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UNIVERSITY MICROFILMS INTERNATIONAL

STATE OF CALIFORNIA  
Edmund G. Brown, Jr., *Governor*

HEALTH AND WELFARE AGENCY  
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*A California Strategy for*  
**PREVENTING CRIME AND  
DELINQUENCY**

by Doug Knight

A Publication of  
The Department of the California Youth Authority

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January 1975



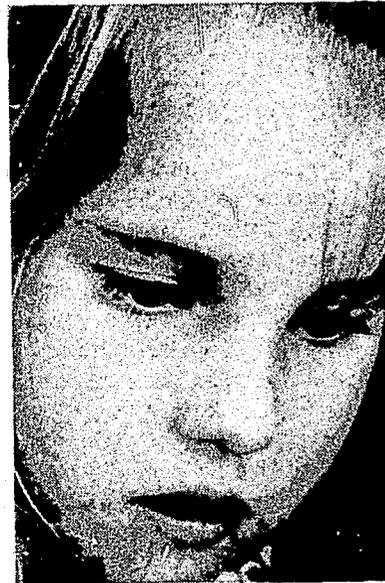
## FOREWORD

California spends 1.5 billion dollars per year on its criminal justice system. Less than a fraction of one percent of that amount is spent to prevent crime and delinquency. The difference deserves close attention if the occurrence of illegal acts is to be reduced and California made safer.

The passage of Senate Bill 391 in 1974, now Article 5.5 of the California Welfare and Institutions Code, and the federal Juvenile Justice and Delinquency Prevention Act of 1974 presents an unprecedented opportunity to reduce crime and delinquency. California's legislation authorizes the Department of the Youth Authority to exercise leadership on behalf of the state to develop, establish, and operate comprehensive community based programs for crime and delinquency prevention. For the first time, the Youth Authority has a clear mandate to offer state leadership in the development of such programs.

This publication is the first of a series designed to fulfill that leadership role and legislative mandate. It is not a "how-to" manual or a program cookbook. Rather, it is a road map providing direction for the development of California programs for crime and delinquency prevention. The monograph outlines the theoretical framework for future planning and program efforts carried out under the auspices of this Department.

ALLEN F. BREED, *Director*



## SUMMARY

Effective approaches to preventing crime and delinquency require a logical connection between the problem and the solution. Prevention planners must work from propositions which can guide tactics, operations, and programs. Failure to guide a comprehensive effort within the framework of theory will likely produce piecemeal programming based on convenience and expedience. Comprehensive planning demands that state, local, and individual efforts at prevention be clearly focused and directed by sound theory rooted in practical experience.

Presented here is the California Youth Authority's suggested *framework for preventing crime and delinquency*. It describes five empirically-derived propositions about the causes of crime and delinquency which, in turn, lead to a broad three-part California strategy. Four organizational roles are described which are appropriate for state-level implementation. The approach is meant to link up assumptions and strategy—to guide action—but, without prescribing rigid program applications.

## THE PROBLEM

Combating crime and delinquency means, first of all, defining issues and determining the *scope* of the problem.

"Misbehavior" alone is not a concern here. Prevention programs must aim at reducing or eliminating behavior that violates a statute—not at personal behavior considered merely "undesirable." In short, programs must be specifically designed to eliminate or reduce the incidence of behaviors defined by statute as legally unacceptable. Age and age alone, moreover, separates crime from delinquency.

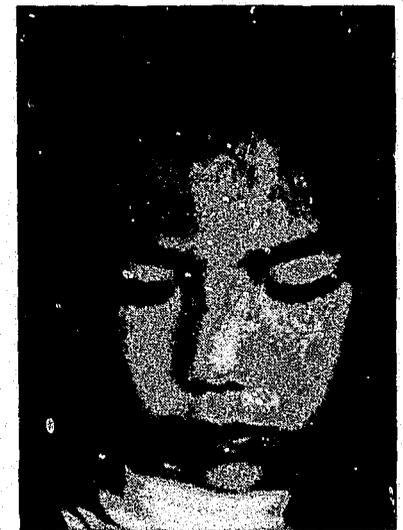
Prevention programs must be concerned not only with preventing initial acts but also with addressing the reduction of continued illegal behavior. Both kinds of behavior add up to the total problem defined as crime and delinquency.

Rising crime rates and other data warn against undue faith in simple reaction strategies that depend on apprehending and rehabilitating or punishing offenders. The justice system deals with too small a segment of the problem to produce major impact through increased efficiency.

As justice-system statistics reveal, each successive decision point in the system moves further from the patterned social problem of crime and delinquency. Ultimately, the process focuses on a very few offenders, on only the edge of the problem. Half to three-quarters of serious crime goes unreported, according to victimization surveys. Of the serious crimes which are reported, police data indicate, nearly 80% go unsolved. The offenders who are finally funneled into the correctional system account for 5 to 10% of actual crime in the streets, or perhaps less.

To be sure, the justice system and its after-the-fact apparatus play a critical role in maintaining public order. It is necessary to act affirmatively to prevent illegal behavior *and* to react judiciously when prevention fails. But it is not enough to react to delinquent behavior "after the fact" if the goal is to prevent the act from occurring in the first place.

Crime is thus a social problem which cannot be fully addressed through correctional intervention alone. The wider dimensions of the problem have become increasingly clear both to justice system officials and the public-at-large. For example following a nationwide serious crime increase of 15% in the first three months of 1974 compared to the same months of 1973, Atty. Gen. William Saxbe asked state and local



law enforcement officials for their analysis of the apparent surge. As reported by the Times-Post News Service: "They cited the economic situation as the primary cause," Saxbe said. Saxbe himself attributed the increase partly to the bulge in the 18-to-24-year-old group. "The fact is we've prevented this age group from being gainfully employed. . ."

A recent survey of 600 randomly-selected Youth Authority staff reveals that a solid majority of the Department's employees now (1) give prevention goals priority over treatment goals, (2) advocate a strong effort to divert more youth from the justice correctional system—because of potential for harm, (3) feel that a large reduction in delinquency and crime will require a *massive* attack on broader social problems, and (4) feel that delinquents are more conventional in outlook and hopes than their companions realize—but they perhaps need new involvements and social roles to develop stake in conventional behavior. In that survey, experienced Youth Authority staff suggested remedies to the social problem quite beyond the traditional case-by-case or treatment approach.

Likewise, in a Gallup poll described in *State of the Nation* (William Watts and Lloyd A. Free, 1973), a scientific sampling of American opinion showed crime control to be a top spending priority. Yet respondents tended not to advocate simplistic justice system solutions. Asked to choose two or three solutions from a variety that included justice system changes, 61% opted for "cleaning up social and economic conditions in our slums and ghettos that tend to breed drug addictions and criminals."

In short, statistical evidence converges with the general opinion of "experts" and the public. *A rational perspective on preventing crime and delinquency looks beyond a reactive justice system, even beyond the difficulties of individuals, to the institutional and community sources of the problem.*



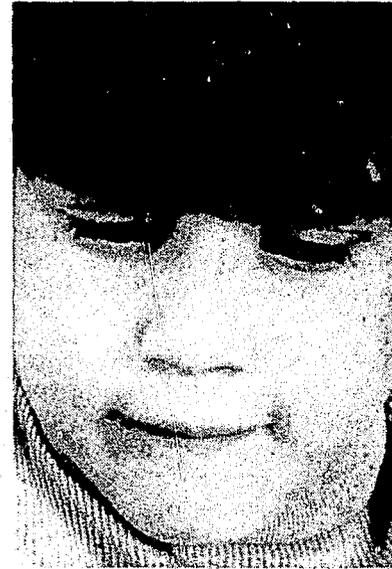
## TOWARD AN INTEGRATED STRATEGY

Every government agency must make decisions (or nondecisions) about its leadership doctrine, about the connection between the nature of the problem it engages and the nature of the solution it adopts. The extent to which that connection is specified, made relatively concrete, is an important dimension of organizational life. Too often, as Irving Spergel has written about delinquency prevention programs, ". . . particularistic access to resources appears to determine the connection between the problem and the program."

The general public and criminal justice experts alike have given too little attention to the nature of delinquency as a community problem. The issue is reminiscent of Peter Drucker's description of management decision making (*Management: Tasks, Responsibilities, Practices*, 1973). Decision-making, he says, too often focuses on the "right answer" rather than on "understanding the problem." Drucker laments the prevailing underemphasis on *defining the question*, i.e., on probing the nature of the problem itself. Those interested in decisions for action should concentrate on finding out "what the decision is really about, not what the decision should be," Drucker argues.

Delinquency and crime prevention efforts should follow assumptions and guidelines. Those assumptions and guidelines, furthermore, should be as specific as flexibility for change, diversity of approach, and knowledge about the problem allow. Not to specify a basis for action is to invite piecemeal programs of convenience and funding expedience.

As the California Youth Authority moves to implement its legislative mandate to prevent crime and delinquency, *its first priority must be the sharpening of its guiding assumptions about delinquency as a community problem.* Those assumptions, in turn, must provide a grounding for strategy. If significant reductions are to be made in California delinquency rates, the prevention strategy must be focused and systematic. It must link to an empirically derived, understandable, and actionable framework.



## A FRAME OF REFERENCE FOR PREVENTION

Delinquency prevention cannot be guided by formal axiomatic theory in which propositions state relationships and yield tight propositional deductions. Neither the state of knowledge nor the art of intervention warrants that kind of misplaced precision. But a sensitizing *framework* based on facts can guide prevention.

Ideas presented here are "basic concepts" likely to produce definitions of useful precision. The general propositions reflect a synthesis of the best theory and research findings in the field today.

The framework presented here includes five empirically derived propositions about causes of crime and delinquency. Together they form a basis for a statewide prevention effort:

I. Crime and delinquency do not exist without *social definitions of rule-breaking* sanctioned by potential or actual legal processing.

### ● *Crime and Delinquency Require Social Definitions, Political Decisions*

Criminal and delinquent behaviors are always partly the result of applied definitions constructed in a politically organized society. Thus, "causes" of youth behavior are only one aspect of the delinquency problem. Public definitions filter through social control agencies, which in turn make decisions based partly on organizational needs.

"Delinquency is usually thought to be a *behavioral* problem belonging to a young person. To a degree, it is just that. It may be useful to recognize it as also being a *political* phenomenon belonging to the community: By political, we mean having to do with the decision processes of the community.

. . . Strictly speaking, a delinquent act is a specific behavior adjudged (or which could be adjudged) by a duly appointed judicial officer in a court of law to be in violation of the laws of the com-

munity, state, or nation. To begin with, the way the laws are written provides the framework within which young people get funnelled into the court process. In most states the lip of the funnel is so wide that almost any youth might slip into it. Narrowing the scope of the juvenile court's jurisdiction is one approach to controlling delinquency.

Many people other than judges make decisions that determine the number of youth who get processed through juvenile courts. The screening process at the police department is probably the single most important way of diverting youth into community alternatives to the court. . . .

The filing policies and case flow procedures of the juvenile court determine how youth are handled and the decisions made about them. Sanctions from the community and/or the attitudes of politically appointed officials often determine the nature of these decision processes. A court and its staff in a large city can either create the need for a new custodial institution, or it can enable the closing of institutions through its efforts to find community alternatives. These trends are political in nature. That is, *they relate to decision processes, and not necessarily to the behavior of young people.*" (Editorial, *NCCD Soundings on Youth*, National Center for Youth Development of the National Council on Crime and Delinquency, May-June, 1974. Emphasis added.)

II. Most youth commit delinquent acts. Much delinquency is thus produced within "normal" patterns of behavior.

● "The Delinquent" Is Not a Clear and Different Type

"Self-report" studies demonstrate that most youth at one time or another engage in rule-breaking behavior for which legal processes could be invoked. In short, "normal" youth of all backgrounds produce a considerable volume of delinquent behavior.

The label "delinquent" is thus not a category defined by intrinsic qualities in the sense, e.g., of medical classification. The status is fuzzy. It always involves social definitions (Proposition I), but it also involves rule breaking behavior which occurs only intermittently or occasionally—not continually. Delinquents do not spend most of their time violating laws, and most youth are not free of law violations. Self-report studies reveal considerable overlap. Misconduct is a matter of degree and frequency as well as whether or not the delinquent is caught and becomes enmeshed in the justice system. Chance often determines who is apprehended and adjudicated—and who remains "nondelinquent." Delinquency is not a static condition that permanently exists for individuals; indeed, delinquent behavior is part of growing up in modern society.

III. Patterns of behavior which produce serious or repetitive delinquency result from the *breakdown of social ties—the social bond—between youth and conventional society.*<sup>1</sup>

● Serious Delinquent Behavior results from Weak Ties to Society

Important ties between the individual and society provides a *stake* in a particular kind of life, a vested interest in a life framework that binds the individual more or less to "legitimate" behavior. But when ties to socializing influences break down and *stake* in conventional behavior is sufficiently diminished, then young people are effectively "set free" to respond to influences that most youth pass by (or even fail to encounter with any frequency). The ties to conventional society weaken for youth who do not experience acceptable, responsible, and gratifying roles and relationships with conventional institutions and people. The ties between youth and society, however, are two-way connections. Looking only at the personal problems of individual youth to explain the weakening bond is obviously not enough.

IV. That breakdown of the bond to society has two major components: (1) personal controls of the individual (commitment to conformity), and (2) features of social institutions—family, education, work, etc.—which establish the key conditions for the attachment of young people to society.

● Weak Ties Are Revealed in Individual Motives—But Are Patterned by Institutional Processes

Relatively *enduring* commitment to conformity depends on the intensity and quality of a youth's involvement in and commitment to social institutions. In those ties lie the social rewards which sustain conventional socialization and yield stakes in conventional behavior.

A youth who commits a delinquent act is, at least in the situation of the offense, freeing himself from the usual moral ties to conventional rules. Commitment to conformity is at least temporarily neutralized. For the time, he places himself apart from the usual social-legal obligations. He risks without feeling risks.

The motivations and personal controls of individuals may explain specific acts. But to account for the patterned distribution of acts, the patterned *social problem* of delinquency, prevention planners must examine the way *institutions themselves operate to constrain some youth and disengage others.*

National experience and research indicate that simple direct-service casework, no matter the locale, generally fails to address delinquency

<sup>1</sup> Propositions III, IV, and V are intended to explain systematic and patterned delinquent behavior at its most general conceptualization—yet with enough specificity to yield an orientation to prevention (and even a broad strategy). These propositions derive a common theme by consolidating data from various levels of analysis and from multiple perspectives. Important details and sub-issues, it is suggested, can be situated within the broader framework.

as a patterned social problem. It is not enough, according to the evidence, to locate pathology only *in* individual delinquents or to assume that the social problem of delinquency distills simply to a random scattering of disturbed or "uncommitted" youth. Key social institutions themselves—family, education, work, etc.—deny many young people socially acceptable, responsible and personally gratifying roles. Youth services and resources are likewise often fragmented and disconnected.

Although the pushes and pulls of a youth's "operating milieu" may be emphasized as important (the natural world he roams in—consisting of parents, friends, school, work, playground, street, agency offices, etc.), the milieu is itself shaped heavily by patterned institutional processes.

The social roles made available by institutions strongly determine whether a youth develops an effective stake in "legitimacy." While some delinquents may be reacting to various personal and social strains, and others may simply be "freed from" or uncommitted to conventional social institutions—and perhaps behaving "subculturally" in situations of deviant opportunity—the common denominator is the effective "freeing" of youth from legitimate relationships and social institutions. For many youth, *socially patterned* access to legitimate identity and opportunity has simply been insufficient to enmesh them in styles of life and lines of activity likely to keep them within the law.

Where young persons have no access to satisfaction and status through nondeviant life styles, commitment to legal conformity is unlikely to flourish. Youth who are cut off from on-going legitimate achievement, of a sense of satisfaction, those who face barriers to legitimate identity and opportunity, must either deal with continual anticipation of failure or free themselves to some degree from the constraint of conventional approaches to conventional goals. "Marginal" life styles, whether they prescribe delinquent behavior or merely permit it situationally, function to provide alternate routes to short-run dignity and competence. For many young people, satisfying life experiences, however tenuous, are wherever they are able to find them.

Some repetitive delinquents may be neurotic, some angry, some normal; but they have in common a weakened commitment to conformity. Already "free" from the binding rewards of institutional roles, they are relatively open to situational inducements.

V. Weak commitment to conformity is translated into delinquent acts because of *situational* opportunities and inducements.

● **Situations Convert Weak Ties to Delinquent Acts**

Weak ties to conventional norms, weak commitment to conformity, do not inevitably produce delinquent acts. When internal and external constraints are weak, the probability increases that young people will deviate. Such deviation typically arises within short-lived situations.

For example, the powerful forces of peer-group pressure are well known. In many settings, the reluctance of marginal youth to be seen as weak or "different" encourages presentations of self which often culminate in illegal behavior.

This is not to deny that some "uncommitted" youth seek out crime opportunities or that youth without "normal" attachments are more likely to encounter high-risk situations with some frequency. The point, however, is that *situations* confront youth with a variety of opportunities, inducements, pressures, and temptations. And as Kurt Lewin has put it, "The behavior of a person depends above all upon his momentary position." Only part of that position is his stake in conformity.

*Many delinquent acts, in fact, are committed because they are comparatively easy to accomplish, often with a minimum of risk.* Some tempting inducements no doubt overcome rather strong commitments to conformity. In such instances, the release from moral constraint is itself brief and situational. On the other hand, weakened or low-stake commitment to conformity is converted to a delinquent act because of the exigencies of short-term situationally-induced desires and fleeting possibilities.

## A CALIFORNIA STRATEGY

These propositions suggest a three part California strategy. The strategy is sufficiently comprehensive to permit flexible programming in a changing society, but it nevertheless yields a direction and an orienting philosophy of action.

A California strategy for delinquency prevention should, because of the grounded assumptions about the problem, aim at three general kinds of results:

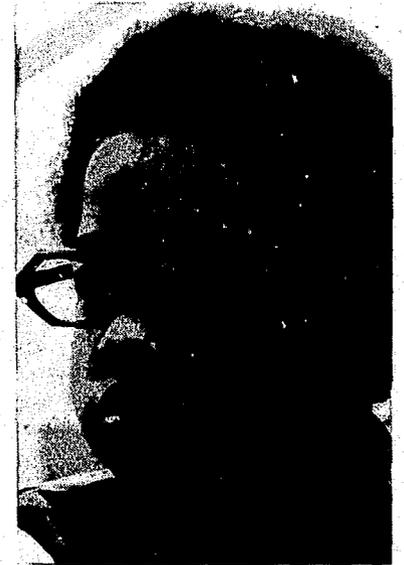
- I. It should develop *public understanding and tolerance* of the "growing-up problems" and diversity of youth.
- II. It should *strengthen attachment* of young people to society by *enhancing the community's capacity to provide a participating stake* in societal institutions for all youth.
- III. It should *promote a reduction in situational inducements and opportunities* for crime and delinquency.

In one sense, and in very general terms, Part I of the strategy emphasizes programs and policies to *diminish negative reactions* to youth, whereas Part II highlights the affirmative *building of healthy societal institutions* to socialize the young. Part III emphasizes the need to *reduce situational inducements* to crime and delinquency.

Part I asks that programs and processes that degrade youth be curtailed. It calls for repudiating the notion that delinquents are basically different, for accommodating—especially legally—the widest possible span of youthful conduct, and for limiting reactions to youth which mainly debase, exclude, or lock out.

Diverting youth from the justice system is one example of a Part I tactic.

Part II suggests that avoiding negative reactions to youth is not enough. If the sense of personal stake is indeed at the heart of legal conformity, then it is also not enough merely to build the efficient "service-delivery system." More affirmatively, government and those responsible for it must ameliorate conditions of life that weaken the bond between youth and society. Part II looks to helping communities provide a stake in legal conformity and a sense of responsibility for greater numbers of youth. At issue is not simply the community's capacity to *react* with services designed to change the person through



casework—but the capacity to integrate more youth into the important role structures of community life. Broadly conceived, the aim is to expand opportunities for success experiences in the institutional arenas that really count for each of us, such as the family, school and work. The focus is on involving youth and the community in *reforming institutional and system processes* which hinder the access of youth to mainstream opportunity.

Part III indicates that *the importance of situational opportunities* be considered in any statewide strategy to reduce delinquent acts. That many youth will remain uncommitted to conformity is inevitable.

Since much delinquent behavior is actuated or made easier by situations themselves, prevention methods might well include urban planning and design, weapon control, target hardening, and various innovations in environmental engineering. Planning for peer-group influence must also be considered.

The next section proposes that the California Youth Authority's statewide leadership should pursue this strategy through operations within four organizational roles. But the point already made is essential: *prevention programs must be guided, and operations prioritized, by propositions and strategy.*



## FOUR ORGANIZATIONAL ROLES

California state government is limited by the state's far-flung geography and the organizational role it can play in preventing delinquency.

Every community in the state must meet its own local challenges and responsibilities. State government, however, can provide leadership and support in helping to meet those local needs. This proposal suggests *four roles* appropriate and desirable for state level implementation.

These roles are not groupings of prevention programs or activities. Rather, they reflect the kinds of *administrative functions* through which state government can uniquely contribute to statewide prevention efforts.

The four roles are:

1. Policy Development
2. Model Development
3. Resources Development
4. Knowledge Development

*Policy Development.* "Policy Development" is used here in the broadest sense of the term, including problem-solving through legal changes or law development, statewide organizational responsibilities, comprehensive planning, as well as political and other leadership or advocacy efforts.

*Model Development.* The strategy and propositions should guide the state effort to design and initiate model programs for youth *from a unique vantage point—that of invited community broker*. This second organizational role points to the promise of action design and model development as a brokerage function. No matter the specific model to be developed, the state community "broker" would seem well situated to build bridges between community subsystems for youth interests. The function would produce a "start-up" process in a community—but also provide an increment of knowledge for further application. Over-

simplified, the notion suggests knowledge-building as part of a "third-party" effort to help a total community work together for its youth and future. In this respect, "model development" overlaps considerably with the broader "knowledge development."

Although demonstration models may differ by design, recent Youth Authority experience suggests the desirability of certain common features. The brokerage role in model development has proven useful in both (1) helping indigenous people acquire skills, resources, and decision-making influence; and (2) prompting local governmental and private agencies, businesses, or other more powerful factions of the community to participate in this "coming together" to meet youth needs. In early models a foundation has been laid for new spheres of cooperation between citizens, communities, and levels of government in mobilizing for youth development.

New models must not ignore the essence of the brokerage role in innovation for youth. New designs must emphasize community participation and responsibility. Whatever the particular innovations, the issues and decisions should not be left to officialdom alone. The brokerage function in model development requires a sense of total community.

Models themselves, to the greatest extent possible, should invoke agreed-upon ideas flowing from propositions and strategy. In its exploration of models with communities, the Youth Authority should emphasize the need to *specify* operational goals, means, and demonstration variables. Tests of model concepts are useful to the extent results are "transferable" as knowledge.

*Resources Development.* Propositions and strategy should also guide the Youth Authority's development and mobilization of resources for delinquency prevention. The framework should serve as a basis for prioritizing technical, financial, and other assistance to local governments and organizations.

The framework—and not mainly expedience—should give impetus to the Youth Authority's activities in stimulating concern and understanding about delinquency prevention; encouraging local development of resources and programs; providing training, information, coordination, and technical assistance for private and governmental organizations; assisting communities in studying their problems and helping them in community organization; and providing financial assistance. Plans for resources development should describe in detail (1) how activities will meet objectives, and (2) how those objectives derive from propositions and relate to strategy.

The state's responsibility for resources development should obviously be founded on a spirit of cooperation and assistance to meet local needs. State-local relations may sometimes involve complex interests or even competing priorities. Nevertheless, the Youth Authority must not abdicate its leadership role by failing to promote a guided and systematic approach to the statewide problem.

*Knowledge Development.* Research—or more broadly, knowledge development—should comprise a fourth organizational role in statewide prevention efforts. It should be the *learning and synthesizing edge of the statewide framework.*

Knowledge development should take the framework as a point of departure. It should seek to refine (to illuminate subtleties and distinctions suggested by propositions) while also testing the framework itself in light of new knowledge and experience. The aim of knowledge development in this regard is not simply the accumulation of "findings" or scattered measures of program accomplishments. The aim, instead, is to sharpen the framework as an evolving basis for action.

For example, does the framework operationally define and test basic concepts in the propositions? Are concepts sufficiently comprehensive? Are they too broad? Do they explain? Moreover, questions should be asked about particular kinds of ties to particular social institutions.

In short, there must be a framework of knowledge that lends itself to continual self-overhaul in matters of both structure and detail. The new understandings should be levers of change for the framework itself and, thereby, lead to guided strategy change.

## PROGRAM EXAMPLES: LINKING PROPOSITIONS STRATEGY, AND ORGANIZATIONAL ROLES

Listed on the following pages are illustrative descriptions intended to show how the propositional framework translates to strategy derived programs implemented or assisted by the state in an appropriate role. In general, programs should be prioritized according to probable impact on the level of delinquency, allowing ample flexibility for long-range creative possibilities.

Programs and activities should not be categorized merely to satisfy a planning ritual, and then launched willy-nilly. The frame of reference—the propositions taken together—is *only* a guiding framework. These propositions are *only* abstractions intended to clarify complex problems and consolidate issues while maintaining a focus.

Programs should thus confront specific problems, and those problems should be described explicitly in program planning. The planning process should not merely align a program with a proposition or strategy element.

In a sense, the few examples to follow are misleading in their tidy attachment to propositions, strategy, and state action roles. In real life, abstractions must be made concrete without abandoning the spirit of the approach. Real world plans and proposals must clarify particulars—the way in which the statewide approach applies to actual problems and solutions. Above all, action plans should flow from concepts—not simply restate them.

The following examples are listed by their most applicable proposition, even though some programs may address a variety of concerns.

### Propositions I and II

*Delinquency requires social definitions, political decisions*

*"The delinquent" is not a clear and different type.*

### **Deformalize "Status Offenses"**

**Strategy:** Develop public understanding and tolerance

**State Role:** Policy Development

**Description:** Lobby for narrowing the mandate of juvenile courts, including a push to eliminate or revamp Welfare and Institutions Code Sec. 601. (This activity must be accompanied by a comprehensive plan for alternative resources to meet youth needs.) Otherwise encourage a more narrow official definition of delinquency.

### **Youth Service Bureau/Youth Development System Support**

**Strategy:** Develop public understanding and tolerance

**State Role:** Policy Development, Resources Development, Knowledge Development

**Description:** Provide legislation, funding, guidelines, technical assistance. Promote and assist local efforts to develop youth service bureaus

and youth development systems for *diversion* and new youth access to opportunity. Operate statewide clearinghouse for information helpful to YSB's and YDS's, including information about other programs, potential funding, etc.

#### **Open Up Juvenile Justice System**

**Strategy:** Develop public understanding and tolerance

**State Role:** Policy Development, Resources Development, Knowledge Development

**Description:** Develop and publicize information regarding actual vs. "official" delinquent activity across social strata and the nature and effects of the services which the juvenile justice system actually provide. Use films and press releases, provide data to universities, etc. Foster maximum public participation at all levels through advisory boards and promotion of volunteer and paraprofessional participation. The aim is to develop more realistic public expectations regarding the justice system, as well as a constituency more supportive of alternatives to justice-system processing.

#### **Propositions III and IV**

*Serious delinquent behavior results from weak ties to society*

*Weak ties are revealed in individual motives—but are patterned by institutional processes*

#### **Develop and Expand Community Development Corporation Model for Service Delivery and Job Development**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** Initiate community development corporations to perform urban development and social services. They will simultaneously create a number of jobs—with prospects for expansion. Primarily work from contracts with public agencies and private social-service agencies.

#### **Initiate Local Youth Development Boards**

**Strategy:** Develop public understanding and tolerance. Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** Develop models for local organization to serve youth interests and provide youth advocacy. Youth Development or Youth Resources Boards can be a focused organizational mechanism, providing continuity over time, for marshaling local resources for youth interests. The composition of model boards would be balanced between neighborhood or other "resident" members and local power-broker members. In selected communities, specific issues and objectives would guide early development, but the aim would be to build a local organization having permanence and continuity.

#### **Develop Models for Human Resources Center Based at Neighborhood Schools in Inner City**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** A concept "rapidly gaining converts across the country," says the New York Times. It involves a conscious effort to take better advantage of school buildings by encouraging and coordinating their use by community groups and by giving the community a voice in the program. Perhaps the hub of a youth development system. Strong potential for community cooperation, efficient delivery of services, and savings in cost and space—important in view of taxpayer resistance to school spending and lower projected school enrollments. At least six states now have laws providing state funds for such "community schools." (These centers could be one approach within a statewide subsidy program for reducing delinquency through school-district programs aimed at new educational opportunities.)

#### **Develop Models for Large-Scale Cross-Age Tutoring in High-Delinquency Areas**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** In high-delinquency, low-educational-achievement areas, implement cross-age tutoring principles on large-scale, systematic basis—perhaps entailing junior high or high school students tutoring younger students daily on a paid or volunteer basis. Exploit more systematically the consistent success of smaller programs elsewhere (which have proven especially successful for the tutors—based on reaching mastery by turning passivity into activity, with an accompanying sense of competence). (These models could provide one approach within a statewide subsidy program for reducing delinquency through school-district programs aimed at new educational opportunities.)

#### **Develop Models for "Home Environment Education" as Adjunct to School**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** As the National Advisory Commission on Criminal Justice Standards and Goals has reported, "The systematic training and paid employment of parents as teachers of their preschool and school-age children has been successfully begun and deserves broader experimentation." That report suggests that funding might be available from a number of federal sources.

### **Develop Models for "Alternative Career Routes" in High-Delinquency-Area High Schools**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** The model(s) involve building into a high school a comprehensive program of training for subprofessional, career-oriented jobs, especially in the human service field. Early experience at Howard University's Institute for Youth Studies suggests strong possibilities for restoring optimism, hope, and a sense of competence and control. Combines academic schooling and "anticipatory socialization" into the world of work. There has been considerable experience with the concept, but it's open to variations—it might be linked to a Community Development Corporation service organization, for example. The program must avoid evolving into a "tracking" mode. (This could be one approach within a statewide subsidy program for reducing delinquency through school-district programs aimed at new educational opportunities.)

### **Prevention Subsidy for Schools**

**Strategy:** Enhance community's capacity to provide participating stake. Develop public understanding and tolerance

**State Role:** Policy Development, Model Development, Knowledge Development

**Description:** Initiate and lobby for legislation designed to induce school districts to institute reforms necessary to achieve reduction in delinquency, dropouts, etc. Funding might well be keyed to performance. This would be institutional change at a statewide level, influencing decision-makers in a key youth-serving social institution. Guidelines and technical assistance would be provided.

### **Young Voters League**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Policy Development, Model Development, Resources Development

**Description:** In cooperation with statewide citizens' groups (e.g., League of Women Voters), develop with youth an organization which provides the vehicle for education and participation in the political process. Activities would include study and involvement in political issues.

### **Assistance for Specific Local Problems**

**Strategy:** Develop public understanding and tolerance. Enhance the community's capacity to provide participating stake

**State Role:** Model Development, Resources Development

**Description:** Provide the technical assistance necessary for communities to define specific problems, develop solutions, and implement programs.

#### **Examples:**

1. *La Colonia Truancy Program.* In a barrio a substantial number of high school youngsters were truanting. Older youth were mobilized to contact truanting youngsters and their families, to identify problems, and to help find solutions.
2. *Back-To-School Program.* In a barrio a high proportion of eighth grade youngsters failed to enroll in high school. Local youth workers were employed to contact youngsters during the summer to encourage their return to school in the fall.
3. *Subsidized Vocational Training.* In a ghetto very few businesses were locally owned. Youth unemployment posed a serious problem. A local man with skills in garment manufacturing was provided a grant to train young people. With the grant as collateral, a small business loan was obtained to help create a company to employ the youth who had been trained.
4. *Drill Team.* In a barrio recreational facilities for girls were non-existent, while the rate of girls' delinquency was high. Community pride often found expression in potentially destructive ways. A drill team was established with built-in counseling. Arrests for girls declined with its establishment.
5. *Alternative School.* Elementary-school-age children were suspended or expelled with no continuation facility to help them. With cooperation of local schools and the school district, an alternative school was established. Its success convinced the school district to operate the alternative school itself.
6. *Arts and Crafts for Children.* In a barrio with a high proportion of aliens, Chicano children were entering a school system geared to anglo middle-class culture. A pre-school was established which exposed the children to new experiences.

### **Advocate and Work for National Social Policy/Legislation**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Policy Development

**Description:** Advocate and work for the enactment of national social policy/legislation likely to have effects on California delinquency and youth crime. Many problems confronted on the community level simply aren't solvable on that level but are problems of the larger society—effects of national social policy. E.g., from 1967 Crime Commission: "Reduce unemployment and devise methods of providing minimum family income." Such advocacy would have to be allied with other organized lobbying.

#### **Lobby for State Law Changes**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Policy Development, Resources Development

**Description:** (Example) Present state law permits publicly-supported community oriented foster homes to care only for children 6 years old and younger, while many older children need such care. State Administrative Code might be changed to permit these facilities to accept (e.g.) children ages 7-15 as well.

#### **Lobby for Employment Legislation**

**Strategy:** Enhance community's capacity to provide participating stake

**State Role:** Policy Development, Resources Development

**Description:** (Example) Develop a state-supported program of subsidies, tax benefits, or other incentives related to specific jobs to encourage expansion of on-the-job skill-training programs for youth.

#### **National Voluntary Youth Services Act**

**Strategy:** Enhance the community's capacity to provide participating stake. Develop public understanding and tolerance

**State Role:** Policy Development, Resources Development

**Description:** Initiate and lobby for national legislation designed to institutionalize a valued role for youth in American society. Such legislation might be a National Voluntary Youth Services Act in which at any time from 17 through 25, a youth could volunteer for two years of service in any area of government or human service which interests him/her. Upon completion of service, he/she would be eligible for benefits à la G.I. Bill.

#### **Proposition V**

*Situations convert weak ties to delinquent acts*

#### **Street Lighting**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Policy Development, Resources Development

**Description:** Advise local governments about street lighting programs in high delinquency areas, and subsidize experimental tests.

#### **Gun Control**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Policy Development

**Description:** (Example) Lobby for a system of restrictive licensing of concealable hand guns, as recommended by the President's Violence Commission.

#### **Recreation Development**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Policy Development, Resources Development

**Description:** Advise and assist local governments to develop sponsorship of many more playgrounds, cultural enrichment activities, and other recreation programs as alternatives to "street life"—especially in the inner city.

#### **School-Work Programs Aimed at Crime-Specific Prevention Activities**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Model Development, Resources Development

**Description:** Design a school-work program focused on crime-specific prevention, such as auto theft. Example: support a lock-your-car program with youth involvement, perhaps young people employed by private concerns to hand out literature and discuss auto-theft prevention.

#### **Drop-In Centers**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Model Development, Resources Development

**Description:** Encourage and assist in developing crisis and drop-in centers to help youth in immediate need. Multiple services—short-range and long-range—could be provided in a single setting. The "drop-in" function might be combined with family counseling, drug counseling, job placement, an information center, recreation, a runaway shelter, consumer help, and a host of other human services functions.

#### **Develop Group-Work Models**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Model Development, Resources Development

**Description:** Encourage and develop new approaches to community group work in high-delinquency areas, aiming especially at delinquent acts which emerge from street group processes.

**Urban Development**

**Strategy:** Promote a reduction in situational inducements and opportunities

**State Role:** Policy Development, Resources Development, Knowledge Development

**Description:** Consult with and advise federal, state, local, and private planners concerning advantages of low-density buildings (and other housing environments) for crime control. Develop and disseminate information statewide.

**END**