

# OJJDP Comprehensive Gang Model

## Planning for Implementation

Office of Juvenile Justice  
and Delinquency Prevention

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This guide relies heavily on the research and experiences of a number of practitioners and professionals in the field of youth gangs. Many people contributed directly and indirectly to this document. OJJDP is grateful for the work of Dr. Irving Spergel, University of Chicago, and his associates who, in the early 1990s, collected and analyzed the practices of agencies involved in combating gangs. From this research, Spergel developed a model comprehensive program to reduce gang violence. In 1993, Spergel began to implement the Model in the Little Village neighborhood of Chicago. The Spergel Model has been tested, evaluated, and found to have positive results.

With some adaptation, this design gave rise to the OJJDP Comprehensive Community-Wide Approach to Gangs. The initial demonstration sites (Bloomington, Illinois; San Antonio, Texas; Riverside, California; and Mesa and Tucson, Arizona) began implementation of the Model in 1995. In 1998, OJJDP launched the Rural Gang Initiative in four sites (Glenn County, California; Mt. Vernon, Illinois; Elk City, Oklahoma; and Cowlitz County, Washington). In 2000, OJJDP began the Gang-Free Communities and Schools Program. Four sites participated in the Gang-Free Communities Program (East Los Angeles, California; Broward County, Florida; Lakewood, Washington; and San Francisco, California). Four sites also participated in the Gang-Free Schools Program (Houston, Texas; Pittsburgh, Pennsylvania; East Cleveland, Ohio; and Miami-Dade County, Florida). In 2003, the Gang Reduction Program was started. This program was a further adaptation of the Model in that it added prevention and reentry to the Model's concept. The program was initiated in Richmond, Virginia; Los Angeles, California; North Miami Beach, Florida; and Milwaukee, Wisconsin.

OJJDP thanks the project directors, the staff, and the many individuals at these sites who have contributed so materially to this program and, in the process, helped identify the best practices and lessons learned contained in this implementation manual.

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# Chapter 1. Introduction

During the 1980s, the gang problem in the United States became widespread and communities around the country were struggling with an increase in associated youth violence. In 1987, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) began supporting a research and development project to design a comprehensive approach to reduce and prevent youth gang violence. The initial phase of this project was directed by Dr. Irving Spergel at the University of Chicago. The project concluded in the early 1990s and resulted in the development of the Spergel Model of Gang Intervention and Suppression, later renamed the OJJDP Comprehensive Gang Model (Model). The OJJDP Comprehensive Gang Model was based on best practices to address gang-related violence and crime as implemented in a number of communities around the country.

Drawing principally on social disorganization theory to frame the development of the Model, Dr. Irving Spergel and a research team from the University of Chicago expected that there were core strategies to address gang youth, their families, and the community institutions that would promote youths' transition from adolescence to productive members of society. With this in mind, law enforcement and other agency personnel in 65 cities reporting problems with gangs were surveyed. Analysis of that information, in conjunction with site visits and focus groups, led Dr. Spergel to conclude that communities should adopt activities in five specific areas (referred to as the five strategies):

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

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

*Social intervention:* Youth-serving agencies, schools, grassroots groups, faith-based organizations, police, and other criminal justice organizations reaching out and acting as links to gang-involved youth, their families, and the conventional world and needed services.

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

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

In 1993, Dr. Spergel began implementing the initial version of the Model in the Little Village neighborhood of Chicago. The goal of the project was to reduce gang-related violence connected to two local gangs. Called the Gang Violence Reduction Program, the project lasted five years. An evaluation of the project was conducted, with several positive results: serious violent and property crimes were reduced, gang involvement of older gang members decreased, gang members participated successfully in educational and employment endeavors, and violent crime and drug arrests for the target group were reduced. (Spergel, 2007)

In 1995, OJJDP began to test the OJJDP Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program in five sites—Bloomington, Illinois; Mesa and Tucson, Arizona; Riverside, California; and San Antonio, Texas. In the process of establishing these sites, it became clear that to successfully implement the Model, the lead agency and its partner agencies

must fully understand the Model, the implementation process, and perhaps most important, the nature and scope of the community's gang problems. Experience with these sites reinforced the principle that a thorough assessment of the community's gang problem was a prerequisite to implementation. The evaluations of each site, as well as the evaluation of the Little Village project, can be accessed through the National Criminal Justice Reference Service at <http://www.ncjrs.gov/App/Search/SearchResults.aspx?txtKeywordSearch=Spiegel&fromSearch=1>.

Responding to the continuing problems of youth gangs and youth gang violence, over the past ten years OJJDP launched three initiatives based on the lessons learned from the original urban sites' demonstration of the Model.

In 1998, citing recent evidence that youth gangs were emerging in rural areas, OJJDP developed the **Rural Gang Initiative** (RGI), which included conduct of a comprehensive gang problem assessment and development of a plan to implement the Comprehensive Gang Model. Four RGI sites were funded.

In 2000, OJJDP began the **Gang-Free Schools and Communities Initiative**. In this initiative, the Gang-Free Schools Program sought to develop a school component to the Comprehensive Gang Model to develop programs within the school setting and link the school component to community-based gang prevention, intervention, and suppression activities. Four Gang-Free Schools sites were funded. Six sites in the Gang-Free Communities Program were given seed money to demonstrate the Model, but they were to leverage local resources more extensively.

In 2003, OJJDP launched the **Gang Reduction Program** to reduce gang activity in targeted neighborhoods in four cities. The program integrates prevention, intervention, suppression, and reentry activities and uses existing community resources to sustain itself.

While these projects have had varying degrees of success at the local level, the nation's youth gang problem as a whole continues to affect a large number of jurisdictions, according to annual National Youth Gang Surveys (NYGS). Since the early 2000s, not only has every large city (population more than 100,000) in the United States experienced gang problems in some form or another, but so have a majority of suburban counties and a sizeable number of smaller cities and rural counties. In fact, it is estimated that more than 3,500 jurisdictions experienced gang problems in 2007, a 25 percent increase from the 2002 estimate. Moreover, during this same period, the number of reported gangs and gang members increased 25 percent and 8 percent, respectively, reaching an estimated nationwide total of more than 27,000 gangs and 788,000 gang members in 2007 (OJJDP 2007 Fact Sheet).

Of course, it is the *activities* of gang members that are of central concern, particularly their involvement in serious and/or violent offenses within the community. NYGS data reveal a substantially varying pattern of gang crime across the country. In terms of lethal gang violence, NYGS data show that, with few exceptions, nearly all gang-related homicides recorded annually by law enforcement occur in the largest cities and metropolitan counties. However, the less-populated areas are not without gang crime problems. In these communities, gangs are frequently reported to be involved in property and drug offenses. Of further concern, NYGS data reveals recent increases in two serious gang-related offenses, aggravated assault and drug sales, among a majority of gang-problem jurisdictions nationwide (OJJDP 2006 Fact Sheet). Data from these survey findings indicate that gangs continue to remain a significant and ongoing problem across the United States.

The OJJDP Comprehensive Gang Model remains one of the few approaches to gangs that encompasses a multidisciplinary response to gangs on multiple levels—prevention, intervention, and suppression—and that has been shown to reduce serious gang-related crimes in affected communities. This manual is based on the best practices of almost 20 years of implementation experience with the Model in communities large and small.

## Purpose of the Implementation Guide

The purpose of this guide is to assist communities in designing a plan to implement the OJJDP Comprehensive Gang Model (Model). It is intended for use by the Steering Committee and project staff as they determine the goals and objectives of their plan.

A companion guide, *Assessing Your Community's Gang Problem*, contains information and direction about the importance of conducting an assessment prior to developing an implementation plan. Sites that conducted a comprehensive assessment found they were better equipped during the planning and implementation process to design appropriate responses. The assessment process helped sites determine types and levels of gang activity, gang crime patterns, community perceptions, and service gaps. The assessment also enabled sites to better target appropriate populations, understand why those populations merited attention, and make the best use of available resources.

In this manual, the following information is provided:

1. An overview of the Comprehensive Gang Model. (Chapter 2, page 4)
2. A guide to using assessment data from a local community to plan a comprehensive response to gangs that fits the community's needs, history, and challenges. (Chapter 3, page 8)
3. An overview of the Model's five strategies, including in-depth descriptions of what each strategy means, in practice. (Chapter 4, page 21)
4. A description of the staffing structure necessary to ensure that the implementation plan is carried out on a day-to-day basis. (Chapter 5, page 29)
5. An overview of Model activities, sorted by prevention, intervention, and suppression categories. (Chapter 6, page 44)
6. A description of the work of the Intervention Team, including examples of individual agencies' activities and the role each agency plays in the Model. (Chapter 7, page 49)
7. An exploration of how gang members should be case managed by the Intervention Team. (Chapter 8, page 57)
8. An in-depth discussion of the street outreach component of the Model. (Chapter 9, page 67)
9. An overview of evaluation and sustainability activities within the Model. (Chapter 10, page 76)

For more information on the research and development of the Model, as well as information about demonstration sites, refer to *Best Practices To Address Community Gang Problems*, pp. 1–4 and Appendix A (OJJDP, 2008). This document is available at <http://www.ojjdp.gov/publications/PubAbstract.asp?pubi=253257>. It is also recommended that project staff review *The Youth Gang Problem: A Community Approach* by Dr. Irving Spergel for a more in-depth discussion of Dr. Spergel's theory (Oxford University Press: New York, New York, 1995), *Reducing Gang Crime: The Little Village Project* (Spergel, 2007), and *The Comprehensive, Community-Wide, Gang Program Model: Success and Failure* (Spergel et al., 2006).



## Chapter 2. The OJJDP Comprehensive Gang Model

The OJJDP Comprehensive Gang Model is a flexible framework that communities can use to plan a comprehensive approach to gangs. For optimum effectiveness, several elements are essential:

1. *Acknowledgment of the problem.* The presence of a youth gang problem must be recognized before anything meaningful can be done to address it. If denial is present, it must be confronted.
2. *Assessment of the problem.* Those with responsibility for addressing the problem—representatives of police, schools, probation, youth agencies, grassroots organizations, government, and others—participate in identifying its nature and causes and in recommending appropriate responses. The assessment results in an understanding of who is involved in gang crime and where in the community it is concentrated. This, in conjunction with other data and information, enables targeting:
  - Gang-involved youth.
  - The most violent gangs.
  - The area(s) where gang crime most often occurs.
3. *Setting goals and objectives.* Once the problem(s) is described, goals and objectives should be consistent with the assessment findings. Goals specify ends, while objectives describe the means to an end. Goals and objectives should be clearly linked to the data and the identified priority issues.
4. *Relevant services and activities.* Rationales for services, tactics, and policies and procedures that involve each of the key agencies should be developed for each objective. Services and activities should be clearly articulated and then implemented for each of the five core strategies. These activities must be closely coordinated and integrated to ensure that the work of collaborating agencies is complementary. Selecting appropriate activities is an important step to ensure that project goals are achieved. Activities fall into four categories: prevention, intervention, suppression, and reentry. Most comprehensive gang projects include a prevention component. Primary prevention focuses on the entire population in the community, while secondary prevention focuses on youth aged 7–14 who are at a high risk of joining gangs. Intervention targets active gang members and close associates. Suppression activities within comprehensive projects go beyond traditional activities. Law enforcement agencies partner with other community agencies that hold youth accountable and enforce community norms for youth behavior. Because many gang-involved individuals are constantly leaving or entering one system or another, often for brief periods, reentry activities are often handled as an overlapping function with intervention.
5. *A multidisciplinary intervention team is the primary service delivery strategy and targets gang-involved youth.* It is important to remember that while youth gang members must be held accountable for their criminal acts, they also must be provided with services for their academic, economic, and social needs. Gang members must be encouraged to control their behavior and to participate in legitimate mainstream activities. At the same time, external controls must be exercised on gang and gang-member behavior. For some gang members, secure confinement will be necessary. For others, graduated degrees of community-based supervision, ranging from continuous sight or electronic supervision to incarceration, will be appropriate. It is important that youth understand that they will face consequences if they do not follow rules, laws, conditions, or reasonable

expectations of the project. Thus, a range of services and sanctions is required, often in some interactive way.

6. *The work of the collaborating agencies is overseen by a Steering Committee of decision makers from agencies and organizations that have an interest in or a responsibility for addressing the community's gang problem.* These representatives should not only set policy and oversee the overall direction of the gang project, but they should take responsibility for spearheading efforts in their own organizations to remove barriers to services and to social and economic opportunities; develop effective criminal justice, school, and social agency procedures; and promote policies that will further the goals of the gang strategy.
7. *Evaluation and sustainability.* Results from the evaluation of the Little Village Gang Violence Reduction Project show that the Model is effective in lowering crime rates among youth gang members. Results from an evaluation of five communities chosen as demonstration sites for the Model show that a combination of intervention, suppression, and prevention strategies, along with a coordinated team approach to delivering services, is effective in having a positive impact on reducing gang crime. For these reasons, the incorporation of a strong evaluation component is critical to assessing the impact of the project. Equally important is a plan for sustaining the project over the long term.

## **The Five Strategies of the Model**

Communities should select appropriate activities within each of the five strategies for local implementation, and these strategies should be planned to address local community conditions and targeted gang members.

The OJJDP Comprehensive Gang Model requires that these strategies be delivered in a focused manner, but it allows flexibility for local communities to select activities within each of the strategies that are appropriate to the community's specific concerns. Although early implementation of the Model specifically and principally involved intervention and suppression, more recent demonstration sites have included prevention as a key component of their projects. The inclusion of prevention activities is based on the premise that focused gang prevention efforts must work in conjunction with the other strategies. In fact, it is the combination of the five strategies that ensures both short- and long-term reduction in gang crime and violence, and that the most cost-effective approach, prevention, can have an effect on those most at risk of gang involvement (Wyrick, 2006).

The five strategies will be discussed throughout this manual. They include:

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

*Opportunities Provision:* Development of a variety of specific education, training, and employment programs targeting gang-involved youth.

*Social Intervention:* Youth-serving agencies, schools, grassroots groups, faith-based organizations, law enforcement agencies, and other criminal justice organizations reaching out and acting as links to gang-involved youth, their families, and the conventional world and needed services.

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

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

These strategies are equally important, and all should be implemented concurrently. A more lengthy description of each of these strategies, and relevant activities, is found in Chapter 4, page 21.

The following information should be considered by communities that are implementing the Model:

**1. The OJJDP Comprehensive Gang Model was designed primarily for use with young adult and teenage gang members.**

Adult crime organizations, such as motorcycle gangs, prison gangs, ideological gangs, and hate groups composed primarily of adults, are not the intended focus of this Model.

**2. The OJJDP Comprehensive Gang Model was designed for communities with a serious, violent, and entrenched gang problem.**

Since the Model is resource-intensive, the strategies implemented in the target community should address gang-involved youth or youth who exhibit multiple risk factors for gang involvement and their families, not all the youth in the target area or community. To that end, intervention and suppression activities should focus on immediate threats, real or perceived, to the community.

**3. The plan should incorporate prevention, intervention, and suppression approaches.**

These approaches must be integrated to respond to the interrelated aspects of the gang problem, from root causes to outward threats to public safety. For that reason, the Model calls for a mix of those strategies across the criminal justice system, social service agencies, schools, community groups, and citizens.

Gang members who are already involved in serious and chronic crime should be targeted with suppression and/or intervention activities. Gang members who are likely to become involved in serious crime should be targeted by the Intervention Team with strategies such as social intervention, provision of job training and employment, family counseling, academic tutoring, or anger management classes, as appropriate, based on local conditions and as suggested by the Assessment Report. Prevention strategies should be implemented for youth who exhibit multiple risk factors that may increase the probability of joining a gang.

**4. The Model asks agencies and individuals to go beyond their traditional roles.**

For example, justice agencies such as law enforcement and the courts tend to restrict their roles to suppression approaches. However, over time, their roles can expand to include intervention and community mobilization activities. Gang officers continue to be primarily involved with arrests of gang members and investigations of gang crime, but they also can intervene in a youth gang member's life by referring the youth to a social service program.

## **5. No single agency can solve the gang problem.**

Police officers must be a key part of any anti-crime effort because of their expertise and experience. However, other government and service delivery organizations must participate in project planning. These entities bring different perspectives on problems and solutions, as well as different approaches and resources, to the process. Aside from law enforcement, local agencies that should be involved include housing, health, parks and recreation, economic development, planning, mental health, schools, juvenile and adult probation, corrections, prosecution, judiciary, the faith community, grassroots groups, employment agencies, and social services.

## Chapter 3. Planning for Implementation

The OJJDP Comprehensive Gang Model is a data-driven, collaborative approach to reduce and prevent gang violence that is predicated upon having a thorough understanding of a community's unique gang problem, and the factors within families, neighborhoods, and schools that play a role in this problem. In order to implement the Model, a community must have completed a thorough assessment of the local gang problem and mobilized key agencies, including law enforcement, criminal justice, schools, social services, community-based groups, and local units of government, into a Steering Committee. Without that foundation, the Model cannot be implemented. For more information on the assessment process, please see the manual titled *Assessing Your Community's Gang Problem*.

Once a community has completed an assessment, the data should be presented to the Steering Committee, either in a single report or during a series of meetings that allow the data to be fully examined and discussed by all key stakeholders.

At this point, the membership of the Steering Committee should also be examined to ensure that necessary stakeholders are still involved and to determine whether the membership of the Steering Committee should be expanded to involve important community influencers and/or programs whose services might be essential to gang members and their families. New members should be trained on the Model and the assessment prior to joining the group.

### Using the Assessment Data

The Steering Committee's discussions of the Assessment Report data will set the stage for development of the Implementation Plan for the first year of the project. Before the planning process begins, the committee members should develop a good understanding of the following:

#### 1. Community Demographic Data

What factors in the community are affecting or contributing to local gang problems? The Steering Committee should consider racial, cultural, and ethnic aspects of the community's demographics that play a role in local gang activity, and which should be taken into consideration. In addition, cultural, economic, employment, educational, and family structure issues should be examined.

#### 2. Law Enforcement Data

The Steering Committee should examine the law enforcement data to determine the level and extent of gang involvement in local crime problems, including the prevalent types of crimes being committed by gangs, and to determine the demographic profiles of gang members who are the most heavily involved in crime (police incident reports). These data will help to determine the target criteria for the intervention and suppression activities of the Model. The Steering Committee also needs to examine the aggregate number of gang members in the community by age, race, and gender to identify the number of clients to be served by the project (gang intelligence data). Additional data collected from the police incident reports, such as types of crimes being committed by gangs and the times/places that these crimes are being committed, should be used to plan suppression activities.

#### 3. School Data

The Steering Committee needs to determine which risk factors are affecting local youth, particularly young people who are affiliated with gangs (from the student survey). During implementation planning, these risk factors should be matched to appropriate prevention and intervention activities. The Steering Committee also needs to examine gang issues in and around local schools, as well as school and educational factors that should be addressed through the community's implementation plan.

#### 4. Community Perceptions

Public perceptions provide insight into how community members, including gang members, view gang activity and how gangs affect the community. Planning activities must acknowledge and address both perceptions and realities about the community's gang problem. The community's perspectives are driven both by direct experience with gang crime and by beliefs about gang crime drawn from many sources. Although police statistics might document a noticeable decline in property crime, residents of the neighborhood, if they believe they are still at risk, will think and behave in accordance with their fears. If community perceptions are not addressed, the likelihood of sustained support from the community is diminished. Both facts and beliefs must be taken into account in design of the plan. This will help establish trust and demonstrate concern for the community.

#### 5. Community Resources

In addition to identifying the target population, target gangs, and target area, the committee should consider what resources and services are currently available. During implementation planning, the Steering Committee should be aware of gaps in services that may need to be addressed to effectively serve gang members.

### The Planning Process

**The Steering Committee must recognize that the process of developing the implementation plan is important.** There is a tendency for some members, especially those who have been actively concerned for a long time, to begrudge time spent on planning. The lament that "all we are doing is talking and meeting" is usually coupled with a plea such as "let's just get it done because we know what the problem is." But the planning process helps to ensure that all voices are heard and that people and organizations have the opportunity to find out new ways to work together. Steering Committee members may not all know one another well or may come from organizations that do not have a history of working together. A planning process helps build group identity and unity. Having a process also provides a ready mechanism for reviewing, revising, and renewing plans periodically. The planning process does not have to be elaborate, but it does need to be clear and allow for participation.

The process must start with a clean slate; groups must be redirected from casting blame to finding solutions. Discussion should focus on responding to the problem rather than on why the problem has not been solved.

A number of key parties must be included in this process so that the targeted community will feel ownership of the plan. Elected officials and policy makers control budgets and program priorities, help generate public and media attention for this initiative, and lend additional credibility to the focus on a comprehensive and strategic approach. Alone, however, they are not a sufficient base upon which to build an effective planning process. The process must also include the formal and informal leaders of the community whose social or professional position, personal style, history of commitment to community activities, or role in neighborhood-based organizations helps shape the attitudes and behaviors of key segments of the community.

Further, planning and implementation must encourage input from a wide variety of community members to build commitment to the plan. The Steering Committee should seek participation from those directly affected by gang crime, including youth and youth organizations, cultural and ethnic minority communities, and other community members. The process must solicit their participation and provide opportunities for them to contribute as equal partners with local officials. Obviously, geographic and demographic representation should reflect the community's makeup.

**The plan should be feasible, observable, and measurable.** Drafting a plan that identifies clear, concrete results can be one of the toughest challenges the committee faces. The Steering Committee should reject lofty, generic language and focus on clear tasks flowing from the group's identified problems, goals, and objectives.

## **Step 1: Identify the Target Community and Target Population**

Research and experience indicate that some gang members are more likely to be involved in crime than others; that gang activity tends to concentrate in certain geographic areas rather than be evenly dispersed throughout a community; and that, though several may be active in a community, some gangs are more active and violent than others.

For these reasons, the first step in this planning process is to identify the *target community and target population*. Narrowing and targeting the efforts of the Model ensures the best possible allocation of resources to achieve the maximum impact in gang violence reduction.

Communities should focus on targeted suppression, intervention, and prevention activities in the area of the community that is most heavily affected by gang-related violent crime. Appropriate candidates for the Intervention Team and for prevention activities should fit criteria that are data-derived. Data from the assessment will describe where the gang problem is most concentrated, the types of youth that should be the focus of project efforts, and which gangs have been most involved in serious crime.

Communities that have successfully implemented the Model have affirmed the importance of setting clear criteria for prevention, intervention, and suppression activities early in the process of Model implementation. Limited resources dictate that effort be invested where it is most likely to be beneficial.

The following questions will help guide the discussions on identification of the target community and population for implementation planning.

### **Target Community**

1. What area(s) in the assessed community have the highest gang crime rates?

Ideally, the target community should have a population of no more than 100,000 and should be geographically contiguous. Preferably, this area would also have clear geographic boundaries and a sense of community identity. Based on assessment data, the boundaries of the target community may be adjusted to narrow or expand where the Model will be implemented. This process may require some discussion by the Steering Committee, and consensus should be obtained before moving on to further planning activities.

### **Target Population—Intervention**

1. What is the demographic profile of gang members who are involved in violent criminal activities in the community (police incident reports)?
2. Is there a secondary population of gang youth at risk of committing gang crimes (gang member interviews, student survey)? If yes, what characteristics do they share? These characteristics might include school attendance/conduct patterns, family gang involvement, delinquent behavior, etc.

The answers to these questions clarify the focus for the primary and secondary targets of the community's intervention activities.

The criteria for intervention targets should include, at a minimum:

- Age range, gender, ethnicity, and gang affiliation based on the demographic profile of suspects in gang-related crimes and gang intelligence data.

The Steering Committee may wish to develop additional targeting criteria that narrow the prospective target population to a manageable number. Consideration must be given to factors that appear to influence the level of activity (as indicated by the gang member interviews) within the gang, such as:

- School status.
- Criminal histories.
- Family characteristics.

Youth exhibiting characteristics common to gang members who are heavily involved in criminal activity should be targeted over youth not exhibiting such characteristics. **Exhibit 3.1** contains a sample intervention target population description.

### **Exhibit 3.1**

#### **Sample Intervention Target Population**

**Primary Targets:** 75 African-American males, aged 16–24, who are known or suspected gang members affiliated with the Hot Sauce Hustlers, the Tribe, the Valley Lows, and the Avenue Boys.

**Secondary Targets:** 25 African-American males, aged 12–15, with family members who are known or suspected gang members affiliated with the Hot Sauce Hustlers, the Tribe, the Valley Lows, and the Avenue Boys.

#### **Target Population—Prevention**

Criteria for targeting candidates of prevention activities should be drawn from an analysis of student surveys and gang member interviews that considers:

- The age at which gang members report joining (gang member interviews).
- Social factors that appear to correlate to gang affiliation in the target community (drawn from gang member interviews and the student survey), such as:
  - Family member(s) involved in gangs.
  - History of delinquent behavior.
  - History of poor academic performance.
  - Delinquent or antisocial behavior in school.

The prevention screening criteria should be based on the existence of multiple risk factors, rather than just a single characteristic.



### **Targeting Suppression Activities:**

1. Based on police incident reports, what are the most serious crimes that gangs are committing in the target community? What action can law enforcement and other criminal justice partners take to address these crimes?

### **Step 2: Prioritize Problems**

In combination with the key findings from the Assessment Report, the Steering Committee should begin to identify problems that gangs are *posing*, as well as issues that are contributing to these problems. A great deal of discussion and negotiation may be required for the group to come to consensus. Once the problems have been identified, they should be prioritized, using a process such as the triage system used by hospital emergency rooms, to address most serious concerns first, while simultaneously working on problems that are going to require more long-term solutions.

#### **Category 1**

Serious threats to the physical safety of community members should receive top priority and warrant immediate action. Prevention and intervention efforts will be compromised as long as these problems continue unabated.

#### **Category 2**

Problems that are perceived as threats to the safety of community members should receive medium priority and warrant a response that reassures community members that their needs are being listened to and addressed.

#### **Category 3**

Problems that are long-term and systemic in nature, and that deal with large, underlying social conditions in the targeted community, should be addressed with long-term strategies that will resolve these issues without creating new problems. These problems play a significant and contributing role in local gang issues but are not immediately life-threatening.

#### **Category 4**

Problems that pose a serious obstacle to an effective response to local gangs should be addressed with strategies that change the policies and procedures of local agencies so they are more successful in responding to gangs.

**The Steering Committee should identify three to five crucial problems that must be addressed to deal effectively with the community's gang problem.** While immediate suppression activities may be required to address immediate threats of harm, the problems identified for further action planning should also contain both intervention and prevention responses and should be both short- and long-term in the nature of their responses.

Using supportive data from the Assessment Report, these problems (and their underlying, related, and causal factors) should be clearly understood and described.

Some sample problem statements are provided below in **Exhibit 3.2**.

## **Exhibit 3.2**

### **Sample Problem Statements**

#### **Problem Statement—Category 1**

Rates of violent, gang-related crime are high in South Park. In particular, robberies have increased dramatically, comprising more than half of all gang-related crimes in 2008. These robberies have led to a significant fear for safety on the part of local residents. Nearly 40 percent of gang members report that they joined their gang for reasons of “protection/safety.”

#### **Problem Statement—Category 3**

The gang culture is pervasive in South Park. Factors contributing to gang joining include lack of immigrant assimilation, low educational attainment, lack of economic opportunity, and cultural barriers that keep young people and their families trapped in a cycle of poverty and crime.

#### **Problem Statement—Category 4**

Data collection problems have led to underreporting of the actual level and number of gang crimes within Metropolis. As many as 80 percent of gang-involved crimes were not labeled as such within the existing police incident report system, and officers report a disturbing lack of familiarity with identifying gang-related incidents when responding on scene. This has led local residents to lose confidence in the ability of law enforcement officers to respond effectively to the gang problem.

After identifying the target community and populations and prioritizing the community’s gang problems, the Steering Committee can move forward to create its action plan.

### **Step 3: Develop Goals and Objectives**

The Steering Committee should develop goals and objectives consistent with the problems that it has prioritized and that facilitate delivery of necessary prevention, intervention, and suppression activities within the five core strategies (addressed in Chapter 4). The data from the assessment establishes a baseline against which progress can be measured, allowing for the development of clear and specific objectives.

It is necessary to identify current activities and services and/or develop new ones for each objective. These activities will provide specific tasks necessary to accomplish each objective. For each activity/service, the agency that will be responsible for delivering or designing the service, the person(s) responsible, and the time frame should be identified.

Worksheets 1–4 are provided as a framework to guide the discussion and facilitate completion of the plan. It is recommended that the Steering Committee work through these worksheets in consecutive order.

Development of the implementation plan should be built step by step. Thus, once the problems have been prioritized and the target population identified, the following actions should be taken:

1. Develop goals (three to five).
2. Develop measurable objectives for each goal.
3. Develop activities for each objective.
4. Identify target group (youth, family members, community residents, etc.) for activities.
5. Identify the agency (or agencies) responsible for the activities.
6. Identify potential barriers and a plan to overcome the barriers.
7. Identify the contact person(s) responsible for overseeing these activities.
8. Determine start and/or completion dates for these activities, or determine if they will be ongoing.

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

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

Next, using **Worksheet 1** on page 17, the Steering Committee should identify one or more objectives for each goal. As used here, *objectives* are a series of specific statements that describe a desired outcome but do not provide detailed information on the process. Objectives should also state a result that can be measured at a point in time. Objective statements describe an outcome, are measurable, and set a time frame during which they will be completed or answered.

The following examples show how an objective might be stated. Note that it is possible to create these specific and measurable objectives because the assessment has created a baseline measurement of the current status of the community's gang problem.

- Reduce gang-related assaults and batteries, as measured by law enforcement crime data, by 15 percent by Month 18 of the project and by 30 percent by Month 36 of the project.
- As measured by law enforcement crime data and community residents' perceptions, reduce the level of gang-related property crime in the target area by 20 percent by the end of Year One of the project.
- As measured by self reports, reduce the involvement in gangs by gang members served by the project by 25 percent by the end of the project's second year.
- Increase the number of project youth finding and keeping jobs for at least 120 days, as measured by project records, by 25 percent by the end of the second year of the project.
- As measured by standardized math and reading test scores, increase school achievement of school-aged project youth by two grade levels by the end of Year Two of the project.

## Step 4: Identify Activities and Services

Next, *activities* and *services* should be developed for each objective. **Worksheet 2** on page 18 provides a format for organizing information by activities and services related to each objective, one or more of the five core strategies, the target group for each activity and/or service, the partner agency that will provide the service, the agency or agencies and contact person(s) responsible for initiating/completing the activity, and the start/completion dates. The activities and services for each objective indicate the tasks to be undertaken to achieve that objective and should be an appropriate mix of intervention, suppression, and prevention activities and/or services. Services provided to gang members must be age and developmentally appropriate. (Some activities may actually be a mix of two or more of the core strategies). **Exhibit 3.3** provides a few examples of how activities and services might be stated:

### Exhibit 3.3 Sample Activities (with core strategy identified in parentheses)

- *Train and place 25 youth in jobs in first year of project (**Opportunities Provision**)*
- *Provide anger-management class to project youth (**Social Intervention**)*
- *Provide joint police/probation patrols of hot spots during peak hours (**Suppression**)*
- *Offer three hours a week of tutoring in math and reading to each school-aged youth in the project (**Opportunities Provision**)*
- *Provide training for employers on working with target population (**Organizational Change and Development, Opportunities Provision**)*
- *Make participation in job training a condition of probation (**Organizational Change and Development, Opportunities Provision**)*
- *Inform parents of target youth of their children's gang affiliation (**Social Intervention, Suppression**)*
- *Provide family counseling to target youth and their families (**Social Intervention**)*
- *Institute community/parent patrols during school and athletic events and neighborhood celebrations (**Community Mobilization, Suppression**)*
- *Initiate tattoo-removal program (**Social Intervention, Opportunities Provision**)*
- *Modify school policies as necessary to promote academic achievement of target population (**Organizational Change and Development, Opportunities Provision**)*

## Step 5: Anticipate Barriers

After Worksheet 2 is complete and the activities are identified, **Worksheet 3** on page 19 provides a format for identification of barriers to implementing those activities/services and a plan to overcome the barriers. Barriers include anything the committee considers an impediment to achieving the objective. Examples of barriers may include:

- A lack of staffing for new services.
- Reluctance of businesses to hire gang members.
- Existing agency regulations.
- Public perceptions about gang activity and solutions.
- Transportation issues.

## **Step 6: Finalize the Plan**

Finally, **Worksheet 4** on page 20 links the previous three worksheets: the five core strategies, goals and objectives, activities to be performed by partner organizations, barriers, target group for activities, agency/individual initiating each activity, and start/completion dates. In short, Worksheet 4 is the implementation plan. Separate worksheets (Worksheet 4) should be filled out for each goal. Use as many worksheets as necessary.

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

## Worksheet 2: Identifying Activities

Goal:						
Objective:						
Activity/ Services	Name of Model's Strategy	Target Group	Agency Responsible	Contact Person	Start/Finish Dates	

## Worksheet 3: Identifying Barriers

[illegible]

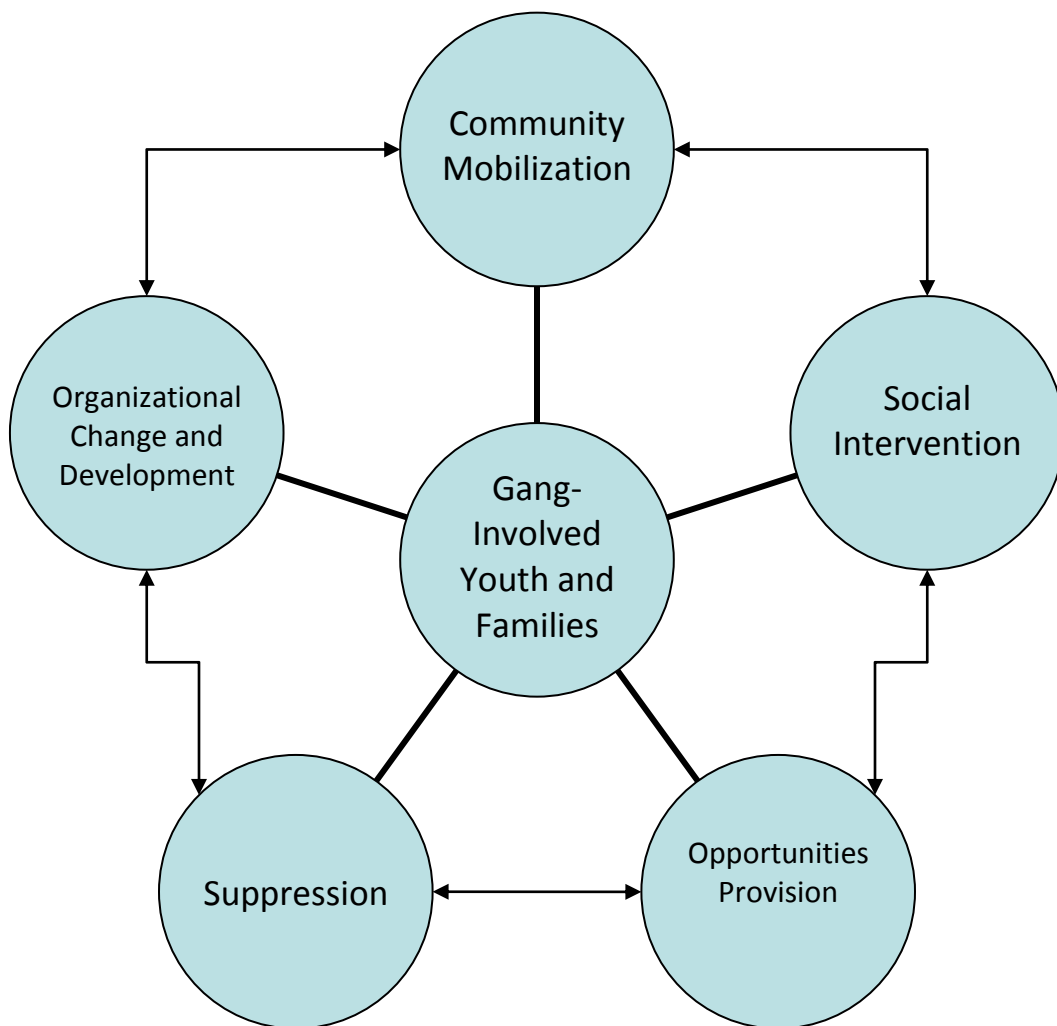


Worksheet 4: The Implementation Plan							
Goal:							
Objectives:							
Strategy*	Activity	Target Population	Barriers	How to Address Barriers	Contact Person	Start/Finish Dates	
*Community mobilization, social intervention, suppression, opportunities provision, organizational change and development.							

## Chapter 4. Five Core Strategies

This section lists the indicators that demonstrate that each of the OJJDP Comprehensive Gang Model's five core strategies is being implemented. The Model is a flexible, community-driven process that may vary in replication from community to community based on the identified needs and problems. At a minimum, however, the indicators listed below each strategy should be implemented. Complementary activities for each strategy are listed in the table in **Exhibit 4.2** at the end of this chapter. This section should be reviewed during the process of planning for implementation.

**Exhibit 4.1**  
**The Five Core Strategies**



## **Community Mobilization**

A Steering Committee involves representatives of key organizations and other community leaders within the local target area. It guides implementation of the Model by responding to barriers to implementation, developing sound policy, lending support to the project where and when appropriate, and taking general ownership of the communitywide response.

The Steering Committee creates and maintains interagency and community relationships that facilitate project development. For example, the Steering Committee might be engaged to work out policies and procedures for law enforcement/outreach worker interactions and information sharing to meet the needs of target youth and their families.

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

Insofar as practical, the project is supported and sustained across all levels (policymakers/agency heads, middle-level managers, and line staff) of the criminal and juvenile justice systems (police, probation/parole, courts/judges, prosecutors, corrections), schools (superintendents, principals, counselors, teachers), community-based service and grassroots organizations, and government.

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

## **Opportunities Provision**

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

Job-related education opportunities such as special educational and vocational skills and readiness training are structured, to the extent possible, within regular schools, training programs, and mainstream job opportunities. Care is taken to avoid segregating or alienating gang members from mainstream institutions unless serious safety concerns warrant it.

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

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

Grassroots, faith-based, and community youth agencies are involved by sponsoring training, tutoring, remedial education, vocational, and job development/placement programs for gang youth.

## **Social Intervention**

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

Access to social intervention services is provided to associates of the targeted gang members because these peers may contribute to a target youth’s gang involvement.

Care is taken to ensure that services such as substance abuse programming, mental health counseling, and other services required by gang members are available and accessible, and, preferably, located within the target community.

All key organizations and associated service providers are provided with training and support to ensure that their facilities are safe while providing needed services to gang members.

Agency personnel are urged to contact target gang members in prison or detention centers to plan for provision of wrap-around reentry services for these clients when they are released into the community.

Targeted youth (and their families) are provided with a variety of services that assist them in adopting nondeviant values and in accessing programs and organizations that will meet their social, educational, vocational, and sometimes health, housing, and income needs.

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

The primary focus of street outreach services is building an ongoing and prosocial relationship with youth and families while linking them to appropriate services.

The safety of gang-involved clients, their families, Intervention Team members, and the wider community remains a primary consideration in service delivery, including interactions with street outreach staff.

Outreach activities such as recreation and arts are carefully arranged so as not to become a primary focus, but rather a means to build relationships with clients and provide access to essential resources or services.

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

## **Suppression**

Gang suppression activities expand the traditional roles of policing to include informal contacts with target youth, their families, and other members of the community.

Police administration and police officers on the Intervention Team have a key role in the development and implementation of the project, not only through suppression but by participating in development of intervention plans, positive social contacts with target gang members, community mobilization efforts, and gang prevention activities focused on the target area(s).

Gang crime data collection and analysis (i.e., crime analysis) methods are used on an ongoing basis to track gang-related crimes, measure project effectiveness, and determine law enforcement strategies.

Definitions of gang-related incidents, gangs, and gang members are used consistently by all key partners.

Gang intelligence is routinely collected, analyzed, and shared with other law enforcement and criminal justice entities.

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

Parolees and probationers are closely supervised, and parole conditions and probation terms target gang behaviors and are shared with the rest of the Intervention Team, whose members consistently support and enforce these terms and conditions.

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

Professional respect and appropriate collaboration between police, street outreach workers, and other team members are established.

Tactical, patrol, drug/vice, community policing, and youth division units that have contact with targeted youth and gang members are briefed on the Model, and communication structures are established between these entities and members of the Intervention Team. These units may modify procedures to meet and sustain the goals of the Model.

Targeted enforcement operations are consistent with current gang data and Model program goals and are coordinated to avoid negative impacts on intervention activities.

## **Organizational Change and Development**

The policies and practices of organizations, particularly of agencies providing Intervention Team staff, accommodate the goals and objectives of the Model.

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

The team approach means a maximum sharing of information about target youth such that the role of each member is expanded outside the normal professional boundaries (e.g., police may become involved in social intervention, and outreach workers may assist with crime suppression by discouraging criminal acts by their clients).

Case management and associated data systems are established so that contacts and services by all members of the Intervention Team are quantified to track youth entry into and exit out of the project, and measure outcomes and intervention dosage (by contacts and services) at individual and program area levels.

Staff development and training for the Intervention Team are conducted for the different types of team participants separately and collectively, especially around data sharing, joint planning, and intervention activities. Intervention Team and Steering Committee members also receive training on the entire implementation plan.

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

Organizational policies and practices become inclusive and community-oriented, with awareness of the interests, needs, and cultural backgrounds of local residents and target youth.

**Exhibit 4.2**  
**Table With Recommended Activities, by Model Strategy**

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
<b>Neighborhood hot spots, parks, streets, roads</b>	Targeted gang surveillance, monitoring, communication, warning, setting limits, dispersal, arrest, sweeps, incarceration	Outreach, contact with target youth (gangs) outside mainstream institutions, brief counseling, crisis intervention, mediation, referral for services, recreational programming	Referral for training, jobs, paid community service projects; e.g., graffiti removal, beautification, sidewalk/street repair, painting, cleanup	Staff availability—evenings and weekends; use of beepers and field supervision, mobile service vehicles for crisis intervention	(Networking) multiagency team patrols, availability of neighbors or local citizens as role models and mentors, use of agency workers and citizens to facilitate and supervise street events
<b>Home (parents)</b>	Advice and supervision by schools, community-based youth agency staff, probation/parole officers; home visits by grass-roots groups; e.g., parent groups, ministers	Counseling, support, advocacy, parent education regarding gangs, referral for services, including drug treatment, medical services	Referral of targeted youths' parents for jobs, training, and educational development	Case management by a particular agency to coordinate service to families of gang youths	Parent participation in school and community meetings about gang problem; citizen patrols; community action to deal with crime and community improvement
<b>Police</b>	Investigation, intelligence, analysis and appropriate information sharing, gang problem surveillance with other police units; enforcement, education of criminal justice, community-based agencies and grassroots groups, as to scope and seriousness of problem; close collaboration with prosecution	Mentoring of at-risk and gang-involved youths, brief counseling, referral for social services, gang conflict mediation, case conferences around specific youth, conduct of anti-gang programs at school and community (e.g., G.R.E.A.T.)	Direct placement and referral of youth for jobs, training education, job development, supervision of youth in special training and job projects	Development of specialist gang officers, gang units, law enforcement task forces, computerized information systems, improved crime analysis procedures; e.g., definitions of gang incidents, gangs, gang members; internal agency coordination of policies and procedures; increasing emphasis on community involvement around gang problem solving	Participation in interagency community task force, collaboration with grassroots patrols and community agency and business anti-gang as well as school and job development programs
<b>Schools</b>	In-school monitoring, use of metal detectors, uniform discipline code (including gang offenses), communication and application of fair rules re: gang symbols, dress, activities; use of in-school suspension, no tolerance of gang behavior (but inclusion of gang youth) in school; "outreach" parent contacts, street patrols, collaboration with criminal justice agencies	For students: anti-gang as part of social/educational development programs, conflict resolution instruction, peer group counseling (re: gang problems), crisis intervention, provision of school-based social and health services, after-school recreation programs  For parents: outreach, referral for services, parent education regarding gangs	Remedial and enriched educational programs for gang youths with academic problems; vocational and apprentice training; joint school-work experiences and related tutorial and mentoring; field visits to business/industrial settings	Gang security units; outreach school-social service, community agency teams focused on gang problems; special systemwide curricula, social and academic development coordinating structures; incentives to teachers to work with gang youth and those at high risk; use of alternative schools to mainstream gang youth back to regular school, training, jobs	School-community advisory groups, participation in anti-gang community task forces, development of policies and procedures for sharing certain kinds of student information with other agencies, development and use of parent patrols and volunteers to assist with gang intervention, control, and prevention

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

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

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



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

## Chapter 5. Administrative Structure for Implementation

After the Steering Committee has developed an implementation plan, administrative structures will need to be created to carry out the planned activities, including hiring staff (if necessary), setting up data collection protocols, providing an employment structure through a lead agency, establishing memoranda of understanding and written agreements between key partners, and setting policies and procedures for the Intervention Team, Project Director, and outreach staff.

Developing and implementing the Model requires hours of planning and management, and dedicated staff members are needed to carry out the details that will make these things happen. This chapter provides a description of the key staffing roles in the implementation of the Model. It also discusses communication among all involved staff.

### Comprehensive Gang Model Administrative Structure



### The Steering Committee

After the completion of the implementation plan, the Steering Committee will:

- Assign responsibility for specific tasks to specific agencies.
- Identify a lead agency or agencies that will handle the administrative aspects of the project (employment/hiring, payment of salaries/benefits, contracting for services and

equipment, financial administration, and storage and maintenance of information on clients).

- Revise the job description, if needed, for the Project Director to reflect this individual's new responsibilities in implementation. The Director continues to report directly to the Steering Committee.
- Prepare the scope of work for the Research Partner. This scope of work should include the types of data that the Steering Committee will continue to collect and analyze during implementation, such as police incident report data, along with new tasks, such as collecting, maintaining, and analyzing client data. This partner may also provide feedback to the Steering Committee on project effectiveness using client data and gang crime data.
- Select the members of the Intervention Team (discussed later in this chapter, and in further depth in Chapter 7 on page 49).
- Ensure that a case management information system is designed to track service needs, services provided, and outcomes for target youth and their families.
- Ensure that gang crime data continues to be collected and analyzed on a timely basis.
- Assist in facilitating agency modifications in programs and policy to support the project.
- Develop community involvement strategies to support the project.
- Provide ongoing review and project modification.
- Identify ways to ensure long-term sustainability.

The Steering Committee should receive frequent reports from the Project Director regarding the number and general demographics of the youth being served, the services they are receiving and, as time passes, the progress or lack of progress being made by project youth as a group. Because the needs anticipated during planning may not accurately reflect real-time intervention efforts, the Steering Committee should also be briefed about unanticipated barriers or gaps in services that are affecting the target population. Occasionally, the Steering Committee may need to shift the direction of a planned activity to one more in line with the actual needs of project clients. To stay focused, the Steering Committee will need regular updates on gang activities and gang crime trends in the community.

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

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

The members of the Steering Committee should be champions of the project as a vehicle for change within the community. The chair and/or cochair(s) should be passionate and committed to the project and should work to ensure that the Steering Committee maintains momentum.

Strategies used to maintain effective Steering Committees have included:

- Holding meetings consistently at a regular time/date.
- Developing a newsletter for project partners.
- Engaging Steering Committee members in gang awareness education and community mobilization activities.
- Identifying an active and committed chairperson with positive visibility in the community.
- Providing a formal orientation process for new members.
- Holding annual retreats to identify future activities and reinvigorate the group.
- Making personal contact with all members periodically (Project Director or chair).
- Acknowledging members' key contributions.
- Providing members with written materials and reports on project activities in advance of meetings.
- Using meeting time productively—not to report on activities, but for decision-making.

## **The Lead Agency**

Unlike other initiatives, the lead agency in the Model does not assume control of the initiative but instead provides an administrative framework to facilitate the work of the Intervention Team and the Steering Committee. Based on lessons learned with implementation of the Model in a number of communities, it is recommended that the lead agency be a public, not private, entity. A wide variety of public agencies, from school districts to mayor's offices, have served as lead agencies. No matter which agency assumes administrative responsibility for this initiative, its credibility and influence within the community are directly correlated to the success of the project's activities. The lead agency has a number of important responsibilities:

- Providing a secure location to house client intake information, consent forms, and intervention plans.
- Tracking the activities of the partnering agencies.
- Providing an administrative framework for hiring and managing staff, as directed by the Steering Committee.
- Administering funds and grant contracts, as directed by the Steering Committee.

Each type of agency has advantages and disadvantages that will inevitably influence the selection of the lead agency. Each community has varying needs based on existing community dynamics (e.g., local politics, existing collaborations, history of agencies within the community, agencies' management capacities, and the location of the target area). See **Exhibit 5.1**.

## Exhibit 5.1

### Lead Agency, by Type

Lead Agency	Advantages	Disadvantages
<b>Law Enforcement</b>	<ul style="list-style-type: none"> <li>• Law enforcement agencies involved in planning and implementation</li> <li>• Processes in place for crime and gang information sharing</li> <li>• Greater access to daily updates regarding criminal activity</li> <li>• Access to financial and business management support</li> </ul>	<ul style="list-style-type: none"> <li>• Outreach staff must be wary of being too closely associated with law enforcement.</li> <li>• Community members may have difficulty understanding the role of project personnel.</li> <li>• May be perceived as interested only in arresting/incarcerating gang members.</li> </ul>
<b>Prosecutors and Other Criminal Justice Entities</b>	<ul style="list-style-type: none"> <li>• Able to leverage the participation of law enforcement agencies</li> <li>• Access to police incident reports and law enforcement data</li> <li>• Access to financial and business management support</li> </ul>	<ul style="list-style-type: none"> <li>• May be perceived as interested only in prosecuting/incarcerating gang members.</li> <li>• May not have a strong connection to the target community.</li> <li>• There may be historic distrust between criminal justice entities and service providers.</li> </ul>
<b>City Government</b>	<ul style="list-style-type: none"> <li>• Access to key personnel in city departments and elected officials</li> <li>• Access to sensitive data from law enforcement</li> <li>• Credibility and buy-in from city agencies</li> <li>• Access to financial and business management support</li> <li>• Ability to set policy for key agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Shifts in political leadership can destabilize the project.</li> <li>• City policies and/or budget constraints may make it difficult to hire personnel.</li> </ul>

Lead Agency	Advantages	Disadvantages
<b>School Districts</b>	<ul style="list-style-type: none"> <li>• Buy-in from school administrators to ensure local school participation in the Intervention Team</li> <li>• Access to comprehensive student and school-level data</li> <li>• Large enough to absorb the project once other funds are spent</li> <li>• Access to financial and business management support</li> </ul>	<ul style="list-style-type: none"> <li>• May be unwilling to provide services to out-of-school youth.</li> <li>• District policies may bog down decision-making.</li> <li>• Hiring policies may make it difficult for school districts to employ outreach staff.</li> </ul>
<b>Local Service Providers</b>	<ul style="list-style-type: none"> <li>• Working knowledge of the target area</li> <li>• Experience with community planning and action</li> </ul>	<ul style="list-style-type: none"> <li>• Private providers may lack the clout with governmental agencies and law enforcement.</li> <li>• Gang programming may not be given a priority.</li> <li>• Often lack the administrative structure to manage funds/grants.</li> </ul>
<b>State Agencies</b>	<ul style="list-style-type: none"> <li>• Resources and credibility</li> <li>• Expertise in grant management and administration</li> <li>• Access to financial and business management support</li> </ul>	<ul style="list-style-type: none"> <li>• The agency may be located well away from the actual project activities.</li> <li>• State agencies may often be perceived as outsiders without a strong connection to the target community.</li> <li>• There is less awareness of local politics and historical issues.</li> </ul>

The lead agency may incur significant costs, including those associated with providing office space, administration of funds and contracts, management of key personnel, and improving technological infrastructure to maintain necessary records.

Important questions to consider when determining which agency will be the lead agency for implementation of the plan are:

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

It should not be assumed, however, that a single agency or organization will be responsible for all the work. Each of the participating agencies may be able to devote a portion of a staff person's time to this effort. Additionally, some services, such as street outreach, may be subcontracted from other agencies. For example, a law enforcement agency serving as the lead agency might wish to subcontract outreach services from a local community-based agency. This way, some of the possible pitfalls of having outreach staff work directly for a police agency can be avoided.

## **The Project Director**

The Project Director is responsible for the day-to-day management of the project and reports directly to the Steering Committee. The Director ensures that key agencies maintain proper representation on the Intervention Team and that the team meets regularly. The Project Director supervises other project staff, such as outreach workers. The Project Director maintains the smooth operation of the Intervention Team, including documentation of services provided to clients and handling of any disputes that may arise between team members. The Project Director should be in nearly constant contact with the Intervention Team members.

Other responsibilities are:

- Makes recommendations regarding policies and procedures for the Intervention Team, any prevention activities undertaken by the project, and community mobilization activities.
- Coordinates activities and reports regularly to the Steering Committee on the progress of these activities.
- Coordinates meetings of the Steering Committee and Intervention Team.
- Coordinates and monitors ongoing data collection.
- Develops public awareness documents and publicity materials.
- Provides or coordinates training and education on the project to community and civic groups, businesses, schools, and others.
- Ensures that all key partners receive appropriate training on serving gang-involved clients.
- Makes recommendations to the Steering Committee regarding additional activities that may be undertaken in conjunction with the project.

The Project Director is the key to successful implementation of the Model. The Steering Committee and lead agency must ensure that a Project Director with high-level skills is selected to lead this initiative. The position is a demanding one, and the person who fills this role must be extremely capable of a wide range of skills. Best results have been obtained where the Steering Committee and the lead agency jointly develop a written job description for this position and, in concert, select the Project Director. This step may raise some difficulty, especially where funding for that position is being raised through joint contributions or as a result of a grant. Refer to **Exhibit 5.2** at the end of this chapter for a sample Project Director job description.

The role of the Project Director requires the following skills:

- Ability to understand and work within complex systems such as criminal justice, education, and social services.
- Understanding of data collection and analysis protocols, as well as how to read, interpret, synthesize, and clearly explain data orally and in writing to a wide range of audiences.
- Ability to develop short- and long-term plans for implementation.
- Flexibility to move among a variety of complex tasks—from public speaking and writing grants to managing project funds and effectively supervising personnel.
- Professionalism in dealing with personnel at different levels of responsibility, from agency heads to grassroots personnel, and from a variety of disciplines: law enforcement, education, social services, justice systems, and outreach.
- Meeting facilitation, conflict resolution, and consensus-building skills that enable the Project Director to serve as an intermediary between agencies, resolve differences of opinion during meetings, and effectively address potentially inflammatory and emotional topics.
- Ability to learn and explain complex material such as risk factors leading to gang involvement, local gang activities and gang research, community dynamics and history, and prevention/intervention/ suppression strategies; and to explain these concepts to others from a variety of educational and cultural backgrounds.
- Skill in supervising, engaging, and motivating staff from a variety of agencies and racial/cultural/economic backgrounds, including staff over whom the director may not have direct supervisory authority. This is especially important when working with outreach staff who may have prior offending histories, prior gang affiliation, and unstable work histories.
- Ability to generate passion and enthusiasm to inspire others to achieve solid results.

The importance of the Project Director's role cannot be overstated.

## **The Research Partner**

The Comprehensive Gang Model relies on continuous problem assessment even during implementation. The systems set up to collect and analyze data during the assessment should be examined by the Steering Committee, and measures put into place to maintain collection of law enforcement data and client performance data. Additional data may also be collected to measure the project's impact on the community over time, such as community perceptions surveys and other measures that were discussed in "Assessing Your Community's Gang Problem." A Research Partner can help the Steering Committee identify appropriate data to collect and analyze during the life of the project, and the methods by which this data will be gathered and analyzed.

The Research Partner can work through processes such as obtaining consent and ensuring and protecting confidentiality. The Research Partner also can perform more complex data analyses, as required. The

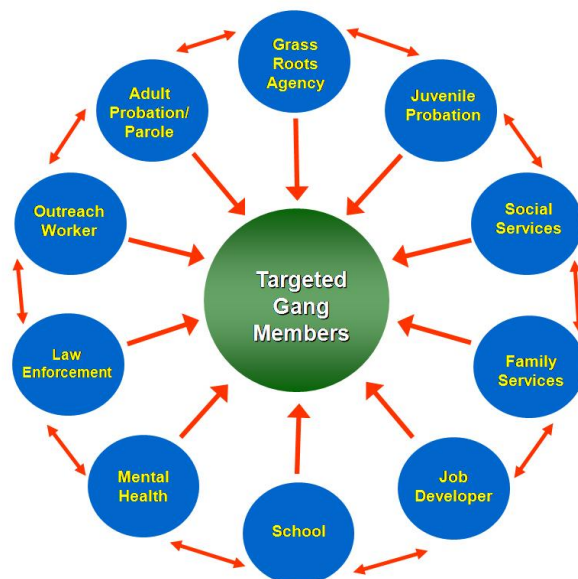


Research Partner may monitor project performance and progress towards meeting goals and objectives; prepare special reports about the target population or area; and keep the Intervention Team, Steering Committee, and others informed about new research and information related to the project. In addition to routinely collecting and analyzing data, the Research Partner may assist the Intervention Team in the development of data collection forms to document and track target youths' services and progress.

As with other service providers, staff should establish a detailed scope of work or a job description for the Research Partner to ensure that the project's data collection/analysis needs are met by the partner. The scope of work varies from project to project but should include a summary of the data reports to be developed and a timeline for completion. The scope of work also should include a process for addressing issues that may arise with the Research Partner's quality of work and timeliness. Refer to **Exhibit 5.3** at the end of this chapter for a sample Research Partner scope of work.

## The Intervention Team

The Intervention Team is at the core of the Model's strategies and is the primary delivery mechanism for the social intervention and opportunities provision strategies of the model. The Intervention Team also plays a key role in identifying organizational change and development strategies that should be undertaken. Staff members should be carefully chosen to serve on this team and must be willing, interested, and able to perform the functions required by the team. Both the key agencies and the personnel assigned to the team will be required to demonstrate flexibility and, in some cases, work outside the traditional boundaries of their professional roles. Further, individuals assigned to this team should be assigned for a minimum of two years to ensure the continuity of this project.



The Steering Committee should determine the composition of the Intervention Team and assign representatives to serve on it. At a minimum, the following key agencies that are crucial to an effective Intervention Team should be represented on the team:

- Law enforcement representatives who are very familiar with local gang activity and the target community.

- Juvenile and adult probation/parole officers who will have frequent contact with project clients.
- School officials who can access student educational data for project clients and leverage educational services.
- Appropriate social service and/or mental health providers who can connect clients to services and provide outcome information to the team.
- A representative who can assist in preparing project clients for employment and place them in jobs.
- Outreach workers who can directly connect to project clients on the street, in their homes, or at school.

Other agencies may be asked to participate on an as-needed basis, including faith-based organizations, recreational projects, community development organizations, and grassroots organizations.

A more in-depth discussion of the day-to-day functioning of the Intervention Team can be found in Chapter 7.

## **Coordination of Effort**

The Model centers on the timely sharing of information about the target population, gang activities, implementation activities, and progress toward reaching the project's objectives. Quickly disseminating this information to those who need it is critical to the successful implementation of the Model. There must also be a nearly constant flow of information between each of the administrative structures involved in the model (Steering Committee, Intervention Team, and Research Partner). While the Project Director can facilitate much of this information sharing, each member of the Steering Committee and Intervention Team also needs to play a role in educating/informing his or her own agency's personnel about the Model. Providing the Steering Committee with regular updates on the efforts of the Intervention Team is as important as the team members communicating among themselves.

## **Exhibit 5.2**

### **Sample Project Director Job Description**

#### **SUPERVISION RECEIVED AND EXERCISED:**

Receives direction from the Steering Committee; exercises direct supervision over professional and technical/clerical staff.

#### **EXAMPLES OF DUTIES:** Duties may include, but are not limited to, the following:

- Coordinates meetings and activities of the Steering Committee and the Assessment Work Group and prepares appropriate materials for meetings.
- Coordinates, monitors, and assists with all data collection by the Assessment Work Group and assists with compiling information required for Assessment Report.
- Coordinates and/or performs the completion and submission of quarterly and annual reports.
- Works as a liaison between the Research Partner, Steering Committee, and Assessment Work Group, updating personnel on progress and challenges and arranging joint meetings as necessary.
- Confers with participating agencies, including schools, juvenile courts, law enforcement officials, probation officers, government agencies, local elected officials, grassroots groups, and others.
- Develops public awareness documents and publicity materials. Provides training on the assessment process.

#### **QUALIFICATIONS:**

##### Desired Knowledge:

- Familiarity with local agencies (schools, social services, law enforcement, courts/corrections), local units of government, and grassroots organizations.
- Knowledge of principles and practices of budget preparation.
- Knowledge of principles and practices of strategic planning.
- Knowledge of principles of supervision, training, and performance evaluation.
- Basic understanding of gang intervention, suppression, and prevention strategies.
- Basic knowledge of youth gang involvement and gang-related activities.
- Basic understanding of statistical principles and data analysis.

Ability to:

- Network effectively with a variety of types of organizations, including government agencies, law enforcement agencies, schools, social service agencies, courts/probation/corrections, and grassroots organizations.
- Demonstrate organization, administration, and personnel management skills.
- Work effectively with key community leaders and residents, diverse population groups, and youth.
- Work with high-risk, gang-involved populations.
- Identify community resources to assist in implementation of the project.
- Interpret and apply federal, state, and local policies, procedures, laws, and regulations.
- Analyze problems, identify alternate solutions, project consequences of proposed actions, and implement recommendations in support of goals of the project.
- Gain cooperation and collaboration through discussion and persuasion.
- Exercise judgment regarding appropriate information sharing, confidentiality requirements, and human relations.
- Assist in selection of project staff and train, supervise, and evaluate those staff.
- Communicate clearly and concisely, both orally and in writing.
- Provide training on the OJJDP Comprehensive Gang Model.
- Establish and maintain cooperative relationships with those contacted in the course of work.
- Set priorities and work independently in the absence of supervision.
- Use word processing and spreadsheet software.

## **Exhibit 5.3**

### **Sample Research Partner Job Description**

#### **Overview**

The Research Partner works with the Steering Committee and Project Director to support the implementation of the OJJDP Comprehensive Gang Model through ongoing data collection and analysis. The Research Partner designs data collection protocols, assists with collecting and auditing project data, and analyzes raw data into formats that can be used by the Steering Committee for planning and policy purposes. The Research Partner should be familiar with the Model, the project's implementation plan, assessment data, the target population, and the target community.

#### **Core Responsibilities**

The Research Partner works with law enforcement to ensure that gang incident data collection and analysis are standardized and ongoing. In this role, the Research Partner may assist with developing new data collection protocols, tools, and systems. The Research Partner analyzes law enforcement data to generate reports that will be useful to the law enforcement agency, Project Director, and Steering Committee.

The Research Partner assists with developing ways to measure service delivery to clients and tracking client behavioral changes, including identifying types of data to be collected on clients. The Research Partner helps develop client-focused data collection protocols and systems for self-evaluative purposes and audits systems regularly to ensure that data collection and entry are timely and accurate.

The Research Partner works with the Project Director to prepare and deliver reports on the progress of the project, as measured by data collection. These reports might include gang crime trend analysis, demographics of clients involved in the project, and client outcome reports. The Research Partner assists the Steering Committee and Project Director with interpreting project data to define implications for project strategies.

#### **Additional Responsibilities**

The Steering Committee may request that the Research Partner assist with additional data collection and analysis tasks to determine whether the Model is accomplishing the desired goals. For instance, the Steering Committee may decide to conduct community resident surveys to determine whether community members have been affected by the activities of the project. The Steering Committee, Project Director, and Research Partner should work together to identify cost-effective and scientifically valid ways to measure the project's impact.

## Exhibit 5.4

### Sample Research Partner Scope of Work

The following information has been developed to serve as a guideline for tasks to be performed by the local Research Partner.

Product	Task	Responsible	Hours
<b>Community Data</b>			
Indicator (e.g., income, employment, abuse)	Gather	RESEARCH PARTNER	40
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20
<b>Gang Data</b>			
Gang identification and crime data	Gather	Police Department	na
	Interpret data	RESEARCH PARTNER	10
Gang interviews (100)	Train interviewers	RESEARCH PARTNER	4
	Interview	RESEARCH PARTNER	50
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	50
<b>School Data</b>			
School survey	Train teachers/administrators	Police Department RESEARCH PARTNER	4
	Implement	Schools RESEARCH PARTNER	10
	Gather	RESEARCH PARTNER	4
	Integrate data, analyze, graphing, writing	RESEARCH PARTNER	20

Student characteristics	Gather	RESEARCH PARTNER	10
Disciplinary reports	Gather	Schools Police Department RESEARCH PARTNER	10
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20
School staff interviews (24)	Train interviewers	RESEARCH PARTNER	4
	Gather	RESEARCH PARTNER	30
	Input data, analyze, graphing, writing	RESEARCH PARTNER	40
<b>Community Perception</b>			
Leaders (20)	Train interviewers	RESEARCH PARTNER	4
	Gather	RESEARCH PARTNER	30
	Input data, analyze, graphing, writing (quantitative and qualitative)	RESEARCH PARTNER	40
Parents (8)	Focus groups	RESEARCH PARTNER	40
	Input data, analyze, graphing, writing (quantitative and qualitative)	RESEARCH PARTNER	40
Community at large	Recruit, train, monitor interviewers	RESEARCH PARTNER	10
	Conduct survey	RESEARCH PARTNER	60
	Input data, analyze, graphing, writing	RESEARCH PARTNER	40
<b>Current Services</b>			
Community	Inventory	RESEARCH PARTNER	40
Criminal justice	Inventory	Mayor's Office RESEARCH PARTNER	10
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20

Final Tasks			
Report	Writing	RESEARCH PARTNER	40
Report to various groups	Presentation of results	RESEARCH PARTNER (with Mayor's Office)	20
<b>TOTAL (includes time for specific tasks, not all preparation/meeting attendance time, etc.)</b>			<b>716</b>



## Chapter 6. Prevention, Intervention, and Suppression

The OJJDP Comprehensive Gang Model initially focused primarily on intervention and suppression activities. It was understood that prevention activities were necessary to address community gang problems, but the model strategies did not include prevention.

However, communities that have implemented the Model have quickly realized that there is a need for strategies to address the risk factors that affect the community as a whole, as well as targeted prevention programming that assists local youth who are experiencing multiple risk factors for gang involvement. It is recommended that the community confront the most serious problems first: alleviating fear and intimidation within the community and addressing gang crime. As strategies begin to show effects, prevention programming should be selected and implemented.

### Prevention

Two levels of prevention strategies should be considered in conjunction with the Model: primary and secondary prevention. Primary prevention strategies focus on the entire population of high-crime, high-risk communities. Programs that effectively reduce community risk factors or provide protective factors for community members are considered primary prevention. Secondary prevention strategies are activities and services targeting young people, primarily between the ages of 7–14, who are at high risk of joining gangs. Selected prevention strategies should have a direct connection to the problems identified in the assessment process and should be specific to gang issues.

Primary prevention activities might include:

- Conducting workshops and trainings to increase community awareness about gangs.
- Working to change conditions contributing to gang involvement within the targeted community.
- Creating a one-stop center that facilitates effective distribution of health and support services.
- Creating procedures for community members to report crimes.

#### **Sample Primary Prevention Strategy—School Safety Zone Partnership**

The Pittsburgh Youth Intervention Project created an effective primary prevention strategy called “School Safety Zone Partnership” in conjunction with its implementation of the OJJDP Comprehensive Gang Model. In this initiative, assessments of community conditions were conducted within a 1,000-foot radius of each school in the target area. Problem areas of the community such as high-crime zones, abandoned dwellings, abandoned vehicles, and overgrown and dangerous vacant lots that served as dumping zones for construction waste were identified by community members. Key partners such as law enforcement, city code enforcement, city parks and recreation, the Urban League, and others were enlisted to respond to the problems identified in the assessment. Pockets of crime were dealt with by law enforcement initiatives to reduce crime in these areas. Abandoned properties were identified by code enforcement and were razed or cleaned at owner expense. Almost 6,000 tons of construction waste were removed from vacant lots in areas adjoining the schools. In some instances, these dangerous properties were replaced with community gardens where neighbors could grow fresh produce and flowers. Community members were able to see immediate results from these collaborative responses to local problems.

Secondary prevention programming is often focused on the families, siblings, or associates of intervention targets. The Steering Committee may identify a need to increase access to secondary prevention programming or to expand the types of services available after project implementation begins as a result of gaps in services, extended service waiting periods, and changes in community dynamics. To avoid duplication, a survey of existing resources should be undertaken to identify available prevention activities and services.

Some examples of secondary prevention activities include:

- Tutoring.
- Mentoring.
- After-school programming.
- Recreational activities that incorporate service provision.

### **Sample Secondary Prevention Strategy—The Story Project**

The Los Angeles Gang Reduction Project partnered with the Story Project of Los Angeles. The Story Project is a multimedia project that focuses on developing reading, writing, and communication skills among middle school, at-risk youth using professional “Hollywood” storytellers who mentor the youth to discover self-expression in an artistic, on site, after-school setting. The primary aim is to increase reading and communication skills and encourage school attendance. The project in the Los Angeles GRP area is conducted at the GRP One-Stop service center in the targeted community.

Both primary and secondary prevention service providers should understand the gang culture and possess experience working with at-risk youth and their families. When selecting prevention strategies, the Steering Committee should rely on the risk factor data from the assessment, along with knowledge of the unique cultural, familial, economic, and historical factors affecting the target community. Prevention programs should target multiple risk factors identified by the community assessment. A Strategic Planning Tool designed for matching promising and proven programs with specific risk factors can be found online at <http://www.iir.com/nygc/tool/default.htm>.

Since resources are limited in every community, the Steering Committee should be careful to define the most serious risks and respond to them efficiently. Prevention services should always incorporate a skill-building component that includes social intervention- and/or opportunities-provision elements.

## **Intervention**

Within the framework of the Model, the Intervention Team is the primary mechanism for delivering intervention services. These intervention strategies are delivered in a comprehensive way to a certain number of individuals identified based on the data collected during the assessment. Services that the Intervention Team should plan to provide include:

- Drug and alcohol treatment.
- Mental health and anger-management counseling.
- Job training and placement.
- Transportation assistance.
- Tattoo removal.
- Legal assistance.
- Transitional/reentry services.

- Mentoring by outreach staff to develop skills and to provide the target youth with positive adult relationships and role models.

The intervention plans developed by the team should also focus on ways of attracting target youth to this project, including access to recreational and art programming, field trips, and other desirable activities in which youth want to participate. These activities, however, are the means to an end, and not the end in themselves. They allow outreach and other project staff the opportunity to develop youth social skills, counsel youths on crucial life decisions, persuade youth to take advantage of programs to deal with substance abuse or anger-management issues, and so on.

### **Sample Intervention Strategy—On-the-Job Training Program**

In response to a lack of jobs in the target area, the Miami Gang-Free Schools Program (Project MPACT) partnered with an alternative high school and a local builder to create a construction trades training program. The program served gang-involved clients in the target population who were already receiving services from the Intervention Team and included the following components:

1. Clients received two hours per day of construction trades education at the local high school, in conjunction with weekly life skills sessions. The classes were taught by an experienced tradesman and were incorporated into the normal school day. Clients were required to attend school regularly, maintain drug- and alcohol-free lifestyles (and submit to regular drug testing), attend and participate in the construction classes, and remain free of additional criminal or delinquent charges.
2. After several weeks of participating in classroom work, students were placed on job sites working as part of a construction crew to obtain on-the-job experience. A portion of their pay was provided by a local workforce improvement grant.
3. After completing the program, clients were placed in construction trades jobs.

During the OJT program, outreach workers maintained regular contact with clients to support and mentor them. Clients built strong relationships with the employers and work-site foremen and received other services from social service providers and the Intervention Team to supplement their job training experiences.

Reentry activities also are handled within the context of the Intervention Team. Because gang members are frequently in and out of custody for varying periods of time, the Intervention Team continues to serve these clients during their incarceration, maintaining regular contacts with the clients and then planning for their release back into the community. The Intervention Team, in conjunction with the Steering Committee, should develop a policy for serving incarcerated clients. The length and location of the incarceration may affect the project's ability to maintain contact. In general, clients serving sentences of one year or less should receive at least monthly contacts from outreach workers and other agency staff. Depending on the policies of the facility where a client is incarcerated, these contacts may take place face to face, by phone, or by letter/postcard.

The Intervention Team may consider putting clients serving long-term sentences on inactive status, but even a low level of contact with incarcerated clients can create positive change. As an incarcerated individual nears his or her release date, the Intervention Team should begin planning for that individual's return to the community. This planning should begin 1–3 months prior to release to ensure a smooth

transition back into the community. At this point, face-to-face meetings with the client to involve him/her in the reentry plan are essential. Preplanning can help clients avoid reoffending and can help them more successfully follow the conditions of parole. This type of intensive support from several key agencies is essential to helping gang members transition out of gangs, instead of being reabsorbed back into the gang lifestyle.

Beyond maintaining intervention clients, it is recommended that project staff be aware of the influence of incarcerated gang members returning to the community and develop policies to address these individuals. For instance, the project may want to establish a relationship with probation/parole authorities, and also with corrections personnel, to identify gang members who are due to be released. Outreach staff can visit these inmates prior to release to help develop a supportive plan for their return to the community and to recruit them into the project.

Probation/parole representatives who serve on the Intervention Team can also ensure that clients receive needed services and supervision. Probation and parole officers are familiar with reentry services within the community and can educate the team members on available services. Projects may want to augment existing services in communities where reentry programs are inadequate for the target population or are scarce.

Refer to Chapters 7–9 for an in-depth discussion of intervention program components.

## **Suppression**

Law enforcement plays a key role in suppression, but within the context of the Model suppression also is referred to as “social control.” Ideally, all project partners work together to hold the targeted gang members accountable. Gang crime data should drive gang suppression strategies used in the target community. These strategies should be viewed as part of a larger whole, rather than as one-time-only activities. Some examples of successful suppression strategies include:

- Participating in joint police/probation activities, including conducting probation searches of homes, vehicles, and gang-involved probationers.
- Targeting enforcement to the times, places, and events in which data and historic gang enforcement patterns indicate that gangs are active.
- Designing investigative strategies to address specific gang-related crimes.
- Executing directed patrols of locations where gang members congregate.
- Conducting community forums to address incidents.
- Establishing community prosecution and/or vertical prosecution strategies to prosecute gang crime more effectively.
- Making informal contacts with targeted youth and their families.

Project partners should work together with law enforcement to enforce community norms for youth behavior. These activities may be used in concert with suppression strategies to address less serious antisocial, gang-related behavior. Examples of ways that other partner agencies can assist with suppressing gang activity include:

- Use of in- and out-of-school suspensions, when needed.
- Tracking and reporting of attendance/grades to the Intervention Team and probation/parole.
- Tracking of project participation.
- Being aware of and supporting conditions of probation/parole.

- Reinforcing project requirements and supporting other programs' rules.

In the most successful projects, suppression has been integrated with service providers. Even outreach workers can play a significant role in addressing negative behaviors with project clients and requiring accountability.

As communities begin to select programs and activities, they may wish to consider using the online OJJDP Strategic Planning Tool ([www.iir.com/nygc/tool](http://www.iir.com/nygc/tool)) to assist in planning strategies to deal with their gang problems. The four components of the tool are described below.

### **(1) Community Resource Inventory**

A community resource inventory is an essential step in assessing a community's gang problem. This inventory allows the user to record information about community organizations, programs, services, and activities that could be incorporated into a collaborative, comprehensive approach to gangs. Templates are provided to guide the collection and manual recording of this information. The information can subsequently be entered into a searchable database. Once the database is populated, the user can produce a matrix that answers the questions, What does our community have in place? and What do we need that is missing?

### **(2) Planning and Implementation**

After a user has answered the questions above, a second function of the tool permits the user to access a database containing descriptions of numerous gang prevention, intervention, and suppression programs, strategies, and activities, as well as juvenile delinquency prevention and intervention programs. Programs in the database were reviewed using several criteria and designated as effective or promising. The user is offered options, cross-referenced by age of the intended target population and linked to risk factors in five domains. These programs, strategies, and practices can be selected to fill gaps in service coverage.

### **(3) Risk Factors**

The tool also contains a description of research-based risk factors for delinquency by age (developmental) periods, and risk factors that are correlated to gang behavior are annotated. Empirical indicators and data sources are shown for community-level measurement of risk factor prevalence.

### **(4) Program Matrix**

This matrix allows users to view the age range of clients served by each program in the database. Users are able to examine a description of each program and to form a continuum of promising and effective programs by age range of clients served. Each program description contains contact information.

## Chapter 7. The Intervention Team

The Intervention Team is at the core of the Comprehensive Gang Model. This team is composed of a multidisciplinary group of professionals from the fields of law enforcement, probation, outreach, education, and social services, who work together to case manage the intervention targets of the Model and to identify additional prevention, intervention, and suppression activities needed in the target community. Participation on the Intervention Team can increase the effectiveness of each agency's efforts, reduce duplication of services, increase access to needed services, and ensure that gang members are held accountable for their actions.

The work of the Intervention Team is predicated on the following beliefs:

- Each gang member is a unique individual who joined the gang for unique reasons and who needs an individualized response.
- Each gang member affects (and is affected by) multiple domains such as family, neighborhood, school, and peers.
- Gang members often experience uncoordinated multiple-agency involvement and are high-end service users.
- Gang members frequently encounter barriers to needed services.

In general, research suggests that a relatively small number of gang members are responsible for the majority of gang-related crime and violence in the community. In most cases, this core group of gang members becomes the focus of the team's efforts. Because gang members often receive services simultaneously from multiple agencies, the team facilitates information-sharing and collaboration among these agencies. In many instances, gang members have had negative experiences dealing with the very agencies that are designed to offer assistance. The team-based approach helps ensure that all agencies working with these clients have a common goal and shared strategies for each client.

Short-term goals for the team include:

- Creating individualized case management plans for gang members participating in the project.
- Engaging gang members in direct services to address their specific needs.
- Working together to dismantle or surmount barriers to accessing services.
- Holding gang members accountable for negative behaviors.

Long-term goals for the team include:

- Assisting gang members in transitioning out of the gang lifestyle.
- Improving the effectiveness of agencies serving gang-involved clients.
- Reducing overall gang-related crime in the community.

The Intervention Team also seeks to achieve a much larger goal. By identifying and providing concentrated services to those within the gang culture, the team seeks to improve the quality of life for all residents of the community by reducing gang crime and improving community safety. Ultimately, the goal is to create systemic and communitywide change that will reduce overall gang involvement and criminality.

## Creating the Team

First, the Steering Committee should identify the agencies that are involved in serving or interacting with gang members, and whose staff should serve on the Intervention Team. Each of these partners plays a crucial role in working with gang-involved clients. They should include:

- Law enforcement.
- Education/schools.
- Probation and/or parole officials.
- Court staff (juvenile and adult).
- Social service agencies.
- Youth-serving agencies.
- Grassroots community agencies.
- Outreach staff.

While the Steering Committee remains in control of overall strategies and policy decisions, the Intervention Team works more directly with gang members. The roles performed by each agency's Intervention Team member should be formalized in writing through the use of memoranda of understanding between the agencies.

Based on data from the Assessment Report, the Steering Committee should develop the criteria that will be used to screen and target gang members to receive services. Sample screening criteria might include:

- Age/race/ethnicity.
- Gender.
- Social factors (gang members from the same family, history of school problems, etc.).
- Threshold level of criminal history.
- Specific gang affiliation.
- Place of residence.

For instance, the target population for this team-based approach might be:

*15- to 24-year-olds, residing in a particular section of town, affiliated with X, Y, or Z gangs, with a history of weapons possession.*

To ensure that the Intervention Team's efforts have the greatest effect, the team should strictly adhere to these criteria, and ongoing crime and client data should be collected and analyzed to determine whether adjustments should be made to the screening criteria.

The Steering Committee should task the key agencies to appoint members to represent them on the team. It should be understood by all of the key agencies that membership on the team is a commitment to regular meetings (weekly or biweekly), providing access to appropriate information and services, and participating in the activities of the team. The agencies should plan for their representatives to serve on the team for a minimum of two years to cement team relationships, establish momentum, and enable individual representatives to gain expertise in working together.

## Selecting Team Members

Ideally, agencies should select team members who:

- Have experience in working with high-risk and gang-involved youth. This is one of the most important criteria in selecting team members. The emphasis for the team (as discussed in this bulletin) is on active gang members. Potential team members who would prefer to work with youth representing little or no risk are probably not appropriate.
- Are willing, interested, and able to work within a team setting.
- Are well-respected within their own agencies.
- Are open to new ways of collaborating and interacting with different disciplines to achieve a common mission.
- Are committed to providing intervention options to youth and to holding youth accountable for negative and/or dangerous behaviors.

Because of the key roles they play, personnel assigned from law enforcement and outreach agencies must have specific qualifications.

Law enforcement team members should:

- Be familiar with gang dynamics and activities in the target area.
- Have a plan to interact and maintain liaison with other police department units/members who interact with gang members or their families.
- Be willing to work with other disciplines and respect what each discipline brings to the team's activities with clients.
- Be well-respected within their agencies, because this will lend credibility to the team with other law enforcement divisions.
- Understand and value intervention efforts and their complementary role with suppression.
- Understand the long-term benefits of collaborative teamwork.

Outreach staff should:

- Be familiar with the target population. Ideally, the outreach worker(s) will share a common ethnicity with clients. If the assessment shows that the majority of clients are likely to speak a language other than English, the outreach worker(s) should be bilingual.
- Be familiar with the community/neighborhoods targeted for team-based gang intervention.
- Be comfortable working with gang members and communicating with them in uncontrolled settings in the community.
- Be willing to serve as role models for clients, modeling prosocial behaviors in their own lives and being law-abiding and ethical.
- Demonstrate maturity and common sense, since they will be thrust into potentially dangerous and explosive situations.
- Be willing to work with the team to address and hold clients accountable for negative behaviors through verbal counseling and by supporting other agency sanctions.
- Always share information when it involves a possible threat of harm.

It is extremely important that reputable individuals and agencies serve in the outreach role. These individuals must have no current gang ties, current gang involvement, or other types of recent criminal involvement. A sample job description for outreach workers is found in **Exhibit 9.1** on page 70.



## Formalize Information-Sharing Protocols

Information is shared within the team for specific reasons. First, safety is paramount. All participating team members have an obligation to share information when there is a risk of harm to clients, other team members, or community members. This information should be shared with the knowledge that it will be acted on by team members to protect public safety. Furthermore, clients in these projects must be briefed so they understand that team members have an obligation to report certain types of information. For example, if a team member from a social services agency receives information from a client that members of that client's gang plan to shoot at members of a rival gang, the team member needs to share this information with the team. However, law enforcement team members who receive this information must protect the other team members and the clients. Because law enforcement team members may receive information from grassroots agency personnel or outreach workers, they also must avoid jeopardizing the safety of these workers. Thus, great care should be taken in dealing with such scenarios.

Team members also should understand that information about clients is shared to help clients, not to penalize them. Potentially damaging or embarrassing information about a client must be closely guarded. For instance, a school representative at the team meeting who hears information about a client's family situation should not reveal this information to others at the school who have no reason to receive this information. A school should not use information about a client's gang involvement to justify expelling or excluding the client from school. The team may wish to create confidentiality agreements that commit each team member to protecting client information. Team members also need to be trained in mandatory reporting issues specific to their states or regions.

Prior to accepting clients, the team members must formalize protocols for information sharing at the team level. Because agency staff may be restricted in the types of information they can share, it is important that team members know and understand these limits. In some cases, the Steering Committee may require team members to sign confidentiality waivers detailing the types of information that will be shared, along with the ways that confidential client information will be safeguarded. These parameters can also be set through a memorandum of understanding determined at the Steering Committee level.

## Developing a Referral/Screening Process

As discussed earlier, the screening criteria are set by the Steering Committee. When the team is getting started, it is important that team members create a protocol for screening and assessing new clients. The following questions should be answered:

- Which agencies will be making referrals?
- Will a referral form be created?
- If so, what client information will it include?
- How will referring agencies be made aware of the screening criteria?
- How will the team utilize the screening criteria in selecting appropriate clients?

It is recommended that referring team members present information about prospective clients to the team, outlining how each client meets the screening criteria. The team members can then come to consensus about whether a client is suitable for the project. A sample referral form is provided in **Exhibit 7.1** on page 54.

## Client Consent Issues

Because the information shared across agencies may be sensitive and potentially damaging to a client, it is important for team members to ensure that they can legally serve the client. The client himself (if he is of age), his parent/guardian, and/or a state-appointed legal guardian must consent to the sharing of the

client's information and to the provision of services by the team. A sample Client Consent Form is found in **Exhibit 7.2** on page 55.

## **Needs Assessment**

Finally, a needs assessment instrument should be developed to ascertain the status of each client when he is accepted into the project. This should include information on:

- The client's future goals, abilities, talents, and desires.
- Family situation and structure.
- Gang involvement of family members.
- Other family issues that may affect the client's gang involvement.
- Criminal history.
- Gang history (and gang affiliation).
- School history, including special issues such as learning disabilities or a history of behavioral problems.
- Gang climate in the client's neighborhood.
- Substance abuse or mental health issues.
- History of abuse or neglect.
- Client's employment history and skill levels.
- Special circumstances, such as a client who is a teen parent.
- Agencies that are currently serving the client.
- Possible safety issues involving the client.
- Current needs assessments from any of the team agencies.
- Court requirements such as community service hours and restitution.

Some of these factors may have played a role in the client's decision to join a gang and may become an impetus that can motivate or assist him in transitioning out of the gang. It is important that the team focus on each of these areas when developing a plan to intervene with the client.

## Exhibit 7.1

### Sample Referral Form

OJJDP COMPREHENSIVE GANG MODEL REFERRAL FORM					
<b>FIRST NAME:</b>		<b>MI:</b>	<b>LAST NAME:</b>		<b>DATE:</b>
<b>ALSO KNOWN AS:</b>		<b>DATE OF BIRTH:</b> /    /		<b>Age:</b>	<input type="checkbox"/> <b>MALE</b> <input type="checkbox"/> <b>FEMALE</b>
<b>ADDRESS:</b>			<b>Neighborhood:</b>		
<b>CITY:</b>		<b>STATE:</b>		<b>ZIP:</b>	<b>PHONE:</b> (    )    -
<b>ETHNICITY:</b> <div style="display: flex; justify-content: space-between;"> <div> <input type="checkbox"/> White/Anglo, not Hispanic  <input type="checkbox"/> Black/African American </div> <div> <input type="checkbox"/> Hispanic/Latino  <input type="checkbox"/> American Indian/Native American </div> <div> <input type="checkbox"/> Asian/Pacific Islander  <input type="checkbox"/> Other/Multiracial </div> <div style="text-align: right;"> Specify other: _____ </div> </div>					
<b>PARENT/GUARDIAN'S NAME:</b>			<b>PARENT/GUARDIAN ADDRESS:</b>		
<b>THE REFERRED YOUTH:</b> <input type="checkbox"/> Admits gang involvement <input type="checkbox"/> Is known to associate with gang members  Name of gang (s): _____ Location/set: _____		<b>LEVEL OF GANG INVOLVEMENT:</b> With 1 being the lowest and 4 being the highest, how would you rate this individual's level of gang involvement? <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4		<b>PROBATION STATUS:</b> <input type="checkbox"/> On probation <input type="checkbox"/> Not on probation <input type="checkbox"/> Terminated probation <input type="checkbox"/> Do not know	
<b>SCHOOL STATUS:</b> <input type="checkbox"/> Attending school <input type="checkbox"/> High school graduate <input type="checkbox"/> Not attending school				<b>SCHOOL NAME:</b>	
<b>REASON FOR REFERRAL:</b> <input type="checkbox"/> Meets criteria: <input type="checkbox"/> Primary <input type="checkbox"/> Secondary <input type="checkbox"/> Other _____					
<b>REFERRING PERSON:</b>		<b>REFERRING AGENCY:</b>		<b>PHONE NUMBER:</b> (    )    -	
<b>Comments:</b>					

## Exhibit 7.2

### Sample Client Consent Form

**PARTICIPANT AND/OR PARENTAL CONSENT FORM**  
**for Participants in**  
\_\_\_\_\_ **PROJECT**

This consent form may contain words that you do not understand. Please ask the staff to explain any words or information that you do not clearly understand. You may take home an unsigned copy of this consent form to think about or discuss with family or friends before making your decision.

**The purpose of this project:**

A team of individuals and organizations in your community collaborate with \_\_\_\_\_ Project. They include school district personnel, alternative education providers, law enforcement officers, juvenile and adult probation officers, social service providers, and outreach workers.

The project includes five types of activities:

- Getting the people in your community to work together to prevent and stop gang violence (called community mobilization).
- Working with youth who are in gangs and their families to get them whatever kind of help they need (called social intervention).
- Giving training to youth so they can get good jobs (called opportunities provision).
- Trying to stop gang activities and gang violence by keeping a close watch on gangs and youth who are in gangs (called suppression).
- Getting the schools, law enforcement, and other organizations to change the way they do things so they can help prevent and stop gang violence (called organizational change).

**Those who participate in this project will be asked to do the following things:**

If you agree to participate in \_\_\_\_\_ Project, you will be asked a number of intake questions about yourself and your family. We will ask you to update this information periodically during your involvement with the project. Once accepted as a participant in this project, you will develop a goal plan that will help you outline the things that are important to you. Your active participation in the project is important for your success! An outreach worker will be assigned to you to help you reach your goals.

**Voluntary participation/withdrawal:**

Your participation in this project is voluntary. You do not have to participate. If you agree to participate, you can stop at any time.

Your participation in this project may be ended at any time by the Project Director or the outreach worker without your consent.

**About your consent:**

Do not sign this consent form unless you have had a chance to ask questions and have received satisfactory answers to all of your questions. If you agree to participate in this project, you will receive a copy of this signed and dated consent form.

I have read this consent form (or it has been read to me). Anything I did not understand was explained to me. I had all of my questions answered to my satisfaction.

If 18 or older, please initial: I agree to participate in this project. \_\_\_\_\_

If under 18, parent or guardian, please initial: I agree to allow my child to participate in this project.

\_\_\_\_\_

**CONSENT SIGNATURE:**

\_\_\_\_\_  
Participant Name (printed)

\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Parent/Legally Authorized Representative (if participant  
is under 18)

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Person Conducting Informed Consent Discussion

\_\_\_\_\_  
Date

# Chapter 8. Team-Based Case Management of Gang-Involved Clients

Once the Intervention Team has been established and the appropriate administrative structures have been put into place, the real work can begin.

## Creating an Intervention Plan

Referrals have been made to the team, the team members have considered the appropriateness of these referrals, and the team has begun to select clients. At this point, the team begins to work together to create an intervention plan for each client.

The client's case information from the needs assessment is shared with team members during regularly scheduled meetings. The team members discuss possible methods of addressing the client's core needs and then come to consensus on the prioritization of these efforts.

### Areas to consider:

#### ➤ Social Intervention

- Is the family supportive of the youth's efforts to change, or are they contributing to the client's difficulties?
- Are the siblings or parents gang-involved?
- What actions are needed from the family?
- What support services may be required to assist the family in addressing the youth's gang involvement and any related issues?
- Does the client have substance abuse or mental health issues?
- Has the client previously experienced abuse or neglect?
- Are there serious family conflicts?
- What services does the client need?
- What methods can be used to motivate the client to participate in programming?

#### ➤ Opportunities Provision

- Is the client currently attending school?
- Does the client have special educational needs or require remedial services?
- Does the client have a current individualized educational plan at his/her school?
- What type of educational setting is most appropriate for this client?
- What educational services are available in the area?
- What are possible pros and cons of each of these options?
- Which educational activities will the team pursue with this client?
- Does the client wish to seek employment? If so, what type?
- Does the client have any unaddressed issues that will hinder work success?
- What will the team do to address employment prospects for the client?

#### ➤ Suppression

- Is the client court-involved?
- Does he have pending charges?
- Does he have gang-specific conditions of probation or parole?
- Could some aspects of the intervention plan be court-ordered?

- What role can probation or parole play in holding the client accountable for following through with intervention activities?
- How can the team help the client comply with court-ordered requirements?
- Is the client engaged in ongoing criminal activity?
- Does he pose a threat to the community? How will this be addressed?

The intervention plan should address all relevant issues, be documented, and be reviewed and/or updated on a regular basis (every 30 to 90 days depending on the client's situation).

### **Take into account the client's current capacity**

When creating an individualized case management plan, the team should take the client's current capacity into consideration and address issues on a prioritized, step-by-step basis that proceeds in a logical fashion. For instance, if the client has serious substance abuse issues but states that one of his priorities is to gain employment, the team must work with the client's drug abuse before placing him in a job. Similarly, if the youth has behavioral issues that have kept him chronically in trouble at school, the team must address these issues before mainstreaming the client into a school setting. Safety must be the top priority. If the client is engaged in ongoing dangerous criminal activity, the focus of the team must shift to suppression, and the team's law enforcement members should take the lead in addressing the client's activities. It is to no one's benefit, including the client's, to leave a client at large in the community if he poses a threat to himself and others.

### **Assign responsibility for follow-up to members of the team**

One of the key benefits of the team-based approach to intervention is that it can divide the workload of managing clients who are often heavy consumers of services and involved in the criminal justice system, with frequent contacts with law enforcement. Each team member plays a specific role in ensuring that the client is able to access services and that the team is kept apprised of the client's progress (or lack thereof). The Project Director should supervise this process, assigning responsibility for follow-up with the appropriate team members. The Project Director should also ensure that these actions are documented appropriately in the client's file and ensure that the agencies are reporting to one another during meetings on actions they have taken on behalf of clients.

For instance, school representatives might ensure that the client is assessed for learning disabilities if team members suspect a problem. The school representative is also responsible for reporting to the team on the client's progress, attendance, and any behavioral issues. The same holds true for other agencies. Law enforcement team members should share information on gang activity and trends in the community, as well as criminal activities of targeted clients. Law enforcement officers also interact with clients in the community, not only to arrest them for criminal offenses and to enforce criminal statutes but also to provide positive feedback when possible. The Project Director ensures that each of these activities takes place and manages the work of the team.

## **Team Member Roles**

Each member of the team brings to the table specific skills, access to information, resources for clients, and other professional attributes. The following activities reflect the roles team members play and can be used to develop the memoranda of understanding that quantify these roles.

### **Education**

- Ensure client access to educational services.
- Perform educational evaluations as needed.
- Create individual educational plans as mandated by the district.

- Provide feedback on intervention plans.
- Make recommendations for appropriate educational placements.
- Leverage services provided by schools, including counseling or mental health.
- Provide the team with information on clients' performance, attendance, and behavior.
- Hold clients accountable to required standards of behavior in the school setting.
- Facilitate school access by outreach workers.

### **Law Enforcement**

- Report to the team on gang climate and trends affecting the area and/or clients being served.
- Provide input on issues that may affect intervention with clients (e.g., safety risk, association with known gang members, suspected drug-trafficking, witness/victim/perpetrator in a violent crime).
- Provide information on criminal involvement by current clients.
- Brief the team on safety issues.
- Share information with key partners regarding gang incidents that may spawn retaliations or other safety risks.
- Hold clients accountable in the community, assessing appropriate responses depending on the level and severity of each client's behavior.
- Provide clients with positive feedback regarding their positive efforts.

### **Probation/Parole**

- Recommend/enforce conditions of probation that take clients' gang affiliations into consideration.
- Access services available through the justice system to address clients' needs (e.g., substance abuse assessment and treatment).
- Provide feedback on intervention plans.
- Work in conjunction with law enforcement to conduct home visits and/or hold clients accountable to the conditions of probation/parole.
- Share information on each client's court status with the rest of the team.
- Hold clients accountable for accomplishing educational/employment goals.

### **Social Services**

- Provide a link to services for project clients.
- Conduct assessments (mental health/substance abuse) as needed.
- Provide feedback on intervention plans.
- Access services to address family issues (counseling, crisis management, abuse/neglect issues, and parental skills training).
- Hold clients accountable for completing services.
- Share information on clients' progress with the team.

### **Outreach**

Outreach work may be performed by a contracting agency that is already working at the grassroots level in the community or by outreach personnel working for one of the key agencies. The goal of outreach is to identify and engage clients who may be difficult for mainstream organizations to reach. Outreach workers in this type of team-based approach:



- Work directly with clients in gang-intensive settings to assist them in identifying and accomplishing goals.
- Provide further information to the team on the gang climate in affected neighborhoods and causal relationships/factors.
- Recruit gang-involved individuals.
- Encourage prosocial behavior.
- Assist project clients in accessing services.
- Report to the team on each client's progress, interests, and goals.
- Provide feedback on intervention plans.

A more detailed outreach worker job description is found in **Exhibit 9.1** on page 70.

The following forms will assist the Intervention Team in developing client plans and tracking client progress.

Exhibit 8.1	Client Intervention Plan
Exhibit 8.2	Client Contact Log
Exhibit 8.3	Sample Intervention Plan Checklist Form
Exhibit 8.4	Sample Client Tracking Form

## Exhibit 8.1

### Sample Intervention Plan

CLIENT INTERVENTION PLAN			
<b>First Name:</b>	<b>MI:</b>	<b>Last Name:</b>	
<b>Date of Birth:</b> / /	<b>Date:</b> / /	<b>School / Status:</b>	
<b>Intervention Goal(s):</b>			
<b>Social Intervention:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Education:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Criminal Justice:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Employment:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Family:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Recreational:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Other:</b>		<b>Possible Provider(s):</b>	
<b>Person(s) responsible:</b>			
<b>Review Date:</b>			

## Exhibit 8.2

### Sample Contact Log

CLIENT CONTACT LOG		
<b>First name:</b>	<b>MI:</b>	<b>Last name:</b>
<b>DOB:</b>	<b>Who was contacted?</b> Client <input type="checkbox"/> Family <input type="checkbox"/>	
<b>Contact date:</b>	<b>Person making contact:</b>	
<b>Type of agency:</b> <input type="checkbox"/> Education <input type="checkbox"/> Law enforcement <input type="checkbox"/> Outreach worker <input type="checkbox"/> Probation <input type="checkbox"/> Parole <input type="checkbox"/> Social service <input type="checkbox"/> Other	<b>Agency:</b>  	
	<b>Contact length:</b> <div style="display: flex; justify-content: space-between;"> <span><input type="checkbox"/> 5–15 minutes</span> <span><input type="checkbox"/> 30–45 minutes</span> <span><input type="checkbox"/> 60+ minutes</span> </div> <div style="display: flex; justify-content: space-between;"> <span><input type="checkbox"/> 15–30 minutes</span> <span><input type="checkbox"/> 45–60 minutes</span> </div>	
<b>Contact result:</b>		

## Exhibit 8.3

### Sample Intervention Plan Checklist Form

Youth Intervention Project Intervention Plan Checklist						
Name of Youth	Converted to Intake	Plan Created	Plan Review Due	Plan Areas	Personnel Responsible for Plan	Client No.

## Exhibit 8.4

### Sample Client Tracking Form

**Name of Client:** \_\_\_\_\_

**Current Date:** \_\_\_\_\_

**Date of Youth Intake:** \_\_\_\_\_

**Number of Months Since Intake:** \_\_\_\_\_

**Current Status in the Project (use list):** Active \_\_\_\_\_ Not Active \_\_\_\_\_

**Current Status:**

**Current Living Situation**

Residence

No longer resides in target area: \_\_\_\_\_

Continues to reside in target area: \_\_\_\_\_

Please check one of the following living conditions that best describes the individual's current family status.

- \_\_\_\_\_ Mother and father
- \_\_\_\_\_ Mother only
- \_\_\_\_\_ Father only
- \_\_\_\_\_ Mother and stepfather
- \_\_\_\_\_ Father and stepmother
- \_\_\_\_\_ Mother and another adult (specify)
- \_\_\_\_\_ Father and another adult (specify)
- \_\_\_\_\_ Other relatives (specify)
- \_\_\_\_\_ Legal guardian (not relative)
- \_\_\_\_\_ (specify) \_\_\_\_\_
- \_\_\_\_\_ In a foster or group home
- \_\_\_\_\_ Living by self—independently or with other person
- \_\_\_\_\_ In local or state jail

**Current Employment Status**

Was the individual employed at the time of intake?

\_\_\_\_\_ No

\_\_\_\_\_ Yes (if yes, please check following):

- \_\_\_\_\_ Employed part-time (no. hrs/wk) \_\_\_\_\_
- \_\_\_\_\_ Employed full-time

Job title: \_\_\_\_\_

**Current School Status**

Was the individual enrolled and regularly attending school this reporting period?

\_\_\_\_\_ No \_\_\_\_\_ Yes (If yes, what grade?) \_\_\_\_\_

Please check the individual's school status.

- \_\_\_\_\_ Attends school regularly
- \_\_\_\_\_ Attends school only occasionally
- \_\_\_\_\_ Attends an alternative school, or participates in nontraditional school-sponsored program (name of school or program): \_\_\_\_\_

Was the youth suspended or placed on some other disciplinary status? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, describe \_\_\_\_\_

**Gang Affiliation Status**

List the gang with whom the youth is affiliated.

Did this affiliation change since the last reporting period?

Yes \_\_\_\_\_ No \_\_\_\_\_

**Current Substance Abuse Involvement**

Alcohol Use

- \_\_\_\_\_ Occasional use (use list)
- \_\_\_\_\_ Regular but not problematic use (use list)
- \_\_\_\_\_ Chronic and problematic use (use list)

Drug Use

- \_\_\_\_\_ Occasional use of drugs (use list)
- \_\_\_\_\_ Chronic use of drugs (use list)

Selling drugs? Yes \_\_\_\_\_ No \_\_\_\_\_

## **Activities During Reporting Period**

### **Number of Contacts With Youth in Reporting Period**

Number of outreach worker contacts with individual during this reporting period: \_\_\_\_\_

Number of probation officer contacts in this reporting period: \_\_\_\_\_

Other official contacts with youth: \_\_\_\_\_

---

### **List the programs in which the youth participated during this reporting period.**

Service program (1): \_\_\_\_\_ No. of service hrs. provided: \_\_\_\_\_

Service program (2): \_\_\_\_\_ No. of service hrs. provided: \_\_\_\_\_

Service program (3): \_\_\_\_\_ No. of service hrs. provided: \_\_\_\_\_

---

### **Participation in School and Community Activities**

During the reporting period did the youth:

\_\_\_\_ Enroll in any school-based activities?

List: \_\_\_\_\_

\_\_\_\_ Participate in any nonschool, community-based activities?

List: \_\_\_\_\_

## **Criminal History Update on Youth During the Reporting Period**

### **New Criminal Offenses**

Was the youth arrested for any new offenses during this reporting period? Yes \_\_\_\_ No \_\_\_\_

(If yes, complete the following)

Date of **first** new offense: \_\_\_\_/\_\_\_\_/\_\_\_\_

List offense: \_\_\_\_\_

Gang-related: Yes \_\_\_\_ No \_\_\_\_

Did offense involve violence? Yes \_\_\_\_ No \_\_\_\_

Did offense involve use of a weapon?

Yes \_\_\_\_ No \_\_\_\_

If yes, list type of weapon: \_\_\_\_\_

Date of **second** new offense: \_\_\_\_/\_\_\_\_/\_\_\_\_

List offense: \_\_\_\_\_

Gang-related: Yes \_\_\_\_ No \_\_\_\_

Did offense involve violence? Yes \_\_\_\_ No \_\_\_\_

Did offense involve use of a weapon?

Yes \_\_\_\_ No \_\_\_\_

If yes, list type of weapon: \_\_\_\_\_

(Repeat for any additional offenses committed.)

### **Probation Information**

If the youth was on probation, did the individual violate any of the terms of his probation during this reporting period?

\_\_\_\_ Total number of probation violations

\_\_\_\_ No. of contempt of court violations

\_\_\_\_ No. of missed curfews

\_\_\_\_ No. of failed drug tests

\_\_\_\_ No. of failures to appear at referral programs or services

\_\_\_\_ No. of school truancy violations

\_\_\_\_ Other violations (list)

### **Detention/Jail Information**

Was the individual sentenced to a jail or other institution during this reporting period?

\_\_\_\_ No \_\_\_\_ Yes

If yes, what facility? \_\_\_\_\_

Length of sentence: \_\_\_\_\_

**Other Incidents During This Reporting Period** (include dates and details)

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## Chapter 9. The Role of Street Outreach in the Comprehensive Gang Model

Many different versions of street outreach have been experimented with in the United States, and many types exist today. Outreach staff within the OJJDP Comprehensive Gang Model play a critical role that may differ from those in other types of outreach. This chapter will discuss the role of outreach in the Model and provide guidance on administrative issues related to outreach personnel.

### Role of the Outreach Worker

The role of the worker is to reach out to the target population and link the population to services available in the community and to mainstream institutions of which youth may be skeptical. The workers' specific goals are to reach out to gang-involved youth in the target area and to recruit and retain them in the project by providing access to resources, prosocial role modeling, and encouragement.

The job requires the ability to walk a fine line between the gangs and the system, specifically law enforcement. Outreach workers are not snitches, “narcs,” or informants, nor are they gang members or “wannabes.” The worker must understand that sometimes he is an advocate for the youth and other times a reporter of negative behavior. Outreach workers are referred to as “street” outreach workers for a reason—they work on the streets. These positions are not intended to be office-based or even institution- or school-based. While workers may go to these places to accomplish a specific task (e.g., checking up on clients, visiting, mediating), their role is to reach out to youth in their environment at community events, on street corners, in parks, in homes of youth, and in other places where youth hang out. For this reason, it is even more important to have workers who are comfortable with the population and are not uncomfortable being in these areas without the company of police or probation.

Tasks routinely performed by outreach workers include:

- Identifying youths' needs and goals to help the team develop a more comprehensive intervention plan.
- Coaching and providing role models for each youth.
- Coordinating appropriate crisis responses to project clients following episodes of violence in the community.
- Providing assistance to families in distress, ranging from accessing basic services to helping resolve family conflicts.
- Visiting clients who are incarcerated and helping to reconnect them to services when they are released from custody.
- Resolving conflicts and/or mediating between clients, their families, other youth, and/or agencies.
- Acting as a liaison between project clients and service providers/schools to facilitate client access to services.
- Working with clients who are seeking employment, from helping these youth develop résumés, to identifying their skills and qualifications, to helping them apply for jobs or work with workforce services programs.
- Conducting gang awareness presentations in schools.

As members of the Intervention Team, outreach workers provide information that helps the entire team gain a better understanding of what is going on with the target population and in the target area so that team interactions with gang members will be more informed. Outreach workers will fill in blanks for others on the team who may not be as familiar with the individuals or groups being targeted. Workers



may describe treatment needs or compounding factors (such as family violence, substance abuse, etc.) that are affecting a youth's behavior. Outreach workers also may provide information about specific crimes that have occurred or are planned. In these cases, police and probation may act appropriately, although cautiously, so that the workers are not endangered and their reputation is not jeopardized.

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

While case load sizes have varied, it is suggested that workers be in a position to spend time in the community making contacts with unknown youth, service providers, and families; therefore, a case load of not more than 25 is recommended. Some of the youth may be incarcerated; some may not need intensive services at the time; and some may be on the run. Others may need daily in-person contact and/or phone calls or contact several times a week. The level of service provided by outreach workers is determined by team consensus for each youth.

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

While the Model relies on the Intervention Team to accomplish many of its goals, there are times when outreach workers operate individually. For example, while police and probation can conduct joint patrols and searches, outreach workers should not accompany police or probation on patrols. The youth must be able to trust the outreach workers and understand their roles as individuals and as a team. Outreach workers should be seen as staff willing to help gang-involved youth, including advocating on their behalf, ensuring they have access to services and opportunities, and acting as their link to community institutions.

While there are times when outreach and law enforcement will need to work together, the youth need to understand and believe that the outreach workers are not police officers. In addition to helping the targeted youth, team members should help each other. In some cases, police and probation have covertly backed up outreach workers who were in dangerous situations, and outreach has provided information to law enforcement regarding safety issues (advising of threats made, weapons possession, etc.) with youth in the project and others in the community. **Exhibit 9.1** on page 70 provides an outreach worker job description.

## **Hiring Outreach Workers**

Communities should consider the following issues when hiring outreach staff. First, the outreach worker must have a thorough understanding of the community that he will serve. The best outreach workers have strong ties to the local community and existing relationships with community members. Additionally, the outreach worker must be familiar with the gang culture of the target community and have skills to work effectively with high-risk teenagers and young adults. Outreach workers need to represent the population they are trying to reach, especially in terms of ethnicity.

Second, outreach work is not a 9 a.m. to 5 p.m. desk job in a comfortable office. The majority of the outreach worker's time will be spent in the community: in homes, schools, and local agencies, and on the street, working with gang-involved clients. The outreach worker must be comfortable and willing to work in high-risk community settings at nontraditional hours.

Third, if the outreach candidate has a criminal history, law enforcement and other criminal justice partners must ensure that this individual is no longer involved in gangs, crime, or other questionable behaviors. Because of the outreach worker's role as a mentor and role model to gang-involved youth, it is important that his behavior be beyond reproach.

Outreach workers should possess the following skills:

- Maturity and good judgment.
- Ability to work independently and manage time effectively.
- Ability to interact with a variety of different agencies, including schools, law enforcement probation, religious organizations, and grassroots community agencies.
- Ability to write descriptions of client interactions for project record-keeping.
- Mediation and/or problem-solving skills.

## **Hiring Versus Contracting**

In some communities, a local agency is already providing effective outreach services. Additionally, hiring policies of school districts, police agencies, and other criminal justice agencies may make it impossible to hire an individual with a criminal background, no matter how long ago these offenses occurred. In these instances, it may be desirable to contract for outreach services versus having the lead agency hire outreach workers. Pros and cons of each are found in **Table 1** on page 72.

If a community does contract for outreach services, it is important to verify that the type of outreach service that will be delivered by the contracting agency conforms to the Model. Further, the Steering Committee should insist on clear deliverables, including the number of clients to be served by each outreach worker, the number of contacts to occur per week with each client, a clear chain of supervision for the outreach staff, and policies and procedures that ensure that client safety, community safety, and appropriate information sharing are paramount. Community agencies that are used to having outreach workers perform case management services on their own may need training on the OJJDP Model to ensure that outreach workers are familiar with the role they will play.

The outreach workers also need to be comfortable working with law enforcement and other criminal justice agencies. If there is no relationship established between these agencies, the Project Director should be prepared to facilitate these relationships. It should be understood that the interactions between outreach and criminal justice personnel can be difficult, and it can take time to create trust and respect between these partners. The Project Director needs to play a proactive role in providing training to both outreach and criminal justice personnel on the boundaries of information-sharing and safety issues.

# Exhibit 9.1

## Outreach Worker Job Description

### JOB TITLE: OUTREACH WORKER

#### BASIC FUNCTIONS

Under the supervision of the Project Director, the successful candidate will be responsible for reaching out to identified gang members and linking them to services and institutions, providing access to resources, reducing attachment of project youth to gangs and gang activities, and assisting in community mobilization in the target area. The incumbent will be a member of and participate in all Intervention Team meetings.

#### SUPERVISION:

Supervised by the Project Director (or a lead outreach worker, as applies).

#### EXAMPLES OF DUTIES:

- Identify appropriate youth to participate in the project based on target characteristics.
- Recruit and retain project youth by providing access to job skills training, information, resources, prosocial role modeling, and encouragement.
- Provide outreach services, including street, home, and institutional contacts with project youth.
- Manage a caseload of up to XX clients.
- Serve as an advocate for project youth in securing social services, education, and job-related opportunities; providing information about services; and assessing needs.
- Assess the needs of family members as related to the target youths' gang involvement, identify gang-affected siblings of target participants, and make referrals to appropriate services.
- Provide information on available services for participants' family members.
- Provide appropriate referral and follow up to ensure that target youth are aware and able to access services.
- Plan and attend social and recreational activities for the target youth.
- Maintain records of contacts with youth and write reports on status of clients.
- Identify community resources to assist in implementation of the project.
- Complete documentation paperwork as required for contacts with and services provided to target youth on a timely basis.
- Other duties as assigned.

#### QUALIFICATIONS:

##### Desired Knowledge

- Familiarity with the community.
- Knowledge of gang culture in general.
- Familiarity with the ethnic culture of the target population.
- Knowledge of local agencies' programs and services (schools, social services, law enforcement, courts/corrections), local units of government, and grassroots organizations.

### Abilities

- Possess strong communication and interpersonal skills.
- Work effectively with agency staff and service providers and with gang members and their family members.
- Work a flexible schedule, including nights and weekends.
- Clearly communicate ideas in both written and verbal form.
- Understand and relate to the needs of project participants of diverse ethnic, cultural, educational, and socioeconomic backgrounds.
- Work effectively with high-risk, gang-involved populations.
- Operate a computer to enter data, maintain records, and generate reports.
- Network effectively with various types of organizations, including government agencies, law enforcement agencies, schools, social service agencies, courts/probation/corrections, and grassroots organizations.
- Work effectively with community residents, diverse population groups, and youth.
- Exercise judgment regarding appropriate information sharing, confidentiality requirements, and human relations.
- Prioritize tasks and work independently in the absence of supervision.

### **EDUCATION AND EXPERIENCE:**

Education: High school graduate (minimum)

Experience Preferred: At least one year in performing client-directed services in a field such as social service, grassroots organizations, community advocacy, or youth intervention.

### **OTHER REQUIREMENTS:**

Valid driver's license and car insurance by date of hire.

Table 1		
Lead Agency	Advantages	Disadvantages
<b>Outreach Staff Employed by Lead Agency</b>	<ul style="list-style-type: none"> <li>• Greater control and accountability over the job performance of outreach workers</li> <li>• Opportunities for intensive professional development</li> </ul>	<ul style="list-style-type: none"> <li>• Many lead agencies may resist hiring individuals who have a criminal history.</li> <li>• Outreach workers must maintain boundaries to avoid being considered police informants if the lead agency is a criminal justice entity or law enforcement agency.</li> <li>• Outreach workers may not have a strong connection to the community, and it may take time to develop these connections.</li> </ul>
<b>Outreach Staff Employed by Contracted Entity</b>	<ul style="list-style-type: none"> <li>• Often have a long-standing history working with high-risk populations in the community</li> <li>• May have an existing client base that can be leveraged for this project</li> </ul>	<ul style="list-style-type: none"> <li>• Steering Committee and/or lead agency may have less control over the job performance of outreach workers.</li> </ul>

## Supervising Outreach Personnel

Outreach personnel often have varying levels of professional experience. Some outreach workers may have never held professional employment; others may have a college degree and/or extensive work history. This professional or educational background is no predictor of an outreach worker's level of success in working with clients. However, if a community uses outreach workers with very little work experience, the Project Director may also wish to designate a lead outreach worker with more experience to work on professional development and administrative issues with these personnel. The Steering Committee and Project Director should also plan to do extensive training and development work with the outreach workers.

Supervision issues with communities that have implemented the Model have ranged from teaching outreach workers to manage their time wisely, to setting up reporting protocols to ensure that the outreach workers are seeing enough clients daily to meet their weekly contact goals, to documenting client contacts appropriately. Beyond these administrative issues, the Project Director, Steering Committee, and Intervention Team will also need to set policies for:

- Ensuring that both outreach workers and clients are protected during client contacts.
- Providing training on mandatory reporting situations.
- Ensuring that outreach workers know how to handle clients with mental health and substance abuse issues.
- Helping outreach workers understand the boundaries of their positions when interacting with clients and families.
- Detailing what types of personal and professional information about clients are shared, and with whom.
- Setting out safety protocols relating to gang activity in the community.

- Standards of dress when working in the community and with key partners.
- Documentation of client contacts and services provided.

Two forms are provided to assist outreach workers in managing client contact information:

Exhibit 9.2      Sample Outreach Worker Client Contact Attempt Log

Exhibit 9.3      Weekly Outreach Worker Contact Tracking Form

## Exhibit 9.2

### Sample Outreach Worker Client Contact Attempt Log

Client Contact Attempts			
Client Name:			
Date	Time	Method	Result
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	
		<input type="checkbox"/> Phone <input type="checkbox"/> In Person	

## Exhibit 9.3

### Weekly Outreach Worker Contact Tracking Form

Weekly Contact Log						
Outreach worker:				Week of:     /     /		
List contacts, by client name, for each day. Check method of contact.						
Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:
<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person
Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:
<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person
Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:
<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person	<input type="checkbox"/> Phone <input type="checkbox"/> In Person
Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:	Client Name:
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## Chapter 10. Evaluation and Sustainability

It is a common perception that evaluation occurs after a project ends. In reality, data collection should be built into the project design and should be ongoing for evaluative purposes so it can shape project design and sustainability for the life of the project. Securing and maintaining the commitment of the cooperating agencies to collect essential data is critical to evaluating a project's success.

During the process of designing an implementation plan, the Steering Committee should consider sources of data that will be important to measure outcomes from the project's efforts. The data collected during the assessment process helps to establish a baseline from the onset of project activities.

At a minimum, communities should plan to collect the following data for the purposes of evaluation and sustainability:

- **Police incident report data**, in the same crime categories and fashion as was collected during the assessment, for the purposes of measuring impact and potentially adapting/modifying suppression activities.
- **Police intelligence data**, in the aggregate form, for reporting to the Steering Committee, key agencies, and Intervention Team on gang trends.
- **Individual client data**, to determine the types of clients being served, the dosage of activities, and the impact of project activities. Data should include, but should not be limited to:
  - Individual characteristics (race, age, gender, level of gang affiliation, and other factors such as family structure, etc.).
  - School attendance/activity level, pre- and postinvolvement in the project.
  - Criminal history and/or activity subsequent to being involved in the project.
  - Employment history, pre- and postinvolvement in the project.
  - Probation referrals and/or violations, pre- and postinvolvement in the project.
  - Substance use levels, pre- and postinvolvement in the project.

Reporting on individual data should be done in an aggregate, analyzed form to protect client confidentiality. These data can be used to show project effectiveness and also to ensure that the project is serving the proper target population.

- **Participation of key agencies**, including hours of services provided to clients, contacts (by duration) with clients, and suppression activities by hours and number of personnel involved.

The Steering Committee, the involved agencies, and the community need to know how well the overall implementation plan is working and how to improve it. The Steering Committee should monitor progress made during implementation, using data and other information, and make any necessary changes to ensure that objectives are being met and the committee's mission is being accomplished. Project staff also should document the project's impact and identify barriers to its overall functioning, as well as methods to overcome those barriers. The following questions may be appropriate for self-evaluation of the Steering Committee's progress in the implementation plan:

- What is being accomplished by each objective?
- How will this work be measured? What is success?
- What are the indicators that the plan is moving in the desired direction?

The Steering Committee can also measure changes in community perceptions about gangs through surveys of community members, families, clients, and school/agency personnel. These surveys should measure perceptions of the work that is being done and overall feelings about the gang problem in the community. (Has it gotten better? Stayed the same? Gotten worse? Are the right things being done? What else should be done?)

While some of this data analysis and collection can be done by a talented data analyst, quantitative data on project clients will probably require the assistance of the Research Partner. Other persons with professional evaluation expertise who are associated with the Steering Committee or involved in the initiative may be willing to conduct an evaluation.

The benefits of an effective evaluation include:

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

Congruent with evaluative and data collection efforts, sustainability planning should begin during the assessment and planning phase and continue through implementation. One of the key roles of the Steering Committee is to provide for the sustainability of the project. Ideally, the implementation plan developed during the initial planning stage will lay a foundation for sustainability by ensuring ongoing data collection and analysis for self-evaluation.

Several factors were common to projects that were sustained by local communities. These communities:

- Standardized and institutionalized data collection to show project outcomes. Access to these data was invaluable for leveraging funds and resources.
- Utilized strong and engaged Steering Committees that shared ownership and responsibility for the programs among the key agencies.
- Formalized the participation of key agencies through the use of MOUs and letters of commitment that specifically outlined the roles and responsibilities of these agencies and their personnel, prior to implementation of the Model.
- Did not become reliant on grant funds for the performance of duties that fall within the normal roles and responsibilities of key agencies.

Other successful sustainability strategies included:

- Participating in statewide efforts to further develop anti-gang strategies backed by federal and state funds. Projects that can demonstrate positive outcomes and that have a good reputation in the target community are more likely to be funded as a part of larger efforts.
- Seeking the local business community's support for specific elements of the project such as the Intervention Team, outreach staff, or specific prevention programs.

- Pursuing commitments from key agencies to dedicate staff time to the project prior to implementation through the use of MOUs or letters of commitment.
- Leveraging funds from other agencies or planning for the project to be absorbed within an established agency.
- Requiring sustainability planning from contracted agencies. This may enable project partners to identify resources to sustain specific elements of the project after the original funding expires.

# Chapter 11. Resources

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