



Law Enforcement Listening Session April 18-19, 2011 Summary Report

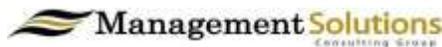


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Listening

Collaborating

Office of Justice Programs
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Background

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Office of Justice Programs (OJP) recognizes that law enforcement officials are best qualified to enhance OJJDP's understanding of juvenile delinquency and to inspire strategic ideas about its prevention and interdiction. One of OJJDP's goals is to improve communication with law enforcement, and the listening session held on April 18-19 in Washington, DC was the first step toward meeting its critical objective. The listening session served as a means to exchange information to help shape OJJDP's strategic framework in the areas of policy, funding, training, and technical assistance for those in the field.

Forty-four invitations were distributed to law enforcement (LE) executives and other juvenile justice stakeholders. Of the 44 invitees, 26 attended the listening session and comprised the following professional LE and Federal staff:

- Fourteen LE executives from across the country
- Seven participants from OJP, i.e., the Bureau of Justice Assistance (BJA), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the National Institute of Justice (NIJ), and the Office of the Assistant Attorney General (OAAG)
- The remaining attendees were from the following offices and organizations:
 - Office of Community Oriented Policing Services (COPS)
 - Executive Office of the President, Office of National Drug Control Policy (ONDCP)
 - International Association of Chiefs of Police (IACP)
 - Police Executive Research Forum (PERF)
 - National Organization of Black Law Enforcement Executives (NOBLE)

In preparation for the session, OJJDP developed an assessment tool as part of the registration process to receive valuable input for agenda topics that are pertinent to its law enforcement participants. Thirty-three of the invitees were asked to complete an online assessment regarding specific data about their jurisdiction's youth population, LE staff, community-focused programs, and juvenile issues. The assessment data was analyzed and compiled into an *Executive Summary Report dated March 31, 2011*, that was distributed to the listening session participants as part of their registration information packet.

LISTENING SESSION DAY ONE – APRIL 18

Welcome and Introductions by Ron Laney, OJJDP Senior Advisor



Mr. Ron Laney, Senior Advisor to the Acting Administrator of OJJDP, opened the listening session by welcoming its participants to Washington, DC, and acknowledged the vast amount of experience they brought to the table in the areas of cutting-edge law enforcement developments and initiatives, which is vital to assist OJJDP to better understand the needs of LE communities. OJJDP expressed its dedication to partner with LE to help prevent the cycle of juvenile offending and to better protect children who are victims of crime. Mr.

Laney emphasized the unwavering commitment of OJJDP Acting Administrator, Mr. Jeffrey Slowikowski, to OJJDP's mission to protect children and provide them with every opportunity to be successful, free of abuse, exploitation, and harm. Mr. Laney also acknowledged that, while it is critical to hold juvenile offenders accountable for their actions, OJJDP strongly believes that prevention and intervention are key factors in helping youth step out of the revolving door of the juvenile and criminal justice system. Further, while juvenile offenders make up a considerable number of young adults who turn to crime as a way of life, there are many more youth and children who are victims of crime. OJJDP's goal is to hold juvenile offenders accountable, but not lose sight of the need to also interdict and protect our children. Mr. Laney stated that the listening session was to address areas of prevention, intervention, suppression/sanctions, and juvenile reentry. He reiterated that the Assistant Attorney General, Laurie Robinson, is also fiercely committed to improving the Federal response to all issues related to juvenile offending and victimization and substantial guidance would be gained by listening to the panel of LEs at the session, as well as other practitioners in the field.

While it is critical to hold juvenile offenders accountable for their actions, prevention and intervention are key factors in helping youth step out of the revolving door of the juvenile and criminal justice system.

*- Ron Laney
Senior Advisor*

Statement of Purpose by Jeff Slowikowski, OJJDP Acting Administrator



Mr. Jeffrey Slowikowski was designated as the Acting Administrator of OJJDP by President Barack Obama on January 20, 2009. Prior to this appointment, Mr. Slowikowski served as the Associate Administrator of OJJDP's Demonstration Programs Division since 2004. Under his direction, the division managed grants that supported demonstration, research, evaluation, and training and technical assistance, including drug court, gang, juvenile violence, mentoring, reentry, tribal youth, truancy, and underage drinking initiative.

Mr. Slowikowski explained the purpose and focus of the listening session—*prevention and how to keep youth out of the juvenile justice system*. He emphasized the need to develop a holistic viewpoint starting with law enforcement, which is the entry point into the juvenile justice system

for most youth offenders. Fifty percent of incarcerated youth do not need to be in the system (i.e., correctional facilities). OJJDP believes that LE is the key starting point to intervene and break that cycle. How can LE be a catalyst in the juvenile justice system reform? The purpose of the listening session is to respond to that question by having LE inform OJJDP on how to accomplish that goal and determine how and where to start. Mr. Slowikowski discussed how 20 years ago, there was excellent LE training available; 10 years ago, the program was reduced to one small grant. Now is the time to change the most recent trend, and this listening session represented the first step.

Comments from Bernard Melekian, Director of COPS



Mr. Bernard (Barney) Melekian was assigned as Director of the Office of Community Oriented Policing Services (COPS) by Attorney General Holder in October 2009, where he leads an organization responsible for working closely with the Nation's State, local, and tribal law enforcement agencies to enhance the safety of communities by advancing community policing. Mr. Melekian is committed to using COPS Office programs and resources to help LE build relationships and solve problems, which he views as the cornerstone of effective community policing.

Mr. Melekian introduced two different studies that focused on early intervention and prevention, respectively. In the first study, referenced in a book by Edward Humes, No Matter How Loud I Shout: A Year in the Life of Juvenile Court (1996), Humes closely followed the cases of seven young people over a three-year period who were caught up in the juvenile justice system, which disclosed the following statistics: 16 percent of the juveniles equals 67 percent of the arrests; 52 percent of those juveniles were never arrested again if law enforcement took them home rather than entering them into the system. Humes concluded that *early intervention* by law enforcement was highly effective.

Fifty-two percent of incarcerated juveniles were never arrested again if law enforcement took them home rather than entering them into the system (Humes, 1996).

The second study described the development and implementation of a SCUBA diving program for at-risk youth, which prompted a letter sent to the LA Times from a 17-year old girl raised in a dysfunctional home by her single mother. In spite of her challenging environment, the girl was a model student who never caused trouble. In her letter, the teen asked, "When can I get into the SCUBA program?" Because she was a good student who stayed out of trouble, she was not eligible to participate in the program. The study provoked the question, "*Why do we only focus on kids in trouble?*" The focus needs to be redirected to one of *prevention*.

Comments from Laurie Robinson, Assistant Attorney General



Assistant Attorney General Laurie Robinson described Attorney General Eric Holder's commitment to youth issues and juvenile justice. While Attorney General Holder is involved in international matters, the issues he holds closest to his heart are those that involve kids. He personally chairs meetings whenever possible, or at the very least, he is involved in setting the agendas for those meetings to demonstrate his commitment and top-down support.

Assistant Attorney General Robinson described a recent two-day summit, *National Forum on Youth Violence Prevention Summit* held in Washington, DC on April 4-5, 2011, where six cities collaborated to develop a balanced approach to youth violence prevention from their respective comprehensive prevention plans. The Department of Justice is successfully working in true collaboration with the executive branch agencies (e.g., the White House, Department of Education). With the recent focus on the budget, there is no new funding available; however, they are working together to focus on youth-related issues within the current budget constraints.

In this country, we will not give up on our children.

-Attorney General Eric Holder at the National Forum on Youth Violence Prevention Summit, Washington, DC, April 5, 2011

Mary Lou Leary, Principal Assistant Deputy Attorney General

Assistant Attorney General Robinson identified Ms. Mary Lou Leary, Principal Assistant Deputy Attorney General in the Office of the Assistant Attorney General, as the direct point of contact for OJJDP. Ms. Leary described Attorney General Holder's signature initiative called *Defending Childhood* (<http://www.justice.gov/ag/defendingchildhood/>) and his desire to have LE participation in a pilot program that supports the goals of the initiative:

- Reduce children's exposure to violence
- Mitigate impact of violence
- Implement a public awareness campaign

Defending Childhood is an initiative of Attorney General Eric Holder that strives to harness resources from across the Department of Justice to:

- Prevent children's exposure to violence
- Mitigate the negative impact of children's exposure to violence when it does occur
- Develop knowledge and spread awareness about children's exposure to violence

Assessment Results

Mr. Slowikowski summarized some of the key highlights garnered from the responses of the Assessment completed by several of the listening session participants:

1. Youth-related problems include drug and alcohol abuse, gangs, rising involvement of juveniles in crime overall, including the increase of female participation in such crimes, and

gang activities. Truancy, mental illness among juveniles, bullying, homelessness, child trafficking and prostitution, and runaways are alarming emerging issues.

2. Gang involvement ranges from a minor concern to a major concern, and the problem appears to be growing and expanding in many of the LE's communities.
3. Specialized staffing for juveniles is substantially different across the board regardless of the size of the agency. In several assessment responses, staffing is primarily focused more on the juvenile offender rather than the child victim.
4. Most jurisdictions are experiencing declining budgets, which impacts all areas of these agencies, including juvenile services. In the face of economic challenges, Mr. Slowikowski emphasized that innovative thinking is key when addressing challenges faced by the communities; i.e., there is a need to learn to do more with less. He provided the following examples:
 - a. Millions of dollars are spent on detention and incarceration of youth repeatedly entering the juvenile and criminal justice systems. The efforts of OJJDP and LE need to be directed in the areas of prevention and intervention; i.e., stopping the cycle before a child enters the system.
 - b. One of OJJDP's key initiatives is juvenile reentry. In order to reduce recidivism for juveniles, services need to be provided "behind the walls" and immediately upon transition into the community. Integrating youth back into their communities with a comprehensive aftercare plan will save dollars and, more importantly, save the future of many youth.
 - c. Mr. Slowikowski encouraged participants to look at existing resources and identify innovative and efficient ways to use them instead of allowing funding issues to thwart any efforts toward progress.
5. Nearly all survey respondents indicated they practice crime control strategies, and he expressed interest in hearing about those strategies and how crime control efforts are developed in their communities.
6. More than 75 percent of the assessment respondents indicated that they participate in inter-agency partnerships, and OJJDP was interested in learning how these partnerships were developed, including common goals, impact, and how to expand successful models.



Launa Kowalcyk, Session Facilitator

Ron Laney introduced Ms. Launa Kowalcyk as the facilitator for the LE Listening Session. Ms. Kowalcyk is employed by the Commonwealth of Pennsylvania's Department of Corrections Training Academy as their Curriculum Development Unit Supervisor. Prior, Ms. Kowalcyk was a Correctional Program Specialist with the National Institute of Corrections' Academy Division,

and was a trainer/supervisor at the Central Counties Youth Juvenile Detention facility. During her 18-year career within the Pennsylvania Juvenile Justice System, she conducted extensive research in adolescent suicide, post-traumatic stress disorder, and balanced and restorative justice.

Ms. Kowalcyk reviewed the governing policies and procedures for session participation then presented the two main goals of the listening session:

1. Solicit feedback from LE executives to explore the diversity and scope of juvenile justice issues.
2. Determine the identification, enhancement, and development of evidence-based practices to reduce juvenile crime, address issues of child protection, and promote positive child and youth development during key stages in the Juvenile Justice Continuum.

Ms. Kowalcyk introduced the first interactive topic in support of the first goal—reactions and feedback from LE on the Assessment and its Executive Summary Report.

Assessment—Reviews and Reactions

Comments on Key Youth Issues and Effective Partnering Assessment Responses

When the LE participants were asked for feedback on the assessment and the executive summary of results, they provided the following comments:

- Types of information being requested in the assessment were unclear in certain areas, which makes the validity of the results questionable and difficult to truly identify what the strengths and weaknesses are.
- Participant from the National Institute of Justice (NIJ) commented that there are good assessments available that could be used for a similar assessment.
- Assessment provided an opportunity to look at the scope and breadth of problems, and the listening session serves as an opportunity to identify key indicators.

Comments on the Language of the Assessment

When the LE participants were asked for feedback on the specific language of the assessment, they provided the following comments:

- It served as a jumpstart for a thought process.
- The type of information requested on the assessment is difficult to catalog, and it is not easy to develop an assessment to capture it.
- A question was posed if the LE team was going to be totally reactive rather than proactive, which was in reference to an article that the participants were asked to read,

In Determining Effectiveness of the Juvenile Justice System (December 2010). This was identified as a key indicator.

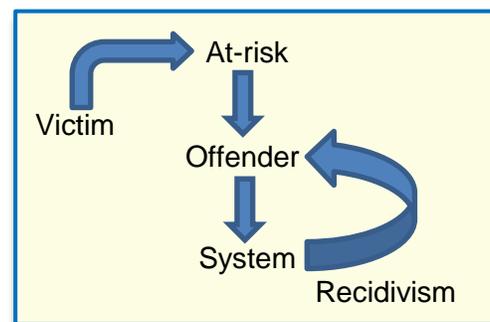
- A general consensus is that even though law enforcement is a reactive process, it needs to move away from a reactive model to one that is more proactive and emphasizes prevention.

Where Does the Relationship with LE Begin and End?

Comments about the Assessment initiated a facilitated discussion of effective points of interception by LE when addressing youth issues. Some of the key points were:

- Drugs are a huge part of youth issues; at this point, should a kid go into the system or get averted?
- Humes' study and the effectiveness of early intervention were restated.
- There is tension between LE and juvenile justice; juvenile justice does not view LE as part of the solution, because they take kids into custody and move them into the system.
- LE and juvenile justice sectors are funded differently and thus perform differently; for example, Recreation and Parks could be considered a point of entry. It is in juvenile justice's interest to move beyond law enforcement to include municipalities—an opportunity for a single kid and a single point to intervene.
- A juvenile *victim* is likely to become an *at-risk youth* who then becomes an *offender* and enters into the *system*. The system ultimately escalates and worsens a child's risky behavior, which results in high probability of *recidivism* once the child is released from the system. A key indicator for initiating proactive/preventive steps is to identify the point a youth goes from being a victim to becoming an offender.

Critical Point: Lack of communication between law enforcement and juvenile justice is a major issue.



Small Group Activity—Effective/Ineffective Partnerships

The LE participants were divided into six small groups to discuss the key effective and ineffective partnerships within each of their juvenile justice communities. To facilitate this discussion among small group members, they were requested to consider the following three questions:

1. What are the offenses?
2. What are the contributing factors?

3. What does your juvenile justice system look like; i.e., who are the stakeholders and the offensives?

The next step of the exercise involved synthesizing the information by identifying law enforcement's priorities within the juvenile justice continuum and document any links between law enforcement and its partners.

Group 1 Report

Offenses Identified

1. Violent crimes, e.g., robbery
2. Gateway crimes, e.g., theft, drugs, and alcohol

Contributing Factors

1. Family issues as a result of dysfunction and/or poverty
2. Lack of achievement in school
3. Lack of employment
4. Generational issues
5. Culture of failure
6. Cycle of behavior

Juvenile Justice System Characteristics

1. Courts
2. What we count (i.e., everything youth does bad); should be counting "victims" rather than "offenders."
3. LEs are practicing alternatives.
4. "Trail-Nail-Jail" - politicians only focus on the numbers that show *crime goes down*.

Group 2 Report

Offenses Identified

1. Drugs and alcohol
2. Prescription and OTC drugs (prevalent in Indian country)
3. Gang activity
4. Truancy
5. Theft
6. Vandalism and graffiti
7. Robbery and burglary

8. Assault and bullying

Contributing Factors

1. Family dysfunction
2. Drugs and alcohol
3. Lack of prevention and intervention resources
4. Lack of resources for this particular region

Juvenile Justice System Characteristics

1. Very reactive; needs to be more proactive
2. Juveniles meet LE—courts—detention system
3. No rehabilitative programs
4. No reentry programs
5. Lack of early intervention

Group 3 Report

Offenses Identified

1. Thefts and shoplifting
2. Vandalism
3. Drugs and alcohol
4. Traffic violations
5. Status offenses (truancy)
6. Assaults
7. Above escalates into more serious crimes

Contributing Factors

1. Family dysfunction
2. Learning disabilities (lack of basic skills and life skills)
3. School system said, “Kids seeking a sense of community,” that is, a sense of belonging

Juvenile Justice System Characteristics

1. Initial contact with LE
2. Juvenile detention facilities
3. Juvenile services - assessment – alleviate
4. Changing court venues

5. Adjudication, such as, diversion and non-secured detention.
6. Juvenile justice system is not structured to handle it.
7. Lack of non-secured detention, such as, community services.

Group 4 Report

Offenses Identified

1. Larcenies
2. Guns on the street (violence, robberies, and assaults)
3. Gangs and crews
4. Drugs and alcohol
5. Graffiti
6. Sex offenses
7. Truancy
8. Domestic issues
9. Bullying



Contributing Factors

1. Family dysfunction or lack of structure in family; no role models
2. Kids as parents (teens); 13 year olds having babies
3. Poverty* (major contributing issue)
4. Lack of education, parenting skills, religion, positive alternatives
5. Sexual abuse within family
6. Lack of resources/jobs* (major contributing issue)
7. Criminal action = financial “enterprise” success
8. Media – message – music
9. Social networking

Juvenile Justice System Characteristics

1. Different agencies, which do not work in coordination
2. Reactive only (no proactive)
3. LE, mental health agencies, probation, youth court, and detention
4. Lack of sharing information (sometimes mandated by law; sometimes by turf issues)

Group 5 Report

Offenses Identified

1. Criminal
2. Status offenses, e.g., truancy, smoking, alcohol, and curfew violations
3. Behavioral problems, e.g., dysfunction, mental health, acting out, and runaways
4. Victimization
5. Substance abuse
6. Court-ordered programs

Contributing Factors

1. Contributing factors need to be acted on early.
2. Thirty-two youth development assets/indicators/predictions of youth models:
 - Dysfunctional environment(s), such as, family and friends
 - School performance
 - Social normalizing and peer norming (affluent kids abusing alcohol is the 'norm')
 - Acting out
3. By the time they come to the police's attention, it is downstream.

Juvenile Justice System Characteristics

1. Structural – systemic pieces are not aligned. Who handles intervention/warning signs?
2. Juvenile delivery of services is specialized but not necessarily integrated.
3. Cultural barriers = providers = cops = kids = lack of understanding; that is, a mentality of "Let someone else deal with those kids."
4. Youth development is usually the providers' domain, but it is important for all youth-serving entities to understand.
5. Barriers to sharing information and concerns about youth.
6. So many entry/contact points, such as, schools, childcare, cops, probation, parks and recreation, parents; however, no one sees the whole picture to holistically evaluate and address juvenile issues.
7. Entry point of LE is too late.
8. No record sharing (too many entry points); lack of sharing is sometimes mandated by law, and sometimes by turf issues.

Group 6 Report

Offenses Identified

1. Status offenses, such as, truancy, zero tolerance, runaway, low income/poverty, mental health, and learning disabilities
2. Criminal offenses, such as, drugs and alcohol
3. Self-victimization (suicide attempts)
4. Victimization (internet, cyber bullying, and child abuse)
5. Unruly (parent-child problems), such as, lack of parenting skills, school issues, and adolescence

Contributing Factors

1. Cannot always blame parents
2. Peer pressure
3. Hormones
4. School

Juvenile Justice System Characteristics

1. Players:
 - Cops
 - Prosecution
 - Diversion programs
 - Probation officer
 - Judges/magistrates
 - Mediation
 - Juvenile detention
 - Defense attorneys
2. Goal:
 - Rehabilitative?
 - Punitive?
 - Preventative?

Common Threads of Information across Small Groups

1. LE leadership role, services:

- Acknowledgement that LE needs leadership.
 - Cannot rely on other purviews.
 - LE needs to lead/coordinate services with other institutions and their leaders.
 - Collaborative effort
2. The system is flawed if we have to rely on cooperation and coordination on a case-by-case basis. We need to go beyond that and implement a systems approach to the entire juvenile justice system that breaks down barriers (e.g., record sharing) and allows LE access the key entry points.
 3. LE should not wait for, nor expect, systems to work together; they are at cross purposes. Information sharing is a nightmare because of the privacy laws made to protect kids. Need to find ways to share information informally; such as, information handoffs from schools and police departments. What is the common factor, for example, to prevent more shootings? Need to carve out your objectives and figure out how to do it.
 4. Lack of social equity makes kids feel like they don't belong, which leads to gangs, graffiti. When there is a lack of belonging, there is a lack of ownership. Juvenile justice system further diminishes social equity.

Small Group Activity: What Does OJJDP Need to Know and Acknowledge from LE About Youth Issues?

Group 1 Report

1. Customize LE strategy to meet the needs of communities and address the variances instead of a *one-strategy-fits-all* approach.
2. Response is dictated by the type of offense—felony versus misdemeanor; focus LE attention on chronic offenders. Most offenses committed are minor ones (Taylor response).
3. Allocate resources for prevention/intervention programs. Normally, these programs fall on the back burner, but we need to focus and commit resources to these programs instead.
4. Collaboration among institutions; there are best practices to model this, such as, Annie E. Casey Foundation and Burns Institute.
5. Offenses are symptoms of other issues; focus on the causes and deal with core issues, such as, dysfunctional families, drug abuse, etc. While this is beyond the



scope of LE, it should be the focus of OJJDP.

Group 2 Report

1. OJJDP needs to know that information sharing is a **priority**; it is a major challenge among the varied communities (urban, city, affluent, poverty-stricken, etc.).
2. Who is ultimately responsible before youth enter the criminal justice system?
3. Risk assessments for families of young children.
4. Look at what works.
 - Proactive partnerships
 - Mission consensus
 - Peer input
 - Develop LE relationships with youth
 - Executive leadership:
 - Government
 - Non-government organizations (NGOs)
 - Faith-based
 - Private sector
 - Measurement of results
 - Share information about these proven practices
5. Understand what doesn't work:
 - Reactive
 - Lack of mission alignment
 - Ignore juveniles as stakeholders
 - Lack of communication
 - Lack of executive leadership
 - Lack of measurement results

Group 3 Report

1. Importance of multi-disciplinary approach:
 - We all have a piece but no one knows the “whole” picture.
 - Law enforcement point of entry is too late.
2. System does not serve the kids; if the goal is prevention, the system is reactive.

3. This is worthy work.
4. One model or approach does not fit everyone.
5. Each element (i.e., prevention, intervention, enforcement, sanctions, reentry) has its own success; that is, the degree of the solution within the overall system or how far it moves the needle.
6. Strength comes from multi-disciplinary, information-sharing, local/neighborhood-level structure:
 - Assisted by coordinating assessment process.
 - Fed by legal, school, and family referrals.
 - Dependent upon effective gap analysis and linking systems/providers who are not naturally connected.
7. Systemization of assessment center-mandatory: mental health, probation, healthcare worker, etc.

Critical Indicator:
Communication & information sharing; identify warning signs before booking.

Group 4 Report

1. Resource allocation for youth agencies is not there:
 - Lack of funding
 - Training deficits
 - Resource issues facing LE is reduced funding for:
 - SROs
 - Crime prevention
2. Need evidence-based practices.
3. What is a really good model going forward?
4. Less face-to-face interaction between LE and youth because of technology.
5. Cyber-based crime growing exponentially; LE is having a hard time keeping up in this area.

Group 5 Report

1. Schools –Truancy:
 - School is the first intervention point and truancy presents the first flag.
 - LE needs integration of LE and education and to track it like CDC.

- Schools tend to hide bad news under the Family Educational Rights and Privacy Act (FERPA) but LE has a need-to-know; this is a missed opportunity for early intervention.
 - FERPA laws for information sharing get in the way; cannot get truancy information from the school.
 - SROs can get around FERPA, but it shouldn't have to be that way.
 - LEs need access to attendance records, and information about victimization information and low-level crimes.
 - Role models/mentors, such as tutors.
 - Schools tend to be isolated and do not look for signs of victimization.
2. Cops in schools:
 - Count victims rather than offenders.
 - Need training for SROs.
 3. Prostitution (Juvenile):
 - Focus on Johns as the offenders rather than prostitutes.
 - Provide services for prostitutes.
 4. Integration of services is key:
 - OJJDP should be the convener and offer incentives for partnerships that provide One-Stop Shopping for resources and services for kids. Kids should not have to seek (shop around for) services they need.
 - OJJDP should not allow creation of a more fragmented system.
 5. Model Training Policy for SROs to help them identify what to look for.

Group 6 Report

1. Need a more focused way of approaching youth services in LE agencies (training, finance allocation, evidence-based).
2. Get back to basics (face-to-face).
3. Communication among agencies, social groups, schools, non-profits, and non-government organizations (NGOs).
4. Integration of services and finances.
5. Translational research, i.e., "research-to-practice."
6. More police in youth services agencies (courts, probation, parole, LE).
7. A political issue, i.e., new administration gets rid of previously-effective programs.

8. Need better communication between OJJDP and LE field.
9. Reduction in finances, which affect LE capacity, particularly for juvenile justice “erosion.”
10. LEs have more “global” view, which affects resources available for more local programs and less socially-oriented programs.
11. Cyber-crimes, e.g., bullying; LE is behind the times technologically.
12. Need more community-police interaction in positive relationship environment:
 - Helps prevent “us and them” mentality.
 - Encourages positive reinforcement, e.g., acknowledges good kids.
 - Spreads word about programs.
13. Provide web-based tool for linking non-profits, LE, and community; e.g., OJJDP Web site links to IRS-like list of non-profits.

Working Lunch Activity for Small Groups

What are the key components of effective and ineffective partnerships within the LE’s juvenile justice programs (but not program-specific), and then explain why or why not the listed components worked?

Group 1 Report

Effective Partnerships

1. Roles with clear job descriptions and partnerships; identify goals and stick to them, and build trust, e.g., Boys and Girls Clubs.
2. Wraparound services and goals for specific kids.
3. Family court – LE works with prosecution and shares information; it gives the judges options.
4. Criminal court – provides alternatives to incarceration; tells DA which specific kids to work with, and LE works with DA on alternatives.
5. Probation officer and LE conduct joint home visit.
6. Parole officer and LE conduct joint home visit.
7. Sentence that requires participation by agency.
8. Stipends for kids to get them into a program.

Ineffective Partnerships

1. Champion of program moves on.
2. Institutionalize and make consistent; e.g., accept program into institution, such as, bring the Boys and Girls Clubs into schools.

3. Identify kids who need programs and parents who need to retool.
4. Tribal – no incentives for work.

Group 2 Report

Effective Partnerships

1. Inviting all players to contribute; think outside of the box; e.g., invite the IRS to identify low-income families.
2. Build partnerships to leverage resources; e.g., four agencies involved in trafficking.
3. Acknowledge each other's strengths and weaknesses.

Ineffective Partnerships

1. Good at research but not putting research into practice, i.e., best practices.
2. Not outreaching to other agencies, e.g., faith-based.
3. Need to think outside of the box.

Group 3 Report

Effective Partnerships

1. Geographic alignment of resources, e.g., family assessment resource center:
 - Co-located resources (off-site):
 - Family/Children Assessment Center
 - Probation
 - One-stop shop
2. Diversion with multi-disciplinary resource programs.
3. Extension of public safety role by nonpublic-safety partners, e.g., Parks and Recs.
4. Share vision, mission, and purpose across partnerships.
5. Proactive truancy prevention (schools and police).



6. Effective community collaboration, e.g., NGO, faith-based.

Ineffective Partnerships

1. Absence of formalized collaborations with partners, police-centric cultures/systems, lack of knowledge cross-silo.
2. Work across silos but don't understand functions of others.
3. Lack of resources (tribal world).
4. Criminalizing disorder behaviors, e.g., drug/alcohol treatment.
5. Limited capacities of other resources, e.g., schools.

Group 4 Report

Effective Partnerships

1. Principals drive it.
2. Establish relationship.
3. Need documentation – Concept of Operations (ConOps) as personalities change (i.e., champion leaves):
 - Mission consensus in ConOps
 - Multiple services to treat one family with multiple problems.
 - Peer input, i.e., get kids' input
 - Community policing and outreach, e.g., Outward Bound program that involves LE and kids.

Ineffective Partnerships

1. Reactive
2. Pre-established relationships
3. Lack of mission alignment
4. No peer input results in not having the kind of relationship needed with youth.

Group 5 Report

Effective Partnerships

1. Early prevention – best to get youth before they are entered into the system.
2. Truancy is the entry point before kids gets into the system.
3. Adequate resources – searching for new normal.
4. SROs create relationships with kids – more sharing and talking; e.g., high school senior rides in police cruiser, which builds trust and relationships.

5. Other positive relationships with youth and LE are athletic programs and GREAT.
6. Take advantage of partners, e.g., church, tutoring.
7. Perceived as problem solvers.
8. Executive leadership is key.

Ineffective Partnerships

1. Lack of relationship and trust.
2. Lack of collaboration.
3. Lack of funding but it is not the major challenge; ask and you may find resources.
4. Overreliance on detention (“just put them in jail” mentality).
5. LE needs to say, “Not the way—many programs are available without detention.”
6. Dysfunctional family – you can fix the kid but then you have to return him/her to a dysfunctional family.
7. Lack of access – segue into the system.
8. Inability to determine who to work with first. Who is the threat to public safety?

Group 6 Report

Effective Partnerships

1. Early prevention activities:
 - Truancy
 - Diversion for first time offenders
 - Adequate resources (funding)
2. SROs are mentors and role models; they offer coaching collaborations and partnerships with schools, e.g., ride-a- longs for high school seniors lunching with youth.
3. Positive police relationships = trust:
 - PAL
 - Coaching sports
 - GREAT = making good decisions
 - Churches forming support for tutoring
4. Organization transparency = problem solvers.

Ineffective Partnerships

1. No trust
2. No collaboration

3. No funding
4. Slowness of system (probation, courts, services)
5. Over-reliance on detention
6. No family support/engagement
7. Lack of access to services until it is too late
8. Inability to delineate who is truly the threat to public safety
9. Once incarcerated, no rehabilitation

Emerging Themes from Small Group Activity

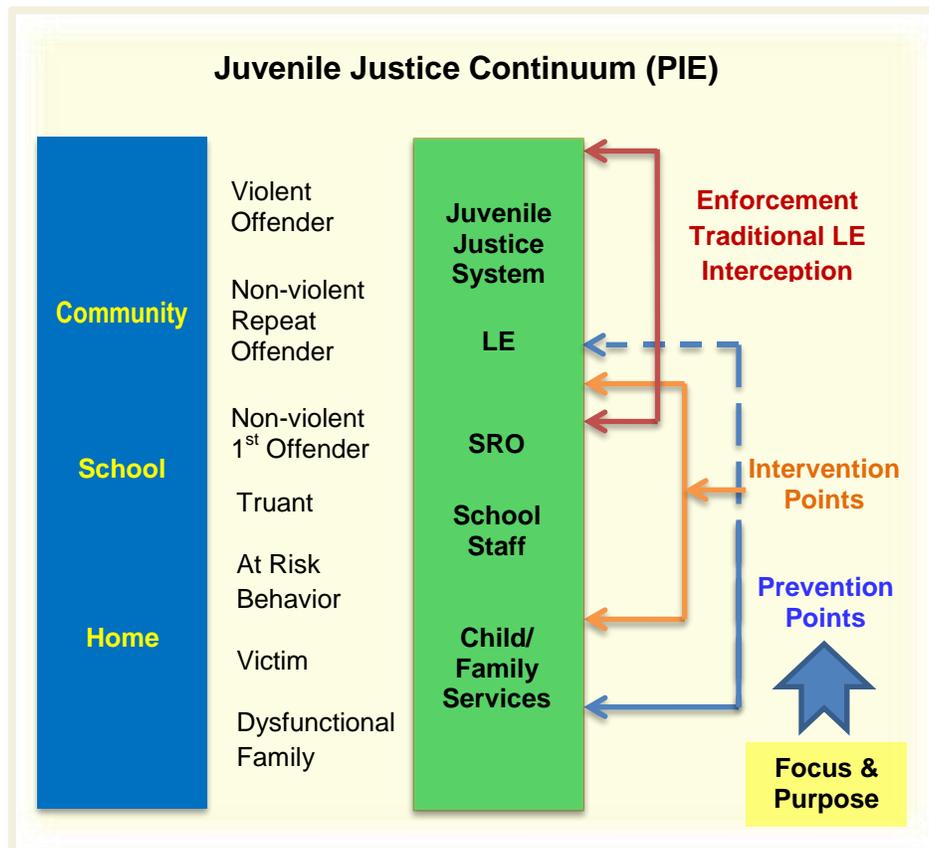
1. Relationship
2. Partnership
3. Trust
4. Collaboration
5. Diversity (geographic alignment)
6. Borderline kid comes out of detention worse than when s/he went in

Juvenile Justice Continuum

The first part of the Juvenile Justice Continuum is defined as PIE (Prevention, Intervention, and Enforcement), which is shown in the Figure on the next page. The total continuum also includes Sanctions and Rehabilitation or PIESR for the total continuum.

Prevention and **I**ntervention are not driven by LE; **E**nforcement is where LE traditionally intercepts. LE uses a **diversity of models** up and down the continuum, which involve the following strategies, processes, and/or approaches:

1. Adjudication
2. Suppression
3. Sanctions (after enforcement)
4. Diversion (redirection), which can occur before or after intervention.
5. Restorative Justice can occur up and down the continuum.
6. Rehabilitation can occur across the continuum.
7. Alternative Adjudication



Small Group Activity: Determine the Identification, Enhancement, and Development of Evidence-based Practices

The small groups were instructed to identify components where LE can enhance and develop evidence-based practices to reduce juvenile crime, address issues of child protection, and promote positive child and youth development during key stages in the Juvenile Justice Continuum. Ms. Kowalcyk provided examples of how groups could translate their specific programs into components of evidence-based practices and identify where LE fits in within its defined priority of public safety:

Example of Translating Specific Programs into Determining the Identification, Enhancement and Development of Evidence based Practices

Boys and Girls Clubs fall within **Prevention** on the continuum and have components of *consistency, role model, and relationship*. Where does LE fit into the Prevention part of the continuum for this example? *Geographical alignment* is a component of what works and parallels with LE's priority of public safety. For example, LE can provide a safe route from school to the Boys/Girls Clubs and make the clubs a safe haven. Therefore, a priority would be *co-located resources*; i.e., use the same police officers to provide a safe haven and establish relationships in the same area, such as, the school and surrounding community.

Group 1 Report - SROs

School Resource Officer (SRO) model has four key components:

1. Intelligence leads to quality response
2. Coordinated response
3. Interested
4. Communicate with all partners

SROs have an effect up and down the Juvenile Justice Continuum now:

Position on the Continuum	Priorities
Prevention	Knowledge of information Safe haven
Intervention	Information to intervene in an instant Provide information to other school staff that they can intervene Arrest, citation, hot spots
Sanctions	School policies Parole agent Arrest, diversion
Rehabilitation	Enforcing Social worker/psychologist in school

Group 2 Report - SROs

SROs touch all five areas of the Juvenile Justice Continuum (PIESR):

Prevention/Intervention – The two key components of SROs are *role models* and *monitor compliance*.

Group 3 Report – Police Officers

Police Officers affect delinquency problems outside of the school:

Position on the Continuum	Priorities
Prevention	Has discretion Embeds in community through coaching, sports, alternative opportunities, GREAT Develops strong relationships Provides community education to youth by telling them the consequences of risky behavior Short walking distance to any community-based neighborhood programs (social, LE, parole, etc.)
Enforcement	Individualized enforcement versus zero tolerance
Rehabilitation	Provides community education

Group 4 Report – Child Protective Team

Child Protection Team – there is limited involvement in prevention by LE, but there is room for LE to participate.

Position on the Continuum	Priorities
Prevention	Train LE to interpret/assess issues on the spot DARE, Just Say No Provide sense of procedural justice; first contact to modify behavior

Group 5 Report – Diversion for Truancy

Diversion for truancy – there are varied requirements across schools.

Position on the Continuum	Priorities
Enforcement	Rather than just taking truant youth home, LE can offer assistance; this requires a relationship with the school system
Sanctions	Chronic offenders have been adjudicated (given multiple opportunities); sanctions should be more serious; give LE options Organizational transparency is a priority; give the community actual statistics of crime and juvenile justice issues

Group 6 Report – Cops Visit Homes

Cops Visit Homes is an evidence-based practice that requires three overarching concepts:

- Management buy-in is a priority.
- Clarity of mission for LE; i.e., understand where LE fits.
- Create a common language across multiple disciplines, i.e., partners engaged in the process.

Position on the Continuum	Priorities
Prevention	Creates relationships with kids and families Build capacity in entire workforce based on indicators; retool officers; engage clients and neighbors
Intervention	Offer different services; i.e., wraparound, such as sports that involve youth and cops Identify the types of services families need Cyber-monitor on Facebook, Twitter, etc. which stops crime (e.g., teen parties) and provides actionable/non-actionable evidence
Rehabilitation	Work with community-based programs (e.g., church), which also gets cops in touch with the community

Comments after Small Group Activity

- The gap between what JJS is and what it is perceived to be by youth is not as wide; the gap is smaller based on legitimacy.

- Focus on community engagement which closes the gap. Youth want education, tools, and resources. LE does not know of all the resources available—communication is key.
- Community-based continuum of JJS:
 - Sanctions within the community rather than remove youth from school; provides local resources.
 - Sense of community policing needed.
 - Clear, concise message for target group of youth based on what part of the continuum they are in; teach them there are ramifications for their behavior. For example, for impulsive, explosive behavior in teens, LE must articulate choices, consequences, etc. This approach requires people, resources, and funding.
 - *Procedural Justice* (associated with Tom R. Tyler).
 - Build Trust + Build Legitimacy = Voluntary Compliance.

Small Group Activity: How Will LE/OJJDP Get There From Here?

The Reports of the previous small group activity fell into four major categories--each containing multiple strategies, approaches, and/or processes as shown in the table below:

How LE and OJJDP Will Get There from Here	
Report Out Category	Strategies, Approaches, and/or Processes
Management/CEO	<ul style="list-style-type: none"> • Absolute clarity of mission • Management buy-in • Organizational transparency • Building trust + building legitimacy = voluntary compliance • Create a common language • Quality information – best position to exercise best discretion
Community	<ul style="list-style-type: none"> • Community engagement • Community education • SRO • One-stop shop • Wraparound services • Diversion • Child protection teams • Social services • Community-based continuum of Juvenile Justice Services • Positive relationships with police
Police Officer	<ul style="list-style-type: none"> • Home visits from police • Police officer on patrol • Individualized enforcement options versus all-or-nothing zero tolerance policy • Enforcement • Officer discretion • Individualized responses
Cyber Monitoring	

Detailed Comments from LEs

A frequent comment from the LEs was a need for a bold approach and new model that deals with kids up and down the Juvenile Justice Continuum, which community-based and youth-focused policing approach achieves. This approach promotes creative thinking, relationship-building, and prevention. A summary of proposed strategies and comments offered by the LEs included the following:

Community-based policing is a **bold approach** that deals with kids up and down the Juvenile Justice Continuum.

- Start by educating the sheriffs and chiefs, whose capacity and depth of knowledge of child issues are not deep; many are not advocates for child services. A new bold approach requires buy-in from the sheriffs and chiefs, which in turn requires them to develop a greater understanding of child victimization and recognition that children are our future—we need to invest in them.
- Create change sooner by initiating education and training at the captain/lieutenant levels.
- Several comments included a change in thinking and behavior away from the mentality that the mission of law enforcement is to simply “reduce crime,” “arrest bad people,” and eliminate the idea that problems can be solved by “arresting our way out” to ensure public safety. For example, arresting a 13-year old is not making the public safer, because once out of detention, s/he is more dangerous, probability of recidivism significantly increases, which makes the public less safe. There was agreement by the participants that a paradigm shift of this magnitude in behavior and thinking needs to start at the top (i.e., chiefs). Also, long-term strategies that address poverty-stricken areas; pockets of concentrated areas of crime in gang violence, guns, drugs, etc. were necessary. The top-down strategy presented an issue in itself—how do you get that message across to the chiefs?

The discussion among the LEs then transitioned to approaches for changing the mindsets of LE management about community-based/youth-focused policing:

Result-driven approaches promote departmental and community buy-in.

- When this approach shows results, there will be increased buy-in. For example, in one case, chiefs considered home visits by LE as non-traditional police functions which only coddled the kids; this perception changed once youth-focused policing showed positive results in fewer arrests.
- Changes in the mindsets of families in the homes also occur, and trust in police officers is developed; these outcomes also change the mindsets of those within the police department.
- However, not all police officers are equipped or comfortable with youth-focused and community-based policing and, therefore, should not be expected to engage in this model.

- An effective approach should also include a *team* of professionals of law enforcement officers and those who address juvenile issues, such as, psychologist, parole officer, social worker, etc.
- Buy-in and change are best promoted when quantitative data is used to show results, for example, tracking the crime statistics and highlighting reports that indicate positive results, such as, reduced number of juvenile arrests.
- Youth-focused LEs need to be clear in their messaging when talking with youth and their families by explaining the ramifications of risky and criminal behavior—this approach has also shown effective in reducing juvenile crime.
- Law enforcement should realize and accept that some families will never trust police officers; while all at-risk youth cannot be saved, LEs can make a positive difference in many.
- Since the vision of the police department drives behavior and perception, it was recommended that the department recruit, hire, and promote those who support this model.
- Realize that this type of change takes time (both within the department and in the community); initially, police officers are seen as threatening until community/youth realize the police are not out to arrest them; e.g., an officer who is dispatched to a teen alcohol-related party, if the officer thinks of alternatives other than arresting the teens, this approach eventually builds trust between LE and youth.
- Develop a lesson plan in a standardized format based on these principles; put it in print and place it everywhere; articulate it clearly, and provide training on it.
- Adopt the notion of “worthy work;” i.e., refer to an LE’s role and function as more than to just “reduce crime,” instead focus on “no more dead children.” Make “worthy work” a call to action. It is understood that when a department focuses on “worthy work,” some police calls will take longer, which results in a need for more resources.
- Frame the role of law enforcement in a way that stipulates it is “*good work*,” which aligns with what most LEs want and the reason they entered law enforcement in the first place.
- Understand that these same principles also apply to affluent communities.

LISTENING SESSION DAY TWO – APRIL 19

Small Group Activity: Identify Existing Partnership Resources for LE and OJJDP

Each small group was assigned one of the four major categories identified in the previous day’s afternoon session and asked to identify existing resources available in the community and OJJDP in the presence of today and tomorrow’s reality of budget cuts. The question posed was, “*How can LE and OJJDP partner to address the four categories in the face of budget cuts?*”

Group 1 Report - Community

The small group brainstorming on the identification of existing resources within the community first developed a list of key points and questions:

1. School environment keeps kids on track.
2. Early intervention is key.
3. What are the factors that teachers identify early on?
4. How do we expand the policies?
5. What are the “high-risk” factors identified early on?
6. Where are the intercept points?
7. The community infrastructure needs to share information.
8. How can LE leaders influence the necessary changes?
9. Partner with the Health Department to bridge the gap.
10. Summit with the Department of Education to have change happen from the top (“It takes a village” concept).

Available Resources for LE in the Community

1. Annie E. Casey Foundation has funds available for families and neighborhoods to support kids in poverty (private funding).
2. Specialized/Dedicated Units (Special Victims Unit, such as, sex crimes and child molestation, Domestic Violence Offices, and Youth Offices).
3. Youth Officers/SROs – dedicated LE working with youth, which requires special skills.
4. 501c3 – nonprofits and faith-based organizations.
5. Youth activities (Boys & Girls Clubs [but not clubs for kids], PAL, COPS and Kids, parks and recreation, Cal Ripken Association, and DYCD).

Beg, Borrow and Steal Resources

1. Psych/socials only provide pieces at a time.
2. Social workers in the home.

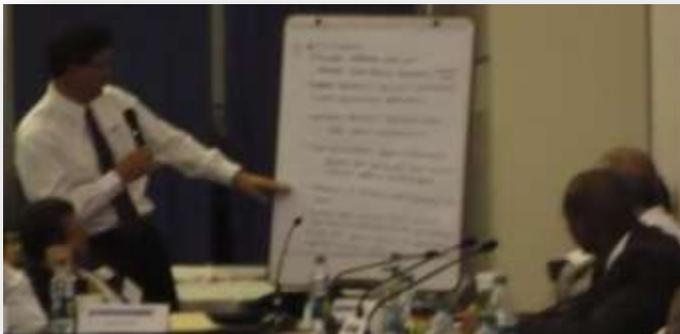
Available Resources from the Federal Government

1. NCIC for runaways and missing children.
2. Earmarks from government for Gang Unit, SRO, PAL, etc.

LE Wish List

1. One-Stop Shop, such as Family Crises Center, that addresses gangs and/or family issues and provides:

- Legal services
 - Outreach
 - Counseling
 - Family intervention
 - Literacy programs (because reading and writing are fundamental)
 - Mental health list
 - Psych/socials on all juvenile arrests
2. More “feet on the street;” i.e., more police officers dedicated to youth services and outreach.
 3. Mentoring
 4. Juvenile Justice System with back-end reviews (open forum for each program).
 5. GED programs provide stipends for jobs.
 6. Increased information sharing among institutions, which prompted significant discussion about risk assessment models and tools presented in the following subsection.



Risk Assessment Models and Tools

There was significant discussion about the benefits and risks of increased information sharing between LE and schools for assessing and identifying potential at-risk youth. For example, it was recommended that schools become involved with LE early, such as, during kindergarten

registration/assessment, which would

enable the police department to introduce psych/social services as a means of intervention or prevention. It is well documented that kindergarten teachers can identify problem kids with a degree of accuracy. If schools communicated this information to institutions (e.g., police officers), there would be a huge impact on early intervention to problem behaviors in youth that can lead to juvenile offenses. (A comment of concern over this proposal was made regarding the risk of “false positives” of kids who do not have problems/issues later on. How can kindergarten teachers reliably predict that? The LE response to this concern was that the kindergarten teacher’s assessment may be a point of access for LE but not necessarily intervention. However, the early assessment may alert LE there is an indication of a dysfunctional family-based issue to which LE can investigate and possibly intervene by bringing in other support services. This would be a comprehensive risk assessment that highlights what institutions should be involved; however, the issue remains of how to change policies governing

information sharing. Another recommendation was offered to take this approach further by initiating intervention at the birth of infants in family structures associated with high-risk factors; e.g., birth of infant girls in fatherless homes.

A general recommendation was offered to infuse more organization into the process by charting a child's life to identify the appropriate intercept points for LE to become involved that has the greatest impact for early intervention. This is preferred to the current approach of involving LE after a crisis has already occurred.

One of the participants stated there is available research, which presents existing risk assessment models, indicators for youth, and tools available for specific points of interception by various providers. For example, touch points include pediatricians when children are vaccinated, childcare providers, and schools. However, policies are needed to define which institution(s) should get involved when indicators are presented. There is an Asset Inventory for a "Healthy Youth Model," for example.

Focus Current Best Practices Based on Public Safety Policies

After Group 1's presentation, which focused on education policies, the facilitator asked the participants of the small groups to present current best practices that utilize LE's control over public safety policies rather than focusing on strategies that involve education policies over which they have no control. The LEs followed up with these models:

Map Health Data with Crime Data

There are early warning signs from a health perspective:

- Infant mortality correlates with crime and homicides.
- Opportunities available for LE to partner with the health department.
- How stress affects families.

Change LE Interception Trigger

Suspension/expulsion is the trigger; schools are not accountable. Kids are already suspended and expelled.

Early Intervention Strategies

OJJDP will convene a summit with the Department of Education to discuss high-level policy that affects intervention at an early age, which in turn affects public safety, and will invite Department of Health.

A study on early intervention showed that overlaying social indicators point to problem behavior in preschool-aged children. OJJDP can show how to use this data. There is evolving work in Youth Violence Prediction. The best approach is to collapse data into a formula that predicts outcomes, but issue is how to test the system in the real world without the risk of "false positives," i.e., labeling him or her as a high-risk kid. It was suggested that it not be a "label" but "flags" or "highlights" a potential problem for early intervention.

Group 2 Report - Management Buy-in

Community Resources

1. Foster strong relationships with faith-based organizations.
2. Collaborate with community organizations, such as, YMCA, Boys and Girls Clubs, Boy Scouts and Girl Scouts of America, etc.
3. Schools
4. Other social service organizations
5. Mentoring organizations, such as, shadowing programs.

OJJDP Resources

1. OJJDP training programs, e.g., ICAC (Internet Crimes Against Children), National Center for Missing and Exploited Children (NCMEC), and IACP (International Association for Chiefs of Police).
2. National Crime Prevention Council
3. Federal initiatives, e.g., Gangs
4. COPS Office

LE/OJJDP Partnerships

Awareness—There are OJJDP programs available that are unknown by LE. Better communication from OJJDP to the field is needed.

Education—OJJDP can support LE by developing education and training guidelines for youth-focused policing.

Database Management—LE presented several questions about OJJDP databases, such as, initiatives around database management, availability of a new release. This highlighted the issue of the field is unaware of the databases and their usefulness.

OJJDP responded with updates on the availability and purposes of these databases and announced there is a Bulletin forthcoming providing these types of details.

The first database for LE has been released and identifies programs across several key Federal agencies. Additionally, the IACP Web site (<http://www.theiacp.org/>) provides a list of LE programs developed and implemented, identifies specific issues, and connects officers with other officers.

The second database is information collected from partners under the National Juvenile Information Sharing Initiative (<http://www.juvenileis.org/>). This database is trying to meet information sharing needs; it allows a process to exchange information on a need-to-know basis and a Memorandum of Understanding is established via collaboration. The problem is a legal one in that privacy issues prevent sharing information on a juvenile.

Ms. Mary Lou Leary indicated that OJJDP is working in 32 States already. Each jurisdiction is required to work with partners—not just LE. The process has been effective, because it forces the jurisdiction to identify partners. OJJDP has templates that must be used when a partner has been identified and the jurisdiction wants to establish a partnership. The model is OJJDP's, which then trickles down to States and then to local jurisdiction; a jurisdiction partner must demonstrate partners before proceeding.

Baskin & Robbins is an approach that addresses diversity with customized approaches (of all flavors).

Group 3 Report - Police Officer

Community Resources

1. Youth officers/division
2. SROs
3. Gang officers/division
4. JRIP
5. Juvenile detectives
6. DARE/GREAT/sports events
7. Crime prevention/safety
8. Beat cops for daily interaction
9. Probation
10. Drug/youth courts
11. Family courts
12. Faith-based groups
13. School-related
14. Child victim advocacy groups
15. United Way allocates funds for children



OJJDP Resources

1. Funding and training.
2. Marketing need; i.e., let LE know what is available.
3. Present/Future:
 - National coherence for juvenile justice research, standards, measurable results, and evidence-based practices.

- Training
- Philosophical issues related to adult versus juvenile behavior, e.g., adult-age behavior redefined from 16 to 18 years old.

Recommended Program/Initiative

Develop a successful initiative, “Keep Kids Out of Crime-Not Out of Jail,” and pilot it across the country in concentrated areas of violence, e.g., Northern California; New York; Madison, Wisconsin, Las Vegas, and Atlanta. Study and develop a research-based control group of other kids using a data driven approach based on measurable results. Focus on crises areas; i.e., kids are dying and need to be saved immediately. Conduct a short- and long-term study nationwide to deal with emerging juvenile problems.

Comments about Recommendation

1. Who will lead the initiative to put together the program? It could be LE/Commissioner.
2. Agency heads reporting to OJJDP.
3. Buy-in from Commissioner and community partners is required.
4. Run from police department and bring in other partners to assist using a target group of kids; provide some services initially and gradually add more services.
5. Principles will emerge; apply principles set by OJJDP.
6. Model—Child Abduction Response Team, which resulted by bringing together community resources involved in this particular issue.

Group 4 – Cyber-monitoring

Group 4 identified some of the internet-based activities, such as, social networking sites (Facebook, Twitter), and cell phones used for texting/sexting, lead to other criminal activity, such as, trafficking, and cyber-crimes, such as, identity theft. This group identified an extended their list of resources beyond the community and OJJDP sources that also included:

1. Federal
2. State
3. Local
4. Community-based organizations
5. Private organizations
6. Volunteer organizations

Community Resources

1. Media - local and regional community alerting tools
2. Schools/SROs/PTA

3. PAL
4. Youth-serving community-based and faith-based organizations, e.g., Boys and Girls Clubs, “Fight Crime/Invest In Kids” nonprofit.

Local/State/Regional Resources

1. State Criminal Justice Council
2. State LE agencies and associations’ prosecutors
3. Youth Commission Prosecutors

National Resources

1. High-technology resources such as NCMEC, ICAC
2. FBI – Regional Computer Forensics Lab (RCFL); innocent images
3. Text TIP Lines and anonymous TIP lines
4. Hosts of online game sites that detect threats feed tips to LE
5. Internet Crimes Against Children (ICAC) Task Force

OJJDP Resources

Group 4 struggled with identifying specific resources available from OJJDP, which also provided evidence of a communication gap between LE and OJJDP. The members of Group 4 were unaware of available resources, such as, the State block and tribal grants, or juvenile justice grants for underage drinking.

Wish List from LE for OJJDP

1. More research and resources for best practices in a Web site portal.
2. Education
3. Clearinghouse (it was unknown that a clearinghouse exists already—another indicator of the communication gap).

Discussion Question—Who Else Should be at the Table?

The facilitator opened the floor for input on who else in LE should be present at the table that has programs, which could be shared; i.e., did the participants know of other programs, initiatives, and/or components that should be included in listening sessions. LE provided the following recommendations and indicated these other stakeholders should be present at the same time for the best benefits:

- Cross pollination from Departments of Education (school boards) and Health and Human Services. It is the perspective of Education that “we already do too much,” and their presence at the table may offer a viewpoint of a realistic level of support and resources they can provide.

- Public defenders may provide insights into juvenile justice system issues.
- State Advisory Commissions (SACs)
- Tribal focus from the Bureaus of Indian Education, Housing, and Indian Law Enforcement Program
- *Annie E. Casey Foundation* (<http://www.aecf.org/>) to educate LE on the multidisciplinary work they perform; such as, mental health, courts, law enforcement, health, and schools. They can help bridge the gap between LE and the juvenile justice system. The Foundation also has a good record with alternatives to arresting non-violent juvenile offenders.
- Faith-based groups, such as, Fight Crime/Invest in Kids/SNG (Shepherding the Next Generation) (<http://www.shepherdingthenextgeneration.org/>)
- Mayors, Chambers of Commerce, and other members across communities

Other Working LE Programs in Juvenile Justice

The facilitator posed the next question for discussion and information sharing: *Who in LE has working programs in Juvenile Justice but is not at the table today?* The participants brainstormed and developed the following list:

- *Anti-Human Trafficking Task Force Initiative* funded by the Bureau of Justice Assistance (BJA): (<http://www.ojp.usdoj.gov/BJA/grant/httf.html>) —There are 39 task forces across the country. The Trafficking Victims Protection Act (TVPA) and its reauthorizations seek to combat human trafficking by punishing traffickers, protecting victims, and mobilizing U.S. government agencies to wage a global anti-trafficking campaign. These Acts contain significant mandates for the U.S. Departments of State, Justice, Labor, Homeland Security, and Health and Human Services and the U.S. Agency for International Development.
- *San José Mayor's Gangs Prevention Task Force* (<http://www.sanjoseca.gov/prns/mgptf/>) (MGPTF) is made up of a Policy Team and a Technical Team. The Policy Team, chaired by the Mayor, provides direction and focus to the City's gang prevention and intervention efforts. The task force is comprised of the city, county and state; community based organizations; the San José Police Department; faith community; schools; and other community stakeholders. By bringing together these partners, the Task Force has been able to leverage a variety of available "pro-social" community resources to combat the anti-social influences that youth receive from gangs.
- *Delancey Street Foundation* of California (<http://delanceystreetfoundation.org>) is residential self-help organization for former substance abusers, ex-convicts, homeless and others who have hit bottom and need a place to help turn their lives around.
- *A Better LA* (www.abetterla.org) was founded by Seattle Seahawks Head Football Coach, Pete Carroll, and Diane and Lou Tice, who are founders of The Pacific Institute.

A *Better LA*, a non-profit organization, has a mission to create a model for reducing violence and strengthening inner cities.

Other stakeholders that should be invited to the table are those that support the end of the Juvenile Justice Continuum, such as:

- Probation Officers
- Child Protective Services which may be useful for supporting early intervention
- FBI Victim Specialists
- Gang Prevention Programs in Richmond, VA and Durham, NC
- Consolidation of gang prevention/intervention programs across the country, such as, GREAT Program and National Gang Center
- *Youth Development Initiative* (<http://www.bethedifference.org>) provides assessment centers in San Mateo County for all entry points
- Other types of centers, for example, Miami Dade County Juvenile Services Department has an assessment center to divert arrest for non-violent offenders to keep kids out of the system and get services for them instead (<http://www.miamidade.gov/jsd/>)
- San Francisco has an assessment center within the juvenile detention center, which may prevent a non-violent offender from being entered into the system
- New York also has alternatives to incarceration which includes wraparound services
- Someone from NEA (National Education Association) that knows about their program of safely disposing old prescription medications
- *Office of National Drug Control Policy* (ONDCP) (<http://whitehousedrugpolicy.gov/>)
- School Resource Officers (SROs) can offer support as a focus group on best practices as alternatives to arrest, specifically, real-time alternatives
- *W. Hayward Burns Institute* (<http://www.burnsinstitute.org>) is a national nonprofit that aims to protect and improve the lives of youth of color and poor youth and the well-being of their communities by reducing the adverse impacts of public and private youth-serving systems to ensure fairness and equity throughout the juvenile justice system alternatives. There is an associated national network, Community Justice Network for Youth (CJNY) (<http://www.cjny.org>), which provides support to community groups and arms them with the tools and staff to strengthen their programs and engage in policy work.
- Sacramento, CA Police Department developed First Responder Training on DFC Issues that widens the net and addresses recidivism. **Action Item for San Matero LE: Provide contact information for this program to Jeff Slowikowski.**
- *Rainier Vista Boys and Girls Program* in Seattle is an ideal One-Stop Shop model (<http://www.rv.positiveplace.org/>) in its implementation of the *Seattle Youth Violence Prevention Initiative* (SYVPI). SYVPI was established in 2009 by the City of Seattle to

address the issue of youth violence. With the help of caring citizens, city agencies, and several community base organizations eligible youth between the ages of 12-17 are offered an opportunity to participate in the SYVPI allowing youth access to a variety of services and opportunities, including but not limited to: Intensive Case Management, Aggression Replacement Training (ART), Recreation, Mentoring, Job Training/ Employment, and other skill enhancement programs and activities.

- *SAVE (Safe Alternatives and Violence Education)* SAVE is a violence awareness education curriculum designed for 10- to 17-year-old students (and the parents of such students) who are found carrying a weapon on or near a school campus as an alternative to zero tolerance policy that results in expulsion. A program impact evaluation of SAVE revealed that almost 91 percent of the 372 students included in the study had no subsequent weapons offenses after participating in the SAVE program. (<http://www.ojjdp.gov/jbulletin/9804/community.html>)

Additionally, the LE participant representing Indian country offered statistics about law enforcement that support tribal youth. First, Indian country has a difficult infrastructure because there is only one law enforcement officer focused on youth, which covers 2.3 million acres. LE participant suggested an Office Exchange Program in which an Indian LE is sent to another LE department while that department sends their LE officer to Indian country. This type of exchange would be beneficial for sharing ideas and gaining a better understanding of the types of challenges faced by LE supporting tribal youth.

Final Remarks and Messages

A few common themes emerged from the final remarks provided by each participant in the listening session that fall into two distinct categories—*critical needs* and *positive outcomes*. The subsections below summarize these themes followed by a more detailed record of the participants' specific remarks. Any call to action noted in the session is emphasized in **bolded red text**.

Positive Outcomes
for some LEs included
Empowerment,
Inspiration, Affirmation,
and Renewed Passion.

Summary of Critical Needs

- Information sharing at all levels and directions—locally, statewide, and nationally.
- Better communication and coordination from OJJDP to the field.
- Research, identify, pilot, and promote best practices from across the country.
- Innovative solutions and programs in the face of budget cuts and limited resources.
- Youth-focused policing policies are better accepted and implemented in reaction-based departments if long-term strategies, standardized guidelines and training are provided top-down from OJJDP.

Summary of Positive Outcomes

- Information sharing with other LEs and OJJDP allowed discovery of effective models for prevention/intervention.
- Collaboration versus isolation
- Safe forum to vent frustrations
- Empowerment
- Inspiration and motivation to do more
- Affirmation that one person can make a difference
- Renewed passion for this worthy work



Final Remarks by LEs

The listening session ended with each participant offering final remarks about what they heard, learned, or other experiences they wished to share over the two days. Similar remarks made from several participants were compiled and summarized to omit some of the redundancy and also protect the confidentiality of the commentators.

- Hearing all of the different thoughts from the field was beneficial; while OJJDP does not have all the answers, this LE felt a need to take this information back to colleagues and develop programs to help.
- Awareness and getting information to the field is an important part of the partnership between LE and OJJDP. OJJDP needs to share information at the local level, and pilot and promote best practices from across the country as we move forward.
- The National Institute of Justice (NIJ) agreed with OJJDP's comments and stated her excitement on seeing how NIJ can provide support.
- Look for warning signs and red flags for early intervention. Use the concept of developmental assets and Project Cornerstone. Look at kids with good assets and include those in special, such as, the model teenager referenced in the SCUBA diving program example on the first day.
- Police chiefs are short-sighted because of the budget cuts and expect LE's function to be reactionary only.

*I used to have a job;
now I have a mission.*

-Comment from LE during session

Worthy Work of LEs

Some participants offered emotionally-charged testimonials about their jurisdictions, communities, and challenges, which reaffirmed the passion and reason that all participants knew when they entered this field in the first place. As one chief remarked, *I used to have a job; now I have a mission*. The following comments illustrate examples of the worthy work LEs perform:

- One LE poignantly described the issues he faced as a young child when his parents were arrested in front of him and police abandoned him in the store. The story emphasized the importance of appropriately training first responders as well as the parents. Since most teaching occurs in the home, the point of interception should be at the home instead of pushing that responsibility on the school, juvenile justice, and law enforcement.
- Another LE provided powerful testimony on how poverty, public housing projects, lack of skills, education, and jobs result in significant crime and sense of hopelessness among youth; 15-year olds write their obituaries on Facebook because they know they will die in the projects. There is tremendous lack of available resources to help families; only two small programs deal with violent crimes. There is a critical need for funding more programs, and a dozen more community-focused officers; however, the most profound need is more jobs for parents and youth. The session provided renewed motivation to change the dynamic of the LE's relationship with youth from negative (reactionary) to positive and make an effort to know the kids on a personal level. A positive outcome was recognizing that LE can at least change some lives in small pockets of the jurisdiction.
- An LE stated a passion for juvenile justice and the ability to impact lives and was pleased to learn of OJJDP's focus on victimization.
- A positive take away for one LE was recognizing the important role SROs play and is now motivated to talk to other partners on how to save the program in the face of impending budget cuts, which may reduce or eliminate the funding for SROs altogether.
- Indian country has special challenges and needs more Federal resources and services. The LEs are stressed and feel hopeless in dealing with tribal youth committing serial suicides or cutting themselves to relieve emotional pain. Sexual victimization and abuse create a cycle; Indian youth need more positive role models.

More Models of Best Practices

The session participants shared examples of programs implemented in their jurisdictions that serve as models of best practices, and many offered invitations for others to visit and observe firsthand how these may be adapted into their own regions:

- *Model of Decentralized Policing* was created in Colorado and the LE extended an invitation to visit and see this program.

- The *Assessment Center Model* (in California) is critical because it achieves what they are trying to accomplish. This type of model is comparable to the Kaiser Permanente model of including all of the specialists in one building that is managed by a generalist.
- An LE wants to focus on youth policing by setting up programs based on location (e.g., schools). Youth-focused policing will become part of the LE's mission and to improve that area. The prior Mission statements focused on adults, but the focus for youth is program driven (instead of mission driven). The listening session redirected this LE's thinking.
- Focus on what works, for example, PAT is a successful model in spite of the disadvantages that surround it.
- Focus on schools and change the mindset to an understanding that Education is power.
- LEs can be mentors; e.g., take a moment and think, "Who was this 14-year old kid you are locking up 7 years ago?"

Additional Requests for OJJDP from LEs

1. A request was made for OJJDP to communicate *long-term* prevention/intervention strategies (i.e., 5-10 years).
2. A frequent request from LEs asked OJJDP to improve their communication with the field about the various programs available to them, and make information sharing a priority.
3. A clearinghouse pointer system would help centralize a knowledgebase of all the similar programs or those that dovetail one another that are unknown to the field at this time.
4. For long-term strategies to prevent crime, focus on the indicators. Over the last 15 years, juvenile crime has not changed. It has not dropped, but it also has not gotten worse.

OJJDP's Calls to Action

Mr. Slowikowski assured the LEs that OJJDP understands their needs and summarized the following actions for OJJDP:

1. Better communication of resources that are available to LE; for example, Internet Crimes Against Children (ICAC) has 61 Task Forces focused on this issue, which includes over 2,000 LE partners—1 to 2 in every State.
2. How to get LE to reflect on their own visions and missions and add youth-focused policing; i.e., how will OJJDP get all 18,000 police chiefs to change their policy-thinking as well as their behavior? It *is* a public safety issue, and it can be justified.
3. Follow-up with each LE present at the session.
4. Continue process with future sessions.
5. Provide a Report of the session.

Closing Remarks from OJJDP

Mr. Slowikowski again emphasized the Attorney General, Eric Holder's commitment to all youth issues—not just children exposed to violence. While, admittedly, there are extenuating challenges at an international level that command his attention, Attorney General Holder's heart and passion are in serving children, youth and families, and he is equally dedicated to changing the juvenile justice system to make it better. The Attorney General is Chairman of the Federally-mandated *Coordinated Council* that has members from the Departments of Education, Labor, Interior, and HUD, which are all focused on youth issues. Mr. Slowikowski is the council's co-chair and, together, they are resolved in ensuring this is not just another group that meets. This year they are trying to make it realistic and having conversations with LE, such as this listening session, is part of that process. There will be more exploration on how the *Coordinated Council* can assume an active role; the Attorney General and Mr. Slowikowski are strongly committed to make it happen.



Be passionate. Be confident. And be a champion.

-Parents of children taken during Listening Session with OJJDP

Mr. Slowikowski thanked the LEs for their participation in the listening session, reinforced OJJDP's obligation as an agency to innovate solutions with input from LE, and then he conveyed a relevant sentiment from parents of children taken during a recent listening session with OJJDP. They said, "*Be passionate; be confident, and be a champion.*"

-----End of Report-----