

# **OJJDP Comprehensive Gang Model**

# **Planning for Implementation**

Office of Juvenile Justice  
and Delinquency Prevention

June 2002

*Copyright 2002 Institute for Intergovernmental Research  
All Rights Reserved*

This document was prepared under Cooperative Agreement Number 2000-JD-FX-0001 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, conclusions or recommendations expressed in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

---

# Table of Contents

<b>Acknowledgements</b>	<b>6</b>
<b>1. The OJJDP Comprehensive Gang Model</b>	<b>7</b>
<b>2. The Steering Committee</b>	<b>12</b>
Guiding Principles for the Steering Committee	14
<b>3. Understanding the Data</b>	<b>20</b>
Community Descriptive Information	21
Gang Crime Data	22
Law Enforcement Gang Crime Data	22
Gang-Involved Youth's Perception of Gang Crime	23
School Staff Perceptions and Student Survey	23
Community Perceptions	24
Identifying Gang-Related Problems and Target Populations	24
Gang-Related Problems	25
Target Population, Target Gangs, and Target Area	26
Current Resources	28
Gang Prevention Programming	29
<b>4. Criteria for Model Strategies</b>	<b>31</b>
Community Mobilization	31
Opportunities Provision	32
Social Intervention	32
Suppression	33
Organizational Change and Development	34
<b>5. Developing an Implementation Plan</b>	<b>36</b>
Setting Goals and Objectives	37
Setting Goals	38
Identifying Objectives	38

---

<b>6. Staffing for Implementation</b>	<b>45</b>
Overview	45
The Lead Agency	46
The Project Coordinator	46
The Intervention Team	47
The Research Partner	49
Agencies and Organizations Not Represented on the Intervention Team	50
Coordination of Effort and Communication of Information	51
<b>7. Street Outreach</b>	<b>53</b>
<b>8. Evaluation of the Project</b>	<b>56</b>
<b>9. Lessons Learned From Five Urban Sites</b>	<b>58</b>
Overview	58
Assessment	58
Targets	59
Lessons Learned About the Model	59
Community Mobilization	59
Social Intervention	61
Opportunities Provision	62
Suppression	62
Organizational Change and Development	63
Summary	64
<b>Appendix I: Selected Agency Activities</b>	<b>65</b>
<b>Appendix II: Technical Assistance Manuals</b>	<b>70</b>
<b>Appendix III: Characteristics of the Youth Gang Problem</b>	<b>73</b>
<b>Appendix IV: Group Decision-Making</b>	<b>77</b>
<b>Appendix V: Lessons Learned From Collaborative Efforts</b>	<b>81</b>
<b>References</b>	<b>83</b>

---

# List of Worksheets

---

<b>Worksheet 1: Identifying Objectives</b>	<b>41</b>
<b>Worksheet 2: Identifying Activities</b>	<b>42</b>
<b>Worksheet 3: Identifying Barriers</b>	<b>43</b>
<b>Worksheet 4: The Implementation Plan</b>	<b>44</b>

---

# Acknowledgements

---

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) wishes to thank the National Youth Gang Center (NYGC) for help and guidance in writing this document. In particular, OJJDP would like to thank Candice Kane, Ph.D., Illinois Criminal Justice Information Authority, and an NYGC consultant; and Van Dougherty, NYGC, who gathered material and prepared the document for OJJDP. OJJDP also wishes to thank John Moore, NYGC, who contributed substantively to the final product and Michael Llado, NYGC, for his review of the document. Jim Burch and Phelan Wyrick, Special Emphasis Division, OJJDP, provided guidance and oversight in the preparation of this document.

This guide relies heavily upon the research and practical experience of a number of professionals in the field of youth gangs. OJJDP is grateful for the work of Dr. Irving Spergel, University of Chicago, and his associates, who in the early 1990s collected and analyzed the practices of agencies involved in combating gangs. From this research, Spergel developed a model comprehensive program to reduce gang violence. Implemented in the Little Village neighborhood of Chicago by the Chicago Police Department, the “Spergel Model” has been tested, evaluated, and found to have positive results.

With some adaptation, this design gave rise in 1995 to the OJJDP Comprehensive Community-Wide Approach to Gangs. OJJDP’s Comprehensive Gang Model has been implemented in Bloomington, Illinois; San Antonio, Texas; Riverside, California, and Mesa and Tucson, Arizona. OJJDP thanks the project directors, staff, and the many other individuals at these five sites who have contributed so materially to this program and, in the process, learned the “lessons” incorporated into this guide.

OJJDP also thanks the project directors, staff, and the other individuals who participated in the first year assessment and planning process of the Rural Gang Initiative (RGI) during 1999-2000. The four rural sites (Cowlitz County, Washington; Elk City, Oklahoma; Glenn County, California; and Mt. Vernon, Illinois) concluded their assessments and planning processes in May 2000. Comments from many RGI staff at the rural sites were invaluable to the improvement of this implementation guide.

# 1

---

## The OJJDP Comprehensive Gang Model

---

The terms “youth gang” and “street gang” are commonly used interchangeably and refer to neighborhood or street-based youth groups that are made up substantially of individuals under the age of 24. While youth in this age group are most likely to be engaged in or at risk of committing serious or violent gang crimes, the OJJDP Comprehensive Gang Model focuses primarily on youth gang members less than 22 years of age, based on OJJDP’s authorizing legislation. Motorcycle gangs, prison gangs, ideological gangs, and hate groups comprised primarily of adults are excluded from the definition.

The Model holds that the lack of social opportunities available to this population and the degree of social disorganization present in a community largely account for its youth gang problem. The Model also suggests other contributing factors including poverty, institutional racism, deficiencies in social policies, and a lack of or misdirected social controls. Drawing principally on social disorganization theory to frame the development of the Model, a team from the University of Chicago expected the core strategies of the Model to address gang youth, their families, and the community institutions that purport to promote their transition from adolescence to productive members of society. With this in mind, law enforcement and other agency personnel in 65 cities reporting problems with gangs were surveyed. Analysis of that information, in conjunction with site visits and focus groups, led to a mix of five strategies that address key concerns raised by the theory upon which the OJJDP Comprehensive Gang Model is based.

**Community Mobilization:** Involvement of local citizens, including former gang youth, community groups and agencies, and the coordination of programs and staff functions within and across agencies;

**Opportunities Provision:** The development of a variety of specific education, training, and employment programs targeted at gang-involved youth;

**Social Intervention:** Youth-serving agencies, schools, grass-roots groups, faith-based organizations, police, and other criminal justice organizations “reaching out” and acting as links among gang-involved youth, their families, and the conventional world and needed services;

---

*The Model holds that the lack of social opportunities available to this population and the degree of social disorganization present in a community largely account for its youth gang problem.*

---

---

**Suppression:** Formal and informal social control procedures, including close supervision or monitoring of gang youth by agencies of the criminal justice system and also by community-based agencies, schools, and grass-roots groups; and

**Organizational Change and Development:** Development and implementation of policies and procedures that result in the most effective use of available and potential resources, within and across agencies, to better address the gang problem.

These strategies were found to be present—to a lesser or greater degree—in the cities with identified gang problems that were having a positive impact on gangs. In addition to data from the surveys, extensive input from expert practitioners and gang researchers made it clear that a community’s gang violence problem required attention be paid to both gang-involved youth and gangs themselves. Long-term change would not be achieved without also addressing the institutions which support and control youth and their families.

The following program development process will facilitate implementation of the five core strategies:

1. *Acknowledgment of the problem.* The presence of a youth gang problem must be recognized before anything meaningful can be done to address it. If denial is present, it must be confronted.
2. *Assessment of the problem.* Those with responsibility for addressing the problem—representatives of police, schools, probation, youth agencies, grass-roots organizations, government, and others—participate in identifying its nature and causes and recommending appropriate responses. The assessment results in an understanding of who is involved in gang crime and where in the community it is concentrated. This, in conjunction with other data and information, enables targeting:
  - Gang-involved youth
  - The most violent gangs
  - The area(s) where gang crime most often occurs
3. *Setting goals and objectives.* Once the problem is described, goals and objectives based on the assessment findings are established. These should emphasize changes the Steering Committee wants to bring about in the target area.

- 
4. *Relevant services and activities.* Rationales for services, tactics, and policies and procedures that involve each of the key agencies are articulated and then implemented for each of the five core strategies. These activities must be closely coordinated or integrated to ensure that the work of collaborating agencies is complementary. Representatives of those organizations that will have the most direct contact with the target youth—police, probation, schools, and youth workers—should form an Intervention Team and have regular meetings to share critical information, plan, and act collaboratively on individual youth and gang activity in the target area. Thus, the resources of collaborating agencies are focused on a group of young people who are involved in gangs. Please refer to the chart on pages 59-62 for activities that reflect the philosophy of the Model and implementation of its five strategies.

---

*While youth gang members must be held accountable for their criminal acts, they also must be provided with services for their academic, economic, and social needs.*

---

It is important to remember that while youth gang members must be held accountable for their criminal acts, they also must be provided with services for their academic, economic, and social needs. Gang members must be encouraged to control their behavior and to participate in legitimate mainstream activities. At the same time, external controls on gang and gang-member behavior must be exercised. For some gang members, secure confinement will be necessary. For others, graduated degrees of community-based supervision, ranging from continuous sight or electronic supervision to incarceration, will be appropriate. It is important that youth understand that they will face consequences if they do not follow rules, laws, conditions, or reasonable expectations of the program. It also may be important to develop a set of incentives for compliance with the program. Thus, a range of services and sanctions is required, often in some interactive way. To be effective in this approach, an understanding of how a youth's family, peers, and others are involved is important.

This approach is very consistent with community policing, which promotes and supports organizational strategies to address and reduce the fear of crime and social disorder through problem-solving tactics and community-police partnerships. In this Model, gang unit, community policing, or other officers are involved in the problem-solving process at the street level while senior officers work with the policymakers.

The work of the collaborating agencies is overseen by a Steering Committee of policy or decision makers from agencies and organizations that have an interest in or responsibility for addressing the community's gang problem. These representatives should not only set policy and oversee the overall direction of the gang program, but they should take responsibility for spearheading efforts in their own organizations to remove barriers to services, and to social and economic opportunities; develop effective criminal justice, school, and social agency procedures; and promote policies that will further the goals of the gang strategy.

5. *Evaluation.* Results from the evaluation of the Little Village Gang Violence Reduction Project show that the Model is effective in lowering crime rates among youth gang members. Preliminary results from an evaluation of five communities chosen as demonstration sites for the Model show that a combination of intervention, suppression, and prevention strategies, along with a coordinated team approach to delivering services, are effective in having a positive impact on reducing gang crime. For these reasons, the incorporation of a strong evaluation component as the initiative is taking form and throughout the life of the program is critical to assessing the impact of the program.

**In summary**, the OJJDP Comprehensive Gang Model espouses a multi-faceted, multilayered approach that includes eight critical elements:

1. Initial and continuous problem assessment using qualitative and quantitative data
2. Targeting of the area and those populations of individuals most closely associated with the problem, as described in the assessment
3. Mix of the five key strategies: community mobilization, social intervention, opportunities provision, suppression, and organizational change/development
4. A Steering Committee to oversee and guide the project
5. Direct contact intervention team that includes police, probation, outreach staff, and others
6. A plan for coordinating efforts of and sharing appropriate information among those who work with the youth on a daily basis, the Steering Committee, and persons within the partner organizations

7. Community capacity building to sustain the project and address issues that are long-term in nature
8. Ongoing data collection and analysis to inform the process and evaluate its impact

While this chapter provides a brief discussion of the Model, it is recommended that project staff, including the Project Coordinator, Steering Committee members, and Research Partner, review chapters 11-17 of *The Youth Gang Problem: A Community Approach* by Dr. Irving Spergel.

*Spergel writes that available data indicate that serious gang violence represents only a small percentage of serious crime, is concentrated in certain neighborhoods, and is committed by late adolescent youths. Gangs form when established institutional arrangements and social structures weaken or disintegrate, and they serve to organize the interests and needs of alienated youths. Youths join gangs for many reasons, including status, security, money, power, excitement and new experiences, and especially under conditions of social deprivation or community instability.*

*In developing gang control strategies, it is important to define the problem and focus interventions to specific types and levels of the problem. Strategies used in the Model include community mobilization, social intervention, social and economic opportunities, and suppression. This book provides a more comprehensive description of the Model and the interrelationship among the five strategies. It also provides discussion about the importance of the planning process and development of appropriate activities for the Implementation Plan.*

**Appendix III**, “Characteristics of the Youth Gang Problem,” also provides further discussion of the youth gang problem and the Comprehensive Gang Model.

The following chapter discusses the role of the Steering Committee throughout the life of the project. It gives members an understanding of the expectations of the Committee, as well as their responsibilities on behalf of the community and this project.

# 2

---

## The Steering Committee

---

The primary responsibility in planning for and implementation of the Model rests with the Steering Committee. Members of the Steering Committee should represent key agencies and the community, and this is the time to determine if all groups committed to addressing the community's gang problem are "at the table." It may become apparent that additional community representatives should be invited to become members.

Whether they are recruited, appointed, or volunteer to participate on the Committee, members must clearly understand their roles and responsibilities. It is the Steering Committee, not the Assessment Team, that will develop the Implementation Plan and oversee implementation of the Model. In fact, the Assessment Team will disband at the end of Year One's assessment and planning phase. Committee members need to understand what tasks will be involved and how much time is needed to make this a successful effort. The Committee should view the planning process as important and be willing to invest their time in this effort.

To this end, some thought should be given to developing a general plan of action for completing the Implementation Plan, such as a time line and meeting schedule. Most sites have found that the planning process and development of the Implementation Plan has taken three months to complete. Some committees met every week over that period of time, others more or less frequently. Keep in mind that this time frame also includes writing the plan. Meetings should be time sensitive and always have a precise agenda with action items needing discussion or a decision. Do not give members an excuse to miss meetings or send representatives who are not decision makers for their organizations.

Before the Implementation Plan is developed, Steering Committee members should:

- Revisit the Model's five core strategies, with a "refresher course" on the strategies. It is recommended that Steering Committee members also refer to *The Youth Gang Problem: A Community Approach* by Dr. Irving Spergel, chapters 11-17. These chapters provide a more detailed description of the Model's strategies and philosophy.

---

*The primary responsibility in planning for and implementation of the Model rests with the Steering Committee.*

---

- Become familiar with information in the Assessment Report. Committee members must be willing to spend time participating in discussions about the data in the report in order to gain a thorough understanding of the gang problem.
- Determine whether gang members are responsible for a large proportion of the community's gang problem.
- Use Assessment Report data to identify the top three to five gang-related problems that will form the focus of the Implementation Plan.
- Develop criteria for identifying target youth.
- Become familiar with the resources that currently serve gang members, as described in the Assessment Report.

Further information about these tasks can be found in Chapter 3.

After these tasks are complete, the Steering Committee will begin the process of developing a plan to implement the Model. The Steering Committee will:

- Develop a detailed Implementation Plan as described in Chapter 5, using Worksheets 1-4.
- Determine the agency (or agencies) that will have ultimate responsibility to see that the Committee's work is completed.
- Hire a Project Coordinator who is responsible for the project's management and all critical tasks throughout implementation. The Coordinator reports directly to the Steering Committee.
- Ensure that a Research Partner is hired to assist with ongoing data collection and analysis throughout implementation.
- Select members of the Intervention Team—a small group of staff identified with the project who are expected to have daily contact with targeted youth.

For more detailed information about these tasks, please refer to Chapters 5 and 6.

---

## Guiding Principles for the Steering Committee

Before beginning this comprehensive initiative, Steering Committee members should review some key principles that guide development of an effective anti-gang strategy. If these principles are understood and adopted, the Steering Committee's prospects for lasting success will be enhanced. They represent a way of doing business; they do not prescribe or direct the business to be done. Each principle is further discussed in the remainder of this chapter.

1. An approach that incorporates intervention, suppression, and prevention is essential.
2. Police are vital partners; other agencies and groups, including community and faith-based organizations, concerned about gangs also must participate.
3. Both formal and informal community leaders must be involved.
4. All segments of the community, including residents, must be engaged and mobilized.
5. The Implementation Plan must acknowledge and address both perceptions and realities about the community's gang problem.
6. The Implementation Plan must address short- and long-term action.
7. The process must start with a clean slate; groups must be redirected from casting blame to finding solutions.
8. The *process* of developing the Implementation Plan is important.
9. Objectives of the Implementation Plan must be feasible, observable, and measurable.

---

*Steering Committee members should review some key principles that guide development of an effective anti-gang strategy.*

---

---

*The goal of the Model is to reduce gang crime, particularly violent crime.*

---

**1. An approach that incorporates intervention, suppression, and prevention is essential.** No single program can eliminate gangs and the fear of gang crime. The goal of the Model is to reduce gang crime, particularly violent crime. Intervention- and suppression-oriented strategies are needed to address immediate threats, real or perceived, to the community from gang violence. *Intervention* activities focus primarily on short-term, more immediate actions such as crisis intervention, counseling, social service referrals, or education/job skills training. Intervention activities can reach those gang youth or groups of gang youth who have been identified as at risk of committing gang crime, those who may be ready to leave the gang, and gang members who are not yet committed to gang life. Intervention

---

can also reach those gang members who are returning to the community from prison or other forms of confinement. **Suppression** activities primarily focus on arrest, imprisonment, and surveillance. These activities tend to target a particular gang youth who is already involved in criminal activity or is identified as a “hard-core” gang member. **Prevention** activities that specifically target a youth population at risk of joining a gang are also important to the overall program. Prevention programs respond to the presence of specific risk factors for gang involvement and the lack of protective factors. These programs are broad-based and are frequently found in the school setting. They generally address violence/delinquency, drug, and other social problems.

Compartmented intervention, suppression, and prevention activities are insufficient for confronting youth gang problems. These activities must be systematically integrated to respond to the disparate, but interrelated, aspects of the gang problem. For that reason, the Model calls for a mix of these strategies across the criminal justice system, social service agencies, schools, community groups, and citizens. The Model asks agencies and individuals to go beyond their traditional roles. For example, justice agencies such as law enforcement and the courts tend to restrict their role to suppression approaches. However, over time, their role can expand to include intervention and community mobilization activities. Gang officers continue to be primarily involved with arrest of gang members and investigations of gang crime, but they also can intervene in a youth gang member’s life by referring the youth to a social service program.

---

*A collaborative and partnership approach to problem solving should be considered the foundation of local law enforcement agencies’ relationships with the communities they serve.*

---

**2. Police are vital partners; other agencies and groups concerned about gangs also must participate in the planning and implementation process.** Within the spirit of community policing or problem-oriented policing, a collaborative and partnership approach to problem solving should be considered the foundation of local law enforcement agencies’ relationships with the communities they serve. Police must be a key part of any anti-crime effort because of their expertise and experience. However, even when the law enforcement agency assumes a key role, other government and service delivery organizations must participate in program planning. These entities bring different perspectives on problems and solutions, as well as different approaches and resources to the process. Aside from police, local agencies that should be involved include housing, health, parks and recreation, economic development, planning, mental health, schools, juvenile and adult probation, corrections, prosecution, judiciary, the faith community, grass-roots groups, employment agencies, and social services.

---

**3. Both formal and informal community leaders must be involved.**

Elected officials and policy makers control budgets and program priorities, help generate public and media attention for this initiative, and lend additional credibility to the focus on a comprehensive and strategic approach. Alone, however, they are not a sufficient base upon which to build an effective planning process. The process must include the formal and informal leaders of the community whose social or professional position, personal style, history of commitment to community activities, or role in neighborhood-based organizations helps shape the attitudes and behaviors of key segments of the community. These leaders may include a neighborhood association president, a leader in the faith community, a doctor, a media executive, a youth, a local businessperson, a retired person, or a citizen who is charismatic or popular.

---

*Planning and implementation must allow for and encourage input from a wide variety of community members.*

---

**4. All segments of the community, including residents, must be engaged and mobilized.** Planning and implementation must allow for and encourage input from a wide variety of community members in order to build enthusiasm for and commitment to the plan and its implementation. The Steering Committee should seek participation from those directly affected by gang crime, including youth and youth organizations, cultural and ethnic minority communities, and other community members. The process must solicit their participation and provide opportunities for them to contribute as equal partners with local officials. Obviously, geographic and demographic representation should reflect the community's makeup.

---

*Planning processes need to inventory and acknowledge public perceptions, whether accurate or not, and proposed actions should be weighed in light of these perceptions.*

---

**5. The plan must acknowledge and address both perceptions and realities about the community's gang problem.** The community's behavior is driven both by direct experience with gang crime and by perceptions about gang crime drawn from many sources. Although police statistics might document a noticeable decline in property crime, residents of the neighborhood, if they believe they are still at risk, will think and behave in accordance with their fears. Planning processes need to inventory and acknowledge public perceptions, whether accurate or not, and proposed actions should be weighed in light of these perceptions. If community perceptions are not addressed, the likelihood of sustained support from the community is diminished. Crime statistics may suggest the need to focus on one type of crime at one or more problem locations (e.g., drive-bys and assaults). If residents believe that theft, graffiti, and drugs are the real problems in their neighborhood, they may well refuse to support a fact-based plan. Both facts and beliefs must be taken into account in design of the plan. This will help establish trust and demonstrates concern for the community.

---

**6. The plan must promote short- and long-term action.** The effectiveness of the planning process lies in part in its ability to produce quick results to address hot issues. Many of these will be suppression-oriented; others will emphasize intervention strategies. The plan also ensures that long-term actions requiring adaptations to policy, changes in institutional behavior, substantial shifts in budget or staffing priorities, or training for agencies or community members are also developed. Many of these actions will be more preventative in nature. Maintaining the commitment of staff and community participants to an appropriate mix of short- and long-term actions is essential. Program managers often note that maintaining this balance is one of the more difficult aspects of the planning process because decisions are vulnerable to political and community pressures. This principle is best addressed by establishing agreement up front, recalling that agreement as necessary, and ensuring continuously that there is broad community representation in defining goals and framing issues.

---

***The Steering Committee must recognize that the process of developing the Implementation Plan is important.***

---

**7. The process must start with a clean slate; groups must be redirected from casting blame to finding solutions.** To maximize the effectiveness of the process, policymakers, community leaders, and service agencies must be ready to start fresh and examine new ideas, pilot alternative community-local government relationships, and examine other tactics for understanding the problem, bringing people together, and devising potential solutions. This does not mean throwing out all existing ideas and programs; it simply is a call for openness to new approaches and partnerships. Discussion should focus on responding to the problem rather than on why the problem has not been solved or who is responsible for solving the problem.

**8. The Steering Committee must recognize that the process of developing the Implementation Plan is important.** It is sometimes difficult to be attentive to structure, commit to a succession of planning meetings over several months, and recruit a broad base of resources and groups to support implementation. There is a tendency for some members, especially those who have been actively concerned for a long time, to begrudge time spent forming the group and framing the work. The lament that “all we are doing is talking and meeting” is usually coupled with a plea to “let’s just get it done because we know what the problem is.” But the process helps to ensure that all voices are heard and that people and organizations have the opportunity to find out new ways to work together. In addition, committee members learn to look “outside the box” of traditional thinking for solutions.

Steering Committee members may not all know one another well or may come from organizations that do not have a history of working together. A planning process helps build group identity and unity. Members not only

share in developing the vision, but each has a chance to contribute to determining actions needed to reach the goal. This process will help reassure participants that all points of view will be fairly heard, and that no single individual or subgroup can dictate action. Having a process provides a ready mechanism for reviewing, revising, and renewing plans periodically in light of change. A process does not have to be elaborate, but it does need to be clear and allow for participation.

**9. Objectives must be feasible, observable, and measurable.**

Drafting objectives that identify clear, concrete results can be one of the toughest challenges the Committee faces. It requires honesty, rigor, and tact to achieve a consensus on how progress will be assessed. Rejecting lofty language can take time and cause disagreements, but the explicitness gained, the clarity of tasks flowing from objectives, and the sense of momentum and renewal that the group gets are all vital to the health and integrity of the process and the plan itself.

After Steering Committee members have familiarized themselves with the scope of work of the Committee and the guiding principles, the planning process can begin. As discussed earlier in this chapter, the process is a series of tasks. It begins with a thorough understanding of the information in the Assessment Report as described in Chapter 3, “Understanding the Data.” It ends with a plan of action that clearly describes goals, objectives, and activities that the community will undertake as they implement the Model. This task is described in Chapter 5, “Developing an Implementation Plan.”

This entire process should be seen as linear—discussion of the data from the Assessment Report, then proceeding through the worksheets in the order they are presented in this guide.

Later, in Year Two, as the work moves into the implementation phase, the Steering Committee continues its oversight role as the Model becomes implemented in the target area(s). During the implementation phase, the Committee will:

- Ensure that a case management information system is designed to track service needs, services provided, and outcomes for target youth and their families.
- Ensure that gang crime data continue to be collected and analyzed on a timely basis.
- Assist in facilitating agency modifications in program and policy to support the project.

- Develop community involvement strategies to support the project.
- Provide ongoing review and program modification.

It may be useful for Steering Committee members to review the materials in **Appendix IV**, “Group Decision-Making,” and **Appendix V**, “Lessons Learned from Collaborative Efforts,” prior to beginning discussions of the data and development of an Implementation Plan.

The following chapter, “Understanding the Data,” will help guide the Steering Committee’s discussions of the Assessment Report data that will set the stage for development of the Implementation Plan for the first year of the project.

# 3

---

## Understanding the Data

---

The Assessment Report provides a substantial amount of data, as well as other qualitative information regarding the gang problem in the community. Before generating ideas about implementation activities, the Steering Committee should spend enough time in discussions of the data to gain a thorough knowledge and understanding of the nature and scope of the gang problem in the community. The discussions should be guided by the information in the Assessment Report and the Assessment Team, including the Research Partner, should be available during meetings of the Steering Committee to answer questions and provide additional interpretation of the information, if necessary.

When considering the data and what they mean for implementing the Model, it is expected that Committee members use multiple sources of data from the report. Some information may appear to conflict with other information. This may suggest a need for more data collection or be the result of different perspectives of the persons who collected or interpreted the information. The Committee may also find that there may be times when there is no clear answer, based on the data, to a particular question. At those times, the Committee should be responsible for deciding whether to collect more data or make an interpretation based on the experiences of members.

A full discussion of all the information—including inconsistencies—by the Steering Committee must take place. This may not resolve differences, but will clarify points of disagreement to take into account when developing the Implementation Plan.

Before the planning process begins, the Committee members should develop a good understanding of the following:

1. What crimes gang members are committing; with what frequency; where; and when
2. The proportion of the community's overall crime attributable to gangs
3. Who is involved in gang activity
4. Who are the victims of gang crime

---

*Before generating ideas about implementation activities, the Steering Committee should spend enough time in discussions of the data to gain a thorough knowledge and understanding of the nature and scope of the gang problem in the community.*

---

- 
5. What specific risk and protective factors are present in school-age youth's environment
  6. Perception of the gang crime problem by community residents, community leaders, law enforcement
  7. Parents' perception of the gang crime problem
  8. School staff perception of the gang crime problem
  9. Services currently provided to gang members and those that could be extended to gang members
  10. Current law enforcement strategies in place to suppress, intervene with, and prevent gang activity
  11. Historic response by the community to gangs
  12. Social or demographic factors (including changes or shifts) that may be adding to the problem

The following sections reflect the Assessment Guide's data categories: community descriptive data, gang crime data, student and school characteristics, and community perceptions. Each section includes questions to help guide the Steering Committee's discussions to develop their knowledge of the nature and scope of the gang crime problem. The chapter concludes with a discussion of how to identify the target population and how to determine the availability of services to address gang youth and gang crime.

---

*The Steering Committee should be able to describe each community(s) or area(s) that has been assessed in terms of population characteristics and any changes or trends in age, ethnic populations, social and economic structures, and need for services.*

---

## Community Descriptive Information

First, Steering Committee members should familiarize themselves with the community descriptive information in the Assessment Report. After discussions about general community demographics, the Steering Committee should be able to describe each community(s) or area(s) that has been assessed in terms of population characteristics and any changes or trends in age, ethnic populations, social and economic structures, and need for services. This information will be used to provide a context for the remaining data. Answers to the following questions are provided in the Assessment Report and should guide this discussion.

1. What is the total population of your community?
2. What is the racial breakdown of your community?
3. What is the age breakdown of your community?
4. What are the educational attainment levels of your community?

- 
5. How many families are living in poverty in your community? Has the poverty level changed in the last 10-15 years? If yes, has that change been more noticeable in some areas than others?
  6. What is the dropout rate for school-age youth? Has it changed in recent years?
  7. What is the unemployment rate? Are some groups more affected than others?
  8. What is the teen birth rate? Has that changed in the past 10 years?
  9. Based upon assessment data, have the social service needs of the population changed? In what ways?

---

*The Committee must have a clear picture of the gang crime problem in the community.*

---

## Gang Crime Data

The Committee must have a clear picture of the gang crime problem in the community—gang members, gangs, location of gang crimes—and how great a proportion of the community’s crime and violence problem is attributable to gangs or gang members. This information has been collected from law enforcement data and from gang member interviews. The gang crime data are key when determining the target population(s), target gang(s), and target area(s).

The data and other information should be reviewed by type of data to identify themes, patterns, or trends that emerge. Consider not only numbers but also rates (such as the number of crimes per 1,000 youth in the community) calculated using figures from the general descriptive data. The Assessment Report provides an analysis for different racial, age, and gender groups. Does this information converge or overlap? Using the information from the Assessment Report, the following questions should be used to guide the discussion on the nature and scope of gang crime.

### *Law Enforcement Gang Crime Data*

1. What crimes are gang members committing?
2. What percent of all violent and serious crimes do gang members commit? What proportion of gang crime is committed by gang members returning to the community after confinement? How have these data changed over time?

- 
3. Where are gang crimes being committed? How has this changed over time?
  4. When are gang crimes being committed? How has this changed over time?
  5. Who is committing gang crimes (age, gender, race)?
  6. What gangs are active in the community? Where do they claim turf? How has this changed over time?
  7. Who are the victims of gang crimes (age, gender, race, gang/non-gang)?

### *Gang-Involved Youth's Perception of Gang Crime*

1. Who is involved in gangs?
2. What crimes do gang youth admit committing?
3. Why are youth joining gangs? Why would they leave?
4. What do gang youth say causes the gang problem?

## **School Staff Perceptions and Student Survey**

The information in the Assessment Report describing the overall characteristics of the schools will provide a context for the student and staff reports. Information from the student survey provides information about the level of gang activity in the schools, as well as the proportion of youth in school who claim gang membership. Information from school staff also provides insight about the nature and prevalence of gang activity in the school. The following questions will help guide the discussion on school staff perceptions and information from the student survey.

1. How do school-age youth perceive gang activity?
2. What delinquent behaviors are students involved in?
3. Is there a large number of students who report involvement in gangs?
4. What are the characteristics of students involved in gangs?
5. What risk and protective factors are impacting students?
6. How do school staff perceive gang activity in the school?
7. What issues do school staff say are contributing to gang activity in the school?

---

## Community Perceptions

The planning process needs to acknowledge public perceptions, whether accurate or not. This information will provide insight into how community members view gang activity and how they think gangs affect the community. Proposed activities included in the Implementation Plan should be weighed in light of these perceptions. As mentioned previously, if community perceptions are not addressed, the likelihood of support from the general community is diminished. The following questions are answered in the Assessment Report and should be used to guide the discussion on community perceptions.

1. Do community leaders perceive a gang problem?  
If so, what is it?
2. Are community leaders satisfied with the current response to gangs?
3. Do parents perceive a gang problem? If so, what is it?
4. Do parents believe their children to be involved in gangs?
5. Do community residents perceive a gang problem?  
If so, what is it?
6. Are community residents satisfied with the current response to gangs?
7. How do community perceptions compare with gang youths' perceptions of the gang problem?

Now that the Committee has a thorough understanding of the data, they should be able to identify the top gang-related problems or issues in the community. They should also be able to identify the target population and target area for implementation. The following sections provide guidance.

---

*If community perceptions are not addressed, the likelihood of support from the general community is diminished.*

---

---

*The Committee should answer the question: "Are gang members involved in the commission of violent crimes?"*

---

## Identifying Gang-Related Problems and Target Populations

Informal discussions about activities and services will undoubtedly begin even before the Committee completes its discussions about the information in the Assessment Report. Initially, the Committee should answer the question: "Are gang members involved in the commission of violent crimes?" If so, the Committee will next identify:

- (a) Gang-related problems identified in the assessment
- (b) Target population, target gang(s), and target area(s)

---

### *Gang-Related Problems*

Using the information from the Assessment Report, the Committee should now be able to determine whether (1) the community has a gang violence problem, and if so, (2) the relative magnitude of the problem. If a gang violence problem is evident, the next step is to form problem statements along with factors contributing to this problem. Once problem statements are drafted, contributing factors identified, and judged to be within the scope of the OJJDP Gang Model, they must be prioritized for action.

First priority should be given to any aspect of the gang problem that affects public safety. For example:

*Gang-involved “car-jackings” have increased eight percent annually. In several recent incidents, in which drivers were “pistol-whipped,” victims reported their assailants had tattoos associated with the 39<sup>th</sup> Street Crips.*

*Crime data shows a gradual increase in the number of “drive-by” shootings reported to police over the past year, and citizen focus groups reveal that others occur nightly but go unreported, because no one is injured and residents fear gang retaliation.*

*Hillsboro Middle School is in the center of territory claimed by 39<sup>th</sup> Street Crips. City policy is to not furnish bus transportation for students residing within one mile of their school. School staff interviews reveal that many youth, including rival gang members, attend this school and have to walk through 39<sup>th</sup> Street turf. Crime data and interviews with School Resource Officers show a high number of assaults occur in areas within three blocks of Hillsboro.*

Other problem statements may be formulated to address assessment findings that contribute to criminal behavior by gang members, but may not involve immediate threats to safety. Such factors may create or maintain social or environmental conditions that facilitate criminal conduct, keep members in the gang (or provide disincentives for leaving), or otherwise contribute to the gang problem. While still important, these issues should be assigned a lower priority for action. Some examples might be:

*A majority of gang members interviewed said that they “had nothing to do” and spend much of their time*

---

*First priority should be given to any aspect of the gang problem that affects public safety.*

---

---

*“hanging out.” While not illegal, this behavior often also involves smoking marijuana or underage drinking and seems to lead to trouble.*

*A high percentage of gang youth interviewed said they would consider getting out of the gang if they had a chance to get a job, but without an education or because of criminal records or tattoos, there is little opportunity for them to do so.*

*Many residents at the two focus groups held in the target neighborhood said that they were fearful to go out at night because of gang members congregating on street corners. They said that the city utilities department will no longer replace broken streetlights.*

Again, the emphasis should be on relating the problems to gang violence and crime.

### *Target Population, Target Gangs, and Target Area*

The Committee should also identify the *target population, target gangs, and target area*. Research and experience indicate that some gang youth are more likely to be involved in gang crime than others; that gang activity tends to concentrate in certain geographic areas rather than be evenly dispersed throughout a community; and that, though several may be active in a community, some gangs are more violent than others.

The *primary target population* should be youth who are gang members and involved in criminal activity. A *secondary target population* should be gang members who are at risk of committing serious or violent crimes.

The following questions will help guide the discussions on identification of the target population.

1. What are the characteristics of gang youth who are involved in violent criminal activities in the community?
2. Is there a secondary population of gang youth at risk of committing gang crimes? If yes, how are they identified?
3. What area(s) in the assessed community have the highest gang crime rates?
4. Which gang(s) is most actively involved in criminal activity?

---

*The primary target population should be youth who are gang members and involved in criminal activity. A secondary target population should be gang members who are at risk of committing serious or violent crimes.*

---

---

The assessment should suggest what types of youth should be the focus of program efforts, where the gang problem is most concentrated, and which gangs have been most involved in serious crime. Experiences of the five urban sites implementing the Model affirm the importance of appropriate targeting and setting clear criteria for inclusion in the project early in the program planning process. Limited resources dictate that effort be invested where it is most likely to be of benefit, but answers to these questions should also provide a clear idea of who the target population should be. The answers to these questions—who? where? what gangs?—suggest the target population, target gangs, and “hot spots” where immediate efforts should be concentrated.

After the gang-related problems and target gang population are identified, the Steering Committee should *develop clear and explicit criteria the project will use to identify the youth who will be the specific targets of project activities*. All project youth should be active gang members who reside in the target area and are involved in the commission of serious crimes and/or are at risk of committing serious crime. Using information collected during the assessment, each site should develop additional criteria which will allow the narrowing of the prospective target population to a manageable number. This will also ensure resources are focused on those youth who are committing or are most likely to commit gang crime in the target area and, as a result, lead to a reduction of gang crime in the target area. Those additional criteria should include:

- Age range of those youth who are most active gang members
- Gender of those youth who are most active gang members
- Type of crime (crimes v. persons, property crime, drug crime, etc.) most often committed by gang members
- Most active gangs in the target area

Consideration should also be given to whether or not these youth:

- Are leaders of their gang
- Are school age but out of school
- Have more extensive criminal histories

Youth who exhibit these characteristics should be targeted over those youth who do not.

---

*Some gang youth are more likely to be involved in gang crime than others; gang activity tends to concentrate in certain geographic areas rather than be evenly dispersed throughout a community; and some gangs are more violent than others*

---

---

*The Steering Committee should develop clear and explicit criteria the project will use to identify the youth who will be the specific targets of project activities.*

---

---

Applying the results of their assessment, Community X might target male members of the “Bad Boys” between the ages of 15 and 17 who commit crimes against persons, while Community Y would target truant male members of the “Tough Guys” between the ages of 12 and 15 years and who have multiple arrests for person or property crimes.

If local resources permit, the project may also target youth who reside in the target area who exhibit multiple risk factors that may lead to gang membership and the commission of criminal acts.

Criteria for gang youth who are at risk of committing gang crime may be drawn from an analysis of the assessment data which considers the age range of young people who:

- Associate with gang members
- Have a family member in the gang
- Have a history of delinquent behavior
- Have a history of poor academic performance
- Engage in violent or delinquent behavior in school

A balanced and integrated approach to the community’s gang crime problem should be developed. For example, gang youth who are already involved in serious and chronic crime should be targeted with an emphasis on suppression (social control), social intervention, and provision of job training and employment. Other gang-involved youth should be provided with intervention services such as family counseling, academic tutoring, or anger management classes. Other resources should be identified to implement prevention strategies with youth who exhibit multiple risk factors that may increase the probability of joining a gang.

## Current Resources

It is also necessary to determine what services will be needed. This is not a time to assume “if we build it, they will come.” The questions below will help facilitate the discussion on current resources that are now available to gang members. Steering Committee members will be able to identify gaps in service that may need to be filled. This information will be necessary when establishing any new services, programs, or activities in the Implementation Plan. Available intervention, suppression, and prevention resources, programs, and services should have been catalogued and described in the Assessment Report to help the committee determine those currently available to address gang youth and gang crime.

---

The Steering Committee will have to decide whether or not a new service is warranted. The Committee may decide, for example, that an employment training program is needed when it is determined that the unemployment rate for target youth is higher than the state or national rate, and no such training program currently exists.

The following questions should help facilitate this discussion.

1. What services are being provided to gang members? Which agencies are providing these services?
2. What law enforcement strategies are in place to suppress, intervene with, or prevent gang activity?
3. What other strategies are in place to suppress, intervene with, or prevent gang activity?
4. Do justice system agencies conduct individual risk assessments that include gang membership?
5. How has the community historically responded to gang activity?
6. Are resources adequate to address gang-involved youth? If not, which resources are needed?

---

*It is important to note that there is a difference between delinquency prevention programming and gang prevention programming.*

---

## Gang Prevention Programming

It is important to note that there is a difference between delinquency prevention programming and gang prevention programming. The difference is primarily that gang prevention programming responds to the presence of specific risk factors for gang involvement and the lack of protective factors. For example, through the student survey, a community may find that “low school attachment” (a risk factor for gang involvement) is present at comparatively high levels within their surveyed population. The community may also find that the risk factor is most prominent with eighth grade males. Please refer to pages 66-67 in the Assessment Manual for a discussion of risk and protective factors.

Additionally, it may be learned that this sub-population also indicates other risk factors within the school domain at high levels. In this case, the community would be expected to consider developing an approach, collaboratively with schools and other community agencies, to address these factors specifically.

Sites should recall that the presence of a single risk factor does not necessarily constitute a need for a prevention component. Sites should consider responding to multiple risk factors within a given population or area using an approach that addresses these factors specifically. Since resources are limited in every community, sites should be careful to define the most serious risks and respond to them efficiently, as the general school population may not need these services. With all gang prevention programming, sites should be deliberate in creating linkages to the Model's intervention and suppression efforts. For more information about gang prevention programming, please refer to *Preventing Adolescent Gang Involvement* and *Youth Gang Programs and Strategies* cited in the reference section of this manual.

The following chapter, "Criteria for Model Strategies," describes the core criteria for each of the Model's five strategies. Before the Implementation Plan is designed, these criteria should be reviewed and accepted by Steering Committee members.

# 4

---

## Criteria for Model Strategies

---

While the five core strategies of the Model were previously defined, the following information “makes the strategies real” by setting core criteria for each strategy. Implementation activities and agency functions under each of the Model’s five strategies vary and afford flexibility; however, the criteria for each strategy cannot be overlooked or omitted. **These criteria must be adhered to in order for the Model to be implemented.** Proposed activities should be judged against these criteria before inclusion in the Implementation Plan.

The five core strategies and their associated critical elements are as follows:

### Community Mobilization

A Steering Committee is available to initiate the project by involving representatives of key organizations and other community leaders within the local target area and to guide it by responding to barriers to implementation, developing sound policy, lending support to the project where and when appropriate, and taking general ownership of the community-wide response.

The Committee is charged with creation and maintenance of interagency and community relationships that facilitate program development. For example, the Committee could create coordinated outreach and law enforcement policies and practices to meet the needs of target youth and their families.

The Committee and project staff work with residents in the target area and community leaders to elicit their ideas and afford them a voice in identifying services and activities in the community. The Committee should help to facilitate the development of community groups (e.g., block watches, neighbors/mothers against gangs, or other community alliances and coalitions).

Insofar as practical, the project is supported and sustained across all levels (top, intermediate, and street/line staff) of the criminal and juvenile justice systems (police, probation/parole, courts/judges, prosecutors, corrections); schools (superintendents, principals, counselors, teachers); community-based service and grass-roots organizations; and government.

---

*The criteria for each strategy cannot be overlooked or omitted. These criteria must be adhered to in order for the Model to be implemented.*

---

---

## Opportunities Provision

Special access to economic opportunities in the local and wider community is provided for gang-involved youth.

Job-related education opportunities such as special educational and vocational skills and readiness training are structured, to the extent possible, within a normalizing context of regular schools, training programs, and job situations.

Job-related education opportunities are also structured to meet special needs of gang members returning to the community after being incarcerated or in detention.

Opportunities and services are provided in such a way that they do not segregate or alienate gang youth from mainstream institutions.

Education, training, and job opportunity strategies are integrated with those of social service, particularly youth outreach work, along with close supervision and social control, as necessary.

Grass-roots organizations (especially faith-based) are involved by sponsoring training, educational, and job development programs for gang youth.

Community youth agencies are used to provide tutoring, remedial education, job development, and placement for gang youth.

---

*Education, training, and job opportunity strategies are integrated with those of social service, particularly youth outreach work, along with close supervision and social control, as necessary.*

---

## Social Intervention

Social intervention is directed to the target youth individually and not primarily to the gang as a unit, although understanding and sensitivity to gang structure and “system” are *essential* to influencing individual gang youth and providing effective intervention.

Access to social opportunities also is provided to associates of targeted youth because these peers may contribute to target youth’s gang involvement.

Community-based centers are placed in gang neighborhoods to offer substance abuse, mental health counseling, and other services to target youth gang members returning to the community after confinement.

All key organizations located in the target area are encouraged to make needed services and facilities available to gang youth, with proper consideration given to working with this population.

---

Intervention team members are allowed to contact youth gang members in prison or detention centers to plan for services to be provided to these youth upon release into the community.

Targeted youth (and their families) are provided with a variety of services that assist them to adopt non-deviant values and to access programs and organizations that will meet their social, educational, vocational, and sometimes health, housing, and income needs.

Street outreach is established to focus on core gang youth, with special capacity to reach youth, both non-adjudicated and adjudicated, in the local community setting.

The primary focus of street outreach services is ensuring safety while remaining aware of and linking youth and families to educational preparation, prevocational or vocational training, job development, job referral, parent training, mentoring, family counseling, drug treatment, tattoo removal, and other services in ways that are age appropriate.

Outreach activities such as recreation and arts are carefully arranged so as not to become a primary focus, but rather a means to establish pro-social interpersonal relationships and provide access to essential resources or services.

In school and after-school prevention and education programs such as Gang Resistance Education and Training (G.R.E.A.T.), anti-bullying, peer mediation, tutoring, and others are being offered within the target area(s).

Community residents in the target area(s) are offered programs and training to educate parents, business owners, and service providers about gangs.

---

*Street outreach is established to focus on core gang youth, with special capacity to reach youth, both non-adjudicated and adjudicated, in the local community setting.*

---

## Suppression

Gang suppression and control is structurally related to community policing as well as to gang enforcement and tactical units, expanding traditional roles of policing to include informal contacts with target youth, their families, and other members of the community.

Police administration and police officers on the Intervention Team take a key role in the development and implementation of the project, not only through suppression, but by means of social intervention, community mobilization, and gang prevention activities focused on target youth and the target area(s).

---

Gang crime data collection and analysis (i.e., crime analysis) are established to accurately and reliably assess the gang problem and its changes over time.

Definitions of gang-related incidents, gangs, and gang members are maintained. Gang crime data are also geo-coded, if possible, and analyzed based on local community, as well as city-wide boundaries, preferably using “hot spot” mapping techniques.

Gang intelligence is routinely collected, analyzed, and shared with appropriate parties.

Police contact with target youth is regularly and appropriately quantified, shared, and discussed with other members of the Intervention Team for purposes of team planning and collaboration. Contacts should be generally consistent with the community policing policy.

Parolees and probationers are closely supervised, and parole conditions and probation terms are enforced.

Aggregate level data bearing on the gang problem is regularly shared with all involved in the project, particularly the Steering Committee.

Professional respect and appropriate collaboration between police, street outreach workers, and other team members is essential.

Tactical, patrol, drug/vice, community policing, and youth division units that have contact with targeted youth and gang members provide support to the Intervention Team through information sharing and modification of procedures to more fully meet and sustain the purposes of the Model.

Targeted enforcement operations, when necessary, are consistent with program goals and are coordinated with the Intervention Team in order to have the maximum impact on the gang situation.

## **Organizational Change and Development**

The policies and practices of organizations, particularly of agencies providing Intervention Team staff, are adapted to conform to the goals and objectives of the project as identified through the planning exercises.

Each program, agency, or community representative on the Steering Committee assures the Committee that its internal units are cooperating with one another and support the work of the Intervention Team.

---

*Police administration and police officers on the Intervention Team take a key role in the development and implementation of the project, not only through suppression, but social intervention, by means of community mobilization, and gang prevention activities focused on target youth and the target area(s).*

---

---

*The policies and practices of organizations, particularly of agencies providing Intervention Team staff, are adapted to conform to the goals and objectives of the project*

---

In the process of collaboration, a team approach means a maximum sharing of information about target youth such that activities of team members are modified in a generalist direction (i.e., police take some responsibility for social intervention and outreach workers assist with crime suppression).

As soon as possible, a case management and associated data system are established so that contacts and services by all members of the Intervention Team are developed for purposes of effective targeting, youth entry into and exit out of the program, and measuring outcomes at individual and program area levels.

Staff development and training for the Intervention Team are conducted for the different types of team participants separately and collectively, especially around data sharing, joint planning, and implementation activities.

Special training, close supervision, and administrative arrangements are established for youth outreach workers and law enforcement to carry out their collaborative roles in a mutually trustworthy fashion.

Organizational policies and practices become inclusive and community-oriented with special reference to the interests, needs, and cultural background of local residents, including the target youth.

The following chapter, “Developing an Implementation Plan,” provides guidance on the process of using the assessment data to develop the Plan and incorporating the five strategies of the Model into the Plan.

# 5

---

## Developing an Implementation Plan

---

This chapter discusses how the Steering Committee uses the data and other information to develop a plan of action to incorporate the five core strategies of the Model—community mobilization, social intervention, opportunities provision, suppression, and organizational change and development.

The major advantage in conducting an assessment is that the community’s realities drive development of the plan. The assessment helps point the Committee toward the goals they want to achieve. Once the goals are spelled out, the Steering Committee can develop the objectives and activities to meet each goal.

The *planning process* is critical to the Steering Committee’s success primarily because it provides all participants with a framework for action. It sets the Committee’s direction and helps in identifying and selecting options, deciding on actions, and motivating participants. Planning can help law enforcement, community-based social service agencies, schools, citizens’ groups, and other interested community residents to establish a common mission and common priorities, and minimize parochial perspectives in favor of broader goals.

---

*The planning process is critical to the Steering Committee’s success.*

---

A frequent argument against planning is: “We don’t have the time. We have too much to do.” Planning does take time. But it has its benefits: as a road map, a set of guideposts, a means to involve and get people invested in a program, and a way to get feedback. A well thought-out plan also can make a difference in convincing others to support the project. Think of a plan as a choice of routes on a road map. You need to know where you are on the map, where you intend to be (your goal), and the best way for you to get there (your objectives and activities). The route chosen depends on the community’s particular needs as determined by the assessment. A plan also provides the opportunity to check on whether it is working (monitoring) and whether the goals of the program were reached (evaluation).

Now that the problems and targets are identified, the Committee can start to generate ideas for the plan. Some of the initial ideas put forth will be very general; others will be more specific. Some will be more relevant to the goals of the Model than others. Since it is resource intensive, *the Model is intended to address only gang-involved youth, their families, and the gangs themselves, not all youth in the target area or community.*

---

Thus, the steps the Committee completes are intended to facilitate the separation of services that address Model-related strategies from those that address other issues or concerns such as general juvenile delinquency or early childhood prevention of violence. Remember that the purpose of the Model is gang violence reduction.

## Setting Goals and Objectives

The Steering Committee will need to develop goals and objectives consistent with the findings from the assessment. Goals specify ends, while objectives describe the means to an end. Objectives are specific concrete statements of what needs to be accomplished to attain a goal and include statements of how results will be measured. Goals and objectives established by the Steering Committee should be clearly linked to the data gathered during the assessment and to the priority issues identified by the Committee. The data from the assessment will establish the baseline against which progress will be measured.

It also is necessary to identify current activities and services or develop new ones for each objective. These activities will provide specific tasks necessary to accomplish each objective. For each activity/service, the agency that will be responsible for delivering or designing the service, the person(s) responsible, and time frame should be identified. Worksheets 1-4 are provided to guide the discussion and facilitate completion of the plan. Again, it is recommended that the Steering Committee “work through” these worksheets in consecutive order.

Development of the Implementation Plan calls for building the plan step by step. Thus, once the priority issues have been established and the target population identified, the following steps should be taken:

- Develop goals (three to five).
- Develop objectives for each goal.
- Develop activities for each objective.
- Identify target group (youth, family members, community residents, etc.) for activities.
- Identify the agency responsible for the activities.
- Identify potential barriers and a plan to overcome the barriers.
- Identify the contact person responsible.
- Determine start and completion dates.

---

*The purpose of the Model is gang violence reduction.*

---

---

*The Steering Committee will need to develop goals and objectives consistent with the findings from the assessment.*

---

---

### *Setting Goals*

First, the Steering Committee should develop several (three to five) goal statements, based on the identified priority issues, to address during implementation of this project. *Goals* are general statements of desirable outcomes. In stating the goals, be careful to describe the desired end and not the means to the end. That is, goals should determine the overall direction of efforts and not the activities that will be implemented. Remember that goals are general over-arching statements that will guide the project. The following are a few examples of how to state a goal:

- Reduce gang-related violent crime in the target area.
- Alleviate community residents' fear of gang activity.
- Reduce targeted youth gang members' rates of school failure and poor academic performance.

---

*Goals should determine the overall direction of efforts and not the activities that will be implemented.*

---

### *Identifying Objectives*

Next, using **Worksheet 1** on page 35, one or more objectives should be identified for each goal. As used here, objectives are a series of specific statements that describe a desired outcome but do not provide detailed information on the process. Objectives should also state a result that can be measured at a point in time. Thus, objective statements:

1. Describe an outcome.
2. Are measurable.
3. Set a time frame when they will be completed or answered.

The following are a few examples of how an objective might be stated. Remember that the objectives must be related to the Model's five core strategies.

- Reduce gang-related assaults and batteries, as measured by law enforcement crime data, by 15 percent by month 18 of the project and 30 percent by month 36 of the project.
- Reduce the level of gang-related property crime, as measured by law enforcement crime data and community residents' perceptions, in the target area by 20 percent by the end of year one of the project.

---

*Objectives are a series of specific statements that describe a desired outcome but do not provide detailed information on the process.*

---

- 
- Reduce the involvement in gangs by gang members served by the project, as measured by self reports, by 25 percent by the end of the project's second year.
  - Increase the number of project youth finding and keeping jobs for at least 120 days, as measured by project records, by 25 percent by the end of the second year of the project.
  - Increase school achievement of school-age project youth by two grade levels as measured by standardized math and reading test scores by end of year two of the project.

When developing objectives, determine: (1) the desired outcome, (2) how that outcome will be measured, and (3) time frame for completion. The objective statement incorporates these elements. Worksheet 1 will help organize this information.

## Activities and Services

Next, *activities* and *services* should be developed for each objective. **Worksheet 2** on page 36 provides a format for organizing information by activities and services related to a particular objective, one or more of the Model's strategies, the target group for each activity and/or service, and the partner agency that will provide the service. The activities and services for each objective indicate the tasks to be undertaken to achieve that objective and should be an appropriate mix of intervention, suppression, and prevention activities and/or services. Services provided to gang members must be age and developmentally appropriate. Each activity must be related to one or more of the Model's five core strategies.

The following are a few examples of how activities and services might be stated:

- Train and place 25 youth in jobs in first year of project.
- Provide anger management class to project youth.
- Provide joint police/probation patrols of hot spots during peak hours.
- Offer three hours a week of tutoring in math and reading to each school age youth in the project.
- Provide training for employers for working with target population.
- Make participation in job training a condition of probation.
- Inform parents of target youth of their child's gang affiliation.

---

*The activities and services for each objective indicate the tasks to be undertaken to achieve that objective and should be an appropriate mix of intervention, suppression, and prevention activities and/or services.*

---

- Provide family counseling to target youth and their families.
- Institute community/parent patrols during school and athletic events and neighborhood celebrations.
- Initiate tattoo removal program.
- Modify school policies as necessary to promote academic achievement of target population.

Using Worksheet 2, determine the activities that will help achieve each objective; identify the Model's five core strategies related to that activity; identify the target group for each activity (target gang members, area residents, schools, general community residents, agency(s), etc.); identify which agency and contact person is responsible for initiating/completing the activity; and determine the start/completion dates.

After Worksheet 2 is complete and the activities are identified, **Worksheet 3** on page 37 provides a format for identifying of barriers to implementing those activities/services and a plan to overcome the barriers. Examples of barriers may include lack of staffing for new services, reluctance of businesses to hire gang members, existing agency regulations, public perceptions about gang activity and solutions, transportation issues—anything the Committee would consider a barrier to achieving the objective.

Finally, **Worksheet 4** on page 38 links the previous three worksheets together: the five core strategies, goals and objectives, the separate activities to be performed by partner organizations, barriers, target group for activities, the agency/individual initiating each activity, and start/completion dates. In short, this is the Implementation Plan.

Separate worksheets (Worksheet 4) should be filled out for each goal. Use as many worksheets as necessary. Each objective and its activities should be associated with one or more of the Model's five core strategies.

Worksheet 1: Identifying Objectives							
Goal:							
Objective 1	Desired Outcome	+	How Measured	+	Time Frame	=	Objective Statement
Objective 2	Desired Outcome		How Measured		Time Frame		Objective Statement
Objective 3	Desired Outcome		How Measured		Time Frame		Objective Statement



Worksheet 3: Identifying Barriers		
<b>Goal:</b>		
<b>Objective:</b>		
<b>Activities</b>		
<b>Activity/Services</b>	<b>Barriers to Implementation</b>	<b>How to Overcome Barriers</b>

<b>Worksheet 4: The Implementation Plan</b>							
<b>Goal:</b>							
<b>Objectives:</b>							
<b>Strategy *</b>	<b>Activity</b>	<b>Target Population</b>	<b>Barriers</b>	<b>How to Address Barrier</b>	<b>Contact Person</b>	<b>Start/Finish Dates</b>	
* Community mobilization, social intervention, suppression, opportunities provision, organizational change and development.							

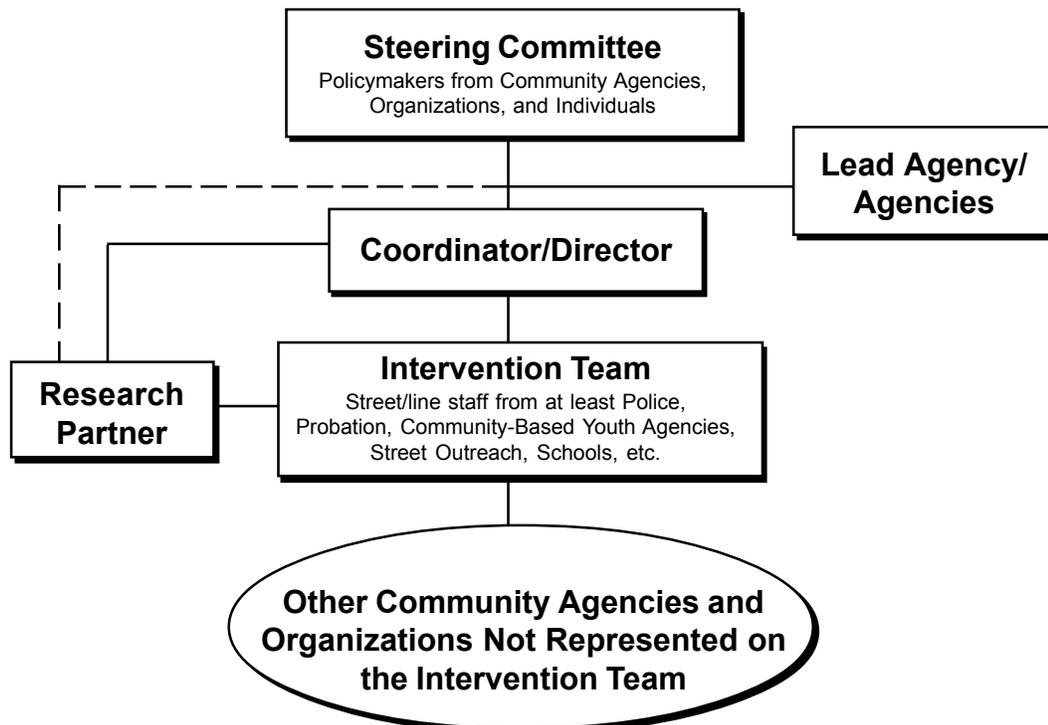
# 6

## Staffing for Implementation

### Overview

After the Steering Committee has developed an overall implementation plan, a variety of staffing structures will need to be created to carry out the implementation work of the Model. Developing and implementing the Model requires hours of planning and management, and dedicated staff is needed to carry out the details that will make these things happen. This chapter provides a description of the key staffing roles in the implementation of the Model. It also discusses communication among all involved staff. Please refer to Diagram A.

**Diagram A**  
**Relationship of the Model's Components**



---

## The Lead Agency

A *lead agency* (or *agencies*) must have ultimate responsibility to see that the work of the Committee is completed. Based on lessons learned from the urban and rural sites, the lead agency should be a public agency or local unit of government. This does not preclude a “joint lead” by a public and private agency, although the public agency must be primary.

The following are important questions to consider when determining which agency will be the lead agency for implementation of the plan.

1. Is the proposed lead agency the most appropriate one to supervise this effort?
2. Does the proposed agency have a history of respect and support from the target area residents?
3. Does this agency have the resources and authority to direct the planning effort?
4. Does this agency have the support of the Steering Committee? The support of the community? The support of the key community leadership?
5. Does the proposed agency have the ability to follow the community planning effort through implementation, including management of information?

---

*The lead agency should be a public agency or local unit of government.*

---

It should not be assumed, however, that a single agency or organization would be responsible for all the work. Each of the participating agencies may be able to devote a portion of a staff person’s time to this effort. A community might consider having key community agencies provide staff support to the lead agency. These support staff may be released from their normal job duties for a specified number of hours per week.

## The Project Coordinator

The Project Coordinator is the key full-time staff position. Strong leadership, communication, and interpersonal skills are required of this individual. The ability to work effectively with diverse populations, as well as interface with key community leaders and agency directors, is crucial. Some background in social science, criminal justice, social work, or a related field will benefit the project tremendously. The ability to be on-call “24-7” is also necessary, as outreach workers and other staff do not typically work “9 to 5” jobs.

---

The coordinator is responsible for the day-to-day management of the program and reports directly to the Steering Committee. The coordinator is the supervisor of the Intervention Team and is responsible for the facilitation of the team and its planning sessions, and should have regular contact with agency supervisors regarding team members' activities. The coordinator also interfaces regularly with the Research Partner, ensuring timely collection of data and other reports requested by the Steering Committee and Intervention Team.

Other responsibilities are:

- Ensures that clear lines of communication and direction are defined with agencies and organizations providing staff to the Intervention Team.
- Coordinates meetings of the Steering Committee and Intervention Team.
- Coordinates and monitors ongoing data collection with the Research Partner.
- Prepares ongoing progress reports for the Steering Committee.
- Develops public awareness documents and publicity materials.
- Provides training and education on the Model to community and civic groups, businesses, schools, and others.

## The Intervention Team

Several core agencies such as police, adult and juvenile probation, community-based youth agencies, and street outreach workers staff the Intervention Team. (For a more complete discussion of street outreach, see pages 47-49.) It may also include employment agency staff, school staff, community development/mobilization staff, social service agency staff (counselors), parole officers, grass-roots organization representatives, and others. The core staff are those who are expected to have daily contact with targeted youth.

This Intervention Team is a critical component of the Model. Staff chosen to be a part of this team must be selected carefully and must be willing, interested, and able to perform the functions required by the team. In many cases, being assigned to the Intervention Team is a full-time job; e.g., street outreach workers. If the team members are not assigned full time, some assurances from the sponsoring agency must be in place to ensure that the members are committed to the project and have the opportunity to

---

*The coordinator is responsible for the day-to-day management of the program and reports directly to the Steering Committee.*

---

---

*Several core agencies such as police, adult and juvenile probation, community-based youth agencies, and street outreach workers staff the Intervention Team.*

---

---

participate and function as required. Participation on the Intervention Team should not be considered “other duties as assigned” or “it’s the way we have always collaborated” as it is very time-consuming and requires nontraditional approaches.

Team members should be in constant communication, maintaining almost daily contact with each other through formal and informal channels. Formal information sharing should take place at regularly scheduled team meetings where the progress of project youth is discussed relative to their individual case plans. Informal information obtained when team members are out meeting with project youth or their families, or just performing the routine functions of their jobs, should be shared immediately if it is relevant to another team member doing his or her job.

Intervention Team members should also communicate with their sponsoring agency leadership and staff about the project, keeping them apprised of project activities and how the agency’s mission and work relates to the project.

In the beginning of the project, it is preferable that the team meets weekly. Intervention teams at other sites meet weekly for 2-3 hours. It helps to set a regular schedule—a certain day and time. At the beginning stage of implementation, the team members will:

- Develop a list of individuals from the target population to consider for inclusion in the project
- Determine how the meetings will be structured, who takes minutes, who facilitates discussions
- Design contact forms to be used to track Intervention Team activities and client progress
- Identify service needs and gaps in services
- Discuss how they will work together as a team

Later in the project when the work becomes institutionalized, the team should continue to meet at least twice monthly to discuss individual youth in the project and gang activities in the target area. Regardless of the formal meeting schedule, team members should continue to maintain contact almost daily on both a formal and informal basis.

It also is helpful for team members to discuss how different types of information are useful to them in their work. So that all intervention team members feel a part of the information sharing process, teams should make a deliberate effort to discuss service needs and safety issues related to

---

*The core staff are those who are expected to have daily contact with targeted youth.*

---

---

*Participation on the Intervention Team should not be considered “other duties as assigned.”*

---

---

crimes and criminal behavior, as well as case management issues. The team should also share information about other activities in the area, including community mobilization efforts, singular agency activities not directly related to the program, and other information that may be of use and/or interest. Understanding what goes on in the community helps street outreach workers identify with the youth who live or hang out there.

*A key goal of the Intervention Team is to share information that presents opportunities for intervention to other members of the team.* This is one area where the Model differs from many others. Instead of social services handing the case “over” to police or vice versa, the Model requires that the team and its members work together towards the same goal. While team members may have different “levers” to pull, the intent is exactly the same—to remove the youth from gang crime and promote pro-social behavior. This may mean new types of services, different approaches, and services to family members who are influencing the youth in one way or another. It could also mean arrest and incarceration of individuals who may be encouraging the youth to commit crimes, probation checks to ensure the youth possesses no weapons during a time of crisis, encouraging the parent(s) to play a greater role in controlling the youth’s behavior, or possibly identifying a way to remove the individual from the streets temporarily to protect him or her (or anyone else) from harm. This is what is meant by “interrelating” the strategies of the Model—a feat that only a true team can accomplish.

---

*A key goal of the Intervention Team is to share information that presents opportunities for intervention to other members of the team.*

---

## The Research Partner

As previously stated, the requirement for assessment of the gang problem is continuous. Since the problem is subject to change at any time and additional data are always useful, a Research Partner should be retained and made a part of the Intervention Team and the project overall. Although the Assessment Team disbands after year one, a Research Partner is necessary (a full-time position will not be necessary) to continue ongoing data collection and analysis. In addition to routinely collecting assessment data, the Research Partner assists the Intervention Team in the development of data collection forms to document and track target youth’s services and progress.

---

The Research Partner monitors program performance and progress towards meeting goals and objectives; prepares special reports about the target population or area; and keeps the Intervention Team, Steering Committee, and others informed about new research and information related to the project. The Research Partner also assists Intervention Team members to develop a thorough understanding of the Model and its theoretical underpinnings; i.e., helps translate research into practice.

The Research Partner should also be prepared to assist in development of a management information system that enables the Project Coordinator, the Intervention Team, case managers, other project administrators, and the Steering Committee to keep track of who is receiving services, who is targeted, what services/contacts have been received and by whom, and the needs of and plan for each youth. Various types of data were collected on youth served in the urban sites through basic program intake functions. In one urban site, handheld PCs were used by intervention team members to record contacts and information while in the field. This data was uploaded to a common database on a weekly basis. A system capable of producing basic reports and analysis is preferred.

---

*The Research Partner also assists Intervention Team members to develop a thorough understanding of the Model and its theoretical underpinnings; i.e., helps translate research into practice.*

---

## **Agencies and Organizations Not Represented on the Intervention Team**

While some community agencies and organizations may not end up being “day to day” contributors to the project, it is important for the Project Coordinator and Steering Committee to keep them informed. The Model calls for creating and maximizing linkages with other agencies and community programs instead of creating all new services and supports. Additionally, while some agencies and organizations may not be in a position to directly impact levels of gang violence, they may be in a position to alter their policies and/or procedures in order to alleviate some situation that contributes to the problem.

Each collaborating agency should examine its policies and procedures with the following question in mind: “Will this help or hinder the project’s ability to achieve its goals?” If the answer is “hinder,” thought should be given to whether the purpose of the policy or procedure can be achieved in a way that furthers the efforts of the project.

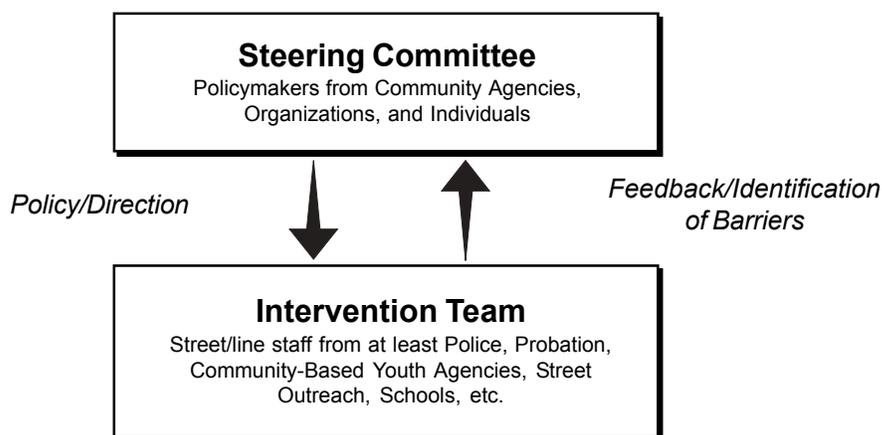
---

## Coordination of Effort and Communication of Information

In conclusion, the Model revolves around the timely sharing of information about the target population, gang activities, implementation activities, and progress toward reaching the project's objectives. Providing this information to those who need it in a time frame that is useful is critical to the successful implementation of the Model. Information about the project should be routinely shared with the Steering Committee, those who work for organizations represented on the Committee, the Intervention Team, and the Research Partner.

In a planning and program implementation process, information sharing is a two-way street. Providing the Steering Committee with regular updates on the efforts of the Intervention Team is as important as the team members communicating among themselves (see Diagram B).

**Diagram B**  
**Information Flow Between  
Steering Committee and Intervention Team**



---

The Steering Committee should receive written monthly reports from the Project Coordinator regarding the number and general demographics of the youth being served, the services they are receiving and, as time passes, the progress or lack of progress being made by program youth as a group. To stay focused, the Steering Committee may need updates on gang activities in the community. Sometimes it is useful to “put a face” on the youth being served by profiling why he/she was referred and the team’s response—without identifying the youth by name.

The Steering Committee should consider meeting as a group only when there is an “action” to be taken, a policy directive or solving problems for the Intervention Team. Perhaps most important is the need for Intervention Team members to identify problems or barriers they are confronting which the Steering Committee can then address.

Steering Committee members should be coached to provide information about the project to appropriate members of their organizations and stress that they, too, are a part of this program and its ultimate success. As part of an overall strategy of organizational change and development, staff within agencies represented on the Committee need to know: why the project was started, what it hopes to accomplish, who it serves, how to make referrals, and how they are expected to relate to the Intervention Team and the Steering Committee.

Public education also is important to the project. Steering Committee members can do their part by making presentations to community groups (i.e., civic and service clubs, neighborhood organizations, etc.) and by distributing written materials within and outside the target areas.

# 7

---

## Street Outreach

---

Many different versions of street outreach have been experimented with in the United States and many different types of outreach exist today. Here, street outreach is described as intended by the Model.

Street outreach workers are not intended to be professional or clinical service providers. The role of the worker is to “reach out” to the target population and link to services available in the community and to mainstream institutions of which they may be skeptical. Their specific goals are to reach out to gang-involved youth in the target area and recruit and retain them in the project by providing access to resources, pro-social role modeling, and encouragement.

The outreach workers need to represent the population they are trying to reach, especially in terms of ethnicity. In many cases, these workers have grown up in or are familiar with the target area/population and are simply committed to helping this population. They should also be comfortable working with the target population and the gang culture. Although many youth will be involved in the juvenile justice system and are easily contacted at juvenile justice facilities or through probation, many of the youth are “on the streets,” not in school, and are not known to law enforcement. These youth are not easy to locate, and it is difficult to find people who can effectively communicate with that population in a non-controlled setting.

In order to reach this population, outreach workers have sometimes-unpredictable hours. Typically, the workers work from afternoon to late evening, but the specific hours should be driven by local gang activity (time of day and day of week for offenses, etc.). Since some of the most successful workers are those who “have been there,” it may not be feasible to subject these individuals to strict security clearances or hiring criteria. For this reason, it is suggested that an organization or agency with flexible hiring criteria be utilized for providing outreach services. These workers may typically require close supervision and guidance. While this is sometimes the job of the Project Coordinator, some sites have chosen to hire a lead outreach worker who has more successful work experience.

The job requires the ability to walk a fine line between the gangs and the system, specifically law enforcement. Outreach workers are not snitches, “narcs,” or informants, nor are they gang members or “wannabes.” The worker must understand that sometimes he or she is an advocate for the youth and other times he or she is a reporter of negative behavior.

---

*The role of the worker is to “reach out” to the target population and link them to services available in the community and to mainstream institutions of which they may be skeptical or intimidated.*

---

---

*Outreach workers have sometimes-unpredictable hours.*

---

---

Outreach workers are referred to as “street” outreach workers for a reason—they work on the streets. It is not intended for these positions to be office-based or even institution- or school-based. While these workers may go to these places to accomplish a specific task; e.g., checking up on clients, visiting, or mediating, their role is to reach out to youth in their environment at community events, on street corners, parks, homes of various youth, and other places that youth “hang out.” For this reason, it is even more important to have workers who are comfortable with the population and are not uncomfortable being in these areas without the obvious company of police or probation.

As members of the Intervention Team, the outreach workers provide information that helps the entire team gain a better understanding of what is going on with the target population and in the target area so that team interactions with gang members will be more informed. Outreach workers will “fill in blanks” for others on the team who may not be as familiar with the individuals or groups being targeted. Workers may describe treatment needs or compounding factors (such as family violence, substance abuse, etc.) that are impacting a youth’s behavior.

---

*Outreach workers are referred to as “street” outreach workers for a reason—they work on the streets. It is not intended for these positions to be office-based or even institution- or school-based.*

---

Outreach workers may also provide information about specific crimes that have occurred or are planned. In these cases, police and probation may act appropriately, although cautiously, so that the workers are not endangered and their reputation is not jeopardized. Although outreach workers may inform new clients that they do not want information on specific crimes and activities, some youth may offer this information. In these cases, it is imperative (and may be required by law) that the workers pass this information to law enforcement. On the other hand, police and probation may provide outreach workers with valuable information such as identifying dangerous situations, areas or individuals; keeping workers away from planned police activity that may be dangerous for them (without revealing specific intelligence, addresses, or individuals); and notifying workers of simple things like court dates, charges, status of investigations, or information that outreach workers can use to dispel rumors about incidents and individuals. It is imperative that team members share appropriate information freely and willingly and trust one another to handle the information appropriately and confidentially when necessary.

Case management functions have been handled differently in different sites. Some have hired case managers; others have allowed the outreach workers to actually manage the cases. Budgets and case load sizes are factors in making the decision on who will perform the case management services, but accountability and effective intervention practices should be considered. While case load sizes have varied, it is suggested that workers be in a

---

position to spend free time in the community making contacts with unknown youth, service providers, and families, and therefore a case load of not more than 25 is recommended. Some of the youth on the case load may be incarcerated; some may not need intensive services at the time; or some may be “on the run.” Others may need daily in-person contacts and phone calls or contacts several times a week. The level of service is determined by team consensus for each youth in the program.

Outreach workers interact with other team members during team meetings and each day—in person, by phone, or through other methods of communication. It is important that the workers utilize both formal and informal methods of communication and stay in contact between meetings. This demonstrates a true team approach to the problem.

While the Model relies on the Intervention Team to accomplish many of its goals, there are times when outreach workers operate individually. For example, while police and probation can conduct joint patrols and searches, it is suggested that outreach workers not accompany police or probation in these activities. The youth must be able to trust the outreach workers and understand their roles as individuals and as a team. The team shares the common goal of reducing or preventing gang crime and violence, but the outreach workers also have other roles. Outreach workers, for example, should be seen as staff willing to help gang-involved youth, including advocating on their behalf, ensuring they have access to services and opportunities, and acting as their link to community institutions. On the other hand, law enforcement staff should be seen as people who are concerned about the safety and well-being of all people, are willing to assist when necessary and possible, but are also responsible for enforcing laws. While there are times when outreach and law enforcement will need to work together, the youth need to understand and believe that the outreach workers are not police.

In addition to helping the targeted youth, team members should help each other as well. In some cases, police and probation have covertly “backed-up” outreach workers who were in dangerous situations, and outreach has provided information to law enforcement regarding safety issues (advising of threats made, weapons possession, etc.) with youth in the program and others in the community.

# 8

---

## Evaluation of the Project

---

Evaluation, often the most neglected tool of project design, is truly the most critical. Some program administrators believe that there is no time to complete evaluations, while others feel evaluations are too technical and require the assistance of expensive consultants.

In reality, evaluation is a valuable tool that can tell the community whether it has accomplished what it set out to do and whether there are ways to do it better. The key to good evaluation is to build the evaluation strategy from the earliest planning stages, throughout implementation, and throughout the life of the project. Securing and maintaining the commitment of the cooperating agencies is critical to evaluating the Model.

Creativity and networking yield possible sources for performing evaluations. Contact with a local college or university may result in locating a professor or graduate student willing to conduct an evaluation of the project. There may be persons with professional evaluation expertise associated with the Steering Committee or others involved in the initiative that may be willing to conduct an evaluation.

---

*The key to good evaluation is to build the evaluation strategy from the earliest planning stages, throughout implementation, and throughout the life of the project.*

---

What are the benefits of an effective evaluation?

- Determining where to focus energy for project improvements.
- Knowing when you are falling behind schedule and when to make mid-course adjustments.
- Knowledge of and ability to document project success.
- Providing support for grant applications.
- Staff will know they are making a difference.
- Ability to report success to Steering Committee, staff, and funders.

At a minimum, the Steering Committee, the involved agencies, and the community need to know how well the overall plan is working and how to improve it. The Steering Committee should monitor progress made during implementation, using data and other information, and make any necessary changes to ensure that objectives are being met and the Committee's mission is being accomplished. Project staff also should document the project's

---

impact and identify barriers to its overall functioning, as well as methods to overcome those barriers. All this should be in the context of the adapted Model. The following questions may be appropriate for an evaluation:

- What is being accomplished by each objective?
- What is success? Specifically, what will the community be like when the plan is implemented effectively?
- What are the indicators that the plan is moving in the desired direction?
- What specific attitudes and behaviors will change, and how, as a result of the project's implementation?

The Steering Committee is encouraged to work with the Project Coordinator early in the plan's implementation to identify which data and other information will be most useful in monitoring the work done. This will ensure the proper information is gathered and will be reported to the Committee in a timely fashion.

---

*The Steering Committee should monitor progress made during implementation, using data and other information, and make any necessary changes to ensure that objectives are being met and the Committee's mission is being accomplished.*

---

# 9

---

## Lessons Learned From Five Urban Sites

---

### Overview

The five urban communities funded by OJJDP in 1995 to adapt and implement the Model can offer some insight into how the five Model strategies can be utilized to achieve the community's goals and objectives. The five communities—Bloomington, Illinois; Mesa and Tucson, Arizona; Riverside, California; and San Antonio, Texas—ranged in overall population from 100,000 to 1.1 million, although the targeted areas were much smaller. Bloomington, in central Illinois, is an urban community largely surrounded by farmland, while Riverside and Mesa are in close proximity to major cities, Tucson is 71 miles from the Mexican border, and San Antonio is the eighth largest city in the United States.

This chapter provides a selection of “lessons learned” from the five urban sites since they began implementing the Model.

### Assessment

Each of the five communities included sufficient information in their grant applications to justify their selection as an implementation site. None, however, provided sufficient or convincing information to enable the immediate identification of target populations, areas, or gangs that should clearly be the focus of the five strategies included in the Model. Therefore, it was necessary for each site to conduct an assessment of their gang problem. This was difficult as none of the sites had systems in place to distinguish gang from non-gang crime, and only limited intelligence information to describe the size, membership, and criminal involvement of gangs. Gang-specific data from other criminal justice agencies and the schools were even more limited or not available at all. Thus, the assessments the urban sites were able to complete in a relatively short time frame (6 months or less) provided only the minimum information needed to roughly identify target population(s), area(s), and gang(s), and to begin the strategy implementation process. In at least one site, a target area was chosen that had proven need, but this area turned out to be a lower priority for many of the agencies in the city. The project struggled for four years to generate adequate attention and resources to the chosen target area.

## Targets

Each of the sites identified a primary “gang-involved” population and a secondary “at-risk” population of youth. In some cases, “at-risk” was defined as gang-involved youth who were not on probation. In none of the five sites were criteria for participation regularly verified and compared with eligibility requirements. Thus, some “ineligible” youth received services at each site.

Except for one site, the projects also identified one or more community areas where their gang problem was more concentrated and, as such, the appropriate focus of an intensive program initiative. In Bloomington, the target area was the entire county and, in Mesa, it was two junior high school districts, while the other three sites targeted one or more neighborhoods. At least initially, no site identified one or more gangs as the target(s) of added attention. This came later when more was known about gang activity in the target areas and the projects began to learn about the different gangs and identify gangs that were of primary concern due to their level of crime and violence.

## Lessons Learned About the Model

The Model utilizes a mix of five strategies. While all are needed to effectively address a community’s gang problem, which strategies receive greater emphasis will vary just as a community’s needs and available resources vary. This represents the nature of both the Model’s flexibility and adaptability.

### *Community Mobilization*

Community mobilization is the involvement of local citizens—including former gang youth, community groups, and agencies—in planning, implementation, and the coordination of programs and functions of staff within and across agencies. It includes not only community leaders in the process, but “average citizens” as well.

The Model calls for community mobilization in two areas: 1) the formation of a Steering Committee comprised of government and agency leaders with the authority to “get the job done” and community leaders who have a grasp on the concerns of those who live and work in the target community; and 2) work with groups of citizens and community leaders to elicit their ideas and afford them a voice in determining which services are made available to them and their children.

---

Each of the five implementation sites formed Steering Committees. Bloomington, Mesa, and Tucson expanded the charge of pre-existing groups while the other sites started new committees. Interestingly, some time into adapting the Model, both Bloomington and Mesa chose to form subcommittees of their larger committees to focus exclusively on gangs rather than juvenile crime as a whole. Tucson's committee became disorganized and needed to be re-energized after not meeting for a year.

The Steering Committees that had the greatest influence on the projects and the direction they pursued were those that included decision-makers rather than line staff. The strongest committees also had been involved in discussions of their role as a group, expectations of individual committee members, the purpose of the project and its progress toward its stated goals and objectives. They also made—and honored—a commitment to taking on and working through issues such as information sharing, leadership of the project, and various matters related to organizational change. Not surprisingly, committee members with an investment in the project and its success were most willing to commit their time and energy to helping the project succeed. And their dedication had an impact on the project.

---

*The Steering Committees that had the greatest influence on the projects and the direction they pursued were those that included decision-makers rather than line staff.*

---

Finding a meaningful voice for local citizens and community leaders proved to be more challenging for the sites. When the projects were first funded, each site attempted to identify people to “represent” the concerns of citizens in the target area(s). This was difficult to do. Community members were not trained for that role, and those who were to train them were not prepared to do so. Some sites did not have citizens who were willing and able to participate in meetings to discuss gangs in their neighborhoods. Other citizens were more interested in different problems—trash removal, drugs, police treatment of youth in the community, and/or the need for more city services.

As a result, several of the sites began sending staff to meetings with neighborhood homeowner associations. This gave staff a better understanding of the concerns of citizens, but did not directly involve citizens in the gang project. Tucson sought community involvement in its project through a survey that gathered information from local businesses, residents, and faith leaders. This provided feedback to the project about the presence of gangs in the target area and the willingness of those surveyed to volunteer to be part of the project. In contrast, staff from Mesa began to form block clubs to bring more attention to the concerns of residents of the target area. This may help build a local base of support for the project to draw on when funding is sought from local elected officials. Riverside also attempted to pull in more grass-roots and community leaders through individual discussions prior to inclusion in full committee meetings.

---

### *Social Intervention*

Identifying and engaging hard-to-reach, gang-involved, or high-risk youth and linking them with services that are appropriate to their needs has also been a challenge for the sites. Most difficult has been locating and building relationships with these young people, a group that is often suspicious of adults who say they want to “help” them. Too often, these young people have experiences that suggest otherwise. Each site has struggled with the concept of “street outreach,” a practice that vests considerable responsibility on a worker with substantial street savvy, but probably little formalized schooling or other training in social work, counseling, or a related field. Each site had problems forming an Intervention Team. Since most of the team’s work takes place away from the office and during nontraditional work hours, these are difficult workers to supervise. Their limited work experience may prompt supervisors to wonder if and how well these street workers are doing their jobs. Thus, it should have been no surprise when project directors were reluctant to hire workers with less than college degrees or some other formal training—even though the ability to relate to the target population is paramount.

In San Antonio, several of the part-time street outreach workers either lived in or were originally from the target area and continued to have ties there. Even though their workday ended at 5:00 p.m. or in the early evening, if an activity was planned, they had “after hours” contact with project youth and members of their families. Their first-hand knowledge of the target area and many of the gang-involved or high-risk youth in the area gave workers credibility with the youth and their families, and enabled them to establish relationships with target youth in a relatively brief period of time. This proved to be particularly important as the workers became advocates for youth and their families, mentors, and coaches, as well as sources of needed referrals.

Youth workers in Mesa developed strong relationships with officials of the schools that project youth attend and, as a result, contact school-age youth during the school day as well as after school at their homes or places of work. More recently, with the hiring of workers with experience with gang youth, evening hours of the workers were expanded, and informal contact with project youth was taking place where they congregate. These contacts gave the workers a better picture of the friends and associates of project youth, allowed for informal conversations on the youth’s “own turf,” identified new project youth not known to other agencies, and allowed the outreach workers to “keep the pulse” of the community.

---

*First-hand knowledge of the target area and many of the gang-involved or high-risk youth in the area gave workers credibility with the youth and their families, and enabled them to establish relationships with target youth in a relatively brief period of time.*

---

---

In Mesa, Intervention Team members knew all the project youth. At regular meetings, they discussed the progress youth have made—or their lack of progress—and devised strategies to assist or hold youth accountable for their behavior. Team members found it an advantage to be housed at a single site in the target area.

In all five urban sites, a range of services was available. Tucson added a counselor to their team through a contract with a local mental health center. Other sites referred youth to substance abuse treatment programs, health clinics, and other programs that offered a range of services. Only in San Antonio, where the target area was rather remote, did access to services require staff to reach outside the community and be creative in responding to the needs of program youth. Communities that are more rural may have similar problems identifying and including a broad range of social services locally to make available to gang youth and their families.

---

*Staff at both sites reported that it was not uncommon to place a youth in several positions before he or she was able to handle the responsibility of a job and succeed in the position.*

---

### *Opportunities Provision*

Each site took steps to ensure program youth of school age received an education, and youth who wished to work had access to job preparation and jobs. Bloomington's Steering Committee convinced their local school board to establish an alternative school for youth who could not be maintained in traditional classrooms because of behavioral problems. They also obtained funding for and started a small business—an ice cream parlor—to give youth a place to develop skills and gain some work experience. Riverside contracted with a local agency to offer a course to prepare youth to find, obtain, and hold a job—a course that includes time spent on an actual job site with a stipend for completing the program. In both cities, staff have been identified to find jobs and work with prospective employers and the program youth who have been hired. Staff at both sites reported that it was not uncommon to place a youth in several positions before he or she was able to handle the responsibility of a job and succeed in the position. Some sites also experimented with subsidized employment through local businesses.

### *Suppression*

Social control (holding youth accountable for their behavior) is the duty of not just justice system agencies—law enforcement, the courts, probation, and corrections—but also of social service agencies, schools, and the community as well. All have expectations of youth that need to be communicated and appropriately enforced. When law-violating behavior

---

involving safety of a youth or others comes to the attention of outreach workers or service providers, they must share what they know with law enforcement. Sites reported that the projects helped them close cases involving serious gang crimes, including homicides and shootings in their target areas.

In Riverside, probation officers readily admitted that the information they received from outreach workers enabled them to craft better case plans and make informed decisions when they had the opportunity to impose a consequence on a youth for failing to fulfill a condition of probation. In Mesa, gang tactical officers reported they and program youth benefited from their contact with outreach workers; the police learned information that would not have been as readily available to them, and the youth received services that helped them pursue lawful behaviors.

---

*Probation officers readily admitted that the information they received from outreach workers enabled them to craft better case plans and make informed decisions when they had the opportunity to impose a consequence on a youth for failing to fulfill a condition of probation.*

---

### *Organizational Change and Development*

When developing or implementing an anti-gang initiative, certain barriers to implementation may become evident. These may include turf battles, undefined organizational structure, lack of leadership, ambiguous goals, conflicting community attitudes, recruitment difficulties, high turnover in the Intervention Team or other key work groups, unbalanced representation of the community, inadequate conflict resolution processes, and fragmentation of efforts. The most important step is to identify the barrier and address changes that will correct the problem.

If there are barriers to meeting the mission because of existing policies or legislation, it may be necessary to pursue changes. The barrier must be identified, whether it is a policy created by the administrative agency in charge or by another agency integral to the success of the program, or statutory language that prohibits completing the mission.

If a barrier is internal to the organization, it may be addressed through discussion with key persons in the agency who have knowledge of the potential consequences of change in the policies of the organization. It would be unwise to formulate a new policy that accommodates the developing program but adversely impacts another program administered by the organization.

If a barrier has been identified within the policies of another agency, then it is necessary to open discussions with a key person from that agency. Key persons will be those who have an understanding and are supportive of the program being implemented, have overall knowledge of the structure of

---

their organization, and have the ability to facilitate change. A solution to the problem may be found in the development of a cooperative agreement or memorandum of understanding.

To learn more about how organizations in Riverside approached gangs—and to identify possible barriers to working together, or with gang-involved or at-risk youth—the Steering Committee prepared a series of “briefing papers” that documented the capture and flow of information about gangs or gang members in each of a number of key agencies. This information was then used to identify and propose changes to policies or procedures that were limiting the sharing of information between agencies that were partners in implementing the project. In Tucson, the juvenile court judge issued an order permitting the sharing of information among various agencies that was previously considered confidential. In San Antonio, several schools began allowing youth workers to meet with school-age youth at the school during the school day—a practice that had been prohibited. In Mesa, project staff approached the Chief of Police and Steering Committee to discuss an issue or policy within the lead agency (the police department) that prevented the hiring of outreach workers with criminal backgrounds. The staff’s appeal led to the police chief agreeing to allow the project to hire the worker, and the Steering Committee approved.

## Summary

In summary, each of the sites made progress in implementing the Model. Each also encountered barriers. Overall, some had more success than others; commitment to the Model, a broad base of support, and strong staff were key factors.

---

# Appendix I: Selected Agency Activities

---

*Appendix I charts begin on the next page.*

# OJJDP Comprehensive Gang Model

## Planning for Implementation

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
<b>Neighborhood hotspots, parks, streets, roads</b>	Targeted gang surveillance, monitoring, communication, warning, setting limits, dispersal, arrest, sweeps, incarceration	Outreach, contact with target youth (gangs) outside of mainstream institutions, brief counseling, crisis intervention, mediation, referral for services, recreational programming	Referral for training, jobs, paid community service projects; e.g., graffiti removal, beautification, side walk/street repair, painting, clean-up	Staff availability – evenings and weekends; use of beepers and field supervision, mobile service vehicles for crises intervention	(Networking) multiagency team patrols, availability of neighbors or local citizens as role models and mentors, use of agency workers and citizens to facilitate and supervise street events
<b>Home (parents)</b>	Advice and supervision by schools, community-based youth agency staff, probation/parole officers; home visits by grass-roots groups; e.g., parent groups, ministers	Counseling, support, advocacy, parent education regarding gangs, referral for services, including drug treatment, medical services	Referral of targeted youth's parents for jobs, training, and educational development	Case management by a particular agency to coordinate service to families of gang youths	Parent participation in school and community meetings about gang problem; citizen patrols; community action to deal with crime and community improvement
<b>Police</b>	Investigation, intelligence, analysis and appropriate information sharing, gang problem surveillance with other police units; enforcement, education of criminal justice, community-based agencies and grass-roots groups, as to scope and seriousness of problem; close collaboration with prosecution	Mentoring of at-risk and gang-involved youths, brief counseling, referral for social services, gang conflict mediation, case conferences around specific youth, conduct of anti-gang programs at school and community (e.g., GREAT)	Direct placement and referral of youth for jobs, training education, job development, supervision of youth in special training and job projects	Development of specialist gang officers, gang units, law enforcement task forces, computerized information systems, improved crime analysis procedures; e.g., definitions of gang incidents, gangs, gang members; internal agency coordination of policies and procedures; increasing emphasis on community involvement around gang problem solving	Participation in interagency community task force, collaboration with grass-roots patrols and community agency and business anti-gang as well as school and job development programs
<b>Schools</b>	In-school monitoring, use of metal detectors, uniform discipline code (including gang offenses), communication and application of fair rules re: gang symbols, dress, activities; use of in-school suspension, no tolerance of gang behavior (but inclusion of gang youth) in school; "outreach" parent contacts, street patrols, collaboration with criminal justice agencies	For students: anti-gang as part of social/educational development programs, conflict resolution instruction, peer group counseling (re: gang problems), crisis intervention, provision of school-based social and health services, after-school recreation programsFor parents: outreach, referral for services, parent education regarding gangs	Remedial and enriched educational programs for gang youths with academic problems; vocational and apprentice training; joint school-work experiences and related tutorial and mentoring; field visits to business/industrial settings	Gang security units; outreach school-social service, community agency teams focused on gang problems; special system-wide curricula, development coordinating structures; incentives to teachers to "work with" gang youth and those at high-risk; use of alternative schools to mainstream gang youth back to regular school, training, jobs	School-community advisory groups, participation in anti-gang community task forces, development of policies and procedures for sharing certain kinds of student information with other agencies, development and use of parent patrols and volunteers to assist with gang intervention, control and prevention

Adapted from: Spiegel, I. *The Youth Gang Problem: A Community Approach*. Oxford University Press, New York, NY 1995.

## OJJDP Comprehensive Gang Model Planning for Implementation

<b>Setting/ Agency</b>	<b>Suppression</b>	<b>Social Intervention</b>	<b>Opportunities Provision</b>	<b>Organizational Change and Development</b>	<b>Community Mobilization</b>
<b>Prosecution</b>	Investigation, case selection, knowledge of gang-applicable law, and development of recommendations for new gang laws, collaboration with police, development of case strategies (re: bail, detention, waivers, use of witnesses, witness protection, disposition recommendations)	Development of community service resource manuals for gang offenders, parents; focus on sentences directed to rehabilitation and use of community-based treatments	Collaboration with business groups and chambers of commerce in job development for gang youths	Special unit vertical prosecution; also development of policy and procedure for general prosecution re: gang processing, collaborative information sharing across law enforcement agencies and jurisdictions	Coordination with other criminal justice and community organizations, leading and assisting in the formation of task forces, communication with media re: nature of problem and potential social solutions that are community based
<b>Judges</b>	Ensure that gang member obtains a fair hearing, concern both with protection of community and youths from violent gang activities, pretrial supervision for chronic offenders, appropriate sentencing especially to community-based institutions, limited use of waivers of juveniles to adult court	Court orders to facilitate rehabilitations (e.g., diagnostic testing, psychiatric treatment, compulsory school attendance); recommendation of family services to gang youths and parents, pretrial services for chronic offenders, emphasis on community-based corrections	Recommendation of special programs, and pressures on schools, agencies, and advising businesses to provide appropriate education and training opportunities for gang youths	Regular supervisory meetings with probation officers; meetings with groups of probationers, access to computerized information on gang youth history and social adjustment	Provision of community leadership on gang problems and focus on need for more resources, sitting on community boards in advisory capacity and avoiding conflict of interests situations
<b>Probation</b>	Use of range of intermediate and flexible control procedures; close supervision of gang youths, enforcing court orders, appropriate use of detention, home confinement, collaboration with police (joint patrols), parole and prosecution; home and neighborhood visits	Counseling, referral for individual, family, mental health, medical and dental services, teaching of conflict resolution skills, mediation, and crisis intervention, organization of parent support groups of probationers; parent education as to gang problem; development of special programs for younger and older offenders, in collaboration with schools and youth agencies	Provision to youths of court-sponsored vocational assessment, training, and job opportunities; special remedial academic programs; placement and referrals for jobs	Development of risk/needs assessments, computer information systems (re: gangs and gang members, and available community resources), intensive supervision, vertical case management; outreach to employers, schools, youth agencies, neighborhood groups re: control of, and collaborative services to, gang youths	Stimulation of community groups, including parents, former gang members, to form community anti-gang patrols; sponsorship and coordination of community agency and grass-roots collaborative programs, including job development; participation in interagency community task forces
<b>Corrections</b>	Identification, and close supervision, of gang youths; application of clear policy (re: participation in gang activity in institutions), dispersion of gang members throughout institution, if feasible; collaboration with police, prosecution, parole (re: information sharing and joint approaches), transfer of selected hard-core gang youths to other institutions, as appropriate	Values change programs, conflict resolution instruction; drug/alcohol programs, personal group counseling, use of volunteer mentors, referral for services, including psychological, medical, dental	Remedial and advanced educational programs, training and job opportunities within institution and outside facility	Special staffing/team arrangements institutions with serious gang problems, development of information systems on gang members/incidents, and risk/needs assessments	Community groups involved in institutional living programs, participation by staff in interagency and community task forces

## OJJDP Comprehensive Gang Model Planning for Implementation

Setting/ Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
<b>Parole/ after-care</b>	Close supervision of gang youths; enforcement of parole orders; appropriate use of detention and revocation of parole; collaboration with probation, police, other justice system officials, home, social agencies, neighborhood visits	Individual, group counseling, referral for social, medical, psychological services, development of parent support groups, developing housing arrangements, family counseling, crisis intervention, teaching conflict resolution skills, close case collaboration with institution prior to youth release	Provision of training and remedial education opportunities, direct job referrals, job development; close collaboration with schools, employers, to sustain youth in programs	Developing risk/needs assessments; use of case managers, trainers, specialized gang parole officers; use of halfway homes, special residence facilities, sometimes out of area	Collaboration with variety of agencies and development of services and job opportunities in respect to parolees; participation in community task forces re: gangs
<b>Employment and training</b>	Liaison with probation, parole, awareness of gang culture and potential problems; clear rules (re: proscribed behavior) in training and on job	Career counseling, peer worker support arrangements, collaboration with mentors, referral for services, social support for parents and family, crisis management	Intake screening and assessment, tutoring, work acclimation training, job placement, and follow-up, academic and job skills training and/or referral	Integrated school/job training, multifunctional staffing, use of neighborhood mentors, monetary incentives for youths to participate in education, training, and special job preparation programs	Collaboration with various agencies (re: recruitment of gang youth and development of support services), staff participation as member of interagency and community task forces on job training and development
<b>Community youth-based agency (social and treatment agencies)</b>	Setting clear, fair rules and implementing them; monitoring and supervising youths in agency and community hot-spots, appropriate collaboration with police, probation, parole, and other justice system officers; contracting with justice system to provide services for adjudicated youth under prescribed conditions	Outreach efforts to gang youth on streets; extensive mentoring, limited use of supervised recreation and group work activities; focus on individual, group, family counseling, parent education (re: gangs), referral for service; job support; crisis intervention, mediation; home visits; victim assistance	Tutoring, remedial education, job training, job development and placement, provision of small business opportunities, close collaboration with schools, re: involvement of gang youths and their families in the educational process	Case management outreach, decentralized centers; use of paraprofessional and professional teams of workers; joint case management with police and probation	Sponsor of neighborhood gang prevention and control programs, member of interagency task forces, advocate for additional services and resources on behalf of gang youths, organizer of parent patrols in collaboration with schools and police
<b>Grass-roots organization (especially churches)</b>	Collaboration with police, probation, and other justice agencies, organizing parent patrols, advocate of improved law enforcement supervision of youth activities in the neighborhood, supporting more victim involvement at court in prosecution of gang cases	Counseling, tutoring, referral of youths for services, parent education (re: gang problem), sponsor of youth activities, crisis intervention and mediation	Sponsoring special training, educational, and job development programs for gang youths; stimulating local business development focused on job opportunities for gang youths	Outreach programs to youths, including gang youths, use of specialist gang workers in conjunction with social agency outreach workers, use of court watchers for gang cases	Sponsor local interagency and community gang task forces, advocate for improved agency services, support parent patrols especially in schools areas; social action for greater official attention to, control of, and better use of resources directed to gang problems; organization of block clubs and parent support groups both to prevent and intervene in the problem

**OJJDP Comprehensive Gang Model  
Planning for Implementation**

<b>Setting/ Agency</b>	<b>Suppression</b>	<b>Social Intervention</b>	<b>Opportunities Provision</b>	<b>Organizational Change and Development</b>	<b>Community Mobilization</b>
<b>Emerging gang problem context emphasis</b>	Identification and close supervision of juvenile gang members, and those at special risk for gang membership; arrest and prosecution of older gang members	Counseling, recreation programming, family services, GREAT, anti-gang curricula, parent education programs	Referrals of youth for part-time jobs and volunteer services, coordination of training and better use of existing job opportunities for gang youth and their families	Outreach to newcomer and/or race/minority ethnic groups in community, use of local citizens and volunteers, focus on generalized or mainstream rather than specialized approach to problem	Development of informal as well as formal links among agencies and community groups; special emphasis on establishing links among schools, parents, and churches
<b>Chronic gang problem context emphasis</b>	Targeting older gang youths and leaders as well as younger high-risk gang-prone youths; collaboration between justice system and as many community-based agencies as possible	Crisis intervention, mediation, special service support projects to core-gang youths at school and in neighborhood	Development of major job programs, alternative schools related to special educational mainstream programs for gang members to the extent possible	Facilitation of formal, specialized outreach worker units and procedures; use of computer information systems; development of multiagency field teams	Development of formal interagency and community anti-gang councils, monitoring of agencies so that they target hard-core gang youths as well as high-risk gang-prone youths in a variety of social settings in the community

---

# Appendix II: Technical Assistance Manuals

---

Criminal youth gang activity represents a serious threat to the safety and security of local citizens and impedes positive youth development. In recent years, higher levels of youth gang violence and gang member-related drug trafficking have been reported in an increasing number of neighborhoods, high schools, public housing projects, correctional institutions, and other social contexts throughout the country. Police in small towns have begun to identify “gangs” and are requesting assistance in how to deal with them.

In response, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice, entered into a cooperative agreement with the School of Social Service Administration, University of Chicago, in October 1987, to conduct the National Youth Gang Suppression and Intervention Program. This program was initiated as a four-stage Research and Development process: Assessment, Prototype/Model Development, Technical Assistance, and Testing, all of which have been completed.

Stage 1 included a comprehensive review of the research and program literature on youth gangs, a survey of programs in 45 cities, selected site visits, conferences, and special studies. During Stage 2, Gang Suppression and Intervention Models were produced for police, prosecutors, judges, probation, corrections, parole, schools, youth employment, community-based youth agencies, grass-roots organizations, community mobilization, and general community design.

Stage 3 involved the creation of 12 Technical Assistance Manuals that provide guidelines to implement the policies and procedures presented in the manuals. Ten agency manuals specify both organizational and community perspectives for dealing with the youth gang problem. The other two manuals outline specific procedures and processes of planning a comprehensive community approach to youth gang suppression and intervention. Stage 4, Testing, was a demonstration project in nine sites. Five urban sites began to demonstrate the Model in 1995. In 1999, four sites joined the project to demonstrate the feasibility of the Model in rural communities. In 2001, an additional four sites joined the project to demonstrate the Model, emphasizing school-based programs, and six sites joined to replicate the Model in urban settings.

The program models and technical assistance manuals were based on the findings of the initial project assessment stage, and on extensive consultations with policymakers, administrators, and practitioners at local and national levels. Law enforcement, particularly frontline gang specialists, was important from the start of the program in identifying the problem. Two regional conferences were held with policymakers, administrators, and practitioners from 16 cities that contributed to the development of the final version of the manuals.

## **Purpose of the Technical Assistance Manuals**

The purpose of the Technical Assistance Manuals is to present detailed steps for the control and reduction of youth gang crime, especially gang-motivated violence. The manuals seek to provide governmental authorities, criminal justice organizations, social service agencies, and community groups with strategies that encourage gang-prone and gang-involved youth to terminate criminal activity and participate in legitimate social, academic, and employment pursuits.

Broad preventive policies that deal with larger social issues such as poverty and racism, housing, education, jobs, and health care are addressed only on a limited basis. Key issues of family breakdown, violence in the media, and the proliferation of sophisticated weapons need to be directly addressed as they contribute to the youth gang problem. They are presented here mainly as contextual conditions that special organizational policies and community mobilization must deal with and change, if not directly then indirectly.

Local administrators and policymakers are the primary audience, but the manuals should also be useful to other concerned officials and personnel, including agency supervisors, frontline workers, and community volunteers.

The manuals are not intended to serve in the place of more general models dealing with delinquent or troublesome youth in the criminal justice and human service fields; they are intended as a supplement to them. Even so, the manuals should be of value in addressing youth crime more generally. This is because the youth gang problem can be viewed as part of a larger set of crime and delinquency and youth socialization problems.

With the growth and spread of the youth gang problem, a twofold categorization of the problem context has come into use: chronic and emerging. The manuals stress the differences in these contexts as a basis for the development of distinctive strategies, policies, and procedures for

gang suppression and intervention. Simply put, a more preventive or early intervention approach may be required in the emerging gang problem context, while a more elaborate and formalized suppression, intervention, and prevention approach may be necessary in the chronic context.

The focus of the technical assistance manuals is on issues of intervention and suppression in contexts where the gang problem is clearly present. These manuals were developed in 1992, when heightened awareness of gang activity became widespread and was perceived to be an immediate threat; hence, the primary focus on intervention and suppression. In the manuals, prevention refers mainly to secondary forms of prevention, or early intervention, that reduce the likelihood that the highly gang-prone or the younger gang member will commit or continue to commit gang crimes. Later, however, it was apparent that the Model needed to become more comprehensive in its approach and prevention approaches were added. The prevention approach adds another dimension by targeting youth who are at high risk of joining a gang as identified by the number of risk factors in their environment. These youth can be targeted to receive services to help develop their personal and social capacity to pursue mainstream interests and activities.

The Technical Assistance manuals are draft products of the OJJDP-sponsored National Youth Gang Suppression and Intervention Program, headed by Dr. Irving Spergel. The manuals can be accessed at the National Criminal Justice Reference Service (NCJRS) Web site <http://www.virlib.ncjrs.org/JuvenileJustice.asp>.

---

# Appendix III: Characteristics of the Youth Gang Problem

---

The gang problem is widespread and serious. It comprises various characteristics and patterns of interaction of 1) individual youth, 2) families, 3) gangs, 4) organizations, and 5) communities. The characteristics presented here are general and may vary in any specific location.

**Youth** involved in gangs that are of concern to the community:

- Are mainly males, who commit serious, often violent, acts of gang crime.
- Range from 12 to 24 years of age.
- Are mainly, although not exclusively, of low income, minority racial/ethnic background, recent arrivals to the neighborhood or area, and/or from poorly educated and socially distressed families.
- Have histories of delinquency, school failure, or dropping out of school.
- Identify or affiliate with similar youth in groups for variable periods of time.
- May live in isolated or segregated parts of the wider community and often confine their gang activities to the same, similar, or nearby local neighborhoods or communities.

**Families** that give rise to gang-involved youth:

- May be large nuclear or extended families often living in the same or a nearby location, characterized generally by low income, minority, or recent arrival to their respective neighborhoods.
- Tend to be socially disrupted, with high levels of divorce, separation, family conflict, physical abuse, alcoholism, and suffer frequent physical, economic, and emotional crises.
- Exhibit weak parental affection and/or supervision of children.
- Often include parents, especially fathers, with histories of arrests or imprisonment; or who presently participate in criminal activity.

- 
- Often include older siblings (mainly male), father, uncles, or cousins who have been gang members.

**Youth Gangs:**

- Include street or neighborhood youth groups specifically recognized by others, or that define themselves as antisocial; i.e., they are engaged in a range of community disruptive behaviors, especially violence, in a specific area.
- Are small or large, cohesive or diffuse, and may change membership and sometimes the character of their delinquent behavior over time.
- Have structures that may be complex, divided into sections, branches, or coalitions, but not necessarily in communication with or recognizable to each other.
- Are characterized by variably identifiable leaders, core, regular or peripheral members, associates, and aspiring members, sometimes called wannabes.
- Are primarily committed to protecting or enlarging the turf or territory they claim. Turf, although usually defined in territorial terms, may also be related to status, tradition, reputation and/or organized criminal operations.
- Are distinguishable from the more ephemeral, less structured or alternatively sometimes more focused and structured groups that emphasize property crime or drug dealing. They also are distinguishable from motorcycle gangs, racist groups, taggers, or adult crime groups, and even occasionally college fraternities. There may be some overlap of these types of groups and their activities.

**Organizations** that give rise to or sustain gang problems are:

- Organizations in the local (neighborhood and more proximate community area) or wider community, or their units, that are generally narrowly focused on their own special missions. This is especially true for large bureaucratic organizations. For example, law enforcement may concentrate exclusively on harassment, arrest, and incarceration of gang youth; social service or youth agencies may concentrate only on social development, prevention or treatment of certain less difficult to handle youth and families, especially those willing to accept services; schools may concentrate on education of non-troublesome youth and increasingly espouse elimination of gang

- youth (as well as zero tolerance of gang or gang-like behavior); neighborhood organizations that are intolerant to youth, especially those of different minority backgrounds.
- Organizations that do not communicate with each other consistently as to the nature and scope of the gang problem, thus making the problem ill-defined.
  - Organizations that do not usually plan and collaborate with each other in addressing the complex interrelated aspects of the gang problem.
  - Organizations that either tend to deny the existence of the gang problem in emerging contexts or communities; or accept as irremediable the gang problem in chronic gang contexts or communities; or emphasize highly aggressive law enforcement actions to control it.
  - Organizations that often enhance traditional agency goals and objectives or program survival issues rather than gang problem resolution.

**Communities** that contribute to the emergence and growth of gangs:

- Are those communities, including their varied population groups, organizations, and institutions that are often sharply divided or segmented.
- Include certain parts of the community, particularly those with residents who are poor, of minority background, and characterized by various social problems, who are or whose residents see themselves as isolated from mainstream resources and values.
- Include grass-roots organizations and community groups that do not have the capacity or leadership to effectively address the gang problem based only on their own resources.
- Include local and wider community groups, organizations, and institutions that exploit the problem for their own profit; e.g., certain gun manufacturers, adult criminal organizations, media, political or socially militant groups that use the gang problem for their particular benefit.
- Have wider community organizations or groups that often are unable to create public policy to address the problem coherently because of prevailing myths, prejudices, denial, and distraction attributable to economic crisis, or rapid social change.

**Furthermore**, the Model assumes that:

- Gangs, individual gang youth, and gang incidents must be identified through reliable and valid data, based on a common and consistent organizational and community definition of the gang problem.
- The gang problem must be recognized as complex, not easily resolvable, and based on various interacting societal, community, institutional, gang, individual, family, organization, and situational factors.
- The gang problem for the community and the individual youth will vary across time based on changing social, economic conditions, population mobility, demographic and public policy factors. The developmental stage of individual youth also will be a factor.
- Together, the individual youth, the gang, and the community are the primary focus of the Model and the program to be developed.
- The notions of social disorganization and poverty or lack of sufficient targeted resources are key factors in the creation and sustenance of the gang problem.
- The gang problem can be significantly reduced through improved coordination and integration of organizational strategies, including interagency worker team efforts, as well as the expansion and better use of resources addressed specifically to the gang problem at the local community level.

---

# Appendix IV: Group Decision-Making

---

Formal and informal tools exist to help groups generate, explore ideas and options, and make decisions—that is, to reach consensus. Among the more structured tools are brainstorming, multivoting, and nominal group technique, that are discussed in the following paragraphs. Scholtes (1988) describes these tools as among the most helpful methods of exploring ideas and making decisions.

As the group begins to discuss an issue, one of the best services the leader can provide is to help ensure that the group operates effectively. Though facilitating groups is far from simple, some common sense observations will help with spotting glitches and obstacles to effective discussion. Be attentive to:

- Who talks? Who is quiet? Do they switch roles at different points in the discussion?
- Who is influential (listened to with respect) in the group? (Influence is not the same as talking a lot.)
- Is there a struggle for leadership? If so, among whom?
- Do some group members take it upon themselves to act (self-authorizing decisions)?
- Does the group shift from topic to topic without coming to a decision? (A decision to postpone action is valid, as long as it is so stated.)
- Is there evidence of “pushing through”—a forcing to decisions before the group is ready, or in the face of substantial, albeit minority, opposition?
- Are people being adequately recognized for their contributions to the discussion?
- How does the group accept and reject ideas? How much discussion goes on? (Not surprisingly, the longer the session goes, the less the discussion.)

If groups are overly polite to one another, if only positive feelings are being aired, or if the talk moves away from core issues to peripherals, it is entirely appropriate for the facilitator or group leader to gently prod members of

the group to get back to the task at hand and to be civil but forthright about their views.

Do not disrupt the discussion to point out flaws or concerns. Do approach the members who can be most helpful in quietly redirecting the group and mention in a positive way your concerns.

To help the group reach agreement on goals and priorities, some tips from professionals may help:

- Provide participants with worksheets to write down their own goals, strategies, priorities.
- Break up into small groups (preferably 6-12) so that all participants will be able to discuss all goals; then get the group to report back its agreement points.
- List ideas that have occurred during the assessment.
- Clarify similarities and differences in goals the work groups set.
- List and announce the final goals and check for consensus.

## **Brainstorming**

Before committee members can make decisions, they need to review and discuss the results of the assessment and then examine as broad a range of program options as possible. One of the easiest ways to generate a list of ideas is to brainstorm. The objective of brainstorming sessions is to collect ideas from all participants without criticism or judgment. A successful brainstorm lets people be as creative as possible, does not restrict their ideas in any way, equalizes involvement, and can generate excitement in the group.

During a brainstorming session, everyone should be encouraged to offer all ideas, even if they seem silly at the time. There should be no discussion (that will come later); no judgment (no one is allowed to criticize another's ideas); people should be allowed to "hitchhike"—build on other ideas generated; and all ideas should be written on a flip chart so the whole group can easily study the results (Scholtes, 1988).

## Multivoting

Multivoting, which often follows a brainstorming session, is a way to conduct a straw poll or vote to select the most important or popular items from a list, usually the one created during the brainstorming. This is accomplished through a series of votes, each cutting the list in half, so that even a list of 30 to 50 items can be reduced to a workable number in four or five votes. Items left on the list should address gang prevention, intervention and suppression and be related to one or more of the five core strategies. A multivote is conducted in the following manner: a list of numbered items is generated. Similar items are combined; if the group agrees that they are the same, and all items are renumbered, if necessary. All members select and silently write down the numbers of the items they want to discuss, with each person allowed to choose at least one-third of the total number of items. Votes are tallied, and items with the fewest votes are eliminated (Scholtes, 1988).

## Nominal Group Technique

The Nominal Group Technique (NGT) is a more structured approach than either brainstorming or multivoting for generating a list of options and then narrowing down these options. This technique is called nominal because during the session the group does not engage in the usual amount of interaction typical of a formal team. NGT is an effective tool when all or some group members are new to each other. NGT is also effective for highly controversial issues or when a team is in disagreement. It, too, should be pursued in the context of the Model. NGT is summarized as follows:

### *Generating Ideas*

- The task is defined in the form of a question (often before the committee meeting), as would be done for brainstorming.
- At the meeting, the question is read aloud and written on a chalkboard, or flip chart, or on handouts for participants.
- Committee members generate ideas (this is the most important step), writing down their answers in silence with no distractions.
- Moving round robin, each person reads one idea on his or her list. All are written on a flip chart, and this process is continued until all ideas are presented or until time runs out (30 minutes is suggested). No discussion is allowed.

- 
- The committee clarifies and discusses the ideas, condensing the list as much as possible.

### *Making the Selection*

This part of NGT is much like multivoting, but more formal. This is useful for narrowing the list of options and selecting the committee's preferred choice or choices.

- The list should be reduced to 50 or fewer items. This can be accomplished by using one or two rounds of multivoting or encouraging members to withdraw the items about which they feel the least serious. No member is allowed to remove an item that originated with another member, unless the originator agrees.
- Each participant receives four to eight cards, depending on the number of items still on the list (four cards apiece for up to 20 items, six cards for 20 to 35 items, eight cards for 35 to 50 items).
- Members individually make their selections from the list, writing down one item per card.
- Members assign a point value to each item based on their preferences. The value depends on the number of items selected (four, six, or eight).
- Cards are collected and the votes tallied. It is easiest to mark the flip chart page with the original list, noting the value of each vote an item has received, then adding up these values. The item that receives the highest point total is the group's selection.
- The group reviews the results and discusses the reaction. If there are surprises or objections, team members may wish to lobby for or against certain items and ask for another vote. If members agree on the importance of the highest scoring item, the NGT can end the discussion, and the team decides the next step. If members do not agree, the team can focus its efforts on investigating two or three other items that have received high scores (Scholtes, 1988).

---

# Appendix V: Lessons Learned From Collaborative Efforts

---

The National Crime Prevention Council asked representatives from nearly 20 successful local crime prevention and control coalition initiatives to identify “What I Wish I Had Known on My First Day on the Job.” Some focused on content issues, but most emphasized the importance of attention to the process itself. They recognized that their communication and organizational skills, political smarts, knowledge of their cities’ communities, and collaborative attitude contributed enormously to their successes. In answer to the question, they said “I wish I had known...

- How hard this work is; it is “doable,” but not simple.
- How important it is to set up clear lines of communication among and within levels of the coalition.
- How vital attention to team building is when it comes to situations involving conflict.
- More about what other cities have done, how to talk to them, where to find help.
- How much constant nurturing and support is required to keep relationships going well.
- How to use awareness of the political and social climate to understand the context of the work.
- More about how to hold leaders and other participants accountable to the process and desired outcomes.
- How to spot other staff, leaders, and partners with a bias for action.
- How vital it is to recognize the contributions of all participants as often as possible.
- How important it is to know when to lead, when to show support in low-key ways, and when to get out of the way.
- More about how to sustain consistent and purposeful involvement of community members through implementation.

- 
- How much support I would need for administration, evaluation, and financial management.

Three publications are available from the National Crime Prevention Council that can help guide planning at the community level. They are:

- *Planning as a Verb*
- *How Are We Doing? A Guide to Local Program Evaluation*
- *Creating a Blueprint for Community Safety*

These publications can be obtained from the National Crime Prevention Council, 1700 K Street, NW, Washington, DC 20006-3817; 202-466-6272 (phone), 202-396-1356 (fax). Their Web site address is **<http://www.ncpc.org/about.htm>**.

---

# References

---

- Ayres, R.M. 1993. The clandestine laboratory enforcement program: Planning a strategy. In *Developing a Strategy for a Multi-agency Response to Clandestine Drug Laboratories*, Edited by Laszlo, A.T., and McCampbell, M.S. Washington, DC: U.S. Department of Justice, Bureau of Justice Assistance.
- Below, P.J., Morrissey, G.L., and Acomb, B.L. 1987. *The Executive Guide to Strategic Planning*. San Francisco, CA: Jossey-Bass.
- Bureau of Justice Assistance. 1998. *Addressing Community Gang Problems*. Washington, DC: U.S. Department of Justice.
- The Circle, Inc. 1991a. *The Future by Design: A Community Framework for Preventing Alcohol and Other Drug Problems Through a Systems Approach*. Rockville, MD: U.S. Department of Health and Human Services; Office for Substance Abuse Prevention; Alcohol, Drug Abuse, and Mental Health Administration.
- Esbensen, F. 2000. *Preventing Adolescent Gang Involvement*. Washington, DC: U.S. Department of Justice, Office of Justice Programs.
- Fearn, N.E., Decker, S.H., and Curry, G.D. 2001. Public policy responses to gangs: Evaluating the outcomes. In *The Modern Gang Reader*, Edited by Miller, J., Maxson, C.L., and Klein, M.W. Los Angeles, CA: Roxbury Publishing Company.
- Howell, J.C. 2000. *Youth Gang Programs and Strategies*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.
- Kaufman, R. 1992. *Strategic Plus: An Organizational Guide*. Glenview, IL: Scott Foresman.
- Nutt, P.C. and Backoff, R.W. 1992. *Strategic Management of Public and Third Sector Organizations*. San Francisco, CA: Jossey-Bass.
- Scholtes, P.R. 1988. *The Team Handbook – How to Use Teams to Improve Quality*. Madison, WI: Joiner Associates, Inc.
- Spergel, I.A. 1995. *The Youth Gang Problem*. New York, NY: Oxford University Press.
- University of Chicago. 1999. *Evaluation of the Little Village Gang Violence Reduction Project: The First Three Years*. Chicago, IL: Illinois Criminal Justice Information Authority.