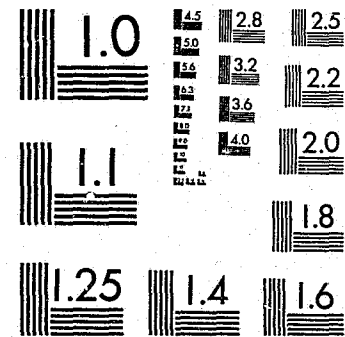


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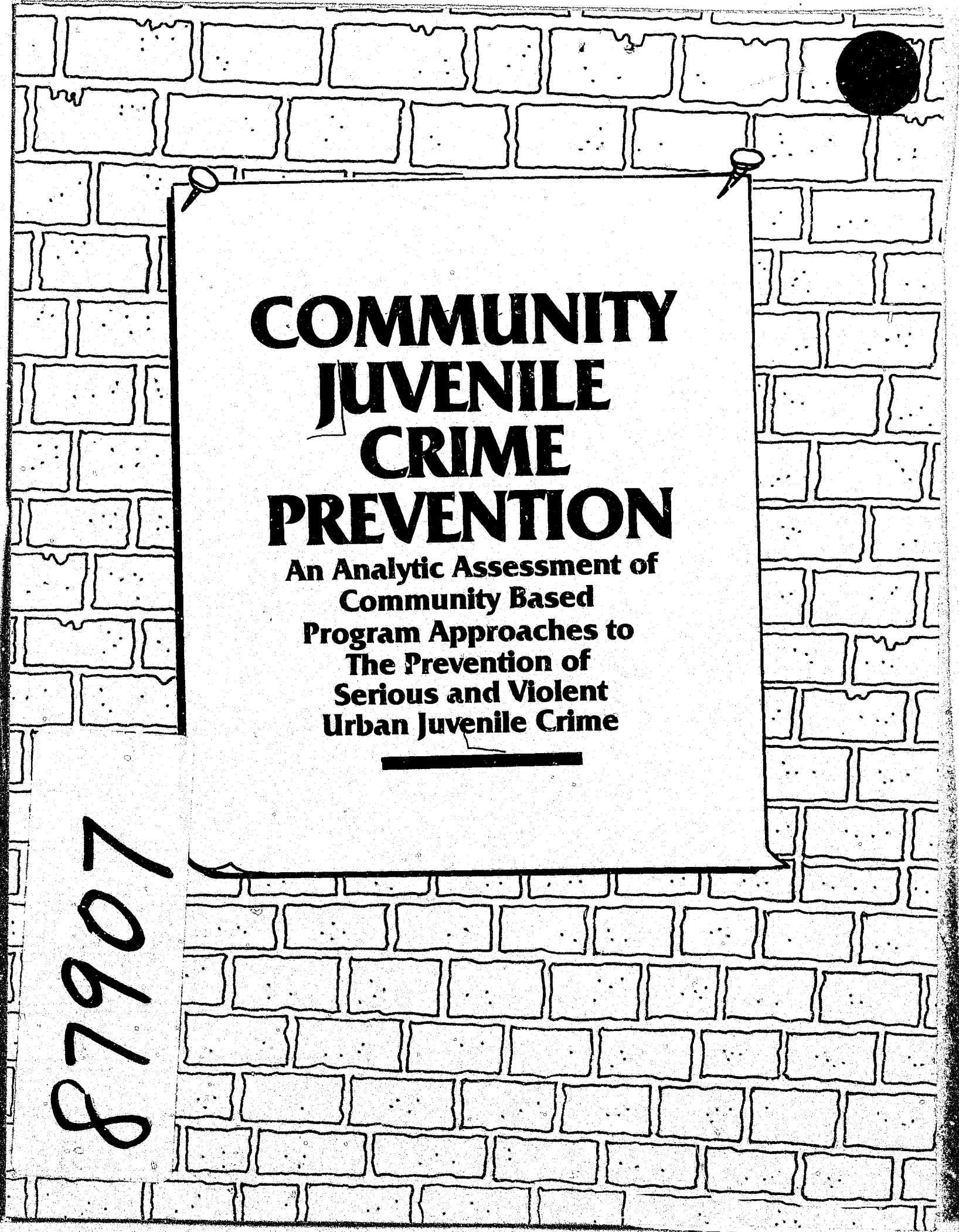
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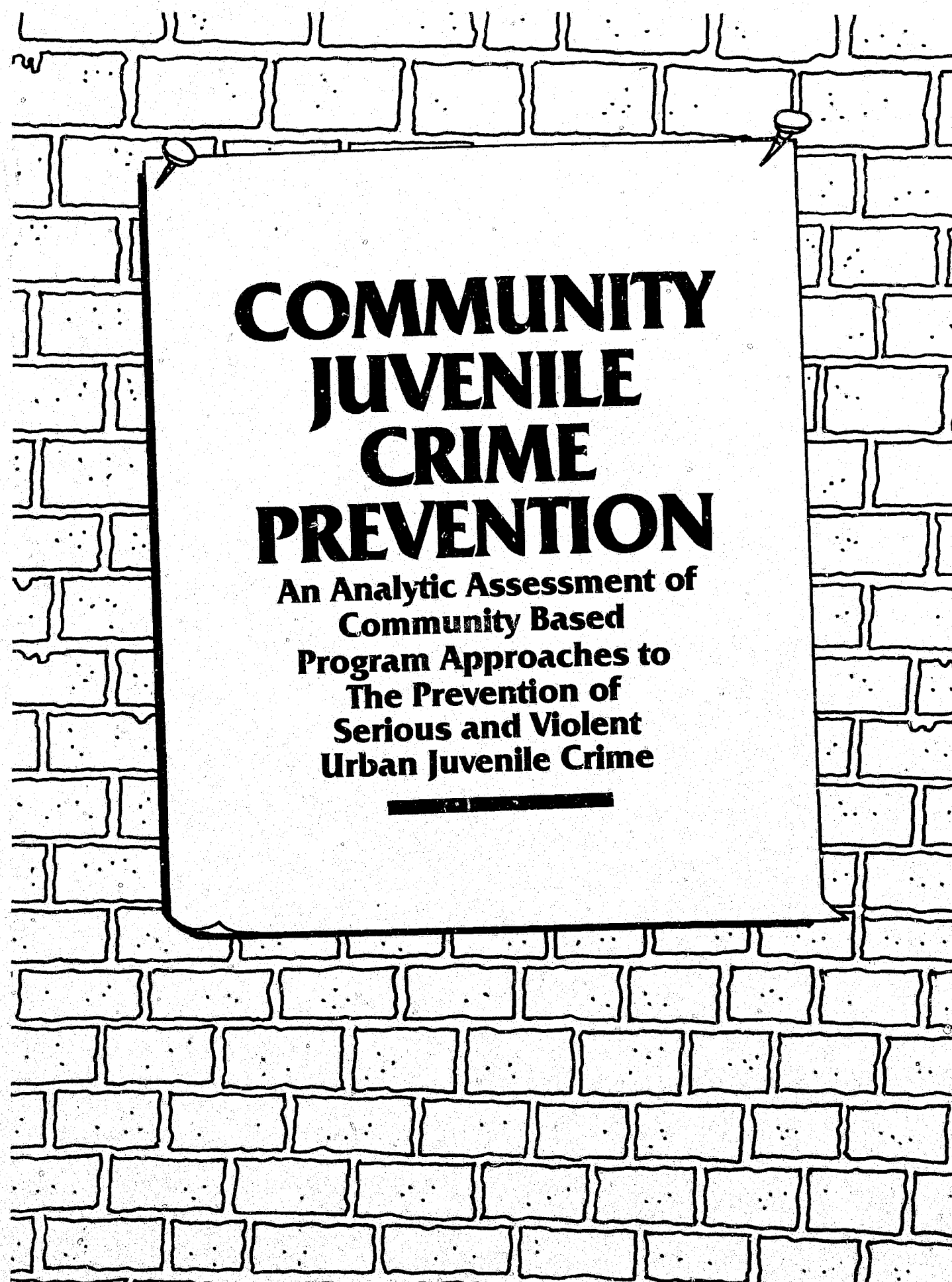
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# COMMUNITY JUVENILE CRIME PREVENTION

An Analytic Assessment of  
Community Based  
Program Approaches to  
The Prevention of  
Serious and Violent  
Urban Juvenile Crime

87907



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To The Prevention Of  
Serious And Violent Juvenile Crime

Edited By

William A. Clark  
Project Director, Violent Juvenile  
Offender (R&D) Program, Part II

Gloria Wheatley Jackson  
Program Analyst

December 1981

L. Miranda and Associates, Inc.  
4340 East West Highway  
Suite 906  
Bethesda, Maryland 20014  
(301) 656-8684

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juvenile justice delinquency research, Washington, D.C. With  
out the valuable time and assistance of the following Advisory  
Panel members, much of the subsequent work would have been un-

Crimes committed by juveniles do not represent a new social  
problem; however, juvenile crime appears to be more pervasive  
and more serious/violent today than ever before. Of particular  
concern in many communities is the tendency for youth crime to  
represent group/gang actions and to increasingly involve more  
regular use of dangerous weapons.

The seriousness of the juvenile crime problem has been  
recognized by Congress as a problem of national significance  
demanding concerted attention by the juvenile justice system.  
The concerns of Congress were reinforced in the 1977 and 1980  
Amendments to the Juvenile Justice and Delinquency Prevention  
Act of 1974.

The Prevention of Violent Juvenile Crime Program (PVJCP)  
which is funded by the Office of Juvenile Justice and Delinquency  
Prevention (OJJDP), U.S. Department of Justice, represents part  
two of OJJDP's Violent Juvenile Offender Research and Develop-  
ment Program designed to respond in part to the Congressional  
mandate set forth in the Amendments to the 1974 Act.

L. Miranda and Associates, Inc. (LM&A) was awarded a con-  
tract to execute Part I of the PVJCP initiative, which requires  
research and development of a program model for the prevention of  
serious/violent crime among juveniles. A goal of Part II of the  
Violent Juvenile Offender initiative is to increase the body of  
knowledge on effective approaches to the prevention of violent  
juvenile crimes. The principal strategy by which OJJDP will  
seek to accomplish the program's goal is through the funding of  
proposals to indigenous neighborhood based organizations (NBOs)  
to implement a prevention model based on neighborhood interven-  
tion approaches. The work reported on in this document repre-  
sents the result of a series of activities undertaken by L.  
Miranda and Associates, Inc. (LM&A) to effect the first of  
three major tasks of its contract with OJJDP.

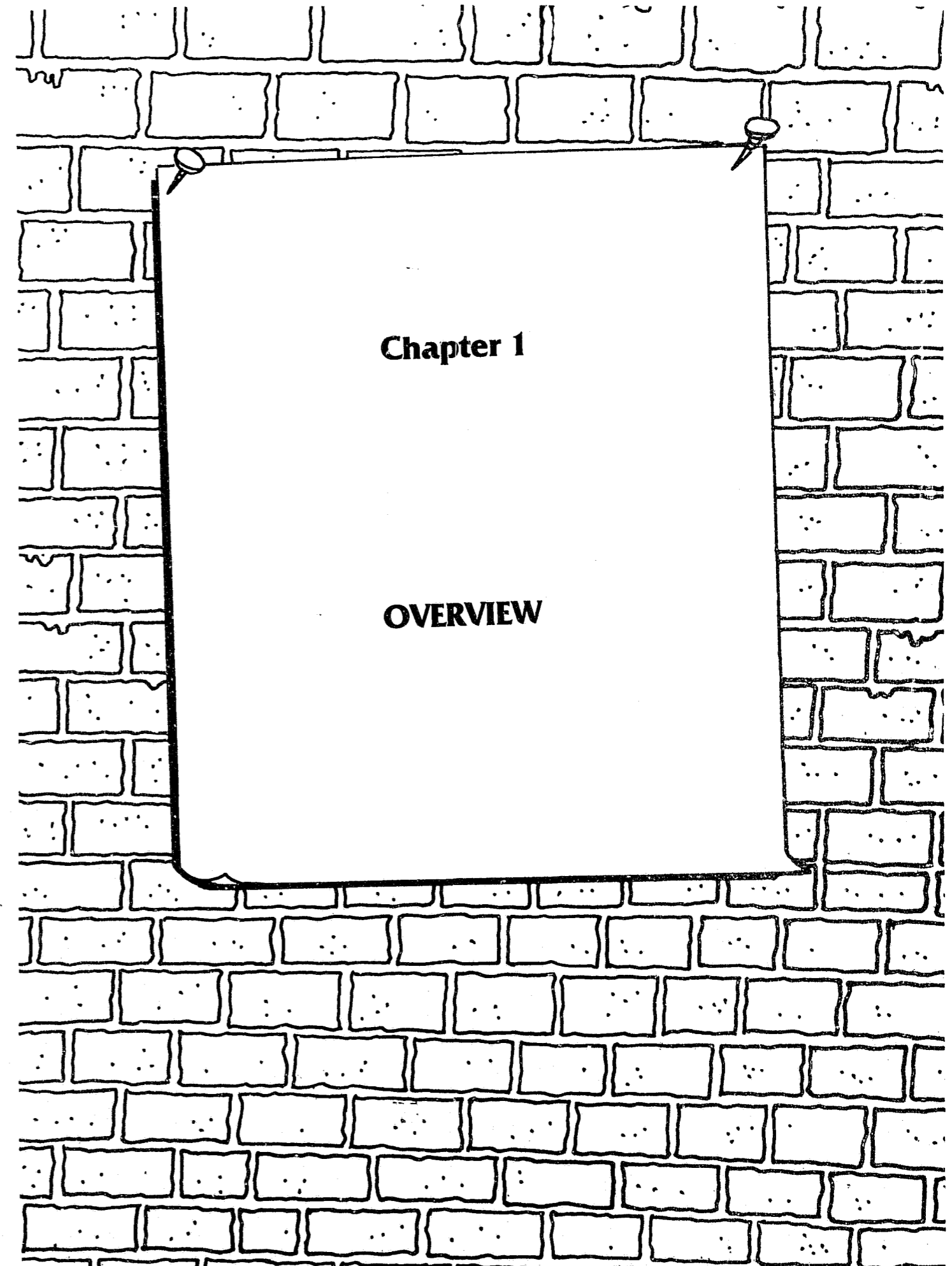
To effect the first major task, LM&A set about to identify  
and document promising strategies for the prevention of serious/  
violent juvenile crimes by reviewing the literature, identify-  
ing community-based prevention program networks and conducting  
site visits. In doing this, LM&A made extensive use of its  
Advisory Panel members, Consultant Network, and the Program  
Consortium comprising the URSA Institute, San Francisco,  
California, the Center for Community Change and the Office of

Juvenile Justice Delinquency Prevention, Washington, D.C. Without the valuable time and assistance of the following Advisory Panel members, much of the subsequent work would have been unduly delayed, if not impossible: Grady Cornish, Director, STEPS, Athens, Georgia; Vanessa Davilla, Director, Department of Addiction Services, Rio Piedras, Puerto Rico; Dr. Francis X. Hartman, President/Director, Institute of Criminal & Social Justice, Hartford, Connecticut; Dr. Cynthia Mahabir, Sr. Research Associate, NCCD Research Center, San Francisco, California; and Frank Rivera, Youth, Boston, Massachusetts. Additionally, the following persons deserve thanks and recognition for participating in the site visits, conducting extensive interviews, and reviewing files: Curtis Jernigan, Project Director, Youth Advocacy Project, Tuskegee Institute, Alabama; Alberto Mata (Consultant), University of Wisconsin, Milwaukee; Grady Cornish; Cynthia Mahabir; Urthlene Manuel (Consultant), URSA Institute; Dr. Alvia Branch (Consultant), Urban League, New York City, New York; and Maria Cerda, (Consultant), Chicago, Illinois, L. Miranda and Associates.

Realizing that in the final analysis the sources of this undertaking is due, in large measure, to the participation of the respondents, I extend special thanks to the Directors of the Programs we visited, their staff, program participants, and community references in all of the thirty one (31) sites. I extend a special note of gratitude to those Project Directors in the sample of twelve (12) sites who complied with our request for more of their time and for additional information.

It is our most sincere hope that this report will serve as a guide to CBOs in determining where they are and where they may need to go in terms of the prevention of serious/violent youth crime.

William A. Clark  
Project Director  
Prevention of Violent Juvenile  
Crime Research and Development  
Program



## Chapter 1

### OVERVIEW

#### Introduction: Purpose and Organization of the Report

This report is designed to acquaint the reader with the concept of prevention and its application within the context of youth crime prevention efforts by local communities. The report is based upon what was learned by applying prevailing theory concerning prevention to the assessment of twelve (12) promising community based projects currently engaged in efforts to reduce serious/violent youth crime.

Chapter 1 provides an overview of current theorizing about the causes of youth crime and sets forth important considerations and steps that must be first grasped, then implemented in order to launch such programs. Chapter 2 details the rationales for the total program initiative, the procedures involved in the selection of the thirty-one (31) projects for site visits, and the selection of the twelve (12) projects that serve as the data base for this report. Additionally, the major study limitations are discussed. Chapter 3 represents an analytical assessment of the projects which was guided by three (3) basic features of project operations; namely, the role of the community, the pattern of youth involvement, and prevention strategy emphases. In Chapter 4, the major conclusions drawn from the integrated analysis and the ensuing recommendations are presented. Finally, in Chapter 5, a detailed description of each of the twelve (12) projects is presented.

In sum, it is appropriate to note once more that this report is designed to present (1) what is thought to be a usable way of understanding the operational requirements of delinquency prevention; (2) phases/steps involved in the development and implementation of a prevention program; (3) an analytical framework in which to view prevention strategies; (4) an assessment of community based intervention strategies used for prevention of serious/violent juvenile crimes to give the framework descriptive reality; and (5) some analytical tools considered basic to examining the application of prevention programs.

#### Brief Review of Current Theory Concerning the Causes of Youth Crime

While it is difficult to pinpoint the real extent of violent juvenile crimes with any degree of precision, a number of things are clear. For one, the evidence points to an alarming increase in violent juvenile crime. For another, these crimes impart



an astronomical cost to our society. Accordingly, we have begun to realize that we must invest more of our social and economic resources, and perhaps in different ways, in prevention efforts if we are to have an impact on the problem.

Juvenile and criminal justice prevention program efforts have been based largely on the notion that the predominant cause of juvenile crime is inherent in the individual youth as a personal characteristic, e.g., biological and psychological traits, or as individual actions resultant of one's state of need in the environment, e.g., poverty/economics.

Continued program failures or, at best, limited changes in the serious/violent youth crime phenomenon suggest a line of thinking, inquiry, and practice which assumes that what causes juvenile crime is something in the individual that ought to be dropped.

Increasingly, other theoretical orientations--labeling, strain and bonding--that suggest that the sources of juvenile crimes rest in places other than the individual seem to be taking hold. Specifically, these theories suggest the ways in which social institutions operate in shaping youths' social interactions, and explain why some youths--and not others--wind up having frequent and intense interaction in pre-delinquent groups and, subsequently, in more serious anti social behavior.

#### *Labeling Theory*

Labeling theory purports that youths' delinquency and crimes result from a negative response on the part of the "system" to their behaviors. A common assumption held by proponents of the labeling theory is that the most damaging labels are those conferred by both our juvenile justice and school systems. On this basis, labeling theory is offered as an explanation for repeated criminal or delinquent behavior. Official labels such as "delinquent," "behavior disorder," etc., affect youths' expectations of themselves and subsequently set the stage for self-fulfilling prophecy.

Empirical research bearing on labeling theory has indicated repeatedly that the tendency to apply both judicial and school labels is strongly related to the personal and family characteristics of youths. As a consequence some young persons, notably those of minority races and/or from low income families stand a disproportionate chance of receiving derogatory labels.<sup>1</sup>

#### *Strain and Opportunity Theories*

Strain and opportunity theories, originally formulated by Robert Merton, posit that, in our society, the same worthwhile goals tend to be held out as desirable to everyone, while opportunities for realization are decidedly unequal.<sup>2</sup> The combination of shared goals and inequality of opportunity in attaining them

makes it impossible for some segments of the population to play by the rules and still get what they want. As a result, some youths turn to illegitimate means to achieve culturally prescribed goals, while others may reject both the goals and the means and retreat socially, through such means as removing themselves physically or by using alcohol and/or drugs.

Empirical research has tended to provide contradictory findings concerning strain theory. Positive statistical relationships have been found between perceptions of blocked opportunities and involvement in delinquent behavior, as predicted by the theory, but the relationship between aspiration level and delinquency has been found repeatedly to be either negative or insignificant. Part of the contradiction in these findings as they bear on strain theory may have to do with the observation that the gap between aspirations and opportunities may be greater for youths with relatively high aspirations relative to available opportunities. Thus, for youths from deprived backgrounds, the gap may be greater even if aspirations are not extremely high, thereby supporting the relationship between the gap and delinquent behavior.<sup>3</sup>

#### *Bonding Theories*

Bonding theorists maintain that most people stay out of trouble most of the time because they are bound to the conventional norms of society through their affiliations with a variety of social institutions. Dominant among these institutions are family, school, church, and the work place. As long as the influences of these institutions remain strong, an individual is likely to conform to conventional demands upon his behavior.

Four processes have been identified as ways through which conformity is maintained: (1) commitment, which refers to the degree to which a person has interests that misconduct would jeopardize; (2) attachment to other people; (3) involvement in conventional activities, and (4) belief in the moral validity of social rules.<sup>4</sup>

In the empirical research, a significant relationship has been found between attachment and commitment to home and school and respect for the law.<sup>5</sup>

It has been suggested that changing individuals predisposed to deviancy requires changing the conditions that call forth the deviant adjustment. The options offered are (1) changing the social and economic conditions of the homeplace of deviants; (2) introducing them to a new place with a new matrix of life chances; (3) removing them from the support of the group that reinforces their deviant adaptation; (4) supplying them with a new social group whose adaptive values and attitudes will serve to integrate their deviant behavior into the new matrix of chances

(usually conceived as those in the middle class); and (5) contriving that they accept the new primary group with which they identify, that is, from which they receive personally meaningful and gratifying responses and through the influence of which they are willing to reshape their basic cognitive, and cathetic adaptations.<sup>6</sup>

Implications of Current Theory: A Need for a Renewed Emphasis Upon Prevention

These current theoretical positions and the research findings that at least partially support them point to a need to direct more attention toward prevention programs which aim to:

- . Enhance youth opportunities for performing conventional behavior;
- . Seek to improve youths' images of conventional socializing institutions, e.g., church, family, school and justice;
- . Seek to identify and reduce organizational/community/institutional obstacles which stand in the way of youths establishing close ties with these conventional vehicles for socialization;
- . Promote and work for the kind of youth employment opportunities that create an affiliation that they don't want to jeopardize through misconduct;
- . Seek to equalize opportunities among young people;
- . Seek to identify and ameliorate organizational policies and practices that contribute to inappropriate negative labeling.

*The Basic Components for Operationalizing Youth Crime Prevention Programs*

a. General Orientation Toward Prevention

Why is there a lag in the development of crime prevention programs which focus on the external environment of the individual? One reason is that it has taken considerable time for professionals in the field to develop a prevention "mind set." Many treatment professionals do not understand the requirements of this focus and as a result have been so preoccupied with "after-the-fact" cases that they have paid less than serious attention to the other aspects of crime prevention efforts.

Another reason for the delay is that, in the past, many professionals saw crime prevention as unworkable. Their skepticism related to the imprecision in predicting delinquency and to the belief that numerous societal influences on the juveniles predisposed to delinquency make it nearly impossible to develop effective crime prevention techniques.

Additionally, a general lack of understanding of the prevention concept has been a cause for delay. In point of fact, crime prevention is not very well understood by many professionals in the field. Although prevention takes place on several levels, more often than not they are grouped together.

Lack of an organizational and policy change perspective also has been suggested as a reason for the delay. Accordingly, there is a general inability to view, analyze, and interpret problems and situations in terms of their organizational characteristics.

A general lack of understanding of the steps required for the development and implementation of a prevention program is perhaps an additional reason why the lag exists.

What appears to be needed is a systematic framework to bring some order into this kind of prevention thrust. The need is both present and pressing, and can be, it is felt, met by:

1. Development of an analytic framework designed to view prevention programs and their required strategies;
2. Utilization of a summary assessment of the current state of the art in community-based intervention strategies to the prevention of serious/violent juvenile crimes, to the extent possible, to give the framework descriptive reality and at the same time discover what innovative prevention strategies are in existence; and
3. Provision of analytic tools to examine the application of prevention programs within the framework.

The design of this approach is implicit in the design of this report. The systematic analytic framework specified in Step 1 was developed. Its construction is described later in this chapter. For purposes of Steps 2 and 3, an analysis was undertaken of 12 community based approaches to the prevention of serious/violent juvenile crimes. The analysis examined projects against the systematic analytic framework.

A person, group, organization or community that promotes the prevention of violent juvenile crimes is a facilitator of change. This includes change in the attitudes and behaviors of youths, as well as changes in the operational patterns of organizations, institutions, or communities. In other words, there are basically two levels at which change in these arenas can be facilitated: (1) individual, which, in the interest of easily understood terminology, is referred to as *delinquency remediation* and (2) community, organizational, institutional change referred to as *delinquency prevention*. The thrust of this report shall be on the latter.

Essential to the development of a systematic framework for analyzing programs which claim to prevent serious/violent juvenile crimes is a clear understanding of the functional differences between delinquency remediation and delinquency prevention. A first beginning is some definitions.

*Delinquency prevention* is an active process of creating *conditions* that promote the well being of youths. A key word in this definition is *conditions*.

Before pursuing the implications of the definition, it is also useful to define *delinquency remediation*, for much of what is called *delinquency prevention* can be understood better as *delinquency remediation*. *Delinquency Remediation* is a reactive process of promoting change for or with *individual* youths who have a recognized need. Here the emphasis is on the *individual*.

#### b. The Distinctive Character of Prevention Strategies

By distinguishing between delinquency prevention and delinquency remediation, it becomes possible to establish some clear differences between the strategies which relate to each of these change processes.

The following lists of intervention strategies of remediation and prevention clearly emerge from the suggested definitions.

#### *Intervention Strategies of Remediation*

- . Individual diagnosis
- . Counseling, casework, psychotherapy
- . Group work
- . Family treatment
- . Crisis intervention
- . Advocacy (case)
- . Referral
- . Brokerage for individual remedial services
- . Consultation (related to individual)

#### *Intervention Strategies of Prevention*

- . Community assessment
- . Planning
- . Community organization
- . Community education
- . Organizational development
- . Training
- . Parent education
- . Employment development
- . Advocacy (class)
- . Legislative policy development
- . Administrative policy development

Several observations can be made about these lists of intervention strategies. The intervention strategies of remediation are basically reactive and focus on individual youths with identified needs. The relationships of remediation involve a helper and a client and, as such, are private transactions between these individuals and are confidential in nature. In juvenile justice, remediation is often initiated at the insistence of someone other than the client.

The intervention strategies of prevention are basically proactive and focus upon conditions that are important to young people. The relationships of prevention invite participation. They are public transactions and broad awareness is often an objective.

It can be easily seen that the intervention strategies of remediation require different skills and capabilities from those of prevention. For those personnel trained in the skills of remediation, a shift to the intervention strategies of prevention may require some retraining and reorientation.

#### c. Technical Elements of Program Design

Prevention programs exist for the purpose of identifying, addressing and ameliorating those aspects of organizational community, or institutional arrangements, policies, and practices which are thought to contribute to criminal behavior among youths. They may have their sponsorship in government, business or voluntary sectors; they may be profit or non-profit; the needs of youths may be obvious and urgent, or focused more broadly on at risk youths. But the relationship is nonetheless present. By its nature, a prevention program realizes its performance only to the extent that it can:

1. By utilizing an understanding of the needs of youths, identify and define impediments in community, institutional, or organizational practices and arrangements to meet these needs;

2. Translate these institutional, organizational, or community impediments into a program implementation statement (purpose);
3. Establish a way of identifying, organizing and maintaining both community and program resources to accomplish the implementation statement; and
4. Develop and maintain program and community feedback mechanisms for informing the program about whether or not it is on the right course or needs redirection.

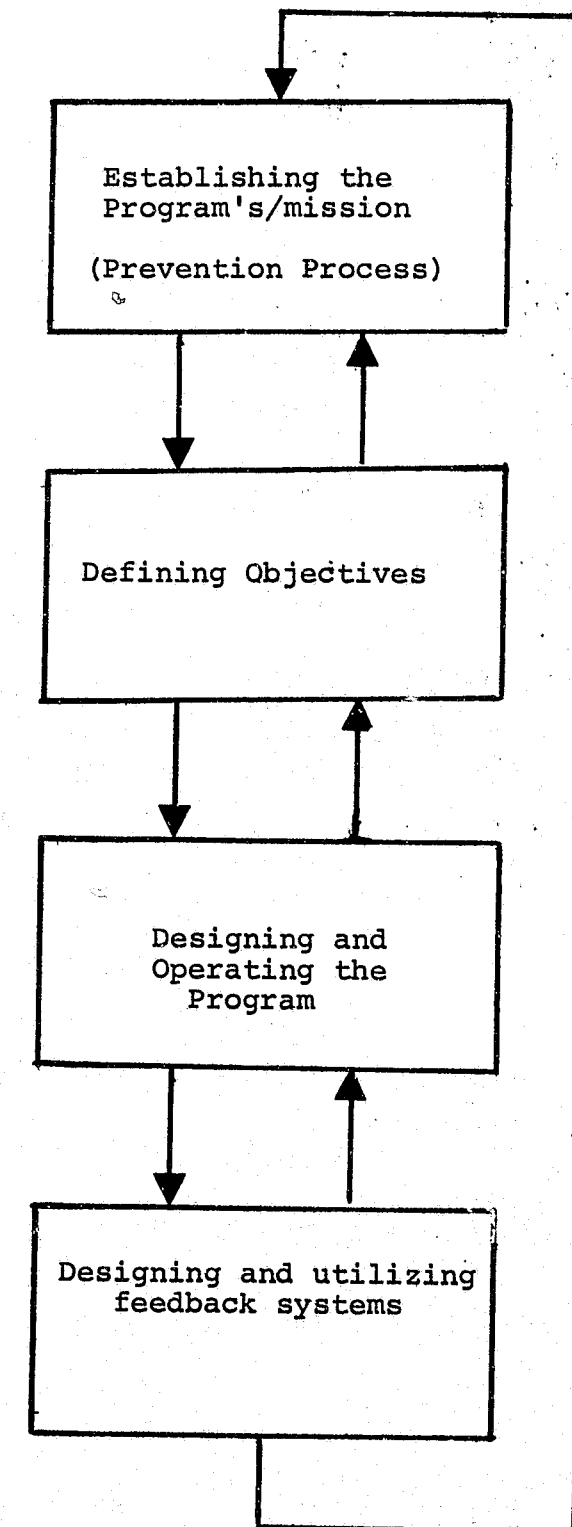
Each requisite, each phase, is difficult in itself and in relation to others. Every crime prevention program must deal with the requisites by applying a particularized type of problem-solving logic. This particularized logic is embodied in decision-making, in which the prevention program uses a rational frame of reference to define the nature of the problem, to identify alternative courses of action, and to select the most desirable solution.

Figure 1 depicts the major phases in a prevention program's life cycle and sets forth the types of decisions relevant to each phase. The first phase, establishing the program's mission, is accomplished through decisions made about the needs for the program. This involves conducting a needs assessment. Needs assessment has both qualitative and quantitative dimensions. It involves more than measurement of need, and attention must be given to what is to be measured. Needs assessment, in a prevention context, begins with problem analysis:

- . What is the community's normative, perceived, expressed and/or relative view of the need?
- . Does the crime problem represent a crying need for the community/neighborhood to act? Is it clear and understandable among community/neighborhood residents that there is a crime problem? Is it a matter of controversy that there is a crime problem? Or does the community/neighborhood agree that there is a crime problem? What potential obstacles are there to getting consensus on what to do about the crime problem?
- . Can the community/neighborhood really have an impact on the crime problem? Where can organizational or institutional change be most effective?
- . Is there a constituency of concerned or affected residents associated with the crime problem?
- . Are there any unique circumstances or opportunities of which the program, in conjunction with the community,

Figure 1- Decision Making in the Life Cycle of a Prevention Program

Phases In The Program's Life Cycle



1. Decisions creating and maintaining the Program
2. Decisions operationalizing the purpose of the Program
3. Decisions on organizing internal and external resources to accomplish objectives
4. Assessing information generated by feedback systems to determine if the program is on the right track or needs redirection

can take advantage in connection with the crime problem?

- . What other public and private community agencies are involved in the problem and are they interested?

Only after answering these questions can the quantitative aspect of need for the purpose of developing a program mission statement be addressed. Community involvement in this phase is essential because through it, the prevention program's mission is legitimated.

In the second phase, defining objectives, the program is making decisions about how to translate its mission into operational terms. For instance, to help a youth develop a bond of attachment, we will engage him/her in a meaningful way in the prevention program's strategies designed to ameliorate school policies/practices which result in routine placement of "trouble kids" in special education classes. It is worth noting also that insofar as objectives have to be stated in measurable, timebound terms, a needs assessment provides the target data for the objectives.

The third phase, designing and operating the prevention program, is associated with decisions about how to link the program with community sectors to accomplish operational objectives. For purposes of conducting this phase, reference should be made to the intervention strategies of prevention described earlier in this chapter. Worthy of emphasis is that a key element of this phase is the transference of the prevention program's technical skills to the community so as to improve the community's capabilities for preventing and controlling crime. There is no question that the most important single factor in preventing and controlling crime is community involvement.

The fourth phase, designing and utilizing feedback systems, is designed to inform the program about the appropriateness of its course and the effectiveness of its efforts.

Prevention of violent juvenile crimes is in an embryonic stage. It is essential that a feedback/evaluation component be built into them to learn which strategies work best and under what circumstances. Successes as well as failures need to be shared in an effort to develop model prevention approaches which may be utilized in communities across the country. This report is an attempt in that direction.

#### d. Community Involvement

Specific planned strategies toward creating conditons in the arena in which youths recreate and otherwise spend their time can be a positive and engaging activity that makes a better community. People are the primary resources for determining and

bringing about change that affects them. Those youths, who might otherwise be identified as being in need of remedial service, can be engaged as active participants in a prevention effort that focuses upon improved conditons with positive results.

In the construction of this systematic framework, the first requirement, and in some ways the most difficult to sustain, is the view that institutional/organizational/community change, as a preventive measure, expand outward from the individual treatment context of practice to the community or environmental setting; where here, as previously noted, the concern is with the youths' broader systemic environment and specifically, how it shapes and molds their predisposition. *Community involvement is an essential requirement.*

Why should crime prevention programs be implemented on a community level? Why can't this be done utilizing only trained specialists in the program?

In reality, professional program personnel do not have the capacity to run crime prevention programs by themselves. This can only be accomplished with the total involvement of the community. Since large numbers of youths are, or should be, served through a crime prevention effort, the cost of running such programs exclusively with prevention program personnel would be prohibitive. In the interest of insuring the continuation of crime prevention programs beyond the time designated by federal dollars, broad community support must be acquired. Federal funding of community projects is most effectively spent on efforts to institutionalize prevention-oriented approaches within major community/neighborhood institutions. Crime, both cause and cure, is rooted in the community--its attitudes, values and resources, and an effective crime prevention program must tap all levels of community life.

Lay people can provide leadership and, with the help of program personnel, create a comprehensive community crime prevention program. All of the major community forces need to be utilized in the process, including social clubs, business and civic leaders, church groups and youths themselves.

Community crime prevention requires that program personnel join forces with the political and economic power structures in a community. If a prevention strategy focuses on parent education, for example, school board members and the people who influence school boards should be recruited into the prevention program.

In addition, the resources of corporations and businesses must be tapped. Professionals have often been reluctant to approach the for-profit sector for assistance because of unfamiliarity with it and, perhaps, for fear of being co-opted.

However, the business community has a strong interest in the general welfare of the community in which it operates. Some corporations have formalized this concern by creating departments of corporate affairs or corporate social responsibility. Program personnel and laymen working with community crime prevention efforts must tap this resource.

Community volunteers can be utilized in a variety of ways in the development and implementation of crime prevention programs, including the following:

1. People in the community should be involved in determining needs, selecting priorities and setting a course of action for crime prevention programs in their community. If a program has a formal board of directors, some should be composed of local citizens, civic leaders, and business people. The importance of their roles on the board relates to the fact that they bring with them community approbation and access to community resources and networks.
2. Another role for volunteers is the promotion of legislation, job opportunities for youths, recreation, and cultural activities.
3. Perhaps the most critical role for lay volunteers is the provision of assistance in carrying out public awareness and educational initiatives.

The aims of public awareness initiatives are to inform the community/neighborhood about the extent and nature of the youth crime problem and offer ways they can become involved in reducing it. Further, public awareness initiatives sensitize a community/neighborhood to the fact that there is a problem in addition to providing a focal point for community mobilization.

There are many other opportunities for community volunteers in crime prevention programs. In fact, their opportunities are limited only by the amount of energy and creativity that can be generated by programs truly responsive to community needs and concerns.

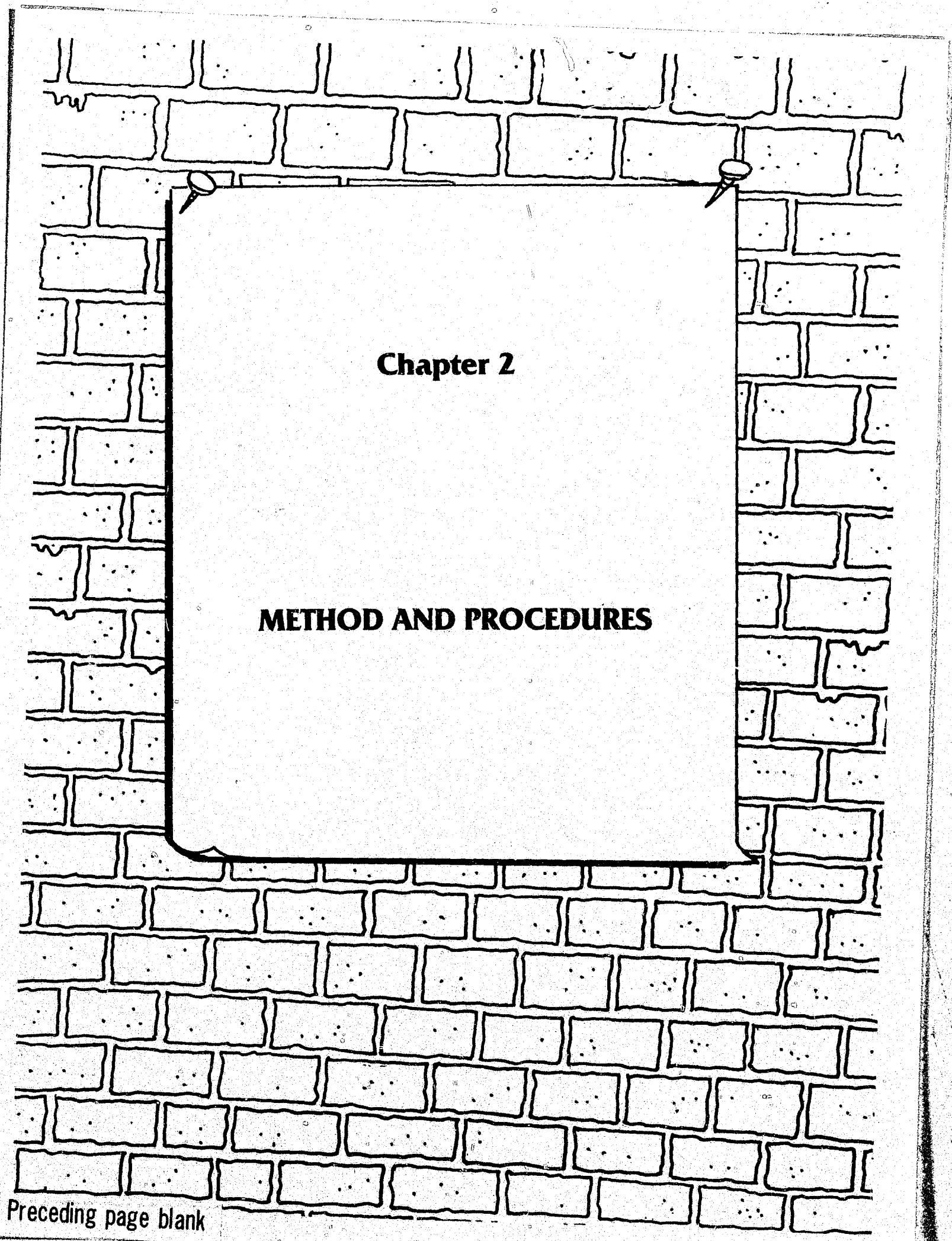
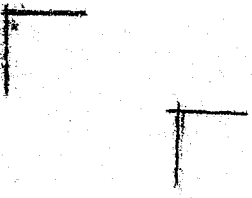
#### Summary Remarks

The purpose of this chapter has been to set the stage for the remainder of this report. Brief observations were made of the state of current practices which are guided by theoretical orientations that contend the causes of juvenile delinquency and crime result from something within the individual. At counterpoint, on the basis of current theories that purport that it is

more appropriate to look outside the individual for the causes of youth crimes, important considerations and steps have been presented for developing and implementing new approaches to the prevention of serious/violent youth crime.

A major prerequisite for launching juvenile crime prevention programs within a community-oriented context, as presented herein, is considered to be a clear understanding of what prevention means and a concomitant familiarity with related intervention strategies and an understanding of how they differ in nature and implementation requirements from remediation strategies.

In sum, the analytic design outlined in this chapter serves as the general framework for the assessment of the twelve (12) projects that were identified as promising approaches to the prevention of serious/violent youth crime.



**Chapter 2**

**METHOD AND PROCEDURES**

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Identification and Selection of Projects

The procedures used for identifying projects for review and site visits can be best described as "exploratory," but they entailed a step-wise sequence, moving from virtually the unknown, i.e., the location of CBOs throughout the United States, to the selection of specific programs to be included in the documentation of preventive efforts.

A population of unknown size and location always presents problems for those seeking to determine and report on something about the population in question. In particular, questions might be raised regarding the completeness of the population once location efforts have been accomplished, and consequently concerns may be expressed regarding the representativeness of the sample selected.\*

In relation to the present effort, the networking process utilized by LM&A may not have, and most probably did not, result in identifying all of the CBOs in the United States conducting crime prevention programs or otherwise engaged in the prevention of juvenile crimes. However, it is believed that the process significantly reduced the chances of oversight.

LM&A engaged itself in the following procedures after target areas, based on reported level of the incidence of violent/serious crimes, were identified:

- . Reviewing input from Advisory Panel members and consultant networks
- . Developing a protocol for project identification and the gathering of information on prevention programs
- . Reviewing the literature on prevention models
- . Contacting knowledgeable persons familiar with CBOs in target urban areas
- . Conducting initial telephone interviews with the directors of prevention programs

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\*One methodological factor making the population a little less nebulous was LM&A's decision to target the identification activities to urban areas characterized by high violent/serious crimes.



- . Analyzing initial telephone interview data
- . Conducting a second set of interviews or soliciting by mailed completed interview schedules from program directors
- . Analyzing the second set of interview data
- . Selecting projects for site visits
- . Notifying and scheduling projects for site visits
- . Conducting site visits

An occasional deviation from this operating format was necessitated by geographical area served as well as the resources available for project identification.

The projects were selected for site visit based on the following criteria:

- (1) The extent to which the projects incorporate the social development model; (Hawkins, Pastor et. al.)
- (2) The typology of cause-focused strategies of delinquency prevention;
- (3) Extent of violent crime in target area of projects; and
- (4) The extent to which project met criteria developed for site visit selection

A total of thirty-one site visits was made to projects located in the following Cities:

New York, New York	Birmingham, Alabama
Newark, New Jersey	Atlanta, Georgia
Philadelphia, Pennsylvania	Oakland, California
Miami, Florida	Los Angeles, California
Roanoke, Virginia	San Francisco, California
Chicago, Illinois	Compton, California

Time constraints did not permit the staff ample time to visit projects located in the southwest corridor and Puerto Rico. Documentation on these projects, as well as the 19 others subsequently eliminated, are on file and have been reviewed for general use.

#### Study Projects

A highly select group of twelve (12) of the thirty-one (31) projects was chosen for the indepth analyses for this report. Management considerations and outcome benefits mandated this course of action.

The twelve (12) projects were selected after careful and focused study by LM&A staff of the thirty-one projects initially selected for a site visit. Some of the factors considered in the final selection, in addition to the extent to which the projects met the assessment criteria, were the quality and quantity of data in the project's file and geographical distribution.

The projects chosen are listed below alphabetically and their detailed descriptions are included in Chapter 5 in that order:

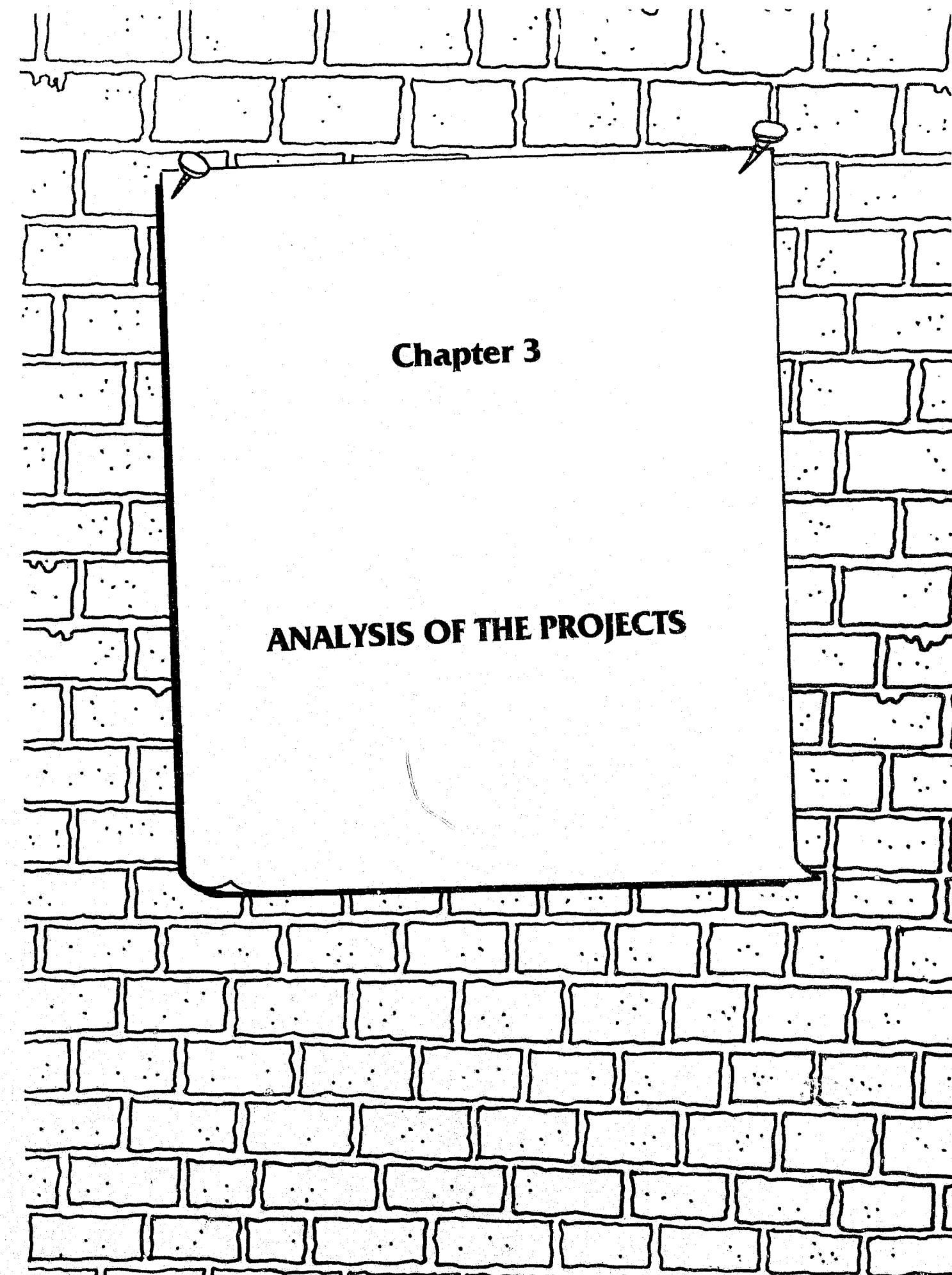
1. Association House of Chicago Youth and Family Intervention Project
2. Belafonte Tacolcy Center, Inc. The Outdoor Challenge Program
3. Centro De Cambio Community Assistance Team Project
4. House of UMOJA, Inc.
5. Humbolt Park Project/Safer Foundation
6. Inner City Roundtable of Youth, Inc. (ICRY)
7. Reach Out, Inc.
8. Real Alternatives Program, Inc. (RAP)
9. Richmond-Perrine Optomist Club Perrine Crime Prevention Program
10. Service for Asian-American Youth (SAAY)
11. Sey Y.E.S., Inc. (Youth Enterprise Society)
12. Wynwood Youth Center, Inc.

#### Points of Emphasis and Consideration

The overriding goal of the related activities of Task One of LM&A's proposed work under its contractual agreement in the VJCPP was an analytical assessment of the findings resulting from the study of selected projects engaged in promising strategies to prevent violent/serious juvenile crimes. Various management and outcome considerations during the life of the study effort necessitated selecting a sample of projects which does not meet the standards of a rigorous scientific design. Rather than being representative of the population of projects conducted by CBOs, the group of projects evidences a wide range of approaches of communities in selected high crime urban areas to the prevention of juvenile crimes. As such, the data base represents a rather purposive sample upon which to draw for analytical purposes.

A second point must be strongly emphasized; namely, the overall effort did not represent an evaluative research project in which evaluation criteria were developed and utilized as yard sticks to determine program success. The study was an attempt to identify what is happening in the field and to analyze and assess the operating programs from the perspective of a community based preventive model. Each project has been described and assessed in terms of its own features and, in a summarily fashion, to some of the guides jointly developed by IM&A and OJJDP. The integrated analysis represents an after-the-fact imposition of objectives and criteria upon the projects analyzed rather than reflects the explicit objectives of the projects or a predetermined set of study criteria.

A third consideration relates to the nature of much of the data utilized in describing the individual projects and subsequently utilized in the integrated analysis. The overwhelming majority of the data incorporated in the description of the operational context of the projects, e.g., geographical, cultural, economical, criminal, family stability features, is perceptual in nature rather than data resulting from the study of documented sources and/or staff observation or through direct study.



Conceptual Framework for the Analysis

The purpose of this analysis is to provide a summary assessment of the current state of the art in community-based approaches to the prevention of serious/violent juvenile crime as it is reflected in the detailed reviews of the twelve (12) projects included in this report.

Although this group of projects is not a representative sample in a rigorous, scientific sense, the selection process was designed to include projects evidencing a wide range of community-based approaches to the prevention of serious/violent youth crime. The composition of the sample restricts the precision and elegance of the analytical design; however, the rich body of descriptive data derived from the available sample does allow the highlighting of promising strategies and common limitations that can, in the aggregate, yield a base of information from which improved approaches can be developed.

This analysis, like any other, presupposes assumptions and criteria against which the reviewed projects were measured and assessed. The assumptions and the implied and explicit criteria flowing from them that shaped and guided this analysis relate to three (3) basic features of project operations, namely, the role of the community, the pattern of youth involvement, and prevention strategy emphases. Each feature requires further examination to explain its meaning and relevance as an analytical tool.

1. The Role of the Community

Current theorizing, and common sense, emphasize that broad community involvement is essential to the prevention of serious/violent juvenile crime in areas experiencing this problem. Community involvement begins with the establishment of widespread awareness of the problem and a sense of shared responsibility for its prevention. It builds upon the development of acceptance of the legitimacy (appropriateness and relevance) of proposed prevention strategies and finds expression through the surfacing of indigenous leadership and subsequent widespread participation in shaping, targeting, and implementing prevention strategies in line with commonly perceived needs and priorities.

From this perspective it is clear that projects claiming a community prevention orientation can be, in fact, community-based and yet essentially detached from and impervious to influences from the communities they serve.

The assessment of existing community-project relationships in the 12 projects studied is designed to identify insights pertinent to steps to emphasize and those to avoid in building this relationship when mounting future prevention projects.

## 2. The Pattern of Youth Involvement

For purposes of extreme comparisons, the pattern of youth involvement may be that of passive recipient of or active participant in a project's program of services. Furthermore, project services may effect a separation of served youths from or an integration with the life of the community; and, project services may concentrate on one or more specific problematic youthful behaviors (e.g., truancy) as distinct from taking a more holistic approach of youth-in-environmental context.

Prevailing thinking on the role of youth in the prevention of serious/violent youth crime stresses the need to acknowledge the capacities of youths for contributing to the shaping and carrying out of preventive activities within the community context. Through such self (peer) help and mutual aid activities it is reasoned that youths profit by achieving better integration into community life through practicing conventional role behavior and from the rewards of improved status (and perhaps financial gain) arising from favorable community reaction.

Thus, from an assessment standpoint, projects at greatest variance from current thinking about the role of youths in community approaches to preventing serious/violent youth crime would be those that wait for other sources in the community to identify and refer youths exhibiting specific problematic (delinquent/criminal) behaviors and then apply pre-set services primarily conducted within project operated facilities to remedy known problems.

## 3. Prevention Strategy Emphases

The major sources of influence on the integration, socialization and control of youths' behavior are commonly asserted to be those of immediate community, family, school, peers and the employment structure. Virtually without exception, urban neighborhoods exposed to high rates of serious/violent youth crime are found to exercise deficient, inappropriate, otherwise inadequate influences upon youths' behavior through at least one, but usually more than one, of these sources. Hence, if responsibility for the prevention of serious/violent youth crime is to be returned to the community, the goal of preventive strategies must be the strengthening and/or modifying of these sources of influence. In short, prevention strategies are those that aim at altering the conditions in the community that prompt or permit serious/violent youth crime.

Properly understood, preventive strategies are those that help a community recognize and focus upon the conditions that prompt or permit youth crime--as contrasted to a focus upon individual youth offenders. These strategies lend assistance for episodic and sustained capacity building in order to enable the community to respond effectively by correcting or compensating for deficient conditions in the community, family, school, peer or employment network. From this viewpoint, as a general rule, projects deviate from a preventive stance to the extent to which they direct their intervention strategies toward individual remediation and to the extent to which they tend to retain leadership expertise in implementing strategies rather than transferring it to appropriate community sources.

A variety of authorities have identified an array of preventive strategies, that is, strategies capable of addressing and altering the conditions that prompt or permit serious/violent juvenile crime. Among those about which there appears to be broad agreement are the following:

1. Community Assessment (Determining the nature of the problem and assessing community resources);
2. Planning (Identifying and setting priorities among targets for action and, establishing action steps);
3. Community Organization (Mobilizing existing community capacities and resources);
4. Community Education (Increasing public awareness of problem and building sense of shared responsibility for its resolution);
5. Organizational Development (Creating new or altering existing organizations and networks);
6. Training (Upgrading professional, volunteer, or youth skills in order to alter community conditions);
7. Parent Education (Increasing the coping capacities of parents and families with youths, and of youths as parents or prospective parents);
8. Advocacy (Creating or leading socio-political movements for changes in conditions);
9. Employment Development (Creating new opportunities and/or altering conditions that negatively affect the access of youths employment);

10. Legislative Development (Promoting/shaping, supporting legislation capable of improving community conditions);
11. Administrative Policy Development (Promoting, shaping, supporting changes in program content, eligibility and access pertinent to youths).

It is obvious that any or all of these strategies could be imposed upon a community by an aggressive project without soliciting and progressively building up broadly based input from community residents, professional and business leaders and the like. It is also clear that a project could retain a monopoly on the technical expertise to mount such strategies rather than transferring such expertise to the community, particularly in the absence of significant community involvement, and that it could proceed without requiring more than a passive or recipient role on the part of a community's youths. Finally, all of these strategies could be put to use in serving the goal of individual remediation rather than the goal of changing community conditions to affect prevention by emphasizing individual needs assessment, case planning, case advocacy, individualized job placement, promoting legislation in support of individual remediation programs, and so on.

In sum, the purpose of this discussion has been to identify as clearly as possible what a project engaged in community prevention of serious/violent youth crime looks like by stating its components and emphases and contrasting them to their opposites.

Each of the 12 projects examined in this analysis asserted a claim to being engaged in community prevention of serious/violent youth crime. Each was compared to the conceptual framework offered here for the purpose of deriving aggregate summaries that highlight both the promising techniques and the limitations in the state of the art.

#### Assessment of Project Approaches to the Role of the Community

##### *Establishing Credibility*

All of the projects can be considered grassroots in origin in the sense that one or a small number of dedicated individuals saw a need among their respective communities' youths and devoted themselves to meeting it, often at personal financial sacrifice.

Some projects gained a measure of immediate credibility by virtue of their affiliation with sponsoring organizations that had, over the years, gained wide community acceptance.

Other projects that formed independent non-profit organizations to carry out their missions faced the more arduous task of earning credibility through program performance, a task that has achieved uneven success to date, particularly relative to law enforcement personnel.

Among projects sponsored by organizations, project service goals and program orientations do not, as a rule, vary markedly from those of their parent organizations. This suggests that the advantage of winning immediate credibility is counterbalanced by both community and organizational expectations that the projects conform in broad terms to parent organization service traditions. In short, the role of the community in project operations is defined by its role in operating within the parent organization; hence, these projects do not commonly initiate separable efforts to establish credibility but rather work through and within their parent organization's established mode of operations and community networks. Even those projects that have spun-off from their sponsoring organizations tend to continue to rely upon the parent organization's reputation and community connections for fund raising and other legitimacy building activities.

Projects that began as independent organizational entities, on the other hand, have demonstrated comparatively more innovation in establishing credibility. For example, persistent face-to-face efforts to win acceptance and establish reciprocal linkages with law enforcement and youths themselves, solicitation of favorable local media coverage, and the establishment of tight internal management coupled with highly selective cultivation of relevant sources of community support are all techniques with potential for improving the status of projects in the eyes of the communities being served.

By these varied approaches it appears that all of the projects have achieved at least partial community recognition of the legitimacy of their missions. However, if judged by perhaps the ultimate criterion of community financial support, most of the projects have yet to achieve solid standing in their communities. One project has obtained some United Way funding through the intervention of its parent organization and two others have been successful in obtaining foundation funds by stressing the minority self help concept and by utilizing prestigious community-based board members. These latter two projects are also aggressively mounting fund raising programs involving individual solicitations, sponsorship of entertainment events and the like. It should be added, however, that these projects, like the rest, remain dependent to an unknown but probably substantial degree upon government

sources (welfare and the courts) for payments to provide traditional individual remediation services (gang mediation, foster care, counseling, etc.). The futures of projects that lack these sources of support appear to be in serious doubt.

It is interesting to note, from the perspective of community prevention of youth crime, that one project's sponsoring organization feels that it increased its credibility in the community when it was able to move from being a store-front and pool hall operation into permanent facilities.

*Involving the Community in Program  
Development and Administration*

All of the projects appear to have been launched by one or a few individuals who were responding to what they perceived to be widespread community concern over the problem of serious/violent youth crime. As a general rule, the communities being served played no formal, organized part in the initial assessment of its problems and/or its resources for addressing them.

Parts of this may be attributed to the impatience of charismatic individuals with formalized processes, part of it may be traceable to a lack of project expertise in mounting coherent assessment approaches and part of it may have resulted from community reluctance to be forthcoming about its problems to new helping entities in their midst. Whatever the reasons, having started upon an impressionistic basis, all of the projects continue to be saddled with marked deficiencies in program structure and technical skills relative to obtaining and updating coherent assessments of the dimensions and distribution of both the problem and the responsive resources in their communities.

Over the course of time, each project has developed some form of information feedback that could loosely be referred to as its management information system. These methods range from techniques for utilizing youths to monitoring street rumors for purposes of improving project crisis responsiveness to elaborate intake record forms replete within numerous data elements filled out and periodically updated by staff. The techniques help keep a pulse on certain kinds of community problems and/or provide information of a case management sort about the types of youths served and the types of services rendered. These approaches to information gathering, individually or in combination, fall far short of the type of systematic periodic effort to tap community opinion and data sources (census data, police reports, etc.) needed to guide and shape program activities.

In the course of their development, all of the projects have also made efforts to incorporate greater community input into project management and/or program guidance. Although these efforts have commonly led to the formation of project committees or councils broadly representative of community opinion, this is not always the case, and the purpose and role of the groups that have been created vary widely from project to project.

According to available information, with few exceptions, these groups do not appear to be well integrated into project activities or to play a very meaningful role in shaping their direction.

There are at least two reasons why this may be the case among projects located in sponsoring organizations. First, and most clearly, in every case sponsoring organizations--their executive directors and Boards--retain decision making authority and hold project directors responsible for daily management. This reduces a project's committee or council to an advisory status at best.

Secondly, given their small size in terms of funding, staff and clientele served, several of these projects appear to suffer from an inverse management pyramid, one which absorbs project personnel in intricate reporting details and relationships with their organization's executive branches as well as internal committees set up to oversight the project. These projects appear to be hampered in terms of both time and authority relative to effectively utilizing community committees directly affiliated with their activities.

Whether projects are sponsored by parent organizations or not, however, the community based groups affiliated with most of them appear to function as sounding boards for ideas generated by project personnel. In short, they perform a reactive rather than proactive role and this is probably traceable to the fact that these groups were created after the project concept had been formulated and its implementation had been put into motion.

There are notable exceptions to this general observation, particularly among projects that incorporated as independent organizations to carry out their respective missions. Some have followed the path of developing more or less formal, centralized decision-making structures around the founding individuals. In these projects community involvement in project development and administration appears to be very limited and highly controlled by each project's leadership. In contrast, one project has developed a dual Boards-of-Directors concept that may well have considerable merit for promoting community input. One board is comprised of community leaders while the other is made up of

representatives of youth street gangs/clubs. Both Boards have responsibility for project planning, and, perhaps most importantly, each holds veto power over the other's proposals.

As a general rule, community involvement in the internal development and administration of project activities does not appear to be very significant.

#### *Use of the Community in Prevention Activities*

Most projects have not concentrated upon mobilizing or organizing the community for purposes of carrying out project activities. While all projects have developed some ties to the communities they serve, most can be classified as placing primary emphasis upon building their own internal service programs, upon utilizing the services available in their sponsoring organizations, or upon developing referrals/placements linkages with other existing community youth services resources. These are tactics common to any organization concerned with maximizing the delivery of direct services to its clientele; however, they are not well suited to the tasks of cultivating indigenous community leadership, mobilizing community initiatives or otherwise focusing community awareness and energies upon the problems of youth crime.

It is possible that these projects have been so preoccupied within meeting the immediate service needs of youths that they have not yet moved to the stage of turning their attention to utilizing their communities in prevention activities. There is some support for this possibility in the observation that most projects currently are attempting to utilize their community advisory council or committees and other linkages to their communities for purposes of raising money to assure their survival over the immediate future. However, concern with survival places a project in the unenviable position of having to devote attention to mobilizing the community for the project's benefit. This in turn can dampen community support if the community interprets such efforts to relect placing a priority on self seeking goals. Available information on at least one project suggests that it may be confronting such a problem.

On the other hand, it is also possible that mobilizing the community to carry out prevention efforts was not a primary goal of most of these projects from their beginnings. If so, the low level of demonstrated effort toward this objective would not be inconsistent with their original program philosophies. Indeed, the program philosophy common to many of the projects appears to be that of developing service programs for

youths and then to seek community support for the carrying out of those programs. Thus, from the beginning, many projects perceived the community's role to be more supportive in nature than participatory.

One project represents a promising departure from this orientation. Here, the concept is the formation of teams composed of community adults and youths which are supported and advised by project personnel that have patrol surveillance and other functions within their own neighborhoods. This project begins with community mobilization and depends upon community members to do the work in contrast to most project approaches that depend upon project initiatives and bringing the community in later to support them. It should be noted here that the organization that sponsors the project has had no luck to date in obtaining funding to fully implement this approach.

Perhaps the most common method used by these projects to stimulate community involvement is that of recruiting staff and volunteers from people indigenous to the communities they serve. Strategies range from seeking to develop a completely indigenous staff structure to supplementing professional staff by recruiting youths who were former program participants. It is important to note here, however, that the common emphasis is upon utilizing community residents to perform direct service delivery functions. Their knowledge of the community is conceived to be valuable in making direct services more relevant to those served, but that knowledge is not generally put to use in mobilizing their communities for purposes of altering conditions and/or related youth crime prevention efforts.

#### Assessment of Project Patterns of Youth Involvement

##### *Establishing Street Credibility*

Street credibility, or belief in the worthiness of project efforts in the eyes of the youths being served, must be earned through project initiatives directed towards the youths themselves. Unlike community credibility, it is not likely to be gained by virtue of a project's affiliation with a "respected" sponsoring organization, letters of support from community leaders, formalization of reciprocal relationships with existing community service agencies, and similar techniques.

While street credibility would seem to be vital to the conduct of projects focused upon the prevention of youth crime, it is entirely possible to operate such projects without establishing it. Indeed, the history of juvenile delinquency prevention efforts is littered with examples of projects of undetermined merit that either never sought or otherwise failed to gain the confidence of the youths they served.

From a prevention standpoint, aggressive outreach to youths in the community context would appear to be critical to establishing street credibility. In this regard, a number of promising approaches are worth highlighting including the use of periodic newsletters directly targeted at and at least partially developed by youths, sustained face-to-face contact between a project's founding leaders and youths, and the operation of outreach youth recruitment approaches.

The extent to which projects invest in efforts to establish street credibility through outreach, however, appears to be materially influenced by such factors as how locked in they are to specific sources of youth participant referrals and associated funding and whether they are or are not part of a sponsoring organization.

For example, some projects receive most, if not all of their youth participants and substantial funding as a result of assignment by youth courts and are, in one manner or another, affiliated with sponsoring organizations. Although the available information is not entirely clear, it does suggest that one project may no longer emphasize its detention center recruitment approach given its current referral relationship with the youth court. Further, another project relies upon the newsletter of its sponsoring organization to carry project news to youths which may well lessen the appropriate targeting of information to specific youths and, coincidentally, youths' sense of ownership of this communication device. Finally, court assignment of youths on a county wide basis seems to influence project outreach activities. The immense scope of the geographic area covered by the project, coupled with the steady supply of youth participants from the court, no doubt diminishes any felt need on the part of project personnel to establish street credibility. Under these circumstances, it is not surprising that this project considered a move of operations from storefronts and pool halls to permanent facilities as an upgrading of its credibility and that it depends upon the attractiveness of its sponsoring organization's recreation, cultural and sports programs to attract youths to its offerings in lieu of outreach efforts.

Establishing street credibility also appears to be a higher priority among projects that address themselves to street gangs and clubs. In particular, one project which directs itself to "program resistant" youths, has invested considerable effort in creating communication linkages between the project and youths in the streets through gang/club leaders and, in turn, derives a high percentage of its youth participants by word of mouth and self referrals through this communication network. Similar efforts are evidenced by other projects concerned primarily with street clubs/gangs.

Youth gangs and clubs are, of course, visible entities within community environments that both define and negotiate issues of credibility. Projects that deal directly with street gangs and clubs no doubt perceive establishing street credibility as more central to the success of their preventive efforts than projects aimed at serving individual offenders and those at risk.

#### *Involving Youths in Project Development and Administration*

Most projects have made some effort at involving youths in the internal decision making process; however, the nature and degree of involvement varies widely. One method is to appoint some youths to the project's governing Board of Directors. More commonly, a separate youth advisory council or committee is formed, or feedback is obtained through rap sessions and interviews with participant youths. One project utilizes structured daily sessions to obtain youth participant reactions, but beyond this most projects do not appear to make allowance for meaningful input from youths nor for broad representation of non-participants as well as participant viewpoints. For the most part youth participation is reactive and/or limited to such decision making as planning dances, games and other recreational activities.

The one clear exception to this pattern is a project which has a dual Boards of Directors structure, one of which is entirely composed of representatives of street clubs and gangs. This Board has joint planning responsibility and shares veto power with the other board composed of community leaders. Unlike other projects in this study, youths in this project have gained some mid-management staff leadership positions as well as significant say so in the development of project activities and priorities.

#### *Use of Youths in Community Prevention Activities*

From a community prevention perspective, youths should not be dealt with as mere recipients of services; rather, they should be considered part of the solution of the problem of serious/violent youth crime. The types of services offered by several projects, however, dictate roles for participating youths that mitigate against integrating youths into the conventional life of the community and/or their contributing actively to prevention efforts.

Chief among these are projects that offer residential services or otherwise remove youths from the community context to provide services. These projects offer alternatives to community living and/or resources rather than community utilization, such as, alternative school, wilderness living experience, and full-time classroom instruction oriented to the rules of the world of work. The use of youths in prevention efforts in these projects



appears to be limited to volunteer or paid peer counseling with other youth participants. These projects also rely to a considerable extent upon the courts and/or welfare agencies for youth participant assignments and payments and may well be limited by these arrangements in terms of the permitted scope of youth involvements in prevention activities in the community context.

On the other side of the coin, a number of promising approaches are in evidence including the development of teams composed of community adults and youths guided by project personnel that purport to perform patrol, surveillance and other duties, the creation of a gang council to heighten communication between youths and the community, the utilization of youths to escort and protect senior citizens, and the formation of a group of female youths that serves as an "early warning system" in monitoring street rumors concerning gang activities, among other functions.

Once again, the preponderance of innovations involving the integration of youths into conventional community life and in carrying out youth crime prevention activities stems from projects directly engaged in addressing street clubs/gangs. Conversely, projects that have built up imposing internal service delivery programs as an alternative to using or developing such options within their communities and/or those that have formal referral/payment arrangements governing large numbers of youth participants appear to be less motivated or otherwise less capable of effecting community integration for or community prevention with the youths they serve.

#### Assessment of Project Prevention Strategy Emphases

##### *Prevention Goals and Focus: Individual Remediation/Changing Community Conditions*

The goals of the projects studied for this report were generally established by the founding individual or small number of individuals according to his/their personal perceptions of the need(s) of youths within their respective communities. For the better part, these needs were perceived in terms of individual youths, their lack of coping skills, their abundance of idle time and/or their attachments to undesirable groups and influences. Given this, it is understandable that the primary emphasis in most projects has been upon developing intervention strategies and services of an individual remediation sort, notwithstanding the rhetoric of prevention adopted by the projects.

In no instance does available information indicate the kind of widespread community involvement or that of a community's youths in the process of goal formation that could have drawn the attention of project founders to the impact of community conditions upon the behavior of its youths.

A few of the founders did conceive of the problem of serious/violent youth crime in a broader context and this is reflected in their goal orientations. For example, two projects explicitly pointed to inadequacies and failures of family units as primary contributors to the problems of youths and set about, in quite different ways, to target their interventions upon the family. Another project asserted a recognition of unjust practices in community institutions such as law enforcement, the courts and schools to be a major contributing factor to youth crime, and one project's founder, having been a former gang leader, shaped the goals of the project toward interventions affecting gangs as entities rather than their individual members. A similar path was followed by another project.

In spite of these somewhat more prevention-oriented initial goal orientations, these projects have proceeded to develop service strategies and programs that are in many ways indistinguishable from the individual remediation programs conducted by other projects. One project, for example, has become basically a foster family care program similar in form to numerous other existing group foster care facilities. Although its emphasis upon an African model of family life is strikingly different, it primarily serves to provide an alternate family for individual youths. In doing this, the project does not attempt to alter community conditions affecting natural families or to improve their functioning in any meaningful way, but rather it offers a substitute for the natural family, apparently on a permanent basis. This approach can, in fact, be reasoned to be anti-natural family oriented in its efforts to provide a better family life for youths.

In the case of the other project which also asserted a holistic concern within the family unit, an approach designed to increase the capacities of family units to perform conventional parenting and other functions in spite of recognized community resource supports and other shortcomings has been adopted. In short, here the focus has become one of improving the coping capacity of family units rather than one of changing conditions that impinge upon family functioning. This appears to be nothing more than an extrapolation of individual remediation strategies to application within family units.

The project beginning with a recognition of unjust community practices affecting youths has proceeded to build a program structure of residential care, alternative schooling, counseling

and allied services that serves as an alternative to unjust conditions for individual youths rather than as a corrective for unjust conditions in the community.

Finally, although one of the more innovative projects appears to have remained more consistent within its original prevention oriented goal intentions than most other projects, it too has increasingly invested itself in the development of vocational training, job placement and counseling programs of the individual remediation.

There are, in fact, few true examples of preventive initiatives, that is, efforts directed toward changing conditions in the community that either prompt or permit serious/violent youth crime, in the efforts undertaken by this group of projects.

Those that have been undertaken commonly focus upon utilizing youths in conventional role behavior such as in performing patrol/surveillance, senior citizen escort, community cleanup or other similar services, or rumor monitoring and youth gang/club mediation functions.

All projects have engaged in activities designed to involve the communities they serve. However, from the prevention perspective adopted in this report, these activities can be best understood as being designed to elicit community support for project efforts rather than to engage communities in self help and other initiatives to change community conditions. For example, in terms of advocacy, projects tend to utilize community members to represent, interpret and advocate for the project rather than to mobilize community pressure and interest in altering local school, family, peer, employment or other practices affecting youths.

As a general observation, these projects view prevention from the perspective of individual remediation: Hence they probably perceive no inconsistency between the rhetoric of their goals and the service strategies they follow. From the perspective of prevention advanced in this report, however, there is an enormous gap between what needs to be done to achieve it and what these projects are doing.

#### *Recognition and Responsiveness to Changing Community Needs*

In addition to appropriate goal statements and the adoption of relevant strategies, a truly preventive approach requires that projects create data gathering, communication and decision-making mechanisms capable of promoting sensitivity to community conditions and flexibility in adapting to them.

All of the projects in this study are seriously deficient in their data gathering techniques and most have demonstrated less than the level of commitment needed in the areas of sharing information and decision-making to assure recognition of and responsiveness to changing community needs.

One project maintains a system for monitoring rumors for purposes of effective crisis intervention and another has shown its flexibility in programming by developing an approach to marketing the motorcycling skills following recognition of the widespread existence of these skills among street gang/club members, but these examples of recognition and responsiveness are few and far between.

Far more commonly, these projects seem to use their communities in ways that are traditional to most organizations evidencing a primary concern with program survival and growth. Typically, these projects appear to selectively utilize prominent board members or other persons with relevant influence to promote project activities and/or to promote relationships with agencies that provide funding for youth services. There is good reason for this approach since all of these projects can either be classified as scurrying for survival or being engaged in internal program expansion efforts. Either way, internal concerns become paramount and responsiveness to the community is accorded a lower priority.

Additionally, several projects express strong loyalty to the founder and/or the founding concepts of their operations. Given this, projects tend to adopt strategies for controlling and limiting community involvement since unchecked community involvement could lead to altering the initial goals and service strategies of the project.

Among those projects that have been in operation long enough to reach a decision point concerning community involvement, most appear to have chosen, openly or otherwise, to retain internal control and to cultivate selective contacts that have potential for promoting existing goals and strategies rather than to open the project to increasing community participation. This path is traditional to the operations of most organizations, whatever their nature, but it is not the appropriate path for projects avowedly engaged in community youth crime prevention efforts. To move in this direction is to create self imposed limitations on project sensitivity to changing community needs. With few exceptions as noted, these projects are operating, apparently by choice, under such self imposed limitations.

### *Transferring Prevention Technical Skills to the Community*

Finally, a fully operating preventive approach serves, through the provision of technical assistance, to transfer the skills for carrying out preventive programs to the community itself. The transfer process is not one aimed at the project doing itself out of business; rather, it is one of providing on-going technical assistance and support to enable a community to build, maintain and revise its involvements in preventing youth crime in its midst.

Transfer activities include provision of materials, supportive leadership, training and guidance in the "how to" for identifying indigenous leadership, building communication networks, bringing people together to develop self help groups and to perform advocacy, gathering information to assess the problem of youth crime and community resources, and so on.

Several projects engage youths in "earn and learn" roles that can be considered, in a modest sense, a transfer process of prevention technology. Such roles for youth are clearly distinguishable from the role of being a passive service recipient.

Also, most projects recruit and train both paid and volunteer staff from residents indigenous to the areas being served. This too can be considered a modest effort at transferring useful skills to the community.

Beyond these efforts at youth involvement and staff recruitment, isolated examples of conducting training programs with school personnel and media efforts designed to increase both the public's awareness of and sense of responsibility for the problem of youth crime are in evidence, but little more.

In addition to the virtual absence of skills transfer efforts in the community context, most projects do not emphasize the utilization of internal project processes as learning grounds for indigenous community leaders and other concerned citizens. What is meant here is that broad involvement of community residents in the planning, operational, and decision-making mechanisms of the projects could yield substantial skills building for conducting similar activities in the community context and thus representing an important technique for transferring valuable skills.

The documented pattern of involvement of community residents on boards, committees and other project mechanisms, however, does not reflect the level and intensity of involvement that would be required to make this approach a reality.

By and large, the lack of emphasis upon technical skills transfer follows from, or at least is quite consistent with, project goal and strategy emphases that primarily effect an individual remediation focus on their inadequate mechanisms for remaining in touch with the communities they serve which is at least partly accounted for by their preoccupation with survival or internal expansion.

### Summary Comment

This assessment has gauged the twelve (12) projects under study according to sets of criteria designed to determine the extent to which they are currently serving the purpose of community youth crime prevention. The sets of criteria applied are summarized as follows:

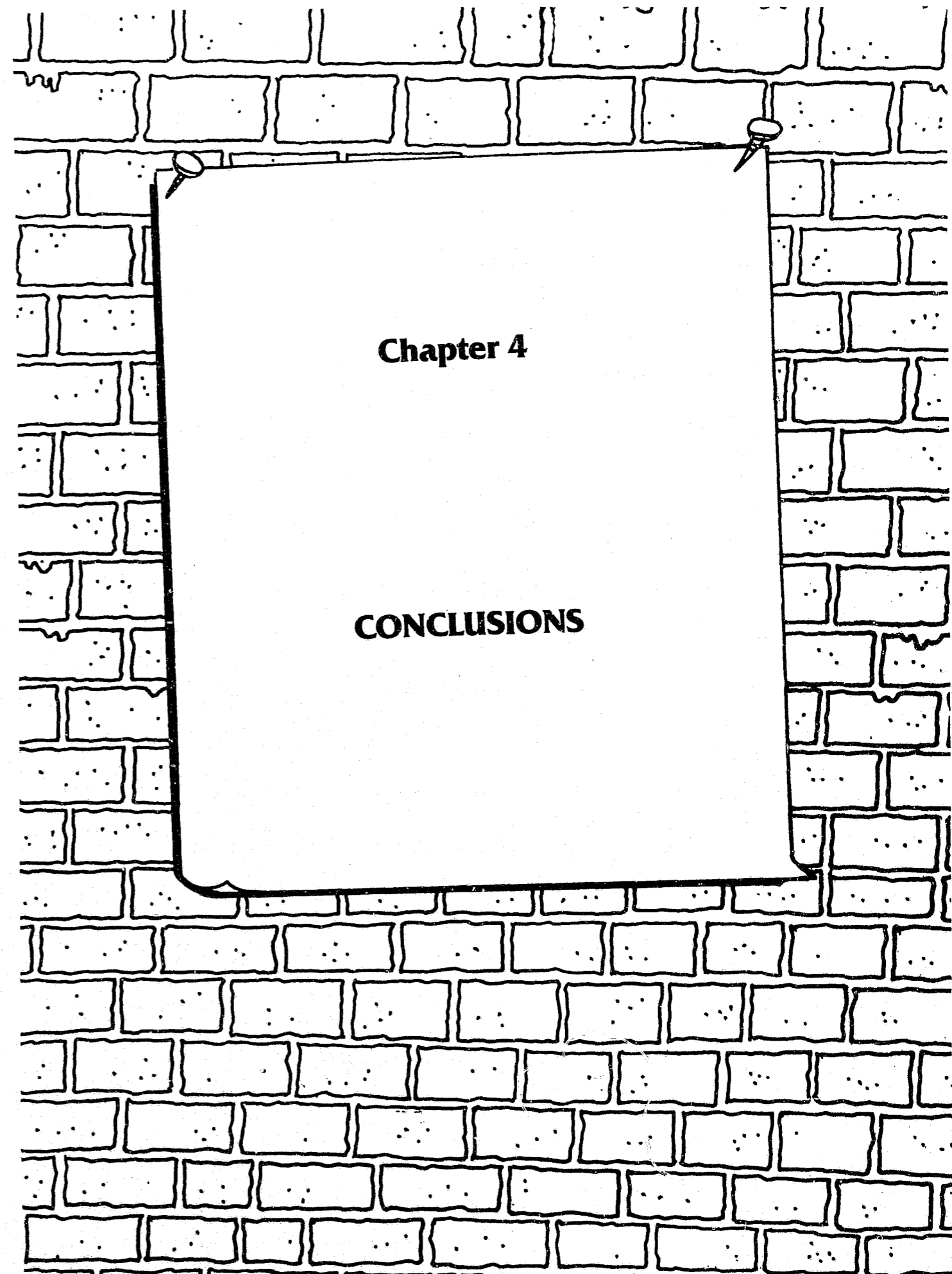
- Role of the Community. Projects were assessed according to the degree or extent to which they evidenced seeking or achieving community credibility, involvement of the community in program development/administration, and utilization of the community in prevention activities.
- Patterns of Youth Involvement. Projects were assessed according to the degree or extent to which they evidenced seeking or achieving street credibility, involvement of youths in program development/administration, and utilization of youths in prevention activities.
- Prevention Strategy Emphases. Projects were assessed according to the degree or extent to which they emphasized prevention goals and strategies as contrasted to individual remediation goals and strategies, development of mechanisms for assuring recognition/responsiveness to changing community needs in contrast to placing a priority upon internal program development, and approaches to transferring prevention technical skills to the community as contrasted with retaining a monopoly on such skills.

Most of the projects examined fall far short of a preventive approach by all of these measures. In all fairness, much of this can be attributed to the fact that many of these projects did not have the advantage of this perspective on prevention when they began and thus were probably conforming to the state-of-the-art in youth crime prevention which emphasized individual remediation at the time of project startup.

Also, the evidence is clear that many of these projects faced constraints in the forms of financial, staff and other resource shortages, limits on decision making control imposed by sponsoring organizations, and contractual restrictions on youth eligibility and related matters imposed by community agencies that use project services on a payment basis, that may make fidelity to prevention goals, flexibility in adapting to changing community needs, and broad participation of the community in project service activities extremely difficult to bring off.

In spite of these limitations numerous promising strategies and ventures of a preventive nature have been identified and discussed throughout this chapter.

Indeed, close scrutiny of both the limitations confronting and the promising strategies employed by these projects serves to identify a series of recommendations for shaping project efforts to a better fit with a truly preventive approach to the problem of serious/violent youth crime.



CONCLUSIONS

Introduction

All of the projects examined in this report demonstrate strong commitments to the goal of doing something about the problem of serious/violent youth crime in the communities they serve. They also exhibit remarkable tenacity in pursuing that goal under very trying circumstances that for many include an uncertainty about their financial survival.

These sustaining features leave an impression that there was a sense of felt urgency among project founders and staff to get something going and accomplished immediately for youths in trouble or those at risk of getting in trouble.

In responding to this sense of urgency these projects frequently skipped or paid little heed to some of the niceties of the phased process of program development outlined in the opening chapter of this report. As a result, some projects lack an adequate theoretical base for grounding, evaluating and justifying the intervention strategies they utilize, others belatedly face the task of soliciting community involvement and credibility to assure their financial survival, and, to varying degrees, most are in need of improved management and information systems to support more efficient and responsive service delivery.

From a positive perspective, the collective experiences of these projects provide a rich body of information useful to those concerned with initiating or redeveloping programs aimed at preventing serious/violent youth crime. The purpose of this chapter is to highlight what has been learned in this study in a manner that will be of assistance in planning and implementing subsequent prevention oriented ventures.

Observations Concerning Project Goal Focus and Clarity

Most projects assert the belief that the major causes of youth crime lie outside youths themselves, that is, they are to be found in inadequate, inappropriate and/or unjust practices in the family, school, law enforcement, court and employment systems that shape youths' behavioral options. Consistent with this observation, most projects perceive the youths they serve to have "normal" intellectual, physical and social capacities.

Given these viewpoints, it might be expected that these projects would place a priority upon altering the conditions in the community that prompt or permit youth crime, but this is not the

general case. Rather, most efforts are concentrated upon building the coping capacities of individual youths. While it is true that some projects concentrate, in a preventive sense, upon at-risk youths instead of known offenders, it is also accurate to say that their services are primarily directed toward improving the coping capacities of individuals rather than upon altering community conditions.

There is, in short, something of an inconsistency between perceiving the causes of youth crime to lie in inadequate and unjust community conditions and pursuing a goal of helping individual youths to cope with such conditions. The net effect is a transfer of the burden for dealing with community conditions from the community to youths themselves. Given that youths by their nature lack the life experience, financial wherewithal and political influence to deal on an equal footing with powerful community forces that influence their lives, this approach is unlikely to produce unqualified success in preventing youth crime.

Although an inadequate state-of-the-art at the time these projects began may have contributed to this inconsistency, it is perhaps more directly traceable to the fact that initial project goals were commonly shaped by a founding individual or small group of individuals who saw a need and had an idea about how to respond to it. In no case is there compelling evidence that projects proceeded to conduct systematic assessments of the aggregate nature of a community's youth crime problems and companion assessments of its needs and available resources prior to the finalization of project goals and startup approaches.

In the absence of such assessments something of a "can't see the forest for the trees" perceptual set emerges. For example, an aggregate assessment that reveals a 45.0 percent dropout rate among a community's 16-year old population might point a project in the direction of changing school system curricula and practices or toward convincing local employers to drop job qualifications requiring high school diplomas for unskilled positions. Where such data are lacking, however, it is understandable that a project might pursue the goal of assisting individual youths to return to school and to help them to surmount or otherwise better cope with the very conditions that led them to dropout.

In short, youth crime prevention efforts must begin with the development of prevention oriented goals and this beginning is difficult to achieve in the absence of thoroughgoing assessments of the community to be served.

#### Recommendations

Recommendations 1. Following from the above observations, it is recommended that those wishing to convert their commitments to preventing youth crime into action programs begin by thoroughly

grounding themselves in current prevention theory and methodology and follow this by proceeding to conduct systematic assessments of the aggregate nature of youth crime, community needs and resources in the target community prior to finalizing project goals and specific objectives.

Once project goals have been established, there should be a logical flow from goals to strategies, and there usually is. If goals emphasize improved individual coping capacities, strategies will commonly support the delivery of personal interventions with individuals. Conversely, if change in community conditions is the goal, strategies emphasizing the mobilization of the awareness influence, and effort within and among segments of the community will likely follow.

The practice of prevention that, by our definition, takes as its major goal change in community conditions is a delicate art. Its success depends to a goodly extent upon finding strategies that enable a project to establish and maintain both community and street credibility.

To sustain credibility a project's strategies must meet three objectives, as follow:

1. Widespread and representative community involvement in all phases of project activity from assessment, through decision making to evaluation;
2. Comprehensive direct utilization of community and youth groups and individuals in prevention efforts; and,
3. A commitment to the transfer of leadership and technical skills for carrying out prevention efforts to community control.

In broad outlines, there is something of a logical progression in fulfilling these objectives, that flows from involvement through utilization to transfer. The fact that most projects in this study have been in operation for relatively short periods of time, therefore, may account for the general lack of emphasis upon transfer activities. They simply may not have, as yet, reached that stage in implementing these strategies.

On the other hand, there is considerable evidence of an emphasis upon creating project operated programs and facility enhancement in many projects which suggests that at least some of them

have been diverted from the path of building skills and the capacities of their communities. Obviously, projects that work toward elaborating their own direct service programs hazard creating community dependence upon them for continuation of those programs. The longterm viability of a program is, therefore, dependent upon the survival of the project.

This approach can turn the concept of community participation upside down: instead of the community working to implement its own strategies it finds itself being urged to support the project and to consider community well-being in terms of protection from youth crime to be coterminous with the well-being of the project. In the long run, such project efforts at self promotion will badly erode community and street credibility.

This process, perhaps more than any other, eventually pushes projects toward their demise or their submission to control by "establishment" interests. In short, projects are not "bought off" by dominant status quo interests in a community as frequently as many theorists would have it; rather, they readily submit to such influences as a way to survive following loss of community and street credibility.

In addition to this emphasis upon internal program development, other strategies that give the appearance of achieving the objectives set forth here but which actually hold serious potential for undermining project credibility include establishing community and youth advisory councils and committees that have neither decision making authority or prescribed responsibilities, recruiting staff from among community residents but only for front line or low level jobs, and/or creating a passive recipient role for youths by offering pre-established, rule laden programs.

All of these strategies should raise red flags in the minds of those committed to community youth crime prevention work. Success in such ventures is critically dependent upon establishing and sustaining community and street credibility, and credibility can neither be achieved nor maintained by these means.

Recommendation 2. Following from the above observations, it is recommended that all projects engaged in community youth crime prevention consider the establishment and maintenance of community and street credibility a key objective, one that should pervade and guide all strategy development.

Recommendation 3. It is further recommended that all proposed project strategies be subjected to a systematic review process that determines the fit of each strategy to the three objectives of community/youth involvement, community/youth utilization and skills transfer to community control, prior to adoption.

Recommendation 4. Additionally, it is recommended that these three objectives be incorporated in a formal feedback/evaluation system that will enable projects to remain on track, or to correct their course, in operationalizing each strategy.

Recommendation 5. Finally, it is recommended that representative community and youth interests be engaged in decision making capacities in all phases of the strategy proposal, approval, and evaluation process.

Up to this point the process of mounting a community youth crime prevention project is straightforward, if a bit complex. A beginning is made by filtering a commitment to youth crime prevention through an understanding of current prevention theory and methodology to arrive at some tentative goals. Widespread community involvement is then invited and aggressively solicited to effect agreement on goals and the creation of an incipient organizational form for engaging appropriate groups and individuals in the process of proposing, approving, carrying out and evaluating project strategies.

So much for the textbook. In real communities, projects do not operate in a vacuum, they must find a place, carve out a niche in the network of institutions and activities that govern and influence the lives of a community's youth.

"Setting up shop" confronts the project with all of the vicissitudes implicit in funding, sponsorship and management matters. A critical issue in all of this is project autonomy, that is, the degree to which a project is free to stipulate and pursue prevention goals in the fashion outlined at the opening of this section. There are numerous examples among the projects examined in this report of funding arrangements with courts or other community youth serving agencies that carry with them imposed eligibility criteria and perhaps even service methodologies that effect limitations on what projects can do. Controls of this sort by funding agencies also have subtle effects upon community participation, shifting it away from decision making and toward advisory status. Although the scope and stringency of imposed controls may vary considerably with differing sources of funds, all sources of outside funding carry with them some limitations that affect project autonomy.

Thus, one key to enhancing project autonomy is the reduce dependency upon outside funding sources to the extent that one source does not become the dominant influence in shaping project goals and strategies. It is possible to achieve this objective, while coincidentally remaining faithful to a prevention orientation,

by working to enhance project credibility and by depending upon the community and its youths to carry out the bulk of project activities. Credibility is an asset in mounting successful fund-raising drives among small donors to obtain some operating capital, and reliance upon the community to conduct project work effectively and radically reduces operating costs. Many of the projects in this report have moved in direct opposition to this approach which, in large part, accounts for the absorption of much of their energy in fund seeking and other survival activities. By moving to build internal programs and to enhance facilities, some projects have not only sent a message to their communities that they will do the job themselves, they have also placed themselves in a position of having to locate one or a few funding sources large enough to support their growing and costly programs. In turn, greater success in obtaining such funds is associated with increased control of project activities by outside funding sources and a consequent likelihood that community participation will slide further into the background.

Sponsorship of projects by established human services organizations also poses issues that must be confronted. While on the one hand a project is likely to obtain an initial credibility boost by being lodged in an organization highly regarded by the community, this advantage can be more than off set by organizational requirements that the project conform to its established traditions and methods of operation.

In short, although a sponsoring organization can afford a project an immediate network of linkages to the community, sound fiscal management services, and fund raising or promotional supports, it commonly exacts a price in terms of retaining ultimate decision making control to assure that the project does nothing to jeopardize its reputation or activities.

Since prevention goals imply that community conditions are part of the problem as well as part of the solution concerning youth crime, a prevention oriented project is likely to address itself to changing community conditions or institutions that, in their present state, provide support for the sponsoring organization's operations. This can easily create what the sponsoring organizations perceives to be a conflict of interest which, if serious or prolonged enough, may prompt the organization to force the project to change its strategies or face being shut down. Given this, it is essential for a project to reach a clear understanding with its sponsoring organizations at the outset concerning support for the project's goals and strategies and to exert concerted effort to renew that understanding periodically thereafter.

Projects that form independent organizational structures to carry out their prevention oriented missions face a somewhat different set of problems. Such projects commonly are not afforded the immediate advantages of reputational legitimacy and community entry that accrue to projects affiliated with established sponsoring organizations. As "free agents", they risk being perceived by a community's established youth services network, and perhaps by community residents themselves, as outsiders.

For independent projects, earning the confidence of a community's residents, its youths, and its youth services network is critical to their long-term effectiveness. All too often these projects yield to the temptation of prematurely exploiting the role of being the outsider by seeking change through adversarial actions in order to establish their presence in the community being served. This approach can effect an immediate split between a small group of advocates loyal to the project and a larger hostile community. It may yield enhanced prospects for a project's survival while reducing its prospects for implementing a community youth crime prevention program. This demonstration of where a project's true priorities lie will be evident to a community's residents and may seriously jeopardize its credibility.

Although sponsored and independent projects face differing sets of problems, their objective is the same; namely, to establish credibility among the residents and youths in the community being served. Normally, this must be earned through the hard work of building involvement, participation and demonstrating a commitment to transferring activities to community control. Attempts to short cut this process by relying upon the reputation of sponsoring organizations or carrying out adversarial activities are likely to be counterproductive to developing effective community youth crime prevention programs.

Many of the projects covered in this report exhibit tendencies toward utilizing shortcut methods to establishing credibility. More likely than not this is traceable to the precarious nature of their funding and their need to concentrate on issues of short-term survival. Clearly, to do the critical job of establishing credibility properly, projects need stable funding over a period of several years. The evidence in this report abundantly suggests that in the absence of such support, dilemmas will be imposed on projects that will materially reduce prospects for achieving the development of community youth crime prevention programs.

In addition to funding and sponsorship issues, a prevention orientation lends a somewhat different character to such ordinary internal management matters as staffing and program accountability that must be appreciated by project leadership.



Projects in this report have commonly attempted to meet the staffing issue by moving to hire residents and youths indigenous to the communities being served. While this may be an appropriate step, there is virtually no evidence of recognition that prevention oriented work requires special skills in stimulating public awareness, forming and mobilizing community groups, identifying and training indigenous leadership, and so on. Indeed, most professionals are not trained in such skills during the course of their graduate educations. Hence, unless projects make systematic efforts to train and retool staff in prevention skills and techniques, it is highly likely that staff will continue to utilize previously learned skills, perhaps of an individual remediation sort. This in turn will result in materially distorting the goals of prevention as they are translated into practice.

Finally, project accountability must be viewed from a different perspective than that evidenced by most projects examined in this report. By and large, those projects that have moved to develop internal systems for purposes of accountability have adopted variants of case management and related information system concepts. This is fine for projects concerned with delivering direct services to individuals, however, prevention oriented projects must move toward developing process management rather than case management systems. Accountability in prevention oriented projects means being able to measure and determine progress toward community/youth involvement, community/youth participation and transfer of skills/activities to community control. Existing case management technology is not suited to these accountability tasks.

Recommendation 6. Based on these observations, it is recommended that projects located in sponsoring organizations establish at the outset a clear understanding of project prevention goals and strategies (among their sponsoring organizations' leadership) and a systematic approach for periodically renewing that understanding.

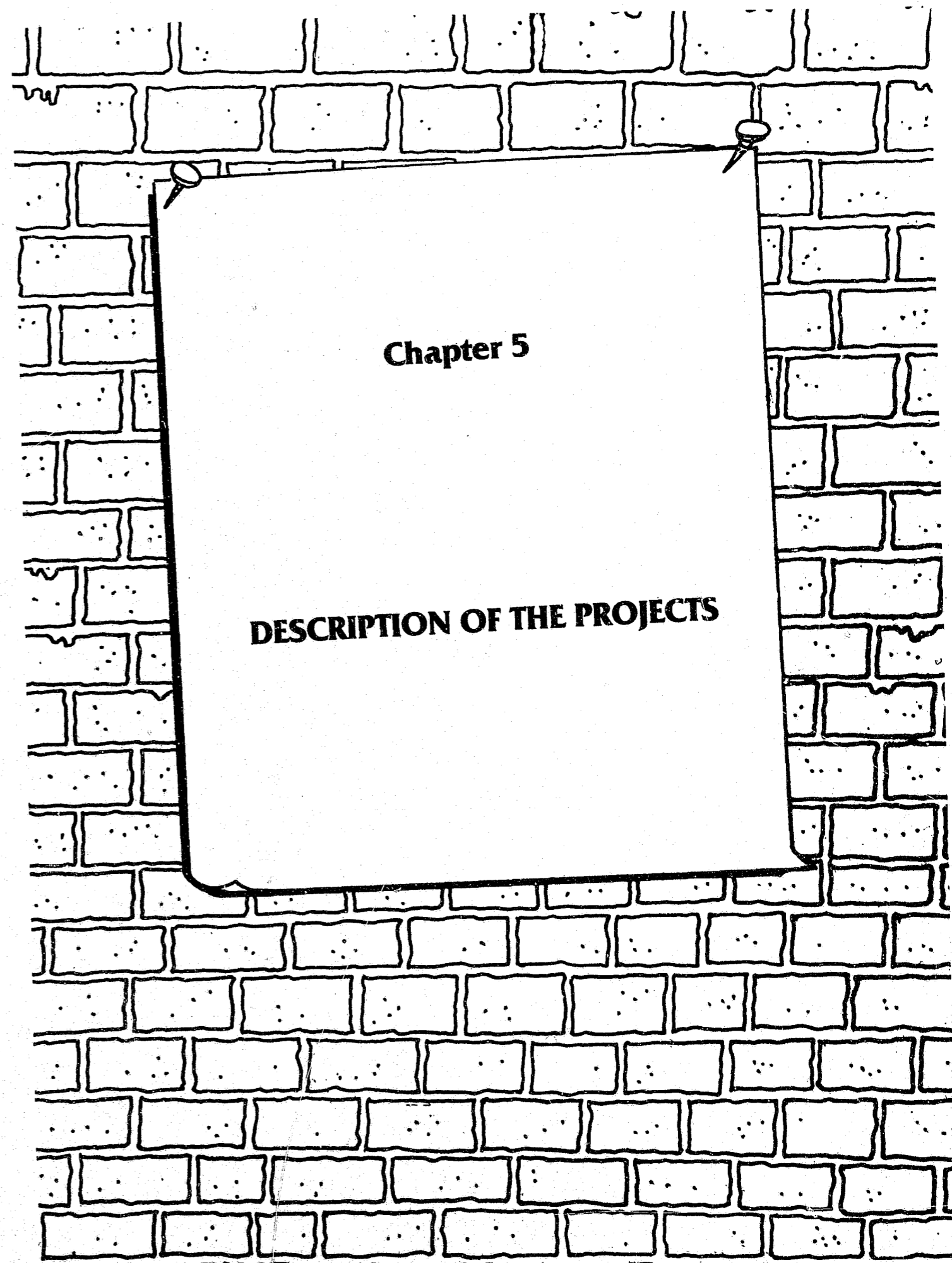
Recommendation 7. For projects that form independent organizational structures to carry out their prevention missions, it is recommended that a strategy for building credibility be adopted that emphasizes the broadest possible involvement of community residents and de-emphasizes the utilization of adversarial techniques.

Recommendation 8. For both types of projects it is recommended that broad based participation by resident adults and youths be aggressively pursued as a priority item as the best means of protecting the integrity of prevention goals and strategies from being

undercut by the encroachments of sponsoring organizations or by practices of exclusion among influential segments of community's established institutions.

Recommendation 9. Finally, it is recommended that every project ask itself what kinds of staff skills are needed to carry out prevention goals and strategies and what kind of management system is needed to demonstrate accountability to these goals and to respond to these questions by developing appropriate internal staff training and management information systems.

The observations and recommendations offered here focus upon providing assistance to those committed to community youth crime prevention to enable them to convert their commitments to action relative to shaping and starting prevention projects, keeping them on track, and making them work. Applications of these recommendations may not in themselves yield immediate project impacts in the form of statistical reductions in a particular community's serious/violent youth crime rates, but they will assure that projects designed to achieve this result are headed in the right direction.



**Chapter 5**

**DESCRIPTION OF THE PROJECTS**

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## Chapter 5

### DESCRIPTION OF THE PROJECTS

The twelve (12) study projects, in the aggregate, served as the basis for the analytical assessment presented in Chapter 3 and subsequent conclusions and recommendations discussed in Chapter 4. The purpose of this chapter is to present a detailed description of each of the individual projects.

The descriptions that follow are not intended to be evaluative nor analytical. Statements that appear in the description of the projects represent those aspects of the information as revealed in the provided information about the respective project.

Each of the projects has been described generally in terms of project context; youth population served; and project goals, program and operations. More specifically, following relevant identifying information, the project's description is presented in the following format and provides the following types of information:

- I. Context of the Project. Information included in this section is intended to provide the setting of and for the project. A concise discussion is provided in the following areas: the *organizational affiliation*, that is, the sponsoring/parent organization; the *community profile* having reference to demographics and the general character in terms of socio-economic, cultural and family stability factors; the *nature of the violent crime problem* as reflected in perceived patterns and nature of crimes among adults and juveniles and levels of fear and community response; and the *causes of juvenile crime*.
- II. Description of the Project. Attempts have been made in this section to describe, as clearly as possible, just what the project is, its program focus, what it purports to do.
- III. Legitimizing and Public Awareness Efforts. A discussion of start-up and maintenance activities designed to legitimize the project's existence is provided.
- IV. Intervention. Discussed in this section are: *program philosophy and goals*, *target population*, and *program strategies* which refer to the specific service components and their implementation, and *case management and tracking*.

V. Organization. Described in this section are the project's *staff structure and program management; funding, including a discussion of capacity-building efforts; and changes in the project* undergone through the life of its existence.

VI. Evaluation. A discussion is provided on the *estimated cost of service components and the internal and external means of determining the quality of services, and program/service evaluation*.

VII. Summary Statement.

By way of forewarning, it must be emphasized at this point that the seemingly incomplete description of some of the individual projects is due to the nature and extent of relevant data provided. While some projects provided a wealth of information from which to draw, through interviews and documentations, some few others provided minimal data in some areas. While this was the case, the descriptions that follow represent the most current and the most complete compilation of this sort of information. As such, they more than adequately served as a fit base for the analysis made.

A final point involves the nature of much of the data incorporated in the description of the operational context of the projects. The greater part of these data is perceptual in nature; it did not result from the study of documented sources, staff observation, or through direct study efforts.

Association House of Chicago  
Youth and Family Intervention Project (YFIP)  
2150 W. North Avenue  
Chicago, Illinois 60647  
Executive Director: Miguel del Valle, Jr.  
Telephone: (312) 276-0084

#### I. Context of the Project

##### *Organizational Affiliation*

Association House is a nonprofit multiple service organization founded in 1899. Initially established to provide recreational activities and secretarial training for the 1,500 girls living in the West Town area, the organization has repeatedly modified its program in response to a series of major changes in the area's population composition over the past 80 years, including major immigrant waves of northern Europeans, Jews, Slavic peoples and, most recently, those of Hispanic origin.

Initially, the organization was called the Young Women's Christian Association Settlement. In the early 1900's, the name was changed to Association House of Chicago and services were subsequently opened to the men and boys of the community.

Association House is a member agency of the United Way operated by an elected Board of Directors. Today it provides a variety of social, legal, employment and related services to children, youth and adult residents of the West Town area both on a residential and nonresidential basis. Its annual operating budget is approximately \$1.5 million.

##### *Community Profile*

The YFIP project serves an area locally referred to as West Town, which is located on the near north west side of Chicago's downtown Loop. West Town is sandwiched between predominantly white communities to the north and west (Lincoln Park), a black community to the south and a multi-racial community to the east (Humbolt Park).

The area contains roughly 130,000 residents, the great majority of whom are of Hispanic origin. Approximately 80.0% of the population is Hispanic, the remainder being comprised of about 14.0% Black, 3.0% White and 2.0% Asian.

Contrary to national trends toward an aging population, West Town is characterized by a large population of children, youths and young adults. Project personnel estimate less than 10.0% of the population to be elderly with perhaps half the population being made up of children and adolescents.

Socio-economically, West Town is generally a blue collar community with about 85.0% of all residents estimated to fall within this classification. However, a declining industrial base in the area has left approximately 30.0% of the working aged population unemployed. Project personnel estimate that about 35.0% of area residents receive welfare assistance and that perhaps 20.0% earn their living through immoral/illegal activities.

From the perspective of community resources, the area is described as having schools, churches and recreational facilities within easy access of community residents. Health, shopping, and other social agency services exist within the community but are viewed as not being readily available to all area residents. Finally, the area is seriously deficient in junior high school facilities, industrial employment and vocational/technical training according to project personnel.

The prevailing cultural norms among the community's youths are perceived to be a mixed bag. Youths are not believed to commonly ascribe to the notions that illegal/immoral activities are acceptable or expected behavior nor do they commonly hold the view that hustling is an appropriate way of making a living as an adult. Similarly, there appears to be a belief among youths that education does represent a way to a better life. On the other hand, youths are perceived to believe in the idea of beating the system or that the system owes them something and that gang membership is essential to self esteem and/or survival.

From a behavioral standpoint, the overall high school dropout rate is estimated to be 15.0% and to be disproportionately much higher for Hispanic youths. Across all social groups premarital adolescent sexual activity and out of wedlock births are estimated to be high. Marriages among the very young (under age 14) are described as frequent occurrences, but such events are perceived to be much less frequent among the older adolescent group (age 14<18).

Roughly 85.0% of all community residents are estimated to live on annual incomes of \$10,000 or less. Other than the receipt of welfare and hustling the two major sources of income are given to be employment in unskilled service occupations and factory work.

According to project personnel, the community is marked by high divorce rates, low rates of home purchasing, high rates of absentee ownership of area businesses, and highly transient patterns of family movement between dwellings as well as in and out of the community. About 55 percent of family units are led by a single parent although, of that number, about half contain a live-in partner. Two parent nuclear families and two parent extended families represent about 20.0% and 15.0% of all family units respectively, and the remainder of 10.0% are elderly persons living alone. Taken together, these indicators suggest a community environment in a considerable state of flux.

*Nature of the Violent Crime Problem*

Project personnel believe the current distribution of crimes being committed by male and female area residents, for both adults and juveniles to be as follows:

Type of Crime in declining order of occurrence ↓	Male		Female	
	Adult	Juvenile	Adult	Juvenile
	. robbery	. robbery	. robbery	. gang violence
	. homicide	. gang violence	. prostitution	. drugs
	. rape	. drugs	. drugs	. prostitution
		. homicide		. robbery
		. rape		

In the judgment of project personnel, this crime pattern is much the same as that which existed at the onset of the project roughly 4 years ago. Also, juvenile crime patterns are perceived to primarily represent the outcomes of group or gang activity.

Finally, most juvenile crime is carried out within the West Town area upon resident victims. The typical victims of various types of juvenile crime are perceived to be the following:

Type of Juvenile Crime	Most Frequent Victim/Target of:	
	Male Juveniles	Female Juveniles
. robbery	. middle aged	. same
. gang violence	. peers	. same
. drugs	. peers/nonresidents	. same
. homicide	. rival gang members	. same
. rape	. young girls	. N/A

Project personnel believe that serious/violent youth crime is perceived to be a major problem by community residents and that the community's reaction is marked by high levels of fear and anxiety, perhaps a sense of powerlessness about what they can do to bring the problem under control.

#### *Causes of Juvenile Crime*

The project appears to operate on the premise that serious violent youth crime results from a lack of capacity in the community and family to effectively communicate positive values and adult role models to guide juvenile behavior and development.

Further, by emphasizing the holistic concept of service delivery, the project implies that current community resources are fragmented and, therefore, incapable of providing a strong supportive structure to supplement what families and the community lack. Since the project also believes that resident youths hold gang membership to be important to their self esteem and/or survival, it would seem to follow that serious/violent youth crime also has its roots in the deviant values/behavior patterns transmitted by gangs in the void created by the failure of the community, families and the service delivery system to express and enforce alternative standards.

## II. Description of the Project

The Youth and Family Intervention Program (YFIP) was initiated by Association House in mid-1977 in response to a growing need for advocacy and a variety of other services supportive of the family unit among Hispanic and other youths of West Town who had become involved with the Court or were at risk of becoming involved.

The project utilizes bi-lingual/bi-cultural counselors who employ an aggressive outreach approach that includes solicitation of youths for voluntary program participation at the Detention Center prior to court adjudication, advocacy for youths in the community, and the application of family supportive services to prevent the removal of youths from their homes. An extensive network of relationships with community agencies and services is utilized for outreach and referral purposes.

The project remains an integral component of Association House and maintains a non profit status through this affiliation. The project is funded via state agency contracts and reaches approximately 250 male and female youths yearly who have had known prior involvements in criminal activities, gang delinquency, drug abuse or other deviant activities.

## III. Legitimizing and Public Awareness Efforts

David Sanchez is cited as the individual responsible for initiating the YFIP project in 1976. The fact that the project was sponsored by Association House, a highly respected organization that has been serving the needs of West Town residents for over 80 years, probably contributed heavily to project personnel observations that the project experienced few notable startup problems. On the contrary, the project appears to have gained immediate and wide community acceptance by capitalizing upon the sponsoring organization's reputation, well established network of community relationships, and widely circulated newsletter and other publications.

The 20 programs offered by Association House represent an internal service network that is frequently utilized by the project. In addition, the project has established strong relationships with area churches and community organizations as well as contractual funding agreements with the Department of Human Resources and the State Department of Children and Families Services.

Employee recruitment has been utilized tactically to support legitimization efforts in that an emphasis is placed upon hiring bi-lingual/bi-cultural residents of the community who are then extensively trained in techniques of representing the project to the community.

Fund raising has increasingly dominated project leadership concerns since current contracts were projected to run out in late spring, 1980. In this regard, special efforts are being made through such techniques as neighborhood meetings to draw the community, particularly the Hispanic population, into a financial support relationship to the project.

The project formed an advisory committee shortly after startup, composed of community residents and professionals from community agencies, that has been meeting on a regular monthly basis since. The Committee has functioned to stimulate support for the project from community schools, law enforcement, court, church, political leadership and other sources. However, the Committee is not involved in project planning and decision making which is considered primarily the province of project staff.

## IV. Intervention

### *Program Philosophy and Goals*

The project is designed to help youth and their families confront the problem at hand--the client's involvement with the court system. Intervention is designed to treat the youth and

his/her family holistically, that is, as units, rather than to correct a specific behavioral incident or problem. An emphasis is placed on helping youths and their families realize that there are viable life style alternatives to crime and delinquency even within deprived socioeconomic conditions.

The project's basic goals are to divert youths from the development of criminal behavioral patterns through early (pre-adjudication) intervention, to treat offending youths and their families as units to prevent the removal of youths from their homes, and to assist youths and their families to achieve a life style that will promote and support appropriate citizenship development.

#### *Target Population*

The target population is frequently stated to be all youths between age 7-18 in the community; however, in practical terms it appears to be all youths between age 13-18 being held in detention and awaiting disposition resulting from contact with the law over matters of personal criminal/delinquent conduct and/or family/school problems, who also appear to be good prospects for successful diversion from the correctional system.

About 250 youths are currently being served annually, 75% of whom are male. The most common emotional problem demonstrated by these youths is given to be a lack of sense of personal identity.

Over the last several years of the project's life, the composition of the population served has changed somewhat toward a higher proportion of younger adolescents, youths charged with more serious/violent crimes and youths suffering more family or school problems.

#### *Program Strategies*

In cooperation with local law enforcement authorities the project operates (or did operate initially) a group oriented public awareness program at the detention center that serves the area's troubled youths. This program utilized films, guest speakers and other techniques to introduce youths to the YFIP project and to solicit their voluntary agreement to participate. It is a brief program designed to be frequently repeated and to accommodate the short-term stays of detention center residents. At least initially, virtually all of the youths served were recruited through the use of this rather novel early intervention technique, according to project personnel.

The project offers three (3) basic services; namely, counseling, crisis intervention, and advocacy in that order of prioritization. It is not clear whether the group awareness/recruitment approach is considered part of crisis intervention services. Counseling is carried out on an intensive -- as often as needed -- basis in the home and family context rather than in an office environment. Further, counselors are hired from the community and live in the community. This combination of in-home services provided by community resident counselors is felt to be an effective method of outreach for purposes of building rapport with youths and their families. Referrals and, where necessary, advocacy are applied to the extensive network of community resources to bring to bear whatever supportive services are necessary to achieve project goals for each youth-family unit.

#### *Case Management and Tracking*

Currently all youths in the program are referred by Youth Service Bureau, Probation and/or Department of Corrections personnel. (It's unclear how the previously described group program conducted in the detention center relates to this referral pattern.)

Referrals are made on the basis of determining a youth's receptivity to the program and the likelihood that diversion will prove successful.

The program supervisor conducts the intake process utilizing the informal tactic of obtaining case information from any source that would appear to be useful. Candidly, acceptance or rejection of a case at intake is sometimes determined by whether caseload sizes permit further additions.

Cases are assigned to outreach workers on the basis of the supervisor's judgment in matching the nature of the case to each outreach worker's experience and sex. Responsibility for the development of case plans, interagency referrals and follow through, and over all responsibility for integrating the total case plan remain with the supervisor.

Written progress reports are regularly solicited where appropriate from such sources as families, schools, law enforcement, the courts, employing sources and other social agencies. Formalized procedures for obtaining this information have been established with all participating families, the courts and law enforcement officials.

A case record information system is operational that contains both pre- and post-participation data on such matters as recidivism, reasons for case closing, and some unspecified post termination material for purposes of assessing project effectiveness.

## V. Organization

### *Staff Structure and Program Management*

The project staff is composed of 5 paid full-time personnel, a supervisor, 3 outreach workers and a secretary.

The project is managed on a day-to-day basis by the program supervisor who as noted, oversees and retains responsibility for the entire service delivery process from intake to case closure. The project receives psychological support and some networking assistance from its Advisory Committee, however, this Committee is not involved in the internal management of project affairs. Ultimately, responsibility for administrative decision making lies with the Executive Director of Association House and the Planning Committee of that organization which is instrumental in shaping the project's planning process.

Personnel review and overall program performance are essentially carried out informally via supervisor observations of worker behavior and reports and feedback solicited from various sources including youth participants.

### *Funding*

The project's annual budget, as of April, 1980, was \$86,565.00 which was wholly provided by two (2) contracts from the Department of Human Resources (\$51,887) and the Illinois Law Enforcement Commission (\$35,678) respectively.

In terms of budgetary outlays, funds were distributed as follows:

Salaries	62,336
Overhead/fringes	12,426
Travel	1,968
Equip/Supplies	4,370
Other	<u>5,465</u>
	86,565

### *Changes in the Project*

The project has retained the initial philosophy, service intervention strategy emphases and staff structure that was

adopted at the outset. There appears to have been a fundamental change in the way youths become participants in the program (from recruitment in the detention center via project run group awareness program to acceptance of referrals from Youth Services/correctional sources), which may relate to the nature of contracts with funding sources, but this cannot be determined clearly in the absence of precise information.

It is rather more clear that the population served differs from that which the project initially intended to serve (from all youths in trouble, age 7-18, to youths age 13-18 referred as having a chance for successful diversion from the correctional system).

As of April, 1980, the project's survival was in question due to the possible termination of contract support. The project has attempted to utilize its Advisory Committee, neighborhood meetings and other tactics, including Association House supportive efforts, to raise funds in the community, particularly from Hispanic residents. This approach has apparently met with little success to date.

Generally speaking, changes that have occurred during the project's life are related to the project's response to its survival needs.

## VI. Service Evaluation

### *Estimated Cost of Service Elements*

Data are inadequate to an allocation of precise costs to service elements. Project personnel describe the service element display as follows:

Service Element	<u>Level of Utilization</u>			<u>Delivery Modes</u>	
	High	Med.	Low	Group	One-to-One
Counseling	x			x	x
Crisis Intervention	x				x
Advocacy		x		x	x

At present, all services are delivered by paid full-time project personnel. There is no indication of a use of volunteers to supplement staff efforts, nor of forward plans to utilize them.



Project staff estimate cost allocations for total program funds to service elements to be as follow: Counseling, 45.0%; Crisis Intervention, 40.0%; and, Advocacy, 15.0%.

#### *Determining the Quality of Services*

This is basically a matter of informal review, principally by the program supervisor, of a variety of information feedback sources including direct observation of work performance, inspection of worker reports, review of data on recidivism, school attendance, and the like from organizations in contact with youth participants, and reports solicited from families regarding case progress.

No internal or external evaluation systems appear to exist, other than the approach described immediately above. Available information on the project does not indicate the existence of a formal evaluation system, internal or external, or the existence of reports deriving from any such system.

#### VII. Summary Statement

The project was initiated in response to a growing need for advocacy and a variety of other services supportive of the family unit in which youths of West Town had become involved with the court or were at risk of becoming involved.

In this multi-ethnic community with an estimated 80.0% Hispanic population, unemployment is believed to be about 30.0% of the employable population. About 35.0% of all residents are estimated to be receiving some form of welfare assistance, and roughly 85.0% of the residents are estimated to have annual incomes of less than \$10,000.

Project personnel hold contradictory views about adolescents' beliefs. On the one hand, youths are believed to hold to the notion that the system owes them something and to ascribe to gang membership as being essential to self esteem and/or survival. On the other hand, youths are not seen as ascribing to the notion that illegal/immoral activities are acceptable or expected behavior nor to view hustling positively.

Over one-half of the households are said to represent single parent families with about a half of them containing a live-in partner. Beyond this, project personnel indicated the community is marked by high divorce rates, low rates of home purchasing, and highly transient patterns of family movement between dwellings as well as in and out of the community.

According to project personnel, the juvenile crime problem, primarily representing group or gang activity, is much the same as that which existed at the onset of the project. Project personnel believe that serious/violent youth crime is perceived to be a major problem by community residents.

The YFIP project, as presently structured, responds to a limited part of that problem, namely youths in contact with the law who appear to be candidates for successful diversion from the correctional system.

The intent of the YFIP project is to interdict the pathway leading youths toward a pattern of criminal behavior by providing crisis intervention, counseling and advocacy services in a holistic manner that treats youths and their families rather than simply the precipitating behavior or criminal incident.

The underlying assumption appears to be that even in a deficient socio-economic community environment featuring a fragmented service system, families can be brought up to sufficient internal capacity to guide their youths toward constructive citizenship. The services delivered by this project appear to be in line with these assumptions.

Internally, the day-to-day management burden falls heavily upon the program supervisor. There appears to be little delegation of decision making authority to outreach counselors. Community involvement in project planning and decision making is low, these functions being primarily performed by the Executive Director and Board of Association House proper. Case management and program evaluation systems, excepting fiscal management which is the province of the sponsoring organization, appear to be incomplete in design and/or informal in nature.

There are no sound data upon which to base an assessment of project effectiveness in meeting its declared goals. The project is delivering a delineated set of services and reaching approximately 250 youths and their families annually. However, the range of youths served by types of problems addressed is far narrower than the avowed original goal of reaching all youths age 7-18 in the community; and, the types of services delivered are primarily addressed to preventing the reoccurrence of deviant behavior and/or consequences for youths known to law enforcement rather than the broader pool of youths at risk.

The project's strengths lie in its sponsorship by a respected community-based organization, wholistic orientation toward service provision, the existence of a community-based

project advisory committee, the project's emphasis upon recruiting staff from qualified community residents and the fact that the project is committed to and experienced in dealing with offender youth, a group to which few other community organizations direct their attention.

Belafonte Tacolcy Center, Inc.  
The Outdoor Challenge Program  
6161 N.W. 9th Avenue  
Miami, Florida 33127  
Director: Otis Pitts, Jr.  
Telephone: (305) 751-1295

#### I. Context of the Project

##### *Organizational Affiliation*

The Belafonte Tacolcy Center, Inc. was founded in 1967 to serve youths 6-25 years of age residing in the predominantly socio-economically deprived inner city area of Metropolitan Miami-Dade County, Florida, known as Liberty City. BTC, Inc., originally known as the Advisory Council of Liberty City Youth, was incorporated as a non-profit organization in 1971.

In addition to the Outdoor Challenge Program, BTC, Inc., offers such other programs as Reading Development, Vocational Training, Youthline, Drug Abuse Counseling, After Care and Sports Development to the youths of the area. In 1980, BTC served approximately 10,000 youths in its various programs. Among older adolescents served, most are out of school and/or unemployed and are considered to be at risk of adopting a criminal behavior pattern. Many are known to law enforcement agencies and are first time or repeat status offenders.

##### *Community Profile*

NOTE: Although the Outdoor Challenge Program (OCP) serves youths from throughout Dade County it is useful to portray the character of Liberty City, the inner city area served by BTC, Inc., the sponsoring organization, because OCP draws most of its youth participants from the inner city and draws upon BTC for supplementary services provision.

Liberty City is an identifiable area in the near northwest side of Miami of approximately 90,000 residents, 95.0% of whom are Black. The community is described by project personnel as containing a full range of community resources such as schools, churches, shopping facilities, recreation programs, health, vocational/technical training and social services within easy access of community residents. Liberty City also is aided by the Community Development Corporation, although the functions of this organization were not described.

Although precise information on socio-economic conditions has not been provided, it is worth recalling that the Liberty City area was the site of recent major urban riots, presumably stimulated in part by unrest concerning local employment and other conditions.

Project personnel perceive the community's youths as generally favoring the ideas that immoral/illegal activity is acceptable and that hustling is an appropriate way to make a living as an adult.

Further, youths commonly appear oriented to a belief related to beating the system or that the system owes them something and to be highly rejecting of the notion that education is the means to a better life.

Not surprisingly, the area experiences a substantial school dropout rate, estimated to be 40.0%. The average length of education completed by residents of the area is 9.6 years.

While marriages among adolescents are believed to be rare, premarital sex among adolescents is considered widespread and births among adolescents of out of wedlock children are numerous.

Importantly, street club/gang influences do not appear to be strong: project personnel do not believe that youths feel the need to affiliate with such groups for purposes of enhancing self esteem and/or survival.

Project personnel estimate that at least 80.0% of the area's population makes due with annual incomes under \$10,000. The most common sources of employment, outside the illegal/immoral sector, are given to be unskilled service and labor jobs. On a comparatively brighter note for an inner city area, it is estimated that between 25.0 and 50.0% of residents are buying their own homes and that between 50.0 to 75.0% of the owners of community businesses reside within the community.

*Nature of the Violent Crime Problem*

The most frequently committed crimes by adults and juveniles for both sexes, in declining order of occurrence are given as the following:

	<u>Male</u>		<u>Female</u>	
	Juvenile	Adult	Juvenile	Adult

Type of Crime in declining order of occurrence ↓	. burglary	Same	. petty	. grand
	. larceny	Same	larceny	larceny
	. robbery	Same	. burglary	. prostitu-
	. assault	Same		tion
	. rape	Same		. burglary

This pattern of criminal behavior is asserted to be the same as that which has been occurring in the community since the organization began operations in 1967. Consistent with previous observations, most juvenile crime is believed to be perpetrated by individuals and not as an outcome of club/gang activity.

Most juvenile crime is also perceived to occur within the community within which the offending youths reside. The most frequent targets/victims of various types of serious/violent youth crime are given as follow:

Most Frequent Victim/Target of:

Tye of Juvenile Crime	Male Juveniles	Female Juveniles
. burglary	neighborhood residences	Same
. larceny	neighborhood businesses	Same
. robbery	any readily available mark	Same
. assault	peers	Same
. rape	female peers	N/A

Residents of the community consider the problem of serious/violent youth crime to be increasing in frequency and the most common community reaction, according to project personnel, is that of defensively staying off the streets and behind the locked doors of their homes.

*Causes of Juvenile Crimes*

The project's central intervention strategy, that of a wilderness experience coupled with a one year service follow up, implies that delinquent and criminal behavior among youths stems from youths inadequate self concepts and their lack of skills in negotiating their social, economic and educational affairs in conventionally acceptable ways. The project's presumption is that the wilderness experience provides an

intense short-term learning experience leading to increased self reliance and improved interpersonal skills in carrying out joint or cooperative tasks. The one year service follow up is designed to reinforce and stabilize this new learning converting it into permanent skills for coping with the environment in a constructive manner.

## II. Description of the Project

The Outdoor Challenge Program (OCP) is a 2-week wilderness rehabilitation program with a one year service follow up for youths between the ages of 13-17 who are residents of Dade County, Florida, and who have been adjudicated by the juvenile courts for some form of anti-social behavior mostly minor offenses or status offenses. The project has not served any youths adjudicated or convicted of serious/violent crimes to date.

The 2 week wilderness rehabilitation program is composed of an initial week of counseling and instructional preparation in wilderness coping skills followed by a week of actual wilderness living along a remote river in Florida. The wilderness experience is supervised by the project's wilderness counselor and the experience is conducted monthly for new groups of youth participants. The purpose of this phase of the program is to improve youths self respect and cooperation skills by teaching self reliance and reliance upon others for purposes of successfully mastering the wilderness. A certificate is awarded to each youth completing the experience.

Following completion of the wilderness rehabilitation program, each participant is followed for one year during which time a variety of other project services are provided, as needed, including counseling, medical assessments (provided prior to wilderness experience), school placement, employment placement and advocacy. The project defines advocacy services as counselor testimony on behalf of a youth during juvenile court adjudication hearings if a youth's performance in the project's program warrants it. A total of 66 youths underwent the total program during 1979, the most recent year for which youth participation data are available.

## III. Legitimizing and Public Awareness Efforts

The project was started by the coming together of a variety of community interests articulated by individuals such as Mrs. Frances Henderson and Otis Pitts, Executive Director of BTC, Inc., the BTC, Inc. Board of Directors and other community and professional leaders.

There were few startup problems relative to establishing the project since the project was able to capitalize on the community networks and established reputation. A few startup problems did occur in program development related to site selection and logistics for the wilderness experience, however, these were resolved within 90 days.

The project has moved ahead with establishing its own written agreements within community churches, schools, law enforcement and other community groups and social agencies such as OIC, JESCA and the Urban League relative to specific services to be provided to youths through referrals and joint efforts. Also, a youth advisory committee was established although its operation is described as informal and its meetings as infrequent. Generally, its function apparently is to serve as a resource that the project can tap to sound out youths' views on its various programs.

A reading of materials provided by the project descriptive of the program as it was structured to conform to LEAA grant requirements suggests, however, that many of the referred to written agreements and the creation of the youth advisory council may have been spurred more by the need to meet agency funding requirements than by a belief that enhanced community ties and youth involvement were essential to project performance.

Declining support from governmental grants has, to some extent, been replaced by local funding from the United Way which reflects at least modest success in the area of financial capacity building.

## IV. Intervention

### *Program Philosophy and Goals*

The project asserts that it operates on a premise that the environment has to be changed in order to change the individual. Further, from a programmatic perspective, an emphasis is placed upon recreation, arts and crafts, and sports development in the overall BTC, Inc. schema as an approach to attracting youths to the educational, counseling and job opportunity programs that are also offered.

The OCP project is based on the premise that a challenging short-term experience in the wilderness can have a powerful impact upon altering a youth's perspective toward improving his self respect and his capacity for self reliance and cooperation with others. Having incorporated this perspective, the belief is that the youth will now be armed to cope with and surmount the stresses of his environment.

The basic goal of the project is to prevent the reoccurrence of anti-social behavior among youths at risk (defined here as youths who have been adjudicated at least once for minor crimes or status offenses).

#### *Target Population*

Although the sponsoring organization, BTC, Inc., opens its doors to all youths between ages 6-25 in the Liberty City area, the OCP project is designed to serve adjudicated minor offenders referred by the juvenile courts throughout Dade County. Since the number of youths that can be served by this project is limited by the fact that the wilderness experience is conducted on a monthly basis for unspecified but presumably small groups (66 youths participated in 1979), it is probable that other criteria are also applied, formally or informally, by the courts and/or project personnel to determine which youths among a much larger group of minor youth offenders in Dade County enter the programs. Available information is not sufficient to clarify this matter.

#### *Program Strategies*

The basic program strategy is to provide a 2-week wilderness experience, 1 week preparation and 1 week implementation, for repeated series of small groups of minor offender youths followed by 1 year of services of a counseling, training, job/school placement nature designed to capitalize on, reinforce and stabilize the positive changes in individuals arising from the wilderness experience. Although project strategies appear to be consistent within project philosophy, it is worth noting that its philosophy appears to be at some variance from the stated philosophy of the sponsoring organization (i.e., change the environment to change the individual is not equivalent to taking youths out of the community to change them).

#### *Case Management and Tracking*

Youth participants in the OCP program are assigned by and accepted from the juvenile courts of Dade County following adjudication for minor offenses and joint OCP and court staff assessment of the appropriateness of the program for a given youth.

An extensive case management/record keeping system is in place that covers the gathering and tracking of case information from intake through termination. The basic data components/reports contained in each case record are as follow:

- . General registration card
- . Daily participation log
- . Social history
- . Confidential information questionnaire
- . Client narrative report
- . Treatment plan
- . Psychological tests
- . Client evaluation/termination
- . Client service evaluation report
- . Department intake form

Additionally, a client satisfaction assessment (rating of the program) was implemented in 1980.

A semblance of a project-participant contract approach is utilized at point of acceptance into the program but this is of the form of a non-binding pledge on the part of youths to commit themselves to completion of the program. Since assignment is part of a court dispositional action, youths are usually obligated to participate for a specific length of time and/or until specific goals are attained.

Followup or progress tracking is an integral part of the program for a period of one year after completion of the wilderness experience. During that time regular staffing meetings are held to assess each youth's performance. The wilderness coordinator oversees the wilderness experience phase of the program and it is presumed, but not clearly indicated, that overall case management and monitoring responsibilities lie with the program coordinator.

#### V. Organization

##### *Staff Structure and Program Management*

The staff is composed of 3 full-time paid personnel; namely, the program coordinator, the wilderness youth counselor, and a secretary. An unspecified number of volunteers are utilized in allied recreational, counseling and sports activities engaged in by participants. It appears that these volunteer staff resources are developed and supervised by the sponsoring organization and used by the project. Data do not indicate that the project recruits and deploys volunteers on an independent basis.

Day-to-day management responsibilities rest with the program coordinator. The project has a youth advisory council, but this council plays no part in project planning or decision making, other than providing reactions to specific program offerings.

Major decision making relative to fiscal and program management and fund raising appear to rest with the Executive Director and the Board of the sponsoring organization, BTC, Inc.

#### *Funding*

Initially the project received grant funding from LEAA which has run out. Currently, the annual budget of \$49,014 appears to be met through \$31,000 support from the United Way and the remainder from sources available to the sponsoring organization, BTC, Inc.

#### *Changes in the Project*

The OCP appears to operate today in essentially the same manner as it did at its beginning relative to program philosophy, format, staffing, and external resource utilization patterns. It remains dependent upon juvenile court assignments of youths for participants which may well be a condition proposed to and accepted by funding sources as a condition for providing support. It is clear that the sponsoring organization's leadership, namely its Executive Director and Board, provided the initiative resulting in the procurement of local funds to continue the project following withdrawal of government grant funds.

In short the project appears to be heavily dependent upon the sponsoring organization for management leadership, fund raising, contact and networking with the community, and visibility and community acceptance.

Major changes cited as having occurred in the project since its inception are essentially those dealing with internal management concerns such as the adoption of staff accountability methods including the installation of a time clock and a daily participation log form which data are aggregated into a monthly report used by management to review program problems and needs.

#### VI. Service Evaluation

##### *Estimated Cost of Service Elements*

Available data do not permit the allocation of costs to service elements which in this case would reflect a breakout of direct costs for the OCP program and the costs assigned to the utilization of other services primarily sponsored by BTC, Inc. All that can be said in this regard is that 66 youths were served in the last year for which reported data are available (1979) by the OCP, that other program elements of the BTC, Inc. were utilized during the one year followup in different arrays for individual youths, and that total program costs were \$49,014. The line item breakout of the annual budget is given as follows:

Salaries	\$33,648
Fringe/overhead	4,385
Staff travel	2,718
Supplies	3,087
Other	5,176

#### *Determining the Quality of Services*

The project is premised on an initial wilderness experience and a one year service followup, hence, data in the form of case record information is kept that allow some degree of assessment of the impact of the services upon subsequent youth behavior. Data for 1979 indicate that the rate of recidivism, defined as readjudication by the juvenile courts, for OCP participants was 41.0%. This figure has frequently been compared in project publications and materials on an average recidivism rate of 66.0% for all juvenile intervention programs nationally, and 76.0% for the Scared Straight Program.

Additionally, internal data reflect that the project helped 30.0% of participants get jobs, 12.0% to obtain training and 10.0% to obtain some form of social services. All participants received vocational/educational counseling, drug abuse education and counseling and medical examinations.

The project has an extensive case recording/record keeping system which has demonstrated its capacity to support internal program evaluation (see immediately above). As far as is known, the project does not solicit or receive formal external feedback on community receptivity and/or specific assessments from referral or user organizations. No external evaluation of the program by a qualified independent source has been performed, according to available information.

#### VII. Summary Statement

In light of the recent wide publicity given to problems with in-migration and the riots in Liberty City provided by the media, there is little doubt that the metropolitan Miami-Dade County, Florida area, faces some serious and complex problems relative to its youth population. Project personnel perceive the community's youths as being oriented to immoral/illegal activity, to hustling as an appropriate way of making a living, to a belief related to beating the system, and to be highly rejecting of the positive values of an education.

School dropout rate is believed to be high, an estimated 40.0%. Premarital sex among adolescents and out-of-wedlock births are thought to be at a high level.

Street club/gang influences are not thought to be strong; however, it is believed that the problem of serious/violent youth crime is increasing in frequency and seriousness.

The OCP project represents a limited and selective response to the implied needs of the overall community. This is, of course, not a criticism in and of itself, given the limited resources supporting the project. At the same time, while the project is located in one of the most seriously socio-economically deprived areas of the city, it is oriented toward serving the entire metropolitan area. Further, the project limits itself to serving minor offenders.

The OCP has a clearly delineated service program that can be easily grasped by the public at large and probably by youth participants. Its internal structure and management also appear to be satisfactorily developed in terms of the distribution of authority, division of labor and case management/record keeping systems.

The project is dependent upon the sponsoring organization, BTC, Inc., for program leadership, community networking and presentation of the project to the community for fund raising, visibility and credibility purposes. Given the limited degree of project funding and the limited number of staff directly serving its goals and functions, the project also relies upon the various youth services offered by the sponsoring organization.

Available internal evaluation data suggest that the program produces a lower recidivism rate during the year following the wilderness experience than is common to juvenile offender intervention programs throughout the nation. However, in the absence of an independent comparative assessment, it is not possible to determine whether this is a valid measure of success or simply an artifact of the project serving youths with less serious problems.

In general, it can be said that the project has applied a distinctive initial intervention approach (wilderness experience) coupled with a followup year of services on a repeated (monthly) basis to small groups of minor offender youths that has resulted in a comparatively attractive recidivism rate of 41.0%.

A major strength of the project appears to lie in its potential for preventing the occurrence of more serious/violent juvenile crime among some youths at risk.

Centro De Cambio  
Community Assistance Team Service (CATS)  
3007 24th Street  
San Francisco, CA 94110  
Executive Director: Gene Royale  
Telephone: (415) 641-1994

#### I. Context of the Project

##### *Organizational Affiliation*

The organization was founded in 1970 in the Mission District of San Francisco as a response to increasing drug problem among youths in the community. Over the years, the organization has formed working relationships with other community-based programs, offering legal assistance, health care, and employment. The program includes both out-patient and residential facilities with bilingual services for the Spanish speaking community.

The organization has historically designed and implemented programs and activities to meet the needs of juveniles and adults in the Mission District. The basic services offered have been and continue to be related primarily to the community's drug problem. More recently, efforts have been started to address the juvenile crime problem through community assistance teams.

The overall goal of the organization is to develop leadership. They strive to build role models who can assist youths in particular in avoiding a life style of chemical dependence. Basic projects include: (a) Drop-In 124th Street Center, (b) La Casa De Cambio, and (c) Community Assistance Team Services (CATS).

##### *Community Profile*

The Mission District of San Francisco, with an approximate population of 180,000, was the original and still remains the dominant project service area. Adjacent communities are Dale City, an integrated working class community, and Central City generally described as a slum comprised mainly of the poor elderly, Blacks and Hispanics.

Blacks (15%), Whites (30%), and Asians (5%) comprise roughly fifty percent of the population in the Mission District whereas Hispanics comprise about fifty percent.

About 40% of the community's population is said to be on welfare and the remaining are employees from the blue collar and white collar ranks. About 15% is thought to be engaged in some type hustling and/or illegal activities.

The high school drop out rate for this community appears high (about 25%) with the largest percentage among Blacks and Hispanics.

Except for white families, the intergenerational mobility within the community is said to be on a downward trend. Youths do worse off in life than do their parents.

Like many other communities throughout the country, there is reported to be a high level of premarital sexual activity among teens with Hispanics having the largest number of adolescent out-of-wedlock births.

#### *Nature of the Violent Crime Problem*

The classes of crimes thought committed mostly by male youths are loitering, drug possession, burglary and assault. Correspondingly, for female youths they are petty theft and drug use. Although there has been an upward and downward shift in frequency of occurrence, the above classes of crimes have remained basically the same since the inception of the project.

The most frequent victim/target of assaults are reportedly the youths themselves. And, the most frequent target/victim of burglary is the White middle class.

Most juvenile crimes in the Mission District are reportedly group or gang related.

#### *Causes of Juvenile Crimes*

The main reasons felt underlying the crime problem are inter-group antagonisms, prejudices, drugs, and an apparent detachment from the community's basic socializing institutions.

## II. Description of the Project

While each of the organization's major projects will be briefly described in this section, the Community Assistance Team Service (CATS) will be described further in the report.

Drop-In 124th Street--Services offered through the Center include individual, group, and family counseling which is provided on the spot for addicts and their families seeking their assistance. Referrals for detoxification are made through the Center. Intakes are processed for referral to detox facilities in San Francisco with the understanding that participants will continue individualized and group counseling sessions at the Center. The Center provides the community with drug abuse information and educational presentations. A resource library

is maintained for public use. The Center sponsors a youth project that is composed of and run by young people. The young people organize activities for their enrichment and recreation as well as activities around issues of concern to the wider community, e.g., neighborhood clean up campaigns.

La Casa De Cambio--La Casa is a 6 to 9 month residential drug free program for persons wanting to learn to live without a drug dependency. Through La Casa, participants receive educational opportunities, awareness of and exposure to alternatives to broaden expectations of life, counseling, and vocational rehabilitation.

Community Assistance Team Service (CATS)--is a proposed service project which is being implemented in a limited way. It seeks the involvement of existing community agencies, support groups and external resources in efforts to prevent and control street violence and related problems of intergroup antagonism and prejudice.\*

## III. Legitimizing and Public Awareness Activities

The Community Assistance Team Service is an out-growth of a recognized need for more active involvement of the community in efforts to prevent and reduce crime. The underlying assumption appears to be that the community, particularly through its youths must accept ownership for and make a commitment to ameliorating its crime problem.

Building upon the community's awareness of its crime problem, the project has undertaken the following initial and on-going activities to legitimize and maintain public support for its Project initiatives:

- Established a Senior Advisory Committee, composed of responsible community leaders and designated representatives from various community agencies. This committee performs consultative and integrative roles;
- Engaged community agencies in its participant selection processes requiring that all project participants have an official endorsement from at least one of the cooperating community agencies;

\*The remainder of the report is devoted largely to a description of features of the CATS program which is viewed as the organization's most direct efforts in juvenile crime prevention



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**1 OF 3**

- . Established a rigid internal chain of commands and authority structure which are monitored on an on-going basis by sponsoring agencies within the network;
- . Established time limited appointments which allow automatic rotation of youth participants;
- . Built and maintains an information network using a variety of mediums designed to avoid and when necessary, address public misperception of project activities.
- . Established and maintains a coordinated relationship with the San Francisco Police Department.

#### IV. Intervention

##### *Program Philosophy and Goals*

The Project operates on the belief that a young person's choice in life styles is largely determined by his/her accessibility to the community's legitimate avenues for participation in meaningful community activities, e.g., family, employment and school. Further, inaccessibility to these avenues results in alienation from the community and loved ones. Subsequently, youths seek out those associations which provide them with a sense of belonging and worth.

The primary aim of CATS is to prevent and control street violence and related problems of intergroup antagonism and prejudice.

##### *Target Population*

The target population is general in that the population is determined largely by the nature of crime problems which surface in the community. However, priority is given to youths.

##### *Program Strategies*

To achieve its goals, the project organizes, trains and maintains citizen assistance teams to conduct crime prevention and crime control. These teams have three categories of participants; (1) professional staff who provide leadership and supervisory functions; (2) adult volunteers who, in addition to assisting with project patrol functions, provide job referral service to youth participants; and (3) community youth participants who, while assisting with project community patrol activities, are provided job placement and social services.

The citizen assistance teams are composed of from three to six women and men, with each team supervised by a unit leader

which has authority over all team operations. Actual team activities include both intervention and mediation of on the scene conflicts.

The priority target problems with which CATS deals are: situations of actual violence, including various forms of sexual assault; situations of potential or impending conflict, such as confrontations, verbal assaults and sexual harrassment, with special attention to any situation involving intergroup tension or conflict; crimes or potential crime situations (especially involving youth) in which the teams may intervene with attempts at persuasion and prevention; and requests for assistance from the police and citizens.

Prospective members of the teams are required, at a minimum, to provide formal letters of recommendations from legitimate community organizations, including signed personal endorsements from recognized responsible community figures.

Prior to any service at the street level all teams are provided training in mediation, conciliation and conflict resolution techniques. In cooperation with the San Francisco Police Department and other community agencies, the project also provides training on non violent methods of crisis intervention. In addition to the above topical training list, all participants are required to have training in at least some aspects of the following areas: interpersonal and intergroup communication such as nonverbal factors, stereotypes and prejudices, unintended provocations, threat cues and danger signals; tactical communication within and between patrols, with some primary and secondary links with the official police communication network; basic skills in non-violent defense and humane physical restraint; psychological process such as conflict simulations and role playing; group organization such as chain of command and responsibility; coordination functions with the police; and legal rights, responsibilities and limitations, including safeguards and internal control.

##### *Case Management and Tracking*

To insure quality control in the performance of project activities, a rather sophisticated system has been instituted. Internal chain of command and authority is held by professionals who are accountable to sponsoring community agencies, and they exercise rigorous scrutiny and supervisory control over all team activities. Internal screening and diversion are established as on-going processes designed to deal with inappropriate behavior of team members. Public relations involves a variety of information networks designed to avoid public misperception of project activities. Time limited appointments allow automatic rotation of participants thereby increasing the potential for sustaining motivation. Senior core group members, which resulted from the

process of selection and rotation, serve as control staff and positive role models. Accountability is held to the sponsoring agencies and senior advisory committee, both of which monitor team activities.

## V. Organization

### *Staff Structure and Program Management*

The Community Assistance Team Program is staffed by an Executive Director, who holds responsibility for day to day administrative decision making; an Administrative Director, who, in the absence of the Executive Director, assumes responsibility for day-to-day administrative decision making, and a secretary.

The project's staff is directly responsible to the larger organization, of which the Executive Director is head. Worth notation is that the larger organization lends the project counselors who provide youth participants with the support services considered basic to sustaining their motivation for participation in this project's activities.

The specific project structure and management includes a project Steering Committee, a Senior Advisory Committee, patrol teams, communication staff and Central Office Operations, and core groups.

The Project Steering Committee, chaired by two co-directors, provides professional services in the operation of project activities. Further, this committee is the accountable body for project activities and as such, comprises the chain of command supervising various units and other project operations.

The Senior Advisory Committee is composed of responsible community leaders and certain designated representatives of cooperating agencies, and one member of the Steering Committee. This Committee performs a consultative and integrative function for the project.

The patrol teams, supervised by an adult unit leader, conduct all street level operations. Unit leaders are responsible to designated shift supervisors.

Under the direction of the supervisor, communication staff coordinate and direct units during shifts. Communication Staff maintain radio and telephone lines between units, central office, police and other community patrol operations.

Since all teams have time limited appointments for participants, the core group, composed of veteran participants, provides guidance and leadership roles for new participants.

### *Funding*

There has been no direct funding for this program. The limited way in which it has been implemented is largely due to a commitment by the organization. This commitment is expressed in the reallocation of other organization resources to test this idea.

### *Changes in the Organization/Project*

Centro De Cambio, a private non-profit organization, was established in 1970 and it primarily maintains the same basic service thrust as it had when first started. Dealing with drug problems in the community has and continues to represent major service offerings. The residential drug program was started in 1977.

More recently, concerns and related actions through the CATS project are addressing the community's crime problem.

## VI. Service Evaluation

### *Estimated Cost of Service Elements*

Although no specific cost data are provided, a comparison of the project's activities lists with equivalent services by fully trained law enforcement officers would suggest favorable cost effectiveness. The primary reason being that these teams can provide supplementary crime prevention coverage at a fraction of the costs for equivalent services provided by law enforcement.

### *Determining Quality of Services*

Given this is a proposed program, no data on impact or quality are available. However, the outlined program strategies for crime prevention and control are deserving of some comments.

Certain activities performed by the Community Assistance Teams seem to have some promise in mobilizing special human resources possessed by recognized community youth agencies, which, for example, have influential access to networks of affiliation among youth peer groups and other sources of local influence. In a particular problem such as violence against gay people, for example, youth agencies, given sufficient allocations of time and resources, are capable of exerting positive influence in persuasion, mediation and education within youth subcultures that are

largely inaccessible to outsiders. A community policy against such violence can be articulated in a language and social environment that is very local. However, like all policy making bodies, youth service agencies are generally reluctant to make general policy declarations and commitments unless they possess the necessary resources for effective implementation.

Attempts at implementation of a violence control or intergroup conciliation policy can strain budgets that are already minimal while diverting agencies from their mandated responsibilities.

Disorganized or minimal attempts at such policy implementation can harm the reputation and effectiveness of such community agencies. If, however, Centro de Cambio's CATS Project is given an official mandate with sufficient resources to pursue a serious program of violence control while providing expanded benefits to its target population, then unique means can be brought to bear on the problem. Local public opinion among youth groups can be systematically influenced (e.g., violence against certain community groups is for insecure chumps).

Of course, such intergroup communication goes both ways in a project of this type. Since a diverse group of people from various backgrounds is involved, majority group members and other minorities are able to modify possible misperceptions or stereotypes. Hence, the project, especially in training and shared street experience, can generate some very positive intergroup communication and conciliation. On a larger level of public awareness, the teams can serve as tangible examples of successful intergroup social contribution conducted on a basis of mutual respect and reciprocal benefits. The project can be at once an internal process and an external symbol -- both of which have the potential to enhance positive intergroup relations.

It should not be assumed from these comments that Mission District youths are necessarily disproportionately responsible for current violence problems, but rather that local youth agencies are concerned with any violence in their community. The point is that local means can be employed by these institutions in ways that are especially effective.

#### VII. Summary Statement

Youth on youth violent crimes via gang violence is thought to be of major proportion in the Mission District of San Francisco. The area is comprised mainly of Hispanics with Whites (30%), Blacks (15%) and Asians (5%) accounting for the remainder of the population.

CATS has identified and is engaging a number of community groups and organizations in meaningful ways in efforts to prevent and control crime, most notable of which is the San Francisco Police Department which is kept informed of all project activities.

A notable feature of the Project is its emphasis on organizing and mobilizing existing community self-help capabilities. A key feature here is the use of youths themselves in the prevention and crime control effort.

Recognizing the importance of the community's perception and the role of the media in shaping the community's perception of its activities, the project has as an integral part, an information network which uses a variety of mediums designed to avoid and when necessary, address public misperception of its activities.

House of UMOJA, Inc.  
House of UMOJA Residential Program  
1436 North Frazier Street  
Philadelphia, Pennsylvania 19131  
Executive Director: Sister Falaka Fattah  
Telephone: (215) 477-4500

I. Context of the Project

*Organizational Affiliation*

The House of UMOJA's Residential Program had its beginning in 1969 when David and Falaka Fattah offered their West Philadelphia home as a "refuge" to fifteen gang members from South Philadelphia. For a year prior to that time, the House of UMOJA had functioned as a communication vehicle for the Third Black Power Conference. The House of UMOJA was subsequently incorporated, in 1970, as a 501(c) nonprivate organization and it currently functions as a family-based, multi-service grass-roots civic organization serving youth and other members of the community.

*Community Profile*

The House of UMOJA is located in and serves the Carroll Park area of West Philadelphia. Carroll Park is located between 52nd and 63rd Streets, and Girard Avenue and Lansdowne Avenue in census tract 1112-1113.

Carroll Park has an estimated population of about 17,000 persons 85% of whom are Black, living in about 5,700 dwelling units. Carroll Park is neighbored to the south by the Haddington community and to the east by Parkside, both of which are characterized as economically depressed areas with a population comprised of an estimated 85%-90% Black. To the north are Wendfield and Overbrook which are middle class areas; the former is about a 65% black population and the latter approximately 85%.

The Carroll Park community is described as having an adequate local supply of or easy access to most resources. Notable exceptions include department stores and factories or other potential industrial employment sources. These exceptions maintain for the surrounding communities.

The community can be generally characterized as being economically depressed. An estimated high of 80% of the residents have incomes of less than \$10,000 with a full 12% of them estimated to subsist below the poverty line. Residents, particularly the youths at 60%, are generally plagued by high unemployment rates. Better than a third of the community's residents are thought to be receiving some form of public welfare assistance.

Several indicators described by project personnel suggest that the community is a highly stable one. Besides the fact that the community is virtually non-transient, an estimated 75% of the families own or are buying their own homes. An incredibly high percent of the families are described as intact--30% being nuclear and 50% extended. In addition to this, 50-75% of the business owners are said to live within the Carroll Park community.

Youths are thought to fare no better nor any worse than their families in terms of intergenerational mobility. While the project staff was not able to provide estimates regarding the school dropout rate, some evidence given would suggest it being at a high level. Some youths are thought to view hustling as a socially acceptable way of making a living since jobs are scarce; however, other area youth indicate they do view such involvement as illegal.

#### *Nature of the Violent Crime Problem*

When the House of UMOJA started as an "unofficial" haven for members of gangs without homes, gang related violence was at its height. According to project staff, during the 1960's gang violence was a way of life among young black males throughout Philadelphia.\* Assaults and murders were the two most common types of crimes committed. Reportedly, there were 43 gang related deaths in Philadelphia in 1973.

While gangs remain active, crimes today are thought to relate more to drugs (either in support of the habit or in relation to the mind-altering quality of the drug) than to gang activities. The most frequently committed crimes by juvenile males in the community are believed to be purse snatching, rape, car theft, mugging, and drug sales.

It is believed that juveniles commit most of their crimes within the community with the community's elderly population being the prime target of such crimes as purse snatching and muggings. Significantly, drug sales are viewed as being targeted primarily to non-resident youths.

#### *Cause of Juvenile Crimes*

The program's strategies are said to be based on the belief that youths turn to crime because of inadequate family lives.

\*Project personnel attribute some increase in family instability, the spread of gangs, and a subsequent increase in violent crimes to the urban renewal program. Prior to urban renewal, gangs were viewed as being confined to limited sections within the city. With family relocations, gang members were separated, carrying with them their gang logs, histories, and animosities to new sections of the city.

They lack nurturance, support, discipline, and guidance. As a result of and/or in addition to problem behaviors bred by family failures, youth involve themselves in gang related activities in the past and gang members considered each other as "family."

#### II. Description of the Project

House of UMOJA might be described as a crime prevention (not primary) program based on a family-oriented approach to "treating" the problems. Dependent and delinquent black males between the ages of 15 and 18 are referred to the family based residence by the courts for an "indeterminate" period of time. Project personnel indicated that youths' state of readiness and preparation is the deciding factor in regard to decisions on the termination of program services.

The focus of the program is on providing a stable home situation for the youths toward the goal of preserving their physical, mental, and emotional lives. In addition to youths' involvement in the community through school attendance and jobs, they are taught classes in black history and culture and life skills training by program staff.

The total program appears to represent a group home setting designed explicitly to provide care that is more "permanent" and less "substitutive" than is generally implied in the concept of out-of-home care. The program attempts to raise youths' conscienceness and thus their pride in their race and in themselves. More importantly, they are encouraged to view themselves as a part of the Fattah family. In fact, one mechanism cited for getting youth to remain in the project is encouraging them to carry the Fattah name.

#### III. Legitimizing and Public Awareness Efforts

The project got its start from an idea of Sister Falaka Fattah and her husband to "unofficially" provide a home for members of street gangs. This step came as a result of their concerns for and research into the problems of gang related deaths in which black youths were killing each other at an increasing rate and from their knowledge that their own son was involved in gang activities. Given the personal and precipitous nature of the venture, the Fattah's did not involve themselves in community networking.

Prior to this step in 1968, Sister Fattah had organized the House of UMOJA as a communications unit to give voice to the aspirations of black people involved in the liberation struggles. In this early stage, legitimacy was conceivably extended by the core of Black Power constituents.

Program staff indicated the major start-up problems between 1968 and 1972 were primarily financial. Problems encountered in attempting to become an officially incorporated agency are said to have stemmed from bureaucratic red tape and reluctance due to lack of knowledge of the new and innovative approach.

UMOJA became incorporated in 1970 with a Board of Directors basically representing black power advocates. The board currently consists primarily of family members, who meet monthly to make legal, policy and budgetary decisions.

Formal relationships with the courts and the Department of Public Welfare have existed since 1973; however, there have been occasional points of disagreement, particularly in relation to the length of stay of program participants. Conflicts have since been resolved.

According to program staff, the past was not marked by good relationships with traditional systems, e.g., police harassed youths in the program. Presently, the courts act as a referral source and the police are said to be fairly cooperative with the project. The relationship with the community high school is not a very positive one. Evidence reported suggests that UMOJA's staff support their youths when they feel the youths are right in view of opposite positions held by the school's staff.

That they have a close alliance with the target community's residents is reflected in the fact that they are represented on a number of community councils/organizations; provide community services, e.g., emergency food; and use former gang members for consultation and intervention when necessary.

#### IV. Intervention

##### *Program Philosophy and Goals*

The program holds to the philosophy that youths can be molded to be socio-productive adults with proper guidance, discipline, and education. This philosophy relates to their expressed belief that youths turn to crime because of their lives in inadequate families during their formative years.

The espoused goal of the project strategies is to save the physical, mental, and emotional lives of black male youth who they characterize as being an endangered species.

##### *Target Population*

The project primarily serves black male youths between the ages of 15 and 18. While originally started to serve on a voluntary basis, youths from South Philadelphia, the program currently serves youths on a city wide basis and those who are referred by the court.

Youths accepted are all considered at risk and/or serious/violent offenders. Youths who do not qualify include the psychotic, those convicted of sex related offenses, and current drug users.

Approximately 60-80% are estimated to be unemployed. All of the program's participants have had contact with the criminal justice system and represent court referrals.

Youths in the project are described as having more emotional, mental, and physical problems than youths in general. Emotionally, youths are said to suffer from problems of alienation. They also are described as needing nutritional and sex education information.

The program has never served female youths programmatically; however, females are encouraged to participate in the various recreational activities, e.g., Black Youth Olympics, sponsored by the House. In its male population, staff have observed that over the years, youths have become involved in more violent/serious crimes and they tend to have more family and school related problems.

##### *Program Strategies*

The primary program strategy is to establish a stable and adequate family life for the youths in which they are prepared to be racially and individually proud and socio-economically productive adults.

This multi-faceted residential program provides an array of services including vocational evaluation; job training and placement; individual and group counseling; recreational activities; therapy; cultural enrichment classes; life skills training; follow-up placement; and a living arrangement designed to approximate an adequate biological family.

##### *Case Management and Tracking*

Youth enter the program through court referrals. The staff social worker conducts the intake interview, while a current resident youth conducts an informal orientation to house rules, neighborhood resources, etc. The treatment and services needs of the new resident are determined through a sharing experience with the social worker.

In addition to the social worker, counselors and child care worker case records and bi-monthly staff meetings provide input regarding each residents progress or lack of progress.

The social worker is responsible for maintaining family contact; however, in some cases, counselors/child care workers also perform that responsibility. Reportedly, the social worker maintains contact with the families and, in some cases, youths are permitted to return home on weekends. Although no formal family counseling is performed, when indicated, family therapist referrals are made.

A normal day for participants in the residential program, beginning with a morning conference regarding problems and programmatic issues of the day, appears to be rather closely managed. Following breakfast, residents go to school, to work, or to a job training program. During the late afternoon, staff are available to residents who are scheduled for tutoring and homework. Post dinner portion of the evening is set aside for supervised recreation except on Tuesdays at which time a class in "African Heritage" is scheduled. With the exception of scheduled GED and Life Skills Training on Saturdays and scheduled recreational activities on Sundays, weekends represent participants discretionary time.

Mechanisms utilized to motivate youths to remain in the project include individualized counseling, the assignment of big-little brother arrangements, the utilization of participants' input into the development of resident rules and policies, and encouragement to develop a sense of belonging to UMOJA (meaning unity) and ultimately to take on the name of Fattah.

The program's orientation also charts the nature and form of post-program follow-up. Former residents are encouraged to remain or return as staff. Anniversaries and annual reunions are designed and implemented as follow-up activities. Reportedly, most former residents who marry do so at the anniversary.

## V. Organization

### *Staff Structure and Program Management*

There are twenty-five staff employees, plus volunteers in the residential program. In terms of the limited details regarding direct service providers, there are three social workers, one being an attorney who serves part-time and provides legal services. Additionally, a number of staff members are said to be former UMOJA residents.

Organizationally, there is a Board of Directors, which includes Fattah family members, that provides policy and leadership direction. An executive director (Sister Fattah, the founder) with input from the Advisory Board, is responsible for the day-to-day management of the organization. The Advisory Board consists of persons who have earned the name of Fattah and meets quarterly. The Board has no direct managerial functions but serves as community liaisons providing input in the form of identifying community needs and perceptions. The several departments; namely, security, finance, fund raising, housing and economic development, social services, and employment, are each headed by a director. The departments of security, social services, and employment have direct line staff assigned to them with social services and employment being involved with the program's residents.

In the absence of the Executive Director, department heads have the responsibility for administrative decision-making through formal organizational arrangements. It was not clarified, however, on what basis, if any, such administrative functions were shared among the six department heads.

With the organization being operated around a family theme, the management of students in the home setting is reportedly accomplished on an informal basis. Residents are active participants in maintaining the family by carrying out day-to-day chores and having input in decisions regarding rules, disciplines, etc. Project personnel state that youths are encouraged to take responsibility for the assignment of tasks in the House and for the disciplinary actions against fellow participants.

### *Funding*

The organization, inclusive of all program components, operates on an approximate \$450,000 per year. Service components included in the total budget are the residential program, employment training, the community security/crime prevention, and food services. Sources of funds for the total program are derived from the Department of Public Welfare (DPW), the Pennsylvania Commission on Crime and Delinquency (PCCD) and private foundations.

The primary source of funds for the residential components, comes from the Department currently in the form of a \$46 per diem rate for boys placed through the courts. Such funds are expected to remain at its current level indefinitely. Program monies received from the PCCD are expected to expire in September of 1981, after which further funding will be negotiated with the Department of Public Welfare.

The organization aggressively seeks new funding sources toward an eventual self-sufficiency status for program implementation. On December 29, 1979 the House of UMOJA announced



a one million dollar capital campaign focused on building renovations and construction. Construction of the UMOJA Security Institute, a focal point of the Boystown, will be completed by the end of the year.

The most recent and available accounting of the capacity building/fund raising efforts reveal a total of \$810,000 having been raised from public and private sources among which are reported to be the City of Philadelphia, Economic Development Administration, PEW Memorial Trust, Columbia Broadcasting System, William Penn Foundation, and Glenmede Foundations.

#### *Changes in the Organization/Project*

The House of UMOJA has grown from its beginnings in 1968 in a private home as an unincorporated, unpropertied haven for black male gang members to an incorporated and propertied multi-purpose and many dimensional community service organization for constructive social change. In 1972, the House of UMOJA became incorporated as a non-profit organization.

Through the years the organization has managed to purchase 23 of the houses in the same block in which the original home still stands, ten of which have been renovated and are in use. With moneys from their fund-raising campaign, they envision creating UMOJA's Boystown. Plans have been made to complete the renovations of the 23 houses and the required constructions for Boystown which are expected to comprise residential, educational, cultural and social services, as well as the creation of a community based youth employment program. Reportedly, the job training program will spin-off into seven businesses providing opportunity for young people to learn to earn while serving the community.

In addition to property accumulation, the organization has expanded its program operating zero-order budget to an approximate \$450,000 annual one.

There are other changes that go beyond the diversification of services and program components and financial accruals. There has been an change in focus and in the target population to be served. Up until 1976, the program primarily dealt with gangs and gang violence by providing a home to gang members and by helping to increase communication between gangs. In 1976 the organization began providing alternatives to gang violence, such as the Black Youth Olympics. Specific project components e.g., Employment Training, were incorporated into the program in 1978. Perhaps the most significant change in relation to being a community based program involved changes made in

the target population and the criteria for the program's service. The program originally started, without outside system's funding, to serve the youths. While the Fattahs undoubtedly maintained some criteria for eliminating youths who could not become a member of the "family," there were no obvious requirements that a youth had to have had some experience with the criminal justice system nor that youths accepted had to be court referred. These are obviously conditions required by funding sources.

#### VI. Service Evaluation

Data needed to attempt to make some estimates of the relative costs of service elements were not available for the total of all service components nor for the services provided in the residential program.

In order to ensure the delivery of the types of services desired and the promulgation of the family orientation, attempts are made to recruit staff from among former residents. Staff are said to attend relevant workshops and conferences. Additionally, bi-monthly staff meetings for the residential program are held.

There has never been a comprehensive evaluation of the program, but the Pennsylvania Department of Public Welfare conducts an annual audit that looks at physical, organizational, and programmatic compliance issues. Program success is not a component part of the evaluation; however, all references to program in these evaluations have been positive.

After UMOJA sponsored a "No Gang War in 1974" Campaign, a drop in gang deaths in the city of Philadelphia was observed. UMOJA residents constructed a questionnaire designed to measure the gang members perception of the programs effectiveness and took 200 of them into the community. Two hundred members completed the questionnaire.

On January 4, 1975, UMOJA staff sponsored evaluation committee meetings to determine the campaign's effectiveness. The committee, composed of lawyers, social workers, priests, probation officers, mothers, state legislators, and other professionals in the area of youth services, reviewed the questionnaire responses and concluded that the campaign had increased the consciousness of youth involved in gang wars to the deadly results of gang warfare. This increased consciousness effectively led to a reduction in gang related killings.

The organization attempts to determine, on an ongoing basis, program effectiveness through feedback from former residents. Through more formal procedures, written feedback on youths is

provided by law enforcement, courts, and employing agencies. Feedback procedures have not been established with schools and youths' families.

#### VII. Summary Statement

The House of UMOJA was started during the height of gang violence in Carroll Park. Murders and assaults among black youths were not uncommon in this economically disadvantaged area of West Philadelphia that has a population of about 80% Black.

While gang violence is not thought to be the current major impetus for crime, crimes committed are no less serious. Unemployment, welfare dependency, inadequate family life remain debilitating forces even though families might be characterized as being highly stable by indicators such as home ownership and intactness.

There has been no comprehensive evaluation of the program's effectiveness/impact on the lives of youths and their families. The whole focus of the family centered orientation, which characterizes the living environment of participants in the residential program, would tend to suggest that youths would develop more individual and racial pride and perhaps self-discipline. This suggested outcome was partially supported by an unscientific survey conducted by UMOJA residents.

The organization provides services that are vital to the community's survival, e.g., emergency foods, crime prevention/security training, etc. In addition, the House of UMOJA is represented on several community councils.

The services offered through the residential program and the method of implementation are certainly appropriate intervention strategies to effect the goal of providing the participants with a stable family environment and one in which the mental, physical, and emotional lives have a chance to be preserved. Youths between the age of 15 and 18 are referred to the program by the courts.

The regimented daily routine would seem to yield sufficient controls on youth's behaviors and on the management of program operations. For youngsters, presumed to have grown up in unstructured and undisciplined environments, such scheduling obviously has positive consequences.

The House of UMOJA is motivated and has the potential to move on its goal to grow toward self-sufficiency and hopefully in the espoused direction of improving the lives of black male youths.

Humbolt Park Project/The Safer Foundation  
3518 W. Fullerton  
Chicago, Illinois 60647  
Director: Benito Garcia  
Telephone: (312)342-2373

#### I. Context of the Project

##### *Organizational Affiliation*

The Humbolt Park Project maintains an affiliation with the Safer Foundation, a respected Chicago-based philanthropic organization that sponsored the IDEA project -- Individualized Development for Educational Achievement -- from which the Humbolt Park Project evolved.

The Safer Foundation continues to provide staff training, representation of the project to community organizations to bolster the project's legitimacy in building linkages and aggressive fund raising efforts aimed at achieving a self-sustaining status for the project.

##### *Community Profile*

The project serves Humbolt Park, an area of Chicago frequently referred to as "West Town" which includes Wicker Park, Logan Square, Palmer Square and several other less well identified neighborhoods bounded by Pulaski on the west, Edens Expressway on the east, Diversy on the north and Chicago Avenue on the south.

According to project personnel estimates, the total population of the area is between 150,000 and 200,000. From a racial/ethnic perspective, the area's population is overwhelmingly Hispanic, roughly 80.0 percent, with the remainder evenly split between Blacks and Whites, and predominantly youthful. Children (under age 11: 15%) and adolescents age 11-18: 25%) are estimated to comprise 40 percent of the population. Among adults, those under age 35 account for approximately 35.0 percent of the population with older adults (age 35-65) and the elderly (age 65+) accounting for 15.0 percent and 10.0 percent respectively.

The area is described as having adequate school, church, recreational, medical, shopping, social agency, and potential industrial employment resources within easy access of area residents. A coalition of community agencies also exists within the community. One perceived resource limitation is the lack of high quality vocational/technical construction within easy access of those in need.

Youths in the community are commonly perceived by project personnel as holding strong beliefs in the acceptability of illegal/immoral activities and in hustling as an appropriate way of making a living. Further, youths are characterized as strongly oriented to beating the system, to gang membership as a means of assuming self esteem and/or survival, and as rejecting the notion that education is the means to a better life.

Not surprisingly, the school dropout rate is thought to be high, although rates are estimated to vary by racial groupings from 10.0 percent for Whites to 20.0 percent for Blacks and up to 70.0 percent for Hispanics.

Although marriages among adolescents are infrequent, pre-marital sex is very common -- somewhat lower among Whites -- as are pregnancies and out of wedlock births.

The community is described generally as economically disadvantaged and as suffering high unemployment. Approximately 25 percent of the population is on welfare and perhaps up to 80 percent of all family units have annual incomes of less than \$10,000. The major means utilized to gain income are given as hustling, obtaining welfare benefits and/or engaging in unskilled (factory) employment.

Generally, residents of the community are perceived to be in "dead end" situations from an income standpoint and their children are perceived as having little opportunity to better the lives of their elders if they remain in the community.

The community can be generally characterized as being in a high state of instability. In terms of family structure, the community is characterized by a high rate of divorce, with about 50.0 percent of all families being one parent in composition. Intact nuclear families and extended families are estimated to comprise 15.0 percent and 28.0 percent of all family units respectively, while about 10 percent of the population is individually housed, predominantly the elderly.

The population is perceived to be highly transient with fewer than 10 percent of households engaged in purchasing their residences. At counterpoint, the prevailing tendency among youths is thought to be one of remaining in the community rather than moving out upon assuming adulthood.

One positive note concerning community stability: Project staff estimate that between 50.0 and 75.0 percent of the owners of community businesses are residents of the community.

*Nature of the Violent Crime Problem*

In the judgment of project personnel, community residents perceive the problem of violent crime as critical and increasing in frequency. Community residents are known to be responding by avoiding going out at night, increasing the security of their homes and arming themselves. Perhaps the most characteristic defense being adopted is that of remaining behind locked doors. For the elderly, who appear to be prime victims of certain types of juvenile crime in the community, this may be a very common tactic.

Although precise statistics on crime and arrest rates were not available, project personnel believe that the crimes most frequently committed by male and female residents of the community, for adults and juveniles are as follows:

	<u>Male</u>		<u>Female</u>	
	Adults	Juveniles	Adults	Juveniles
Declining order of occurrence ↓	. Armed robbery	. Destruction of private property	. Weapons possession	. same
	. Drug pushing	. Drug taking/pushing	. Drug possession	. same
	. Violent assault	. Violent assault	. Prostitution	. same
	. Incest	. Burglary	. Shoplifting	. same
		. Gang sex and assault		

The most common victims of juvenile offenses, by the type of crime committed are given to be:

	Type of Juvenile Crime	Most Frequent Victim/Target
Male Perpetrators	. Destruction of private property	. Homes of the elderly
	. Drugs	. Peers
	. Violent assault	. Peers
	. Burglary	. Homes of the elderly
	. Gang sex/assault	. Juvenile females
Female Perpetrators	. Weapons possession	. N/A
	. Drug possession	. N/A
	. Prostitution	. Young adults
	. Shoplifting	. Neighborhood stores

Of further interest, project personnel contend that this pattern of violent crime is persistent, that is, much the same in its dimensions and emphases as it was at the time of project startup, that the great majority of all such crimes are committed within the community rather than beyond its boundaries, and that juvenile crimes commonly represent the outcomes of group or gang activity.

#### *Causes of Juvenile Crimes*

The project's intervention strategies appear to operate on an assumption that the community lacks sufficient family and environmental structure to provide adequate guidance for youth. In that void, peer group influence takes on undue importance and is cast in a deviant direction through the mechanism of gang associations in response to the absence of positive adult role models.

## II. Description of the Project

The Humbolt Park project is an educational and skills building project for offender youths in which participants receive the minimum wage for class attendance for a 25-hour week over a 10-week period.

The project's focus and strategies are modeled after the IDEA project -- Individualized Development for Educational Achievement. The project relocated from the downtown loop area in December, 1980, in order to enhance its community-based program orientation and to reduce the time and expense required of youths to participate in the program.

The move has resulted in both increased attendance, a larger overall number of youths served and a substantial alteration in the composition of youth served. Prior to the move, about 10.0 percent of participants were of Hispanic origin. Today that figure is approximately 90.0 percent. The project's efforts to enhance its community-based orientation are partly reflected in the fact that program participants were utilized to renovate its current program facilities.

The Humbolt project staff is trained by Safer Foundation personnel and the program retains an affiliation with the larger organization. The goals of the project are the same as those for the IDEA project; namely, 1) to upgrade basic reading and math skills; 2) to simulate work experience through the classroom experience. The classroom experience is tailored to reinforce good habits that would be serviceable in the world of work, namely, punctuality, personal responsibility for dress and appearance, and conformity to rules and authority.

The Humbolt project is the only one of its kind serving Hispanic offender youths in the city of Chicago.

## III. Legitimizing and Public Awareness Efforts

The project's current director, Benito Garcia, has played a central role in shaping and implementing this project. Upon his release from prison, he found services lacking for Hispanic youths in the Humbolt Park area. Working with the Safer Foundation, he took their on-going IDEA project, then serving mostly black residents of the community, and redirected it towards the needs of Hispanics.

Part of the plan in refocusing services toward the needs of Hispanic youths included a relocation of the project's facilities to the Humbolt Park area from its prior location in the downtown loop.

While this move no doubt enhanced the project's prospects for responsiveness to the needs of the community, the project was also able to capitalize upon the basic program concepts and the network of community linkages established by the IDEA project which had been in operation for 7 years.

The IDEA project had evolved over that period of time from an emphasis upon GED preparation to one of job referrals to the current multi-service format adopted by the Humbolt Park project. Further, the project's current community linkages, particularly those with social service agencies and the courts -- from which the largest number of youth referrals come -- are essentially the linkages established by the IDEA project that were subsequently transferred to the Humbolt Park project when it was created.

The Safer Foundation is highly respected in the community and Foundation personnel were commonly employed in linkage building and legitimizing activities when community people and program leaders proved to be reluctant to deal with or otherwise nonresponsive to the initiatives of the IDEA project. Presumably, the Humbolt Park project's continuing affiliation with the Safer Foundation affords it a continuing aura of respectability and legitimacy within the area it serves.

In short, the refocusing and relocation of the project appear to have resulted from the vigorous leadership of one individual, but the viability of the program and its credibility and relationship to the community seem to be due, in large measure, to the accomplishments of its predecessor project and its affiliation with the Safer Foundation.

#### IV. Intervention

##### *Program Philosophy and Goals*

The project draws heavily upon subcultural deviance theory of delinquent behavior and appears designed to penetrate this pattern of subcultural reinforcement of deviant values by upgrading academic skills and initiating personal habits that conform to the requirements of the world of work.

The project's primary goal is the prevention of further criminal behavior among offender youths.

##### *Target Population*

The project services youths between the ages of 14 and 21, most of whom, at present, are of Hispanic origin. All participants must be unemployed and out of school (dropouts). All participants are offenders, most are repeat offenders and some are considered to be at risk of becoming same. Currently, the project serves 30 youths at a time. Both males and females are served with the current male:female ratio being 9 to 1.

##### *Program Strategies*

The primary program strategy -- a carry over from the predecessor IDEA project -- is to improve the basic academic skills and the personal habits of youths as they relate to acceptability within the world of work. These strategies are carried out through a classroom program conducted 25-hours a week over a 10-week period during which participants are paid the minimum wage.

Although this is the primary strategy, the project's strategies are probably more aptly described as multi-dimensional in that job referrals, crisis intervention, family counseling and/or health referrals are also brought to bear depending upon the needs of each participant.

The methods used in implementing these strategies are also worth noting. Project personnel indicate that the above services are brought to bear in a concentrated fashion and are delivered quickly and authoritatively as a means of providing a structure for guidance that the environment has always lacked. Put another way, the method of implementation was described as direct, high level confrontation (T-group effect).

Importantly, project personnel do not view these youths as demonstrating any greater number of emotional, mental or physical problems than youths in the general population. In short, strategies appear to be based upon assumptions that participants are capable of responding to intervention initiatives and need strong guidance and structure to enable them to do so.

##### *Case Management and Tracking*

Youths enter the project's program primarily via referrals from parole/probation officers and other community service agents/agencies.

Intake is performed by a counselor who assesses needs and eligibility. If the youth is eligible, the counselor randomly assigns the participant to a group unless a request is made for another type of assignment deriving from an established base of rapport between the participant and counselor.

Placement counselors are responsible for interagency referrals and follow through relative to obtaining needed services not offered by the project.

Case plans are developed by a staff process that involves the counselor, the core team facilitator (CTF) and the program director. The counselor is then delegated responsibility as the single person responsible for integrating the total service plan.

Daily, weekly, and when appropriate, yearly assessments are conducted to review participant progress. Academic and socialization progress are assessed on a pre-post program basis via tests conducted by an independent testing service.

Written evaluations of participant progress are obtained both during and following completion of the program from such sources as law enforcement, the courts, employing agencies, social organizations and youths' families on a regular basis. A formal procedural arrangement is maintained with the schools in the community to monitor school reentry and educational advancement.

#### V. Organization

##### *Staff Structure and Program Management*

Precise information on staff structure is not available. A total of 20 staff at 3 sites has been indicated but this may represent the total Safer Foundation level of effort in this and

similar projects. The Humbolt Park project, at its facility, appears to maintain a staff of 6 paid personnel comprised of 3 counselors (variously called core team facilitators), 1 job developer, 1 secretary and the program director. Additionally, beginning July, 1981, volunteers will be utilized for a variety of unspecified tasks to serve the average daily enrollment of 30 youths.

The project appears to be in a partial state of independence from Safer Foundation sponsorship in that daily management activities are under the direct control of the program director. As noted, day to day responsibility for participant activities is delegated to the program's core team facilitators (counselors). Also as previously noted, the project continues to capitalize on the community network established by the predecessor IDEA project and upon the reputation and efforts of the Safer Foundation's Board of Managers for purposes of fund raising.

The Board of Managers continues to provide oversight, although the monitoring mechanism is limited to review of the project's fiscal plan. Community based level of advisors provide direct community input.

#### *Funding*

Total funding for the current fiscal year is not clear. Sources of funding are given as the McArthur Foundation (no amount), the State Department of Corrections (continuing annual contract for \$140,000 for contracted services), and a contract for \$50,019.75, now expired, from the State Department of Commerce and Community Affairs (Title XX). There is no indication of the nature or amount of continuing financial input by the Safer Foundation, if any, nor any indication of funding prospects arising from the Foundation's fund raising efforts.

#### *Changes in the Project*

A considerable amount of change has occurred in the project's program related to its geographic relocation to the community served, its shift to serving primarily Hispanic youths with a lower average academic level (from a previous level of 8.5 to 10.5 average years in school to a present level of 6.0) and its assertion that the population served has further changed toward involving more females, younger adolescents, and youths involved in more serious/violent crimes. Also there appears to be a more vigorous intervention style involving the swift

application of concentrated services in an authoritative manner, although the basic structure of program services and staffing patterns seem to have been carried over pretty much intact from the predecessor IDEA project.

In some respects, these changes can be viewed as evidence of the project's adaptability in meeting community needs. However, since in the judgment of project personnel the structure of the community and its needs have not changed materially in recent years -- with the exception of a perceived acceleration in the overall rate of serious juvenile crime -- it is possible to see these changes in terms of conscious efforts on the part of project leadership to shift efforts toward a different target group of youths.

The project also seeks to enhance its relationship with the community by placing in priority upon recruiting staff from among specified residents of the area served.

#### VI. Service Evaluation

##### *Estimated Cost of Service Elements*

Data are not available to allow the fixing of dollar estimates to project service elements. The list and pattern of utilization of service elements are given as follows:

Service Element	Level of Utilization			Delivery Modes	
	High	Med.	Low	Group	One-to-One
Basic academic skills	x				
Upward mobility referrals (jobs)	x				x
Crisis intervention		x			x
Family counseling			x		x
Health referrals			x		x

Available figures indicative of the budgetary distribution of current funds are as follows:

Salaries	88,116.95
Fringe	16,310.57
Travel	N/A
Supplies	34,674.00

Equipment                    N/A  
Part. act.\*                50,019.75

\*Represents participant activities including minimum wages paid for classroom attendance.

All services are provided by paid staff, although, as noted, the project will begin to utilize volunteers in unspecified capacities beginning in July, 1981.

#### *Determining Quality of Services*

A formal independent evaluation of the project's predecessor, the IDEA project, indicated notable success in advancing basic academic skills (obtaining GED certificate) and job placements for approximately one half of the group of primarily Black participants served by that project.

Similar independently conducted pre/post assessments of basic academic skills progress, improved socialization and rates of job placement are being performed on participants in the relocated Humbolt Park project, but as yet no data have been made available on the results of these assessments. Until these results are forthcoming, it would be premature to assume that results with Black youths in a downtown location are representative of results to be expected by applying a similar approach in a different location with a different group of youths.

Further, although written reports during and following completion of the program are gathered from a variety of services and logged in an identical record keeping system, there is no indication of how this information is aggregated for purposes of assessing the overall quality of services rendered.

#### VII. Summary Statement

There seems to be little doubt that serious/violent youth crime is a problem of major concern to the community being served by the Humbolt Park project.

The Project appears to be responding to some meaningful dimensions of the community's problem as is evidenced by its relocation to the community and its refocusing upon the problems of Hispanic youths, the dominant racial/ethnic element in the community.

It is the only such project currently serving Hispanic youth offenders in the community; hence it is clear that in the absence of this project a serious service gap would occur.

The project has essentially carried over a multiple service approach and staff structure successfully employed by its predecessor, project IDEA. This overall orientation appears to be based upon an assumption that concentrated intervention with the individual directed to upgrading skills and altering socialization patterns is necessary to separate youths from deviant peer and gang influences.

The project's central tie to the community appears to be a contractual tie to the courts to provide its services to youth offenders, commonly repeat offenders, assigned to the project by the courts. Given that this contractual tie appears to be the project's most important source of funds, project services are mostly directed to a rather narrowly defined target group of youths determined by the courts.

The project's service program and goals, essentially carry over from the IDEA project, are clearly articulated and, comparing to other programs of a similar nature superior in delineation. However, the management aspects related to staff, structure, budgeting, financing and internal data processing and services evaluation are sketchy at best.

The project's predecessor, the IDEA project, employed a highly similar service approach that proved, upon formal independent evaluation, to have benefited the basic academic skills, socialization patterns and employment prospects of at least one half of all participants who were, by and large, black youths with records of repeated serious/violent offenses.

Similar data are being collected for the approximately 30 mostly Hispanic youths now in the program, however, no comparable results are as yet available.

Inner City Roundtable of Youth, Inc. (ICRY)  
325 Broadway - #401  
New York, New York 10007  
Executive Director: Nizam Fatah  
Telephone: (212) 964-8122

I. Context of the Project

*Description of the Organization/Project*

The Inner City Roundtable of Youth (hereafter ICRY) was founded as a nonprofit organization in 1975 in New York City by Carl Shinn, an exfelon and former leader of a prominent Chicago street gang (the Blackstone Rangers) who served as the organization's initial Executive Director, and Stuart Beck, an attorney.

ICRY began with and retains a singular program focus that aims to improve the life circumstances and chances of youth members or affiliates of street clubs/gangs primarily residing in designated poverty areas throughout the New York City area. Hence, a description of the ICRY organization is coterminous with a description of the ICRY project.

ICRY is governed by two (2) Boards of Directors, one composed of leaders of youth clubs/gangs located throughout the New York City area that participate in the ICRY program (currently numbering 70), and the other composed of a broad representation of prominent community leaders such as corporate executives, judges, and the like (currently numbering 12). Both Boards hold responsibility for planning ICRY's program, and each Board holds veto power over the other's proposals.

Project programs are implemented from ICRY headquarters located in Manhattan by a combined paid and volunteer staff headed by the Executive Director.

The project's orientation is holistic, that is, it attempts to address the problems confronting youths within the context of an understanding of the community environments in which they reside. The major services and activities currently being provided are as follows:

1. Client and Family Counseling.
2. Positive Placement Analysis/Referral. Resources include educational, vocational, cultural, legal, mental health and employment areas.



3. Crime-Prevention Projects. Activities include 3 senior citizens escort/street patrol units, distribution of property ID kits, security patrol services, public seminars on community anti-crime, etc.
4. Vocational Training Workshop (Graphic Arts). A NYS Division for Youth sponsored project addressed to unlawful graffiti/blight produced by youthful offenders; redirects such activities to constructive and commercial areas, aids in preparation of portfolios and school placement, and provides professional art instruction.
5. Communications/Public Relations. ICRY is frequently featured on media vehicles. They produce a quarterly magazine, provide lecturing and consultation services to schools, and conduct seminars and community forums. Recreational, cultural and neighborhood events which are open to the general community are sponsored.
6. Crisis Intervention Ombuds-Service. Unit maintains in-office and field services--directed to the lessening of tensions between youths-youths and diverse community areas, etc.
7. Legal Service Liaison. Assists the National Conference of Black Lawyers in their youth advocacy and litigation roles of youths under 16 years of age, adjudicated as adult felons. Unit also acts as diversion component for client youths of all ages.

The large networks of contacts represented by members of both Boards of Directors are heavily relied upon by the project for purposes of identifying youth participants and garnering pertinent service resources.

*Profile of the Target Youth Population: Demographics*

This project is designed to serve a specific segment of the at risk youth population residing in various neighborhoods throughout the city rather than the youth of a single geographic area within the city. Hence, the profile that follows describes the project's target population rather than a target community.

City police officials estimate that perhaps as many as 60,000 youths are currently associated with street gangs/clubs. Of that number, the ICRY claims the capacity to directly reach about 12,000 through its existing network contacts and communication methods. Data compiled from its record keeping system for

1979 indicate that over 500 youths were provided direct services during that year. The breakdown of rates of services rendered includes 633 counseling sessions, 347 youths referred to public/private resources, 71 vocational placements, 36 educational placements, 69 employment placements, 73 in-facility training roles and 16 OJT placements at ICRY. Although similar breakdowns are not yet available for 1980-81, the estimate is that the project is now serving about 1,200 youths annually.

Among the visible trends is a decline toward an average age of 17 among those being served, an increase in females and an increase in serious/violent offenders. In the latter regard, about 65.0% of all youths served are involved in the criminal justice system in one manner or another.

Approximately 80.0% of youths served by the project are affiliated with street subculture or motorcycle clubs/gangs, the remaining 20.0% being unaffiliated. Most youths served are regarded by project personnel to be program-resistant, anti-social and crime prone.

From an age standpoint about 15.0% of those served are under age 11, 60.0% are between ages 11-18, and 25.0% are young adults between the ages of 18-35. Most youths are either Black (43.0%) or Hispanic (51.0%) with the proportion of Blacks currently on the decline and the number of Hispanics being served on the rise.

About 85.0% of these youths are estimated to receive some form of assistance from social agencies. Most have no obvious means of steady support; at any one time about 15.0% are employed usually as unskilled laborers and perhaps 10.0% earn their living through hustling and criminal behavior.

Project personnel estimate that school dropout rate is 75.0% for this target population with the rate being even higher for Hispanics. The perception is that these youths are on a downward leading socio-economic pathway that is leaving them worse off than their parents were. Most of these youths come from unstable home situations, although project personnel believe that Hispanics as a group exert comparatively greater efforts to keep their families together. Among Black youths, 80.0% come from single parent homes, and, for the target population in general an estimated 40.0% are living out of their parent's homes.

Marriages among adolescents are believed to occur only infrequently; however, premarital sexual activity is estimated to involve 100.0% of this target population and approximately 65.0% of all births are estimated to be out of wedlock.

Project personnel believe that these youths commonly perceive criminal/illegal activity as being acceptable or expected behavior and hustling to be an appropriate way to make a living. Not surprisingly, these youths are also perceived to believe that gang/club membership is crucial to their self esteem/survival. Beating the system and/or the system owes me something is a view commonly shared by these youths as well, though it is believed that this notion finds stronger expression among Blacks than Hispanics.

At least 85.0% of these youths live on annual incomes of under \$10,000, and practically none of them is in a position to purchase their own residences. Illegal activity and hustling aside, the most common sources of income are welfare benefits and various unskilled labor employment. A few youths are involved in skilled trades and/or run their own business, mostly involving motorcycle parts and repair.

*Nature of the Violent Crime Problem*

The prevailing distribution of serious/violent juvenile crimes by declining rate of occurrence, according to project personnel, is as follows:

	<u>Male</u>	<u>Female</u>
Declining order of occurrence  ↓	. burglary	. grand larceny
	. robbery	. petty larceny
	. possession of illegal weapons	. marijuana sale
	. grand larceny	. robbery
	. assault	
	. homicide	

The common types of victims of these crimes were not identified beyond the observation that all such crimes are typically committed within racial/ethnic groups such as Black on Black, Hispanic on Hispanic, etc.

Project personnel believe these patterns of juvenile crime to be the same as those that existed at the time of project startup and that most criminal acts of all types are committed outside the area of the perpetrator's own community of residence.

Project personnel estimate the ratio of gang/club to individually perpetrated criminal acts to be about 50-50.

*Cause of Juvenile Crime*

Although ICY's intervention strategies are premised upon a variety of assumptions, an obvious and major assumption is that much juvenile crime derives from the absence of alternative means in the community by which youths can achieve self esteem, a sense of accomplishment and financial rewards. In the absence of such options, a deviant life style remains as the only commonly available means to achieve such personal goals. Club/gang membership is one of the chief mechanisms for pursuing these goals and, thus, a major conduit through which deviant behavior flows.

The idea that street club/gang influences upon youths' behavior can be exerted to effect conventional as well as deviant outcomes is central to the intervention strategy of this project.

II. Legitimizing and Public Awareness Efforts

The ICY concept rests heavily on the premise that networking is central to achieving the kind of results the project seeks to effect. It is not surprising, therefore, that the project has aggressively pursued the development of effective networks supportive of the project and useful to the delivery of its services from the very beginning.

The concept of networking was integral to the formation of its two (2) Boards of Directors which have proven themselves capable of reaching youth participants on the one hand and influential community supporters on the other.

Additionally, the project effectively pursues the objective of project visibility in a similar dual focused fashion. It has achieved high recognition in the local media with stories about the project appearing in every major local print media source in the last two (2) years, and it publishes a quarterly journal, Youth at Large: The Magazette of Our Ghetto Youths and Young Adults, utilizing youth talent throughout the publication which is widely circulated to the City's youth, particularly in designated poverty areas.

A variety of measures including growth in the number of youths served, number of street clubs/gangs represented on the Board of Directors, number of community organization linkages and formal agreements, number and variety of sources of financial backing, number of new programs launched, growth in community visibility and acceptance, and perhaps others, can be cited in

support of the conclusion that the ICRY's approach to networking has yielded outstanding results in a short period of time.

Many of the project's programs, such as the senior citizen escort/street patrols, simultaneously serve the goals of community networking, project legitimization in the community, and the establishment of acceptable, conventional behavior among youths.

### III. Intervention

#### *Program Philosophy and Goals*

The project sees youths as victims more so than as problems. Generally speaking, the youths of concern to the project come from deprived community and family environments and they are further subjected to the broader negative influences of institutional racism and society's propensity to avoid dealing with the needs of youths and young adults. As such, they have few available options for improving themselves and are left to their own devices in filling up enormous amounts of free time on the streets. In essence, the project perceives the problems of youths lying more in community structural features than in individual personality limitations or abnormalities and intervention approaches are shaped accordingly.

The primary goals of the project are to move youths toward a state of personal independence and economic self sufficiency and in doing so to reintegrate them into conventional society.

#### *Program Strategies*

The primary strategy is to get youths involved in constructive activities that limit their free time on the street, time commonly spent in anti-social activities. Other strategies emphasized include marketing the existing skills of youths, strengthening youths ties with the communities within which they reside and stressing the establishment of inter club/gang relationships to accomplish common goals and objectives.

A key element of the program is that of finding out what skills youths have learned in the streets and using them in the development of ICRY goals and program objectives.

A notable illustration of this strategy is the current emphasis upon finding employment for youths in the motorcycle industry and soliciting financial and job placement backing from motorcycle

manufacturers and retailers. This approach grew out of the project's recognition that a large number of participating clubs/gangs are motorcycle clubs (estimated: 37 participating MC clubs) and that, as a consequence, numerous members possessed considerable knowledge and skills relative to motorcycle repair and maintenance. The present approach seeks to exploit this body of knowledge and skills by marketing it to those in conventional society who need them, and, in the process to obtain their backing for this and other projects.

#### *Case Management and Tracking*

The project receives referrals from a variety of community organizations and law enforcement sources in addition to the larger share that arises from the extensive network of participating street clubs/gangs.

At point of referral a basic fact sheet is filled out and maintained in each participants case file. Such information as address, criminal arrests, hobbies, skills, etc. is taken. Positive placement records and attitudinal feedback from youths are also kept in the file which is treated as confidential and kept under lock and key. As a general rule, the files are opened only to qualified staff and the youths. Termination occurs when the individual leaves the program principally as a result of a positive placement (e.g.: training, school, job, etc.).

Youth participants are assigned to staff on the basis of individualized assessments and match ups and overall monitoring of the process falls to the appropriate administrative staff person depending upon the program a youth enters.

### IV. Organization

#### *Staff Structure and Program Management*

The core staff structure is composed of 6 full-time personnel including the Executive Director, the Director of Operations, the Coordinator of Youth Services, the Coordinator of Counseling/Referrals, the Coordinator of Special Services, and an Administrative Assistant. Additionally, 6 part-time staff (4 counselors, 2 consultants) and 20 volunteers are utilized.

As previously noted, planning and policy development are the joint province of the 2 Boards of Directors, which also retain authority for reviewing the performance of the Executive Director and for approving hiring/firing. Day-to-day management

is the responsibility of the Executive Director who further delegates direct implementation responsibility to the Director of Operations. All parties participate actively in the planning/implementation of specific program activities.

*Funding*

At present the project's annual budget is \$170,000, which derives from several grant sources, including LEAA and a summer, 1981, grant from the NYC Youth Board, in addition to support from private sources. The breakout of total amounts by individual sources is not available. Funding from public sources via grants is clearly unstable at this time, and perhaps partly for that reason considerable effort appears to be underway to increase private sources of funding, for example, the effort previously mentioned to market a program concerning club members' motorcycle skills and knowledge.

*Changes in the Project*

Although this project in a general sense has retained its initial program focus and headquarters location, it can be accurately described as being highly adaptive and innovative relative to responding to the identification of new needs and/or the changing needs of the youths being served. In addition, the project seems to have a high capacity for coping with program growth both in terms of numbers of participants and numbers of programs, and a considerable ability to marshal the staff, financial and network resources needed to mount new and/or larger efforts.

Its management structure related to authority, division of labor and information processing appears organized enough to lend coherence but flexible enough to adapt to change, while its structure of Boards and their ties to extensive networks allows the project to remain in touch with the nature of youths needs as well as the views of the conventional side of the city's socio-economic and cultural life. This in addition to its established record suggests outstanding project potential for future adaptability.

V. Service Evaluation

*Estimated Cost of Service Elements*

Available information is inadequate to a breakout of costs for separable service elements. The distribution of program activity by service elements is described as follows:

	Level of Utilization			How Staffed		Delivery Mode	
	High	Med.	Low	Pd.	Vol.	Group	One to One
. Counseling	x			x		x	x
. Escort Services		x			x	x	x
. Crisis Intervention	x			x	x	x	x
. Voc. Training		x		x		x	
. Youth Roundtable	x				x	x	

The allocation of the current \$170,000 annual budget by line item categories is given as:

Salaries	\$42,500
Fringes	8,500
Supplies	8,500
Staff Travel	6,800
Participant Activities	85,000
Other	18,700

*Determining the Quality of Services*

As far as can be told, no formal independent evaluation of the ICRY project has yet been undertaken. In one limited sense, the project has been "evaluated" through wide local print media coverage that commonly portrays the project in highly favorable terms which also variously remarking upon the mixed, reserved and/or skeptical views of some elements of the local law enforcement establishment. The project has established communication with and obtained participation from a broad cross section of what it refers to as program resistant youths. From this standpoint it does seem fair to conclude that the project has accomplished something only rarely tried and even less frequently achieved by the human services establishments of large metropolitan areas. Beyond this observation, the quality and effectiveness of the services provided are yet to be fully determined.

No internal/external evaluation systems, as such, appear to be up and operating in this project. The project does give indications of a capability to mount internal evaluation efforts by

adapting existing record keeping systems for use in evaluation efforts. There is no indication in available information, however, of project thinking on planning in this direction.

#### VI. Summary Statement

There is little doubt that serious/violent youth crime is a problem of citywide concern in New York City, particularly among youths residing in designated poverty areas who are affiliated with street clubs/gangs. It is this target population to which the ICRY primarily addresses itself (80.0% of current participants are members of street clubs/gangs). The project has shown considerable sensitivity over its 6 years of existence to the nature of the problems of these youths and substantial capacity to adapt and respond to specific features of these problems as they become apparent.

ICRY has invested considerable efforts to develop a dual Boards of Directors structure that serves to keep it in touch with youths' needs as well as community viewpoints. It has also established high program visibility through the media, and consequently growing credibility and support among such establishment sources as churches, social agencies, schools, private employers, and perhaps even law enforcement.

Internally, the project appears to be well organized in terms of the distribution of authority, division of labor and case management/record keeping functions. Its heavy reliance upon youth group involvement, selective utilization of youths as both paid and volunteer help, and its capacity to deliver individualized counseling, placement and referral services for a growing number of youth participants (up from 750 in 1979 to 1,200 in 1980), reflects a highly versatile as well as a comprehensive service approach.

Although available data do not permit comment on project outcomes from the perspective of success rates with individual youth participants, the project's record of accomplishment in what it has initiated, implemented, promoted and maintained over its 6 year history can be determined and assessed.

In this regard, it seems fair to conclude that ICRY is clearly directed toward marshalling a wide variety of community resources to effect changes in the opportunity structure in the community to afford youths other options than the deviant life style that too often eventuates from membership in street clubs/gangs. ICRY addresses itself to the clubs/gangs themselves as

entities within residential communities and tries to alter the relationship between the club/gang and local residents toward one that is more mutually acceptable and beneficial. These approaches are augmented by a variety of individualized services designed to offer specific youths opportunities for upward mobility and conventional behavior outside the context of the club/gang.

From the general perspective of community approaches to the prevention of serious/violent youth crime, ICRY holds considerable promise. It concentrates its efforts upon modifying community factors (e.g., community attitudes) that place a specific target population of youths (club/gang members in poverty areas) at high risk of adopting criminal behavior patterns, and utilizes youths and their clubs, both within the program and within the community context, in combine with influential community leaders to effect change. In sum, this project merits further attention from those concerned with implementing community approaches to the prevention of serious/violent juvenile crime in major metropolitan areas containing youth clubs/gangs.

Reach Out, Inc.  
Big Buddy/Lil Buddy Program  
628 Boulevard, NE, #4  
Atlanta, Georgia 30308  
Director: Clay Normand  
Telephone: (404) 875-3592

I. Context of the Project

*Organizational Affiliation*

Reach Out, Inc., the organization which sponsors the Big Buddy/Lil Buddy Program, is an extension of a dream realized 13 years ago by Clay Normand who presently serves as Executive Director. He, along with eight other concerned citizens, decided to take direct action to combat problems facing youths in Columbia, South Carolina. The result of those efforts was Brothers and Sisters.

Reach Out, Inc. was chartered in Atlanta, Georgia in March of 1979 and is based on the same concept as the Brothers and Sisters Program. Since its inception, the organization has generated an impressive amount of support, most notable of which are endorsements from George Busbee, Governor of Georgia, Zell Miller, Lt. Governor of Georgia, Andrew Young, former U.N. Ambassador.

*Community Profile*

Summer Hill, with a population of approximately 250 people, was the original target area. The program has expanded its service offerings to include the Capitol Homes area, which has approximately 2,000 people. Both communities are fairly isolated around the Atlanta Stadium and are not far from the downtown district of Atlanta.

Youngsters under the age of 18 account for approximately 35% of the area's population. Project personnel indicated that the population is younger in Capitol Homes. The area's population is predominantly Black (98%). It is estimated that 90% of the residents are recipients of welfare.

In terms of resources available within the community and/or in easy access for residents, educational, health/medical, religious, and recreational facilities, and food stores appear to be in ample supply. However, the community is said to be virtually devoid of access to department stores and factories or other potential employment sources.

Youths in the target communities are perceived to view involvement in illegal/immoral activities for financial goals as acceptable and/or expected behavior and to consider hustling to be an appropriate way of making a living even as an adult. And while crimes committed by the youths are believed to have even odds at being a group action, youths are believed to hold high regard for group involvement.

Project personnel indicate that the youths in the target communities believe in attempting to beat the system or in the notion that the system owes them something. Youths are not generally seen as valuing education as a means to a better life.

Behaviorally, youths are said to perform consistent with their values and cultural norms. Rates of adolescent marriages are thought to be low, while pre-marital sexual activity is believed to be at a high level and adolescent out-of-wedlock births are common occurrences.

Although no specific figures were provided, the high school dropout rate is thought to be relatively high. The dropout rate is believed to be high for Blacks and the Hispanics in the area and low among Whites.

Both areas appear economically depressed with an estimated 90% of the population earning less than \$10,000 a year. The remaining population earns a maximum of \$20,000 annually and a great portion of these incomes are thought to be through illegal means.

Less than 10.0% of the area's residents are thought to own or to be buying their own homes, and none of the business owners live within the community.

In terms of family movement, i.e., moving in/out of the community as well as from dwelling to dwelling and cross-generational inhabitancy, the area can be considered a stable one. However, in terms of family structure the community loses its sense of stability. Divorce rates are believed to be high. The intact nuclear family is virtually non-existent. An estimated 4.0% of the families are so classified, while a high of 65.0% are said to represent one-parent households.

#### *Nature of the Violent Crime Problem*

In terms of violent crimes, there doesn't seem to be much of a problem with assault. Reportedly, they constitute the fourth most frequently committed type of crime.

In order of frequency, the major types of crimes committed by juvenile and adult males are drug sale, breaking and entering, prostitution, assault and robbery.

Females appear predisposed to the same types of crimes. Female crimes in order of frequency are drug sales, prostitution, breaking and entering and shoplifting.

Businesses, churches, elderly and youth themselves appear to be the most frequent target/victim of these crimes.

With the well publicized murders of Black youths, the area's crime problem is getting more attention than usual. However, it is the belief of project personnel that the situation compounds the already existing problems of the youths and their families.

#### *Causes of Juvenile Crime*

It is felt that the major cause underlying the juvenile crime problem is poor self-concept among youths which results from the community socializing institutions' latent and expressed message "you're not o.k."

## II. Description of the Project

The Big Buddy/Lil Buddy program is a unique prevention effort designed specifically to provide disadvantaged youths from Summer Hill and Capitol Homes with constructive alternatives to idleness and delinquent behaviors. A network of trained adult volunteers, recruited through the organization's efforts, serve either in a one-to-one relationship with the youths or as coordinators of program activities.

The service component of this program is carried out primarily by volunteers all of whom receive training prior to taking on a Lil Buddy (the youth). The volunteer (Big Buddy) is involved with the entire life of the youth to which he or she is assigned. They are attentive to the physical, cultural, recreational and educational needs of the youth.

## III. Legitimizing and Public Awareness Efforts

Both communities serviced by the program have been under emotional stress due to the Atlanta murders of young Black youths. The program, however, was begun prior to the local and national attention accorded to these murders.

To document the need for such a program, a questionnaire was circulated to community residents. The results indicated that they were indeed alarmed about the crime problem in their neighborhood, particularly juvenile crime.

Subsequent activities included obtaining legal advice and commitments from potential Board of Director members.

Prior to operation, extensive networking was conducted with parents to obtain their permission to allow their children to participate in the program.

Essential to operation of the program was the establishment of a network of volunteers (approximately 65) from throughout the metro area.

The program has established and maintains relationships with schools, law enforcement, the courts, and employing agencies. Many members from these organizations serve as volunteers in the program.

An impressive amount of support for the program has been generated through the parent organization, Reach Out, Inc. Endorsements have been received from Georgia's Governor George Busbee, Lt. Governor Zell Miller, former U.N. Ambassador Andrew Young, and several city officials.

#### IV. Intervention

##### *Program Philosophy and Goals*

The program operates on the belief that if youths are provided constructive alternatives to idleness, they are less prone to engage in delinquent activities.

##### *Target Population*

While older and younger youths are not excluded from program activities, the target population is non-offender youths between the ages of 7 and 14. The overwhelming majority of the youths served are Black. About 1.0% are school dropouts and only 2.0% have had some contact with the criminal justice system.

Roughly half of the youths served are females, and this has been pretty much the case over the life of the program. In terms of some other features, the youth population has changed over the years. They tend to be younger, involved in more violent/serious crimes, and to have more personal and family problems.

#### *Program Strategies*

The goal of the program is to use trained volunteers as "Big Buddies," to establish a relationship with the youth which creates and fosters a positive social experience. Through this sharing experience, a "Big Buddy" demonstrates genuine concern for the youth's welfare while at the same time serves as a role model for the youth.

#### V. Organization

##### *Staff Structure and Program Management*

At the present time the program has no paid staff. Through the use of volunteer staff the program has been kept operational. The volunteer staff consists of an Executive Director, OIC volunteer, Administrative Assistants (2) and Students (10).

The Executive Director is the only full time volunteer and as such, holds responsibility for the day to day operation of the program.

##### *Funding*

The program receives small donations from community groups/organizations from time to time. However, there is no base of on-going funding.

#### VI. Evaluation

No independent evaluation has been conducted on this program. However, feedback from youths served, their parents and important sectors of the community reflect a feeling that the program is providing a valuable service to the community.

##### *Determining the Quality of Services*

To insure that operations are proceeding as planned, time charts which layout specific products, activities and time tables are used. Further, volunteers submit weekly, monthly, quarterly and annual reports all of which are examined routinely to determine if project goals are being met.

Training of volunteers is said to be an on-going program activity.



## VII. Summary Statement

Atlanta, Georgia, in general, and the project's target communities--Summer Hill and Capitol Homes--in particular, have been plagued by the fears and uncertainties accompanying the unsolved murders of young Black children for the past two years. Besides the unsolved murders, which obviously compound the problems of all the city's residents, the target areas are characterized as being economically depressed and in the center of high crime.

While the project was started prior to the onset of the string of child murders, it was said to have been started in response to the community's (initially Summer Hill) crime problem and the perceived need to provide services to its children that would prevent their turning to crime.

The assignment of Big Buddy volunteers to Lil Buddies, the child pre-delinquent target group, appears to be an appropriate intervention service when operating within the causative framework of poor self-concept resulting from systems' response.

Through the Big Buddy program, youths are introduced to positive role models and to educational and recreational activities designed to provide awareness of constructive alternatives to those found in their own environment.

While Reach Out, Inc., the parent organization, has received expressions of support from key state and city officials, it has not been able to acquire a firm funding basis for the Big Buddy or other program components. The service components are operated on very limited donated funds and by a staff structure representing only one full-time staff person and no paid positions.

Real Alternatives Program, Inc. (RAP)  
2901-23rd Street  
San Francisco, California 94110  
Executive Director: Roberto Hernandez  
Telephone: (415)826-6474

### I. Context of the Project

#### *Organizational Affiliation*

RAP is a comprehensive multi-ethnic private, non-profit organization that sponsors programs and activities designed to provide alternatives to the youth correctional process. The program, located in the Lantino Mission District of San Francisco, has been in existence and incorporated for twelve years.

#### *Community Profile*

The Mission District has been the only target area for the project's services since it was started. The District is neighbored to the east and south by economically disadvantaged communities. Portrel Hill to the east is described as being almost totally Black while Bernard Heights to the south has a mixed Black/Hispanic population. To the west is Noe Valley, described as White, middle class, gay.

The District is said to have one of the largest population of young people in the city. According to age data provided by the project, 49% of the residents are under the age of 24.

The Hispanic population is estimated to be around 60%. About 20% are Whites, 15% Blacks, and 5% Asians.

No estimates were given regarding the population of residents who were "employed" as hustlers and/or engaged in illegal/immoral enterprises. Over half of the residents are believed to be welfare recipients. Only 35% of the population was estimated to be employed--20% as laborers, 10% blue collar, and 5% white collar.

The community can be described as self-contained from the standpoint of available resources. Major resources vital to independent living, e.g., schools, food and department stores, potential industrial employment sources, health care facilities, religious organizations, and recreational facilities for young people are located within the community.

Youths in the community are believed to view education as the means to a better life. However, the high school dropout rate of an indicated 45% must not reflect similar positive attitudes among all the racial groups and/or some groups are more likely than others to encounter barriers to operate on those positive beliefs, i.e., remain in school. Hispanic youths are said to have the highest dropout rates, while the rate is average among Blacks and low among Whites and Asians. More importantly, the District is said to have the lowest educational level in the city.

Project personnel did not believe that youths in the community consider as acceptable or expected behavior the involvement in illegal and/or immoral activities for financial goals. On youths' beliefs regarding hustling as a way of making a living, as well as youths' orientation to gang membership as a means to self-esteem and/or survival, project personnel was less certain. However, there appeared to be little room for doubt regarding how youths felt about the "system." They are generally seen as holding the notion that the "system" owes them something.

Premarital sexual activity among adolescents is considered at a high level with no difference believed to exist between the racial groups. On the other hand, adolescent out-of-wedlock births which are considered about average in relation to any other community, are thought to be more prevalent among adolescent Black girls.

An estimated four-fifths of the families have incomes of less than \$10,000. This low income level is understandable when we reflect back on the high percent of welfare recipients and the low percent of employed said to live in the community, and we consider the fact that common labor is the major occupation of the employed. Additionally, project personnel indicated that the District has the second highest unemployment rate in the city.

Home ownership among the residents is believed to be some where between 25-50%. A similar percent of the business owners are said to live in the community.

The community is generally described as being somewhat transient. The extended family appears to compensate for the instability experienced by the nuclear family. The divorce rate is thought to be high for all of the racial groups with the result being an extremely low percent of the families (estimated at 5%) representing intact nuclear families. Fifty percent of the families are believed to be extended families.

Emancipated youths do not tend to move out of the community. Many are probably absorbed into the extended family situation. More importantly, the White and Hispanic youths are believed to fare no better in life than did their parents. Blacks are thought to be worse off while Asians do much better.

#### *Nature of the Violent Crime Problem*

From the information provided, there is no way of determining the level of the juvenile crime problem prior to the beginning of the project twelve years ago. However, project personnel contend that the project was started in response to the problem. Community residents are said to have lived in fear but undertook no efforts to develop a defense.

The incidence of juvenile crimes is believed to be rising and becoming more serious and violent. The types of crimes that are believed to be the most frequently committed by male juveniles and adult males are robbery, assault, and burglary. In some of these crimes youths have begun to use deadly weapons. Female juveniles are said to be more involved in shoplifting, vandalism, and assaults.

In this community, described as a high crime area, youths obviously add to the crime scene. They are believed to commit most of their crimes on their own home grounds.

#### *Causes of Juvenile Crimes*

Project personnel believe that the causes of juvenile crimes are many but related. Among the causes named are youths' frustration, anger, pressures of survival, and police brutality. The systems designed to help youths (courts, police, schools) are viewed as part of the problem through insensitivity to youths' needs, unresponsiveness, and inappropriate/unacceptable treatment.

## II. Description of the Project

The Real Alternatives Program, Inc. is a grass roots community based organization that has as its principle and ultimate purpose the creation of a more supportive and healthy community environment by encouraging community members to assume full control and responsibility for all factors which directly affect them.

Most of the activities and programs are designed to provide alternatives to the youth correctional process which often results in youths being separated from their families and often their communities.

This is a multi-service, multi-purpose program that, unlike many existing programs, does not pigeon hole youths or run them through a sequence of services. Youths are placed within a program component(s) that is considered to best fit their needs. As such, the duration of youths' stay in the program is individually determined.

Legal services, placement within the community, counseling, 24 hour answering service, and education are among the major services provided. Throughout the program, an overriding theme appears to be that of dealing with systems' responsibilities and change.

### III. Legitimizing and Public Awareness Efforts

RAP was started by Jim Queen as a neighborhood project designed to help the youths in the community. After organized efforts were underway, the project took about two years to become operational. The major problems were lack of funding and technical assistance.

Immediate efforts were entered into to obtain corporate status. The Board of Directors, which was founded soon after efforts were started, represented, as it does now, a broad-based community constituency. Parents, youths, and community members sit on the Board which has a policy-making, planning, and fund raising function. The Board, which has remained active and has retained its primary functions, meets on a regularly scheduled bi-monthly basis.

Just as community residents were involved in planning, project staff involved major systems and organizations. Reportedly, the project's goals and operational plans were presented to law enforcement, the courts, schools, and churches. Political leaders were not approached. According to project personnel, these early efforts resulted in support. However, project personnel contend that the attitudes of law enforcement officers are almost impossible to change. A lot of police harassment and brutality is reported to exist.

The organization has not developed formal interagency/organizational procedures for cooperating and coordinating efforts even though efforts were entered into to make traditional systems aware of and lend legitimacy to the program's goals and plans. While the organization does not deal on a formalized basis with the traditional systems, it forms coalitions with other community based organizations within the community to plan programs and to expand resources.

### IV. Intervention

#### *Program Philosophy and Goals*

The program's philosophy can best be understood from three statements of belief: 1) many of the causes of youths' crimes are directly related to the injustices in society's systems designed to help them, 2) the family and the community are the main elements in the youths' lives, and 3) the immediate community should be and is the only source and control over and support for its people. Following from this three-pronged philosophical statement is the ultimate goal which is to effect radical changes in the educational and juvenile justice systems, to preserve family life, and to move the community to self-determination.

#### *Target Population*

The program accepts youths between the ages of 12 and 18 and serves approximately 1,000 annually.

Youths who participate in the program are primarily male and are characterized as being high risk or offenders and ex-offenders. Seventy percent are male. About 80% have had contact with the criminal justice system. There is no information on the racial composition of the youths served.

While the youth population is believed to suffer from more emotional problems than the general youth population, they are not considered to have more mental or physical problems. Over the life of the project, some major changes have been noted in the population served. The male-female ratio has remained fairly constant; however, youths entering the program are said to be younger, to have committed more serious/violent crimes, and to have more family and school related problems.

#### *Program Strategies*

The overall strategy of the program is to offer services and activities that are intended to keep youths out of the juvenile correctional system, to maintain youths within the community, to advocate for justice meted out by the "system" and to fill the void when this is not possible, to better prepare youths to deal with the greater society, and to provide services for immediate crisis needs.

Service components of the organization include:

1. Alternative Education--A private accredited school to meet the needs of Third World youths whose needs are not being met in the city's school system.

2. Foster Home and Group Home--A placement program which provides temporary shelter care facility on a 24-hour supervision basis, processes and certifies placement when needed. LaCasa is the only group home in the District that provides crisis intervention and an array of comprehensive services to the youths and families.
3. Community Liaison--R.A.P. - Y.G.C. (Youth Guidance Center) representative represents youths and family at court hearings, citations hearings, and probation hearings; visits Y.G.C. daily for making contacts with and providing counseling to youths from the Mission community who are detained at the Center; and other information services.
4. 24 hour crisis intervention is available when needs arise in each program component.
5. Counseling and informational services in relation to each service component. Individual, group and family counseling is provided.

*Case Management and Tracking*

Each participant served must go through an intake process in which information relating to such things as home environment, school and employment situation, court contact, and street life is requested. If a need is established, project personnel contend that attempts are made to help anyone who walks through the door.

The intake process is conducted by the office coordinator, while needs assessment is performed by the counselor. The primary information collected and assessed is a social history. The counseling coordinator makes the participant-staff assignment. Each participant is ethnically matched to a counselor. After a youth is assigned, the designated counselor assumes the responsibility for developing, carrying out, and integrating/managing the youth's case plan. Home visits are said to be a major part of the counselor's job in working with the youths.

Youths are encouraged to remain in the program through meaningful involvement. As indicated earlier, youth representation is said to be on the Board of Directors. Youths are reportedly involved in planning, serving as peer counselors, and in organizing community efforts. In addition, youths have a one-to-one relationship with the counselors. Fun/recreational activities, e.g., dances, are held for their enjoyment.

Records are said to be maintained on every contact for every youth in the program. Records, which are maintained by the counselors, include parent consent forms, intake, progress, and termination reports. The services of the program are considered no longer needed when the youth's "...gets himself back together and reintegrates into the family, school or job."

V. Organization

*Staff Structure and Program Management*

The following is a complete listing of the program's staff:

- 1 Executive Director
- 1 Office Coordinator
- 5 Counselors
- 2 School Teachers
- 2 Community Liaison Persons
- 1 Social Worker
- 1 Vocational Education Counselor
- 1 Foster Home Recruiter
- 1 Foster Home Coordinator
- 1 House Manager
- 1 Youth Organizer
- 1 Group Coordinator
- 10 Youth Organizers (youth) and Peer Counselors

All staff, with the exception of youth organizers and peer counselors, are full time paid staff.

The Board of Directors is responsible for policy, budget, and legal aspects of the program, and for overall leadership in program management. Day-to-day administrative functions reside with the Executive Director. The office coordinator, through formal organizational arrangements, assumes this responsibility in the Executive Director's absence.

The counseling staff has the responsibility for the individual case assignments. Problem-solving is said to be accomplished through an individual and/or team approach, which ever is considered appropriate. When considered necessary, family is involved when problems involve the participants.

While the Executive Director is responsible for final program decisions, students and staff are said to provide input into the planning of program activities.

*Funding*

The organization is presently operating on \$250,000 annually. The funding sources include the United Way, the Mayor's Criminal Justice Planning Office, the Department of Social Services, private foundations, and fundraising efforts.

The stability of funding is not known; however, project personnel did indicate that funds allocated through the United Way and the Department of Social Services are guaranteed at the present level through May of 1982.

*Changes in the Project*

RAP has been in existence and incorporated as a private, non-profit community based organization for twelve years. Throughout its history, its major focus has been on providing programs and activities to create a more supportive and healthy environment in which youths can live.

The major changes that have occurred have been in the expansion of services and staff. It appears that the program has shaped its offerings around the changing needs of the community. Two additional buildings have been acquired to house the program.

VI. Service Evaluation

*Estimated Cost of Service Elements*

There is no way to cost out the program components on the basis of the available information. Some understanding of the overall level of participant utilization and staffing patterns can be obtained from the chart below:

Service Element	Level of Utilization			How staffed		Delivery Mode	
	High	Medium	Low	Paid	Volunteer	Group	One-to-one
. Community Liaison (between the juvenile authorities and the community)	X			X			X
. Foster Home		X		X			X
. Alternative Education	X			X		X	X
. Group home	X			X		X	X

*Determining Quality of Services*

The program seems to utilize various means to ensure the delivery of quality services. The staff, all recruited from within the community and a high percent being former participants, are bilingual and bi-cultural.

In addition to close supervision of staff, each new member is said to be employed the first three months on probationary status. Staff evaluations are reportedly conducted at three months and nine months and yearly thereafter. To make certain that program operations proceed as planned, project personnel indicated they operate around their annual plan which is evaluated every three months by staff and the Board of Directors.

While there is no indication of how the data are used, pre- and post-data are available for youths who enter the alternative education program. From the information provided there was no indication regarding comprehensive evaluation of the program. One would have to assume, however, that the major funding sources do perform some monitoring/evaluative function. Feedback on perceived effectiveness of the program is carried out with youths' families. Families are said to be contacted every six months.

VII. Summary Statement

The project was started in response to the needs of Hispanic youths who were plagued by poverty, racial discrimination, and societal injustices. In response to their plight, it is believed that youths dropped out of school at a high rate and often became involved with the criminal justice system.

The District remains one of the highest crime areas in the city, characterized by high unemployment, low income, welfare dependency, and generally depressing living conditions--a classic example of an environment that festers criminal behaviors.

Youths in the community are believed to value education; however, the high school dropout rate of an indicated 45% must not reflect similar positive attitudes among all the racial groups and/or some groups are more likely than others to encounter barriers that stymie actions congruent with their belief in the benefits of education. Hispanics are said to have the highest dropout rate.

The extended family is the most prevalent family structure in the community, resulting, in part, from an indicated high divorce rate and from the fact that emancipated youths are said to generally remain in the community.

White and Hispanic youths are believed to realize no more nor any less success in life than did their parents. Blacks are thought to be worse off, while Asians are seen as doing much better.

All in all, crimes committed by youths are said to be on the increase and more serious/violent in nature. The offender in the program tends to be younger today than when the project first started.

The program's intervention strategies appear to relate to the presumed causes of youths' crimes; namely, multi-faceted personal and family problems related to pressures of living and insensitivity and injustices from traditional systems. Additionally, the approaches taken are, indeed, designed to provide alternatives to the youth correctional system and to serve as liaisons and advocates for youths in schools and the court process.

The major service components: (1) community liaison, (2) substitute care placement, and (3) alternative education are each enhanced by the counseling component and the 24-hour answering service. These services have a great chance of reflecting the needs and wishes of the community as broad based community representation, including participants, is provided for in the structure of the planning and policy making board which has been a viable part of the project since its early beginnings.

Richmond-Perrine Optimist Club  
Perrine Crime Prevention Program  
9955 West Indigo Street  
Perrine, Florida 33157  
Project Director: Ed Hanna  
Telephone: (305) 233-9325

#### I. Context of the Project

##### *Organizational Affiliation*

The Perrine Crime Prevention Program is under the sponsorship of the Richmond-Perrine Optimist Club which focuses on community problems in relation to youth development.

The Richmond-Perrine Optimist Club has been a private, non-profit organization since 1971. In 1975, the focus of the organization moved from a recreation program to a youth development orientation. In this area the organization coordinated a summer youth employment program with other agencies from 1975-1978 and implemented such a program in 1979-1980.

Among other youth programs/activities sponsored by the organization are the Boy Scouts, Youth Alternative Community Work Program, Juvenile Community Control Program, Volunteer Program, In Kind Donation Program, Community Center Special Instruction, Community Garden Project, Overgrown Lots Project, Resource Agency Listing, and various organized sports, such as, Pop Warner Football, Dade Youth Basketball Association, Amateur Athletic Union Track, Dade Youth Baseball Association and other activities.

Over the years the organization has realized physical expansion and an increased funding level. During the period 1977-1980, the organization enlarged its physical plant by two-fold. During this same period, funding increased from \$67,000 to \$730,000.

##### *Community Profile*

The West Perrine Community, with an approximate population of 10,000-12,000, has been the major target area for the program's activities since its inception in 1977. Neighboring communities include Howard with a population of 8,000-10,000, Richmond Heights, 15,000-20,000, both of which are inhabited by middle class Blacks and Whites, and two communities--South Miami Heights (40,000-50,000) and Goulds (20,000-30,000)--whose residents are lower class Blacks and Whites.

While the West Perrine community is multi-ethnic, Blacks account for an estimated 80% of the population. About 10% are Whites and another 10% are Asians and Hispanics..

A high percent of the residents are believed to be receiving some form of social welfare benefits; however, the majority of the residents are said to be employed in the "legal" and socially acceptable workforce. While hustling and/or illegal/immoral activities are not prevalent means of making a living, a relatively small percent (estimated 10-15%) do engage in such means for their livelihood.

About 40% of the community's residents are children age 11 to less than 18, with most being older adolescents (14-18). A high percent of the families (an estimated 50%) are single-parent households.

The community is generally perceived to be characterized by negative attitudes toward work, socially acceptable interaction within the system, and education. Youths, however, do not tend to view gang membership vital in their peer relationships.

As a whole, youths in the community are not thought to view education as a means to a better life. It is among the Black youths that this negative attitude is most likely reflected in behavior. While there is an estimated 35% overall school dropout rate, the rate among Whites and Asians is far less than 10%, and for Hispanics, right at 10%.

Sexual activity among adolescents, particularly Blacks and Hispanics, is considered to be at a high level, with a resultant high rate of adolescent out-of-wedlock births.

The overwhelming majority of the families (estimated about 75%) have an annual income of less than \$10,000. While the community is generally economically depressed, a small percent of the population is employed in such positions as teaching and the postal service.

Home ownership is well above the expected in such communities. Reportedly, 50 to 75% of the families own or are buying their own dwelling. Some business owners also live in the community.

These above qualities tend to suggest community stability of a sorts. From still another perspective, across generational inhabitancy, the community is a stable one. But the unstable nature of families (high divorce rates and high percent of single-parent homes) and the tendency for youths generally not to improve in life over their parents suggest a debilitating effect for a large segment of the population.

#### *Nature of the Violent Crime Problem*

The major types of crimes committed by male youths are believed to be breaking-ins and entering, loitering, the possession of drugs, assaults, and the possession of stolen goods, in that order of frequency. Assaults and murders have increased. For the most part, however, crimes committed by youths in the Perrine community have not been of a violent nature. Shoplifting and the possession of stolen goods are among the major types of crimes committed by female youths.

Most of the juvenile crimes, primarily relating to property and increasingly involving bodily harm, are thought to be committed within the community. The business community is reported to be the most frequent target of break-ins while assaults are believed more often directed toward peers and other residents.

Prior to the project, the juvenile crime problem was perceived as getting out of hand. While gangs have not nor are considered a prevalent and threatening part of the youths' culture, according to project personnel, most juvenile crimes have, over the years, represented a "group" phenomenon.

In response to the crime problem, senior citizens in particular did not participate in community offerings because of fear, and some residents reportedly took to carrying weapons.

#### *Causes of Juvenile Crimes*

Youths are thought to be prone to criminal involvement as a result of several related factors; namely, inadequate skills, economic deprivation, psychological/emotional individual and family problems, youth's idle time, and poor self concept.

#### II. Description of the Project

The Perrine Crime Prevention Project is designed to enhance youths' self concept, to provide job opportunities for self-sufficiency, and to assist in the development of personal qualities considered vital to future success in the social and work world. These major objectives are expected to be realized through program participation over a period of six months to one year.

During a cycle in which youths are in the program, they are provided intensive individual, group, and family counseling and initially they were placed in a job for 20, 20-hour work weeks. The work experience was later cut to a 15 hour week. In addition to counseling and the work experience, youths are exposed to and are provided with cultural and recreational experiences.

Each youth is assigned to one of four counselors who has the major responsibility for the management of the overall service plan. This one-to-one relationship is viewed as being vital to youths' growth in the project and to their future development. Both the youths and their parent(s) are held to contractual agreements that were entered into at the beginning of the youth's participation in the project.

### III. Legitimizing and Public Awareness Efforts

The program originated out of concerns by area residents to reduce the high rate of youth crimes. Funds were originally allocated from the Department of Human Resources. This led to the development of a Community Development Advisory Board in the Office of Community and Economic Development which in turn formed task forces in the various communities. The Perrine Community Development Task Force, made up of individuals that live, work and/or own property in the community, made as their number one priority, a recommendation to the Dade County Office of Community and Economic Development to fund a juvenile delinquency program.

Once the program was planned and approved, it became operative in approximately 60 days. According to project personnel, the major problems encountered during start-up were securing adequate office space and obtaining approval for professional services agreements.

The Crime Prevention Advisory Board, comprised of a minister, teacher, social worker, public safety representative and community members, was formed prior to the project becoming operational. The Advisory Board, which has remained active throughout the project through regularly scheduled monthly meetings, assists in monitoring and implementing project activities.

In planning for the project, the agency presented the proposed project goals and operational plans to major systems, organizations, and residents in the community. The agency received the community's support initially and maintains a cooperative and coordinated relationship with schools, law enforcement agencies, the courts, social service agencies, government manpower and employment agencies, and the private and voluntary sectors.

The program has established and maintains linkages with the Dade County School Board through a Dade Partners Agreement. This provides for assistance in the monitoring of youths while they are in school and the feedback of information on their behavior and activities through the school liaison. The school system, through this agreement, also participates in the case management of students.

The program obtained memos of understanding from a number of community agencies that serve youths. The understanding is one of mutual assistance (referrals) in the effort of providing comprehensive and quality services.

### IV. Intervention

#### *Program Philosophy and Goals*

The program and its service offerings are based on the belief that juvenile delinquency can often be prevented if a youthful offender or potential delinquent is offered a complete range of services to fit his/her needs before experiencing the court process and incarceration. The principle focus of the program is delinquency prevention and the development of positive self concepts. As originally stated:

The goal of the Perrine Crime Prevention Program is to provide juveniles with the self-sufficiency which will permit them to grow, mature, and achieve their maximum innate potential. Our goal is to provide each youth access to socially acceptable roles in society in order that alienation may be reduced and thus reduce the amount and nature of the delinquency rate. A part of this goal will be the reduction of negative labeling which is a significant factor in alienation.

Basic to realizing the project's overall goal, the counseling component is viewed as the most vital of the program's service offerings with the work experience being second in importance.

#### *Target Population*

The project is designed to accept youths between the age of 9 and 18, however, the youths served in the caseload management are primarily between 14 and 18. Both pre- and post-delinquent youths are accepted in the program. About half of the post-delinquent youths have committed such crimes as violent assaults and strong arm robbery. From June through December 1980, 119 participants were served. As of late January, 1981, there were 56 being served--55% female and 99% Blacks.

To be accepted in the program, youths must be of normal intellect and possess no psychological or emotional disorder. As a condition of participation youths must be enrolled in and attending school.



The population of youths served over the years has remained pretty much the same in terms of age and sex. Changes have been noted in the seriousness of crimes committed and the extent to which youths seem to experience family and school related problems. Youths are more involved in violent/serious crimes and have more family and school problems.

#### *Program Strategies*

The strategies designed to effect this basically two-pronged goal of the project include four major service components. The program provides individual, group, and family counseling; organized recreational activities; cultural enrichment activities; and work experience opportunities, pre-employment knowledge training, and basic skills training.

The recreation component is directed by the recreation leader in conjunction with the program director. Most indoor games/activities such as checkers, cards, and ping pong are held at the center. Outdoor sports are normally held at one of the neighborhood parks.

Cultural enrichment activities are planned monthly by the program staff. Visits to museums and places of historical interest, as well as such fun activities as trips to the beach, picnics, and barbecues, are sponsored through the program.

Basic Skills Education classes reinforce what is being taught in the Dade County Public School System, while providing individualized assistance in participant's weak areas.

The purpose of the Pre-Employment Knowledge Training component is to teach the technical and non-technical skills necessary for obtaining and keeping employment, such as: completing job applications, job interviewing, completing resumes, proper dress, following instructions, co-worker relationships, etc.

In addition, assistance in securing supportive services, such as: health care, legal aide, food stamps, AFDC, child-care, etc., is also available.

An individualized treatment prescription plan is established for all youth participants, based upon evaluations, reports and assessments from parents, program counselors, school officials, worksite supervisors, past employers, youth participants themselves and educational/employment tests and assessments. Benchmarks or goals are established for each to achieve during their participation in the program.

Each individual component mentioned above is not sufficient to meet the total needs of the participants. However, the components supplement each other in a multifaceted manner, so specific individual needs of the youth can be met. This intensive approach helps youth achieve their highest level of productivity.

Through the work experience component, youths are placed for meaningful employment in such neighborhood organizations as C.A.A., schools, and local public housing projects. Youths are paid stipends for 15 hours of work per week for a cycle of 20 weeks.

The counseling component has 4 counselors. The number of individual and group counseling sessions that a given youth participates in is determined on an individual basis. Participation in scheduled counseling sessions is mandatory and continued absence can result in a dishonorable discharge from the program. Peer counseling sessions are held monthly and involve those youths who have participated in the program and are currently pursuing positive goals.

#### *Case Management and Tracking*

The bulk of formal referrals are received from schools, police, and the courts; however, anyone, including a potential participant, can make referrals. When adjudicated youths are referred, written sociological, psychological, and medical evaluations are obtained from the referring source. In the case of self-referrals and referrals from other than formal sources, a counselor makes an assessment of the participant's needs in relation to reason for referral, family situation, personal problems, attitudes, etc. These evaluations become a part of the participant's program file.

Each participant is assigned to one of the program counselor's by the project director. While the assigned counselor has the major responsibility for effecting the youth's treatment plan and overall case management, the case coordinating committee, comprised of all parties involved, helps develop participants' case plan.

Counselors provide one hour per week of intensive individual counseling to all youths in their caseload, and one and a half hour per week of intensive group counseling. Visits are conducted once a month to the home of youth participants to confer with parents and to work sites to confer with supervisors or designees. Youths' behavior and progress are formally monitored through written evaluations from either parent, school officials, peer groups, staff members and/or other referral sources.

Some of the methods used to encourage youths to remain in the project are up front conditions to participation, including a program contract the youth must sign relative to conditions of supervision, a program contract signed by a parent(s) and an agreement by both the youth and parent to ongoing involvement with the program. During the youths' stay in the program, a system of rewards for good behavior and close contact with the counselor are used as positive inducements.

There is an integrated information gathering and reporting system. Youths' case records, including service reports, referral and follow-up records, and results of program observations through monitoring site visits are maintained.

Reportedly, established written outcome criteria are used to determine when participants no longer need the services of the program. However, such criteria (not provided) are apparently more program focused rather than being tailored to individual needs. According to the project director, youths are normally maintained in the program for a period of six months to a year. If additional services are required at the end of that period, the youths are referred to other social service agencies.

The program attempts a follow-up contact with former participants at the end of each of the first three months after leaving the program. Through coordinated procedures, feedback is provided the project by other agencies/organizations that have contact with the youths.

## V. Organization

### *Staff Structure and Program Management*

The Crime Prevention Program is staffed by an executive director and an executive secretary, both under a time-sharing arrangement, one full-time administrative secretary, four counselors, and a youth activity coordinator. The services of these paid staff are enhanced and augmented by the use of volunteers.

The project's staff is directly responsible to the larger organization, of which the executive director is head. The policy-making medium of the Crime Prevention Project is the 12-member Perrine Crime Prevention Advisory Board.

By formal organizational procedures, the agency's assistant director assumes responsibility for organizational administrative decision making in the absence of the executive director. Counselors are charged with the day-to-day responsibility for youths'

program activities. A normal program day is 7 to 5 with flexible schedules according to service needs and programming.

Project activities are planned through regularly scheduled meetings. The Youth Advisory Board provides input into the planning of activities and in developing rules, regulations, etc.

One means of managing youths in the program is through the home visits in which staff monitors the family's and participants' progress in relation to the contract agreement.

Regularly scheduled individual and group meetings are held with staff to ascertain how program operations are proceeding and to make certain the program activities proceed as planned. Program personnel indicate that an appraisal system and case management review forms are used as a means of ensuring effective staff performance.

A good system of record keeping in regard to participants seems to be in place. All information is maintained in locked files when not in use by counselors.

### *Funding*

The Crime Prevention Project operates on an annual budget of \$185,000 with the local Community Development and CETA being the funding sources. Community Development funds are guaranteed until May of 1982 at the current funding level. CETA funds are available at a lower funding level until September of 1981.

The organization has been engaged in capacity-building activities to ensure continuation of program activities. Applications for funds have been made to LEAA, United Way, Dade County Community Action Agency, Burger King, Coca Cola, and for supplemental funds, the Community Development Office.

In addition to the possible receipt of funds from some of the sources contacted, the program's established linkages with other community systems and resources should guarantee the continuation of some of the services offered should funding become problematic.

### *Changes in the Project*

This project has undergone few major changes, generally retaining its original program focus; however, it appears that the work experience component has become a higher priority than the counseling component. Perhaps, this accounts, in part, for youths ages 14 to 18 being served more often than the younger youths the program was originally designed to focus on.

Changes that have occurred seem to be related to procedural requirements that would tend to guarantee more accountability of the youths, particularly at their work sites.

One apparent additional change was the reduction in hours of the youths' work week from 20 to 15 with 10 of these at the work site and 5 being devoted to basic education classes.

Project personnel indicated that funding for the project is to expire in May of 1982. They are aggressively seeking funds to continue the program from that date. There are no indications how nor if, any evaluation of program effectiveness will be used to reassess program philosophy and/or strategies.

#### VI. Service Evaluation

##### *Estimated Cost of Service Elements*

All of the six major service components are in high demand by the program participants. In terms of participant-staff mode of interaction, each component involves both one-to-one and group involvement. It is only for counseling services, including basic skills development and career planning, that paid staff are involved. From this perspective, the counseling component can be viewed as the most costly of the program's services.

Additional information regarding the agency's total budget outlays supports the view of high costs for the counseling component. Of a total budget of \$730,000, only 1% is allocated to participant activities while 41% is allocated to staff salaries. From a high of 28% allocation for participant wages and benefits the work experience component is also costly even though paid staff are only minimally involved in its implementation.

##### *Determining Quality of Services*

Project staff indicated that the findings resulting from an evaluation effort conducted by the Human Resources Department was generally positive. For example, self-reports from Perrine clients indicated 25% fewer delinquent acts two-months after entry than two-months before entry into the program. The program was found to have achieved broad community recognition through its community service component and to have remained consistent in its range of services. However, they generally concluded, there was room for improvement in the area of delinquency prevention.

The outlined program's strategies for ensuring the delivery of quality services appear to be sound and rather comprehensive. The overall strategy begins from the point of staff selection. Staff are said to be identified by the community task force and recruited as paid and volunteer staff from within the community.

Professed qualities of staff include a feeling for and belief in the program, educational qualifications, community activities, and volunteer experience. Through an appraisal system, including assessment of case management review forms in regularly scheduled staff meetings, efforts are geared to ensure and determine the effectiveness of staff performance.

As a part of the treatment plan, a contract is negotiated with the youths and parents in regard to identified problem areas, the program's expectation of them, and the program's role in addressing the problem. Procedurally, each case is said to be monitored on a prescribed scheduled basis for the purpose of assessing the adequacy of the service plan. Following termination from the project, a follow-up report is attempted during each of the first three months.

One formal procedure for determining the project's effectiveness involves formal, written, and regular feedback from families and community agencies and organizations. The latter constituents, with which the program has working relationships, have been provided rating sheets for evaluating the program.

In relation to the program's impact on the lives of children who leave the program the information is used to assess recidivism rate and input on positive termination. Pre- and post-project tests used in the education component reports a 80-85% rate.

#### VII. Summary Statement

The target community served by the Perrine Crime Prevention Project is classified as a lower income community with a fair share of residents who are gainfully employed and considered "model" community residents. In this sense, the community does differ from the hard-core poverty areas that are natural breeding grounds for juveniles crimes.

In this multi-ethnic community with an 80% percent Black population, the majority of the residents are said to be employed in the "legal" and socially acceptable workforce even though it is estimated that roughly 75% have an income of less than \$10,000. On the plus side, home ownership is estimated at 50 to 75%.

While the community situation is not as depressing as say an inner city economically disadvantaged area, one gets the notion that living conditions are probably worse among Blacks than among the Whites and the Hispanics.

Crimes in the community have not been of the level of seriousness attributed to most crime-ridden communities. In fact, in terms of frequency, the major crimes committed by male juveniles are thought to be breaking-ins and entering, loitering, possession

of drugs, assaults, and the possession of stolen goods. It is thought that the business community is the most frequent target of break-ins and assaults are more often directed toward peers and other residents.

In response to the crime problem, perceived to be getting out of hand prior to the implementation of the project, residents became motivated to seek out ways of addressing the needs of youths in the community. After the problem was brought to the attention of state level departments and the local Community Development Task Force was established, the Perrine Crime Prevention Advisory Board was formed. The Board, comprised of broad-based community representatives, continues to assist in monitoring and implementing project activities.

The program's intervention strategies appear to be appropriate means of addressing the problem in relation to the presumed causes. However, the time-frame (6 months to one year) in which the strategies are expected to have a "lasting" (meaningful beyond program) impact seems totally unrealistic.

The described case management procedure and safeguards, if implemented according to plans, should guarantee more than adequate monitoring of participants' behaviors and growth while in the project. Of particular note is the program's use of contractual agreements between the project and the youths and their parent(s) in the case management process.

Much can be said for the capacity-building activities in which the organization has been engaged in order to increase the probability of program continuation. In addition to maintaining cooperative and coordinated relationships with other community agencies, organizations, and systems which allow the program to enhance its capabilities, additional funding sources are being aggressively sought through formal channels.

Services for Asian-American Youth (SAAY)  
SAAY/LEAA Community Crime Prevention Program  
4209 Santa Monica Boulevard  
Los Angeles, CA 90029  
Project Director: Leland Wong  
Telephone: (213) 660-7473

#### I. Context of the Project

##### *Organizational Affiliation*

SAAY/LEAA Community Crime Prevention Program is sponsored by Services for Asian-American Youth (SAAY) which was established in 1971 as the youth component of the Council of Oriental Organizations (COO). SAAY remained a component of COO until its own incorporation as a private non-profit organization in 1976.

SAAY surfaced in response to an alarming increase in school dropouts among Asian Pacific youths. High dropout rate is thought to be related to language and cultural barriers, social pressures, and economic barriers. SAAY's goal is to serve the Asian Pacific youths who are economically disadvantaged and/or who are recent immigrants encountering problems such as racial discrimination, language barriers, poverty, and unemployment.

Working with a number of institutions, SAAY has developed other program and services for Asian Pacific youths. They include SAAY Continuation High School and CETA In-School Work Experience Program.

##### *Community Profile*

The target communities include Chinatown, the Korean community, Japantown, and the Crenshaw area. Its boundaries include Western Avenue to the west, Alameda Boulevard to the east, Olympic Boulevard to the south, and Melrose Avenue to the north. The target area, normally referred to as the Corridor, has an approximate population of 350,000. Adjacent are Montiray Park (East), composed of a heavy Asian population from the upper middle class and Hollywood Hills (North) predominantly White, upper middle to upper class.

Youths under the age of 18 comprise an estimated 60% of the total population.

The communities contain an estimated 30.0% Asian population and a 30.0% Latin population; the remainder being about 25.0% Black and 15.0% White.

The socio-economic status of area residents appear dismal, 60% are thought to be welfare recipients. Of those in the labor force, the majority are in the blue collar ranks. About a third of the area's residents are believed to make their living through hustling and/or dealing in illegal/immoral activities.

The area is described as having within its boundaries such basic resources as schools, churches, recreation, medical, shopping and potential employment sources.

Youths are perceived to hold positive attitudes toward making the dollar through illegal/immoral means. Consequently, hustling is considered an appropriate way of making a living even for adults. Given the above perceptions of youths and their perceived negative attitudes of the value of education as a means to a better life, it is surprising that project personnel believe that youths do not hold to the notion that the system owes them something.

Approximately 10% of the area's high school students drop out at some point. Latin Americans and Asians account for the majority in this percentage figure. Across all of the community's groups of youths, premarital sexual activity is thought to be widespread but more so among Hispanic youths. However, the occurrence of young marriages and adolescent out-of-wedlock births are thought to be no higher than the general population.

An estimated 75.0% of the community's residents have annual incomes of less than \$10,000, with the major cited occupation among the employed being general labor. Less than 10.0% of the families are believed to own or to be buying their own homes.

#### *Nature of the Violent Crime Problem*

The major classes of crimes committed by male youths are burglary, robbery, extortion, auto theft, and assault, in that order of frequency. Correspondingly, for females they are shoplifting, burglary and petty larceny. Although there has been some variance in frequencies these classes of crimes committed by both male and female youths have remained pretty much the same.

The most frequent target/victims of these youths crimes are the elderly, merchants and youths themselves. The youth on youth crimes are believed to be mostly group or gang related. However, the extent and nature of these gang related youth crimes are largely unknown mainly because statistics are rarely collected on the status of the community. Project personnel contend, however, that gang violence is on the increase among youths.

Drug (quaaludes, PCP) usage, a main problem among youths, appears to exacerbate and accelerate situations into violent confrontations.

According to project personnel, residents perceive the crime problem as an accepted element of their environment of which they can do very little in effecting change. Residents are said to react in various ways--arming themselves, securing their homes, and keeping their children in their homes in the evenings.

#### *Causes of Juvenile Crimes*

SAAY's organizational focus seems to operate on the premise that serious/violent crimes among Asian-American youths is multi-causal in nature. Among the posited causes gleaned from the materials are (1) cultural conflicts, (2) economic necessity and inadequate skills, and (3) criminal influence.

Asian youths, especially the American born, are seen as being constantly pulled between American and Asian values and customs. Additionally, Asian youths are perceived to be caught in the nationalistic rivalries that occur in their multi-ethnic environment.

It is believed that the cultural conflicts experienced by the youths cause low self-esteem which leads to a break down in their respect for authority and tradition which are often focal points in Asian cultures. When seen in this light, the problems are thought to be even more serious for youths who have recently immigrated to America, such as the Vietnamese. It is felt that the youths, in expressing their frustrations and stresses, turn to forming or identifying with gangs to create a new and different life style and "culture" for themselves.

In addition to the kinds of problems addressed above, many Asian youths are high school dropouts, have no marketable skills for gainful employment, and are thus more vulnerable to increased involvement in delinquency and/or criminal behaviors.

SAAY also recognizes that criminal influence is a significant contributor to violent juvenile crime. For example, Asian youths band together into gangs for survival and protection; and, as the need to fight is enhanced, negative behavior becomes more agreeable to peers who normally would not commit delinquent acts. To survive one must be in a gang; and thus become influenced by its criminal nature.

SAAY's attempts at serving Asian youths also include the consideration of such factors as poverty, racism, weak attachment to others, and unoccupied time.

## II. Description of Project

SAAY/LEAA Crime Prevention program seeks community involvement in its service efforts as a means of addressing the weak attachment youths have with their community and society. Its strategy addresses unoccupied time through an emphasis on sports which allows youths the opportunity to identify with a conventional unit of socialization.

Drawing from other project resources within the organization, participants are provided CETA In-School Work Experience, bicultural/ethnic studies, cultural/social field trips and get togethers, training on vocational planning, training on ways of handling cultural conflicts, employability training workshops.

## III. Legitimizing and Public Awareness Efforts

The primary vehicle utilized in making project activities known is coordinative linkages with schools and the community at large. At schools, contacts have included truant officers and other personnel responsible for discipline problems. At the community level, the program's main vehicle is its semi-monthly newsletter--THE NEWSAAYER. The newsletter serves as a means of communicating about the extent and nature of the crime problem, project sponsored events, and ways in which the community can become involved.

A youth gang council was formed to actively involve youths in addressing the crime problem. This 28 member multi-ethnic council works to ease conflicts between the various ethnic gangs in the community.

## IV. Intervention

### *Program Philosophy and Goals*

The program is based on the belief that if youths are provided avenues for constructive use of their time, they are less likely to engage in criminal activities. Further, community involvement with the program enhances its potential to strengthen the weak attachments youths have with society as well as allows them an opportunity to identify with a conventional unit of socialization.

The program seeks to improve the quality of life among youths that live in the community through education, recreation and community involvement.

### *Target Population*

The program serves approximately 600 youths per year, all between ages 14 and 20 (75% are 17-18 years of age). Of this figure 75% have had some contact with the juvenile justice system and about 5% are school dropouts.

All youths served are economically disadvantaged and/or are recent immigrants encountering problems such as racial discrimination, language barriers, and/or unemployment. Program participants are largely Asian Americans; however, some Blacks and Latinos are served in the SAAY Continuation High School.

Over the life of the project, the project has noted that the youths served include more females, are younger, are involved in more serious/violent crimes, and have more family and school problems.

### *Program Strategies*

To accomplish its goals, the program sponsors:

- Educational Workshops--they include such topical areas as Asian American Awareness, the Criminal Justice System and other issues of concern to Asian youths.
- Sports Activities--such as volleyball, basketball, bicycle clubs. Youths have direct input as to what kinds of sports activities may be useful.
- Recreational and Social Activities--such as camping trips, rollerskating, etc. The youth have a say in planning and organizing these activities (role enhancement).
- Monthly Newsletter--THE NEWSAAYER is the project's means of communicating with the community about issues of current concern. It also provides pertinent information on the extent and nature of violent crimes in the community.

Youth Gang Council--This 28 member multi-ethnic Asian Youth Council serves to ease conflicts between and among Chinese and Japanese gangs. The Council provides leadership training and develops constructive alternatives to crime. The Council is not on-going; it normally meets in response to a rumor of a crisis. Ex-gang leaders are identified and charged with the responsibility of facilitating rap sessions and collecting information about rumors of gang violence.

#### *Case Management and Tracking*

The key actors in the youths' flow through the program are the Counselor and the Youth Coordinator.

The Counselor is responsible for conducting the intake process which involves collecting information on income, family situation/problems, type of referral, and criminal activity. Also, he/she is responsible for the development and integration of total service plan for youth participants.

The Youth Coordinator makes participant-staff assignments. That decision is largely influenced by sex and ethnicity. The Youth Coordinator is also responsible for linking participants with other community service agencies which are determined best suitable for addressing the participants service needs beyond the capabilities of the program.

#### V. Organization

##### *Staff Structure and Program Management*

The program is staffed by an Executive Director, Project Director, Youth Coordinator, Administrative Assistant, Book-keeper (2), Teachers (2), Clerk Typist (2), Secretary, Community Workers (5), Vocational Job Developer, and Counselors (8).

The Project Director is responsible for the day to day operation of the program.

Weekly staff meetings are conducted to review, and alter plans and to monitor on-going activities.

Staff are evaluated every three months for quality control purposes and to insure that a certain level of effort is maintained.

To insure community involvement in program activities, a youth Advisory Board was established to provide feedback and support for program activities. The Advisory Board has its own secretary who is responsible for maintaining records on every aspect of its involvement in the program.

##### *Funding*

The total program's budget is \$500,000 annually. Sources for most of the program's monies are CETA and County Service Funds, both of which ended in December, 1981.

SAAY, the organization which sponsors the crime prevention program, has one fiscal manager who holds responsibility for contract management, budget reports, fiscal distribution and day-to-day book-keeping for all projects.

SAAY fiscal capabilities have won them a "good credit letter" with LEAA; which enables them to receive funds directly from LEAA without State or County agency involvement.

#### VI. Service Evaluation

SAAY/LEAA Crime Prevention Program has been subjected to both internal and external evaluations. The results of these evaluations suggest that the program has been successful according to the number of youth participants in sports/recreation activities and the number of youth participants involved in the program's training initiatives.

#### VII. Summary Statement

The target communities served by SAAY and its Community Crime Prevention Program is multi ethnic with an estimated 30% of the population representing several Asian American groups, 30% of Hispanic origin, and 25% Black. The area is characterized as being economically disadvantaged with an estimated 60% of the families thought to be receiving some form of welfare assistance.

In this highly culturally and ethnically diverse area, crime committed by youths is said to be at a high level with gang related violence being a major concern, particularly between groups.

Youths are believed to engage in delinquency and criminal behaviors because of a number of interrelated reasons, among which are cultural conflicts, economic necessity and inadequate skills, criminal influence, racism, and idle time. Through SAAY's total program, including SAAY Continuation High School, the CETA In-School Work Experience Program, and the Crime Prevention Program, youths are provided experiences and services designed to help them grow in terms of dealing with differences, to improve their life chances, and to use idle time constructively.

While SAAY's general orientation is that of changing youths rather than community systems that impinge upon youths, SAAY has developed and maintains coordinated linkages with schools and the community at large to more effectively meet program goals. A very positive aspect of the program is the use of a semi-monthly newsletter, which is partially developed by the youths, as a vehicle for program-community communication.

Sey Y.E.S., Inc. (Youth Enterprise Society)  
3840 Crenshaw Boulevard, Suite 217  
Los Angeles, California 90028  
Director: V.G. Guinses  
Telephone: (213) 295-5551

I. Context of the Project

*Organizational Affiliation*

Sey Y.E.S. was organized by V.G. Guinses in 1968 in the South Central Los Angeles area as a job training and employment agency. During the 1970's, the major emphasis of the organization which was incorporated as private non-profit in 1974, shifted to the prevention of violent juvenile acts, particularly gang related in the public schools and the community and to the improvement of communication with parents and the police.

Initial prevention efforts toward reducing violence in the schools included conducting rap group sessions with youth and providing in-service training for teachers. With a grant from the Law Enforcement Assistance Administration (1978), Sey Y.E.S., Inc., under the directorship of its founder V.G. Guinses, initiated a more direct and intergrated approach to combat gang violence.

*Community Profile*

The Sey Y.E.S. project serves the South Central Los Angeles area with a population of about one million. Blacks account for an estimated 70% of the population and Hispanics roughly 25%. Whites and Asians together comprise about 5%. The Hispanic population is increasing at a greater rate than all other area sub-populations.

The age structure of the area's population is 40% under age 18 (with two-thirds between 11 and 18), 55% between 19 and 65, and about 5% age 65 and over.

The socioeconomic status of the area's population is middle-class to economically disadvantaged. A high of 20% of the area residents are believed to be employed in white collar jobs and 40% in blue collar. It is estimated that 25% receive some form of social welfare assistance and about 30% make a living through hustling and/or dealing in illegal/immoral activities.

While a high of 75% of the area's residents are estimated to have annual incomes of \$10,000 or less, 15% are believed to have incomes in excess of \$15,000 with 5% being in the \$20,000 plus category. The income levels pretty much reflect the educational levels. Less than 25% are believed to be high school dropouts; 10% are estimated to be college graduates.



Basic resources, such as schools, recreation, medical, shopping, and potential industrial employment sources, are easily accessible to area residents.

From some indicators, the area can be described as being somewhat stable. Home ownership is estimated to be between 25 and 50%. Youths tend to remain in the area rather than move away upon reaching adulthood or otherwise becoming emancipated. And among the area residents, a goodly number represent persons owning businesses in the area. It is estimated that between 10 and 25% of the business owners reside in the area.

#### *Profile of Youth In The Program*

Sey Y.E.S. serves about 10% of South Central Los Angeles' youth population. The following demographics refer only to youth in the Sey Y.E.S. program.

The prevailing cultural norms among youths are perceived to be consistent with behavioral observations. Youths are thought to ascribe strongly to making a living through hustling, to believe in beating the system or in the notion the system owes them something, and to view engaging in illegal/immoral activities for financial goals as acceptable or expected behaviors. Likewise, youths are not perceived to believe in the value of education as a way to a better life. They are thought to consider gang membership as being vital to their self-esteem and/or survival. In fact, the gang "family" is described as a major subculture.

Youth's high school dropout rate is estimated to be between 15 and 20% with the rate being highest among Hispanics and Blacks, estimated at 25 to 30% and 15 to 20%, respectively. Pre-marital sexual activity among these adolescents is thought to be at a high level across racial groups, while adolescent out-of-wedlock births are also considered high but highest among Black youths. Marriages among the very young (under 14) are thought to be rare but quite common among adolescents age 14 and above.

Families of youths are characterized by high divorce rates with no differences observed between racial groups. Intact nuclear (10%) and intact extended (5%) families appear to be the exception rather than the rule. A high of 75% of the families are estimated to represent one-parent households.

Generally, program youths are perceived as faring better in life than do their parents. Whites and Hispanics are said to do somewhat better and Asians and Blacks are thought to be much better off.

#### *Nature of the Violent Crime Problem*

South Central and Central Los Angeles are noted for high crime rates, particularly violent crime. The level of juvenile crime is said to be high with most being committed by members of youth gangs.

Gang violence is believed by project personnel to be widespread and the most critical of youth crimes.

Project staff estimate there are about 300 gangs in the area although only 15 to 20 are thought to be visibly violent. Reportedly, there are some female gangs that often have leaders who are more notorious than their male counterparts. The females often carry guns into the schools for male gang members.

The crimes committed by program juveniles tend to represent the full range committed by area adults. For male juveniles and adults alike the most frequently committed crimes, in the order of frequency, are said to be robbery, homicide, drug possession and sale, assault, and rape. Among females, program juveniles and area adults, the major crimes committed are believed to be robbery, assault, drug possession and sale, and prostitution.

Male and female juveniles in the program are believed to commit most of their crimes within the target community; however, it is project personnel's judgment that the more experienced criminals go outside the area. The major target of criminal activities varies by type of crimes. The elderly are thought to be the prime target in robberies. Assaults and homicides are perceived to be targeted at peers, while drug sales is directed to peers and the very young. Male juveniles are said not to have a specific target for rapes; anyone will do.

According to project personnel, levels of fear are high. However, it is generally believed that poor people are more aware of the crime and the middle class is either unaware or denies there is a gang problem. But, it is the contention of project personnel that gangs and gang related crimes have been a problem of the area since the 1960's.

#### *Causes of Juvenile Crimes*

Violent youth gang related crimes are seen as being caused by the lack of job opportunities and social activities. The chances of their remaining in existence and becoming increasingly more volatile are great without preventive and other concerted efforts that include work with families, the community, schools, the police, and the gangs.

#### II. Description of the Project

Sey Y.E.S. has developed various project approaches to determining the underlying causes of gang warfare and violence and for coping with that crime. Project elements include: (1) intervening in the formative stages of possibly violent, gang-related events on school campuses; (2) helping school personnel prevent and manage gang-related conflicts and disturbances; and (3) establishing an environment where members' of gangs can interact on a positive basis.

A central project component is crisis intervention and conflict management teams who research and monitor gang violence and plan intervention/containment activities. Another component includes school workshops designed to transfer Sey Y.E.S. prevention skills to teachers, administrators and school personnel.

Perhaps the most unique features of Sey Y.E.S. project, warranting brief description, are the peer intervention and communication system. Female ex-gang members (called the Angels) are recruited and trained to serve as "trouble" shooters in communicating with gangs and in decreasing their potential for warfare. They study the pattern of gang activity in a community before they are allowed to work on the streets. Through their street work, i.e. friendly involvement with gang members, they have learned of personal and gang related problems and provide Sey Y.E.S. with a direct communication's link to the gangs. The Angels also help in tutorial, recruitment, and training activities. Other peer intervention involves male gang, ex-gang, and non-gang affiliated leaders and other staff members who are assigned to street watch and community affairs "guard" duties. Both the female and male peer workers are paid staff.

Staff members and respected gang and non-gang leaders employed by Sey Y.E.S. are assigned to over 200 schools or locations in the streets, e.g., bus stops, parks, etc., to listen for rumors regarding possible gang activity. Rumors are controlled through an effective communication system that includes gang leaders, the Los Angeles Police Department, the Sheriff's Office, the District Attorney's Office and the security guards of the school system.

The communication system known as the hotline helps in:

- Coordinating efforts to prevent murders;
- Decreasing police visibility and counter-attack;
- Timing the intervention so more immediate and precise (most important);
- Involving gang leaders in stop-gapping their own crises (role enhancement).

Other services include instructing drill teams; holding rap sessions; monitoring athletic and social events; organizing student safety patrols; developing youth job skills; and organizing youth and parent neighborhood watch programs (to help improve pride in neighborhood and to increase parental participation in Sey Y.E.S. activities).

### III. Legitimizing and Public Awareness Efforts

V.G. Guinses (the founder of Sey Y.E.S.) is said to have conceptualized and started the project in response to the employment needs of youths in the area. Having changed its focus in the

early 1970's to the prevention of violent youth gang related crimes, efforts were entered to seek corporate status. The startup period is said to have lasted over a period of 4 years with the major problem encountered being the inability to secure funds to pay staff.

A Board of Directors, comprised of some staff members, business men, and community members, was formed soon after the startup activities began. The Board, which initially provided moderate advice on organizational planning and technical assistance, continues to be involved through regularly scheduled monthly meetings.

Early networking efforts included presenting the project's goals and operational plans to schools, churches, community groups, and political leaders. Law enforcement and the courts were apparently involved later in the program's history when plans were formalized to seek assistance through LEAA. At any rate, the project currently enjoys the support of community groups including law enforcement and the courts. In fact, the Los Angeles Police Department and the schools are vital components to the project's operational plans as was previously noted.

The project's concept rests heavily on networking with the major target group, i.e., gang members, which it has effectively pursued through employing respected current and former gang members as staff and in their inclusion on the Advisory Board.

A variety of the project's activities including the in-service training to teachers on ways of obtaining and maintaining better relationships with students, the surveillance operations in schools and strategic locations in the community, the linkages with other service groups, the technical assistance provided other Los Angeles communities on implementation strategies, and the practice of hiring staff from the target areas have furthered and serve as support of the positive nature of the community involvement approach.

### IV. Intervention

#### *Program Philosophy and Goals*

Violent youth gang related crimes are seen as being caused by the lack of job opportunities and social activities and are viewed as the most critical of all youth crimes in the area. The program appears to operate on the premise that youth gangs are inevitable in an environment which has given rise to them, and the best course of action is not to work toward dismantling them but rather the reduction of their violent nature through

redirecting their energies and direct crisis intervention strategies.

The stated goal of the project is to reduce gang violence through direct and indirect programmatic means. Directly, the project attempts to avert impending gang action. More indirect means include involvement of gang members as staff and in the informal communications network.

#### *Target Population*

Due to the nature of the project, i.e., major activities accomplished in the streets and other gathering places, there is no way to presently determine the exact size and composition of the target youth population. However, the characteristics of the estimated 500-1000 plus gang and non-gang oriented youth receiving more direct services (such as employment assistance, stipend, counseling, etc.) can serve as general indicators of the characteristics of the target youth population.

The population of gang and non-gang oriented youth currently receiving services are estimated to be between the ages of 8 and 21, with an ethnic/racial composition 80% Black, 15% Hispanic, 3% Asian and 2% White. Males represent about 70% of the population.

While about 85% of the direct service youth are estimated as having had contact with the criminal justice system, about 90% are believed to be full-time students. (This breakout, however, seems to conflict with the estimated dropout rate of between 15 and 20%).

Direct Service youths are believed to have more problems than do youths in the general population. Emotional problems are thought to be related to alienation from the family. Drugs are believed to be the major cause of the mental problems the youths experience.

Project personnel indicated that the youth population served has undergone significant changes over the years. More females appear to be involved in gang related crimes; youths are younger; crimes committed are believed to be of a more serious/violent nature; and the youths, themselves, appear to experience more family and school related problems.

#### *Program Strategies*

The primary program strategy is to use peer intervention for averting potential gang violence. Other strategies are focused on individual problems and personal growth, and on community awareness and change, all with the same goal of preventing gang related violence.

In addition to gathering information and communications system and the peer intervention strategies previously described, the program directs attention to groups in awareness and training efforts and provides individualized services. A brief description of each component follows.

Sey Y.E.S. continues some of the activities in which it became involved in its beginning days with a crime prevention focus. Group counseling and the conduct of rap sessions in the schools and community centers are on-going activities. In-service training for teachers, which is designed to improve student-teacher relationships as well as to build better methods for dealing with violent outbursts in the classroom, also continues to be one of the services provided.

Some other program activities, all of which assume a lower priority than crisis intervention efforts, focus on individual needs. These include job preparation, job placement within the organizations, leadership training, recreation, tutoring, and utilizing parents and youths for neighborhood watch.

#### *Case Management and Tracking*

Project personnel indicate that no formal intake procedures are established. They contend that they attempt to help anyone who has a problem and seeks the program's assistance. Each such participant completes an application and it and any additional information would be subsequently added to the general files. According to project staff, the program does not determine when participants no longer need the services of the program; rather, participants come and go depending on their individual needs.

Obviously, no in-house case management and tracking of program participants would be appropriate or functional in relation to the tremendously large number of youths who may be impacted by some of the program efforts but who do not actually come into what can be defined as one-to-one program contact. Case management, in the strictest sense, for female and male peer staff who perform most of their goal-oriented work in the field would be and probably has been considered meaningless.

#### V. Organization

##### *Staff Structure and Program Management*

Sey Y.E.S. employs six (6) full-time paid adult staff members: (1) a director, (2) a deputy director, (3) a crisis intervention supervisor, (4) an administrative manager, (5) a program coordinator, and (6) an executive secretary. About 40-80 youth receive minimum wage stipends.

The director and administrative staff are responsible for final program decisions. However, the Board of Directors provides policy input and overall leadership; the Advisory Board provides input (of an unspecified nature); and youth participants are said to assist in planning such activities as dances, field trips, etc.

Planning/staff meetings are said to be conducted on a regular basis for the purposes of reviewing plans/progress and changing strategies when considered necessary. (There is no indication that youth staff are involved in this organizational aspect).

As previously indicated, a system for case management and tracking program participants is not in place; however, a fiscal accounting system is established.

#### *Funding*

Sey Y.E.S. is currently funded through the Office of Criminal Justice and Planning in Sacramento (at an unspecified level). The funds are guaranteed until December of 1981 at the current level.

According to project personnel, program funds fluctuate depending on funding source; however, it is estimated that approximately \$350,000 are needed annually to operate the comprehensive and integrated approach to the reduction/prevention of violent gang related crimes.

In relation to capacity-building, cooperative linkages have just recently been initiated with the Compton Action Center and Consortia (Youth School). It is thought that this relationship will enhance the program's capacities. However, available information does not describe the nature of the Center nor the cooperative relationship.

#### VI. Evaluation

##### *Estimated Cost of Service Elements*

Data relevant to the pattern of service utilization, staff allocation, and budgetary allocations are inadequate to allow making dollar estimates of program elements. However, some gross statements can be made from considering the following utilization pattern and the general nature of service elements.

Service Element	Level of Utilization			How-staffed		Delivery Mode	
	High	Med.	Low	Paid	Volunteer	Group	One-to-One
Crisis Intervention	x			x	x	x	x
Athletic Monitoring	x			x	x	x	x
Teacher Training	x			x		x	x
Neighborhood Watch	x			x		x	x

Budget allocations for each of the service components were not available. In conjunction with the utilization pattern outlined above, a gross estimate of service costs might have been possible. For example, the utilization pattern is the exact same for crisis intervention and athletic monitoring. Budgetarily, one would surmise that costs for the 24-hour telephone equipment, telephone monthly service charge, etc., over against no such major costs in the athletic monitoring would result in the crisis intervention component being more costly from a budgetary standpoint. Additionally, while both components were rated similarly regarding utilization and staffing pattern, one has to believe that a 24-hour service involves a significantly higher level of utilization by the service-based population and consequently more staff-time.

##### *Determining the Quality of Services*

To ensure effective staff performance, project personnel indicated that a first consideration is that staff are endemic to the service areas. Crisis interveners and athletic monitors, in particular, are said to be "street" wise and to understand the dynamics of the gang phenomenon. Project personnel contend that staff evaluations are conducted every six (6) months. In addition, staff members are required to submit reports according to written guidelines.

A close study of provided evaluation forms indicates that a highly detailed and formalized internal system of evaluating program effectiveness in relation to workshops and training provided and crisis intervention/conflict resolution efforts are in place. In regard to the former, forms have been developed to

assess needs prior to the conduct of the training as well as for the evaluation of the training provided. Similar evaluation procedures are utilized for rap sessions. For youths who participate in some of the several activities sponsored by Sey Y.E.S., e.g., rap sessions, athletic program, drill team, and modern dance, an evaluation form is provided to the youth's parents.

Attempts at the evaluation of the program's effectiveness in averting gang violence at school sponsored events are accomplished through a pre-event assessment of the potential for violence and a monitoring of the occurrence of incidents at such functions. While there is no way to determine the extent to which the program's activities influence the outcome of potentially violent situations, the program does have gross yardsticks regarding the occurrence (increase/decrease over a period of time) of violent events.

#### VII. Summary Statement

Gang violence appears to be a way of life in the target area described as spanning the socio-economic gamut from the middle class to the economically disadvantaged. While Blacks account for the overwhelming majority of the population, the area is said to be in flux, in part, due to an increasing Hispanic population.

Gang violence has been a youth phenomenon to which Sey Y.E.S. has addressed much of its efforts over the life of the program, initially through job training and employment and more recently through more direct efforts to prevent violent juvenile acts.

Sey Y.E.S. has developed viable linkages with area schools and law enforcement agencies who assist them in their attempts to reduce gang violence. High consideration is given to strategies that focus on group needs (as opposed to individual needs). However, there is no indication that project strategies are tied to a theorized cause of gang violent crime, nor that the policies and practices of area institutions are targets for change.

One of the major strengths of the program appears to be its heavy utilization of members of street gangs to effect the behaviors of youths who are thought to be prone to violent acts. The overall approach to the youth's involvement, however, appears to be heavily oriented toward crisis resolution rather than having the intent of long-term impact on youths' behaviors. In addition to the crisis-oriented work, the program provides individualized services to between 500-1,000 youths annually.

There is much to be said for the program's involvement with the community through board membership, planned activities for youths, training sessions, community organizations, and directed efforts to avert violent gang crimes, primarily, through youths who are former gang members.

Wynwood Youth Center, Inc.  
273 Northwest 29th Street  
Miami, Florida 33127  
Project Director: Jorge Bantista  
Telephone: (305) 688-3236

I. Context of the Project

*Organizational Affiliation*

The Wynwood Youth Center, Inc. is a private non-profit organization that, prior to assuming its current corporate status in June of 1980, was an affiliate of the Miami Dade Community College for four years. The program was operated by the New World Center under the supervision of the Dade-Miami Criminal Justice Council and funded by a 5 year grant from Community Development funds. Presently, the Center is administered by a community board and is monitored by the Criminal Justice Council.

*Community Profile*

From its beginning, the Center has served youths in the Wynwood area of Miami. This densely populated area, representing a variety of ethnic groups of which Hispanics represent about three-fourths of the residents, is surrounded by Calmer to the south which is inhabited predominantly by Blacks, Alleatha to the west with Blacks and Hispanics, and Little Haiti to the north with a mixed population of Haitians, Blacks, and Hispanics.

While about 50% of the residents are estimated to be employed and as laborers, 75% are thought to be receiving some form of welfare. A high percentage of the employed and the unemployed reportedly make a living hustling and/or through illegal/immoral activities.

Of the area's population, approximately 35% are believed to be between the age of 11 and 18. For this young aged group, the community is sorely lacking in or virtually inaccessible to several resources considered basic to wholesome and/or educational development of youths. Falling in this category are high schools, vocational/technical schools, and recreational facilities such as Y's, Boys Clubs, etc.

Youths in the community appear to be vulnerable to many forces that can be unsettling. About half of the families in the community are single-parent households. Project personnel believe that adults, as well as do youths in the community, hold high regard for involvement in illegal and/or immoral activities for financials goals, hustling as an acceptable way of making a living, and beating the system.

Given this environment, it isn't surprising that youths tend to dropout of school. Among high school students, the overall dropout rate is estimated at about 30% with the rate being about 50% among Hispanic youths and lowest among White youths.

To compound the problems of dropout, out-of wedlock births to adolescent mothers is at a high level with their being more prevalent among Hispanic youths.

When considering the cultural context of the community, it is understandable that the community is not conducive to inter-generational upward mobility. Whites and Hispanics are thought to fare about the same as their parents, while Blacks are usually worse off.

As noted earlier, the community is characterized by high level of unemployment and a high percent of welfare recipients. Among the employed, general labor is the major occupation. Expectedly, only about 15% of the residents have an annual income of at least ten thousand dollars. In relation to the County at large, the median income level for residents of Wynwood is approximately two-thirds the median county income.

From the standpoint of across generational inhabitancy, the community can be considered a stable one. Emancipated children do not tend to move away. However, from still other indicators the Wynwood area is far from being a stable community; families are not generally home owners; they tend to be somewhat transient, i.e., moving from dwelling to dwelling; and the intact nuclear family appears to be the exception rather than the rule.

#### *Nature of the Violent Crime Problem*

The Wynwood community represents the highest crime area in Miami. The adult "criminal" population, as well as the juvenile, make the problem of crime the major problem of the community. According to project personnel, adult males are more likely to be involved in drug sale; the male juveniles are more likely to be involved in breaking-ins and entering. Other types of crimes believed to be committed by male juveniles, in the order of frequency, are robbery, drug sale, assaults, and gang violence.

Female juveniles, like their male counterparts, commit gang violence. Both female juveniles and adult females engage in prostitution and in the sale of drugs.

Significantly, crimes by Wynwood youths are most often committed within the community with the elderly residents being the most frequent target of break-ins, robbery, and assaults. Gang violence is targeted to peers, while the major target for drug sales are most often "outsiders."

Drug traffic, break-ins, robbery, assaults and vandalism are described as being part of Wynwood social environment. Residents in the community can be said to live in fear of harm to their person and/or property. Some are afraid to walk in the streets even in the middle of the day. Outsiders hesitate to enter the area for business purposes.

#### *Causes of Juvenile Crimes*

According to Center Staff, the major causes of juvenile crimes are emotional problems of the family, economic deprivation youths encounter, and concomitant idle time. A high percent of the children live in single parent homes with the parent sometimes working extra hours to support the families. The youths are seen as generally unsupervised and lack nurturing and attention within their large families.

## II. Description of the Project

The Wynwood Youth Center is a project that sets out to help youths develop a positive self concept, to learn of and become exposed to healthier and more enriching experiences than those to which they are exposed in their living environments, and to provide educational and job training/placement opportunities.

The project's focus and activities are a carryover of the Center's work for four years as an affiliate of the Miami Dade Community College. The project became community based in order to become a more constructive and more direct response to the problems facing youths in the community.

The major goal of the project is to reach youths before they become involved in delinquency and criminal behaviors. As such the program is open to youths as young as age 8. Most of the youths have not been involved with the law.

Direct services provided include counseling, cultural enrichment experiences, and structured recreation. Educational and job training/placement opportunities are offered through referral services. Youths may remain in the program until they are positively placed in school or are employed.

## III. Legitimizing and Public Awareness Efforts

The Miami-Dade Community College, in cooperation with community leaders, started the Center as a community development crime prevention project. The move from City College was considered a constructive response to the problems facing Wynwood youths and it was believed that a community-based, non-profit organization would provide the best organizational framework.

Early on in the project, staff involved the community by forming a community board that provided input and needed support and by presenting the goals and operational plans to representatives of the major systems within the community, i.e., law enforcement, courts, schools, churches, community groups, and political leaders.

The program took about 5 to 6 months to become fully operative with what project staff described as a known impact on the community. While staff, community members, and participants worked all summer in renovating the building donated by the city of Miami, the problems encountered that were considered of major consequence during start-up were the lack of staff, the lack of experience, and the lack of transportation.

Since its inception, the Center has actively sought and received the support of the community's systems and organizations. The Center is granted use of local school auditorium for drama classes and theatrical productions. Services not available through the Center might be provided participants through referrals to social service agencies which are made possible through the project's membership on an Interagency Council consisting of a number of social service agencies.

The Community Board, made up of prominent citizens, parents, participants, law enforcement officials, and merchants, remains a viable component that holds regularly scheduled monthly meetings.

#### IV. Intervention

##### *Program Philosophy and Goals*

As a community based youth crime prevention program, the Center's goal is to reach youths before they become involved in delinquent and criminal behaviors. Heavy emphasis is placed on designing and implementing activities in which youths can be engaged to enhance their self concept and to become aware of constructive alternatives to existing ones in their community. The program rests on the philosophy that the enhancement of self concept with concomitant constructive alternatives for existing life style situations lead to more productive adults.

##### *Target Population*

The project primarily serves Hispanic youths; however, a few Whites and Blacks are in the program. While the project reportedly serves approximately 700 youths between 8 and 21 per year, the average age is 14 to 15 years of age. The participant population represents about 70% males. Most have not been involved with the law but are considered high risk.

Only about 5%, first offender referred by the Department of Health and Rehabilitative Services (HRS), are involved with the criminal justice system.

About 60% of the youths are, or were, school dropouts. Undoubtedly, the high dropout rate contributes in large measure to the high percent of the older youths who are unemployed/and/or unemployable.

Youths in the project are thought to suffer from emotional problems much more than the population at large. Project staff determined that about 90% of their participants manifest emotional problems stemming primarily from the lack of parental attention.

The project has noted changes in the population of youths served over the years. The male-female ratio has remained pretty much the same; however, youths tend to be younger, involved in more serious crimes, and have more family and school related problems.

##### *Program Strategies*

Core direct services of the Center include counseling (individual, group, and family), structured recreation, cultural enrichment activities (arts, crafts, drama, music) and workshops. Referral services coordinated by the Center include job placement, training and educational opportunities and counseling.

One of the unique aspects of the Center's work is the Street Theater project. Using the psychodrama approach, in which youths act out situations occurring in the community, the Center educates youths generally, helps develop a sense of creativity, and opens new avenues for future jobs/careers.

##### *Case Management and Tracking*

The major eligibility requirement, in addition to age range and pre-delinquent status, is that youths come from low income families. A counselor or community aide conducts the intake process, a part of which involves an assessment of needs. The needs assessment is designed to obtain income and employment related data on the family and to determine major problems the youths and their families may be experiencing.

Services to youths are said to be provided on the basis of a case plan which is developed conjointly by the project director and a counselor. Participants are assigned to staff by the project director who is guided by experience and sex of the workers in relation to the needs of the participants.



While there is not a single person in each case who has the overall responsibility for the youth, the counselor has the major responsibility for counseling youths and coordinating inter-agency referrals and follow-through for youths in the project who have service needs not directly provided by the project. The integration of the total service plan is realized through a team approach.

The project attempts to encourage youths to remain in the program through rewards given for good behaviors, e.g., field trips. Youths are required to attend school regularly or to obtain training and/or employment in order to remain in the program.

The individualized program elements include counseling and job placement. And it is when youths are positively placed in school or employment that the Center determines the youths no longer need its services. After the youths leave the program, the Center attempts to maintain contact through telephone follow-up.

## V. Organization

### *Staff Structure and Program Management*

The Center is staffed by a program director/coordinator, a counselor, two (2) community aides, and a secretary. The program is administered by a community board, representing broad-based community involvement, and is monitored by the Dade-Miami Criminal Justice Council. The board provides policy direction and leadership.

The program director, in addition to being responsible for organizational-decision making, has the major responsibility for coordinating intake, counseling and evaluation of program components. The director acts as liaison with the community social service agencies contributing to the program's operations. Additional responsibilities include the supervision of staff and preparing activity reports. Specific program planning and problem solving are accomplished by the staff at regularly scheduled staff meetings. Participants' input is used in planning some activities.

In the director's absence, the counselor through formal organizational procedures assumes the responsibility for administrative decision making. Additionally, the counselor has the up front day-to-day responsibility for intake, referral services, and for program activities for youths.

The Center utilizes services of professional, experienced, bi-lingual and bi-cultural volunteers from the community in carrying out its cultural enhancement programs. For example, the major decisions regarding street theater productions are made by the director; however, a local professional actor provides expertise.

A folder, including intake/assessment information, follow-up and termination forms, is maintained on each participant. All files are kept locked and are available to project staff.

### *Funding*

The Center has operated on a total actual budget of \$39,000 and approximately an equal amount in in-kind services. Funds provided through the Dade County Community Development and City of Miami have expired (however, Community Development has recently provided an additional \$12,000. This will keep the program operating until October 31, 1981. Monies granted by private companies are expected to last until August of 1981).

To augment the small operating budget, the Center has made extensive use of community resources, facilities, and volunteers to enhance its own capabilities. For instance, transportation services are provided by another organization.

### *Changes in the Project*

The Wynwood Youth Center has a short history as a private, non-profit organization. In the one year period since gaining its corporate status and independence from the Miami Dade Community College, the staff, participants and volunteers have completely renovated the dwelling donated by the City to house the Center.

The major focus of the program's activities remains basically the same as when it was first started at the College. As a community-based program, the Center has expanded the direct and referral services it has been able to provide during its first year.

## VI. Service Evaluation

### *Estimated Costs of Services Elements*

It is difficult if not virtually impossible, to cost out component services in a total diversified program especially given to over-lap in roles of staff, the fluctuation in participant utilization, etc. However, it is especially important to programs operating with scant resources to make some cost estimates. Program modifications often depend on such assessments.

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Germane to making determinations which could relate to program modifications, including the question of continuation/discontinuation, program decision-makers were asked to view their major activities from the standpoint of level of utilization and staffing pattern in terms of paid versus volunteer staff and group versus one-to-one participant-staff modes of interaction.

All things being equal, which they never are, one could surmise in a general sense that any activity that is highly utilized by participants, depends only on paid staff involvement, and requires one-to-one interaction would be a more costly program element relative to other elements. Of the activities offered through the Center, counseling meets the above criteria with group interaction also being required. Recreational activities, including sports and self defense were also at a high level of utilization. However, volunteer staff are used and the activities are conducted in groups. Both field trips and drama were at a medium level of utilization, supervised by paid and volunteer staff, and are group functions.

Based on staff requirements, the counseling component might be considered the most costly. Beyond factors related to staff utilization, is the nature of the component services in relation to actual budgetary outlays that must be considered. In the overall budget, participant activities account for an estimated 45% of the program costs. This compares to 40% allocated for staff. While specifics were not provided regarding allocations for which of the activities, we might venture a guess that the majority of such costs would be incurred in the cultural enrichment component. At any rate, outlays for participants activities, including staff requirements to conduct same, are the most costly of the budgeted items. In relation to the total budget, participants' activities appear to represent the most costly program element.

#### *Determining Quality of Services*

To attempt to ensure the delivery of quality/effective services, the program provides internal staff training and uses weekly staff meetings for charting performance and progress. There was no mention of the nature of the training nor of who provides it.

In order to determine the quality/effectiveness of the service program, the Center staff indicates it makes use of in-house evaluation mechanisms and performance indicators. When youths enter the project, they are evaluated and a needs assessment is conducted. Progress reports are maintained on each participant/family. While termination reports are considered valuable, they are conducted on a limited basis due to lack of staff. Available data are said to be used as a means of evaluating the performance of the project and staff.

The Center has instituted procedures for acquiring feedback from the community regarding perception of the quality and effectiveness of the project. Formal and written communications characterize the feedback process with families, schools, and law enforcement and courts when they are involved. Contact with families and schools is made on a regular basis. There is not a formal process for communicating with employing agencies.

In addition to in-house efforts to ensure the provision of quality services and mechanisms to determine same, the project is monitored by the city quarterly and annually.

#### VII. Summary Statement

The Wynwood community is a classic example of an environment that tends to be conducive to youths turning to serious/violent crimes. The community is described as a multi-ethnic, low-income area that is characterized by prevailing positive attitudes toward involvement in illegal and/or immoral activities for financial goals, hustling as an acceptable way of making a living even for adults, "beating" the system in general, and such adult and juvenile activities as drug abuse and sales, prostitution, and committing more serious forms of criminal behaviors. To add to this dismal picture, the community lacks some basic resources that could serve as a counter-balancing force. In addition to the nature of the community, the family is not generally a stabilizer in youths' lives. An estimated half of the families represent one-parent households; a similar percentage are believed to be receiving some form of social welfare; and unemployment is high.

While it is early in the Center's history and no evaluative data exist to reflect the extent of the effectiveness of the program's activities, the mere implementation of the Wynwood Center within the community can be viewed as a positive step toward effecting a change in the lives of youths. The actual start-up activities involved mobilizing the stable factor in the community. Early on in the project, a broad-based community board was formed and linkages developed with major systems and organizations within the community. Such networking activities have enhanced the Center's capabilities to provide direct and referral services.

Program participants were involved throughout the summer in renovating the building donated by the city to house the Center.

The Center's intervention strategies to effect its major goal of primary prevention relate to the perceived cause of juvenile crimes; namely, emotional problems of the family,

economic deprivation, and youths' idleness. Only a small percent (referrals from the Department of Health and Rehabilitative Services) of the youths served have or have had involvement with the criminal justice system. The Center designs its program to serve youths as young as age 8.

Counseling (individual, groups, and family) is considered the most important component of the program. Second in importance is the recreational program. The program appears to have the makings for the potential to improve the conditions of youths through many ways, among which are: 1) providing awareness of alternatives to their current life style through the cultural enrichment program, 2) expanding potential job/career development through referrals and the street theater productions, 3) providing wholesome activities that would not otherwise be available due to their non-existence in or inaccessibility to the community, and 4) making school attendance or training and/or employment a requirement for program participation.

The major problems that surface from this assessment of the Wynwood Program relate to severely limited funds and staff, inadequate program evaluation procedures, and insufficient case management and follow-up.

FOOTNOTES

- <sup>1</sup>Piliavin, Irvine, and Scott Briar. "Police Encounters with Juveniles." American Journal of Sociology 70 (September): 1964 206-214.
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- <sup>2</sup>Merton, Robert K. "Social Structure and Anomie." American Sociological Review 3: 1938 678-682.
- <sup>3</sup>Cloward, Richard A. and Lloyd El Ohlin. Delinquency and Opportunity: A Theory of Delinquent Gangs. Glencoe, Illinois: The Free Press. 1960
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- <sup>4</sup>Hirschi, Travis. Causes of Delinquency. Berkeley. University of California Press. 1969 16-26.

<sup>5</sup>Coates, Robert B. "Community-Based Corrections: Concept, Impact, Dangers." In Juvenile Correctional Reform in Massachusetts: A Preliminary Report, by Lloyd E. Ohlin, Alden D. Miller, and Robert Coates. Washington, D.C.: NIJJDP.

<sup>6</sup>Woodson, Robert L. "A Summons to Life: Mediating Structures and the Prevention of Youth Crime." Cambridge, Massachusetts, Ballinger Publishing Company, pp. 34-35.

#### SUGGESTED READINGS

These suggested readings have been divided into four sections:

- I. Work with Organizatons or Institutions
- II. Work with Interpersonal Systems
- III. Work with Community
- IV. Additional references that proved helpful in the analysis

Authors are listed in that section of the suggested readings which represents their major emphasis. In some cases, however, the same author is included in more than one section because of the multiple focus of his work.

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