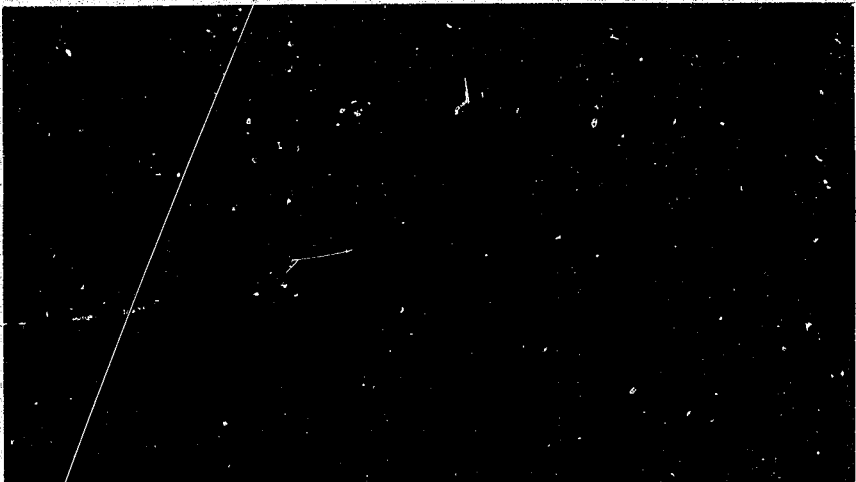


College of William and Mary

WILLIAMSBURG, VIRGINIA

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SUMMARY REPORT  
POLICE YOUTH SERVICES UNIT  
(VA) -  
CHESAPEAKE, VIRGINIA

B. M. GRAY  
POLICE PROJECTS DIRECTOR

June 27, 1975



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Walter Diggles  
Director

August 19, 1975

Enclosed please find a copy of the Final Evaluation Report for the Chesapeake Youth Services Unit (Discretionary Grant No. 72-DF-03-0037) entitled Summary Report, Police Youth Services Unit, Chesapeake, Virginia.

Sincerely,

*Walter J. Diggles*  
Walter J. Diggles

WJD:pkp

Enclosure

Introduction

The purpose of this summary evaluation report of the accomplishments of the Chesapeake, Virginia, Police Youth Services Unit (YSU) is to provide the reader with an overview of the goals, organization and achievements of a special unit established 1) to work with juveniles and 2) to serve as a catalyst in order to identify and help develop new or modified services for delinquents and pre-delinquents prior to their committing major violations of the law.

This monograph summarizes the activities of the Youth Services Unit while it received funds from the Law Enforcement Assistance Administration. The Pilot "0" LEAA discretionary grant which enabled the police department to initiate the Youth Services Unit ended in October of 1974, after a three month extension, for a total of twenty-one months of operation. The Police Division, subsequent to review and approval by the City Manager, has continued and expanded the program. The Unit is currently operational and is staffed by seven full-time Youth Services Officers and a secretary.

Detailed programmatic information is available from the Chesapeake Division of Police. Detailed evaluation information is contained in several reports from the independent evaluator, Lawrence Leiter & Co. The evaluation reports are on file with the new College of William and Mary Insti-

tute for Criminal Justice, the Chesapeake Police Division, the Virginia Division of Justice and Crime Prevention (Richmond,) and the Region III Office (Philadelphia) of the Law Enforcement Assistance Administration. Those interested in efforts of this nature are urged to review the evaluation reports and to talk with project personnel in Chesapeake in order to make maximum use of the lessons learned.

Although somewhat out of context for a report of this nature, I would be derelict if I failed to acknowledge that the spirit of service, and excellent administrative capability of the Project Director Captain I. M. Shipley and Chief of Police, R. A. Lakoski, were crucial to the success of the idea and its implementation. Innovation is the development of something new or a modification of something in existence. The Chesapeake Police Division "innovated" this effort and it succeeded.

Metropolitan Criminal Justice Center

The Metropolitan Criminal Justice Center operated the Pilot City Program in Chesapeake, Norfolk, Portsmouth and Virginia Beach, Virginia. Established in September, 1971, the Center was a research and program planning and development component of the College of William and Mary in Williamsburg, Virginia. The Center's Pilot City Program was one of eight throughout the nation which were funded by the Law Enforcement Assistance Administration of the U. S. Department of Justice.\* The basic purpose of each Pilot City project was to assist local jurisdictions in the design and establishment of various programs, often highly innovative and experimental in nature, which would contribute over a period of years to the development of a model criminal justice system. Each Pilot City team was responsible for assuring that comprehensive evaluation of such programs occurred, for assisting in the development of improved criminal justice planning ability within the host jurisdictions, and for providing technical assistance to various local agencies when requested. The MCJC concentrated much of its efforts in the juvenile justice area.

\* The Pilot City Programs were phased out by the Law Enforcement Assistance Administration as of June 30, 1975

The Pilot City Program of the Metropolitan Criminal Justice Center was funded by the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration. Financial support by NILE and CJ does not necessarily indicate their concurrence to the statements or conclusions contained in this publication.

Brief Description of Chesapeake, Virginia

The city of Chesapeake encompasses 353 square miles of area and, at the time this program was begun, had a population of approximately 92,000 persons. It is bounded by the cities of Norfolk, Portsmouth, Suffolk and Virginia Beach. When this program was developed 25,694 juveniles were enrolled in public school (11,946 at the secondary level).

City administration is accomplished through the City Manager form of government. The City's police services are provided through the Police Division of the Department of Public Safety. In 1973, when this program was initiated, the Police Division was staffed by 183 sworn officers.

The City's population is growing rapidly. It is a "bedroom" community, as compared to Norfolk and Portsmouth, even though it is attracting various types of industry. This rapid growth, and the adequate provision of quality governmental services are of great concern to city officials.



Program Development

The Youth Services Unit (YSU) of the Police Division of the Chesapeake Department of Public Safety was initially developed as a new theoretical and practical concept which might become a functional modality of the future for the Division and for other police agencies. The Unit was developed by the Police Division and the College of William and Mary Metropolitan Criminal Justice Center (MCJC). It was funded, January of 1973, by the Law Enforcement Assistance Administration for an eighteen month period with a budget of \$221,719 (\$165,426 LEAA).

The MCJC staff determined at the inception of the Tidewater Pilot City program, after exhaustive discussions with local criminal justice personnel and subsequent to the collection and analyzation of extensive baseline data, that its initial efforts should be concentrated on the juvenile justice system process and structure. One of the priority areas of concern to Chesapeake and to the MCJC was that of effectively utilizing both the resources of the Police Division and existing resources in the community to begin to reduce the increasing incidence of juvenile crime.

Consideration was given to the approach selected by many communities throughout the nation which had developed or were developing "Youth Service Bureaus" as independent agencies to coordinate and develop services to youth. However, at the time Chesapeake officials neither desired, nor possibly needed, a new agency. Therefore, a new approach was devised.

The approach selected draws on many of the concepts and functions of a traditionally conceived Youth Services Bureau

and the counseling functions which are normally provided by Police Juvenile Bureau Officers on a "catch as catch can" and crisis basis. The creation of the YSU provided the time for the regular Youth Bureau Officers to concentrate on investigating offenses alleged to have been committed by or against juveniles.

The YSU was based primarily on the theory that the police should play a major role in the prevention of juvenile crime since they observe firsthand where, when, and why delinquency develops in a community, and that this should be done in concert with other concerned agencies. Further, it was thought that the establishment of such a unit would provide fundamental delinquency control and prevention resources which are greatly needed. Additionally, the program examined the feasibility and effectiveness of innovative, unique non-enforcement police roles. Such experimentation was to determine, in Chesapeake, and similar cities with growing juvenile problems and limited social services and resources, the possibilities and effects of dealing with delinquency and pre-delinquency situations by utilizing the Police Division, the largest, most frequently involved and most structurally sophisticated and flexible agency in the City as the initiator of community awareness, response and communication; as the coordinator of presently available services; as the stimulator and planner of new services (either centralized or community-based, professional or para-professional, voluntary or locally or federally funded); and as the initial provider of services and/or referral resources in individual cases. The ultimate goal of the project was to assist the City in starting

the long process of reducing its rising delinquency rate.

In order to plan and implement a new program of this magnitude, a number of major considerations were thoroughly examined. These included developing a program which was responsive to the needs of the Police Division, competently staffed, and which would be acceptable to and supported by the majority of the officers. If the process of "participatory planning" is not understood any potentially viable program may fail because of a lack of its understanding and support for its goals and/or methods. Therefore, involvement was solicited. Subsequently, the planning process enjoyed the involvement of mid-management and field personnel as well as top ranking officers.

When plans were being devised, inquiries were sent to a number of police agencies across the nation to determine what efforts of a similar nature were being undertaken. Several programs were identified and reviewed with the best of each, where applicable, built into the YSU. Developmental ideas were discussed with Police Division personnel and other juvenile justice professionals prior to their incorporation in the program design.

One of the most important aspects of the developmental process was that of establishing and maintaining effective communication with other concerned agencies. Since the thrust of the program was to provide adequate, timely service to juveniles, the service and rehabilitative agencies had to be involved, as did, of course, the school system. Without their understanding and commitment to support its efforts the program could easily

have been labeled a public relations gimmick rather than an action oriented program to provide training to juvenile justice system personnel, resource coordination, and counseling for juveniles. Their awareness and cooperation in the development and implementation of the Unit was a necessity.

## Organization and Staffing

The YSU was established apart from the existing traditional police "Youth Bureau" in order to assure that role conflict between the similar but different philosophies and tasks of the two units was minimized. This formal organizational separation required close collaboration between the personnel of the two units. Their separation appears to have been wise - at least for the period of time necessary to allow the YSU's work style to become solidly established and supported. Organizationally other police agencies may take different approaches; this one worked in Chesapeake.

Those familiar with innovation management will appreciate the necessity of some one considered "O.K." (both by the formal and informal organizations) being involved with and visibly supportive of a new role, function or unit in the police agency. The YSU was commanded by one of the most respected "street-wise" officers in the department. His input into the planning process and supervision of Unit activities was extremely valuable.

The Unit was initially staffed by six sworn officers and a secretary and was housed in the City's Human Resource Center. The personnel employed represented a mixture of racial, sexual, experiential and educational backgrounds.

All of the original Unit officers completed the training planned for them, including standard police recruit training for those who were not sworn officers at the time of employment in the YSU and specialized juvenile oriented training at either the Delinquency Control Institute of UCLA or the Juvenile

Officers Institute. Additionally, all Unit personnel completed twenty-four hours of communication skills training at the Counseling Center of Old Dominion University. Officers transferred to the Unit are receiving similar training as time and resources allow.

## Planned Activities

The Youth Services Unit had the following responsibilities:

1. Provide a structured diversionary capability, not then existing in Chesapeake, which would both eliminate unnecessary juvenile delinquency adjudications and insure that children who had police contacts received any appropriate services rather than merely "bouncing off" the police without any further assistance. The Youth Service Officers (YSO) were to affect dispositions and referrals on police juvenile arrests and provide counsel and assistance to both parents and juveniles, either themselves or by reference to a public or private agency which could provide needed services. The training each YSO received as well as the expected high level of acceptance by other city agencies was to aid him/her in that capacity. Knowledge of the law, juvenile problems and counseling techniques was thought to be of great importance.
2. Assist local planners in the identification of needs which could be met through the revision of current services or the development of new programs.
3. Work closely with school officials (who were not then involved in any prevention efforts) to develop preliminary programs to identify and work with those juveniles who exhibit tendencies toward delinquency;

participate in scheduled activities within the school system (junior and senior high school level) such as assemblies related to law enforcement programs; and instruct and organize classes for youths on the law, social responsibilities, the role of criminal justice agencies and other germane topics in order to provide each youth with a knowledge of his/her responsibilities under existing laws.

4. Provide training to all members of the Police Division in the causes of delinquency, problems of juveniles, proper handling procedures, services available to juveniles on a referral basis and other related topics which were to be determined by the Chief of Police with the cooperation of the Division of Training. This training was to be provided to personnel from the Social Services Bureau, Sheriff's Department, School System, and Tidewater Detention Home in mixed classes with police officers. Part of the curriculum was to define problem areas of interagency concern and attempt to develop solutions to those identified.
5. Establish constructive communications between juveniles, police officers, and other concerned agencies.



6. Develop a set of guidelines to aid the Chief of Police in establishing departmental policies regarding police handling of juveniles and to make recommendations to the City Manager's office regarding the types of services which need to be provided to adequately serve the youths of the city.

The responsibilities placed on the Youth Services Unit were demanding. City officials realized that the program was no panacea to the juvenile crime problem; however, it represented a first step forward and an innovative experiment in police roles for both the Police Division and the City as they demonstrated a willingness to admit that problems existed and that efforts must be made to confront the problem at its origin - in the community.

## Accomplishments

During the first six-month period of implementation the Youth Service Officers were selected and trained. They subsequently planned and conducted seven, forty-hour, inter-agency training sessions for more than two hundred and thirty city employees involved in the juvenile justice structure. These training sessions proved to be extremely valuable. Two additional sessions of this nature, although not initially planned, were conducted for twenty-four new employees entering the various concerned agencies, i.e., police, schools, juvenile probation, juvenile court, detention home and Sheriff's department. Unit members also served as instructors in refresher training schools for uniformed personnel and participated in the development of a curriculum for presentations related to law enforcement and the criminal justice system at the junior and senior high school levels. Their curriculum was reviewed and approved by the Chesapeake School Board. Additionally, Youth Service Officers served as instructors in satellite social study courses in junior and senior high schools.

Each Youth Service Officer was assigned to one high school and its feeder junior high and developed liaison with the students, administrators, counselors, and teachers in his/her respective school(s). Interaction with students began in September, 1973 and continues.

During the grant period Unit members engaged in 376 individual speaking appearances addressing well over 13,399 in-

dividuals (not including radio and television appearances), They received over 586 referrals and made 1208 general contacts with juveniles. These statistics are, of course, important, but they do not provide the reader with a full appreciation of the impact of the Youth Services Officers on numerous juveniles who were aided in significant ways during various types of personal crises and conflicts and who may have been diverted from involvement in serious criminal acts. Only a long term evaluation could have developed data on the "success" of the diversion and counseling functions of the Unit.

In addition to the normal daytime workload, centered around the schools, Unit personnel worked each Friday and Saturday from 7 p.m. to 1 a.m. in order to be more available to, and identified by, uniformed police personnel. They accepted general youth assignments, especially those dealing with crime prevention, and surveilled known juvenile congregation areas. Uniforms were worn frequently when officers were in schools in order to foster identification with other uniformed patrol officers.

In addition to their normal duties, Unit personnel worked with several related but unscheduled community endeavors and aided in the planning of community recreation centers. Liaison responsibilities with twelve agencies which provided various services to youths were allocated among Unit personnel in order for them to remain abreast of the agencies' services. Unit members prepared an easy-reference mini-

directory of human service delivery agencies which had proven themselves satisfactory based upon experience with past referrals. This directory was used not only by Youth Service Officers but by all members of the department.

Analysis of the crime rates centered around schools, where officers spent much of their time, shows that both property and personal crimes decreased, even while crime in general was on the rise. Additionally, the City's overall crime rate did not accelerate as rapidly as did the rates of surrounding jurisdictions. City officials believe the preventive aspects of the Youth Services Unit over the past two years played a role in slowing the increasing crime rate.

A listing of specific activities would take much greater space than is allowable in a summary report. Suffice it to say the accomplishments of the Youth Services Officers were admirable. The individual officers had their own styles and methods but all were essentially, though not always, successful in working with numerous juveniles who were in, or were headed for, trouble. The underlying concept of the program was to stimulate awareness among police and other juvenile justice personnel. The individual work and referrals of many patrol officers was essential to Unit success. Other city agencies called on the Youth Services Unit to play a major role in the planning of new services and/or approaches with juvenile offenders. Without cooperation, the seven members of the Unit would have failed.

Evaluation

The policy of the MCJC, in all instances, was to require independent evaluations of Pilot "O" funded programs. This policy was followed and an independent evaluator, Lawrence-Leiter & Company\*, was competitively selected and employed.

The evaluation design required by City officials and the MCJC consisted of:

- . identifying and gathering requisite baseline data
- . administration (pre-post) of attitudinal, perception and system knowledge surveys for juveniles and juvenile justice system employees
- . observation of Unit activities and response to managerial, organization, operational and program design and effectiveness issues posed
- . provision of two interim and one final evaluation reports.

The reports from Lawrence Leiter were generally positive, yet contained recommendations regarding improvements for the program. In each instance the department moved aggressively to assimilate the potentially beneficial recommendations or stated why they did not incorporate them. The third and final report from the evaluator was submitted at the conclusion of the project. It states, after discussion of data, perceptions, attitudes, case studies, etc., in no uncertain terms, that the program was successful.

The Unit continues to receive extremely strong community and school administration support, as well as the support of

\* Lawrence Leiter & Company  
114 West Tenth Street  
Kansas City, Missouri 64105

other city agencies. It is currently filling a need of the city. The success of the project in the past is documented in a professional objective manner. Perhaps even more importantly, in terms of future success, it is felt by juveniles, teachers, school administrators and city officials. They believe in the approach and see the accomplishments of the past. The Unit must, if it is to maintain a high level of enthusiasm, support and success, continually redirect its priorities based upon the needs of youth in keeping with the changing role of the police and the availability of city services.

**END**

*7-11-1944*