority**
 - **Liability**
 - **Budget**
 - **Scope of activities**
 - **Discovery**
-

Assessment Steps



Appendix B

Summary of YFCP Grants

BOSTON, MASSACHUSETTS

Summary:

Boston's YFCP project involves the use of community policing strategies to identify high risk youth and link them to the labor market in two geographic areas - Dorchester (which includes Bowdoin Street, Four Corners, Fields Corner, and Codman Square), and South Boston. These two communities are being targeted due to their significant crime and victimization issues.

- ▶ Dorchester is one of the three most crime and gang impacted areas in Boston. Dorchester has the city's highest school dropout rate and largest population of youth committed to the Massachusetts Department of Youth Services.
- ▶ South Boston, the least diverse area in the city, has been hit hard with a significant decrease of blue collar jobs, persistent poverty (mostly in housing developments), and large number of female-headed single families. In 1996, the Old Colony housing development in South Boston had more reported aggravated assaults, burglaries and attempts, simple assaults, and vandalism than any other Boston housing project.

YFCP will be linked to other Boston initiatives (i.e., Operation Ceasefire, Youth Violence Strike Force). YFCP will target youth who typically are not served through other "traditional" job development and employment activities. In Dorchester, law enforcement and criminal justice personnel will work with street workers, clergy, and other youth agencies to identify and refer youth for job readiness skill's development, training, alternative education, counseling, support, referral services, and job placement. The local PIC and business community will be active players.

In South Boston, YFCP will target youth between the ages of 14-17 who exhibit truancy, criminal behavior, substance abuse, or other negative behaviors. This effort will engage youth and prevent future criminal behavior by linking them with paid work or community service placements, adult mentors, alternative education, and intensive support. YFCP funds will be used for stipends.

CHICAGO, ILLINOIS

Summary:

The goals of the proposed YFCP project are to develop and implement a training program to encourage and increase youth participation in Chicago's community oriented policing activities; to develop community oriented policing strategies that will incorporate youth and positively impact upon youth-police relationship; and to create a strong police/youth alliance. The program will target youth between the ages of 13 to 18 in three YouthNet areas.

YFCP is being implemented in two phases. In Phase 1 youth will receive training in the areas of self-esteem, communication, problem solving, negotiation, and mediation to improve their ability to interact with police and the community. In Phase 2, police and youth will collaboratively engage in problem solving programs, activities, and projects. Chicago plans to subcontract with Conflict Management Group in Boston to conduct these sessions.

HOUSTON, TEXAS

Summary:

YFCP activities in Houston are aimed at addressing fragmented data sources, legal restrictions and problems regarding information sharing, service duplication, lack of coordination, absence of a formalized structure for inter-agency collaboration, and the identification of processes and data systems for resource collection and dissemination.

Through YFCP funds, the city is implementing a new data sharing network to address issues relating to information sharing needs and limitations, legal parameters/potential changes regarding information sharing, and new data system linkages that allow for more efficient data collection and greater information sharing. The city also is developing and implementing an Early Intervention Response/Planning Team to identify and reach at-risk youth and provide necessary services and intervention to these youth and their families. One of the goals and major activities of YFCP is an effort to address and reduce school truancy.

KANSAS CITY, KANSAS

Summary:

The focus of Kansas City's YFCP initiative is to enhance law enforcement operations by developing a juvenile and youth database and crime analysis capability, and to replicate Boston's Night Light Program. The first activity - the development of the juvenile crime analysis/database - will support the Night Light replication by identifying repeat offender patterns, crime patterns, at-risk and high-risk youth, victimization patterns, etc.

Significant advances have been made in both of these areas. First, the city has received extensive technical assistance and training to improve internal capabilities at the Police Department, identify improved staffing patterns and management practices, develop an improved system of service and resource allocation, and insure that YFCP activities are coordinated with structural changes and developments relating to the new government structure and implementation of Communities that Care model. Second, prior to the receipt of the grant funds the city, to a limited extent, designed and tested their "version" of Boston's Night Light. Although the activities were limited, the program has shown promise in identifying high risk youth and targeting them for intervention services.

LOS ANGELES, CALIFORNIA

Summary:

The goal of the proposed YFCP project is to develop and sustain a comprehensive, multi-agency community-wide process to address youth crime, victimization, and quality of life issues. YFCP is being implemented at the local level through a series of Cluster work sessions designed to identify local problems, needs, and resources; formulate local strategies, plans, work plans, and time lines for addressing these needs; and fostering coordination at the city level.

Through the assistance of technical assistance and training, several Cluster work sessions have been completed, with local communities working toward the identification of local needs and issues and the development of plans. Technical assistance and training have also been aimed at helping the city identify internal "consultants/trainer" who will help provide ongoing support and training to Cluster sites in the development and implementation of locally-based plans. While

several Cluster sessions were conducted, additional Cluster work sessions were postponed pending approval of the YFCP application by the City Council. The application was finally approved at the end of 1998.

MOUND BAYOU, MISSISSIPPI

Summary:

The focus of YFCP in Mound Bayou is to establish a Youth Activities Center and Facility to incorporate and provide a range of services and programs to youth, develop and better coordinate programs and services for youth in Mound Bayou, and move toward the establishment of a Boys and Girls Club.

Among the many activities being undertaken is the development of a Zero-based Tolerance Program to address truancy and related problems in the community. Technical assistance has been provided to help the site move forward with this initiative. Under the direction of the Juvenile Court Judge, a Truancy Ordinance was drafted.

OAKLAND, CALIFORNIA

Summary:

Oakland's YFCP project is aimed at developing and implementing a Data Integration Project to enable the city, county and schools to share critical information in order to coordinate services, track outcomes, provide for effective case management, deliver services in a more cost effective manner, identify ways to reinvest in early intervention efforts, and provide for a more coordinated and streamlined referral system for children in need. The Data Integration Project will link all City of Oakland and Alameda County youth-service/related programs and agencies, and will ultimately be expanded to support other local initiatives, including Weed and Seed, the Empowerment Zone effort, and the Alameda County Children's Mental Health System of Care.

Oakland's YFCP Grants Manager recently left his position and a new staff person is being designated to take responsibility for this initiative. Areas of need as it relates to technical assistance and training focus on the issue of information sharing and collaboration.

RIO GRANDE VALLEY, TEXAS

Summary:

Rio Grande's YFCP project focuses on two primary issue areas -- the lack of technology and the lack of extracurricular activities. To address these concerns, Rio Grande will develop a central database for collecting youth-related information for targeted communities. The data base will collect and store information on youth crime and offense information, will analyze data, provide linkages between and among agencies and organizations, and will facilitate the coordination and delivery of services and resources within the areas. Rio Grande will also implement an aggressive campaign to bring youth and family-related extracurricular activities to the targeted communities. To accomplish this, the community plans to make concerted efforts expand existing services to targeted communities in the area and undertake aggressive fund-raising efforts to bring additional resources into the targeted areas.

There has been significant transition in YFCP program managers in the recent months. The new YFCP manager was recently hired and is working with OJJDP and FVTC to move forward with their grant and technical assistance and training. Several conversations have taken place between OJJDP, FVTC, and Rio Grande to plan for YFCP implementation and development.

SANTA ANA, CALIFORNIA

Summary:

Santa Ana participated in one of the initial YFCP key leader work sessions (San Diego). While the community is not receiving YFCP grant funds, city administrators requested and are receiving technical assistance and training to support the development of a comprehensive youth services plan for resource allocation and service delivery. The plan will guide city administrators, youth service providers, and youth service organizations in the areas of service delivery, policies and procedures, collaboration, evaluation, information sharing, and data collection and reporting. The plan is being developed by agency officials and a first draft is expected soon. Technical assistance and training activities are focused on the following areas:

- 1) The development of information, strategies, and methods for information sharing and collaboration as it relates to the reorganization of services and the development of the

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National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000

overall plan.

2) The development and review of policies and procedures for information sharing, collaboration, evaluation, and data collection.

3) The development and implementation of community-based strategies to insure full, active participation and cooperation of agencies and organizations in implementing the Youth Services Plan.