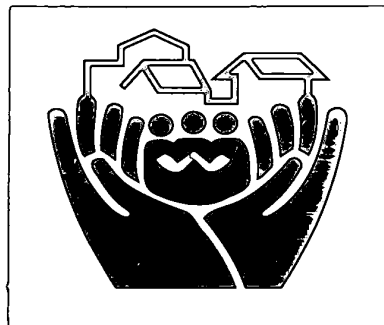


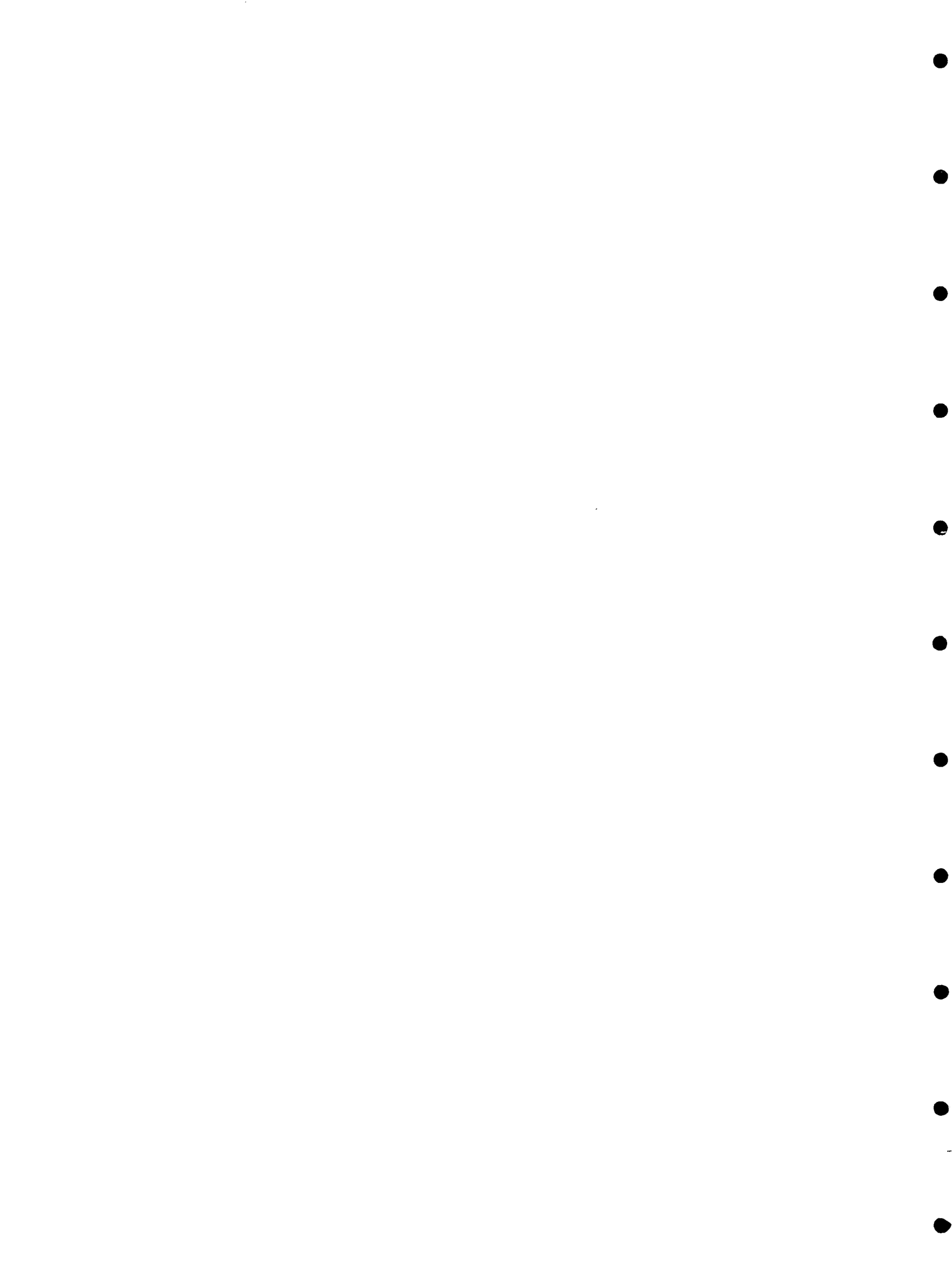
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REPORT TO THE CONGRESS ON THE
YOUTH GANG DRUG PREVENTION
PROGRAM
FISCAL YEAR 1994

157324



**Family and Youth Services Bureau
Administration on Children, Youth and Families
Administration for Children and Families
U.S. Department of Health and Human Services**



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National Institute of Justice**

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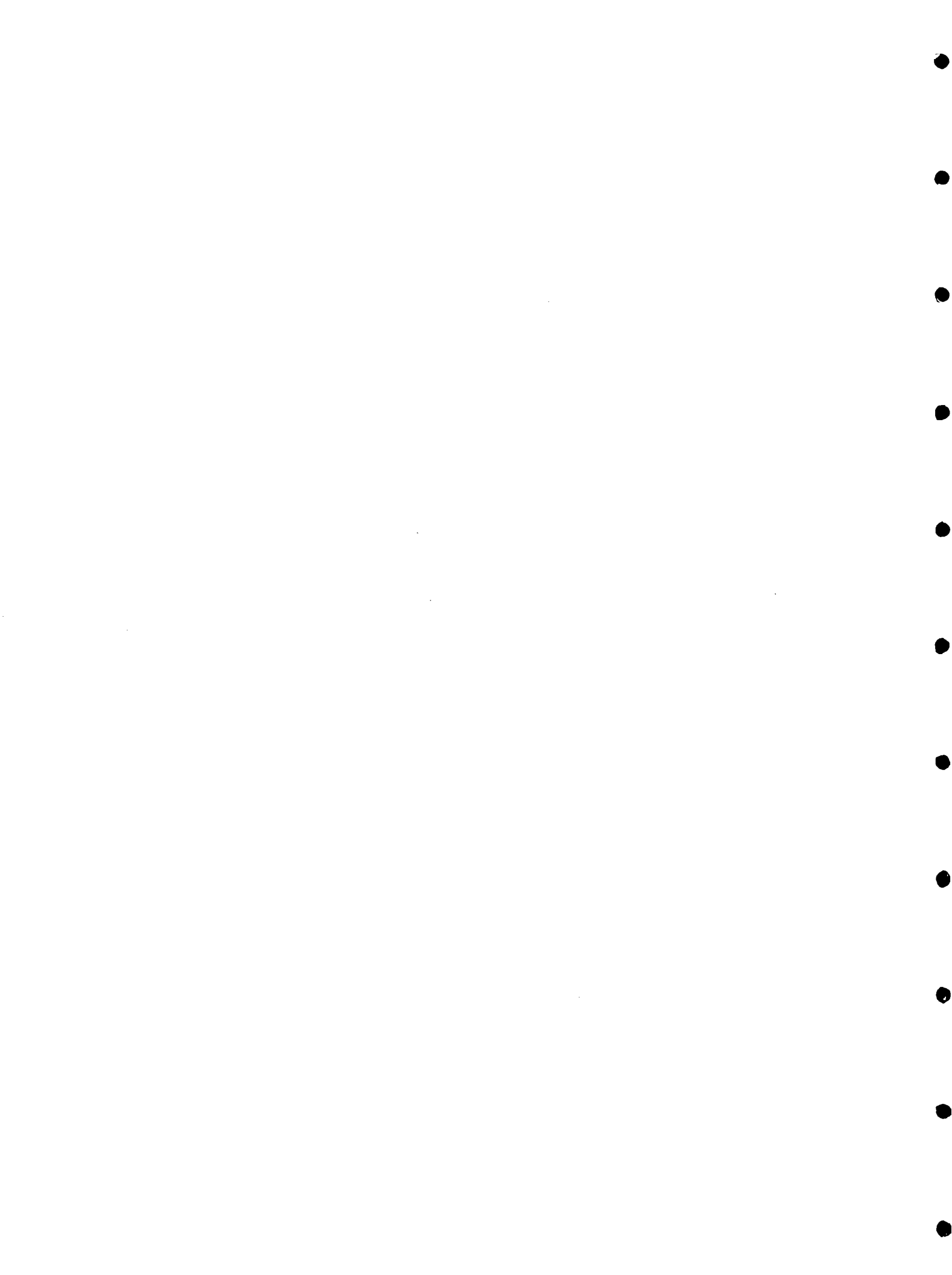
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**Family and Youth Services Bureau
Administration on Children, Youth and Families
Administration for Children and Families
U.S. Department of Health and Human Services**





FOREWORD

The Omnibus Anti-Drug Abuse Act of 1988 created the Youth Gang Drug Prevention Program, administered by the Family and Youth Services Bureau (FYSB) of the Administration on Children, Youth and Families (ACYF). The first grants were awarded in FY 1989; subsequent awards were made in FY 1990, FY 1992, and FY 1994. The program is intended to combat the substance abuse and violence generated by youth gangs whose recruits are increasingly younger and more susceptible to the lure of gang involvement.

The growing presence of violent, drug-involved gangs on the American social landscape—urban, suburban, and rural—is sending us all a message. American children and adolescents join gangs for a heartbreaking reason: they feel they have no choice. Their needs for emotional support, physical security, and authentic community are simply not being adequately met. Too many youth do not feel safe on their own streets or within their homes, schools, and communities. They find it difficult to resist the temptation to join a gang, even one that pulls its members into antisocial and often dangerous and illicit activities. In short, lacking a vision of a safe and productive future, young Americans are showing us how desperate they really are for help and respect.

The ACYF has consistently affirmed the fact that the problem of youth gang and drug involvement cannot be separated from its larger social context. Many factors place youth at risk. Poverty, family dysfunction, overburdened schools, and inadequate community-based support systems: this list is familiar to most of us. While supporting individual projects with specific prevention goals, the ACYF has also funded efforts that direct multiple resources of a community toward prevention.

Much has been learned from the experience of these collaborations. In FY 1994 the ACYF (along with other Federal agencies) articulated its intention to focus not only on the specific problems of at-risk youth but also (and more broadly) on *youth development* as the fundamental goal of its various programs. This approach looks holistically at the resources and risks of individuals, their families, and their communities. It seeks to identify and implement a variety of age-, gender-, and culturally appropriate interventions to help youth become healthy, productive members of society.

Pursuing this new direction, in FY 1994 the ACYF announced that funds would be awarded to projects undertaking a structured planning effort as a first step in developing a community-based prevention strategy. The ACYF's announcement for these grantees emphasized community ownership of the planning process as the best means of ensuring



genuine collaboration and success over the long run—as well as the practical use of scarce resources to address a social problem of paramount importance to the nation's future.

Each year, the Youth Gang Drug Prevention Program has been strengthened by its grantees' accumulated experience in designing and implementing prevention strategies. The Program has become accomplished in disseminating the most precious resource of all: the on-the-ground knowledge and skills needed to prevent participation in youth gangs and involvement with drugs. The ACYF's grantees act on what many Americans sense intuitively: the terrifying social problem of youth violence can be addressed only in a community context, and *everyone* must be part of the solution. Involvement is not an option but a requirement.

What happens in the lives of vulnerable individuals and families when this approach to intervention is followed? One young mother, recently immigrated to the United States and working with the staff of a FYSB project, put it simply: "I was born in China, and before this project, when my son had problems I just didn't know what to do. This project's workshops are teaching me how to be a parent in America."

A parent in America. There are so many like her in our nation: committed and caring parents seeking support and guidance as they struggle to raise children who will be healthy, productive adults. The Youth Gang Drug Prevention Program is working to ensure that such parents and their families are not left to cope alone.



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CHAPTER I

INTRODUCTION AND BACKGROUND

INTRODUCTION

The Omnibus Anti-Drug Abuse Act of 1988 (P.L. 100-690) (the Act) established the Drug Abuse Education and Prevention Program Relating to Youth Gangs. The Act directed the Secretary of the U.S. Department of Health and Human Services (HHS), through the Administration on Children, Youth and Families (ACYF), to make grants to public and nonprofit private organizations. The ACYF established the Youth Gang Drug Prevention program, managed by the Family and Youth Services Bureau (FYSB).

The overall purpose of the program is to assist communities in controlling the spread of gang and drug-related activities through the prevention, early intervention, and diversion of at-risk youth from gang membership by supporting activities designed to achieve the purposes of Section 3501 of the Act. The specific goals of the program are stipulated in Section 3501 of the Act. They are:

1. To prevent and reduce the participation of youth in the activities of gangs that engage in illicit drug-related activities;
2. To promote the involvement of youth in lawful activities in communities in which such gangs commit drug-related activities;
3. To prevent the abuse of drugs by youth, educate youth about such abuse, and refer for treatment and rehabilitation members of such gangs who abuse drugs;
4. To support activities of local police departments and other law enforcement agencies related to the conduct of educational outreach activities in communities in which gangs commit drug-related crimes;
5. To inform gang members and their families about the availability of treatment and rehabilitation services for drug abuse;
6. To facilitate Federal and State cooperation with local school officials to assist youth who are likely to participate in gangs that commit drug-related crimes;
7. To facilitate coordination and cooperation among—
 - (a) local education, juvenile justice, employment and social service agencies; and
 - (b) drug abuse referral, treatment, and rehabilitation programs, for the purpose of preventing or reducing the participation of youth in activities of gangs that commit drug-related crimes; and



8. To provide technical assistance to eligible organizations in planning and implementing drug abuse education, prevention, rehabilitation, and referral programs for youth who are members of gangs that commit drug-related crimes.

The ACYF has funded a variety of demonstration and research projects aimed at developing innovative models to reduce and prevent the involvement of youth in gangs that engage in illicit drug-related activities and to further knowledge on youth involved in gangs.

The Act (as amended) requires the Secretary to submit an Annual Report on the Youth Gang Drug Prevention program. This report satisfies that requirement.

This Annual Report presents all the activities of the Youth Gang Drug Prevention program during FY 1994. The FY 1992 projects were fully operational during FY 1994; they are included in all tables and figures.

This chapter presents a brief history of the program; a description of the FY 1994 funding cycle, including the number of grants funded and the Federal funds expended; and cooperation among Federal agencies dealing with issues of youth gangs and violence.

Chapters II and III describe the three aspects of the Youth Gang Drug Prevention program that the Act, Section 3506, requires the Annual Report to address:

1. "The types of projects and activities for which grants and contracts were made under this chapter for such fiscal year." Chapter II offers a profile of the grantees, including their geographical distribution by region; the types of grantees (State, county, city, or non-profit organizations); the types of service providers (school, police department, recreation center, mental health agency, etc.); the locations of services; and the general types of services and activities carried out.
2. "The number and characteristics of the youth and families served by such projects and activities." Chapter II also describes the characteristics of the program's target populations: the ages, racial and ethnic origins, and numbers of youth and families served.
3. "Each of such projects and activities the Secretary considers to be exemplary." Chapter III reviews projects and activities that the ACYF considers promising and indicates how these projects respond to the goals of Section 3501 of the Act. Examples of promising projects are presented for each of the program priority areas.

Chapter IV presents the new Community Planning grantees funded in FY 1994. Chapter V is a review of the technical assistance and training activities conducted under this program, which include the Second and Third Annual Conferences, forums, and on-site technical assistance and training provided to grantees. Chapter VI addresses program challenges, and Chapter VII presents the findings of the FY 1990 research projects.



Attached to this report are three appendices. Appendix A is a list of grantees operating in FY 1994; Appendix B contains tables of data on grantees and their activities in FY 1994; and Appendix C contains abstracts of the community planning projects.

PROGRAM HISTORY

Congress enacted the Drug Abuse Education and Prevention Program Relating to Youth Gangs as part of the Omnibus Anti-Drug Abuse Act of 1988. The effort was spearheaded by former Congressman Augustus Hawkins, Chairman of the House Education and Labor Committee, who was responding to the growing gang problem in his Los Angeles District. Although authorized in FY 1988, the program received its first appropriation of \$15 million in FY 1989.

The legislation specifically identifies the ACYF as the administering agency to emphasize that the program is intended to be social service based rather than criminal justice based. In fact, in the Omnibus Anti-Drug Abuse Act of 1988, a similar program with a criminal justice focus was established as part of the Juvenile Justice and Delinquency Prevention Act and is being administered by the Department of Justice.

The ACYF has relied on the language set forth in the legislation (Section 3501 of the Act) and input from experts and practitioners in the field in identifying grant priorities and in developing training and technical assistance and evaluation efforts. The program grants provide support to State and local efforts to respond

to the nation's growing youth gang problem. These efforts are designed to:

- identify reasons for, and increase program understanding of, youth involvement in gangs;
- demonstrate and assess effective measures for preventing further recruitment and involvement of at-risk youth in gang activities; and
- develop successful, replicable model approaches that prevent youth involvement in gangs and illegal drug activities.

In addition, technical assistance is being provided to grantees to improve services to at-risk youth and their families.

In general, the program has focused on a holistic approach to youth gang and drug use prevention. Thus, it has not merely provided support for families of at-risk youth and children. It has also undertaken development of the following: intervention strategies for intergenerational gang families; programs to meet the special needs of at-risk females and new immigrant and refugee youth; programs for gangproofing young children; and collaborative ventures among youth service providers.

In the first three years of implementation (1989-1991), the ACYF awarded 84 multi-year grants, primarily to public agencies and community-based organizations, to provide prevention and early intervention services to youth involved or at risk of involvement in gangs. In FY 1992 the ACYF



awarded 28 grants (operational on September 30, 1992). Although these grants continued to focus on community-based prevention activities, the ACYF attempted to fill programmatic and service gaps identified in the Federal monitoring of the FY 1989 and FY 1990 grants. For example, grantees reported a need to reach younger children; hence, a priority area called "gangproofing young children" was added. The major emphasis, however, has been on the development of community-based consortia to develop innovative, comprehensive approaches to current and emerging problems of youth gangs and their involvement with illicit drugs. Each consortium is a broad-based partnership that draws on the resources, expertise, energies, and commitments of many different groups within a community.

Consortia grants were initially funded for up to \$1 million a year for two years. It quickly became evident that the two-year time span was too brief to organize an effective consortium and make it operational. Even with a third year of Federal support at a reduced level, it was clear that considerable time would be needed to build models for consortia that would not only coordinate services but would also serve as models for catalysts for other community-based efforts to prevent gang involvement among youth and families at risk. Therefore, the consortia grants awarded in FY 1992 were five-year grants.

Other gaps identified were the need for services focused on adolescent females; employment programs for older youth; and programs for new immigrant and refugee youth.

In FY 1994 the program began rethinking its programmatic responses to the needs of youth at risk of gang and drug involvement. The experiences of FYSB's grantees had already demonstrated the promise of comprehensive, multidimensional prevention strategies. Increasingly, however, it became clear that a less problem-oriented and more integrated approach to the program's design was needed. Funded projects would have to focus more directly on the *developmental needs* of youth—and on the effects of broad social and economic changes on their life choices.

To implement this shift in agenda, the Youth Gang Drug Prevention Program announced, in the May 9, 1994, *Federal Register*, a new funding cycle that represented a departure from FYSB's traditional approach to gang and drug prevention. Grants would be made to planning consortia that would demonstrate the potential for developing multidimensional prevention strategies in small socially and economically isolated communities. Applicants were asked to focus on the special needs of 9- to 12-year-olds. On September 30, 1994, 21 5-year grants were awarded to Community Planning projects across the country.



FY 1994 FUNDING CYCLE

Projects Continued in FY 1994

Twenty-eight proposals were selected for funding in FY 1992. Nine grants were awarded in support of Community-Based Consortia; four grants were awarded to support projects in the area of Adolescent Females at Risk of Gang Participation; five grants were awarded to support Employment Programs for Youth at Risk of Gang Participation; three grants were awarded to support New Immigrant and Refugee Gangs projects; and five grants were awarded to support Gangproofing Young Children projects. Consortia projects were funded for up to \$750,000 a year (in most cases) for up to 5 years. Demonstration projects in the other four areas were funded for up to \$150,000 a year (in most cases) for 3 years. Finally, two research projects were funded for up to \$100,000 a year for 3 years.

The focus of each of the priority areas for FY 1992 is briefly described below.

Community-Based Consortia

This priority area was directed at projects with the capacity to generate sustained, collaborative, community-wide support for strategies that address the issues of youth gangs and drug abuse prevention and require a partnership (consortium) of at least three city, county, town, neighborhood, or other local organizations. The community-based consortia focused multiple Federal, State, and local sources of funding on the needs of their participants.

Adolescent Females at Risk of Gang Participation

This priority area was directed at projects focusing on the delivery of prevention and intervention services to adolescent females at risk of (or already) participating in youth gangs and their illegal activities. This priority area includes projects aimed at addressing the psychological and emotional needs of young girls during the critical stages of puberty, as well as projects that identify and work with these youth and their families to prevent and divert them from gang and drug involvement.

Gangproofing Young Children

This priority area was directed at projects that develop gang prevention programs for children 4 to 8 years old. These projects are meant to continue preschool programs (such as Head Start) for the first 3 years of elementary school in an effort to "gangproof" these young children.

Employment Programs for Youth at Risk of Gang Participation

This priority area was directed at projects that implement innovative models for offering job training and placement for older at-risk youth. This area includes programs working side by side with local private industry councils and trade associations as well as other job training facilities, with the goal of establishing small entrepreneurial projects and/or apprenticeship programs for youth between 15 and 18 years old. By responding to the needs of older at-risk youth, these projects



were designed to provide nongang options for these young people.

New Immigrant and Refugee Youth Gangs

This priority area was directed at projects developing, implementing, and testing culturally relevant prevention and early intervention approaches for working with new immigrant youth at risk of, or participating in, gangs. These projects attempt to break down the historical, cultural, and language barriers that have existed between social service providers and new immigrant youth, and to develop approaches that address ethnicity positively. The projects strive to develop a community support system that can meet the cultural, social, psychological, and educational needs of new immigrant youth.

FY 1992 Research Priority Areas

Two research grants were awarded in FY 1992: one grant to support research on gang families, and one to support research on the identification of factors that predispose a youth to avoid gang involvement.

Grants Funded in FY 1994

The 21 demonstration grants selected by FYSB for funding in FY 1994 address Community Planning. These grants support the youth development framework adopted by ACYF and other Federal agencies to respond appropriately to the realities of youth needs and to provide a comprehensive approach to youth problems. The

21 projects are premised on the necessity of careful planning for gang and drug prevention in socially and economically disenfranchised neighborhoods across America.

The task of the 21 new grantees is to build robust coalitions of community groups that can identify local needs and develop 5-year action plans for deploying their prevention assets—to avoid being duplicative while finding ways to fill gaps in services. Each project views youth and families as basic resources and seeks to empower people to share and gain from their own knowledge of the social settings in which they live.

The grantees' projects are located in culturally diverse communities, both rural and urban, which suffer from social and economic isolation. They range from eastern cities such as Boston, Massachusetts, and Brooklyn, New York, to isolated rural communities such as Bayfield, Wisconsin, and Volcano, Hawaii. Among the projects in western and southern states are those in Spokane, Washington; four cities in California; El Paso and San Marcos, Texas; and Dade County, Florida. The populations served by these projects represent ethnicities ranging from African American to Native American to Southeast Asian to Latino—a remarkable diversity.

Each community involved in these planning grants will undertake a thorough assessment of its needs and resources, employing tools that range from interviews and surveys (which some grantees are using trained youth to conduct) to special events at which community input will be solicited. Analyses and sharing of the results will be performed by youth in



concert with community leaders in a continuous process of capacity building and empowerment. At youth summits, community "speakouts," and other large-group events, both youth and adult community residents will debate and reach consensus on next steps. Throughout this process, the aim is to support a vision of community renewal in which everyone has a say.

The need for planning projects is high, particularly in marginalized neighborhoods. The FY 1995 projects are designed to draw on the strengths that such neighborhoods possess, despite their problems, and to build on or revamp existing service delivery systems. In particular, the grantees will connect youth services with existing institutions (especially community-based organizations) that are already adept at empowering their constituents.

Finally, through ongoing documentation (sometimes performed by youth), these projects will preserve and communicate vital lessons learned. Evaluations of processes and results will be facilitated by video as well as written documentation. Grantees that perform satisfactorily will be eligible to compete for 5-year implementation grants contingent upon the availability of funds.

YOUTH GANG/DRUG PREVENTION: COOPERATION AMONG FEDERAL AGENCIES

Solving Youth Violence Conference

Planned and funded jointly by the Departments of Health and Human Services, Justice, Education, Labor, Treasury, and Housing and Urban Development, as well as the Office of National Drug Control Policy, this August 1994 conference addressed the crucial issue of violence in the lives of young people. The purpose of this event, which drew roughly 600 participants to Washington, D.C., was to encourage the sharing of information and strategies with regard to youth violence prevention. Several FYSB grantees were among the presenters at this conference.

Other Collaborations

During FY 1994, FYSB and the Administration on Developmental Disabilities (ADD) of the Department of Health and Human Services signed a Memorandum of Understanding (MOU). Through this mechanism, FYSB and ADD are working to increase access to generic and specialized services for youth with developmental disabilities. FYSB and ADD convened the Task Force on Serving Youth With Developmental Disabilities in April 1994. This event brought together disabilities advocates and FYSB youth program grantees to develop strategies for implementing key provisions of the MOU. FYSB and ADD have distributed a report of this meeting's outcome to other Federal agencies and held a September briefing for key Federal staff working on youth and disabilities issues. FYSB and



ADD staff also facilitated a discussion of how other agencies can work collaboratively on these issues.

In October 1993, the National Institute of Justice (of the U.S. Department of Justice) and FYSB jointly funded a two-year research project to undertake both process and impact evaluations of three of the four Adolescent Females demonstration projects funded by FYSB in FY 1992

(one each in Boston, Massachusetts; Pueblo, Colorado; and Seattle, Washington). This research will examine the role of young females in gangs and the impact of prevention programs designed for females.

Additional collaborations have been undertaken with the Departments of Education and Justice, both of which sent representatives to and ran workshops for the Third National Conference.



CHAPTER II

TYPES AND CHARACTERISTICS OF PROJECTS OPERATING IN FY 1994

During FY 1994, the Youth Gang Drug Prevention Program operated 49 projects. These consisted of the grantees originally awarded funding in FY 1992 and the newly awarded FY 1994 grantees (see Appendix A for a list of all grantees).

CHARACTERISTICS AND LOCATIONS OF GRANTEES

The 28 grants in the FY 1992 cycle consisted of 9 consortium projects, 4 adolescent female projects, 5 employment projects, 3 projects serving new immigrant and refugee youth, and 5 gangproofing young children projects. In addition two research grantees were funded. In FY 1994, 21 Community Planning grants were funded to develop long-term action plans for how best to deploy their communities' prevention resources.

Figure II-1 shows the project types operating in FY 1994, by priority area; Table II-1 in Appendix B presents the projects by grantee name and location.

Types of Grantees

Over half of all the FY 1992 Youth Gang Drug Prevention Program grantees were private nonprofit agencies. Twenty-five percent were city government agencies (most frequently Mayor's offices); 10.7 percent were State government agencies; and 7.1 percent were universities.

Over half of all FY 1994 Community Planning grantees are private nonprofit agencies, followed by 19 percent city government agencies and 9.5 percent school districts; universities, county and State government agencies and Indian tribes each constitute 4.8 percent. Table II-2 in Appendix B shows the breakdown by type of grantee.

Geographical Distribution by State

The grants operational in FY 1994 are located in 20 States, the District of Columbia, and Puerto Rico. The map at the end of this chapter shows the location of the grantees by State and the number of grantees per State. Thirty-two percent of the FY 1992 grantees are located in California, followed by Massachusetts with slightly over 11 percent and the District of Columbia and Washington State with slightly over 7 percent each.

Of the FY 1994 Community Planning grantees, 23 percent are located in California, followed by Massachusetts, Wisconsin, and Texas with 9.5 percent each. Slightly under 5 percent each of the grantees are located in Florida, Washington, Hawaii, New York, Tennessee, and the District of Columbia.



Region IX (the West and Hawaii) received the most grants (35.7 percent) among projects funded in FY 1992, followed by Regions I and III (New England and the Mid-Atlantic) with 14.3 percent each.

The majority of the FY 1994 grants are also located in Region IX (33.3 percent) followed by Region VI (South) with 14.3 percent. Regions I, IV, V, and VII each have 9.5 percent of the grants. Table II-3 in Appendix B shows the distribution of grants by region for FY 1994.

Location of Services

The vast majority (83 percent) of the FY 1992 projects operated in urban locations, such as Chicago, San Francisco, Minneapolis, Providence, Los Angeles, and Philadelphia. Several projects (10.8 percent) were located in rural locations, and 3.6 percent were in suburban locations.

Although the FY 1994 Community planning grantees are not providing services under this contract, the majority (86 percent) of the lead agencies are located in urban areas. Ten percent of the grantees are located in rural areas, and just under 5 percent are located in suburban areas.

FIGURE II-1

YOUTH GANG DRUG PREVENTION PROGRAM PROJECT TYPES, FY 1994

PROJECT TYPE	NUMBER OF PROJECTS	START DATE	END DATE
FY 1992 GRANTEES			
Consortia	9	9/92	10/97
Adolescent Females	4	9/92	9/95
Employment Programs	5	9/92	9/95
New Immigrant	3	9/92	9/95
Gangproofing Young Children	5	9/92	9/95
Research	2	9/92	9/95
FY 1994 GRANTEES			
Community Planning	21	9/94	9/95
TOTAL	49		



Many projects serve youth and families in multiple locations. Table II-4 in Appendix B shows that over half were located in schools and recreation centers; 50 percent offered street outreach; and over 30 percent offered services in housing projects and juvenile courts.

TYPES OF SERVICES AND ACTIVITIES

Grantees offered over 40 different types of services and activities to youth, families, and communities during FY 1994. Most projects used a variety of approaches, depending on their resources, experiences of what had worked in the past, and what was culturally appropriate for their target group and community. Diverting youth and their families away from gangs and drug-related activities by offering alternatives was a crucial element of these prevention efforts. Table II-5 in Appendix B shows the services delivered by grantees operating in FY 1994.

Consortium Projects

All of the consortia provided many recreational and educational activities to participants; six of the nine grantees provided cultural enrichment and outreach services; and five of the nine provided mentoring, tutoring, and summer activities. The consortia frequently offered recreation services to youth to bring them into the project. Once in, the youth would be offered activities to get them involved over the long term, such as skills training workshops or membership in a school club. These consortia grantees followed the participants more closely,

providing more case management services than the original round of projects. Another trend was an increase in activities such as theater or media groups, field trips, and parent-child involvement activities.

Although these projects planned numerous activities for parents, many had difficulty getting and keeping parents involved. Over three-quarters of the consortia offered parents educational workshops and skill-building groups. Family retreats, which were increasingly prevalent during this year, proved highly successful in generating parental interest in the projects. They also provided good opportunities for staff to give concrete support to parents struggling to address complex issues in their children's lives.

Single-Purpose Projects

The ongoing single-purpose projects focused on four priority areas: adolescent females; employment; new immigrant youth; and gangproofing young children.

The projects dealing with adolescent females offered services that meet the needs of girls at risk of gang involvement: educational services; cultural enrichment; mentoring; recreation; health services; outreach; and support groups. Some also offered gender-specific programs, such as self-esteem building, pregnancy prevention, and self-development programs for girls. These grants are focused on African-American, Latino, and Asian youth.

All of the projects serving new immigrant populations focused on cul-



tural enrichment activities, tutoring, and counseling to their participants. Frequent home visits were made to parents and other family members. (Home visits were also increasingly used by other projects as a vehicle for engaging parents reluctant to come to the project's sites.)

The gangproofing grantees provided educational programs to young children (ages 4 to 8) offering multicultural enhancement curricula in elementary schools or at Head Start centers. All five projects involved family members in support groups or in educational programs or field trips geared to their specific ethnic group. These projects also conducted a variety of community education programs, such as fiestas, to gain local support.

The employment grantees offered job counseling, on-the-job-training, and entrepreneurial skills training to youth. Most also offered support groups, outreach, and counseling.

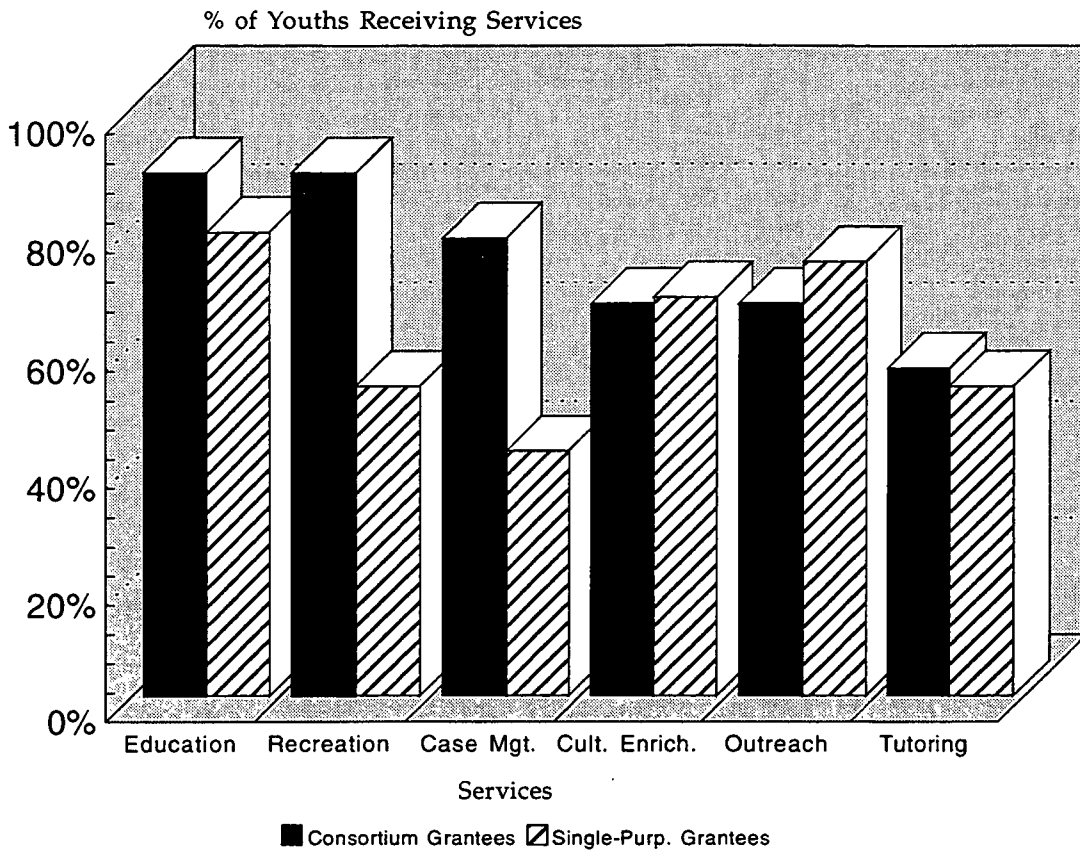
Figure II-2 summarizes the top six services delivered by all projects. Education/skill building, outreach, cultural

enrichment, case management, tutoring, and recreation were provided by more than half of the projects. These services were followed most frequently by mentoring, employment services, and summer activities. Two-thirds of the projects were working with parents, most often providing education, support groups, and retreats. More than one-third of the projects provided community education programs; others (mostly consortia) collaborated with other agencies, or conducted community empowerment activities.

Research Projects

Two research projects were funded in FY 1992. One was funded to examine factors related to gang membership resistance, and the other is a study of the nature of families with gang members living in a predominantly Chicano public housing site.

Preliminary research findings from each of the FY 1992 projects will be available next year.



**Figure II-2
Top Six Services Delivered, FY 1994**

CHARACTERISTICS AND NUMBERS OF YOUTH AND FAMILIES SERVED

Age Groups Served

The majority of the continuing grantees focused their services on youth between the ages of 12 and 16. The average age of a project participant was 15. FY 1992 grantees are serving significantly younger children. For the Gangproofing

Young Children grantees, the target age is 4 to 8 years old. Many other projects are also targeting younger youth in order to positively influence children before they are at higher risk for gang involvement.

Racial and Ethnic Groups

Twenty-one different racial and ethnic groups were served by the projects in FY 1994. Fifty-eight percent of the grantees were serving African-American

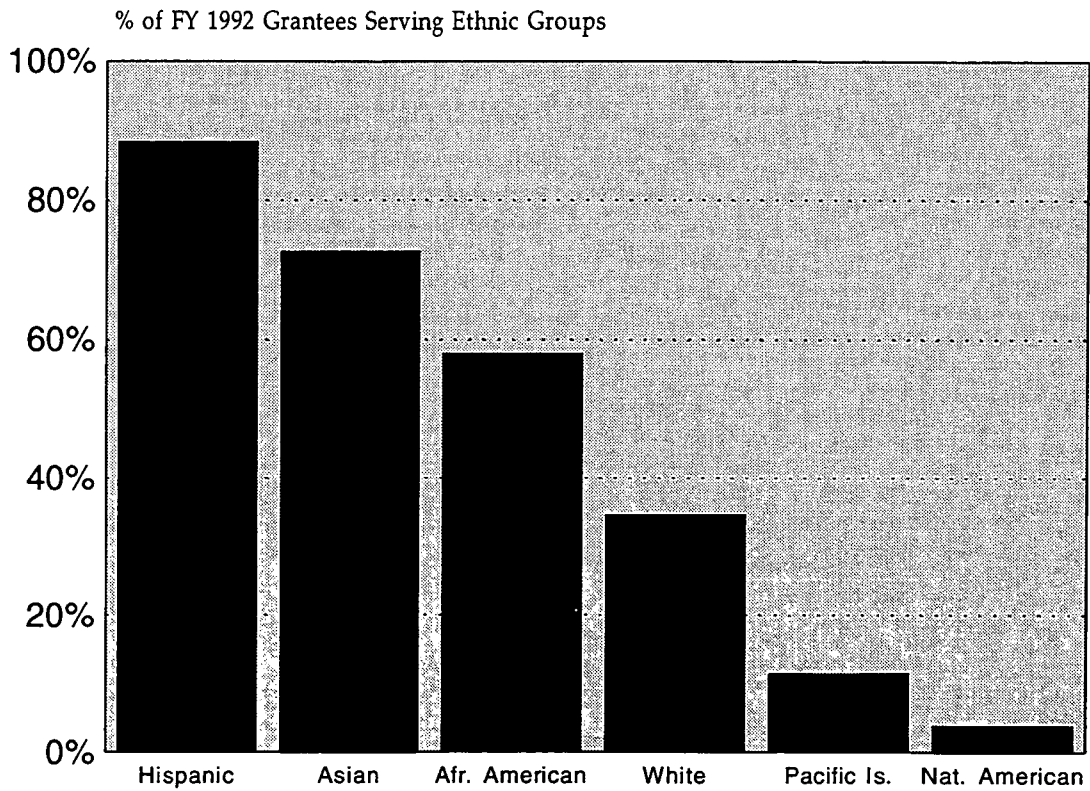


or Caribbean youth. Over 88 percent were serving Hispanic youth (including youth from Puerto Rico, Cuba, Mexico, and Central America). Eighty-five percent were serving Asian or Pacific Islander youth (including Cambodian, Laotian, Vietnamese, Samoan, Mein, Chinese, Korean, Filipino, Hmong, and Hawaiian youth). Roughly 4 percent were serving Native American youth.

Thirty-five percent of the grantees are serving white youth, often via consortium projects that include school-based services and a curriculum-based activity. Table II-6 in Appendix B and Figure II-3 on the following page present detailed breakdowns of all the ethnic groups served.

Numbers Served

Figure II-4 shows the number of youth, parents and families, and community members who received services from the ACYF youth gang drug prevention grantees in FY 1994. The nine consortium projects served approximately 7,000 youth and 1,600 parents, an average of nearly 750 youth and 180 parents each. Single-purpose projects served approximately 2,500 youth, an average of 134 each. Consortium and single-purpose grantees reached approximately 8,000 community members through community education and community action activities. In addition, consortium projects specializing in radio and television productions, such as the Fresno County (California) Economic Opportunities Commission, reached audiences of more than 60,000.



Note: Percentages add to more than 100 because most grantees serve multiple populations.

Figure II-3
Youth Gang Drug Prevention Program:
Ethnic Populations Served, FY 1994



Thousands

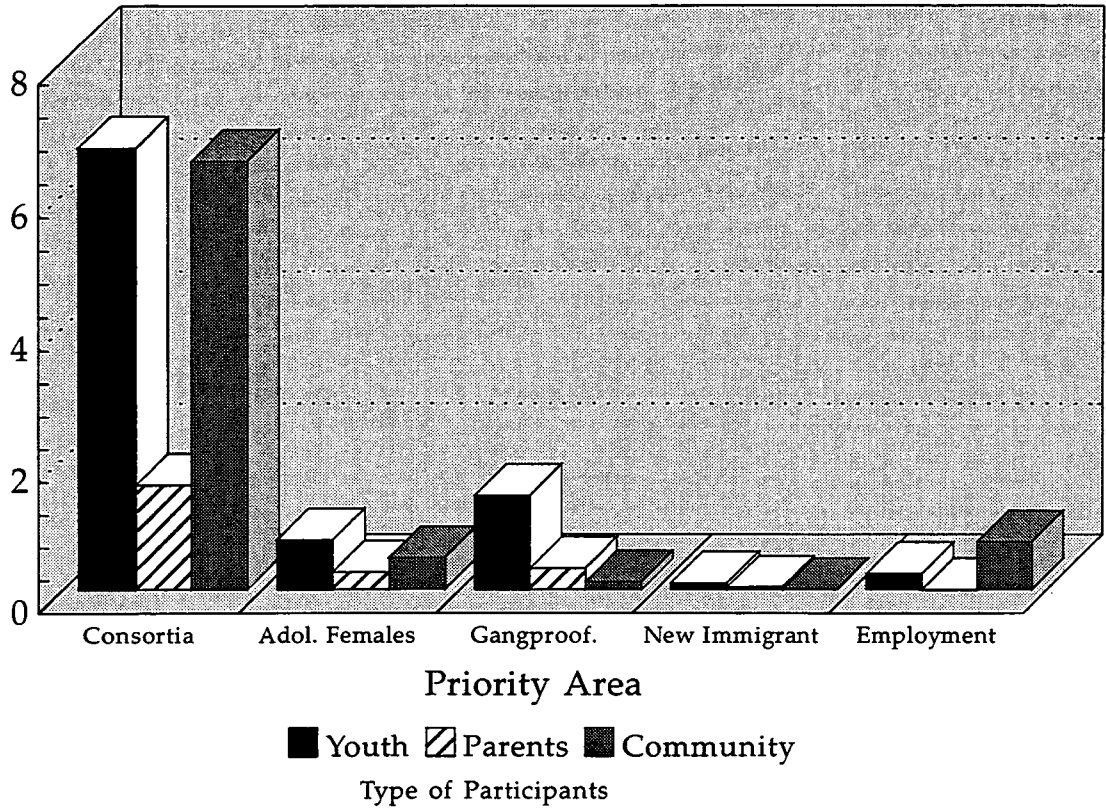
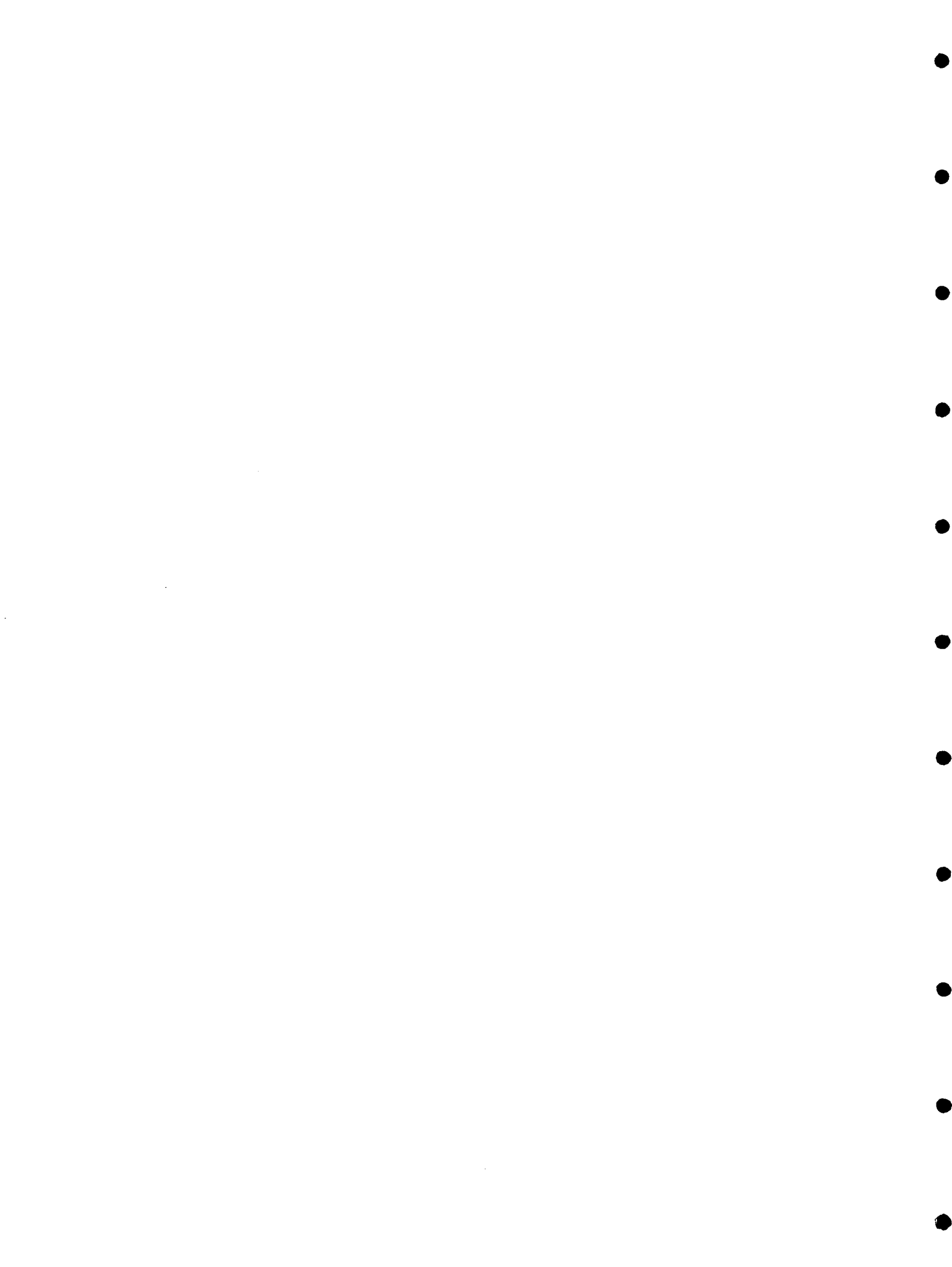


Figure II-4
Youth Gang Drug Prevention Program:
Participants Served in FY 1994 (by Priority Area)

LOCATION OF FY 1992 AND FY 1994 YOUTH GANG DRUG PREVENTION GRANTEES







CHAPTER III

PROMISING PROGRAMS AND ACTIVITIES

This chapter reviews FY 1994 Youth Gang Drug Prevention program projects and activities that are considered promising. Examples are presented within each of the current priority areas of the program: community-based consortia; adolescent females; gangproofing young children; new immigrant and refugee youth; and employment programs.

The projects and activities highlighted here are innovative in terms of their service delivery strategy, management approaches, or mix of strategies and agencies. Each addresses one or more of the goals of Section 3501 of the Anti-Drug Abuse Act of 1988.

COMMUNITY-BASED CONSORTIA

Los Angeles County, California: Mujeres Y Hombres Nobles Project

The Mujeres Y Hombres Nobles (Honorable Men and Women) project, developed for the residents of East Los Angeles, is the first of its kind in the nation. This community/service-based alternative education program serves middle and high school youth and their families. The program offers intervention and prevention activities to youth for whom enrollment in public school is not possible due to gang involvement, truancy, or substance abuse. This program has effectively integrated

academic programs, substance abuse prevention and treatment, health-related services, parenting, individual and family counseling, and a "school-to-work" program to provide a holistic approach to addressing youth gang and drug involvement.

Academic programming consists of the Alternative Schools With a Purpose, Pregnant Minor Program, and Independent Study Program. Each of the three academic programs focuses on a specific target population (pregnant teens, students in grades 6 through 12, and youth in housing developments and correctional facilities, respectively) to assist them in earning "units" toward grade promotion and ultimately a high school diploma.

The student-centered curricula actively engage youth in classroom dialogue and interaction. The Pregnant Minor Program, for example, focuses on academic preparation within the context of parenting, health issues, and literacy. In the Independent Study Program, youth receive individualized course study and are required to attend class at least 1 hour per week. Many students exceed the minimum requirement and eventually enroll in school full-time.

The School-to-Work program, a new component of this project, pairs each



student's curricula with job placements. The program emphasizes job training and skills development and has established relationships with the local community college and university, AmeriCorps, and several other worksites. These relationships have enabled youth to enroll in introductory college courses and be placed in over 65 jobs.

The program has also embarked on several peace and mediation projects consisting of training sessions to teach communication skills and strategies in addressing conflicts in schools. Along with parents, teachers, counselors, and administrators, youth receive this training so that they can proactively address potential conflicts.

Mujeres Y Hombres Nobles has evolved into a program of promise, success, and exemplariness. This is evidenced by the local, state, and national recognition that the program has received.

**Program Staff
Mujeres Y Hombres Nobles**

City and County of San Francisco: San Francisco Gang Prevention Project

The San Francisco Gang Prevention Project is a consortium project designed to prevent and divert high-risk youths (especially 11- to 14-year-olds) from joining gangs and becoming drug-in-

involved. Administered by the Mayor's Office, the San Francisco Gang Prevention Project includes representatives from seven community-based organizations and eight city departments, which share decision-making responsibility through the Mayor's Drug Task Force (which comprises 35 community and government members). This consortium coordinates local streetwork, outreach, and case management; drug prevention education in schools and neighborhoods; training in communication and gang negotiation; and recreational and social activities.

By reaching out assertively to youths and their families—not only at schools and recreational sites but also on the streets, in parks, and at social or sports events—outreach workers offer at-risk youngsters multiple forms of support. This project's approach begins with, and then builds on, one-on-one relationships initiated by outreach workers. Once a personal connection has been established with an at-risk youth, the outreach worker (who is often a resident of the local community) introduces that individual to an array of educational, social, recreational, and health services provided by consortium agencies.

In FY 1994, backpacking was incorporated into the project's Wilderness Program trips. During these trips (for which 10 youths are selected by each caseworker), participants interact with police officers and trained guides in a positive experience. Also active was the popular Video Van, a fully equipped mobile van with all the necessary equipment on board to produce a video project. Program participants receive



training in all aspects of video production—from research and planning of a project to camera work, lighting, interviewing and editing. The Van is available to consortium member agencies on a rotating basis.

Completed video projects are integrated into the project's Gang Prevention Education Curriculum, collaboratively designed by the school district, the police department, and a project education specialist. This comprehensive curriculum is delivered to youths, school and parent groups, and community organizations. Its aim is to persuade third- to eighth-grade audiences that a reduced-risk lifestyle is preferable to the risks of gang violence and drugs. Through roleplays and other direct-involvement activities, students learn about lower-risk behavioral options and are encouraged to obtain conflict-resolution skills. They also participate in special activities, such as the preparation of "positunes"—positive message posters that enable the students to express strongly felt opinions as they learn about responsible advertising. These posters appear on many municipal vehicles in the city.

Providence, Rhode Island: Southeast Asian Youth and Family Development Project

This consortium project, an initiative of the Mayor's Council on Drug and Alcohol Abuse in Providence, recognizes the natural need of most young people to affiliate in groups of peers. This project's youth gang outreach workers go to gang

Our gang prevention education curriculum has been so successful that many students have been reluctant to participate in school-based activities. Students feel that the lessons they are learning from our program curriculum are more important and better prepare them for high school, jobs, and the streets.

Staff, San Francisco Gang Prevention Project

areas and meet directly with Cambodian, Hmong, and Laotian gang members.

The central initiative of this consortium is the Indo-Chinese Advocacy Project's (IAP's) Gangs to Clubs program. Through extensive community outreach and on the strength of its programs, this consortium has grown tremendously. It now consists of 18 members, including agency leaders, community leaders, and local and State personnel. Many of the Southeast Asian organizations that have joined did not even exist when the project began.

The aim of the project's youth gang outreach workers is to persuade younger, uncommitted members (ages 11 to 15) and at-risk youth to join legitimate clubs. These clubs offer leadership roles and skills training in such areas as cooperative problemsolving, decisionmaking, and good study habits. By the end of FY 1994, IAP had worked with youth to establish 11 clubs focused on culture and language, sports, and other prosocial activities.



The Socio-Economic Development Center for Southeast Asians (SEDC), one of the members of the consortium, provides summertime academic support through its Summer Academy for Dropout Prevention, which focuses on tutoring and classwork (including English language, math, science, social studies, and cultural heritage instruction). Older youths receive GED and job preparation training. Summer Academy staff work closely with youth gang outreach workers to identify young people who would benefit from enrollment. Participants in the Summer Academy are monitored and assisted when school resumes as part of the continuing dropout prevention program.

The Southeast Asian Parents Association, another member of the Gangs to Clubs consortium, serves as a support group for Southeast Asian parents and as an advocacy group for Cambodian, Hmong, and Laotian families. It provides training in parenting skills and substance abuse prevention education. Workshops teach Southeast Asian parents how to reinforce self-esteem and other skills learned by their children.

Minneapolis, Minnesota: Southeast Asian Community Coalition for Youth and Families

The Southeast Asian Community Coalition for Youth and Families is a consortium of eight Asian organizations led by the Minnesota Department of Human Services and Immigrant Assistance Division to reduce gang and drug activity at the grassroots level in the Southeast Asian community throughout

the Twin Cities metropolitan area (St. Paul and Minneapolis). The consortium provides a mechanism to bridge the divides that exist among the different Southeast Asian subpopulations. This consortium has provided services in the schools, public and subsidized housing sites, youth homes, and community centers. The program's core services to youth and their families are after-school education and recreation, cultural activities, tutoring, counseling, mentoring, career and employment counseling, and language skills training.

In FY 1994, the program held a parent conference that offered workshops (in 4 languages) on parenting, biculturalism, and the experiences of Asian-American teens. The coalition's summer program, in collaboration with the Minnesota State Department of Natural Resources, allowed youth to experience firsthand Minnesota's vast natural resources through field and camping trips.

Fresno, California: Club Sanctuary

The Club Sanctuary project is a multifaceted, community-based consortia project providing a diverse group of youth with a wide range of activities and services to prevent gang and drug involvement. Consortia members include The Sanctuary (Fresno Economic Opportunities Commission), Fresno Unified School District, Boys and Girls Club, and the Fresno Police Activities League. At four sites, this project offers a strong performing arts component as well as case management and other services.



Youth theater participants perform at The Sanctuary, in schools, and at other community locations. In addition, they broadcast a television program on two channels, thus reaching thousands of additional youth. Students in the performing arts program attend high school in The Sanctuary; plans are under way to begin separate classes for middle school youth who want to participate in the project's theater component. A summer Youth Employment Program, funded by the Department of Labor, provides youth with jobs as performers or technicians in the theater troupe.

ADOLESCENT FEMALES

Pueblo, Colorado: Movimiento Ascendencia

Movimiento Ascendencia (MA) is a social research and development project focusing on two groups of female youth: at-risk and gang-involved females from 8 to 12 and 13 to 18 years old, respectively. The development-related goals of this project include creating gang female-specific conflict/mediation modules; conducting and analyzing the results of gang family and gang worker focus groups; and developing prevention program modules. With respect to prevention and intervention, this project offers a wide range of services, such as self-esteem and conflict resolution training; substance abuse prevention; HIV/AIDS prevention education; and career and skills training. Various activities and events address African-American cultural identity and awareness.

In FY 1994, training of mentors for MA participants began. The project held its first end-of-school-year celebration in May 1994 for MA girls, their families, and their mentors; at this event, MA participants staged a talent show. To enhance participants' sense of involvement, MA also developed four program committees (fundraising, activities, recruitment, and set-up) that participants can choose to join and support. In FY 1994, MA's education/tutoring program was especially successful; it received significant support from local schools and faculties involved with this venture.

Washington, D.C.: Metropolitan Police Boys and Girls Clubs

This project's services to young residents of four neighborhoods in the District of Columbia address both parents and families and cover adolescent development, health and hygiene, and parenting skills. In particular, this project focuses on young girls, who are increasingly drawn to the excitement and glamour of gang activity. The Female Leadership Project of the Clubs is designed to point girls in a different direction, inspiring them to make informed choices and helping to ensure that these girls' younger sisters do not become gang involved. An Early Intervention Program component emphasizes violence prevention for Club participants.

In addition, the Clubs' Parenting Partnership addresses parenting competencies by building on sound family relationships and initiating new relationships with other families that belong to



the Clubs. Parents participate in educational excursions that demonstrate the value of family retreats as a model for enhancing family well-being while simultaneously enabling project staff to assess participating families' strengths and limitations. A bi-monthly Total Parenting Partnership program offers support-group and ongoing staff contact.

Our Alumni Chapter's purpose is to send youth out into the world with what they've learned about themselves . . . and to provide us with student interns and future mentors.

**Staff, Metropolitan Police
Boys and Girls Clubs**

In FY 1994, facilitators conducted interest assessments of children in 12 participating families, provided counseling, and undertook recruiting. The Clubs' Rites of Passage program, which uses dynamic leadership to help troubled girls acquire self-esteem and leadership abilities, held a winter retreat. Topics covered by this program included sexual health and responsibility, interactions and violence, and spiritual health.

GANGPROOFING YOUNG CHILDREN

San Diego, California: Home Start Child and Community Development Project

A collaborative effort among an elementary school and two nonprofit social service agencies, the Mano a Mano (Hand to Hand) project takes as its goal the empowerment of 5- to 8-year-old children and their families so that they can be advocates for change in their lives. The project offers individualized and comprehensive services to ensure that every student comes to school ready to learn. It also positions its activities squarely within the community itself, recognizing that positive behavioral changes are more likely when they are encouraged in a culturally sensitive manner not only at the individual level but also within the neighborhood.

Austin, Texas: Paths to Prevention: Gangproofing Austin's Children

The Austin Independent School District and Child Incorporated, the county's designated Head Start program, designed Paths to Prevention, a family-centered model for intervention in gang-plagued neighborhoods in Austin. This project exposes young children to positive role models (including police officers and older peers), encourages parental involvement in the education of young children, and provides curricula and teacher training for substance abuse prevention, conflict resolution, cultural



awareness, gang resistance skills, and self-esteem.

This project has tailored existing curricula on violence prevention and self-esteem for the targeted population of this program. A "good guy/bad guy" model of violence is avoided; instead, children are encouraged to consider both perpetrators and victims. Central to the curricula is training on identifying and redirecting feelings of anger and frustration.

This quarter, significant rapport was established with teachers, which supports our program's premise that effective collaborative efforts require an investment in building relationships.

Program Manager, Mano a Mano

Using the metaphor of medical inoculations, the project gives young children an initial "dose" of the curricula and then follows up, in the next year, with a "booster" to reinforce learning. To address all the influences on children's perceptions of violence and its causes, a unit on media and television violence has been added to the curriculum. In addition, units on cultural heritage focus on the history and contributions of African-Americans and Mexican-Americans and incorporate anti-racism training.

The projects' curricula for children were implemented in two local schools

and four Head Start programs. This project also strengthened its parental involvement component by selecting a curriculum for use in formal classes and recruiting parent volunteers to facilitate parent support groups. To address the needs of entire families, the project began offering a Nurturing Program, which involves 15 weeks of intensive training sessions for groups of parents and children. During these sessions, both groups are taught the same concepts (e.g., the use of "time out" as a disciplinary strategy), which are then regularly reinforced. Family Learning Weekend retreats (featuring both recreational and learning activities) are an important component of the Nurturing Program.

Long Beach, California: Gangproofing Cambodian Children

This project utilizes after-school culture classes and home-based parent education to gangproof Cambodian preschool and elementary school children. Using curricula adapted for this population and taught in both Khmer and English, this project seeks to strengthen participants' problem-solving, negotiating, and decision-making capacities, thereby reducing their chances of becoming gang involved. Khmer stories and songs, health and safety lessons, and art projects reinforce children's learning.

Intensive home-based parent education continues to be a vital component of this project. Staff have engaged in active parent recruitment activities and adapted existing parent education curricula for Cambodian parents. The project has also collaborated



with family literacy programs in project schools. In this way the parents were encouraged to stay involved in their children's schooling while furthering their own language skills.

Many parents have stated that their relationships with their children have improved after gaining behavioral adjustment and language skills through the program.

Staff, United Cambodian Community

NEW IMMIGRANT AND REFUGEE YOUTH

Latin American Youth Center, Washington, D.C.

The Latin American Youth Center (LAYC) serves mainly Central American and Caribbean youths and their families in several inner-city Washington neighborhoods. The center offers leadership activities, family support, and substance abuse prevention and education. Significantly, the LAYC is now dealing with rising populations of Southeast Asian immigrants and refugees in the community—individuals whose needs differ markedly from those of Hispanic residents. Thus, the LAYC is struggling to provide culturally sensitive services to diverse groups.

The LAYC's services include individual case management as well as educa-

tional activities and recreational events for youths and their families. Weekend retreats, a Challenge program (akin to Outward Bound), and classes in English as a Second Language are among the center's offerings.

The Leadership Development program, for which LAYC staff developed a curriculum covering cultural sensitivity and interpersonal skills, values clarification and family dynamics, substance abuse prevention and education, and sexuality, is an important focus of this project. After analyzing the curriculum's effectiveness, the staff added another topic, career development, to provide participants with hands-on training and educational support as they worked to set personal goals and plan careers. Further refinement of the curriculum led to the hiring of a career development specialist as well as planning for on-site work experiences and career mentoring for participants.

In FY 1994, LAYC broadened its network of community and national organizations and local service providers. The Youth Advisory Council cofacilitated a "Youth Forum Day" with the Latino Civil Rights Task Force; panelists included police and school officials as well as LAYC staff and over 150 community youth. In addition, a newly created "Ride Along" initiative with the police department provided an opportunity for youth to experience firsthand the risks that police face daily.



EMPLOYMENT

Tacoma, Washington: Positive Alternatives for the Children of Tacoma

PACT (Positive Alternatives for the Children of Tacoma) uses a community team approach to support self-sufficiency in African-American and other youths who have been incarcerated or are at risk for gang and drug involvement. This program prepares 16- to 18-year-old participants for employment through a mix of assertive outreach and educational services, mentorships, workplace and new-employee training, and paid apprenticeship training in the private sector.

Youths entering this program follow one of three tracks: ongoing case management (to build trust in youths not yet ready for employment); worksite and preemployment services (offering on-site, part-time employment for youths with limited or no work history); and job development, placement, and apprenticeship programming, all of which are designed to increase participants' skills in maintenance and other building-related trades.

In FY 1994, this program continued strengthening its working relationships with four local juvenile corrections group homes; it also developed expanded referral mechanisms with a county corrections facility. PACT was involved in regular partner and team meetings, local violence prevention forums, gang remediation and juvenile justice activities, and community mobilizations. These cooperative undertakings increased the program's visibility and effectiveness in

reaching out to highly at-risk, needy youths—one-third of whom are on parole or probation, and nearly half of whom have never prepared a resume.

PACT's work skills program involved youth in a soap-making venture and a disposable-camera distribution activity—both of which help participants develop pre-employment skills. The project focused on enhancing private-sector work opportunities and formal apprenticeships for participants.

Through our involvement in local violence prevention forums, gang remediation activities, and community mobilization, PACT has gained significant public visibility.

PACT Project Director

Baltimore, Maryland: Living Classrooms

This project of the Living Classrooms Foundation focuses on juvenile offenders and other at-risk youths from 16 to 20 years old who have engaged in illicit, drug-related activities. It helps these youths develop job skills in the marine trades, learn how businesses operate, and transfer their entrepreneurial skills to legitimate undertakings. Through skills training and on-the-job experience, participants are able to assist in the operation of Tico Enterprises, a business whose proceeds are divided between its student shareholders and a scholarship



fund for future participants. Tico's operation as a profit-making venture creates opportunities for participants to acquire needed skills while serving the needs of the business.

As evidence of the power of this project to affect the larger community in which it is situated, Tico also worked with area middle schools whose students assisted with production tasks and were thus exposed to youths who serve as positive role models. Tico team members have also served as peer supervisors in the Living Classrooms' Maritime Institute Summer Program, an employment-study program for at-risk high school youths in Baltimore and Washington, D.C.

In FY 1994 Tico continued to distribute profits to company partners as well as reserve and scholarship funds. Biweekly financial reports were initiated, and weekly staff meetings were held. In addition, the company implemented a performance evaluation system and began daily data collection. To assist other at-risk youth, two Tico members were hired by Living Classrooms to serve as counselors for a week-long team-building program.

As employees demonstrate appropriate performance in the Operations Department, other functions will be awarded. Our goal remains to move Tico employees into the leadership offices.

Staff, Living Classrooms

OTHER PROMISING PROGRAMS

Milwaukee, Wisconsin: Gang Prevention Collaborative

The City of Milwaukee has a long track record of aggressively tackling its youth gang problem. The Youth Diversion Project (YDP), initiated in 1982 by the Social Development Commission, made Milwaukee one of the first major U.S. cities to establish a gang diversion program. The YDP worked successfully with at-risk youths throughout the 1980's; during that time, however, gang membership remained constant.

Deciding that a comprehensive, coordinated prevention system was needed, in 1990 the Social Development Commission spearheaded the creation of the Milwaukee Gang Prevention Collaborative. Initially, the Collaborative dedicated its efforts to early intervention in the lives of the younger siblings of Hispanic gang members. Through this culturally sensitive, family-based approach, the Collaborative aided 80 families, providing them with counseling, support groups, education on drug abuse, and other services.

Building on the success of this inter-generational strategy for gang prevention, the Collaborative expanded its membership and its programming. Its 21 members include the city's public schools, police department, Private Industry Council, 9 neighborhood centers, churches, and other community-based organizations.



The Collaborative has developed a strong partnership with Children's Court to consistently and carefully identify, assess, and refer at-risk youth from the court to the Collaborative. Through this partnership, the Collaborative now serves 250 youth under court supervision.

The Collaborative was also centrally involved in the planning for a Local Community Assistance Forum (conducted in December 1993) that initiated a youth violence prevention effort for the entire city (see Chapter V). The planning process provided additional evidence that the Collaborative (which convened the planning committee for this event) has access to a wide range of key stakeholders in the community and is making a significant contribution to the opening of communication lines among concerned groups and individuals in Milwaukee.

In FY 1994, the Collaborative (renamed the Youth Opportunities Collaborative) continued working with youth at 11 sites while expanding into 2 new sites where the need for services is critical. It hosted a "Healthy Habits" retreat for girls (focusing on teen pregnancy prevention) and two parent mini-conferences. It also launched a cultural exchange program between project youth and young Dakota Sioux tribal members on a Bismarck, North Dakota, reservation. In addition, the Collaborative also trained 30 Summer of Safety Associates as volunteers in a summer recreation and crime prevention program.

Taking kids out of their immediate environment, allowing them the opportunity to self-reflect, is an essential prevention tool.

Milwaukee's Youth Opportunities Collaborative

RESPONDING TO THE OMNIBUS ANTI-DRUG ABUSE ACT

The projects identified as promising in this chapter are noteworthy for the variety of their community contexts, their key players and stakeholders, and their intervention and prevention strategies. Collectively, they represent a tremendous application of energy, commitment, imagination, and resourcefulness to the problems of youth gang and drug involvement.

Despite their diversity, however, all of these projects have exhibited, from their inception, a high degree of responsiveness to the seven broad goals of Section 3501 of the Omnibus Anti-Drug Abuse Act of 1988. The remainder of this chapter highlights ways in which those goals are met by these promising projects.

Goal 1: To prevent and to reduce the participation of youth in the activities of gangs that engage in illicit drug-related activities.



This is the governing goal of Section 3501, and numerous projects are directed toward it. For example, Phoenix's BUDDY Gangproofing Young Children project not only integrates its GUS (Growing Up Strong) mental wellness and gangproofing curricula with academic curricula, but also focuses on the delivery of numerous social services to children and their families. To encourage community involvement, the project received coverage in 1994 from Channel 11, the local government access channel, which filmed and interviewed children and teachers at project sites.

evaluations of their summer job performance.

The Employment and Training Program in Newark, New Jersey, provides unemployed adolescents with life and job preparation skills needed to enter the job market. The program starts with the basics: Who am I? What do I like doing? Where do I want to go? Participants are assisted in setting realistic employment goals and working toward them. Successful participants are placed in the local job market at the close of one year.

Goal 2: To promote the involvement of youth in lawful activities in communities in which such gangs commit drug-related crimes.

Goal 3: To prevent the abuse of drugs by youth, to educate youth about such abuse, and to refer for treatment and rehabilitation members of gangs who abuse drugs.

For many American youths, gangs offer not only emotional and social support but also a seductive alternative to legal employment: the selling of illicit drugs. Several of the promising projects identified in this chapter offer youths employment training and the opportunity to participate in business ventures—powerful antidotes to gang involvement and illicit drug use and sale.

For example, the Latin American Youth Center in Washington, D.C., held a set of meetings in the summer of 1994 with local businesses and offered youth workshops and individual sessions on employment; field trips to the Library of Congress and other resource centers; and

Curricula that target drug abuse are a common feature of many projects, as are services (or referrals to services) that help drug-involved children and youths build the self-esteem and trusting relationships that enable them to become drug free. For example, working with Southeast Asian youths in the East Bay (Berkeley/Oakland) area, the East Bay Asian Youth Center offers counseling and case management, after-school tutoring, parent education (including home visits), summer employment, and cultural activities to strengthen the self-perception and ethnic identity of participating youth. These comprehensive services bolster the family unit and instill cultural pride,



thereby helping Southeast Asian youths resist the lure of drug use.

In Milwaukee, the Youth Opportunities Collaborative provides numerous recreational and cultural alternatives to drug involvement. In 1994 the project assisted with a gang and drug abuse conference targeting Native Americans in North Dakota and set up a letter exchange program between Sioux youth and project youth.

Goal 4: To support activities of local police departments and other law enforcement agencies to conduct educational outreach activities in communities in which gangs commit drug-related crimes.

For at-risk youths in communities nationwide, law enforcement representatives are too often seen as the enemy. Several projects give children and youths opportunities to interact positively with police officers and other public safety officials. For example, during the Wilderness Program trips offered by the San Francisco Gang Prevention Project, youths are joined by police officers, youth developers, and staff of the Yosemite Institute, who accompany them on rafting, backpacking, and other trips. In Washington, D.C., the Metropolitan Police Boys and Girls Clubs work to provide a safe recreational environment for children and youths in troubled inner-city neighborhoods. The youths are directly referred to these clubs from the

Metropolitan Police Department as well as from local service organizations and schools; thus, this project represents a particularly close law-enforcement/community collaboration.

Goal 5: To inform gang members and their families of the availability of treatment and rehabilitation services for drug abuse.

The projects presented in this chapter have created multiple mechanisms for informing not only gang-involved youths but also their siblings and parents about ways of obtaining aid and support. For example, Providence's Gangs to Clubs project uses outreach workers who go to gang areas and meet directly with Southeast Asian gang members; their aim is to persuade younger, less-committed members to join legitimate clubs.

Milwaukee's 21-member Gang Prevention Collaborative works on multiple levels—individual, family, and community—to help youths develop the self-esteem and life skills they need to avoid involvement in drugs and crime. Local businesses are involved in this project's mentorship program for Hispanic youths, who are placed for a day at a worksite under the guidance of an adult role model.



Goal 6: To facilitate Federal and State cooperation with local school officials to assist youth who are likely to participate in gangs that commit drug-related crimes.

Three of the projects described in this chapter focus on the gangproofing of young children (preschoolers through second-graders). Working in school settings, these projects supply curricula that help enhance children's self-esteem, decision-making abilities, resistance to peer pressure to join gangs, and cultural awareness. For example, Long Beach, California's United Cambodian Community project focuses on Cambodian youngsters, offering after-school culture classes for children and home-based education for parents. A parent specialist helps link parents and teachers and assists Cambodian teachers in coordinating the program's Parent Empowerment Plan.

The Socio-Economic Development Center of the Southeast Asian Youth and Family Development Program in Providence, Rhode Island, works with a local school department to provide intensive educational support for gang members. It offers home visits to parents, dropout prevention services such as family and student counseling, and career advice.

Goal 7: To facilitate coordination and cooperation among:

(a) local education, juvenile justice, employment and social service agencies, and

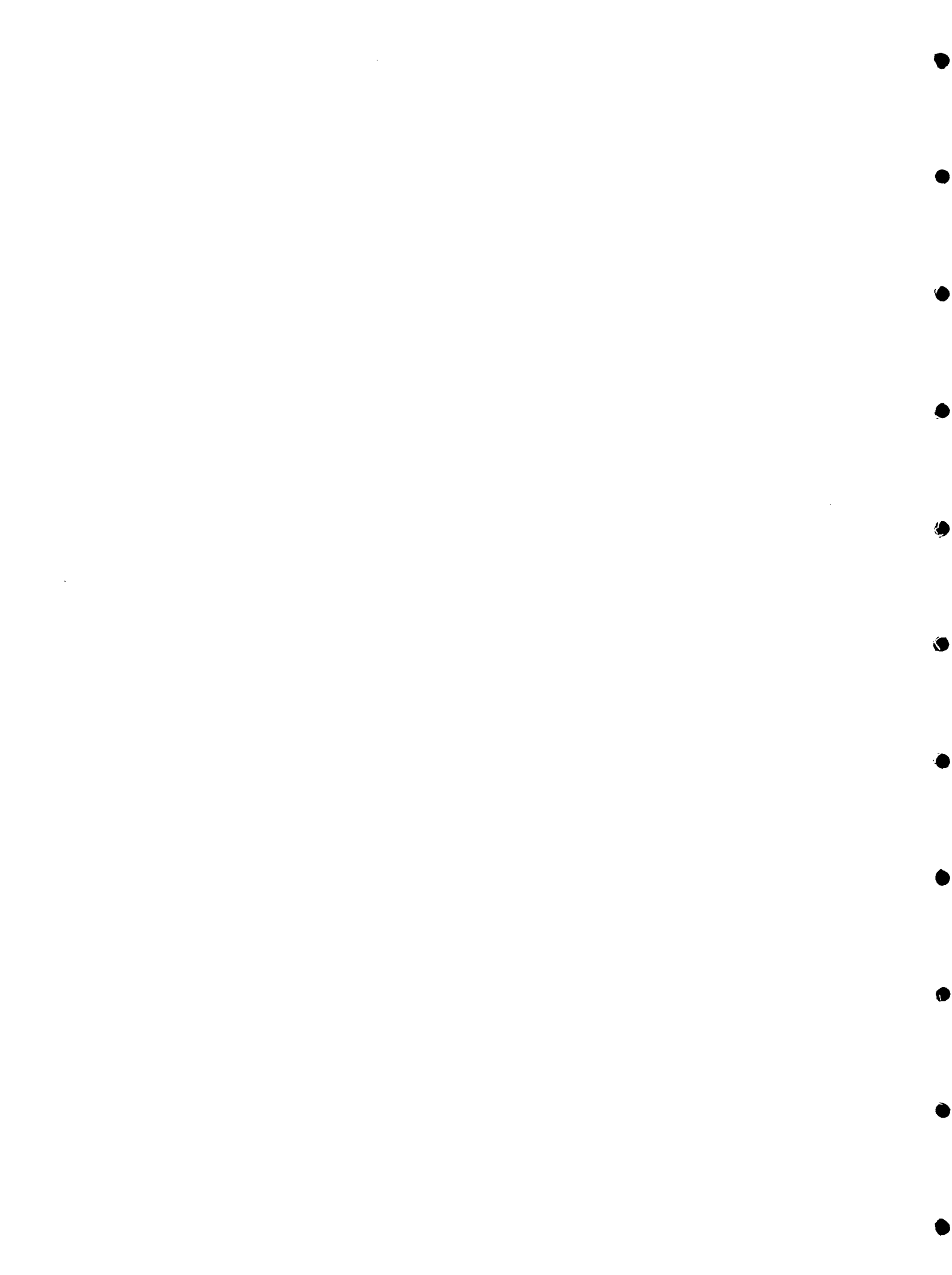
(b) drug abuse referral, treatment and rehabilitation programs, for the purpose of preventing or reducing the participation of youth in activities of gangs that commit drug-related crimes.

Goal 7 is the major programmatic objective of the community-based consortia projects. This goal is pursued, for example, by Philadelphia's Project FLOW. In this project, the Mayor's Office of Community Services collaborates with the Philadelphia Housing Authority and other city departments and nonprofit agencies to provide comprehensive gang and drug prevention services to youth in public housing. In 1994, project youth participated and testified at several Youth Crime Hearings developed and coordinated by youth from the City-Wide Improvement and Planning Agency.

As these examples indicate, FYSB grantees are working hard to pursue and respond to the goals of Section 3501 of the Omnibus Anti-Drug Abuse Act. Under deeply challenging circumstances, these projects' staff—and, it must be stressed, the young participants themselves—have displayed considerable perseverance in



advancing the seven goals of the Act. A clear-sighted vision of problems and solutions, accompanied by unflagging energy and commitment, are the common denominators of these projects.





CHAPTER IV

COMMUNITY PLANNING PROJECTS

Community Planning demonstration grants were awarded in September 1994 by the Family and Youth Services Bureau (FYSB) to 21 community and neighborhood organizations across the country (see Appendix C). Two basic premises underlie these grants. The first is that prevention strategies must lie within a holistic *youth development framework* rather than being problem driven. This means that the best prevention programs will respond to the reality of young people's experiences, goals, strengths, and needs—and will acknowledge the powerful effect of changing social and economic structures on young people's life choices.

The second premise is that in socially and economically disenfranchised neighborhoods, prevention requires *thorough action planning*. To deal effectively with young people's needs, such neighborhoods need robust coalitions of community groups that can develop long-term action plans for how best to deploy their prevention resources.

The action plans that the new grantees are developing are 5-year blueprints for community-wide strategies designed to transform the environment, circumstances, and attitudes that put youth at risk of unhealthy and destructive behavior. The planning coalitions will consult closely with youth, parents,

community-based organizations, police departments, schools, churches, and local businesses about the strengths and weaknesses of the targeted communities. The aim of these coalitions is to identify the most pressing developmental needs of young residents, decide what services already exist and where any gaps are, and help reinforce and equip institutions (such as school and health systems) to carry out their youth-serving responsibilities.

PROGRAM METHODOLOGIES

Projects dedicated to planning for positive youth development in disenfranchised, troubled communities have to start with a practical framework for exploring the problems and opportunities they face. In thinking about how to plan for the eventual implementation of effective youth gang/drug prevention programs, many of FYSB's FY 1994 Community Planning grantees have adapted the *risk-focused prevention model* devised by researchers J.D. Hawkins and R.F. Catalano and their colleagues. These researchers maintain that to prevent adolescent problem behaviors, it is necessary to reduce the factors influencing the onset of those behaviors (i.e., the risk factors) and to reinforce the positive (i.e., protective) factors that mitigate against such behaviors. With such reinforcement can



come a reduction in the serious, costly social problems associated with the risks.

Other models that will be used by some of the 21 Community Planning grantees share this emphasis on factors that prevent or reduce risk. For example, the program development and evaluation methodology that will be employed by the Multicultural Community Collaborative in Washington, D.C., identifies risk/protective factors and "critical benchmarks." The awareness, analysis, and action planning process developed by Project GAIN in Dade County, Florida, also emphasizes risk factors—as does the "Together We Can" approach developed by the U.S. Department of Health and Human Services and adapted by the Spokane, Washington, Youth Gang Drug Prevention Program.

The Mi Familia y Barrio Primero (My Family and Neighborhood First) project in El Paso, Texas, draws on the theoretical framework of sociologist Abraham Maslow, which describes a hierarchy of human needs. Among the important higher-level needs are those for belonging and acceptance—which gangs address directly. Recognizing this, the Mi Familia project intends to "develop traits of resiliency" in youth to help them counter the risk factors in their lives.

In any planning project, the choice of a theoretical framework or model sends a certain message about the general orientation of the project. All of the models chosen by the Community Planning grantees view young people as resources, not simply recipients of social

services. Like adults, youth possess information and knowledge that are essential for community repair. The challenge facing today's communities lies in finding ways to empower young people to share and gain from their knowledge and understanding of the social settings in which they live.

Mapping a Community's Strengths and Needs

In keeping with a risk-focused perspective, the Community Planning grantees will be undertaking (or, in some cases, updating) detailed *needs and resource assessments* of their communities. These assessments are the first vital step in effective planning. In essence, they are an inventory of the risk and protective factors that influence the lives of young residents at risk of gang and drug involvement, violence and school failure.

The projects will use an imaginative set of assessment tools to "map" their communities, including survey questionnaires; focus groups (of parents, youth, and individuals representing a range of social institutions); in-depth interviews (often conducted block by block—in homes, churches, community centers, and schools—as well as at events ranging from formal meetings to informal pool parties and barbecues); and polls, checklists, and other instruments. The projects will also collect data on gangs, violence, delinquency and truancy, and other youth problems from such institutions as local police departments, school districts, hospitals, and social service agencies. These data, along with the survey, interview, and focus group



results, will be integrated and interpreted by project staff in close cooperation with community leaders and neighborhood groups (both formal and informal). Through this process of sifting through all the relevant data, a coherent and realistic picture of each neighborhood's strengths, needs, and opportunities will emerge.

Sustaining a Community Dialogue

In multiple cycles of community forums, youth summits, neighborhood "speakouts," and other large-group events, the results of the needs and resource assessments will be shared, discussed, and debated by community leaders and residents. The Community Planning projects believe strongly that this "continuous feedback loop" generates authentic *community investment* in planning. It also builds capacity by giving participants in the planning process a sense of the importance of their contributions and of the responsibilities they must collectively assume, regardless of age, gender, race, or class. The feedback loop ensures valid, complete input into the final action plan. It supports a vision of community renewal that everyone can endorse because everyone has had a say in its articulation.

In many projects, young people will be trained to assist in the assessment task (see "Youth Involvement in Neighborhood Planning"). Diverse adult residents and stakeholders will lend their experience, expertise, and caring to the process. For example, in the San Marcos, Texas, Youth Gang Drug Prevention Program, older residents will be involved through the existing World of Wisdom

program in San Marcos. A local call-in radio show will play a role in disseminating information and encouraging debate in the Tulsa, Oklahoma, neighborhoods where Project PACT will operate. Further north, in Bayfield County, Wisconsin, both Native Americans and non-Native Americans will work together throughout the assessment and planning phases of the Red Cliff/Bayfield Youth Gang Drug Prevention Program. This project's leaders, the Red Cliff Band of Lake Superior Chippewa, hope that their undertaking will be an exciting model for inter-racial collaboration.

Envisioning Renewal

Although all of the Community Planning grantees have clear goals and objectives, definite timelines for action plan development, and an approach for program evaluation, they aren't identical in their "visioning" processes. Some projects believe that it is crucial to establish a credible vision of community repair early in the planning cycle; if need be, the vision statement can be revised once a final action plan has been drafted. For other projects, a vision is feasible and appropriate only after the needs assessment is complete and action planning has begun; in essence, the action plan becomes the project's vision.

The Multicultural Community Collaborative in Washington, D.C., plans to generate what it calls a "program theory" early in the process—to help the project organize and communicate knowledge, to provide a guide to action, and to offer a "template" for researchers



and program implementors alike. Similarly, the PEACE Project in Springfield, Missouri, aims to develop an initial vision—that is, "a clear image of what we want our neighborhoods to be"—which will shed continuous light on the needs assessment and action plan drafting. Project PEACE is thus "grounded in hope and vision. . . By emphasizing a coalition approach, by emphasizing the need for vision, [the staff] believe the result will be innovative because it will reflect the heart of this community." In San Diego, California, the VIVA! Sherman Heights project plans to hold a Vision Day during phase 2 of its 5-phase project. After initial leadership development and drafting of the project's "asset map," a set of 10 to 15 leaders (including several youth) will be trained to facilitate a day-long meeting of about 45 community members who will produce the community's strategic plan—that is, its vision statement. The asset map will then be finalized, and action and implementation planning will continue on the basis of the strategic plan.

Similarly, Spokane, Washington's Youth Gang Drug Prevention Program will conduct focus groups and brainstorming sessions, hold interagency training events, and survey a wide range of people (including youth, parents, and businesses) before holding a youth development summit at which a vision and an action plan will be generated. In Memphis, Tennessee, the Gang Prevention Through Community Collaboration project will conduct a needs/resource assessment and then identify "goal champions" to articulate key values and develop a vision statement.

There are clearly no right or wrong ways for Community Planning projects to arrive at a vision for a planning project. And regardless of the final wording of each grantee's mission or vision statement, each of these projects will give youth "a voice and a vote" in planning for their own futures.

Extending Current Efforts and Collaborations

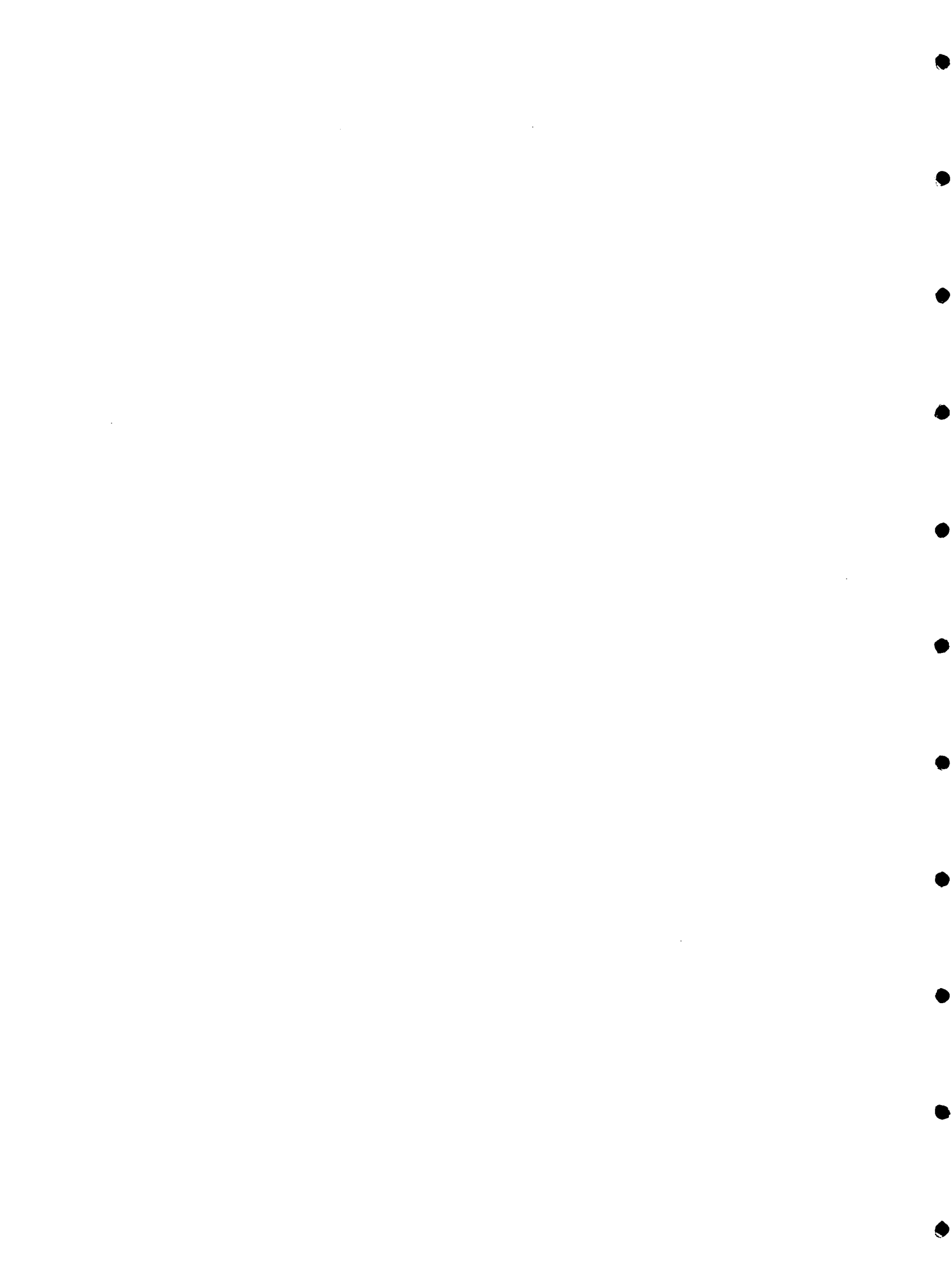
The Community Planning grantees are very conscious of prevention planning and implementation efforts that have already taken place in their communities. Some of those efforts have floundered or failed; others require urgent changes in direction or strategy. All, however, have something to teach the new projects.

Every grantee intends to build on or revamp existing service delivery systems. In addition, several projects will draw heavily on the organizational structures and capabilities of existing community coalitions. As an example, the East Hawaii County and Oahu teams of the Youth Gang Response System (a collaboration of government, private agencies, and community organizations with a working committee) will be part of the core planning group for the Volcano and Waialua Community Planning Project. The Harbor Point Community Task Force in Dorchester, Massachusetts, will adapt its existing Columbia Point Neighborhood Coalition structure for the new Harbor Point Youth Gang/Drug Prevention Project. In Brooklyn, New York, the Red Hook Planning Project will work with the SNAP Community Partnership (created under a grant from



HHS's Center for Substance Abuse Prevention). SNAP has already formed close links with law enforcement, public housing police, the school district, and other key players. The Red Hook project intends to build consensus and assess youth needs in the context of the actual environment in which at-risk youth live and grow up.

Focused and effective planning always benefits from the legwork, knowledge, and experience of those who have cleared earlier trails. For the Community Planning projects, relation-ships are arguably the single most important ingredient for success. By building on existing collaborations, these grantees will undoubtedly facilitate the development of prevention strategies that truly reflect the composition and conditions of the communities for which they are designed.





CHAPTER V

FEDERAL PROGRAM SUPPORT SERVICES

To meet the eighth goal of Section 3501—provision of technical assistance to eligible organizations—the ACYF operates a training and technical assistance program that aids grantees (and other organizations involved in youth gang and drug issues) through training and on-site technical assistance, local community assistance forums, and a national conference. Such assistance may be provided to current and former program grantees and others in implementation areas such as management, organization, staffing, and training; service delivery; recordkeeping and reporting systems; evaluation; and fiscal management, among others. Such support services were provided under a training and technical assistance contract funded at \$641,358 for FY 1994.

TRAINING AND ON-SITE TECHNICAL ASSISTANCE

In FY 1994, the Family and Youth Services Bureau (FYSB) handled over 500 requests for training and technical assistance from program grantees and others requesting information on youth gang and drug use prevention. Requests ranged from simple inquiries to complex requests for training and assistance in project administration as well as hands-on project activity.

Of the various types of training and technical assistance that were requested

and provided in FY 1994, the following cases are illustrative:

- In May 1994, the Birmingham, Alabama, branch of the NAACP requested assistance in developing volunteer-based programs for African-American youth in a downtown community, with particular emphasis on health and education. During a site visit, the technical assistance provider offered staff training and introduced models for successful school curricula, health programs, and computer labs for youth.
- In August 1994, Ozarks Fighting Back (a project of the Springfield, Missouri, Public Schools) requested help in gangproofing its students and enhancing relations with the community and its leaders. Through workshops with interactive lectures, slides, and small-group activity, the technical assistance providers helped launch the process of developing school-based gang prevention strategies. In addition, they facilitated dialogue among key players, including local police and media.
- In September 1994, technical assistance was provided to Community Taking Control in Tucson, Arizona,



to help this organization deal more proactively with youth violence and gang issues. Training in strategic planning and program development was provided to the board of directors; in addition, presentations were made to board members and school counselor on such topics as school-based peer mediation, gang interventions, and community development and networking.

LOCAL COMMUNITY ASSISTANCE FORUMS

ACYF works with communities to address their youth gang and drug problems, fostering city-wide or county-wide efforts that focus community leaders on the development of action plans for their youth-related problems. A forum was held on December 9-10, 1993, in Milwaukee, Wisconsin. Called "Stopping Youth Violence: It Starts With You," this event attracted over 500 participants from all segments of the community. The forum's planning coalition represented government agencies, churches, community-based organizations, and schools. The forum featured keynote addresses by local political leaders and a Children's Memorial Procession, and workgroups to develop preliminary plans for future action to stop youth violence. Local media support was strong, as was the response of the Milwaukee School Board (which planned to use the youth presentation at its upcoming administrators' meeting).

Planning activities for forums for several other communities, including Los

Angeles, California, and Omaha, Nebraska, are described below.

Planning for Future Forums

The first three local forums were initiated and led by FYSB consortia grantees that convened forum policy and planning groups expeditiously and worked with the FYSB technical assistance contractor to design and conduct their forums. In the absence of a FYSB consortium, the newer forum efforts now in progress require additional effort to inform local policymakers and service providers about youth gang issues and to determine the most appropriate parties to convene local youth gang forums. In Los Angeles and Omaha, preliminary meetings have been held with key policymakers, youth agency directors, educators, and others knowledgeable about local youth gang problems.

Technical assistance has been provided in Los Angeles and Omaha to develop strategies that can lead to the organization and conducting of meaningful forums. Each site poses unique challenges and opportunities for testing the viability of various strategies. Preliminary meetings have been held with key policymakers, youth agency directors, educators, and others knowledgeable about local youth gang problems. It is anticipated that further consolidation of planning teams will lead to strategy refinement and carefully focused planning efforts that could culminate in either a public forum or a forum of key policymakers.



NATIONAL CONFERENCES

National conferences are a vital means of ensuring that program grantees interact, exchange information and lessons learned, and communicate their needs and concerns to ACYF staff. These events draw together hundreds of people—including service providers, program directors, Federal agency representatives, researchers, and others—for an intensive learning experience. The first National Conference of the Youth Gang Drug program was held in June 1991; its theme, "We Win Together," set the tone for subsequent emphases on collaboration. The Second National Conference, held in October 1992, took "Realities and Responses" as its theme; during this conference, the grantees refined their knowledge and skills bases. The Third and Fourth National Conferences are described below.

Third National Conference

To develop a theme for the Third National Conference, the planning group reflected on the development and refinement of the program since the Second National Conference. That event had focused on enhancing grantees' abilities to tackle, in focused and effective ways, the problems of youth gangs in their communities. Since that conference, however, the scope and nature of the problem had grown and changed. More and more communities were acknowledging their youths' troubled lives and were attempting to address the sources of youth drug use and violence. Thus, the program recognized that its Third National Conference would need to reflect that chang-

ing reality—as well as the increasing sophistication and effectiveness of the grantees as they gained new insights and experiences from their activities and research in the field.

"Our Youth, Our Future, Our Responsibility" was chosen as the theme of the Third National Conference, which was held on October 28-30, 1993. This theme reflected the urgent—and shared—need for communities nationwide to design and carry out a variety of prevention and intervention activities, and to continue research to determine what works in helping young people avoid gangs and drug involvement. The conference was a forum for a vital exchange of ideas and information on the most promising prevention and intervention strategies for at-risk youths, their families, and their communities.

To sustain the skill-building momentum of the Second National Conference, a one-day workshop was held for FYSB grantees only; it covered project monitoring and reporting, financial management, and training and technical assistance. Roughly 150 representatives from the FY 1992 and FY 1990 grants attended this workshop.

The remaining two days of the conference were geared not only to grantees but also to diverse representatives of Federal, state, and local agencies, Congress, and nonprofit organizations. A total of 430 individuals from 33 states, Puerto Rico, and the District of Columbia participated in the conference.



The conference provided an array of formats for knowledge exchange and skills development, including workshops, panel discussions, and plenary sessions. Keynote speakers included Congresswoman Eleanor Holmes Norton and the Rev. Jesse Jackson.

Throughout, youth participation was encouraged. The conference opened with 160 youth carrying the Banner of Hope and offering testimony on the effects of violence on their lives. The white silk banner was a moving memorial to children and youth killed through street violence and homicide. Turner Elementary School students also created a panel listing children killed in Washington, D.C., in the past two years. This opening display was accompanied by the Dupont Park Mass Choir.

The 12 members of the Youth Workgroup participated in several working sessions during the conference, during which they discussed such issues as the causes, perpetrators, and victims of youth violence as well as potential solutions to violence. Through a FYSB-facilitated talk-show format, these youth then shared their personal experiences and reported back to conference participants their suggestions for individual, local, and global solutions. The youth also took and answered questions from the audience. Additionally, youth participated in conference workshops and served as workshop presenters.

The conference featured 24 workshops that covered such issues as gaining parental involvement, community organization, marketing gang prevention programs,

stopping school violence, and inter-ethnic violence. In addition, the FY 1990 research grantees gave peer feedback on draft final reports and offered methodological reviews of the studies. Two roundtable discussions were held: one on issues relevant to particular grantee priority areas, and one on promoting regional networking. A film festival and multicultural reception provided additional opportunities for learning and sharing.

A post-conference evaluation indicated that this event was a large success from the perspective of its attendees as well as FYSB. The conference received an overall rating of 4.4 out of a possible 5. Workshops were described as both informative and motivational; in particular, participants commended the workshops on self-esteem, marketing, community forums, school violence, and research findings and uses. The evaluation served as a tool for planning the Fourth National Conference.

Fourth National Conference

The Fourth National Conference, held on January 18-20, 1995, in Washington, D.C., was viewed as an extension of the issues and questions raised during the three preceding conferences. "New Hope: Voices From the Future" was chosen as the theme of this event.

In the late summer of 1994, recognizing the value and importance of youth involvement in earlier national conferences, the planning committee for the Fourth National Conference developed its strategy for enhancing youth involvement. A decision was made to hold two

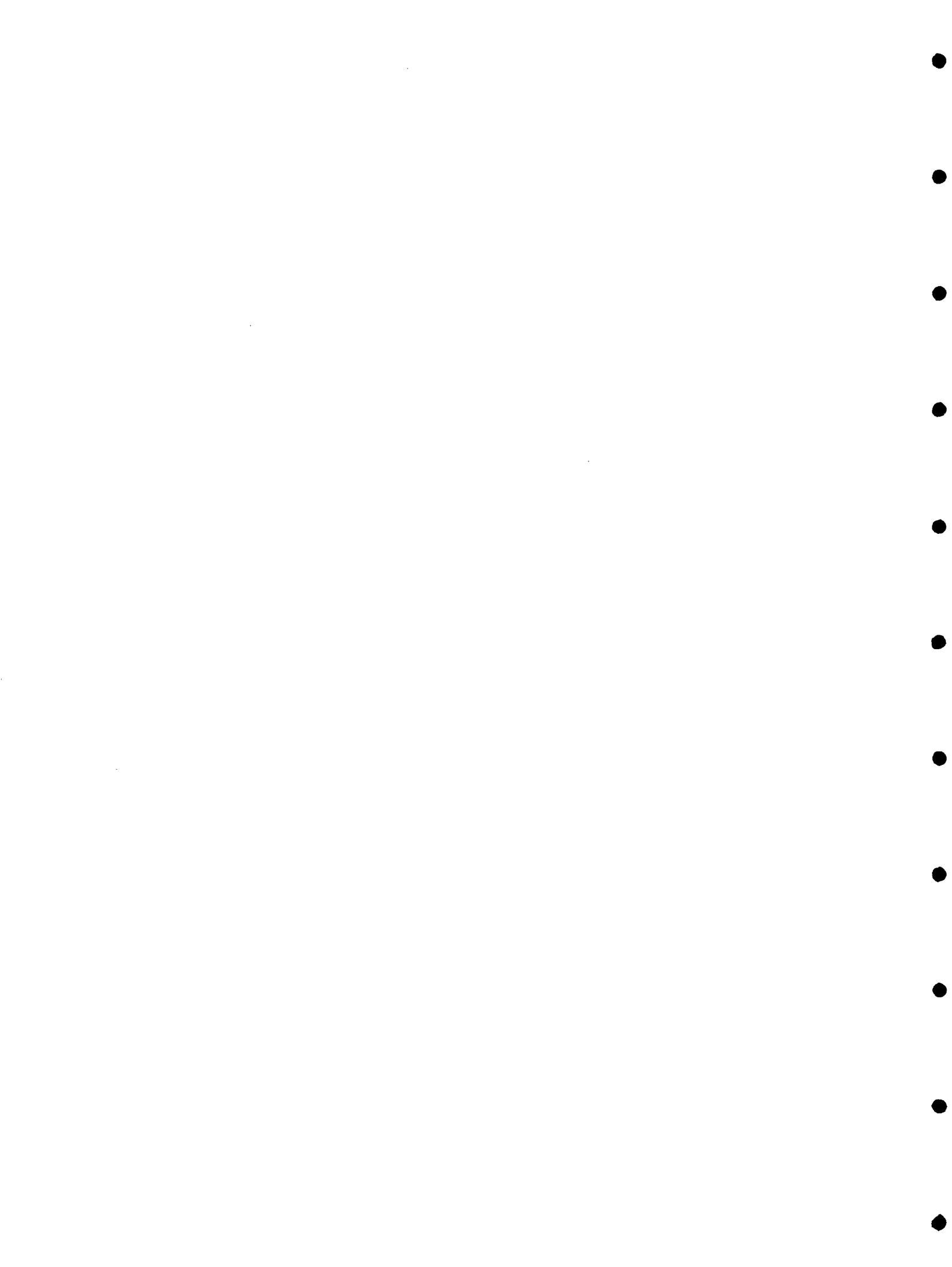


FYSB-facilitated youth focus groups (comprising youth participants in grantee projects nationwide) in October. These groups were designed to solicit detailed input from young people regarding the substance of the upcoming conference.

INFORMATION UPDATES

Connections, an information update, was produced four times in FY 1994. It provided grantees and others with information on program activities, research findings, promising practices, and Forum findings.

The Winter 1993-94 issue reported highlights of the Third National Youth Gang Conference. The Spring 1994 issue described the Gangproofing Young Children workshop held in June 1993 for program grantees. FYSB's five Youth Employment and Training grantee projects were the subject of the Summer 1994 issue of *Connections*. Finally, the Fall 1994 issue introduced the FY 1995 Community Planning grantees and their goals and objectives.





CHAPTER VI

PROGRAM CHALLENGES

Unquestionably, the greatest challenges facing the Youth Gang Drug Prevention program as it enters its sixth year of operation are the deteriorating societal conditions faced by America's children and adolescents. A climate of despair and violence—in homes, schools, and streets—afflicts growing numbers of American youths, clouding their hopefulness and eroding their opportunities for fulfillment.

For the program staff of Youth Gang Drug Prevention Program grantees, the reality of the hardships facing young people has never been more evident. As reported by the coordinator of the BUDDY project in Phoenix, Arizona, even 5- to 8-year-olds are mirroring, in their behavior, the violence that infiltrates their lives. At an after-school recreation program, several young children were given colored chalk to draw on the sidewalk. One child lay down while another traced the outline of his body and then drew bloodstains on it, depicting a murder scene that he had witnessed. Another very young child drew male sexual organs on every other child's drawing. Such incidents speak volumes about the traumas endured not just by teenagers or preadolescents but also by the smallest of children.

Program staff fear for their own and their clients' safety continually. In Chicago in 1994, the facility of the Chicago Commons' "Better Days for Youth" project was forced to close a half-dozen times after shootings. The daycare center hired a part-time security guard who also helps with evacuation plans and safety procedures; other security precautions include having staff point their parked cars in a direction such that they can leave quickly without having to make U-turns on streets plagued by gunfighting. In such a context, staff members exhibit unusual courage. Post-traumatic stress syndrome is an appropriate term to describe what some Chicago Commons streetworkers experience.

Against such a backdrop, the Youth Gang Drug Prevention Program's primary challenges are to push for greater public awareness of the problems of youth gangs and violence; to open and sustain avenues of communication among concerned parties at local, State, and Federal levels; and to continually research, monitor, and evaluate approaches toward prevention so as to determine which strategies have the greatest impact on positive youth development in disparate settings across the nation.



Public awareness of youth gangs and violence is, in fact, burgeoning daily; but so, too, are needs for support, ideas, and resources. Communities' desires to identify and implement successful models for dealing with youth gangs and violence were much in evidence in the proposal solicitation and review process for FY 1994's Community Planning grants. The focus of these grants (which were specifically intended for planning projects, not service delivery projects) was on the arduous but rewarding process of doing thorough inventories of community risk and resiliency factors. An unexpectedly large number of proposals (over 300) flooded the offices of the Family and Youth Services Bureau. During July 1994, teams of reviewers read these proposals and evaluated them on their methodological rigor and potential for forming sturdy coalitions for action planning. The proposals were a testimony to the multiple (and shared) needs of otherwise disparate communities for help in addressing one of the most challenging social problems currently faced by our nation. Of the hundreds of proposals submitted, 21 were selected for funding.

GRANTEE TRAINING AND TECHNICAL ASSISTANCE NEEDS

Through an interactive training and technical assistance process, grantees build their skills, knowledge base, and networks, and the program learns directly from the field about issues and problems facing youth, communities, and service providers. The process helps identify opportunities for further research and for improvements in practice. One of the key

challenges of the program has been to encourage more grantees to make formal requests for training and technical assistance through FYSB—so that they can obtain rapid, effective aid and thereby hasten their growth and development.

In FY 1994 a number of grantees and nongrantees requested help. Among the most frequently cited areas of need were the following:

- staff training in gang/drug prevention, female gangs, conflict management, and communications;
- violence prevention plan preparation;
- alternative strategies for working with youths in crisis;
- addressing cross-cultural issues;
- team and coalition building;
- establishing and restructuring consortia, consortium collaboration;
- formulating and implementing broad-based community programs to prevent gangs;
- program development, including curriculum development;
- media relations;
- truancy abatement program models;
- coordinating services and collaborating with community organizations;



- evaluating databases, data forms development, software development;
- implementing and reviewing data collection processes; and
- preventing staff burnout and handling stress and trauma.

The requests for training and technical assistance indicate a commonality of challenges experienced by most projects—challenges that relate both to project administration and to the delivery of targeted, culturally appropriate, and effective social services. Overcoming the technical and conceptual difficulties of evaluation, and finding time and learning how to keep good records of program management and finances, are administrative hurdles for many programs. Conflict mediation and parent recruitment and involvement are service delivery challenges for projects in a wide variety of settings. And enhanced team building, communication, and collaboration are ongoing operational necessities for grantees.

Parent involvement remains a perennial concern of many programs, as revealed in an April 1994 survey of 22 projects concerning their technical assistance needs. The 10 projects that responded (for a 44 percent response rate) were distributed throughout the various grantee categories. Their responses showed a particularly strong interest in the acquisition of skills in such areas as practical information-gathering techniques for parent involvement (such as the use of intake forms and interviews); building parental awareness

of at-risk behavior; recruiting resistant parents and significant males; integrating parent involvement into program design; and using appropriate "tool kits" to overcome barriers to recruitment. Clearly, grantees experience the task of involving and retaining parents in their programs as one of their largest challenges.

Finally, feedback clearly reveals that training and technical assistance must be delivered in specific areas of program monitoring and evaluation. Mastery of good recordkeeping and program assessment practices is more than a nice-to-have feature of a youth gang and drug prevention project. Evaluation can and does make a genuine difference in determining the most effective ways by which to improve outcomes for at-risk children and youth.





CHAPTER VII

FINDINGS OF THE FY 1990 RESEARCH PROJECTS

The Youth Gang Drug Prevention program has funded research as well as service delivery projects to strengthen the link between research and practical applications. Six of these projects were funded in FY 1990; another two were funded in FY 1992. This chapter summarizes findings from the first round of projects and describes the work currently being undertaken by the FY 1992 research grantees.

FY 1990 RESEARCH PROJECTS

YOUTH GANG DRUG PREVENTION: A STATEWIDE RESEARCH STUDY

This project, carried out by William F. Baccaglini of the Bureau of Research and Program Evaluation of the New York State Division for Youth, was designed to increase the understanding of the current gang situation in New York. The study sought to describe the prevalence, geographic distribution, and characteristics of "anti-social youth groups" (AYGs) within the state, with a special emphasis on their involvement with illegal drugs. Additionally, the study sought to specify the amount and kind of drug-related activity engaged in by these groups and to develop an empirically based classification for categorizing AYGs.

Study Design and Methodology

For the purposes of this study, AYGs were defined as groups of three or more youth who together engage in criminal behavior. This intentionally broad definition increased the likelihood that the data collected would encompass the full range of so-called gang activity. Youth who had been placed in the custody of the New York State Division for Youth were used as "key informants" in the belief that, because of their high risk for AYG involvement, they would constitute a population knowledgeable about such activities.

Of the 524 youth who volunteered to be in the study, 374 completed a 45-minute interview. The interview was designed to characterize AYGs on the basis of the following:

- group activities (e.g., kind, frequency, location, planning, number participating, involvement of other groups, use of weapons and drugs);
- member characteristics (e.g., age, gender, ethnicity) and perceived benefits of membership;
- group organization (e.g., leadership, possessions, rules, meetings, and branches);



- recruiting practices (e.g., how youth join and leave, anticipated benefits and initiation); and
- territorial considerations/relations with other groups (e.g., turf location, boundaries, control, competition from and relations with other groups).

For drug-related activities, youth were asked about the kind of drugs involved (use, transport, sale, and so on) and other aspects of trafficking.

Findings

AYG activity is neither confined to large cities nor a regionally isolated phenomenon in only part of the state. The youth interviewed for the study identified over 1,100 AYGs located in 46 of the 62 counties in the state; two-thirds of these groups were in New York City. A total of 308 were explored in depth.

The typical AYG is composed of African-American and/or Latino males; only 6 percent of the AYGs were exclusively female. The typical age of AYG members is 16. In contrast to classic ethnically homogeneous gangs, two out of three AYGs have multiethnic memberships. Members of a typical AYG reportedly remain members because of the money the group provides them, although their reasons for joining in the first place were more varied.

The typical AYG has over 85 members; half of these groups have more than 30 members. Almost 9 in 10 AYGs had some sort of leadership, and for almost 2 in 3

there is role differentiation among members. Over three-quarters of the groups have rules, such as the limitation of membership to certain kinds of youth. Further signs of group integrity are the presence of identifying characteristics (e.g., unique dress), initiations, and group ownership. Although only 4 in 10 groups hold "regular" meetings, those that do average 11 meetings per month. Over half of the groups usually meet in the same public place.

Contrary to notions of traditional gangs, in almost 70 percent of the groups, members are free to quit without retribution. Thus, although the typical AYG does not have a titled, multilevel leadership structure or unique identifying "colors," its structure and cultural norms provide it with sufficient organizational integrity to mobilize sizable numbers of youth for the purpose of engaging in significant criminal activities on a regular basis.

The findings indicate that most AYGs engage in nontrivial activities with a frequency and in numbers suggesting that these groups generally match and perhaps surpass the criminal potential of traditional youth gangs. For example, almost 90 percent of the groups engage in violence to protect their members. They claim to do this an average of more than once a week, with 15 to 30 youth involved in each event.

In addition to inter-gang activities, the majority of the groups also engage in a variety of activities in which the victims are not gang members. These include robbery or extortion, "wilding" (sprees of



random violence), and marijuana and cocaine trafficking. For more than 8 in 10 groups, activities usually involve weapons; for over half of the groups, youth are under the influence of alcohol or other drugs during these activities. Furthermore, three-quarters of the groups engage in most of their activities outside their neighborhoods, and almost 90 percent act outside their neighborhoods at least occasionally.

The researchers on this project draw the following generalizations about AYGs:

- groups are ubiquitous, variously organized, and not transitory, although individual membership is not tightly controlled;
- groups engage in a variety of violent activities using lethal weaponry; and
- drugs are an integral part of gang life—they are both a source of member income and readily available for personal use.

The authors conclude that youth gang activity plays a greater role in juvenile delinquency than the focus of current intervention programs might suggest.

EXPLORING THE GANG MEMBER'S PERSPECTIVE: AN ETHNOGRAPHIC STUDY OF GANGS, GANG MEMBERS, AND THEIR ACTIVITIES

Dr. Scott Decker of the Department of Criminology and Criminal Justice of the University of Missouri/St. Louis headed

a research team that undertook an ethnographic study of gang members and their activities in the St. Louis area. The goals of the project were to:

- describe the characteristics of gangs in St. Louis (e.g., demographic and geographic traits, activities, symbols, and affiliations);
- identify the processes involved in gang activity and membership (e.g., recruitment, joining, leaving, entering fights, relationships with other gangs);
- understand the meanings of activities to gang members and their families (e.g., criminal activities, drug sales, fighting, turf protection, violence);
- document relationships within gangs (e.g., leadership structure, hierarchy, roles, conflicts, cooperation, intra-gang coalitions);
- develop strategies to address the prevention of gang formation and discourage gang membership; and
- develop typologies of gangs in St. Louis based on the processes, meanings, and relationships identified above.

Study Design and Methodology

This field-based ethnographic study explored gang members' perspectives on gangs, gang members, and their activities. Subjects were identified by a field ethnographer who made contact with and verified membership, rather than through



criminal justice contacts. Data came from three sources: semi-structured interviews, field observations of secondary symbols (graffiti, territory, etc.), and interviews with significant local policymakers. Interviews were completed with 102 active gang members, 24 ex-gang members, and 28 family members. The interviews solicited information on joining the gang, the nature of gang organization, illegal and legal activities, links to other gangs, and ties to traditional institutions, especially families. Meetings were also held with local policymakers from school groups, elected officials, public sector agencies, social service providers, and juvenile and criminal justice agencies.

Findings

Findings from this study indicate that St. Louis gangs are loosely federated collections of males, most of whom are between the ages of 14 and 18. Most gangs in St. Louis were formed in the mid- to late 1980's out of pre-existing friendship and neighborhood cliques. Although these gangs appear to be largely the product of imitation, there is some evidence that importation of gang names, behavior, and affiliations (particularly from Los Angeles) has occurred.

Gangs are generally not large; most are composed of 20 to 30 core members (although they often claim a much larger membership). They tend to be organized around neighborhood boundaries but have little formal structure, few key leaders, and few internal rules. Most members are African-American; however,

the membership of white, Latino, and Asian youth appear to be increasing. Few gangs involve both males and females, but a number of female gangs are associated with male gangs.

Criminal gang activities generally revolve around violence and turf protection, although members spend a much larger part of their time together watching television and drinking beer. Violence plays several roles within the context of a gang. Members placed considerable importance on violence in defining what they termed a gang; discussions of violent activities among gangs serve to reinforce the ties of membership and maintain boundaries among neighborhood gangs and those in rival neighborhoods. Violence also plays a role in joining the gang. Every gang youth interviewed reported that initiation involved participating in violence of some kind. Three-quarters of the youth interviewed reported that they were initiated into the gang through a "beating in," a ritual to determine how "tough" someone will be.

Although gang members engage in a considerable amount of street drug selling, little of it is organized by the gang itself. Few members report drug use other than marijuana. Most gang members possess weapons, and almost all have used their weapons. Few gang members report involvement in gang-related criminal activities other than violence.

Most gang members, especially younger youth, report that they joined the gang seeking protection from rival gangs in other neighborhoods. Ex-gang mem-



bers reported that leaving the gang was not difficult; few youth reported that other gang members tried to stop them from leaving. A significant number of intra-gang cliques were reported; these cliques often form the basis for drug sales, violence, and other forms of criminal activity.

Gang membership provides a sense of belonging as well as the more instrumental benefits found in protection and drug sales. Despite this, few of the youth reported that their gang is more important than their family. A significant number reported that they attempted to hide their membership from family members, especially parents. In addition, none of the youth indicated that they wished a child of theirs to become a gang member, although some saw this as inevitable for their younger siblings. Few subjects had a vision of their future beyond the next several months.

Interviews with family members provided support for the contention that families have a crucial role to play in the prevention of gangs and in stopping the recruitment of new members. To begin with, as noted above, many gang members reported that they attempted (and, in some cases, managed successfully) to conceal their gang membership from their parents. None of the family members interviewed approved of or supported the gang membership of their family member, once they learned of it. However, although they disapproved, they could offer no guidance on how to extricate their relative from gang involvement. Most parents either denied the gang involvement of their child or put

the youth out of the house. Indeed, a large number of parents continued to deny that their child was involved in gang activity, despite considerable evidence to the contrary.

Policy and Program Implications

The researchers draw a number of policy and program implications from the results of this study. The first concerns the nature of gang organization in St. Louis. These groups identify with each other over primarily symbolic concerns. As such, St. Louis gangs have been unable to organize their members effectively to pursue common goals in a coordinated fashion. This fact has implications for both the criminal and legitimate activities of gang members, as well as those who would intervene in their activities. In many ways, more organized groups are easier targets for intervention because they have leaders with substantial influence over the behavior of their members.

The second major policy implication concerns the family. Gang members expressed strong sentiments about their families. This suggests that as an institution, the family continues to wield a powerful influence over the lives of young people, even those who are gang involved. Families must be prominent in any prevention and intervention effort. A variety of family members, including children as well as siblings and adult relatives, have important roles to play. Efforts to enhance intra-family dialogue and to stabilize at-risk families appear to be particularly worthwhile. Early intervention, especially in neighborhoods



with high levels of gang involvement, is crucial to success.

The researchers also suggest that any successful strategy designed to curb illegal behavior must involve the police. By themselves, however, law enforcement responses are not likely to achieve success in dealing with gang problems.

The most promising responses to youth gangs appear to come from social service agencies. To achieve success, however, these responses must be coordinated, comprehensive, and innovative. Two basic strategies should be pursued simultaneously: (1) preventing at-risk youth from joining gangs; and (2) intervening with young people who have already joined gangs.

These researchers suggest that the family is the first group to focus on. Because mothers have such a prominent role to play in prevention and intervention efforts, strengthening their ability to provide for the economic and emotional needs of their children is a vital step in the process of responding to gangs. Parents also play an important role in engaging in prevention efforts with younger siblings and intervening with older, gang-involved siblings. To be effective in these roles, parents need resources such as counseling, child care, tutoring, and job training and placement. Investments in such activities and support systems are likely to strengthen families, making them better able to raise children who can resist the lure of gang involvement.

A second group on which to focus interventions is younger children in neighborhoods with considerable gang

activity, particularly if those children have older siblings or cousins in gangs. Prevention efforts for these youth must focus on the family, the school, the community, peer activities, and relationships with social institutions.

Youth who have already joined a gang cannot simply be left to law enforcement; if ignored, they remain powerful role models and influences on the street. Primary among the interventions for these youth should be a form of active, frequent mentoring to reinforce existing ties to social institutions. Expanding and enhancing job opportunities is a related important step.

Most of the gang members interviewed by these researchers were school attendees who reported that school was not the primary site of their gang activity. Although schools could play an expanded role in the community, prevention programs at schools require more resources and personnel.

Finally, gang programs must look for new avenues of intervention, such as counseling at trauma centers for victims of violence and the associates who often accompany them. Such an approach can take advantage of the vulnerability induced by violence or exposure to its consequences.

GANGS IN SAN DIEGO

This project, carried out by Susan Pennell of the San Diego Association of Governments, sought to characterize both the nature and scope of the gang issue in San Diego County and to describe the



responses of the juvenile justice community as well as various neighborhoods to the problem. Specifically, the research was designed to:

- identify the organizational structure and membership characteristics of gangs and their members;
- identify factors associated with gang membership;
- examine the processes associated with initiation into gangs and gang activities;
- compare the effects of ethnicity on gang structure and activities;
- document community-based programs and services available to gang members;
- compare the structure and organization of San Diego gangs with those from other areas; and
- recommend the types of programs and services that are likely to reduce gang involvement and illicit drug activity.

Study Design and Methodology

Data for this study were collected from a variety of sources. Ten unstructured interviews were held with individuals considered to possess expert knowledge of San Diego gangs. In addition, "ride-alongs" were conducted with the police and the gang suppression unit of the probation department. Information from these sources provided valuable background for this study.

To understand the community's response to the gang problem, 100 community agency administrators and school and justice personnel were surveyed. The topics addressed by the survey included definitions of gangs, changes in gangs over time, services currently provided to gang members, knowledge of other services, and recommendations for reducing gang-related violence. Respondents were initially selected from directories of youth-serving agencies; a second distribution occurred at a conference on youth gangs held in San Diego in the spring of 1991. The mailed surveys included both open- and closed-ended response categories.

To obtain information on youth gangs, over 200 documented gang members who were on probation were interviewed. Interview questions for gang members covered a wide array of subject areas, including respondents' ideas on and opinions of their school experience, their families and neighborhoods, the police, and their gangs. Gang-related issues focused on recruitment, characteristics of membership, motivation for joining, and activities.



Findings

Study results suggest that San Diego gang members are similar in many ways to their counterparts in other areas of the country with respect to individual perceptions as well as features of gang involvement. Gang membership generally evolves from friendship groups formed in early childhood. Gang involvement solidifies peer relationships and brings feelings of status, pride, recognition, excitement, and power to members.

Most gangs were loosely organized with unstructured activities and changing leadership. The most frequent activity engaged in by gang members was hanging out with "homies" (friends from the neighborhood).

Violence was a definite feature of gangs studied. Used primarily to protect turf or territory or in retaliation for perceived wrongdoing, violence was viewed by gang members as an acceptable means of addressing conflicts.

The research also reported that most gang members use illicit drugs, and many also sell drugs. However, drug sales were not a highly organized activity.

Gang members showed strong attachments to their families and neighborhoods. Most of the youth interviewed were quick to respond that they would choose their family over their gang if forced to make the choice. Parents were, for the most part, very much against the gang membership of their sons, according to almost three out of four

of the youth. (This perception was more common for Asian youth and less likely for Latino youth.)

Although neighborhoods with gang activity may be viewed negatively by some, almost all of these youth said that they liked their neighborhoods. Those who elaborated said they liked the people who live there and that the locale was where they were raised. Despite the generally positive depiction, almost all of these youth also agreed that police hassle residents sometimes; nearly three-quarters said that it was hard to find a job; and almost half agreed that there are always problems in the neighborhood.

About 60 percent of the gang members were aware of services in their neighborhood that an individual could seek if he or she got into trouble or needed some assistance. (Latino youth were more likely to express this awareness than Blacks or Asians.) The type of services or agencies mentioned (in order of frequency) were churches; counseling, drug, or alcohol treatment programs; employment services; and educational services. Two-thirds of gang members agreed that more services were needed (Blacks, more than other groups, were more likely to feel this way).

Assistance in finding jobs and job training were identified as needed by just over 70 percent of those interviewed. Over half of all the respondents also identified the following services: drug abuse, school dropout prevention, counseling, summer sports, and recreation programs.



Policy and Program Implications

Perhaps surprising are the mostly positive feelings expressed by gang members with respect to family and neighborhoods. Although considerable research supports the assumption that gangs spring from families and communities that are dysfunctional and disorganized, these results suggest that these same institutions are important to young people and must be reinforced through community revitalization efforts and increased social opportunities. Addressing the primary institutions of family, school, and community may hold the most promise for affecting the antisocial behavior of gangs.

The San Diego researchers suggest that programs to reduce gang violence must involve a wide array of agencies, including schools, community-based agencies, churches, and the justice system. Appropriate programs must be created for prevention, intervention, suppression, and rehabilitation purposes. Young children must be given healthy alternatives that bring benefits similar to those provided by the gang (e.g., status, sense of self-worth, recognition). Older gang members must be held accountable for criminal acts yet provided with opportunities for redirection—such as job training, placement, and education.

Programs that provide mentors or role models and training in conflict mediation and resolution should be examined for their value in reducing gang violence. Finally, the researchers suggest that the contributing role of the culture in promoting and

glorifying violence must be better recognized and understood.

FAMILY-BASED GANG-DRUG PREVENTION RESEARCH PROJECT

This study, carried out by Dr. G. David Curry of West Virginia University, examined the social processes by which adolescents become involved in gang-related crime. The two sites chosen for the research intentionally differed with respect to location, design, and method of analysis. A longitudinal study of a population of adolescent minority males at risk for gang involvement was conducted in Chicago, a chronic gang city. The second part of the study involved an exploratory survey of community agencies and an ethnographic study of criminal involvement in "crews" in Washington, D.C., a city that is regarded as not having a major gang crime problem.

Study Designs and Methodologies

The longitudinal study in Chicago built on the official record histories of 439 adolescent males developed in a 1988 study by Spergel and Curry. This original data set was supplemented in the current research by official record data from police and schools. The earlier "Socialization to Gangs" data set was constructed in 1987 by surveying all attending male students in the sixth through eighth grades at four middle schools from a low-income neighborhood in the near-northwest area of Chicago. Three of the schools were integrated Hispanic and African-American; the student body of the fourth was African-



American. The original survey data set consisted of 139 Latino students and 300 African-American students.

In addition to updating the official history information on the larger group, 40 youth were randomly selected from the larger population. An effort was made to locate these youth for in-depth interviews intended to emphasize the role of the family (from the family's perspective) in preventing children's involvement in gang-related and drug-related criminal activity. Of the 40 target families, interviews were successfully completed with 19.

The research conducted in Washington, D.C., had three parts: a survey of representatives of city agencies charged with responding to juvenile crime; in-depth interviews with African-American crew members; and interviews with Latino "mara" members. Interviews with the agency representatives provided a background and focus for the additional field research conducted in the District. The crews, primarily African-American, are believed to be representative of the most common type of gang-like organization found in the District. The interviews with the Latino mara members were added to the project when it was discovered that very little was known about these conflict-based groups of Latino youth. Interviews with samples of 20 Salvadoran and 20 Dominican mara members were completed.

Findings

Analysis of data from the longitudinal research in Chicago identified a set of key

variables that predict subsequent involvement in gang-related crime: early adolescent gang-involvement, school achievement and discipline, and selected measures of self-esteem.

Early Adolescent Gang Involvement. Perceiving advantages in gang membership, wearing gang colors, flashing gang signs, associating with gang members, and becoming engaged in gang-related conflicts in early adolescence were significantly related to being identified as a gang member by police in later years for both Latino and African-American youth.

School Discipline Reports. The number of official reports of school discipline violations in middle school were significantly lower for youth with no arrests in comparison to youth who later were identified by police as gang members.

School Achievement. Achievement test scores in middle school were significantly higher for Latino students with no arrests than for students with subsequent gang arrests.

Measures of Self-Esteem. The study used the Hare indices of self-esteem, which divide self-esteem into three components: family, school, and peer based. Family-based self-esteem measures are significantly higher for African-American youth with no arrests than for students with subsequent gang-related arrests. School-based self-esteem is significantly higher for delinquents with no gang arrests than for delinquents with gang arrests for Latinos. Family-



based self-esteem is significantly higher for delinquents with no gang arrests than for delinquents with gang arrests for African-Americans.

Number of Arrests. Youth with gang-related arrests averaged more than three times as many arrests overall in comparison to youth without gang-related arrests.

Policy and Program Recommendations

Based on the findings from this longitudinal study of socialization into gangs, the researchers provide guidance in program planning in three areas. First, they conclude that programs designed to prevent involvement in gang-related crime require different strategies for different target populations. The differences in gang-involvement between Latino and African-American youth in the community supported the existing emphasis on cultural sensitivity and local control for gang prevention programs.

These researchers concluded that programs must involve local schools. Those programs that focus on building self-esteem must take into consideration the complexity of self-esteem; for instance, school-based self-esteem was more important in explaining involvement in gang-related crime for Latino youth, whereas family-based self-esteem was more important in explaining involvement in gang-related crime for African-American youth.

Findings

Analysis of the Washington, D.C., interview data identified gang-like groups that include drug-selling corporate gangs; turf-based crews that are not unlike the turf gangs; Latino immigrant gangs with names, symbols, and—in some cases—distinctive clothing; and conflict-based criminal organizations that are not usually described as gangs by researchers. In addition, respondents described large numbers of "delinquent groups" or crews. The researchers did not find any gangs with "nation" affiliation or African-American gangs with symbols and colors. At the time no one reported the existence of independent female gangs in the District, but several respondents felt that females were involved in the social organization of delinquent activity.

A network analysis of responsible agencies within the city indicated the organizational potential for a coordinated, effective, community-level response to a perceived gang crime problem. At the time of the research, however, the most powerful actors in the network (the police, the court, and the schools) were agencies committed to the policy of denying the presence of gang crime problems in the city. Analysis of agency data showed that a majority of the respondents acknowledged some level of organization in juvenile crime in the District; however, there was some question whether the crew policy adequately captured the social dynamics of the juvenile crime problem.



Policy and Program Implications

The researchers concluded that policies addressing the prevention of gang-related crime must be flexible enough to provide programs and services to youth who live in jurisdictions that do not officially acknowledge the social organization of delinquency (or of "gangs") within some narrow policy prescription. Furthermore, as part of expanding the guidelines for what constitutes a "gang-related" crime problem, national-level programs should encourage local jurisdictions seeking program funds to define carefully and describe in some detail the organization of youth crime within their service populations. What must be especially avoided are official local policies that ignore or deny any kind of social organization of delinquency and young adult crime.

FORT WORTH, TEXAS, POLICE YOUTH GANG RESEARCH PROJECT

During the early 1980's, the Fort Worth Police Department observed an increase in socially disruptive and criminal activity involving groups of juveniles or formal gangs. The goal of this study, led by Lt. Craig Slayton, was to provide the Department and other agencies with information on young street gang members, other youth who might previously have had some gang affiliation, and the many teens who had chosen not to participate in gang activities. One basic goal was to identify any differences between gang affiliates and those not involved so that deterrence strategies might be developed. A second goal was

to determine whether differences existed between gang members from different ethnic groups and to provide a psychological profile on these individuals to aid in predicting and controlling gang activity.

Study Design and Methodology

The study had two major components. First, a questionnaire was developed for use in in-depth field interviews with gang members from ethnic groups participating in the project. Youth residing in the same neighborhoods as gang members were also interviewed to determine family structure, personal values, individual activity, and other differences. In this phase the average age of the participants was slightly over 15 years; the majority were male. Latino youth were the largest group in the sample, which is consistent with the general Latino dominance of street gang activity in Fort Worth.

In addition, a modified survey instrument (patterned after the field interview) was developed and administered in selected metropolitan schools to 717 students, 45 of whom identified themselves as current or former gang members. This "school survey" provided information on adolescents unaffiliated with gangs, which could then be compared with information on the smaller number interviewed during the field research phase. Surveys were completed by 647 youth in grades 6 through 12. An additional 70 surveys were completed by Asian students in one high school with a sizeable Asian population. (This was important because



only a limited number of Asians could be located who would participate in the interview phase of the project.)

Findings

Interviews with youth in neighborhoods where gangs are prevalent suggested that gang members are more likely to report that they do not get along well with their parents and that there are serious communication problems within the family. Thirty-eight percent of the gang members interviewed stated they would "never" seek parental assistance if in trouble; only 18 percent of the nongang youth expressed this view.

Although 80 percent of the youth interviewed were currently enrolled in school, few considered themselves good students. Almost half of the gang members used the term "poor" to describe their academic status, as compared with 29 percent of the nongang members. Fewer gang members planned to complete high school, and they generally seemed to place less value on education and its usefulness or importance.

Youth with gang relationships admitted to greater use of alcohol, illegal drugs, and tobacco and stated that they spent more time "hanging out with friends" and "cruising" than did nongang youth. Gang members reported rather liberal entry into gangs; membership often develops as youth simply "hang out" with gangs in their neighborhood. However, a few youth reported formal gang initiations that more closely resemble "jumping in," in which the new member is assaulted by

other members to see how "tough" he is.

There was little evidence to suggest that Fort Worth gangs are highly organized or conduct frequent, formal meetings. Meetings are more often informal "get-togethers"—social activities usually held at the home of a member or leader. The social nature of gang activity is supported by the significant number of youth who said that they were in a gang to "be with friends," to "fit in," or just to "hang out." It should be noted, however, that 30 percent of gang youth and 21 percent of ex-gang members reported "protection" as an important factor in their membership.

With respect to the school survey, responses of nongang students, who represent a broader segment of the city population, were compared with the combined category of self-identified gang members and ex-gang members. Fifty-three percent of gang youth reported good relations with their parents, as did 65 percent of students in general. Over three-quarters of those in gangs said that their parents really care about them; 87 percent of nongang students expressed a similar viewpoint. However, although 62 percent of the students felt that their parents would assist them if they were in trouble with the police, only 47 percent of the gang members felt this way.

Nongang students had a more positive perception of their academic status than did those in gangs. Seventeen percent of students reported their academic status as excellent, as opposed to 4 percent of the gang youth. One-fifth of gang members said their academic status was "poor" or



"failing," in contrast to 5 percent of the nongang students surveyed. As with the findings from the field interviews, gang members placed less value on the importance of education. They also reported less interest in school and were more inclined to feel that teachers were not interested in them.

Peer associates were more important to gang members than to students in general. More gang youth reported that their leisure time was spent "hanging around with friends," "hanging out at malls," or "cruising"—activities that are normally peer intensive.

About 80 percent of student respondents said they had not considered joining a gang. Major reasons cited for their lack of interest were the danger and aggressive nature of gangs, association with illegal drugs, and parental disapproval. Those who chose gang membership did so for excitement and for the need for peer association, support, and protection.

Findings from this population reinforced earlier findings that Fort Worth street gangs seemed not to be highly formal organizations with regular meetings conducted at specific locations. The most frequently cited characteristics of gang leaders were aggressiveness, hatred of the police, and willingness to support and help gang members. The most frequently cited activities of gang members were carrying weapons, hanging out together, fighting, and committing various forms of theft. Gang youth also reported greater use of alcohol, illegal drugs, and tobacco products and greater

involvement in theft and gambling than did students in general.

TEXAS YOUTH GANG PROJECT

The Texas Youth Gang Project was conducted by Mary E. Pelz of the Department of Social Sciences at the University of Houston (Downtown) and Elizabeth McConnell of the Department of Criminal Justice at Southwest Texas State University. This project was a multifaceted examination of the nature and extent of youth gangs and the response to gang activity by criminal justice and educational agencies within Texas. The project's purpose was to increase educators' and governmental agencies' knowledge and understanding of safety and violence issues surrounding youth gangs. Specifically, the research sought to determine:

- the nature and extent of youth gangs in Texas;
- the relationship between youth gangs and the Texas public school system;
- the nature and extent of State criminal justice agencies' responses to youth gangs;
- the nature and extent of private organizations' responses;
- the relationship between drug abuse/distribution and youth gangs; and
- the differences between youth gangs of the past and those in Texas today.



Research Design and Methodology

The design of this project included surveys mailed to both criminal justice agencies and school districts throughout Texas. To assess the nature and extent of gang activity and the response of the criminal justice system, researchers mailed 1,497 open-ended surveys to all chief adult and juvenile probation officers, all county sheriffs, all criminal district and county attorneys, the police chief from the largest police department in each county, and a random sampling of an additional 400 of the remaining 683 police departments within the state. This survey addressed definitions of "gangs," "gang membership," "gang-related incident," and gang organization and behavior. It also asked respondents to discuss agency organization, policies, and procedures in responding to gang activity and organization in their jurisdictions, including information on the effectiveness and extent of special gang training and strategies for dealing with gang issues.

Survey research was also the primary strategy for collecting information from public school districts in the state. A survey on gang activity as well as the school's response to such activity was sent to the superintendents of the 1,061 public school districts as well as to one counselor and one student in each of the state's 1,279 public high schools. The student was identified by the counselor, who was asked to choose a known gang member or an "at-risk" student to participate in the project. Surveys were returned from 534 superintendents, 607 counselors, and 132 students.

Findings

Initial analysis of the law enforcement survey indicated that just over one-third of the respondents reported gangs within their jurisdictions. The largest number of gangs was 300; the largest number of gang members was 6,500 (including associates). Almost all jurisdictions with gang activity reported that gang activity and/or organization had escalated. Various reasons were given for this escalation, including gang migration, drug use and sale, failure of the juvenile legal system, failure of the school system, and peer pressure. Analyses of both surveys is ongoing.

SUMMARY OF FINDINGS TO DATE

These research reports highlight the wide variety of groups, organizational characteristics, and activities that come under the heading of "gang." In some areas, gangs appear to be organized with rules and identifiable leadership; in others, they appear to be more loosely organized social networks. Some are difficult to get into and out of; others are more fluid in their membership requirements. These findings reinforce the need for program staff to assess the local situation carefully when planning for gang prevention and intervention activities.



Equally important are the findings of several of these studies that not all gang-involved youth are completely cut off from major social institutions, especially family and school. Many gang-involved youth value their families. Similarly, although they are often doing poorly in school, many youth indicate that education is important to them. In addition, many youth report that they are attracted to gangs for social reasons (i.e., to be part of a clique that offers security and loyal friendship)—a rather common tendency in young people in this age group.

Gang members' connections to traditional social institutions can serve as important "hooks" that programs can use to draw back toward mainstream society gang-involved youth who engage in or are at risk for illicit drug use and sale, other criminal acts, and/or violence. Program elements that strengthen families and the educational experience can build on this foundation. So, too, can opportunities for positive social activities in areas where gangs are prevalent.

FY 1992 RESEARCH PROJECTS

GANG FAMILIES IN A PUBLIC HOUSING PROJECT

This study, conducted by Dr. James Diego Vigil of the University of Southern California in Los Angeles, is focusing on the relationship between family structure and youth gang membership, with particular emphasis on those family households from which multiple generations of Mexican-American youth gang members have come. The study is taking place in the Pico Gardens housing project in Los Angeles.

FACTORS RELATED TO GANG MEMBERSHIP RESISTANCE

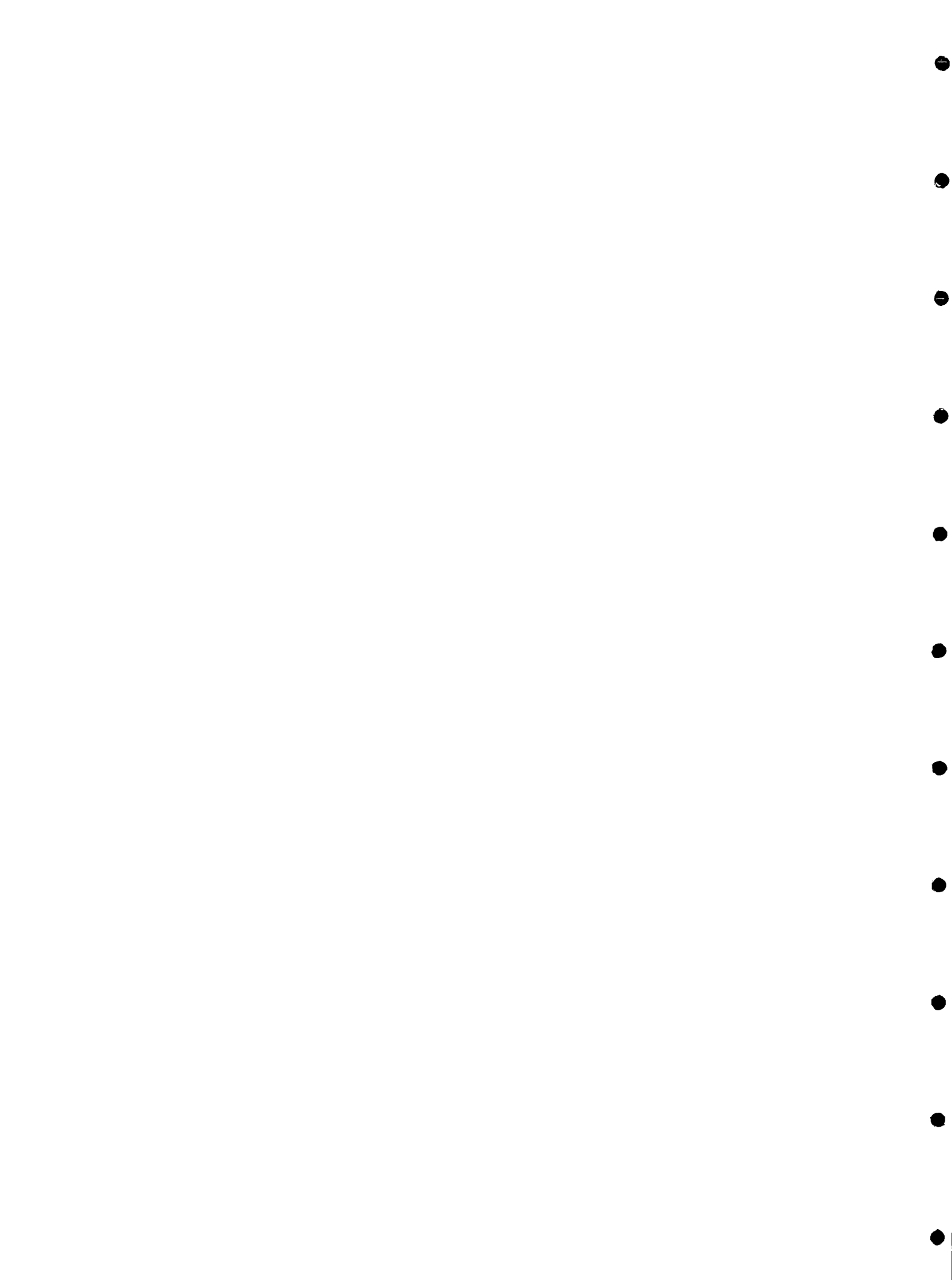
This study, conducted in Los Angeles by Cheryl Maxson (University of Southern California), is focusing on factors that allow youth in areas with high rates of gang activity to avoid membership in street gangs. Data are being gathered in two contrasting communities in the Los Angeles area, one well above and the other somewhat below Los Angeles' "normal" gang activity level; each contains both African-American and Hispanic gangs. Community-level variables describing these two contrasting areas have been combined with individual, family, and peer variables to identify those factors and their interactions that distinguish gang from nongang members. Principal sources of data will be youth interviews, along with observations by adult residents and practitioners, and agency data.

CONCLUSION

Researchers and practitioners often struggle to communicate with each other from their different perspectives. By funding both research and applied efforts, ACYF has attempted to bring together these disparate perspectives in ways that are mutually elucidating. As the research projects continue to analyze their data, they will inform both the larger Youth Gang Drug Prevention program and the particular intervention activities taking place in those localities where the research has been conducted.

APPENDIX A

**FYSB YOUTH GANG DRUG PREVENTION PROGRAMS
OPERATING IN FY 1994**



FISCAL YEAR 1994

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Dottie Mullikin

Project Freedom
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Dr. Mae Ellen Terrebonne

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FISCAL YEAR 1992

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Eric Anderson

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Sgt. Eddie Banks

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Molly Melendez

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Ed Snodgrass

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Tanya McKoy

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885 Washington Street
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David Moy

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APPENDIX B

TABLES



TABLE I-1

FY 1994 FEDERAL PROJECT FUNDING BY REGION

REGION	CONSOR-TIA	COMM. PLANN-ING	ADOL. FEMALES	EMPLOY-MENT	NEW IMMI-GRANT	GANG PROOFING	RESEARCH	TOTAL
	N=9	N=21	N=4	N=5	N=3	N=5	N=2	N=49
I (CT, ME, NH, RI, VT, MA)	\$1,055,595	\$182,308	\$150,000	\$149,991	\$ 0	\$149,978	\$ 0	\$1,687,872
II (NJ, NY, PR, VI)	750,000	100,000	0	125,852	0	0	0	975,852
III (DE, DC, MD, PA, VA, WV)	619,268	100,000	149,966	149,745	0	0	0	1,018,979
IV (AL, FL, GA, KY, MS, NC, SC, TN)	0	197,219	0	0	150,000	0	0	347,219
V (IL, IN, MI, MN, OH, WI)	1,837,394	198,768	0	0	0	0	0	2,036,162
VI (AR, LA, NM, OK, TX)	0	290,906	0	0	0	150,000	0	440,906
VII (IA, KS, MO, NE)	0	199,977	0	0	0	0	0	199,977
VIII (CO, MT, ND, SD, UT, WY)	0	0	149,578	0	0	0	0	149,578
IX (AZ, CA, HI, NV, GM, CM, PAUUA)	807,282	694,149	0	150,000	150,000	299,392	199,999	2,300,822
X (AK, ID, OR, WA)	0	94,800	150,000	149,648	0	0	0	394,448
TOTAL	\$5,069,539	\$2,058,127	\$599,544	\$725,236	\$300,000	\$599,370	\$199,999	\$9,551,815

**TABLE II-1
YOUTH GANG DRUG PREVENTION PROGRAM GRANTEES OPERATING IN FY 1994**

GRANTEES FUNDED IN FY 1992	
Community-Based Consortia	
Los Angeles County Office of Education, California Fresno County Economic Opportunities, California City and County of San Francisco, California Chicago Commons Association, Illinois Minnesota Department of Human Services, Minnesota	Mayor's Office of Community Services, Pennsylvania Office of the Governor, Puerto Rico City of Providence, Rhode Island Social Development Commission, Wisconsin
Adolescent Females	
Pueblo Youth Services Bureau, Colorado Metropolitan Police Boys and Girls Club, District of Columbia	Boston Housing Authority, Massachusetts City of Seattle, Washington
Employment	
Korean Youth Center, California Living Classrooms Foundation, Maryland Education Development Center, Massachusetts	New Community Corporation, New Jersey Metropolitan Development Council, Washington
New Immigrant/Refugee Youth	
Berkeley Asian Youth Center, California Latin American Youth Center, District of Columbia	University of Miami, Florida
Gangproofing Young Children	
City of Phoenix, Arizona United Cambodian Community, California Homestart, Inc., California	Quincy School Community Council, Massachusetts City of Austin, Texas
Research	
James Diego Vigil, California	University of Southern California, California
GRANTEES FUNDED IN FY 1994	
ASPIRA of Florida, Inc., Florida Boys and Girls Club of Stockton, California The Cambodian Family, California City of Anaheim, California City of Cambridge, Massachusetts City of Spokane, Washington Department of Human Services Office of Youth Services, Hawaii Good Shepherd Services, New York Harbor Point Community Task Force, Massachusetts Kenosha County Department of Social Service, Wisconsin Latin American Youth Center, District of Columbia	Memphis City Schools, Tennessee Mi Familia y Barrio Primero, Texas Our Town Family Center, Arizona The Peace Project, Missouri Project Freedom, Kansas Red Cliff Band of Lake Superior Chippewa, Wisconsin San Diego Youth and Community Services, California San Francisco Police Department Southwest Texas State University, Texas Tulsa County Independent School District #1, Oklahoma

**TABLE II-2
YOUTH GANG DRUG PREVENTION PROGRAM:
TYPES OF GRANTEES OPERATING IN FY 1994**

AGENCY TYPE	FY 1992 (N=28)		FY 1994 (N=21)	
	N	%	N	%
City Government	7	25.0	4	19.0
County Government	0	0.0	1	4.8
State Government	3	10.7	1	4.8
Private Nonprofit	15	53.6	11	52.4
School District	0	0.0	2	9.5
University	2	7.1	1	4.8
Individual	1	3.6	0	0.0
Indian Tribes	0	0.0	1	4.8
TOTAL	28	100.0	21	100.0

**TABLE II-3
FY 1994 REGIONAL DISTRIBUTION OF GRANTS**

REGION	FY 1992 (N=28)		FY 1994 (N=21)	
	N	%	N	%
I (CT, ME, NH, RI, VT, MA)	4	14.3	2	9.5
II (NJ, NY, PR, VI)	2	7.1	1	4.8
III (DE, DC, MD, PA, VA, WV)	4	14.3	1	4.8
IV (AL, FL, GA, KY, MS, NC, SC, TN)	1	3.6	2	9.5
V (IL, IN, MI, MN, OH, WI)	3	10.7	2	9.5
VI (AR, LA, NM, OK, TX)	1	3.6	3	14.3
VII (IA, KS, MO, NE)	0	0.0	2	9.5
VIII (CO, MT, ND, SD, UT, WY)	1	3.6	0	0.0
IX (AZ, CA, HI, NV, GM, CM, PAU AU)	10	35.7	7	33.3
X (AK, ID, OR, WA)	2	7.1	1	4.8
TOTAL	28	100.0	21	100.0

TABLE II-4

**YOUTH GANG DRUG PREVENTION PROGRAM:
LOCATION OF SERVICE DELIVERY OF GRANTEEES**

LOCATION	FY 1992 (N=26) ¹	
	N	% ²
Schools	16	61.5
Recreation centers	15	57.7
Streets	13	50.0
Housing projects	8	30.8
Juvenile courts	8	30.8
Police departments	7	26.9
Mental health centers	3	11.5
Other: parks, mobile vans, shelters, and clients' homes	3	11.5
Other community-based organizations	2	7.7

¹ FY 1992 research projects and the FY 1994 Community Planning projects do not provide direct services and are excluded from this table.

² Projects named several locations where services are provided, so column totals add up to more than 100%.

**TABLE II-5
TYPES OF SERVICES DELIVERED IN FY 1994 (BY PRIORITY AREA)**

Services to Youth	Consortia (N=9)		Adol. Females (N=4)		Employment (N=5)		New Immigrant (N=3)		Gangproof- ing (N=5)		Total (N=26) ⁴	
	N	%	N	%	N	%	N	%	N	%	N	%
Education/skills building	8	88.9	4	100.0	5	100.0	1	33.3	5	100.0	23	82.0
Outreach to at-risk youth	6	66.7	3	75.0	3	60.0	3	100.0	5	100.0	20	71.0
Cultural enrichment	6	66.7	4	100.0	1	20.0	3	100.0	5	100.0	19	68.0
Recreational activities	8	88.9	3	75.0	0	0.0	3	100.0	3	60.0	18	64.0
Counseling/case mgt.	7	77.8	3	75.0	1	20.0	3	100.0	1	20.0	15	54.0
Tutoring	5	56.0	2	50.0	4	80.0	3	100.0	1	20.0	15	54.0
Employment counseling	3	33.3	3	75.0	5	100.0	2	66.7	0	0.0	13	46.0
Summer activities	5	55.6	3	75.0	1	20.0	0	0.0	4	80.0	13	46.0
Mentoring	5	55.6	3	75.0	0	0.0	1	33.3	3	60.0	12	43.0
Referral services	4	44.4	4	100.0	0	0.0	0	0.0	4	80.0	12	43.0
Support groups	3	33.3	4	100.0	0	0.0	2	66.7	1	20.0	10	36.0
Health services	3	33.3	4	100.0	0	0.0	1	33.3	1	20.0	12	43.0
Peer counseling	2	22.2	3	75.0	0	0.0	0	0.0	0	0.0	5	18.0
Leadership activities	1	11.1	1	25.0	1	20.0	1	33.3	1	20.0	5	18.0
Other ¹	6	66.7	4	100.0	3	60.0	1	33.3	5	100.0	19	68.0
Services to Parents												
Education programs	7	77.8	2	50.0	0	0.0	0	0.0	2	40.0	11	39.0
Support groups	4	44.4	3	75.0	0	0.0	1	33.3	4	80.0	12	43.0
Family counseling	3	33.3	1	25.0	0	0.0	1	33.3	1	20.0	6	21.0
Skills training	2	22.2	0	0.0	0	0.0	1	33.3	2	40.0	5	18.0
Home visits	2	22.2	1	25.0	0	0.0	0	0.0	2	40.0	5	18.0
Empowerment activities	1	11.1	2	50.0	0	0.0	1	33.3	2	40.0	6	21.0
Parent/child activities	2	22.2	3	75.0	0	0.0	0	0.0	3	60.0	8	29.0
Other ²	5	55.6	3	75.0	0	0.0	1	33.3	3	60.0	12	43.0
Services to the Community												
Community education	4	44.4	2	18.9	1	20.0	2	66.7	3	60.0	12	43.0
Agency collaboration	3	33.3	1	9.1	0	0.0	1	33.3	1	20.0	6	21.0
Community action	4	44.4	1	9.1	0	0.0	0	0.0	0	0.0	5	18.0
Community empowerment	2	22.2	0	0.0	0	0.0	1	33.3	2	40.0	5	18.0
Community marches	1	11.1	1	22.2	0	0.0	0	0.0	0	0.0	2	7.0
Other ³	2	22.2	0	0.0	0	0.0	1	33.3	3	60.0	6	21.0

Note: Projects provided multiple services, so column totals add up to more than 100%.

¹ Consortia = self-development, entrepreneurial training, community service, theater groups, and wilderness challenges.

Adolescent Females = gender-specific enrichment for girls, self-esteem building, health management, and media groups.

Employment = on-the-job training, business ventures, employment internships, and apprenticeships.

New Immigrant = campfire clubs, in-home family-based therapy and support, child care, English as a Second Language classes, and creative arts.

Gangproofing = nutrition classes, graduation ceremonies.

² Adolescent Females = stress reduction, field trips, retreats, outreach, referral.

New Immigrant = home visits.

Gangproofing = family retreats, family learning weekends, referrals, child care, and family recreation.

³ Community newsletter, fiestas, food giveaways, and volunteer recruitment.

⁴ FY 1994 community planning grantees are not providing services.

TABLE II-6

ETHNICITY OF SERVICE POPULATIONS OPERATING IN FY 1994

RACIAL/ETHNIC GROUP	FY 1992 (N=26) ¹	
	N	% ²
African-American	14	53.8
White	9	34.6
Mexican	14	53.8
Puerto Rican	6	23.1
Cambodian	5	19.2
Central American	5	19.2
Chinese	3	11.5
Hispanic	2	7.7
Laotian	2	7.7
Vietnamese	2	7.7
Hmong	2	7.7
Pacific Islander	2	7.7
Filipino	2	7.7
Caribbean	1	3.8
Cuban	1	3.8
Chicano	1	3.8
Mein	1	3.8
Korean	1	3.8
Samoan	1	3.8
Native American	1	3.8
Asian	1	3.6

¹ The FY 1992 research projects and the FY 1994 Community Planning projects do not provide direct services and are excluded from this table.

² Projects cited multiple ethnic backgrounds or races, so column totals add up to more than 100%.

APPENDIX C

FY 1994 COMMUNITY PLANNING PROJECTS



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THE MINNIE STREET PLANNING COALITION

Grantee Name: The Cambodian Family
Address: 1111 East Wakeham Avenue, Suite E
Santa Ana, CA 92705

Principal Contact Person: Rifka Hirsch
Telephone: (714) 571-1966

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1132
Project Period: 12 months

Federal Project Officer: Joe Bock
Telephone: (202) 205-8904

Target Population: Youth in the low-income, high-crime Minnie Street neighborhood

Geographical Area Served: Santa Ana, California

The Cambodian Family will conduct a community-wide planning effort to effect positive change for youth in order to prevent acting out behaviors and youth violence. The Cambodian Family project will focus on the Minnie Street neighborhood in Santa Ana, which is notorious for its poverty, drug dealings, violent crimes, and gangs. The Minnie Street neighborhood is located in Santa Ana's highest crime area and is a national home base for the Tiny Rascals Gang (TRG), an Asian gang considered to be one of the largest and most serious threats in Orange County. The current services to this neighborhood are uncoordinated and have been unsuccessful at solving the growing problems of youth that lead to drugs, gangs, and violence. The Cambodian Family project will bring together a group of public and private agencies, businesses, parents, youth, and others to form the Minnie Street Planning Coalition. The working coalition of concerned public and private agencies, religious groups, community members, and youth will oversee and implement the activities of the Community Planning Grant and will share experiences, expertise, concerns, and strategies in order to better understand the conditions, problems, and challenges of youth in the Minnie Street area. The coalition will develop and articulate a positive vision for youth in which they have alternatives to unhealthy and destructive behaviors; develop a 5-year plan that targets the Minnie Street area to help youth develop their positive potential and avoid drugs, delinquency and gangs; develop strategies for funding the 5-year plan to ensure that sufficient staff and resources will be available during implementation; and document the process of the planning year through video and a written narrative. The Coalition will undertake an extensive period of gathering information from the community about the needs of youth, and will conduct research about what has and has not worked in other communities in order to bring about positive change. The project will then analyze those results and present them to the community for feedback. After taking the community input into account, the Cambodian Family will then articulate a positive vision for youth and develop the 5-year implementation plan. As a result, the project will increase the community's knowledge about critical youth issues, empower the community to take an active role in solving its own problems, and formulate a more effective community service model.

SAN MARCOS YOUTH GANG DRUG PREVENTION PROGRAM

Grantee Name: Southwest Texas State University
Address: 601 University Drive
San Marcos, TX 78666

Principal Contact Person: Margaret E. Dunn
Telephone: (512) 245-2438

FY 1994 Federal Funding Level: \$99,732
Grant Number: 90CL1133
Project Period: 12 months

Federal Project Officer: Joe Bock
Telephone: (202) 205-8904

Target Population: Youth in two predominantly Hispanic and African-American neighborhoods

Geographical Area Served: San Marcos, Texas

The Center for Initiatives in Education at Southwest Texas State University will operate the San Marcos Youth Gang Drug Prevention (YGDP) Program, a comprehensive, intensive, multi-dimensional, and coordinated approach to community planning for youth gang drug prevention in the Victory Gardens/Dunbar area of San Marcos. The Victory Gardens/Dunbar area is socially and economically isolated from the rest of San Marcos; experiences a disproportionate amount of violent, criminal, and gang activity; and 100 percent of the students in this area have been identified as being educationally at risk by San Marcos Consolidated Independent School District (SMCISD) officials. The Victory Gardens neighborhood is predominantly Hispanic, and the Dunbar neighborhood is predominantly African-American. The goal of the San Marcos YGDP Program is to reduce gang activity by forming a community coalition to develop a 5-year action plan that concentrates resources and services in the Victory Gardens and Dunbar neighborhoods. Planning will focus on developing community-wide strategies and interventions to build resiliency in youth in at-risk situations. The major program objectives are to conduct a community-wide needs assessment in order to assess existing resources and to identify gang activity and other negative factors in the Victory Gardens/Dunbar area; to identify promising and effective programs and strategies for preventing youth gang drug activity; to promote community awareness and education programs regarding youth gang and drug prevention; and to develop a community-based capability for reducing and preventing youth gang drug activity, especially in the Victory Gardens/Dunbar neighborhoods. The program will change the nature of service delivery by targeting the developmental needs of youth in a comprehensive manner within the context of their families, their community, and the broader community in a manner that is culturally appropriate both in terms of race/ethnicity and family dynamics. In order to accomplish these goals and objectives, the San Marcos YGDP Program will build directly upon the work of the San Marcos Gang Prevention Task Force and prevention measures already in use by SMCISD, the San Marcos Police Department, and Drug-Free San Marcos.

CITY OF SPOKANE: YOUTH GANG DRUG PREVENTION PROGRAM

Grantee Name: City of Spokane, Washington
Address: 808 West Spokane Falls Boulevard
Spokane, WA 99201

Principal Contact Person: Roger Crum
Telephone: (509) 625-6262

FY 1994 Federal Funding Level: \$94,800
Grant Number: 90CL1134
Project Period: 12 months

Federal Project Officer: Judy F. Moore
Telephone: (202) 205-8060

Target Population: Youth ages 9 to 12 years and their families living
in three low-income neighborhoods

Geographical Area Served: Spokane, Washington

The City of Spokane's Youth Gang Drug Prevention Program, a community planning project, will focus on the East Central, Hillyard, and West Central neighborhoods in Spokane. The project will target 1,200 youth ages 9 to 12 years and their families residing in the 3 neighborhoods and will link the planning process with 5 elementary schools in the target area. Many of the previous forums, collaborations, and cooperative activities developed to address the need of youth and families have frequently focused on one set of problems while ignoring others critical to long-term success. The Spokane community planning project will result in more relevant system capabilities within the targeted neighborhoods to ensure both short-term and long-term objectives. The short-term goals include educating community members about the shift from a problem-based delivery system to a system driven by the developmental needs of children and families; bringing youth and families directly into the planning process; developing a shared understanding of both neighborhood-specific developmental needs and those shared by all children ages 9 to 12 years; developing an understanding of the existing service delivery structures and identifying gaps; and using the needs assessment and strategies plan to provide accurate and critically necessary information for the Community Public Health and Safety Networks working under the Federal Family Preservation Act. The assessment strategies will focus on information that will help address the actual needs of youth and their families and will include extensive surveying on existing levels of service, barriers to service, and system barriers that limit the effectiveness of prevention efforts. Needs assessments will be conducted at the individual, neighborhood, and community-wide levels in order to create a systematic and shared base of information. Long-term service objectives include creating systemic changes that support a developmental and prevention-oriented approach to children and family services; reducing youth involvement in street gangs and violence by addressing the developmental needs that lead to participation in gangs; and fostering pro-social attitudes in childhood, thereby increasing the targeted youths' attachment to education and other systems that will help them function as self-sufficient adults.

RED CLIFF/BAYFIELD AREA YOUTH GANGS DRUG PREVENTION PROGRAM

Grantee Name: Red Cliff Band of Lake Superior Chippewa
Address: P.O. Box 529
Bayfield, WI 54814

Principal Contact Person: Thomas D. Frizzell
Telephone: (715) 779-3755

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1135
Project Period: 12 months

Federal Project Officer: Judy F. Moore
Telephone: (202) 205-8060

Target Population: American Indian youth from the Red Cliff Indian Reservation and other youth attending Bayfield Public School

Geographical Area Served: Bayfield County, Wisconsin

The Red Cliff/Bayfield Area Youth Gangs Drug Prevention project will develop a 5-year action plan that will help community youth feel more confident in their own abilities and develop meaningful relationships with significant adults, while at the same time reducing their feelings of social isolation, alienation, and racial tension. Alcoholism and drug abuse, poverty, unemployment, and single-parent families contribute to the social isolation and alienation of American Indian youth of the Red Cliff Indian Reservation, which leaves them highly susceptible to gang and drug involvement. The project will target approximately 2,500 residents of the City of Bayfield, the Township of Bayfield, and the Township of Russell, all within Bayfield County. Of the 2,500 people targeted, 65 percent are American Indian and reside on the Red Cliff Indian Reservation in the Township of Russell. The 5-year plan will grow out of the work of a 15-member planning committee, which will represent the full spectrum of municipalities, agencies, and programs that provide services to youth and their families. After the planning committee has been formed and a project director hired, the committee will work with a program evaluator to develop a community needs assessment instrument on issues related to youth gang drug prevention. The purpose of the needs assessment instrument will be to gather ideas from the entire community to find where the major gaps exist, to identify what efforts should be undertaken, and to fill in the service gaps. The planning committee will then conduct the assessment and use the information, along with the advice gained from knowledgeable professionals in the field, to develop a sequential 5-year plan that reflects the developmental needs of the youth in the Red Cliff/Bayfield community. The plan will be approved by all entities with responsibilities in the plan, and the Red Cliff Tribal Council will make the final approval. The Red Cliff/Bayfield Area Youth Gangs Drug Prevention project is different from any planning effort ever undertaken in the community; it marks the first time that there has been an effort to deal with a social problem where all the municipalities connected to the Bayfield School District have collaborated in planning a prevention effort.

GANG PREVENTION THROUGH COMMUNITY COLLABORATION

Grantee Name: Memphis City Schools
Address: Center for Drug Free Schools
2597 Avery Avenue
Memphis, TN 38112-4892

Principal Contact Person: Susan C. Goodman
Telephone: (901) 325-5406

FY 1994 Federal Funding Level: \$97,220
Grant Number: 90CL1136
Project Period: 12 months

Federal Project Officer: Armetta K. Johnson
Telephone: (202) 205-8069

Target Population: Youth ages 9 to 12 years attending public elementary schools in the Whitehaven community

Geographical Area Served: Memphis, Tennessee

The Memphis City Schools' gang prevention project will comprehensively assess the needs of youth ages 9 to 12 years in the Whitehaven community of Memphis from a developmental perspective. Current services and youth gang drug prevention strategies have been insufficient or ineffective in preventing youth participation in gangs. The project will expand on current efforts, making them more relevant to the target population, and create new, more innovative strategies initiated by community members. Specifically, by identifying a cross-section of community individuals to solicit information regarding the needs of youth ages 9 to 12 years, constructing an interview instrument for use by trained adults in obtaining information from identified residents, creating forums in which both adults and youth of the community have opportunities to communicate needs and ideas for gang prevention, structuring the means for collecting community input, and analyzing the information received, the initiative will assess the needs of the target population attending one of three public elementary schools (Manor Lake, Fairley Elementary, and Lakeview). The Whitehaven community suffers from household poverty and isolation by class and race—60 percent of the single-parent families with children under age 18 live in poverty, and 96 percent of the population are African-American. The project will assist the community and neighborhood groups to organize into formal coalitions for the purpose of creating a plan of community-wide strategies and interventions designed to change the environment, circumstances, and attitudes that place youth at risk of unhealthy and destructive behaviors. Community members may choose to build upon existing services or to create new strategies, utilizing service providers as resources to assist in their development and execution. This will be accomplished by identifying key community individuals to provide leadership in planning efforts; forming coalitions of community members, such as residents, religious leaders, and business owners, and project staff to address the identified needs and prevention strategies; developing a timetable for accomplishment of the 5-year intervention program; and consulting with a third-party evaluator to establish measurable goals and objectives that are amenable to evaluation methods and meet the requirements specified by the Youth Gang Drug Prevention Program.

TRANSFORM—A COALITION OF NEIGHBORHOOD AND COMMUNITY GROUPS ORGANIZED TO DEVELOP A FIVE-YEAR PLAN TO ADDRESS THE DEVELOPMENTAL NEEDS OF YOUTH AGES 9 TO 12

Grantee Name: Boys & Girls Club of Stockton, Inc.
Address: P.O. Box 415
Stockton, CA 95201

Principal Contact Person: Lincoln D. Ellis
Telephone: (209) 466-1918

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1137
Project Period: 12 months

Federal Project Officer: Armetta K. Johnson
Telephone: (202) 205-8069

Target Population: Hispanic, African-American, Southeast Asian, and other youth ages 9 to 12 years in three high-risk neighborhoods

Geographical Area Served: Stockton, California

The Boys & Girls Club of Stockton, Inc. is a community youth organization that will involve neighborhood groups and leaders, youth, community organizations, and local government agencies in developing a 5-year action plan to prevent and reduce violence, illegal gang activities such as drug trafficking, and the use of drugs by youth. The TRANSFORM project will be conducted in three high-risk neighborhoods in Stockton and will concentrate on Hispanic, African-American, Southeast Asian, and other youth between the ages of 9 and 12 years. The community planning project will involve 500 individuals representative of the target areas in Stockton, approximately 50 percent of whom will be youth. The first major objective of TRANSFORM is to organize a formal coalition of neighborhood- and community-based groups, youth, agencies, and governmental organizations that will be actively involved in the development of a plan to focus prevention resources on the high-risk, socially and economically isolated target area. Second, the project will develop a 5-year action plan that addresses the developmental needs of youth ages 9 to 12 years and is designed to prevent gang, drug, and violent behaviors. The third objective is to organize, empower, and maintain a permanent neighborhood and community coalition that will be responsible for implementing the 5-year action plan. TRANSFORM will utilize an assessment process that stresses input from local area residents and leaders. In addition, representatives from law enforcement, education, health, social services, business, and the broader community will take part in the assessment and the planning process that follows. The action plan to be designed will concentrate on providing services for minority youth living in the target area, an area with major problems such as crime, poverty, gangs, violence, unemployment, school failure, and other risks for the health and well-being of youth. The Boys & Girls Club of Stockton has participated in several planning efforts targeting high-risk youth and neighborhoods in Stockton, and this project will build upon those efforts, using successful strategies and eliminating ineffectual strategies.

VOLCANO AND WAIALUA COMMUNITY PLANNING PROJECT

Grantee Name: Department of Human Services
Address: 1481 South King Street, Suite 223
Honolulu, HI 96814

Principal Contact Person: Wayne Matsuo
Telephone: (808) 973-9494

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1138
Project Period: 12 months

Federal Project Officer: Armetta K. Johnson
Telephone: (202) 205-8069

Target Population: Youth ages 9 to 12 years and their families
Geographical Area Served: The city of Honolulu, and Honolulu and Hawaii Counties, Hawaii

The Volcano area, on the island of Hawaii, and the Waialua area, on the island of Oahu, are currently experiencing youth gang and drug-related problems. In these two communities, youth are seriously underserved by programs and services attempting to prevent and reduce youth involvement in gang and drug-related activity. For example, these communities were not part of Hawaii's previously federally-funded Youth Gang Drug Prevention Program and are served only marginally by State-funded Youth Gang Response System in-school programming. This initiative, utilizing a risk-focused prevention community planning model, will establish planning groups in each of the communities that will complete a risk and resource assessment. Based on the data gathered, a 5-year action plan that identifies comprehensive multi-dimensional prevention strategies for youth ages 9 to 12 years will be produced. The plan will include identification of the most salient risk factors in the community, as well as identification of scientifically-selected and effective prevention program elements. It will have clear goals and objectives for a comprehensive prevention approach and a timetable outlining key events in the implementation of the plan. The organizations and individuals responsible for providing program elements will also be delineated, and a discussion of roles and responsibilities of the planning group in the implementation of the plan will be provided. There will also be plans and strategies for evaluation of selected programs in the action plan. The overall goal of the community planning grant is to assist Hawaii's Youth Gang Response System in addressing the needs of the two underserved target communities. The Response System aims to develop comprehensive multi-dimensional prevention strategies that address specific risk factors in communities and to establish programmatic and financial support for the implementation of these strategies. The planning project not only will build upon the existing structure of the Response System, but also will expand upon the community efforts currently in place.

PROJECT STREET WORKS

Grantee Name: Kenosha County Department of Social Services
Address: 714 52nd Street
Kenosha, WI 53140

Principal Contact Person: Patricia Bell
Telephone: (414) 653-6516

FY 1994 Federal Funding Level: \$98,768
Grant Number: 90CL1139
Project Period: 12 months

Federal Project Officer: Armetta K. Johnson
Telephone: (202) 205-8069

Target Population: Community service organizations and youth at risk in seven interrelated neighborhoods

Geographical Area Served: Kenosha, Wisconsin

Project Street Works is a community development planning process that allows residents in the central city of Kenosha to define neighborhood-specific problems and to increase their capacity to effect solutions themselves. The goals of the one-year planning project are to assess the strengths and needs of the seven-neighborhood target area, to conduct a planning process based on community development planning practices, and to complete a 5-year action plan for positive youth development and youth gang prevention in the target area. The target area consists of 23,000 residents, 16 percent of whom are African-American, 13 percent of whom are Hispanic, and 71 percent of whom are Caucasian or are from other racial and ethnic groups. The target area is home to 7,583 children, ages birth to 17 years, and 30 percent are between the ages of 9 and 13 years. Of this group, 26 percent are African-American, 19 percent are Hispanic, and 55 percent are Caucasian or other. Fifty-two percent of all violent crime in Kenosha is committed in the target area. In the target area, the greatest increases in alcohol consumption occur in grades six and eight. Two percent of fourth graders and 6 percent of sixth graders have smoked marijuana, and, while crack cocaine use is generally low, 4 percent of eighth graders have reported using the drug. The project will identify community institutions that can have the greatest impact on preteens and young teenagers, identify gaps in existing services, and plan a comprehensive, community-based strategy to anticipate social problems and to provide culturally appropriate solutions. Care is given to providing bilingual (English and Spanish) services at every stage. The project will conduct outreach to include in the planning process as many of the numerous agencies serving the Project Street Works target area as possible. The staff have extensive experience in human services planning and delivery, and the Alcohol and Other Drugs Council of Kenosha County is committed to assisting in the planning process by holding and organizing neighborhood meetings, providing outreach activities, holding community information sessions, and actively participating in the planning process at both the neighborhood and community levels. The planning process also will utilize linkages with community groups and churches in the target area, as well as cultural organizations such as the Spanish Center.

THE P.E.A.C.E. PROJECT

Grantee Name: United Way of the Ozarks
Address: 777 East Battlefield
Springfield, MO 65807

Principal Contact Person: Dottie Mullikin
Telephone: (417) 863-7140

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1140
Project Period: 12 months

Federal Project Officer: Joe Bock
Telephone: (202) 205-8904

Target Population: Youth ages 9 to 12 years in four elementary school districts

Geographical Area Served: Springfield, Missouri

The P.E.A.C.E. Project (Parents, Educators, And Children Excel!) will use a community coalition to develop a comprehensive city-wide action plan that will be designed to prevent gangs and youth violence among youth ages 9 to 12 years in Springfield. The project will target the 1,082 youth ages 9 to 12 years from the Boyd, York, Fairbanks, and Shady Dell school districts, which are "feeder schools" for Pipkin Middle School. The planning project will identify strategies to decrease the risk and increase the protective factors in the areas that most impact youth: family, peers, school, and the community. The first of the four primary goals is to convene a leader's summit on gangs and youth violence. Twelve key leaders will be targeted for the summit, the summit outcomes will be announced to the public with a commitment to change, and a representative cabinet will be appointed to conceptualize a community anti-violence plan. The project anticipates that key leaders' endorsements will empower the community to engage in a successful planning process, which existing efforts have previously lacked in the Springfield area. The second and third goals are to mobilize a planning coalition that is representative of the community and to conduct a community needs assessment. After being updated by the Center for Social Research at Southwest Missouri State University, the COMPASS needs assessment will be utilized so that the planning will be need-based. This strategy will eliminate the "hit or miss" strategies that have been previously directed at symptoms rather than at the root causes of gangs and youth violence. Focus groups, interviews, and surveys will be conducted to obtain the needed information. The fourth project goal is to develop a 5-year community-wide plan that specifically targets Boyd, York, Fairbanks, and Shady Dell school children ages 9 to 12 years. The plan will develop a shared vision and mission statement, use the needs assessment information to define and describe the current state of the Springfield community, define the steps necessary to get from the present situation to the vision that the coalition has for the future, determine the first actions to be taken, and make any evaluations, modifications, improvements or additions to the original plan that are deemed necessary.

**CITY OF ANAHEIM, INTER-NEIGHBORHOOD YOUTH
DEVELOPMENT PLANNING COUNCIL**

Grantee Name: City of Anaheim
Address: 200 South Anaheim Boulevard
Anaheim, CA 92805

Principal Contact Person: Steven E. Swaim
Telephone: (714) 254-5167

FY 1994 Federal Funding Level: \$96,409
Grant Number: 90CL1141
Project Period: 12 months

Federal Project Officer: Judy F. Moore
Telephone: (202) 205-8060

Target Population: Youth ages 9 to 12 years living in four isolated neighborhoods

Geographical Area Served: Anaheim, California

The City of Anaheim's project will establish an Inter-Neighborhood Youth Development Planning Council (INYDPC) to plan for the developmental needs of youth in four isolated neighborhoods in Anaheim. The goal of the project is to create positive change in the Jeffrey/Lynne, Avon/Dakota, Guinda Lane, and Haster/Orangewood neighborhoods by reducing gang involvement by youth ages 9 to 12 years. The INYDPC will consist of youth, families, apartment owners, schools, businesses, churches, non-profit service organizations, and Anaheim officials who will identify "gang promoting risk factors operating within the four target neighborhoods. The INYDPC will identify currently existing gang prevention resources and will develop a 5-year community action plan that concentrates gang prevention resources on removing the risk factors within the neighborhoods. The INYDPC will develop a Gang Prevention Needs Assessment and will include in the 5-year plan a process for the development of leadership, consensus-building, and facilitation skills in neighborhood residents, as well as the facilitation of neighborhood communication, planning, and action through the public forum process. The needs assessment will be accomplished through a combination of surveying residents from the four neighborhoods and receiving input at public forums from the residents, apartment owners, local staff, religious leaders, non-profit organization staff, and city members. These neighborhood stakeholders will continuously validate the needs of targeted youth and the method for addressing those needs. The INYDPC process builds upon the previous planning efforts within the four neighborhoods. In each of the neighborhoods a needs assessment and action plan have been developed through a collaborative effort of neighborhood residents and apartment owners. The action plans will provide a "blueprint as to how to improve the quality of life in the neighborhoods. The anticipated outcomes of the current project include the facilitation of increased neighborhood input and involvement to improve the quality of life in the four target neighborhoods and the creation and encouragement of neighborhood optimism.

PROJECT PACT (PARTNERS IN ALLIANCE FOR THE CHILDREN OF TULSA)

Grantee Name: Tulsa County Independent School District
Address: 3027 South New Haven
Tulsa, OK 74147-0208

Principal Contact Person: Joe Birdwell
Telephone: (918) 745-6251

FY 1994 Federal Funding Level: \$91,615
Grant Number: 90CL1142
Project Period: 12 months

Federal Project Officer: Judy F. Moore
Telephone: (202) 205-8060

Target Population: Youth ages 9 to 12 years attending eight elementary and two middle schools

Geographical Area Served: Tulsa, Oklahoma

The Tulsa County Independent School District's Project PACT (Partners in Alliance for the Children of Tulsa) will address the youth gang-related problems in the McLain High School catchment area of the Tulsa Public Schools. The specific long-range goals of the project are to reduce or eliminate gang-related homicides in the target area; to achieve safe and secure schools free from violence and crime; to develop and implement a plan of action to ameliorate Tulsa's growing gang problem; and to prevent elementary-age students ages 9 to 12 years from succumbing to pressure to establish gang affiliates. The project's objectives include creating a broad, community-based coalition to form a comprehensive plan of action that will be focused on the developmental needs of youth, families, and neighborhoods; to mobilize and convene at least 60 representatives of city-based and community-based agencies as well as youth and adult community members at least 24 times during the year to develop a comprehensive plan of action; and to devise a plan of action that incorporates significant student, parent, family, and neighborhood input. Some of the strategies and approaches that will be employed by the project include town hall meetings and neighborhood community speakouts; planning retreats for team-bonding and to brainstorm issue-centered, long-term strategies and action plans; block-by-block surveys by volunteers; youth engaged in coalition meetings, surveys, and focus groups; regular community updates; and small-group meetings among clusters of community organizations involved in the planning effort. The project anticipates that residents of the McLain catchment area will benefit from the reduction of gang-related deaths, drive-by shootings, gang membership, juvenile arrests, out-of-school transfers, teenage pregnancy, substance abuse, incarceration, suicide rates, dropout and retention rates, student referrals and suspensions for violent and at-risk behaviors, and police calls to the target area. Additional anticipated benefits include increases in promotion and graduation rates, private business investment, job opportunities, recreational facilities and options, parental supervision of youth and involvement in schools, and improved public image for area schools.

VIVA! SHERMAN HEIGHTS

Grantee Name: San Diego Youth and Community Services
Address: 3255 Wing Street, Suite 550
San Diego, CA 92110

Principal Contact Person: Liz Shear
Telephone: (619) 221-8600

FY 1994 Federal Funding Level: \$99,990
Grant Number: 90CL1143
Project Period: 12 months

Federal Project Officer: Judy F. Moore
Telephone: (202) 205-8060

Target Population: Youth ages 9 to 12 years residing in the Sherman Heights community

Geographical Area Served: San Diego, California

San Diego Youth and Community Services (SDYCS) will operate the VIVA! Sherman Heights project, which is a youth gang drug prevention planning collaboration of neighborhood youth and parents, an elementary school, a community center, and two social service agencies. The project will link with a larger partnership of public and private resources to design a 5-year, multi-level strategy designed by and for the Sherman Heights neighborhood. The first project goal is to create and maintain a youth and adult neighborhood leadership group that is committed to long-term, effective youth gang drug prevention. The second goal is to develop the Sherman Heights Youth and Family Development Five Year Strategic and Implementation Plan, which identifies the assets of the community, is based in youth development theory, empowers the community, is collaborative, neighborhood-based, and culturally relevant, and addresses the need for a long-term continuum of flexible and accessible services. The third project goal is to test and evaluate a youth community development and empowerment planning approach to create a model youth gang drug prevention system in the Sherman Heights community. The project will use a community youth development approach in which the process to create the plan is equally as important as the plan itself. The approach will enable the project to create an ever-increasing youth and adult community leadership group by first focusing on youth leaders trained by SDYCS. These youth will then involve their parents and become the core leadership group. With the assistance of staff, the core group will recruit friends and neighbors to participate in a community-wide visioning and planning process. The overall result from the 12-month effort is an implementation plan for a youth drug prevention system for the Sherman Heights community that targets services and activities for youth ages 9 to 12 years. Existing services and activities will be incorporated into the plan as appropriate and will include (but will not be limited to) educational enrichment, tutoring, school-based leadership and conflict resolution training, home-based individual and family counseling, alcohol and drug abuse prevention education, as well as skills training, job counseling, and parenting skills. By utilizing community volunteers and peer educators to support the prevention system in the neighborhood, the project will ensure ongoing community participation.

**MULTICULTURAL GANG DRUG PREVENTION STRATEGIC ACTION
COMMUNITY COLLABORATIVE**

Grantee Name: Latin American Youth Center
Address: 305 15th Street, N.W.
Washington, D.C. 20009

Principal Contact Person: Lori M. Kaplan
Telephone: (202) 483-1140

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1144
Project Period: 12 months

Federal Project Officer: Alice Bettencourt
Telephone: (202) 205-8024

Target Population: Youth ages 9 to 12 years in three multicultural neighborhoods in Ward One

Geographical Area Served: Washington, District of Columbia

The Latin American Youth Center, in conjunction with the Bell Multicultural High School, has developed a neighborhood-based youth gang drug prevention planning initiative entitled the Multicultural Gang Drug Prevention Strategic Action Community Collaborative. The planning effort focuses on the multicultural neighborhoods of Mt. Pleasant, Columbia Heights, and Adams Morgan, located in Ward One of the District of Columbia. Youth, parents, direct line staff, and representatives from advocacy organizations, juvenile justice, the media, the religious community, schools, businesses, foundations, and the District government will participate in a neighborhood-based action team and a larger city-wide steering committee. One immediate result of the collaborative effort will be to highlight the specific needs of the three neighborhoods, including the need for greater access to and increased utilization of existing services by youth and family members in the community. Public forums, meetings, and intensive retreats will be held so that community stakeholders and city policymakers can engage in active dialogue, community assessment, and proactive implementation strategy design. The action blueprint resulting from this initiative will develop a vision for youth, inclusive of neighborhood strategies and interventions designed to divert youth from involvement in gangs and drug-related behavior. It will also create an environment for young people to develop into healthy and responsible young adults. Once implemented, the Multicultural Gang Drug Prevention Strategic Action Community Collaborative will build upon the existing service delivery systems that are in place in the District of Columbia. With the support of the city-wide steering committee, it is expected that these systems, such as health, mental health, child welfare, and substance abuse, will become more user-friendly and culturally sensitive.

DEVELOPING STRATEGIES TO PREVENT YOUTH GANG DRUG ACTIVITIES

Grantee Name: Good Shepherd Services
Address: 337 East 17th Street
New York, NY 10003

Principal Contact Person: JoEllen Lynch
Telephone: (718) 488-8964

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1145/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Youth and their families in the predominantly African-American and Hispanic community of Red Hook

Geographical Area Served: Brooklyn, New York

The Good Shepherd Services' one-year planning project in Red Hook will develop a comprehensive, community-wide strategy for youth gang drug prevention. Red Hook is an isolated community with few resources, a lack of positive social support, and a lack of opportunities. Red Hook's under-18 youth population is predominantly African-American and Hispanic and represents approximately 40 percent of the total population. The project will develop and implement a model assessment strategy that is led, designed, and initiated by youth; identify a systematic network of groups that will support the implementation of a community-wide norm for healthy youth development; understand the specific neighborhood factors that either support or undermine the prevention of youth gang drug involvement; and identify strategies and activities that will provide community-wide support for positive youth development. In order to meet its goals, the project will involve informal networks of adults and youth in the process of needs assessment and resource development; develop an informational base on high-interest activities for young people to implement models for youth gang drug prevention; create opportunities to publicize the positive activities and lives of young people in order to build community support for youth development; engage and train young people from Red Hook as planners, ethnographers, and youth advocates for the planning process; continue the development of a community-wide coalition to inform, review, and advocate for the implementation of youth gang drug prevention strategies; and design a community-wide forum to promote the development of community norms for positive youth development. The approach of the project will be based on youth development, resiliency, and urban sociology and community studies theory and research. One major focus of the project will be to move away from methods that focus on addressing particular problems to creating community-wide strategies offering long-term support throughout adolescence for the development of all youth in the community.

LA VISTA YOUTH GANG AND DRUG PREVENTION PLANNING GRANT

Grantee Name: OUR TOWN Family Center
Address: P.O. Box 26665
Tucson, AZ 85726

Principal Contact Person: Susan Krahe-Eggleston
Telephone: (602) 323-1708

FY 1994 Federal Funding Level: \$97,750
Grant Number: 90CL1146/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Youths ages 9 to 12 years and their families in the predominantly Hispanic and African-American community of La Vista

Geographical Area Served: Pima County, Arizona

The goal of OUR TOWN Family Center's La Vista Youth Gang and Drug Prevention Planning project is to create a 5-year community action plan that includes policies and strategies for the prevention of youth gang and drug problems and the positive development of youth in the La Vista community of Tucson. It is anticipated that the planning process will affect a minimum of 100 youth ages 9 to 19 years. The strategies to be emphasized in the action plan will include empowering all community members (individuals, organizations, and businesses) to identify and meet the needs of youth and families; training community members in leadership techniques; and revitalizing neighborhoods so that they are safe, healthy, supportive, and pleasant environments where youth and families can grow and thrive without engaging in gangs, drugs or violence. The first project objective is to determine the needs of youth and families in La Vista as well as the strengths and weaknesses of existing services and service delivery systems in meeting a comprehensive array of needs for youth and families. The second objective is to identify gaps in current services and delivery systems that may contribute to continuing youth involvement in harmful behaviors, and to assess the effectiveness of local and national community prevention models currently in place that may be appropriate for replication and/or adaptation. The project also will maintain an active coalition of agencies and individuals (youth, family members, community leaders) to develop and implement the action plan. Through mobilizing a wide array of agencies and individuals, thorough strengths and needs assessments will be conducted. Multiple strategies will be used to ensure that all appropriate input is gathered (including surveys, interviews, community forums, and focus groups) and that a review of existing programs is conducted. By involving themselves in the assessment and planning process, community members will identify and utilize the existing resources available to them, which will also empower them to start taking control, setting policies, and making changes in their community.

HARBOR POINT YOUTH GANG/DRUG PREVENTION PROPOSAL

Grantee Name: Harbor Point Community Task Force
Address: One North Point Drive
Dorchester, MA 02125

Principal Contact Person: Ruby Jaundoo
Telephone: (617) 288-5701

FY 1994 Federal Funding Level: \$84,398
Grant Number: 90CL1147/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Low-income minority youth residing in the
Harbor Point Apartments

Geographical Area Served: Dorchester, Massachusetts

The primary goal of the Harbor Point Community Task Force is to develop an action plan and a strategy for youth programming that will build upon the strength of the community and its past successes in youth gang drug prevention activities. The Harbor Point Community Task Force is an elected resident organization that owns one-half of Harbor Point Apartments, formerly the abandoned Columbia Point Public Housing Projects. Both the physical and social isolation of Columbia Point, as well as the housing project's former reputation as the worst public housing project in New England, has stigmatized the residents of the Harbor Point Apartments for more than 30 years. The project's first objective will be to include parents and youth in a high level of planning in youth programming by promoting these groups as the principal actors in the development and completion of the needs and resource assessment and in the initiation of focus groups and peer leadership meetings. Second, the project will devise a comprehensive, multi-dimensional 5-year action plan for providing youth services, which involves conducting intervention at a young age and promoting the participation of human services agencies and individuals who are part of the Columbia Point Neighborhood Coalition in conjunction with youth and parents in the community. Third, the task force will bring youth, families, and school leaders together in discussion and will hold youth rap sessions in the planning stages at local schools and centers in the community. The project also aims to develop stronger ties between parents and youth in order to change attitudes and improve communication; to identify the factors that lead to negative youth behavior by working with law enforcement agencies, human services providers, school leaders, and statistical experts to analyze common factors and indicators of youth behavior; and to develop a system to monitor youth over time, by documenting the planning process and working in conjunction with school leaders, students, and other members of the Columbia Point Neighborhood Coalition. The major products that will result from the project include a needs assessment, weekly planning logs, and documented outcomes of informal youth and family activities.

AREA IV/NORTH CAMBRIDGE PLANNING FOR YOUTH PROJECT

Grantee Name: City of Cambridge, Massachusetts
Address: 51 Inman Street
Cambridge, MA 02139

Principal Contact Person: Jill Herold
Telephone: (617) 349-6200

FY 1994 Federal Funding Level: \$97,910
Grant Number: 90CL1148/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Low-income minority youth in Area IV and North
Cambridge

Geographical Area Served: Cambridge, Massachusetts

The Area IV/North Cambridge Planning for Youth Project is a collaborative project that is designed to assess the strengths and weaknesses of ongoing efforts to support the youth of Area IV and North Cambridge. The project will shape a vision for the future and will plan for the development of new approaches and, where necessary, new programs to fill the gaps that are identified. The overall goal of the project is to engage community residents, institutions, businesses, service providers, and the city agencies that serve youth in a collaborative needs assessment and planning process. The planning process will actively involve and empower participating youth, treat them as resources in the planning process, be sensitive to their developmental needs, support the framing of risk prevention in the context of defining a positive future for youth, and produce a 5-year plan toward achieving such a future. The first project objective is to involve community residents, institutions, businesses, providers, and the range of city agencies that serve youth on the planning team, where they will have opportunities to shape the planning process and contribute insights on youth developmental needs. The second objective is to recruit 10 local youth who will serve as members of the Youth Assessment Team. These youth will be trained to participate in every level of the planning process, which will include designing and field testing the needs assessment, organizing a community forum to present the findings of the assessment, and participating in the development of programmatic responses to the needs identified. Third, the project will develop and field test the assessment instruments; conduct the interviews; analyze, synthesize, and publicly present the findings; and derive a 5-year plan of programmatic responses to the identified gaps. The project's fourth objective is to use the community planning process to empower and invest youth and adults in the goal of developing a community that better supports its youth, thereby broadening the expectations of community adults relative to the possible and proper role of youth in the community.

ASPIRA PROJECT GAIN SOUTH PLANNING COALITION

Grantee Name: ASPIRA of Florida, Inc.
Address: 3650 North Miami Avenue
Miami, FL 33137

Principal Contact Person: Raul Martinez
Telephone: (305) 576-1512

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1149/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Hispanic and other minority youth ages 9 to 12 years

Geographical Area Served: South Dade County, Florida

ASPIRA of Florida, Inc., a community-based Puerto Rican/Latino youth organization, will operate the ASPIRA Project GAIN (Gang Awareness Intervention Network) South Planning Coalition to develop a planning process for the prevention of youth gangs, drugs, and violence in South Dade. The focus of the planning grant will be to meet the developmental needs of Latino and other minority youth ages 9 to 12 years and their families. The main goal of the program is to mobilize a community planning process for the prevention of youth gangs, drugs, and violence by gathering and exchanging information, determining existing services and capacities, identifying needs and gaps, and creating innovative strategies. The GAIN Coalition's objectives are to organize a multi-ethnic community planning coalition that includes systems, youth, and parents; to identify youth developmental needs and their current involvement in and the impact of gangs, drugs, and violence; to seek parent involvement and input to identify family issues and needs relevant to the prevention of youth gangs, drugs, and violence; and to write a 5-year comprehensive community action plan that addresses the developmental needs of Hispanic migrant and other minority youth ages 9 to 12 years and that formulates strategies to combat youth gangs, drugs, and violence in the South Dade area. The approach that ASPIRA will use has three components: Awareness, Analysis, and Action. Awareness means recognizing the community's needs and sharing that recognition with others; Analysis signifies the necessity for gathering and analyzing data in order to identify factors causing problems, determining the breadth and depth of their effects, establishing priorities, and developing and testing solutions; and Action involves planning programs, providing services, and advocating changes. The GAIN Coalition will conduct a needs assessment, which includes a summit, content analysis, surveys, interviews, and field research; planning activities, which include forums, focus groups, and town meetings; as well as produce a planning manual and community action plan. Expected project outcomes are the empowerment of Hispanic migrant and minority youth, family support, systems cohesiveness, and increased community involvement.

MI FAMILIA Y BARRIO PRIMERO (MY FAMILY AND COMMUNITY FIRST)

Grantee Name: Aliviane, Inc.
Address: 11960 Golden Gate Road
El Paso, TX 79936

Principal Contact Person: Chilo L. Madrid
Telephone: (915) 855-7397

FY 1994 Federal Funding Level: \$99,559
Grant Number: 90CL1150/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Hispanic youth ages 9 to 12 years in the Ysleta Independent School District

Geographical Area Served: El Paso, Texas

The Mi Familia Y Barrio Primero (My Family and Community First) youth gang drug intervention planning project focuses on an area of south-central El Paso. The barrio is characterized by large-volume drug trafficking of heroin and cocaine, high rates of drug abuse, intensive population migrations, high rates of crime and poverty, and low educational attainment. It is 91 percent Hispanic, with 6,450 families and 1,324 youth ages 9 to 12 years. The Mi Familia Y Barrio Primero project will focus specifically on the Hispanic youth who attend four neighborhood elementary schools in the Ysleta Independent School District: Del Norte, Hacienda Heights, North Loop, and Sageland. The project is based on the belief that the most powerful agent of change lies within the members of the community who must then identify goals for their children, envision a future, and work with community services to achieve their own objectives. The mission of Mi Familia is to guide and empower the residents of the barrio to take care of their children and neighborhoods themselves. The main goals of the project are to develop a broad coalition of service providers, businesses, and community residents in order to comprehensively identify the needs of youth, families, and the community as well as existing resources, gaps in services, potential solutions, and new services; to plan for the coordinated provision of positive opportunities for the developmental growth of youth ages 9 to 12, which are gender, age, and culturally appropriate and which are anchored in positive prosocial behaviors; to provide opportunities for families to actively participate in the assessment of their own needs and the development of plans to strengthen families; to make preliminary plans to revitalize the neighborhood; and to develop strategies to change communities' attitudes regarding expectations for youth and the role of the community in providing positive opportunities for youth to participate in community life. A coalition will guide community members in assessing resilient traits in youth and family characteristics that build flexibility and resiliency in youth, so that the community may build on the protective factors that lead to social competence and personal and community wellness.

YOUTH GANG/DRUG PREVENTION PLANNING PROGRAM

Grantee Name: San Francisco Police Department
Address: 350 Amber Drive
San Francisco, CA 94131

Principal Contact Person: Bruce Frediani
Telephone: (415) 695-6921

FY 1994 Federal Funding Level: \$100,000
Grant Number: 90CL1151
Project Period: 12 months

Federal Project Officer: Alice M. Bettencourt
Telephone: (202) 205-8024

Target Population: Youth ages 9 to 12 years who are residents of the Western Addition neighborhood

Geographical Area Served: San Francisco, California

The San Francisco Police Department's Youth Gang/Drug Prevention Planning Program, in collaboration with 6 community-based organizations and 17 city departments, will target youth ages 9 to 12 years who are residents of the primarily African-American Western Addition neighborhood. The overall goal of the project is to develop a comprehensive plan that addresses the short-, mid-, and long-term strategies for reducing the involvement of youth in drugs and gangs. The three main objectives of the planning program are (1) to identify and meet individual and family needs, which will increase the number and strength of individual family units that encourage functional development of youth; (2) to identify community and city agency services that will support functional families and will facilitate maximum realization of individual healthy development; and (3) to develop a plan that will coordinate existing services with needs, will create programs that complement existing services, and/or will introduce needed and viable alternatives. The two main phases of the project are gathering data and developing an implementation plan. The first phase in the planning process is compiling existing needs assessments of the Western Addition population. These assessments will be comprehensively evaluated, and gaps in data that are specific to the needs of the targeted youth, their families, and their ethnic group will be identified. After the information has been compiled, six Community Based Organizations (CBOs), representative of the Western Addition's population, will develop survey instruments that build upon existing knowledge from other assessments and focus on four distinct areas: youth, family, community, and system. Each CBO will then survey three age-brackets (9-12; 13-17; and 18-above) for information. The second phase is to design and test an action plan for implementing services that are specifically designed for the community as well as to adopt a community-based and community-driven implementation plan that coordinates existing resources and implements new services aimed at the reduction of gangs and drugs in the community. After each CBO has presented a report analyzing the new data to a Steering Committee staffed by youth, parents, and community leaders, the Committee will oversee the development of a youth- and community-generated implementation plan that will build competencies and prepare Western Addition pre-adolescents for adulthood.

LIBRES DE PANDILLAS Y DROGAS (FREEDOM FROM GANGS AND DRUGS)

Grantee Name: Project Freedom
Address: 412 South Main
Wichita, KS 67202

Principal Contact Person: Jane Richards
Telephone: (316) 833-5170

FY 1994 Federal Funding Level: \$99,977
Grant Number: 90CL1152/01
Project Period: 12 months

Federal Project Officer: Kaaren Turner
Telephone: (202) 205-8914

Target Population: Male and female youth in the low-income,
predominantly Hispanic neighborhood of
Midtown

Geographical Area Served: Wichita, Kansas

Using focus groups, extended interviews, written and oral surveys, and drawing surveys, Project Freedom's Libres de Pandillas y Drogas (Freedom from Gangs and Drugs) program will determine the services available and the needs of Hispanic youth in the community of Midtown in Wichita. The major goals of the project are to conduct an indepth needs assessment of the Hispanic community in order to determine the health status of Hispanic youth, the educational levels Hispanic youth have achieved between the ages of 9 and 17 years, the programs that are currently in place for reducing high-risk behaviors, and the effectiveness of programs currently in place that improve the safety and appearance of the neighborhood. Focus groups and extended interviews will be used to determine the beliefs of both gang and non-gang youth ages 12 to 17 years as well as the beliefs of parents and community leaders regarding gang violence and substance abuse. The written and drawing surveys will be used as quantitative measures among youth ages 9 to 14 years to determine the underlying causes of gang membership and substance abuse. Libres de Pandillas y Drogas will work to unify various activities that involve health, education, law enforcement, and the Hispanic community. The needs assessment to be conducted will determine if current services are effective or if improvement in services is needed. The information obtained from the community needs assessment will be used to identify what strategies are needed to reduce gang violence and drug abuse among the targeted youth. The project will result in a developmentally appropriate 5-year action plan by establishing a broad-based community consortium that includes youth, families, business leaders, and community leaders in the areas of education, religion, justice, law enforcement, and health. The action plan will include strategies for the prevention of gang membership, violence, and substance abuse among Hispanic youth ages 9 to 12 years in the community. It will be re-evaluated annually, and the results will help the consortium to determine the direction of the plan and make any necessary mid-stream adjustments.

