



VIOLENT JUVENILE OFFENDER PROGRAM
PART II

**A GUIDE TO
RESIDENT MOBILIZATION**

JUVENILE JUSTICE PROJECT
CENTER FOR COMMUNITY CHANGE



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We wish you success in educating, motivating, organizing and mobilizing residents of your neighborhood.

Robert E. Brown

TABLE OF CONTENTS

	<u>Page</u>
<u>Introduction</u>	1
1. <u>Resident Mobilization:</u> <u>A Definition</u>	3
2. <u>Resident Mobilization:</u> <u>The Process</u>	5
Spontaneous vs. Planned Mobilization	5
Leadership	6
Youth Leadership	11
EMOM: Education, Motivation, Organization and Mobilization	13
3. <u>Resident Mobilization and</u> <u>The Crime Analysis System (CAS)</u>	16
Data Gathering	16
Analysis and Interpretation of Data	17
Action Planning	17
4. <u>Some Principles for Effective</u> <u>Resident Mobilization</u>	20

INTRODUCTION

Resident mobilization is a key concept in the program design and theoretical framework of the Violent Juvenile Offender Program, Part II. This program is intended to test the ability of neighborhoods, through their indigenous structures, to prevent and reduce violent juvenile delinquency. Within this program the participating neighborhood-based organizations are serving as convenors and facilitators of an effort to engage residents in addressing the problem of violent juvenile delinquency. This manual has been developed to assist in that effort.

The first section of this manual provides a definition of resident mobilization, discusses the assumptions that underlie the approach to be taken in this program and illustrates its importance to the program's successful implementation.

The next section addresses the process for resident mobilization by describing the criteria for identifying neighborhood leadership and describing the four key elements of this process: education, motivation, organization and mobilization.

The third section discusses the relationship between the resident mobilization effort and the conduct of the Crime

Analysis System (CAS). The three components of the CAS are discussed individually in terms of how they further the education, motivation, organization, and mobilization of residents.

The final section summarizes the content discussed by presenting several principles for effective resident mobilization.

RESIDENT MOBILIZATION: A DEFINITION

Resident mobilization is a process of neighborhood organizing and resource coordination and development that is designed to engage neighborhood residents and socializing and control institutions in cooperative efforts to strengthen neighborhood supervision and control over youth.

The concept of resident mobilization, within the context of the Violent Juvenile Offender Program, Part II (VJOP/II) is drawn from several major programmatic assumptions that underlie the initiative. They are:

- Neighborhood disorganization or inadequate coordination of available resources reduces the neighborhood's ability to effectively control and supervise its youth.
- The responsibility for preventing youth from engaging in delinquency should rest with parents, other neighborhood residents, and local socializing and control institutions.
- Residents can mobilize to redirect the behavior of individual delinquents and law-violating youth groups to reduce violent crime.
- Residents can mediate with socializing and control institutions to increase the ability of those institutions to exercise control and supervision over youth.

The concept of resident mobilization is also influenced by the following hypothesis: if a neighborhood-based organization can unite people in a sense of pride in their neighborhood and a sense that residents of the neighborhood should act together to

improve their quality of life, then this neighborhood cohesion should, in and of itself, decrease the social acceptability of crime committed against a fellow resident of the neighborhood.

Resident mobilization is, therefore, the primary vehicle through which the initiative will test whether or not neighborhood-based organizations, by virtue of their structure and composition, have the capability to mobilize neighborhood residents to:

- enhance the effectiveness of those institutions responsible for youth socialization and control; and
- reduce the opportunities for youth to commit crimes, through providing them with adequate opportunities for involvement in legitimate activities, and through ameliorating conditions that cause criminal behavior.

RESIDENT MOBILIZATION: THE PROCESS

Spontaneous vs. Planned Mobilization

There are basically two types of resident mobilization processes that occur within a neighborhood: spontaneous mobilization and planned mobilization.

Spontaneous mobilization is mostly reactionary and crisis-oriented in nature. It is usually an emotional, short-lived response by a neighborhood to an event or episode that is perceived as being catastrophic. This type of mobilization effort quickly dissipates upon the apparent passage of the perceived catastrophe. Often times such a mobilization effort does not have any meaningful or viable impact upon the social behavior, attitudes or arrangements within the neighborhood. It is, for the most part, "symptom-oriented" rather than "cause-oriented."

Planned mobilization is the antithesis of spontaneous mobilization. Unlike spontaneous mobilization, it is more proactive and goal-oriented in nature. Its vitality is derived primarily from the heightened consciousness of a neighborhood rather than its heightened emotionalism. Planned mobilization is a long-range process that involves the education, motivation, and organization of neighborhood leadership and residents around a

plan of action that directs their movement toward resolving some identified problem or meeting some assessed need in order to create or preserve an environment consistent with their values and their world view. Planned mobilization, therefore, is primarily concerned with planned change. Unlike spontaneous mobilization, it is more related to causes and conditions than it is to crises and catastrophes. It is more likely to yield long-range solutions than immediate responses. Thus, given the programmatic design and goals of VJOP/II, it is the more appropriate model for the initiative's resident mobilization process.

Leadership

Leadership is defined as the power to influence or dictate the behavior of others in a given circumstance. This is a critical element within the resident mobilization process. Without leadership there would be no catalyst to ignite and guide a mobilization effort toward fruition. There would be no vision to spark, direct, and sustain strong neighborhood action.

There are four identifiable levels of leadership for VJOP/II: (1) national leadership, as embodied in OJJDP, the URSA Institute, and the Center for Community Change; (2) the convening leadership within the neighborhood, as represented by the project staff of the funded neighborhood-based organization (NBO); (3) informal and formal neighborhood leadership; and (4)

emerging/potential neighborhood leadership. It is essential for the successful implementation of the initiative that all levels of leadership work cooperatively and effectively with each other. The cohesiveness that should emerge from effective resident mobilization is partially dependent upon the level of cohesion that can be achieved among the mobilization's leadership.

The national leadership was convened by OJJDP to determine to what extent and through what process neighborhoods are able to assume responsibility for preventing and/or controlling the delinquent behavior -- particularly the violent delinquent behavior -- of their youth. The national leadership extended a call for action to communities throughout the country.

It was recognized, however, that the initiative required a special type of local leadership given the shared vision/values, the collective goals, and the agreed-upon plan of action that were adopted at the national level. The local leadership that was required had to be neighborhood-oriented, competent, credible, and committed.

The national program design, therefore, called for local leadership to be convened not only through a neighborhood-based organization (NBO), but through a neighborhood-based organization that would be "neighborhood-minded": that could recognize that

the initiative was not merely another program of the organization, but a collective effort of the neighborhood to enhance its capacity to play a more active role in controlling and directing the behavior and development of its youth. In a manner similar to that of the national leadership, the funded NBO's perception of itself would have to be that of a convening leadership, extending a call for other neighborhood leadership to join it in promoting collective neighborhood action to address the issues of violent juvenile crime.

To succeed in this, the funded NBO would have to be competent. It would have to possess a track record that clearly demonstrated a high level of expertise in working with and influencing neighborhood youth and their families, and in stimulating neighborhood involvement in its operations at all levels. Additionally, the organization had to demonstrate competence in working with other leadership, both informal and formal, within the neighborhood targeted for impact.

The NBO also had to show that it was stable and had the skills necessary to manage a research and development initiative. Equally important, the NBO had to demonstrate potential competence in developing and applying a functional understanding of VJOP/II's theoretical framework and program design in the formulation of strategies to address violent juvenile crime. Finally, it had to demonstrate the potential to transfer skills

and information gained from the development and implementation of the initiative to other neighborhood leadership and residents.

The funded NBO had to have credibility among neighborhood leaders and other youth and adult residents, as well as among those institutions -- such as the schools, the police, the business sector, and the juvenile justice system -- with which neighborhood residents must interface in carrying out the initiative. That credibility would be manifested in the level of respect that those entities accorded to the NBO and the nature and extent of the NBO's influence over them.

Finally, the NBO had to be committed: committed to developing and implementing the initiative within its neighborhood; committed to the neighborhood which it represented; and committed to the notion that nothing is impossible if one is willing to "dig a little deeper, push a little harder".

This commitment would be reflected in the willingness of the NBO to use in its development and implementation of the initiative any and all skills, information, and resources transferred from the national leadership. It would also be reflected in the willingness of the NBO, in the implementation of the initiative, to go beyond a "forty-hour, five-day week" mentality and toward a "whatever-it-takes-we-must-do" mentality.

Armed with the knowledge of the type of local leadership it needed to work with in order to make VJOP/II a reality, the national leadership undertook the arduous task of identifying, recruiting, screening and selecting the NBOs that best met its criteria of neighborhood-orientation, competence, credibility, and commitment. Eight were selected to serve as the convening leadership within their neighborhoods. You are one of those eight.

In serving as the convening leadership at the local level you are charged with the responsibility of bringing together, in the form of a Resident Mobilization Council, the informal, formal, and potential leadership of your neighborhood. Therefore, you must -- using the criteria by which you were selected to participate in this effort -- identify, analyze, recruit, screen, and select the cadre of neighborhood leadership that will make up the Resident Mobilization Council. Note that the required composition of the Council is detailed in the VJOP/II Request for Proposals (RFP) and in Chapter 3 of the Start-Up Manual. Note too that processes for identifying, analyzing, recruiting, screening, and selecting neighborhood leadership are also recommended in Chapter 3 of the Start-Up Manual.

Remember that the Resident Mobilization Council, as reflected through the leadership that comprises it, must be neighborhood-oriented, competent, credible, and committed. If the Council does not meet these criteria, in all probability it will not be able to meaningfully influence neighborhood behavior, and, therefore, will not be able to lead the neighborhood toward involvement in this initiative. In particular, if the Council is not neighborhood-oriented, there will be a tremendous likelihood that whatever influence it has within the neighborhood will merely be used to serve the purposes of individual Council members, rather than those of the neighborhood.

Finally, remember to use these criteria also in determining emerging/potential leadership. For the purpose of VJOP/II, an emerging/potential leader is one who in some manner has demonstrated the capacity to be neighborhood-oriented, competent, credible and committed.

Youth Leadership

The national program design dictates that youth leadership play a critical role in the development and implementation of the initiative. Youth leaders and potential leaders are to be selected according to the same criteria used for selecting adult leaders and potential leaders. They, like the adult council members, must be able to satisfy the questions:

- who do they influence or have the potential to influence?
- what is the nature of that influence?
- how is it used or could it be used to benefit the neighborhood?

Youth leaders are to be assigned the same rights and responsibilities as their adult counterparts, for their roles within the Council are the same as adults'. It is recognized, however, that many adult leaders do not have experience in working co-equally with youth leaders; therefore, it might be necessary to provide some special support or assistance to the youth on the Council to ensure that they can participate in the group as equal partners with the adults. It should be noted, however, that many of the methods that promote effective youth participation serve equally well to promote effective adult participation, particularly the effective participation of emerging/potential adult leaders, and they should be used to do so.

EMOM: Education, Motivation, Organization, and Mobilization

Given the model upon which it is based, before the VJOP/II resident mobilization can successfully occur, three critical processes must take place among the neighborhood leadership and residents: education, motivation, and organization.

First, they must go through an educational process through which they become aware of a specific problem or complex of problems that affects the quality of their life. The educational process should also lead to a clarification of vision and values within the neighborhood so that agreement can be reached as to which of the identified problems should be of concern to the neighborhood -- in other words, which conditions are acceptable/tolerable, and which are unacceptable/intolerable. It is also through the educational process that their level of competence (their ability to make issues of their concerns) is raised. The educational process aims, therefore, to move the neighborhood to action through appealing to its intellect.

Second, neighborhood leadership and residents must go through a motivational process. This is a part of and emerges from the educational process, and it is based upon the assumptions: if people understand the nature of a problem affecting them, their level of concern regarding that problem will be raised; if they have confidence in their ability to

transform their concerns into issues that must be addressed by those who have the power to address them, their willingness to organize around those issues will be raised; and if they have confidence in their ability to organize around those issues, their willingness to act upon them (to be mobilized) will also be raised.

Thus, the motivational process, as a part and product of the educational process, should result in a stronger commitment among the neighborhood's leadership and residents to act upon identified problems, concerns, and issues. The motivational process, therefore, aims to move the neighborhood to action through appealing to its emotions -- its sense of commitment --via its intellect.

Finally, neighborhood leadership and residents must undergo an organizational process through which they decide which of their concerns should and can be transformed into "winnable" issues and which strategies should be developed to direct their action around the issues. The organizational process, therefore, aims to move a neighborhood to action through merging their commitment to action with the development of skills to plan for action.

It should be noted that although a certain level of mobilization occurs within each of the three processes described,

ultimate mobilization occurs through the implementation of the
Action Plan.

RESIDENT MOBILIZATION AND THE CRIME ANALYSIS SYSTEM (CAS)

The major purpose of the CAS is to facilitate the gathering of data, the analysis and interpretation of data, and the development of a detailed plan to impact the problems and/or needs identified through the analysis and interpretation of data. To better illustrate the relationship of the CAS to resident mobilization, it is helpful to examine each aspect of this purpose.

The data gathering process assists the Resident Mobilization Council (the neighborhood leadership) in heightening their consciousness of the problem of violent juvenile crime and its causative factors within the neighborhood. Through the conduct of household surveys, the Council is called upon to exercise its leadership through recruiting interviewers from among their constituency. It is also called upon to get to know the neighborhood and its residents better, and to begin the educational/motivational process. As the Council members talk to neighborhood residents regarding violent juvenile crime and related issues, the consciousness of the neighborhood leadership is heightened along with that of other residents. This is why the information that is transmitted from one level of leadership to another, and from the neighborhood leadership to the residents, must be consistent and adhere to the VJOP/II theoretical framework and national program design.

The analysis and interpretation of the data, via the study group process, affords the RMC an opportunity to achieve a common understanding of the problem of violent juvenile crime within the neighborhood, as well as an opportunity to develop a shared vision and common goals with regard to the acceptability or unacceptability of neighborhood conditions that relate to the problem, as they understand it. It gives them a chance to compare the ideal (how institutions impacting the life of the neighborhood -- particularly youth -- are supposed to operate) with the real (how, in fact, such institutions do operate). They have a chance to compare what they feel (pre-investigative ideas regarding the problem) with what they come to know (post-investigative ideas). This process serves to educate and motivate them.

The Action Planning process provides them with an opportunity to become organized so that they can successfully transform their concerns into issues around which the neighborhood can be mobilized.

The CAS serves as a mechanism through which the educational, motivational, and organizational processes of the resident mobilization effort are integrated. As such, it provides residents with opportunities to better understand the nature and extent of the violent behavior of some of their youth

and the causes underlying that behavior. It provides neighborhood leadership and other residents with opportunities to strengthen their commitment to the initiative and its application in addressing their concerns regarding violent juvenile delinquency among these youth.

The CAS also provides neighborhood leadership and other residents with opportunities to clarify their vision and values regarding the quality of life within the neighborhood, so that agreed-upon standards for acceptable and unacceptable behavior and conditions can be established. Lastly, through the planning process, the CAS promotes the organization of neighborhood leadership and other residents so that they can effectively mobilize to address those issues drawn from their concerns regarding the overall problem.

It should be recognized that the first CAS cycle is mostly directed toward the education, motivation and organization of the neighborhood's leadership. That leadership will in turn be called upon to initiate those processes among their constituents who will assist them in expanding the mobilization effort throughout the neighborhood.

The relationship between resident mobilization and the phases of VJOP/II project activity are summarized by the following diagram:

The Relationship of Resident Mobilization to
The Phases of VJOP/II Project Activity

<u>Project Activity</u>	<u>Impact on Residents</u>	<u>Focus of Residents' Effort</u>
Crime Analysis System <ul style="list-style-type: none"> ● Data Gathering ● Data Analysis and Interpretation ● Action Planning Program Implementation	Educate and Motivate Organize Mobilize	Problem Concern Issue

SOME PRINCIPLES FOR EFFECTIVE RESIDENT MOBILIZATION

In conclusion, to ensure the successful mobilization of residents in accordance with the planned mobilization model, the following principles should be observed:

1. The convening leadership must be responsible for having a complete understanding of the initiative in order to ensure a high competence level among the neighborhood leadership called to serve on the RMC.
2. Remember that the educational and motivational processes that lead to mobilization immediately begin when you publicize the initiative and make contact with potential RMC members, and continue as you increase residents' awareness of the initiative. Therefore, make sure that all persons associated with the initiative are transmitting a consistent message that accurately reflects an understanding of VJOP/II (its purpose, theoretical framework, and national program design) and delivering it in such a manner as to encourage neighborhood mobilization.

Two issues related to the education and motivation of residents must be addressed as organizational staff interact with neighborhood leadership and other residents.

- The initiative must be viewed as a neighborhood initiative rather than an effort of the funded organization. If residents interpret the initiative as a mechanism for increasing the power base of the organization, it will be impossible to recruit the leadership necessary to effectively plan and implement the effort and to sustain its implementation.
- The VJOP/II should not be presented as a "project" which connotes a short-lived, specific effort; rather, it should be presented as an initiative, an effort or a movement within the neighborhood that will attempt to bring about permanent, long-term changes in the way residents relate to each other and to the institutions affecting their lives.

3. Ultimately, a leader or potential leader is a person who influences or has the potential to influence the behavior of a group of people. The following questions must, therefore, be asked in the screening of leaders to serve on the RMC:
 - what is the source of their influence?
 - who is influenced by them?
 - what impact does their influence have upon the life of the neighborhood?
 - how can that influence be used to further the purposes of VJOP/II?
4. The effectiveness of leadership is dependent upon the neighborhood perception of its competence, credibility, commitment, and neighborhood-orientation. These, then should become the criteria by which members of the RMC are selected.
5. Potential leadership should always be challenged from the moment of your first contact. Assign to that leadership tasks that will enhance competence and test commitment (e.g., reading materials or completing certain activities before meetings).
6. Always be willing to "dig a little deeper, push a little harder" to achieve that to which you are committed.