REIMPLEMENTATION
OF
DIFFERENTIAL
POLICE RESPONSE

Garden Grove Police Department

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1986

PREFACE

In 1981, the Garden Grove Police Department was one of three sites selected by the National Institute of Justice to field test Differential Police Response (D.P.R.) strategies. The results of implementing the D.P.R. process were significant.

- Nearly 40 percent of all Crime Reports were handled without dispatching the call to field patrol units;

- The number of calls for service dispatched to field patrol units was reduced by approximately 20 percent;

- Design of a new call classification system and intake procedures that increased the amount of information obtained from the caller, provided citizens with more information on what to expect in terms of the response to their calls, and provided patrol officers with more detailed information on dispatched calls for service.

During the field test, Research Management Associates, a consulting firm under contract to the National Institute of Justice, conducted a survey of citizens and patrol officers. The results of the survey found that over 90 percent of the citizens who received services using the D.P.R. guidelines were satisfied with the services they received. Patrol officers were very supportive of the new process indicating in their survey that they received more useful information on critical calls for service such as suspicious circumstances, and in-progress, Part I crimes.

After completion of the field test, the D.P.R. process remained in full operation, receiving strong support from the Chief of Police, members of City Government, and line personnel.

In 1985, Chief Frank Kessler determined that departmental personnel were not following D.P.R. guidelines. Through his contacts in the community, and his personal monitoring of calls for service, the Chief learned that many calls were not being properly handled, and the number of calls for service diverted from the field had declined. An audit of Communications by Administrative Services confirmed that the various components of the D.P.R. process had been severely neglected. This led to a drop in citizen satisfaction, increased citizen complaints, and increased workload in patrol.

The purpose of this paper is to describe for police departments implementing D.P.R. the problems associated with maintaining the system and steps that Garden Grove Police Department is taking to re-implement D.P.R. and ensure its continued operation. Although the discussions involve specific references to the Garden Grove Police Department, discussions with other police departments indicate that these problems and solutions are generally applicable.

This paper is divided into three sections. The first section gives a brief background on the Garden Grove Police Department, its method of service delivery, staffing, and statistics related to D.P.R. workload. Section two describes the decline of the D.P.R. system and the signals picked up by Chief Kessler indicating system failure. Section three is a brief overview which describes the re-implementation process and safeguards to prevent future regression of the D.P.R. process.

SECTION ONE

The Garden Grove, California, Police Department is a full service police department serving a resident population of 130,000 people living in a 17.7 square mile area. The City is located in central Orange County, with a county population of approximately two million.

The Police Department is authorized 153 sworn officers, 50 civilian, and 60 part-time employees. Considering cities nationwide with a population of 125,000 to 250,000, Garden Grove ranks among the lowest in actual police strength (1.17 officers per thousand).

In 1985, the Police Department recorded 9,321 Part I crimes (71.7 crimes per thousand population). This represented a decrease of 1.4 percent over 1984.

The Department is divided into three Bureaus: Operations (Patrol and Detectives), Staff Services, and Technical Services. The Communications Unit is assigned to Technical Services Bureau and handles only police-related dispatch functions.

The Communications Unit is authorized three Lead Dispatchers and ten full-time dispatcher positions plus five part-time dispatchers. The dispatchers act as call takers when not assigned to the radio. In 1985, the Unit answered approximately 280,000 telephone calls resulting in the dispatch of 58,000 calls for service. The introduction of a 9-1-1 System in 1984 did not increase the workload appreciably.

The Lead Dispatchers serve as quasi-supervisors, responsible for the overall performance of their shift. This position was developed during the implementation of D.P.R. to provide improved supervision and create positions for advancement. The Lead Dispatchers are also training coaches and provide new employees with direct supervision during their first six weeks on the job.

The Communications Sergeant has overall responsibility for coordinating the activity of the Communications Unit. A significant responsibility is to mediate disputes between Patrol Sergeants and the Communications Unit and ensure that Departmental standards are maintained. The Watch Commander position is located in the Communications work area and this task is performed by Patrol Sergeants rotating into the position for eight-hour (or less) shifts. The Watch Commander has authority over Communications.

In 1978, the City of Garden Grove purchased a Computer Assisted Dispatch System. This system was budgeted for replacement in fiscal year 1985/86. The replacement is in progress and includes the implementation of Mobile Data Terminals (M.D.T.)

SECTION TWO

The implementation of Differential Police Response to calls for service was accomplished through the use of a committee system. Monitoring the activities of the committee was the D.P.R. staff comprised of a police lieutenant and sergeant.

From the beginning of the D.P.R. Field Test, Chief Kessler was very supportive of the program. During the monitoring of calls for service; the Chief took time to personally listen to over eighty hours of incoming phone calls and completed the appropriate reports. The Chief's involvement was a factor in gaining support for the program from the community, City government, and police personnel.

The results of the field test clearly demonstrated that D.P.R. was a useful tool in managing incoming calls for service, reducing patrol force workload, and collecting critical information necessary for the proper handling of the calls for service.

After completion of the field test, the decision was made by Police Management to retain D.P.R. Unfortunately the D.P.R. staff was re-assigned to other duties, and the D.P.R. committee ultimately ceased meeting.

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The Expeditor postion was also subject to change. Initially, the unit was manned by highly successful patrol officers, especially recruited for their ability to provide quality service to victims using various techniques such as telephone report, mail-in report, or having the victim come to the station. Field strength required that these officers be replaced with sworn officers who were injured and unable to perform field duties.

The Expeditor function is currently handled by a combination light-duty officers and police cadets. (Police cadets are civilian personnel working part-time for the Department while attending college). The cadets utilized as Expeditors received forty hours of classroom instruction and several hours of closely supervised on-the-job training.

In the latter part of 1985, Chief Kessler advised his Command Staff that critical elements of the D.P.R. process were not being followed. The Chief was made aware of these problems by:

- Comments made to him by citizens in the community expressing concern over how their request for police services were handled;

- Increased number of citizen complaints made to the Department over the mishandling of calls for service;

- Monitoring of radio transmission by the Chief indicating a move by dispatchers away from English dispatching back to use of the traditional 10 code;

- Monitoring of calls for service dispatched to the field which should have been diverted to the Expeditor for handling.

The Chief's concerns were substantiated upon completion of an audit of Communications by Staff Services. This report indicated that approximately 10 percent of the calls for service were handled inappropriately. The most frequent violation was a failure to advise victims of how their call was to be handled (a critical element necessary to maintain a high level of citizen satisfaction); failure to obtain the information from standardized questions; and poor demeanor by the call taker.

An issue which has contributed to the problem in Communications is personnel departures. Between 1983 and 1986, 38 percent of the full-time dispatchers and 80 percent of the part-time dispatchers resigned; the Communications Sergeant and Lieutenant have had to be replaced twice (once on a scheduled rotation, a second time the sergeant/lieutenant have left the work place pending review of a request for medical retirement.)

The Watch Commander position was also subject to critism. The audit indicated that the effectiveness of the Watch Commander position was limited by the following factors:

- Failure to monitor activity in Communications. Eight hours, or less, temporary assignment as Watch Commander creates a "hands off mentality" by some sergeants. They consider themselves Patrol Sergeants temporarily assigned in an air conditioned office to complete paperwork;

- Lack of knowledge of how to operate the Computer Assisted Dispatch System and peripheral equipment; and

- Lack of knowledge of internal policy and procedures in Communications.

- Failure to confront other field sergeants on matters relating to Communications.

This problem will be corrected by the reclassification of the Watch Commander position from sergeant to lieutenant. The lieutenants assigned as Watch Commanders will understand the D.P.R. process and assist with monitoring incoming calls and the quality of information given patrol officers on dispatched calls for service.

The problems associated with the loss of personnel, coupled with the lack of accountability brought about by the cessation of monitoring of Communication activity, created the need for a re-implementation of the D.P.R. policy and procedures.

SECTION THREE

The tasks of re-implementation of D.P.R. in the Garden Grove Police Department are identified in this section. Also included are tasks necessary to permanently institutionalize the Differential Police Response Process.

Re-implementation tasks:

ESTABLISH AN OPERATIONS ADVISORY COMMITTEE

The Operations Committee will be comprised of Communications employees from each shift, the Lead Dispatcher most knowledgeable on computer systems, and the Communications Sergeant. Management personnel may elect to participate in the meetings, if necessary.

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The purpose of the Operations Committee is to encourage exchange of work-related information between members of each shift; allow employees to voice opinions and concerns about the operations of the Communications Unit; provide a forum for Management to obtain input on policy; and provide for dissemination of information.

The Operations Committee was initially designed to deal with technical questions related to the new C.A.D. system; however, its purpose has been expanded. It is hoped that the committee will reduce friction between shifts and provide a process for employees to have input on decisions effecting their unit.

RE-ESTABLISH THE D.P.R. COMMITTEE AS A PERMANENT COMMITTEE

The D.P.R. Committee will be comprised of peer leaders from Patrol and Communications and the Technical Services Captain.

The purpose of the Committee is to complete the following tasks:

1. Review the current matrix and standardized questions to determine if it continues to meet the needs of the organization. The matrix and questions are the foundation of D.P.R. The new C.A.D. system has enhancements which allow for the matrix to be modified and improved.

2. Review and update the following manuals developed in 1981 during the field test period:

    Communications Procedure Manual
    Expeditor Procedure Manual
    Expeditor Training Guide
    Communications Training Manual

This task is critical. Included in the re-implementation process is a monitoring system which will hold personnel accountable for the procedures listed in these texts.

3. Provide orientation training for Department personnel.

The training will provide personnel with an update on D.P.R. and will describe new enhancements of the present system. The D.P.R. Committee will meet at specific intervals after completing tasks one through three, to assist bureau managers in analyzing information obtained from monitoring system, develop training programs, and update D.P.R. policy and procedure manuals.

ASSIGN D.P.R. OVERSIGHT
TO TECHNICAL SERVICES MANAGEMENT TEAM.

The Technical Services Management Team is comprised of the Bureau Commander (captain), Assistant Bureau Commander, Records Manager, Data Processing, and Crime Scene Investigation Managers. When dealing with issues relating to D.P.R., the Team expands to include Communications sergeant, a lead dispatcher, and Communications line personnel.

The purpose of the team is to examine problems, recommend solutions, and develop training.

DEVELOP AN EFFECTIVE MONITORING SYSTEM TO ENSURE
THAT DEPARTMENT STANDARDS ARE MAINTAINED

Monitoring of activity in Communications was a critical component of the D.P.R. process. During the pre-implementation period, the monitoring of conversations between call takers and citizens was used to identify training needs and helped to establish performance standards. Monitoring of calls during post-implementation was even more critical. It ensured that Communications personnel followed Departmental policy and procedures and performed their functions consistent with Department standards.

The monitoring process has four levels:

PERSONNEL RESPONSIBLE	METHOD	REPORT PROCESS
1. Lead Dispatcher	General observation to ensure employee's conduct is consistent with Department rules and Regulations. No requirement to monitor incoming phone calls or review tapes unless directed to do so.	Note positive and negative actions on Employee Performance Log. Submit memorandum to Bureau Commander on serious violations.
2. Watch Commander	General observation and the monitoring of calls for service from telephone conversation between the citizen and the call taker and ultimately between the dispatch and the field units (if applicable).	Monitors a predetermined number of incidents each shift, recording the results on Communication evaluation form. The Watch Commander will review his observation with the employee, then forward the completed form to Bureau Commander.
3. Communications Sergeant	The Communications Sergeant will periodically rotate to each shift; working with that shift for one week. The sergeant will perform line duties, exchange information with employees and provide feedback to management on problems and incidents of exemplary service. Each month, the sergeant will randomly select a specific number of calls for service from each shift and review to ensure conduct is consistent with Department policy.	Each month, monitor tapes of randomly selected calls for service for compliance with organizational policy and procedures, and identify improvement needs. Completes report and submits to Bureau Commander.
4. Technical Services Management Team	Review reports submitted by supervisors, monitor a minimum of one hour of radio traffic each week; evaluate effectiveness and, if necessary, review tapes of phone conversations.	Discuss monitoring with each shift personnel during shift training sessions. Provide Chief of Police with a quarterly report on results of monitoring process.

D. P. R.
MONITORING
PROCESS

CHIEF
OF
POLICE

STATUS REPORT
TO CHIEF

BUREAU
COMMANDER

TRAINING NEEDS
PROBLEM RESOLUTION

TECHNICAL
SERVICES
MANAGEMENT
TEAM

ASSIST IN
PROBLEM
RESOLUTION

WEEKLY
REVIEW OF
MONITORING

OPERATION
COMMITTEE

D.P.R.
COMMITTEE

BUREAU
LIEUTENANT

SUBMIT
MONTHLY
REPORT

SUBMIT DAILY
EVALUATION FORMS
AFTER REVIEW BY
EMPLOYEE

FEEDBACK
DESIGN AND
IMPLEMENT
TRAINING
AND SEMI-ANNUAL
QUALIFICATION
EXAM

COMMUNICATIONS
SERGEANT

WATCH
COMMANDER

MONTHLY
MONITORING
OF ACTIVITY
ON TAPES

SUBMITS
REPORT
OF SERIOUS
VIOLATIONS

DAILY EVALUATION
OF IN-PROGRESS C.F.S.
REVIEWS WITH EMPLOYEE

MONITOR
DAILY
ACTIVITY

COMMUNICATIONS

OPERATIONS

LEAD
DISPATCHER

CALLS FOR SERVICE

DEVELOP A MANAGEMENT REPORT PROCESS
THAT CAPTURES STATISTICS WHICH SERVE AS A BAROMETER
OF THE UNIT'S EFFECTIVENESS
(COMMUNICATIONS AND EXPEDITOR)

There is a need to maintain statistics which will provide management with an indication of the Unit's effectiveness. While most of these reports are currently completed, they will be revised and improved upon.

The reports on workload accomplishments (Communications and Expeditor) will be completed monthly and will be posted on the Departmental bulletin board.

Reports relating to individual performance will be submitted to the Chief of Police at appropriate intervals.

Periodically, the D.P.R. process will be reviewed by the Departmental Management Team. The purpose is to ensure that management is kept abreast of the D.P.R. process and allowed to provide input on policy and procedures.

DIFFERENTIAL POLICE RESPONSE
WILL BE INCORPORATED IN DEPARTMENTAL TRAINING PROGRAMS
AND COMMUNICATIONS PERSONNEL WILL BE REQUIRED
TO PASS CERTIFICATION TESTS

Differential Police Response will become a part of the new recruit orientation and will be reviewed periodically during the monthly Departmental training sessions.

Communications personnel, including supervisors, will be required to pass a re-certification test every six months. This test will ensure that the employees posses the skills necessary to utilize the D.P.R. Matrix, handle conversations with callers in a professional manner, and possess knowledge and understanding of Department Rules and Regulations which pertain to the operation of the unit.

SUMMARY

For many police departments located in communities faced with declining or static revenue sources, D.P.R. has become an important tool in providing their communities with effective law enforcement services. Methods of monitoring the system may vary according to jurisdictions, but the effort must be maintained and not discarded once D.P.R. is fully operational and supported by the organization.

A second concern within the Garden Grove Police Department was the shift from sworn to non-sworn employees handling Expeditor functions. The decision to partially civilianize the expeditor functions was a direct result of the need to keep sworn officers in the field. The final evaluation of civilianizing the Expeditor position has not been made, although initial findings indicate that the number of reports handled per hour by civilians is lower when compared to the number of reports handled by sworn officers. Additionally, civilianization has brought about the need for more detailed procedures that remove significant amounts of discretion given sworn officers. This was necessary due to the lack of experience by civilian personnel.

Chief Kessler recently stated that Differential Police Response was one of the most valuable programs he has seen in nearly thirty years of law enforcement experience. Given the uncertainty of the increased funding for law enforcement communities, the importance of the program continues to increase.

Hopefully, this report will provide readers with the ability to forestall any regression of the D.P.R. process once implemented.

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VIOLENT JUVENILE OFFENDER
PROGRAM

PART II

START-UP MANUAL

JUVENILE JUSTICE PROJECT
CENTER FOR COMMUNITY CHANGE

OCTOBER 1982

This project is supported by Grant Number 82-JA-AX-0001, awarded by the Office of Juvenile Justice and Delinquency Prevention, United States Department of Justice. Points of view or opinions stated in this publication are those of the Center for Community Change and do not necessarily represent the official position of the United States Department of Justice.

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ACKNOWLEDGMENTS

We would like to take this opportunity to extend our appreciation
to the members of the National Consortium for the Violent Juvenile
Offender Program, Part II. Their willingness to add insight and to
critique ideas was invaluable for the development of this document.
Special thanks are extended to Thomas Bell, who provided much of
the specific information of OJJDP policies and reporting requirements.

Additionally, we would like to acknowledge the valuable contri-
butions of the other staff members of the Juvenile Justice Project.
Without their suggestions, ideas, and support, this document would
have not become a reality.

On behalf of the entire Juvenile Justice Project staff, we hope
that this manual serves as a valuable resource for your Violent
Juvenile Offender Project. We are looking forward to working with
you.

Bonnie S. Wood
Deborah E. Brouse
Charlene Minor Howard

PREFACE

As a neighborhood-based organization undertakes a new project, it
often finds too many things to do and not enough time to do them. A
number of divergent issues must be addressed, and there is the recognition
that initial decisions will have an impact upon all of the others to
come. This manual has been developed to address this start-up period
for neighborhood-based organizations participating in the Violent
Juvenile Offender Program, Part II, sponsored by the Office of Juvenile
Justice and Delinquency Prevention (OJJDP).

The manual is intended to serve as an informational/resource document
by identifying critical start-up activities and by providing recommen-
dations for carrying out these activities. The organizations participating
in this national program have a demonstrated capability in project
management and implementation. Therefore, it is anticipated that some
information will not be new to the individuals who will use the manual.
However, the research and development nature of this program may present
a number of issues that have not been encountered before or may present
a different context for familiar activities. Recommendations included
in this manual have been based upon the requirements of the program but,
unless otherwise indicated, they are only recommendations. There is
room for flexibility and creativity in the conduct of the suggested start-
up activities, and organizations are encouraged to apply their own expertise.

Because the manual has been designed as a resource document, it is
anticipated that individuals will not only read it, but use it for
carrying out start-up activities. Forms, checklists, etc. may be
duplicated and used within the project or within the organization.
Additionally, completed start-up workplans, job descriptions and other
documents developed during the start-up period may be added to the manual
to keep related materials together.

In conclusion, it should be noted that the manual is intended
to address the initial six to eight weeks of project activity. However,
it should prove helpful throughout the lifetime of project since all
future activities stem from this period.

This document represents one aspect of the training and technical
assistance to be provided to organizations as they undertake their
local projects. Training conferences as well as telephone, mail, and
on-site consultations will attempt to build upon the foundation that
is developed during the start-up period.

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INTRODUCTION

The start-up period of a new project is an opportunity to review the purpose and goals of the project and to acquaint other people with it. It is an opportunity to anticipate project activities and potential obstacles to their implementation. Most importantly, it is an opportunity to establish systems which will ensure proper management of the project and, therefore, will facilitate the implementation of project activities and achievement of goals.

This manual has been developed for the neighborhood-based organizations that will be implementing local projects under the OJJDP Violent Juvenile Offender Program (VJOP), Part II. It is intended to provide assistance during the start-up period of these projects.

Project Management

The design of the Violent Juvenile Offender Program, Part II calls for a single neighborhood-based organization (NBO) or a consortium of NBOs to implement the program within each of eight neighborhoods. The responsibilities of the NBO include the establishment and maintenance of the administrative/management structure for the local project and the implementation of project activities as prescribed by the national program design.

Each NBO selected for participation in the program has demonstrated a capability in management, and therefore, has basic management systems in place. However, it may be helpful to review the functions of management in light of the requirements of this program.

Management can be defined as the process by which a group directs actions toward common goals. The interrelated functions that make up this process are:

1. Planning - the process for anticipating the future and seeking out appropriate courses of action

2. Decision-making - the process by which a course of action is chosen from a set of alternatives for the purpose of achieving a desired result

3. Organizing - the process by which the structure and allocation of work assignments is determined

4. Staffing - the process for selecting, training, promoting and retiring employees (including volunteers)

5. Directing - the process by which actual performance of employees is guided toward some desired result

6. Communicating - the process by which ideas are transmitted to others to achieve a desired result

7. Controlling - the process for monitoring program performance and utilization of resources

One of the best ways to understand these functions and their importance is to examine the following diagram.

THE NEIGHBORHOOD-BASED ORGANIZATION

MEANS	PROCESS		ENDS
Resources:	Management:	Implementation of Project Activities:	Impact upon the Neighborhood:
Money	Planning	Resident Mobilization	Changes in the
People .	Decision-Making	Crime Analysis System	behavior of and
Time	Organizing	⊙ Data Collection	relationships
Equipment	Staffing	⊙ Action Planning	between adult
Technology	Directing	Program Elements	residents, youth
Training/ Technical Assistance	Communicating	⊙ Violent Crisis Intervention	residents and
	Controlling	⊙ Institutional Mediation	socializing
		⊙ Youth Skills Development	institutions
		⊙ Family Support Network	Reduction of violent juvenile crime

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Obviously, management is an ongoing process in any project. While there are specific functions that dominate a project start-up period (such as organizing and staffing), start-up activities must prepare the organization to successfully carry out all of the management functions.

Organization of this Manual

The Start-Up Manual begins with an overview of the Violent Juvenile Offender Program, Part II. As stated earlier, an important start-up activity is the review of project purpose and goals and the introduction of others to the project. The national program design is presented in Chapter 1 to assist in this activity.

Chapters 2 through 5 address the issues of personnel management, resident mobilization, management of information, and financial management. These chapters are designed to assist in the development or review of systems which enhance the ability to manage and implement the project. These chapters begin with the identification of start-up activities related to the topic areas and then provide recommendations for carrying out each activity.

Chapter 6 presents an example of how a start-up workplan can be used to organize the activities to be conducted during the start-up period.

Chapter 7 provides the requirements for reporting to the Office of Juvenile Justice and Delinquency Prevention.

The manual concludes with a directory of participants in the Violent Juvenile Offender Program, Part II.

CHAPTER 1

OVERVIEW OF THE
VIOLENT JUVENILE OFFENDER PROGRAM
PART II

VIOLENT JUVENILE OFFENDER PROGRAM

PART II:

PREVENTION OF VIOLENT JUVENILE CRIME

RESEARCH AND DEVELOPMENT PROGRAM

Purpose

The purpose of the Violent Juvenile Offender Program, Part II is to test a program model designed to prevent and reduce violent juvenile crime by enhancing the ability of the neighborhood to control and supervise the behavior of the resident youth.

Goals

The goals to be achieved through this program are:

- To test a set of theoretically-based intervention strategies aimed at preventing violent juvenile delinquency at the neighborhood level

- To test the capability of neighborhood-based organizations to mobilize neighborhood residents for the purpose of influencing the responses of local socializing institutions and justice systems toward violent and potentially violent youth

- To increase the knowledge of factors associated with juvenile crime which can be used to aid in the design and implementation of future programs and policies aimed at reducing violent youth crime

Theoretical Framework

The theoretical framework which has been used to develop this program is the social development model. This model integrates social control and cultural learning (cultural deviance) theories.*

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*The Social Development Model grew out of the work of the National Center for the Assessment of Delinquent Behavior and Its Prevention. For additional information on this model, refer to The Prevention of Serious Delinquency: What To Do? by Joseph G. Weis and John Sederstrom, National Institute for Juvenile Justice and Delinquency Prevention, OJJDP, U.S. Department of Justice, 1981.

Social control theories view delinquency as occurring when there are inadequate or nonexistent attachments to the major sources of social control (family, school, peers, community).

Cultural learning theories focus on the role of peers and community in juvenile delinquency. These theories suggest that in disorganized communities where social controls are weak or conflicting, and where opportunities for exposure to criminal behavior and values exist, youth are at greater risk of becoming delinquent.

Social control theories focus on individual characteristics related to delinquent behavior and on the impact of social control institutions upon individuals. In contrast, cultural learning theories draw attention to the role of the community context in the development of delinquent behavior. In explaining delinquency, an integration of these two perspectives may offer the most promise.

The social development model suggests that the development of attachment to parents will lead to attachment to school and a commitment to education, and to belief in and commitment to conventional behavior and the law. If youth are given adequate opportunities for involvement in legitimate activities and they are able to acquire the necessary skills within a consistent reward structure, they will develop the bonds of attachment, commitment, and belief.

Implications of this model for prevention of delinquent behavior focus on the mobilization of residents to: (1) offer consistency in values presented to youth; (2) promote nondelinquent behavior; and (3) provide opportunities for success without delinquent behavior.

Drawn from the theoretical framework, several assumptions underlie the development of this program:

* Neighborhood disorganization or inadequate coordination of available resources reduces the neighborhood's ability to effectively control and supervise its youth.

- The responsibility for preventing youth from engaging in delinquency should rest with parents, other neighborhood residents, and local socializing and control institutions.

- Residents can mobilize to redirect the behavior of individual delinquents and law-violating youth groups to reduce violent crime.

- Residents can mediate with socializing and control institutions to increase the ability of those institutions to exercise control and supervision over youth.

There is evidence to suggest that neighborhood-based organizations are uniquely suited to counteract neighborhood disorganization and mobilize residents to improve social conditions through more effective organization and coordination of people and resources.

Flowing from this theoretical perspective, the assumption to be tested during this program is:

Neighborhood-based organizations, by virtue of their structure and composition, have the capability to mobilize neighborhood residents to:

1. enhance the effectiveness of those institutions responsible for youth socialization and control;

2. reduce the opportunity for youth to commit crimes;

3. enhance legitimate opportunities for youth; and

4. ameliorate conditions that cause criminal behavior.

Program Components

The program design to be tested consists of four mandatory components:

1. A single neighborhood-based organization (NBO), or consortium of NBOs, having contractual responsiblities for implementation of the program

2. The mobilization of neighborhood adults and youths to provide for increased adult supervision over youth behavior and to interact with neighborhood institutions

3. A Crime Analysis System which is designed to determine the nature and extent of violent crime in the neighborhood and identify the available resources that could be instrumental in preventing it

   This crime analysis system will include the conduct of a violent crime inventory, the assessment of crime-producing conditions and the development of an action plan.

4. Four program elements which are designed to increase community control over youth group and gang activities and other potentially violent situations; to increase the ability of families to supervise youth; and to ensure access to legitimate and constructive activities for youth at greatest risk for involvement in violent and serious criminal activities

   These four program elements are: violent crime intervention, institutional mediation, family support network, and youth skills development.

ROLES OF THE NATIONAL
CONSORTIUM MEMBERS

National leadership for the Violent Juvenile Offender Program is provided by the National Program Consortium. The Consortium consists of the three major divisions of OJJDP (the Special Emphasis Division, the National Institute for Juvenile Justice and Delinquency Prevention, and the Formula Grants and Technical Assistance Division) working in a cooperative relationship with two prominent national organizations: the URSA Institute and the Center for Community Change.

The roles and responsibilities of the respective Consortium members are as follows:

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Special Emphasis Division (SED)

The Special Emphasis Division of OJJDP develops and supports discretionary grant programs targeted at specific problem areas related to juvenile delinquency and juvenile justice. The Violent Juvenile Offender Program is an initiative of the Special Emphasis Division, which has ultimate responsibility for the overall administration and coordination of the program within OJJDP. The VJOP program manager within the Special Emphasis Division will manage the cooperative agreements with the eight local project sites.

The National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP)

The National Institute for Juvenile Justice and Delinquency Prevention is the research and data collection arm of OJJDP. NIJJDP is working with the Special Emphasis Division to ensure that the program design and

activities will meet the rigorous standards of formal research and
evaluation. NIJJDP has responsibility for monitoring the evaluation
activities of the URSA Institute.

Formula Grants and Technical Assistance Division (FGTAD)

OJJDP's Formula Grants and Technical Assistance Division provides
technical assistance to formula grant states and territories and is
authorized to provide assistance to governmental and nongovernmental
agencies not supported by OJJDP funds. FGTAD has responsibility for
monitoring the technical assistance activities of the Center for
Community Change.

PRIVATE SECTOR ORGANIZATIONS

Early in the conceptualization of this effort, OJJDP recognized the importance of involving the private sector in the program's development and national administration and coordination. Three national organizations participate with the three Divisions in the program.

The URSA Institute

The URSA Institute is a private consulting firm which specializes in several areas of research, evaluation and technical assistance. URSA's previous studies have been concerned with child sexual abuse, juvenile prostitution, battered women, juvenile parole and release, drug abuse, and urban economic development issues, as well as public health surveys and housing surveys.

The URSA Institute is responsible for coordinating and conducting the research and evaluation activities connected with the Violent Juvenile Offender Program, Part II. They will train Local Data Collectors at all funded project sites and make periodic follow-up visits to assist them in the collection of evaluation and research data. Additionally, the URSA Institute will analyze all project-generated data and give periodic feedback of the analysis results to each local project. They will also analyze all aggregate data and produce the final R&D report on the national program.

Center for Community Change (CCC)

The Center for Community Change is a nationally known nonprofit organization which has worked extensively in low-income and minority communities and neighborhoods throughout the country. Since 1968, CCC has provided a broad range of expert advice and assistance to several hundred community organizations, ranging from small, largely volunteer groups developing their first programs to experienced community organizations which have undertaken major responsibilities to address local needs. CCC has experience in providing assistance to community crime prevention programs and juvenile delinquency programs.

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CCC is responsible for assisting local project participants in the development and implementation of projects which are consistent with the national program design and capable of achieving national goals. They will provide training and technical assistance to all projects by developing and implementing national training conferences, on-site consultations, and workshops and through telephone and mail consultation.

CHAPTER 2

PERSONNEL MANAGEMENT

PERSONNEL MANAGEMENT

Start-up Activities

- Clarifying roles and responsibilities
- Defining staffing needs
- Recruiting applicants for staff positions
- Screening applicants
- Orienting staff members
- Reviewing the organization's system for personnel management

Clarifying Roles and Responsibilities

A major activitiy to be completed during the start-up period of
the project is to clearly identify the roles and responsibilities of all
individuals who will be involved in the project. The extent to which
clarity can be established in the beginning will affect the extent to
which individuals can carry out their responsibilities with minimal
confusion.

Clarifying roles and responsibilities is not the same thing as
developing job descriptions for positions within the project. It is
the task of establishing a structure for the management and implementation
of the project and addressing the issues of authority and responsibility.
It is important to assess the level of decision-making authority that
an individual (or a group) will need to successfully carry out assigned
responsibilities, and to clearly identify this at the beginning of the
project.

We have attempted to generally define roles and responsibilities for
the Violent Juvenile Offender Program. In doing this for your own
project, you may choose to be even more specific than we have been.
Additionally, you will need to take into account that some individuals
will have organizational responsibilities beyond this project (particularly
the Board of Directors and the Executive Director). The important
thing is to designate responsibilities in a way that makes sense for
your project and for your organization, while ensuring that program
requirements will be met.

Following is a list of major roles and responsibilities for the
VJOP at each local site.

1. Organizational Board of Directors
   * Serving as a link between the project and the larger
     community

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- Reviewing organizational policies and procedures to determine whether they facilitate the implementation of this project

- Revising policies and procedures as necessary

- Ensuring that the decisions of the project staff and the Resident Mobilization Council are consistent with the terms of the cooperative agreement with OJJDP

- Exercising final authority over the management of resources

- Identifying resources for the continuation of the project

2. Executive Director

- Ensuring that roles and responsibilities are clarified

- Hiring, orienting, supervising, and evaluating Project Director, as directed by the Board of Directors

- Monitoring the project

- Informing the Board of Directors with regard to project activities and progress

- Providing information to the organization regarding the project

- Assisting in the development of relationships with other organizations/agencies/institutions

- Overseeing the management of financial resources, recordkeeping, reporting

- Identifying resources for the continuation of the project

3. Project Director

- Overall planning of the project

- Hiring, orienting, and supervising project staff

- Providing necessary staff development opportunities

- Reviewing the performance of staff members

- Overseeing the management of the project budget

- Developing relationships with other organizations/agencies/institutions

- Interacting with the Board of Directors as appropriate

- Participating in the development and implementation of the Crime Analysis System (CAS)

- Developing and interacting with the Resident Mobilization Council

- Writing reports

- Keeping Executive Director informed of project activities

- Interacting with OJJDP, CCC, and the URSA Institute as appropriate

4. Local Data Collector

- Implementing the Crime Analysis System

- Coordinating the data collection activities of staff, members of Resident Mobilization Council and other residents

- Working with URSA Institute to develop a specific sampling plan for each type of survey

- Working with URSA Institute to ensure that administration of surveys is consistent with the national standards

- Developing and maintaining relationships with social service, juvenile and criminal justice agencies, and other sources as necessary

- Ensuring that all project activities are fully documented

- Recording observations of program development and operations

- Maintaining contact with the URSA Institute for collection and analysis of data

5. Other Project Staff

- Participating in the development and implementation of the Crime Analysis System

- Participating in the development of project plans

- Mobilizing neighborhood residents, in conjunction with the Resident Mobilization Council

- Directing/managing the activities of neighborhood residents toward implementation of project plans for all program elements

- Transferring skills to neighborhood residents

- Reporting progress of project activities to Project Director and to the neighborhood

- Interacting with OJJDP, CCC, and the URSA Institute as appropriate

6. Resident Mobilization Council

- Serving as a link between the project and the neighborhood

- Motivating adult and youth residents to become involved in project activities·

- Ensuring that project staff transfer skills to residents

- Ensuring that neighborhood residents have the capability to organize on their own behalf and that they exercise that capability

- Participating in the implementation of the Crime Analysis System, including the collection and analysis of data and the development of action plans

- Developing effective mediation mechanisms for the neighborhood

- Disseminating information to the neighborhood on the project and its progress

- Interacting with OJJDP, CCC, and the URSA Institute as appropriate

7. Subcontractors

Some organizations have planned to subcontract with other organizations to carry out specific project activities. OJJDP must approve all plans to enter into subcontracts.

It is important to develop a written contract which delineates the responsibilities of the subcontractor and the relationship that is to exist between the two organizations. Specifically, the contracts are to contain the following clauses:

- A scope-of-work statement which describes tasks, timelines, and reports required by the subcontractor

- A detailed budget and schedule of payments

- Provisions for termination of the contract, including the manner in which it will be effected and the basis for settlement

- Provision that the subcontractor will comply with Equal Employment Opportunity Act

- Provision that the contracting organization, OJJDP, the Comptroller General of the U.S., or any of their authorized representatives shall have access to any books, records, papers, and documents relevant to the subcontract

Defining Staffing Needs

Clarifying roles and responsibilities should provide a structure for
for the management and implementation of the project and should indicate
general relationships between various roles. An important step that
is related to roles and responsibilities is to review the nature of
the activities that must be conducted during the project in order to
determine the type of staff that will be needed to successfully imple-
ment these activities.

To some extent, organizations define staffing needs at the time
that a funding application is developed. Certainly all of the organi-
zations participating in the VJOP, Part II have given a great deal
of thought to project activities and possibly to individuals to fill
staff roles. However, it is helpful to review initial ideas about
about staffing before recruitment activities begin.

The design of the VJOP, Part II calls for each organization to
assume responsibility for four program components. As a participant
in a research and development program, each organization must under-
take additional responsibilities. These program requirements hold
many implications for the nature of the activities that will be
carried out in each neighborhood and for the type of staff that will
be needed. Following is a list of major responsibilities of the
VJOP participants with a discussion of the implications for staffing
needs.

1. Establishing and maintaining the administrative/management
   structure of the project

   Effective management is imperative for this project and
   should be based upon an understanding that a high level of
   neighborhood involvement is required for implementation.

2. Developing and implementing a Crime Analysis System (CAS)

The implementation of the project will depend upon staff members understanding the importance and the function of the CAS. Project activities within the neighborhood will be determined by the action plan developed every six months, based upon data which describes the delinquency that exists within the neighborhood and identifies conditions which may be producing the delinquent behavior. The Local Data Collector may assume primary responsibility for the development and coordination of the CAS activities, but successful implementation will require the involvement of all staff members, members of Resident Mobilization Council, and other residents.

The Crime Analysis System not only serves as a planning process for the project, but also provides a vehicle for the education and mobilization of neighborhood residents. The information generated through the collection and analysis of a great deal of data will be important for <u>all</u> staff members as they work with residents.

3. Mobilizing the efforts of neighborhood residents and organizations to prevent violent delinquency

All descriptions of the Violent Juvenile Offender Program, Part II have emphasized that it is <u>not a direct service program</u>. The underlying philosophy of <u>the program is that residents</u> can create changes within their neighborhoods that <u>will reduce</u> violent delinquency; therefore, staff responsibility will be to educate, mobilize, and organize neighborhood residents to help themselves. Staff members should be prepared to work closely with members of the Resident Mobilization Council and other residents to achieve project goals and objectives.

4. Implementing the required program elements: Violent Crime Intervention, Institutional Mediation, Family Support Network, Youth Skills Development

Within each neighborhood, the plans for the implementation of the program elements will stem from the Crime Analysis System. These program elements will be designed to address crime-producing conditions within the neighborhood and will require a high level of resident involvement. Staff responsibility will be to facilitate the implementation of the program elements, not to deliver specific services to residents.

5. Fulfilling the requirements of the national research design

        The research and development nature of this program will
require data that describes how the program is being implemented
and what impact it is having on the neighborhood. Within each
project, staff will be asked to fully document their activities,
including problems encountered and how they were solved, responses
to project activities, and the level of involvement of neighbor-
hood residents. Additionally, staff will be responsible for
facilitating the data collection/analysis activities of the
URSA Institute.

From this analysis of organizational responsibilities, some general
statements about staffing can be made:

First, implementation of the project depends on the staff's ability
to motivate and work closely with people who live in the neighborhood.
Every person hired should be someone that residents are likely to respect
and feel comfortable with. Therefore, it would be appropriate to
give preference in hiring to residents of the neighborhood who are
qualified to carry out the various activities of the project.

Second, it is important that every person hired to serve on the
staff is capable of working as a member of a team. The roles and
responsibilities of staff members will be interrelated and individuals
will need to work closely with one another. Additionally, staff
must work in close, cooperative relationships with members of the
Resident Mobilization Council and other residents. There should also
be the recognition that the project is part of a national team, includ-
ing, the eight local projects, OJJDP, the URSA Institute, and
the Center for Community Change, which is attempting to achieve
common goals.

Third, staff members should have an appreciation for the importance
of data collection and planning activities. All staff members will
participate in these activities to some extent and should understand
the relationship between these activities and other project activities.

Finally, the project will be enhanced by staff members who possess knowledge or skills in the areas of violent crime intervention, institutional mediation, family support network, youth skills development. These staff members must be willing to work closely with neighborhood residents to develop their capability in these areas.

In addition to these general staffing considerations, it is possible to identify specific information and skills that are required to fulfill staff roles/responsibilities. The following descriptions provide suggestions of the things that are important for various roles. There may be additional items that you wish to add to these descriptions.

The Project Director should have:

- demonstrated knowledge and ability in programmatic and fiscal management

- experience in personnel supervision and evaluation

- experience in working with boards of directors and advisory boards

- demonstrated ability in developing and maintaining linkages with other organizations/agencies/institutions

- knowledge of data collection and analysis procedures

- experience in working with a public funding source

- skills in public relations

The Local Data Collector must have:

(These qualifications have been specified by the URSA Institute)

- 2 years' experience in data collection or data generation from law enforcement, juvenile court and correctional agencies, social service agencies

- experience in the conduct of surveys, including interviewing techniques, interviewer training and supervision, and quality control

- knowledge of community-based organizations and the specific neighborhood

- some experience in interpreting survey results and other data to assist neighborhood-based organizations in project design and planning

- a Bachelors Degree (or equivalent coursework) with primary emphasis in social research methods or comparable curriculum

The Neighborhood Organizer (or at least one staff member having resident mobilization as a primary responsibility) should have:

- demonstrated skills in neighborhood organizing

- demonstrated ability to motivate and educate others

- demonstrated ability to transfer skills to others

Support Staff should have (in addition to typical clerical skills):

- demonstrated skills in developing and maintaining systems for filing large amounts of information that will be used continuously by staff and others

- ability to faciliate communication flow through proper handling of phone calls, appointments, and reports

It is often helpful to develop job descriptions to reflect the information that is gained by defining staffing needs. Descriptions of the responsibilities for a particular role and the qualifications required to carry out these responsibilities are useful for recruiting, selecting, and orienting staff members. They may also be useful in helping others to understand the project. It should be noted, however, that job descriptions are only useful when they realistically describe roles. To be of value, the job description should indicate the flexibility of the position and its relationship to other roles within the project.

Recruiting Applicants for Staff Positions

Recruitment for this project, as for any project, should be a
planned activity. Once you have identified the staff you need and
why you need them, you must go through the task of finding the right
people. Most organizations have developed an effective system for
recruiting staff, and the same techniques should be applied for this
project. The most important thing to remember is that recruitment
activities provide the first opportunity to interact with potential
staff members. Information provided in job announcements and in
response to inquiries may be the first information that neighborhood
residents receive about the project and, for those who are hired,
contributes to their first impressions of the project and the position.

At least two weeks should be allowed for recruitment of applicants
for staff positions. To assure a diversity of applicants, job open-
ings should be publicized in a number of different places. Since
priority in hiring should be given to residents of your neighborhood,
however, publicity within the neighborhood should be especially
emphasized. Following are some vehicles which could be used for the
recruitment of applicants.

- neighborhood newspaper or newsletter

- city newspapers

- newspapers geared toward a minority readership

- community bulletin boards (in stores, community centers, etc.)

- radio job-bank announcements

- referrals of neighborhood leaders

- local colleges and junior colleges

- local high schools

- community organizations (especially in your neighborhood)

- state employment agencies

- private employment agencies

- employment training programs

Screening Applicants

The first step in preparing to screen applicants is to determine exactly who has hiring authority. Typically, screening and tentative selection is done by the immediate supervisor, with the Executive Director and sometimes the Board of Directors reviewing the choice for final approval.

It is then necessary to review the job being filled to determine the requisites needed to carry out each responsibility. Determine the responsibilities that are most important and, therefore, the requisites that are absolutely essential to qualify an applicant for the job. Set priorities among the other requisites which are desirable but not absolutely crucial. This step will make it much easier to evaluate applicants against the most important criteria.

Review all resumes or applications submitted and select a number of people to invite to have interviews. In scheduling the interviews, be sure to arrange for them to be done without interruption or extreme time constraints.

The interview itself is the most critical part of the hiring process, and therefore, it should be planned carefully. The interview process should be determined in advance so that the goals of the interview are clear and the process used is consistent for all applicants. It is important that all the interviews for a particular position be conducted by the same person(s), and it is a good idea to have at least two people do them, so that they can compare their impressions of the interviewees.

To plan the structure of the interview, begin by listing all of the goals of the interview, and place them in an order that makes sense to you. An example follows:*

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*Adapted from "How to Find the Right Person for the Job" by Jerry Jensen, The Grantsmanship Center News, May/June 1981. Many of the principles described here are elaborated on further in this article, and some examples given later are also drawn from it.

1. Establish rapport

2. Provide a brief, general description of the job

3. Inquire about training or education (cover essential qualifications first)

4. Inquire about experience (cover essential requirements first)

5. Inquire about attitudes and motivation (again, inquire about the things that are most important first)

6. Provide more detailed information about the job

7. Provide an opportunity for questions

8. Close the interview

This order enables the interviewer to learn a good deal about the applicant before telling the applicant much about the job. This is preferable since the applicant cannot gear what he or she says to specific desired qualifications you have already mentioned. Also, it enables you to bring the interview to a close sooner if an applicant is clearly lacking any of the mandatory requisites. However, an interview does provide the person with an orientation to the project and the position. Thought should be given to the way information is presented so that individuals begin to understand the project.

You should also plan the content of the interview, i.e., the kinds of specific information you want to learn about each applicant. You may want to learn factual information (such as the nature of previous experience in neighborhood organizing); something about the applicant's philosophy or understanding of critical issues (such as whether neighborhood organizing is viewed as a means of long-term resident empowerment, or whether the applicant understands the nature of this particular neighborhood); as well as something about how well the person would fit in with your staff.

An effective way to gain a great deal of information in a short time is to use an open-ended format for interview questions. Begin questions with "who," "what," "when," "why," or "how" to get more information in each response, as in the following examples:

- What does the term "neighborhood organizing" mean to you?

- How have you been involved in neighborhood organizing in the past? What issues have you organized people around?

- What do you particularly like or dislike about this neighborhood?

- How do you think neighborhood residents can play a role in preventing violent youth crime? (Possibliy followed by: What do you think the chances are that this could be done in this neighborhood? Why?)

If an applicant being interviewed particularly interests you, be sure to ask for the names and phone numbers of three people as references at the end of the interview. It is always preferable to obtain phone references rather than getting written references, since dialogue is possible over the phone and since people tend to be more candid verbally than they are in writing. It is also appropriate to ask individuals providing references if there are other individuals you could talk with about the applicant.

It is advisable to postpone notifying finalists that were not selected until the one you want to hire has accepted the position at an agreed upon salary and starting date.

For this project, it is important to submit the resumes or application forms of the applicants you have selected for all professional staff positions to the OJJDP program manager. OJJDP reserves the right to approve all of these key staff members before hiring is final.

Orienting Staff Members

Even when the ideal candidate has been hired to fill a position, he or she will need an orientation to the particular demands of the job, the Violent Juvenile Offender Program, and your project's work environment. Too often employers in neighborhood-based organizations assume that the new employee knows everything, forgetting that their particular organization, neighborhood, and co-worker personalities may require the employee to do things differently from the way they were done in his or her last job.

Orientation should be done gradually, but systematically. Care should be taken at the beginning not to overwhelm the new employee with too much new information too quickly. The first day on the job the new person should be put on the payroll and enrolled in benefits programs (if appropriate, according to personnel policies), and the benefits should be explained. He or she should be familiarized with the physical layout of the office/work area and introduced to the co-workers who will be working most closely with him or her.

After these basic things have been addressed, the new person needs to be given the information needed to function well in your work environment and to do the job as you expect it to be done. These things may include:

- a history and/or analysis of your neighborhood
- information on the history, purpose, goals, and philosophy of your organization, as well as the other activities of the organization
- the theoretical framework and programmatic and research requirements of the Violent Juvenile Offender Program, Part II
- the roles and responsibilities of project staff (including an organizational chart)
- your organization's personnel policies and procedures
- the quantitative and qualitative standards of performance against which the employee's work will be evaluated

It is helpful to provide information to staff verbally first, giving them an opportunity to raise questions. The information should then be reinforced by providing them with written documents (such as organizational materials, job descriptions, the manuals received in the VJOP, Part II Bidders' Conference, your organization's funding application).

Possibly the most effective technique for orienting new staff members is to follow individual orientation with a group orientation session. This will enable staff to get to know each other and give them an opportunity to ask questions and discuss the material. By the conclusion of the orientation session, all staff members should have a common understanding of the VJOP, Part II and the theory behind it.

To achieve this you may wish to base your presentation on the outlines received at the Bidders' Conference, materials included in Chapter 1 of this manual, or the program description which begins on page 32.

A group orientation session also is an opportunity to <u>train the staff in techniques they can use to transfer skills and information</u> to neighborhood residents. Your session with the staff can serve as a model for the training they will do later. Therefore, take care to observe good training principles in this session:

- Distribute a written agenda and stick to it

- Have clearly stated objectives as to what the session is meant to accomplish (i.e., what the participants should be able to do as a result of having attended it)

- Distribute written materials (orientation packets) as handouts

- Use visual aids to reinforce the main points in your presentation

- Provide structured opportunities for active participation and discussion (e.g., planning or problem-solving exercises), breaking into smaller groups, if necessary, to give everyone a chance to participate

It is best to follow the initial orientation session by meeting again individually with each new employee after about four weeks on the job. At this time, discuss whether the employee's expectations of the job and the organization are being met, see if any further information or assistance is needed, and perhaps give the employee some feedback on his or her performance to date if this seems appropriate.

THE VIOLENT JUVENILE OFFENDER PROGRAM, PART II

AND THE THEORY BEHIND IT

Eight neighborhood-based organizations from around the country are participating in a national program sponsored by the Office of Juvenile Justice and Delinquency Prevention. This program, entitled the Prevention of Violent Juvenile Crime Research and Development Program, is the second part of a national initiative designed to address the serious issue of violent youth crime in this country. (Part I of the initiative is designed to test particular treatment approaches with chronically violent juvenile offenders.) The program is designed to test an approach for preventing delinquency which is based on a theory about the kinds of things that influence young people to get involved in crime or to choose not to get involved in crime.

As children grow up, there are many things that influence them and the way they behave socially. The theory behind the program is called the social development model because it deals with how children develop socially.

From birth to age 5, the primary influence on children is the family. The family is the first setting where they experience caring, discipline, and success or failure in the eyes of others.

As they get older, school becomes the most important influence. Children may have a positive experience in school (achieving, being successful, finding it interesting) or a negative experience (failing, finding it boring, not understanding what teachers are saying).

As children become adolescents, they begin to be influenced more by other youth (peers). They may be pressured by other youth to join groups that are involved in breaking the law. Youth who feel that their environment is unjust and not supportive of them or their families may be more likely than others to look to gangs or law-violating groups for friendship and support.

Employment, or the lack of employment, is also a major influence as youth get older. Their desire for jobs, and whether or not there are jobs available for them, can influence how successful or valuable they see themselves as being within their communities.

Eventually youth may come in contact with another source of influence, the law enforcement and justice system. Here again, they may have a positive experience with the police and courts, finding them fair and sensitive to the needs of youth, or a negative experience, finding them unresponsive or harassing.

Because all of these areas (family, schools, peers, employment, law enforcement and justice system) have influence over youth's social development, they are called socializing institutions. If youth have bad experiences in these areas, they are more likely to turn to crime to experience success and to gain the support of others who are involved in crime. This program tries to identify ways that the socializing institutions can provide youth with the things they need in order to choose to behave according to the law. It also seeks to bring neighborhood residents together to work toward improving the way these institutions respond to their youth and to ensure that their youth understand what behavior is acceptable to the neighborhood and what is unacceptable.

Since this program is intended to test an approach to preventing delinquency and to increase understanding of the things that contribute to delinquency, all eight projects will follow the same approach. Each one will have a Resident Mobilization Council to serve as a key link between the project's paid staff and the neighborhood residents, and each will conduct activities relating to four specific program elements:

- Violent crime intervention

- Institutional mediation

    - in schools
    - in the justice system
    - in youth enterprise

- Family support network

- Youth skills development

This program will also require quite a bit of data collection
(information gathering). Data from all eight local projects will be
used to determine whether the program approach works to reduce violent
juvenile crime in general. Data from each local project will serve
as the basis for planning neighborhood action: identifying the problems
related to violent juvenile crime in the neighborhood, and develop-
ing strategies to address those problems. Therefore, even though
this is a national research program, it will enable the local neigh-
borhoods to get information and resources they need to conduct local
action program activities to benefit their neighborhoods.

Traditionally, the police, courts, and prisons have been given
the role of preventing youth from committing crimes, but it is clear
that they don't have the resources to do it by themselves. That is
why the real responsibility for preventing violent youth crime belongs
to the neighborhood, and why this program involves a neighborhood self-
help approach. The program provides funding for neighborhood-based
organizations, not to provide services to individuals, but to mobilize
residents to work for the benefit of the neighborhood by improving
its youth-serving institutions and by reducing violent juvenile crime
in the neighborhood.

Reviewing the Organization's System for Personnel Management

The preceding sections of this chapter have addressed personnel issues specifically related to the Violent Juvenile Offender Program, Part II. However, personnel management for this project is also a larger organizational concern in that staff members hired for the project become a part of the organization.

Organizations typically have systems in place to properly manage personnel. It is advisable to periodically review the adequacy of these systems, particularly when an organization grows or hires a number of new people. Such a review is the responsibility of the Board of Directors of the organization and the Executive Director.

The following checklist has been developed to assist organizations to review their current personnel management practices. It is intended to address each element of a total personnel management system:

- a clear, prescribed process for hiring and orienting new employees

- a regular process for supervising employees

- provision for staff development

- a clear, prescribed process for evaluating employee performance

Checklist for Evaluating the Personnel Management System

True   False

A. Personnel policies are written in a manual.

   1. It is policy to give each staff member a copy of the manual.

   2. The manual includes sections on each of the following*:

Employment

   Statement of nondiscrimination

   Hiring authority identified

   Salary approval authority

   Promotion-from-within preference

   Candidate screening practices

   Definition of probationary period

Employee Status and Benefits Eligibility

   Definition of exempt or nonexempt status under the Fair Labor Standards Act

   Definition of full, part-time or short-term (contract) employment status

True   False

Compensation

_____ _____   Working hours, overtime, and paydays

_____ _____   Method of salary progression (merit or
               automatic)

_____ _____   Use of job descriptions

_____ _____   Salary ranges

_____ _____   Employee access to salary system information

_____ _____   Hire-in rates

_____ _____   Promotion salary adjustments

Benefits

_____ _____   Brief description of each ensured benefit

_____ _____   Vacation accrual and use

_____ _____   Holidays defined

_____ _____   Sick leave accrual and use

_____ _____   Personal and emergency leave terms

_____ _____   Short and long-term leave defined

Employee Development

_____ _____   Educational assistance

_____ _____   Other training opportunities offered

_____ _____   Performance appraisal

_____ _____   Handling grievances

Termination of Employment

_____ _____   Reasons defined (resignation, mutual agreement,
               unsatisfactory performance, etc.)

_____ _____   Eligibility for severance pay

_____ _____   Termination notice

_____ _____   Other benefits at termination

B. Individual personnel files exist for all staff.

    1. They are kept confidential and stored in a locked drawer or cabinet.

    2. They routinely include the following items:

        a. Job description

        b. Letter of appointment or employment contract

        c. Documentation of reference check (including verification of previous employment and salary)

        d. Resume or application

        e. Personnel action notice (documenting authorizations for changes in pay, promotions, and changes in full-time equivalent worked)

        f. Records of staff training

        g. Performance evaluation reports

        h. Records of disciplinary actions

        i. Letters of appreciation/commendation

    3. Forms have been developed for each of these items (where appropriate).

    4. Time and attendance records and W-4 forms for all staff are kept on file (not necessarily in the individual personnel files).

C. Job descriptions are written for all staff positions.

    1. They include each of the following:

        a. A general statement of the role of that staff position

        b. A detailed description of specific duties, responsibilities and authority

        c. A clear statement of whom to report to (supervisor)

        d. A statement of qualifications required

True   False

_____ _____   D. A framework for hiring staff is in place

_____ _____   1. Hiring policies are written and included in the
                     personnel manual

_____ _____   E. A framework for supervising staff is in place.

_____ _____   1. A regular weekly or biweekly time slot has been
                     set aside for each employee to meet with his or
                     her supervisor.

_____ _____   2. A regular time has been designated for weekly
                     staff meetings.

_____ _____   F. A framework for providing staff development is in
                  place.

_____ _____   1. An initial assessment of staff development needs
                     has been conducted by comparing the skills,
                     information, and resources that staff members
                     currently possess with the skills, information,
                     and resources required to work effectively in the
                     project.

_____ _____   2. A timetable has been established for completion
                     of staff development plans which will include
                     the content areas in which training will be
                     provided, the trainers, and tentative dates
                     for training.

_____ _____   G. A framework for evaluating employee performance is
                  in place.

_____ _____   1. Written standards of performance have been
                     developed for each staff position, indicating
                     both quantitative and qualitative standards
                     for each responsibility included in the job
                     description.

_____ _____   2. The process to be used in evaluating employee
                     performance is described in writing in the
                     personnel manual.

_____ _____   3. The dates when employee performance evaluation
                     will take place have been designated for the
                     next full year.

_____ _____   4. The forms which will be used in the evaluation
                     process have been developed and stocked.

CHAPTER 3

SETTING THE STAGE FOR RESIDENT MOBILIZATION

SETTING THE STAGE FOR

RESIDENT MOBILIZATION

Start-Up Activities

- Defining the task of resident mobilization

- Clarifying the role and composition of the
  Resident Mobilization Council

- Establishing a Resident Mobilization Council

- Establishing a system for neighborhood
  involvement in project activities

Defining the Task of Resident Mobilization

Resident Mobilization is the process of neighborhood organizing and resource coordination designed to engage residents and socializing institutions in cooperative efforts to strengthen neighborhood supervision and control over youth behavior. It is also a means of increasing the overall sense of community:

> If a neighborhood organization can unite people in
> a sense of pride in their community and a sense that
> members of the community should act together to improve
> their neighborhood, then the sense of community should,
> in and of itself, decrease the social acceptability
> of crime committed against a fellow member of the
> community. To the extent that neighborhood organizations
> increase community cohesiveness, crime committed by
> people in the neighborhood should decrease.*

The intention of this program is to bring neighborhood residents together to take responsibility for the behavior of their youth and for the quality of the institutions in the neighborhood that affect youth. This means reaching large numbers of people and getting them excited and interested enough in an issue that they want to act to effect a change in the neighborhood.

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*C.W. Kohfeld et al., "Neighborhood Associations and Urban Crime," Journal of Community Action, November-December 1981: 37-44

Clarifying the Role and Composition of the
   Resident Mobilization Council

In each neighborhood targeted by VJOP participants, the primary
vehicle for resident mobilization will be a Resident Mobilization
Council. The Council is a group of neighborhood residents who
will undertake the following responsibilities:

- Maximizing adult and youth resident participation in all
  aspects of the project

- Ensuring that project staff transfer skills so that
  residents can mobilize on their own behalf

- Identifying common concerns and developing effective
  mediation mechanisms between neighborhood residents
  and schools, the justice system, the employment
  sector, and other institutions targeted for inter-
  vention efforts

- Disseminating information about project activities
  to neighborhood residents and institutions so that
  all project participants are operating under the
  same goals and benefiting from the same information

- Facilitating the implementation of the research
  component

While project staff do have a role in the resident mobilization
process, it is a supportive role designed to facilitate the work
of the Resident Mobilization Council. Staff must identify and
train neighborhood leaders to serve on the Resident Mobilization
Council so that they in turn can mobilize others in the neighbor-
hood to act together effectively.

For the Council to be able to carry out its responsibility for
maximizing resident participation, it should be composed primarily
of residents who are already the neighborhood's natural leaders.
Natural leaders are individuals recognized by other residents
as being particularly influential in the neighborhood. They may
or may not serve in positions with official sanction for decision-
making, and indeed there are many people who serve in such "official"
leadership positions who are not natural leaders in the neighborhood.

The composition of the Resident Mobilization Council should reflect the neighborhood population. Both youth and adults should be represented, including youth who are members of gangs or law-violating groups and adult youth leaders. There should be more than one or two youth on the Council, since youth tend not to actively participate in meetings that are heavily adult-dominated. The Council may want to consider establishing a formal mechanism to ensure youth participation in meetings. The use of a mentor system in which each adult is charged with the responsibility of working with a particular youth, is an example of such a mechanism.

It would be helpful to include on the Council individuals who are connected with institutions and agencies affecting youth in the community. These members and the neighborhood leaders on the Council can then work together to carry out the Council's major responsibilities.

It is recommended that the size of the Resident Mobilization Council be small enough to get things done in meetings, but large enough to allow for true representation of the various population groups in the neighborhood. This is especially important because the Council will carry a great deal of responsibility; if the work is shared by a fairly large number of individuals it is easier to avoid "burn-out." It may be helpful to establish a committee structure to give members an opportunity to work on specific issues or activities in smaller groups.

In neighborhoods where a group of civic organizations are already working to address neighborhood problems, the project should try to focus their efforts on collaborative activities to prevent violent youth crime, serving in a coordinating role if necessary to help the organizations act as a coalition. It is rare, however, to find such an existing coalition that can effectively carry out the responsibilities charged to the Resident

Mobilization Council. This is only possible in cases where the following criteria are met:

- Members are recognized by neighborhood residents as being especially influential in the neighborhood

- Members are willing and able to devote a good deal of time to working on project-related activities (e.g., speaking with residents to get them involved, working with staff to ensure they provide adequate training to residents, arranging mediation mechanisms between residents and institutions, disseminating informaton, etc.)

It may be possible to expand an existing coalition or advisory board by adding a number of "natural" adult and youth leaders so that it can serve as a Resident Mobilization Council, but in many cases it is probably preferable to create a new body instead.

Establishing a Resident Mobilization Council

In the earliest months of the project, establishing a Resident Mobilization Council is one of the Project Director's main responsibilities. Since this can be a time consuming task, it may be helpful to hire at least one other staff member with demonstrated skills in neighborhood organizing to assist in identifying neighborhood leaders and getting the Council operational.

Establishing a Resident Mobilization Council requires three specific activities: (1) identifying neighborhood leaders, (2) screening them to determine their appropriateness and willingness to serve on the Council, and (3) orienting them to the responsibilities of the Council. The selection of the Council members should be done with as much care as the hiring of staff, for these are the people who are the key links between the project and the neighborhood residents and institutions. The credibility of the project and the effectiveness of its implementation depend on this group of people.

1. Identifying Neighborhood Leaders

Most neighborhood-based organizations already know some of the natural leaders in the neighborhood, but it may be necessary to seek out others to put together a truly representative Council. Following is a list of possible ways to identify leaders:

- Talk to neighborhood children and youth. Whom do they listen to? Whom do they trust? Where do they like to hang out? Who offers structured recreation opportunities for youth? Who hires neighborhood youth?

- Talk to adult residents who spend a lot of time in the neighborhood. Who always knows what's going on in the neighborhood? Which adults spend a lot of time with young people?

- Talk to clergymen in the neighborhood churches. Who are active leaders in their congregations?

- Talk to political organizers (e.g. precinct captains).
  Who takes an active role in the political organizing?

- Talk to people in the schools. Who are the most
  active parents in the PTA? Which teachers do the
  students especially trust and respect?

- Talk to people in other agencies serving the neighbor-
  hood (e.g. legal services, dispute resolution programs).
  Do any of their clients or their clients' acquaintances
  seem like strong leaders?

- Identify existing block clubs and seek out their leader-
  ship. Who is already active as a mobilizing force
  within the neighborhood?

- Attend neighborhood meetings or other forums for
  residents to come together. Identify who speaks
  out and who commands the respect of others.

2. Screening and Selecting Council Members

Screening may sound like an inappropriate activity when you
are considering individuals who will give their time voluntarily.
However, it is important to remember that the implementation of
the entire project depends upon the members of the Resident Mobili-
zation Council, the staff, and other residents within the neighbor-
hood. Accepting individuals into the project and then assigning
them responsibilities that they are incapable of or not interested
in carrying out is a disservice to the individuals, to the project,
and ultimately to the neighborhood. Implementing a screening
process for potential Council members clearly sends the message
that the Council is important and is to be taken seriously.
Remember also that there will be many ways for residents to work
within the project; interested people should not merely be turned
away.

The screening process is intended to determine whether the
individuals identified are in fact natural leaders of the neighbor-
hood and whether they are willing to serve on the Council if asked.

A list of specific items to address would include:

- Commitment to the project concept (Do they think it can work in this neighborhood? What can they do to help make it happen?)

- Willingness to devote a good deal of time and energy to the Project

- The ability to bring a number of people with them into the project, i.e. to contact and motivate a good number of people

- Access to resources that could help the project (facilities, money, equipment, skilled personnel, information)

- Experience in neighborhood organizing or effecting change in public institutions

It is difficult to determine in an interview how well a person influences or motivates others, but you can ask interviewees to evaluate themselves in this area. Questions such as the following may help:

- How often do youth come to you for advice? How many youth come to you for advice?

- What influence do you have over youth in the neighborhood. How many? How is your influence exercised?

- Are you trusted by the youth under your influence to the point that your guidance can assist them in changing their behavior?

These same questions can be asked about parents rather than youth. Also, asking adults some of the same questions that have already been asked of youth in the neighborhood (e.g., Where do youth hang out? What adults do they trust?) can provide some insight into whether they are in touch with the neighborhood's youth.

Screening interviews should also be used to give interviewees an understanding of the Violent Juvenile Offender Program, Part II

and the basic responsibilities of the Resident Mobilization Council.
They should be told approximately how much time Council members
will be expected to devote to the project and what kinds of things
they will be expected to do. A way to illustrate the responsibil-
ities of a Council member is to give them a written job description
for this position and to discuss it with them. This has the added
advantage of reinforcing the idea that a commitment to serve on
the Council is taken seriously. In this way, the screening inter-
view serves an an initial orientation to the project and to the
Council.

When they have been given this information, they should be
asked whether they are able and willing to serve on the Council.
If they are not, they should be asked whether they want to work
with the project in any other capacity. If they are willing to
serve on the Council, they should be told that if they are selected
they will be expected to attend an orientation session in the
near future.

3. Orienting the Selected Council Members

When all members of the Resident Mobilization Council have
been selected, they should be brought together for an orientation
session. The purpose of the group session is twofold:

- To allow members to get to know one
  another and to gain a sense of how they
  will work together

- To ensure that all members have a common
  understanding of the basic goals of the
  Violent Juvenile Offender Program, Part II
  and the programmatic and research require-
  ments of all participating local projects

This orientation session represents the first opportunity
for staff to transfer information about the VJOP to neighborhood
residents. Therefore, all staff members should participate in
the session to establish a working relationship with members of

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the Council. The session should be well-planned, including the content to be covered and the process to be used to convey the information. It should be informative and worthy of their time and energy, but also allow for individuals to get acquainted. It may be helpful to follow an approach similar to the one suggested for orienting staff members (refer to Chapter 2: Personnel Management).

It is particularly important to familiarize Council members with the nature of the project and the theoretical framework behind it. To assist with this you may want to develop an explanation similar to the program description included in the section of Chapter 2 on orientation of staff members.

The first meeting of the Resident Mobilization Council is also an opportunity for the members of the Council to determine the ground rules for their operations, such as the rules for the conduct of meetings, frequency and place of meetings, etc. For this purpose, it may be advisable for them to hold a business meeting after the orientation session.

Establishing a System for Neighborhood Involvement
in Project Activities

While the start-up period will be used primarily to staff the project and establish the Resident Mobilization Council, it is advisable to spend time thinking about issues related to neighborhood involvement as well. Throughout the lifetime of the project it will be critical to involve neighborhood residents in all aspects of project activities. Staff members will not be delivering services to the neighborhood with the "assistance" of neighborhood volunteers, but will be developing the capability of neighborhood residents to serve themselves by creating change within their neighborhood. Staff members and members of the Resident Mobilization Council will share responsibility for educating residents and motivating them to become involved in the project, and they will need to create systems for managing/facilitating their activities.

A basic activity that should be conducted during the start-up period, and continued as an ongoing activity, is keeping a record of all individuals that express an interest in the project. Recruitment of staff and members of the Resident Mobilization Council will produce a number of inquiries from residents, many of whom will remain interested even if they are not selected for a position. Information such as name, address, telephone number, and areas of interest should be collected from these individuals and kept in a central place to ensure that they can be contacted again as project activities get underway.

CHAPTER 4

MANAGEMENT OF INFORMATION

MANAGEMENT OF INFORMATION

Start-Up Activities

- Identifying information needs
- Preparing for data (information) collection
- Developing systems for the maintenance of information
- Developing systems for the dissemination of information
- Establishing communication systems

Identifying Information Needs

It is essential to have a system for the management of information in order to effectively manage and implement project activities. Individuals active within the project must have the information they need to make appropriate decisions, and the neighborhood must be informed about the activities of the project and their impact. Additionally, the research and development nature of this program places requirements on the project for the collection and analysis of information. In light of these considerations, a critical start-up activity is the development of a system which will ensure that appropriate information can be collected, analyzed, disseminated and used throughout the lifetime of the project.

The first step in developing a system for managing information (data) is to identify the types of information that will be needed. This will assist in organizing and assigning data collection activities, identifying where to obtain the data, and determining the procedures to be used.

This section of the manual is intended to review the requirements of the Crime Analysis System (CAS) and the national research design. It should be noted that each project will receive support and assistance from the URSA Institute as data collection procedures are developed and implemented.

It is important to remember that although the focus here is upon the types of information needed for the CAS and for research, there will be other types of information that each Project Director will find essential. These include information necessary to administer the project (such as financial reports and personnel records) and to monitor the project (such as regular reports of staff activities).

Additionally, individual staff members will need other types of information to implement project activities (such as information about the activities/progress of other staff). Many Project Directors find it helpful to identify specific areas of management or programmatic decisions in order to determine the types of information needed to make those decisions.

Information Needed for the Violent Juvenile Offender Program, Part II

Crime Analysis System (CAS)

The CAS is a formal data collection and analysis process which serves three functions:

- It generates baseline data; thus it has an evaluative purpose.
- It generates knowledge about a phenomenon (neighborhood juvenile crime); thus it has a research purpose.
- It generates an organized, systematic view of a problem from which solution strategies can be planned; thus it has a programmatic purpose.

The CAS consists of three interrelated elements: (1) Violent Crime Inventory, (2) Assessment of Crime Producing Conditions, and (3) Action Plan. Each of these elements requires the management of specific types of information.

1. Violent Crime Inventory

This part of the CAS is designed to collect as much information as possible on the problem of violent youth crime in the neighborhood.

A major portion of the data for this part of the CAS
will be gained from two types of surveys:

- Household Victimization Survey

    The purpose of this survey is to assess the level
    of victimization in a selected sample of households
    in the target area. The survey records descriptions
    of crimes ranging from breaking and entering to
    sexual assault, descriptions of offender characteristics,
    descriptions of locations where the crimes occurred,
    extent of injury, and cost of items stolen. The
    survey also records police response time (if reported),
    descriptions of police actions, and level of
    satisfaction with police action. During the 24-month
    period the survey will be conducted three times.

- Delinquency Self-Report Survey

    This is an interview survey which will assess the
    extent and nature of delinquency activities of a
    selected sample of delinquent and potentially
    delinquent youth in the target neighborhood. Youth
    will be asked to respond to questions regarding
    their involvement in delinquency activities ranging
    from alcohol/drug use to assault and murder. The
    survey also requests information about delinquency
    among the respondent's friends and locations where
    delinquency acts occur. A second section assesses
    youth perceptions of the target neighborhood and
    likely causes of juvenile delinquent behavior.
    This survey will be conducted three times.

These surveys will depend on gaining the cooperation of
neighborhood youth and adult residents in responding to closed-
question interview surveys. For the victimization self-reports
it will be necessary to sample households on a door-to-door
basis as well as delinquent and potentially delinquent youth
on the street.

The Crime Analysis System will also require accessing official police and court records for recording neighborhood-specific juvenile crime information such as the nature and extent of:

- reported juvenile crime
- arrest rates for juvenile crimes
- adjudication of juveniles from the target neighborhood
- probation of juveniles from the target neighborhood
- social services available to delinquent neighborhood youth

Two types of reporting forms are to be used by the project to collect these data:

- UCR Juvenile Crime Bimonthly Report

  This recording form is to be filled out on the standard FBI Uniform Crime Report categories (e.g. murder, rape, robbery, assault, breaking and entering, arson, malicious mischief, drug use, etc.). The form requests figures by age category and ethnic group for both city-wide and target neighborhood juveniles.

- Juvenile Court Activity Quarterly Reporting Form

  This form requests aggregate figures for referrals, petitions, adjudications and state juvenile corrections commitments by offense category, e.g., violent felony, serious property offenses, misdemeanors, etc. The data will be required for both the city as a whole and the target neighborhood.

The collection of these crime data must be performed with full consideration of due process, protection for individuals and the right of confidentiality. Since forms and procedures for collection and reporting of data must be as standardized as possible, the URSA Institute will train all Local Data Collectors before data gathering begins.

2. Assessment of Crime Producing Conditions

The purpose of this portion of the CAS is twofold:
to determine the extent to which neighborhood institutions are
responsive to the needs of youth and accountable to the
neighborhood residents, and to identify resources available
in the neighborhood that can be utilized to prevent and reduce
violence.

The assessment should include both quantitative and
qualitative data for each of the following areas:

● Schools
  - the nature and extent of violent and serious
    delinquency on school grounds
  - the presence of weapons and drugs/alcohol
  - the policies and practices concerning in-school
    discipline and supervision, suspension and
    expulsion

● Youth
  - extent of gang and law-violating group delinquency
  - extent of drug and alcohol usage
  - the social and recreational opportunities
    available to youth
  - the existence of youth services available to
    delinquent and potentially delinquent youth

● Families
  - incidence of child abuse and domestic violence,
    resources available for these problems
  - availability of health, mental health services,
    and other support services
  - factors which limit the family's ability to
    supervise its children effectively

- **Justice System**
  - police practices related to general patrol strategies and manpower allocations to the neighborhood

  - responsiveness to calls for assistance where personal safety is threatened

  - police policies toward handling of inter-gang violence

  - police behavior toward youth and adult residents of the neighborhood

  - policies and practices of courts and corrections agencies toward supervision of adjudicated youth

  - responsiveness of prosecutors and public defenders to neighborhood crime problems

- **Employment/Economic Development**
  - neighborhood unemployment rates for youth and adults

  - training opportunities accessible to neighborhood residents

  - extent and nature of business involvement in the neighborhood

- **Neighborhood Infrastructure**

  - an inventory of resources available through local organizations and associations in which residents participate

- **Optional Areas**
  - any other conditions, problems and resources related to violent delinquency which impact upon neighborhood residents

Several standardized forms are to be used by the project staff to collect these data and report them to the URSA Institute. These include:

- **School Survey**

  This is a 45-50 minute paper-and-pencil survey which is intended to measure in-school student/youth perceptions of several dimensions of school climate and youth attachments to school, families, and peer groups. The project will be responsible for sampling a population of 9th, 10th, 11th, and 12th grade students from the targeted high school(s). The survey is also to be conducted in targeted junior high(s). During the two-year cycle of the project, the survey is to be conducted three times.

- **School Violence/Vandalism Recording Form**

  This form is a fill-in sheet to report, on a biweekly basis, indices of violence and vandalism in the targeted neighborhood high school(s) and junior high school(s). The indices are traditional measures of violence/vandalism which include figures on school property destruction, theft of school property, physical assaults, attacks/fights, possession of drugs, weapons, serious disruptions of school activities, murders, sexual assaults, etc. The form also requests information on estimated replacement/repair costs to damaged school property or stolen property.

- **Suspension/Expulsion Reporting Form**

  This form requests information on a biweekly basis for the targeted school(s) in your neighborhood. The indices on this form are also traditional measures of suspensions/expulsions such as number of them, reasons for them, the processes involved in reported cases, and final disposition on reported cases.

● <u>Domestic Violence Quarterly Reporting Form</u>

This form requests aggregate data on total reports
of child abuse (substantiated and unsubstantiated)
handled by the appropriate Child Protective Service
agency. The form also requests figures on referral
sources (e.g. parents, relatives/friends, court/
police, school, social agency, etc.), number of
court actions taken, placements, and number of
families receiving CPS services. In addition,
the form requests aggregate number of family
violence reports by calls to police, reported
incidents, domestic violence arrests, and protective
(restraining) orders issued. Whenever possible
data for both the target neighborhood and the
city should be reported.

● <u>Economic/Employment Reporting Form</u>

This reporting form requests information on a yearly
basis. The form requests aggregate figures for
neighborhood demographic indicators, neighborhood
economic indicators, and labor market indicators.
It also requests a neighborhood social service
profile. Whenever possible, city-wide figures
should also be reported.

● <u>School Violence/Vandalism Interview Guides</u>

These guides are intended to direct 30-45 minute
open-ended interviews with a selected sample of
school district administrators, target school
administrators, teachers, students, school security
personnel, and parents. The interviews are intended
to record key informants' perceptions of juvenile
violence and delinquency in the target neighborhood
and school(s) and will be conducted every six months.
They will be conducted by staff of the URSA Institute.

3. Action Plan

A plan for implementing the mandated program elements will be developed within the first four months of the project and at six-month intervals thereafter. The plans will be based upon the data collected through the violent crime inventory and the assessment of crime producing conditions and will contain the following information:

- Goals which state generally what will be done to address identified problems

- Objectives which specify what will be done to reach each goal, in measurable terms and with stated time frames

- Activities which specify the steps to be taken to reach each objective

- Delineation of roles and responsibilities for youth and adult residents, staff, and other neighborhood resources to be utilized in specific project activities

- Development of specialized training for staff and involved residents (should include identification of the trainers, trainees, content, and technical assistance needed)

- An indication of how the project has solicited cooperative agreements with appropriate persons in each targeted institution

- A discussion of how relations between the project and targeted institutions will be nurtured and strengthened during the implementation of the plan

The National Research Design

The national research design is intended to evaluate the implementation of the program design at each project site, to test the prevention model being implemented, and to add to current knowledge of juvenile delinquency and its prevention. There are three elements of the research design and each has implications for information to be managed by the project. They are: (1) program development evaluation, (2) process evaluation and (3) impact evaluation.

To a great extent, the data collection and analysis activities required by the research design are the responsibility of the URSA Institute. Local projects, however, must be able to facilitate these activities and must routinely make data available to the URSA Institute. Therefore, projects should be thoroughly familiar with the information that will be needed to carry out this aspect of the program.

1. Program Development Evaluation

The purpose of this evaluation is to review project start-up activities and collect initial data necessary for project planning and implementation.

Specific items to be reviewed include, but are not limited to the following:

- The input of national and local actors to the development of the VJOF at the national level and at the local projects

- The strategies used in linkage development, resident mobilization, goal-setting, and staffing

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- Initial barriers to goal attainment and
  strategies proposed to overcome them

- Shifts in project strategy

- Initial responses of neighborhood institutions
  to project activities

- Perceptions of violent juvenile crime held by
  neighborhood residents and institutional personnel

Data collected will be predominantly qualitative in nature.
Interviews will be conducted with actors at the national level
of the program, project participants at each site, juvenile
justice system actors, key informants in each neighborhood,
youth and gang leaders, and appropriate institutional personnel.

Data collected during this evaluation is critical for
identifying and describing the conditions and determinants
of violent juvenile crime at each site, perceptions of the
underlying causes and correlates, and the rationale for
testing the strategy of the R&D program at that site.

The program development evaluation will also generate
baseline data on juvenile crime rates, data on specific indicators
of violent juvenile crime, and neighborhood "maps" showing the
locations of juvenile crimes and youth-serving organizations.

2. Process Evaluation

This evaluation will consist of the documentation and
assessment of the implementation of the project. It will
include the following:

- A detailed description of each individual project's structure, organization, philosophies and action planning process

- An analysis of the relationship between the causes of violent juvenile crime identified in in each local project and the strategies developed to address them

- An analysis of project strategizing, decision-making, neighborhood organizing activities, and self-monitoring procedures

- A description of the characteristics of institutions affected by the project's activities

- An analysis of the successfulness of project implementation with respect to resident mobilization and each of the program elements

The process evaluation depends upon routine documentation by staff of the activities of all individuals involved in the project. Additionally, data will be collected by the URSA Institute through structured interviews with Project Directors, staff, youth participants, staff of other agencies involved with youth, juvenile justice system personnel, and other key informants in the neighborhood.

The data will be developed into detailed case studies which will describe each project's decision-making style and procedures, information flow within the project, and other factors in project organization and implementation which may be related to observed impacts. Data will be analyzed quarterly, and feedback will be provided to assist individual projects and other evaluation audiences in management decision-making and assessment of the progress toward goals.

In addition, data will be analyzed to determine the implementation strategies and styles which seem to be most adaptable and responsive to the local contexts in which the national program is operating.

3. Impact Evaluation

This element of the research design will focus upon the observable impacts of the project on conditions within the neighborhood.

The theoretical framework of this program suggests that if certain changes can be brought about in the neighborhood, violent juvenile crime should be reduced. Therefore, it is anticipated that, as a result of the implementation of the program model, each local project will bring about the following types of changes within the neighborhood:

- changes in the responses of socializing institutions and the justice system to youth living in the neighborhood

- changes in the perceptions and attitudes about violent juvenile crime among key informants and influential neighborhood leaders

- changes in youth's attachments to family and peers, their commitment to school and to nonviolent lifestyles, and their belief in the social order and the legal system

To determine the extent to which these changes take place, measures will be developed to reflect the impact of resident mobilization and each of the four program elements.

The ultimate impact sought at each site is the reduction of violent juvenile delinquency. Analysis of the rates of violent delinquency over time will provide a basis for a critical test of the theory of the program.

The rate of violent juvenile delinquency will be determined by victimization surveys, delinquency self-report surveys, and official school, police, and court records of violent incidents.

Data for both types of impact measures will be collected at four points during the 24-month program period: after the first four months (baseline) and at six-month intervals thereafter. Time series analysis will be conducted to determine changes over time.

Preparing for Data (Information) Collection

A review of the types of information needed for the project clearly illustrates the need to collect a great deal of information (data) from institutions serving the neighborhood. These data collection activities are to occur immediately following project start-up; therefore, it is critical to prepare for these activities during this period. Preparation for data collection involves two major tasks: securing access to data and clarifying roles and responsibilities within the project.

1. Securing Access to Data

Once you have identified what information you need and where it can be found, the next step is to establish relation- ships with those institutions that will enable you to collect the data. Additionally, you will need to gain the cooperation of the targeted institutions by ensuring that policy-makers and decision-makers of the youth-serving institutions are aware of the nature of the project and are willing to participate in the proposed project activities which involve them directly.

If you are not already, you should become familiar with any policies or rules of the agencies/institutions that relate to confidential data. In many instances, there is a "no access" rule, but with a clause about the possibility of an exception. In this situation it is important to begin the procedures for securing an exception immediately.

In approaching institutions to request access to data, it may be helpful to emphasize that national data needs do not require identification of individuals. Surveys and interviews will be conducted in ways that will ensure the confidentiality of participants, and official records will be used to gather

aggregate data. Additionally, emphasize your intent to share the results and conclusions of the evaluation/research efforts with the institutions.

As you establish agreements with institutions that can provide you with access to data, it becomes important to record vital information on those agreements and to document your efforts to develop them. Creating this kind of record serves several purposes:

- It can help to avoid misunderstandings based on verbal agreements only.

- It can ensure that data collection activities will not be interrupted due to a turnover of staff, either within your project or within the institution.

- It will be useful as the URSA Institute and CCC assist you in resolving any data collection problems.

- It provides documentation of the steps that you have taken to secure the necessary data.

For each data source the following information should be recorded:

- Name and address of the agency/institution

- Name and phone number of the individual(s) to contact

- The nature of the data being collected

- When the data is to be collected

- Procedures to be followed

- Special considerations (such as confidentiality requirements or clearance of data collection forms)

It is also important to record the nature of any opposition
to requests for access to data or any other obstacles that
may prevent you from gathering the information you need.

Since data collection will play a critical role within
your project activities, you may want to consider the develop-
ment of a "Data Collection Policies and Procedures Manual" to
contain the above information for every data source. This
ensures that the information will be kept together and can be
easily used to carry out data collection activities.

2. Clarification of Roles and Responsibilties

A discussion of the data collection activities of your
project would be incomplete without a brief note on the roles
and responsibilities of project staff. While the Local Data
Collector (LDC) maintains primary responsibility for the
planning and coordination of data collection activities, all
staff members will need to be aware of these activities and
the importance of them. The Local Data Collector will often
need the assistance of other staff members, and this should
be clear to everyone.

The Local Data Collector will also require the assistance of
neighborhood residents in data collection activities such as the
administration of surveys and interviews. These residents should
be thoroughly trained and given a clear understanding of their
responsibilities before they begin work. Additionally, the URSA
Institute reserves the right to meet with these individuals or to
administer a questionnaire to them regarding their interest in
conducting data collection activities.

Developing Systems for the Maintenance of Information

Given the amount of information that must be collected and stored
for use during this project, it is imperative that accurate and neat
files be maintained. Many files that must be established are
appropriate for any type of project; others are unique to this
particular initiative. The files serve as the basis of a Management
Information System (MIS) and are the tools for ensuring that you have the
information you need to administer and manage your project.

As you identify the information that you will need for the project,
you should develop a system for organizing the information in a way that
makes sense to you and your staff. This system should reflect the fact
that some information is confidential and must be safeguarded while
other information must be easily accessible to staff members as they
carry out their work.

To assist in the development of a central filing system, we have
identified the types of files that are most important to maintain,
including some guidelines for what should be included in them. As
project activities proceed, you may want to add other types of files.
We have organized the files to correspond to the four program components
of the Violent Juvenile Offender Project, a system that you may find
useful.

Program Component	Types of Files and Description	Special Considerations
Neighborhood-Based Organization Files for this program component should reflect the organization's structure and capability for the management of the project	**Administrative files** should include: • corporate documents • organizational charts • proposals submitted to or contracts with funding agencies • correspondence with funding agencies • progress reports submitted to funding agencies • list of members of the Board of Directors and minutes of meetings • organizational policies and procedures • correpondence with members of the VJOP Consortium	Administrative files should be organized in such a way that materials for individual grants or contracts are kept together.
	Financial files should include: • copies of checks received from funding sources and donors • bank statements and reconciliations • financial reports submitted to funding agencies and to the organization's Board of Directors • contracts with vendors • records of payments to vendors	Financial files should be kept on the premises of your project office and locked securely at all times. They should be kept separate from other files and kept up-to-date, accurate, and in good condition.

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Filing System (cont'd)

Program Component	Types of Files and Description	Special Considerations
Neighborhood-Based Organization (cont'd)	• documentation for all purchases and disbursements, including approved purchase order, invoice requesting payment and payment voucher or memo requesting check for payment which shows the account to be charged • documentation of all in-kind contributions • time sheets of employees	

	Property files for all nonexpendable property purchased with OJJDP funds. (Nonexpendable property includes any items having an acquisition cost of $300 or more). These files should include:
	
	• copies of purchase orders and invoices
	• inventory forms showing:
	  – item description
	  – source of item
	  – manufacturer's serial number
	  – cost at the time of acquisition and portion paid with OJJDP funds
	  – acquisition data
	  – location, use, and condition of item
		Property files relate to the expenditure of project funds and should be maintained in the same manner as financial files.

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Program Component	Types of Files and Description	Special Considerations
Neighborhood-Based Organization (cont'd)	Personnel files should include the following items for each employee: • job description • letter of appointment or employee contract • resume or application • personnel action notices (documenting authorization for change in pay or status) • records of staff training • evaluations • records of disciplinary action • letters of appreciation/ commendation	Personnel files should be maintained in such a way that confidentiality of the information is ensured.
Resident Mobilization Files for this program component should document and assist in your efforts to engage residents in project activities.	Resident Mobilization Council files should include: • critical information on members of the Resident Mobilization Council, including, name, address, phone number, organizational affiliation (if any) • materials from meetings of the Resident Mobilization Council, including agendas, minutes, lists of major decisions, changes in members	Materials that document resident mobilization activities and activities related to the various program elements should be duplicated and filed in this section as well as the Program Elements section.

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Filing System (cont'd)

Program Component	Types of Files and Description	Special Considerations
Resident Mobilization (cont'd)	Neighborhood Organizing files should include: • materials from neighborhood meetings such as agendas, attendance lists, etc. • materials from other neighborhood organizing activities • documentation of activities designed to inform residents about the project • critical information on individuals that express an interest in becoming involved in project activities, i.e., name, address, phone number, areas of interest • critical information on individual residents who become involved in project activities, including name, address, phone number, areas of interest, assignments, training provided, documentation of activities, and time spent working with the project	As your project gets underway and you establish a mechanism for integrating neighborhood residents into day-to-day activities, you may want to expand upon the information suggested here.

Filing System (cont'd)

Program Component	Types of Files and Description	Special Considerations
Crime Analysis System	Violent Crime Inventory	Data will be collected through a variety of methods, including official reports, surveys, interviews. The source(s) of the data should be noted with the data.
Files for this component are essential for the implementation of other project activities and will serve as the basis for information that is disseminated to neighborhood residents.	Data collected through the use of the following forms should be maintained in separate files: ● Household Victimization Survey ● Delinquency Self-Report Survey ● UCR Juvenile Crime Bimonthly Report ● Juvenile Court Activity Quarterly Reporting Form	
	Assessment of Crime Producing Conditions	Data collected through surveys and interviews are to be kept locked.
	Data collected through the use of the following forms should be maintained in separate files: ● School Survey ● School Violence/Vandalism Recording Form ● Suspension/Expulsion Recording Form ● School Violence/Vandalism Interview Guides ● Domestic Violence Quarterly Reporting Form ● Economic/Employment Form	

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Program Component	Types of Files and Description	Special Considerations
Crime Analysis System (cont'd)	Action Plan files should include:	

Action Plan files should include:

- documentation of the planning process such as agendas, minutes, and attendance records of neighborhood meetings
- documentation from planning meetings of the Resident Mobilization Council and project staff
- copies of each six-month Action Plan and revisions as appropriate

Program Elements

Files kept on this program component should contain documentation of the implementation of the four program elements.

A file should be established for each program element:

Violent Crime Intervention
Institutional Mediation
School Mediation
Justice System Mediation
Youth Enterprise Mediation
Family Support Network
Youth Skills Development

Each file should include:

- reports of project staff responsible for implementation of the program element
- reports of neighborhood residents involved in specific activities

Reports from staff and neighborhood residents should include documentation of project activities as attachments (e.g., publicity materials, newspaper articles, meeting minutes, agendas, attendance records, etc.).

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Filing System (cont'd)

Program Component	Types of Files and Description	Special Considerations
Program Elements (cont'd)		Materials that document resident mobilization activities related to the program elements should be duplicated and filed in this section as well as the Resident Mobilization section.

Developing Systems for the Dissemination of Information

During the implementation of your project, staff members will
undoubtedly discover materials that are relevant and worthwhile
reading. Additionally, you will often receive important
materials from OJJDP, the Center for Community Change, and
the URSA Institute. Before the materials begin to pile up, it would
be worthwhile to establish a simple system for routing materials
so that all staff members have an opportunity to review relevant items.
Additionally, you should identify a central location to serve as the
"project library" to ensure that materials are easily accessible as
they are needed. The systems for disseminating and maintaining
materials do not need to be elaborate or time-consuming, but should
enable staff members to remain up-to-date and well-informed while
preventing articles, books, pamphlets, etc. from getting lost of
"buried."

Another consideration for the dissemination of information
is the routine reporting of data to the URSA Institute. The research
design requires that each project send data items such as reporting
forms and surveys to the URSA Institute at regular intervals. It is
advisable to obtain information about Federal Express or other carriers
and to prepare staff members for this task during the start-up period.
It should be noted that raw data is not to be included in regular
reports to OJJDP. Information that does go into these reports becomes
public information.

Finally, it should be remembered that the success of the
Resident Mobilization Council depends upon their receipt of critical
information in a timely fashion. Due to the fact that these individuals
may not be involved in project activities every day, it is easy for
information to "fall through the cracks" unless there is a formal
mechanism for preparing reports and disseminating them regularly.

Establishing Communication Systems

The establishment of communication systems is a concern in any project, to avoid the loss of important information and to provide the opportunity for people to share ideas and problems as they work. In the Violent Juvenile Offender Program, Part II, systems which facilitate effective communication may be even more important than usual because the program stresses neighborhood mobilization and organization. These efforts are highly dependent upon effective communication between the organizer and those being organized as well as among the organizers themselves. In addition, effective communication is critical for:

1. The implementation of the Crime Analysis System

    Data can be secured from neighborhood institutions only if significant individuals within those institutions understand the nature of the project and the need for the data. To strengthen and nurture relationships between the project and the institutions, staff must understand the importance of ongoing, informative communication.

2. The coordination of resources within the neighborhood

    The project cannot have an impact on the conditions within the neighborhood unless it can gain information about the resources that exist within the neighborhood and can involve others in accessing these resources to accomplish project goals.

3. The mediation of institutional issues

In addition to being able to effectively communicate with residents and individuals within institutions, project staff must develop the capability to facilitate communication between residents and their institutions.

4. The transference of skills to neighborhood residents.

Instead of providing services to neighborhood residents, staff members must be prepared to educate and to train residents to address their own needs.

In addition to these general communication issues that determine the nature of the relationship between the project and the neighborhood, there are a number of specific communication issues that should be addressed during project start-up.

Staff members should submit written reports to the Project Director covering their activities on a regular basis (once per month is usually sufficient). If thought is given to the information that must be collected on neighborhood activities for purposes of planning, evaluation, and research, a standard format can be developed for the report to ensure that all of the information is included. Providing a standard format for written reports helps staff to focus their attention on specific aspects of the project (such as the results of their activities) and saves the Project Director from the frustration of receiving significantly different information from different people.

The regular reports of staff members should be used by the Project Director to prepare quarterly progress reports for OJJDP. Copies of the quarterly progress reports should be given to the Executive Director, members of the Resident Mobilization Council,

and members of the staff. Regular reports should also be provided
to the Board of Directors.

Meetings between the Executive Director and the Project Director
should take place on a regular basis to review project progress and
to identify/solve any problems. Additionally, there should be a
time assigned for the Executive Director and/or Project Director to
address the Board of Directors on project progress.

It is clear that members of the Resident Mobilization Council
will need to meet regularly to discuss the project. Staff members
should be encouraged to attend these meetings to ensure that there
is a good working relationship between them.

Regularly scheduled staff meetings will also be critical for
sharing information and planning/implementing project activities.
Meetings should be well-planned and facilitated to ensure that work
gets done. Identify the purpose for each meeting and then work to
achieve that purpose. The frequency of these meetings will depend
upon your project needs. If they are held too frequently, staff
members become frustrated and feel that they are being kept from
the "real work." If too much time elapses between meetings,
information will be lost and staff will tend not to work as closely
with one another. Most projects find that staff meetings held once
per week contribute the most to the project.

A system for handling mail and telephone correspondence has implications for the communication between the project and the neighborhood as well as for the evaluation of the project. Contacts should be fully documented and filed in a central place to provide a record of communication with the neighborhood and others.

A central place for telephone messages is also important for staff members. If the project is housed within the offices of the organization, it is suggested that a phone line be assigned to the project to allow callers to contact the project directly and to assist the accounting department in determining telephone expenses attributable to the project.

An organized method should be instituted for handling incoming and outgoing mail, regardless of the volume. One way to accomplish this is to log both incoming and outgoing mail. Incoming mail should be stamped "RECEIVED" with the date before it is routed to the proper staff person.

The Secretary should make daily entries of mail received in his/her log book. This log should show the date received, person addressed, organization/person sending the correspondence, and a brief note of its content.

The mechanisms for information exchange suggested here are not intended to replace informal mechanisms of communication. Both are important to the functioning of a project.

CHAPTER 5

FINANCIAL MANAGEMENT

FINANCIAL MANAGEMENT

Start-Up Activities

- Reviewing the organization's system for financial management
- Addressing typical financial management issues
- Subcontracting (if appropriate)