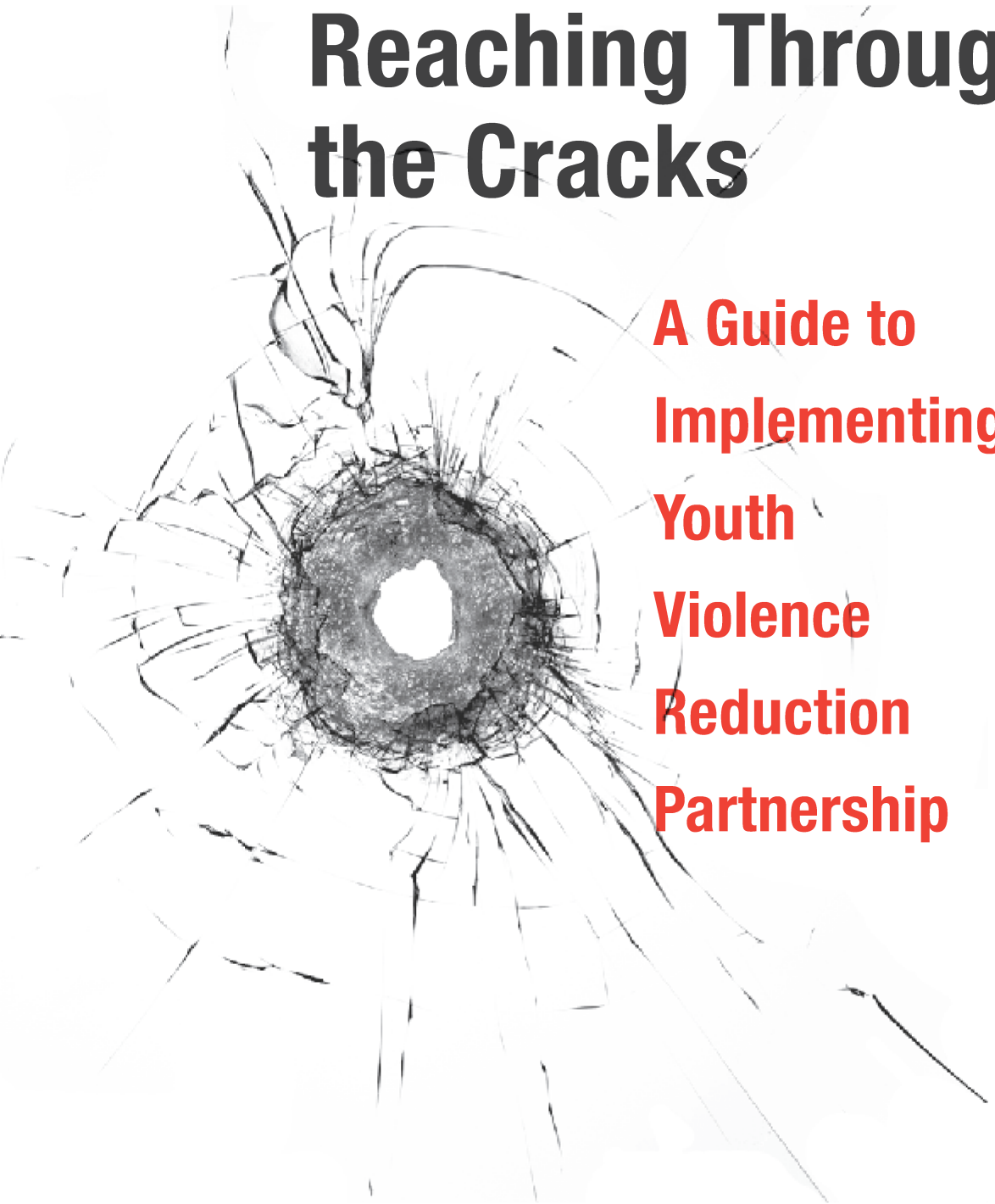
Reaching Through the Cracks



A Guide to Implementing the Youth Violence Reduction Partnership

Linda Jucovy and
Wendy S. McClanahan

P/PV A Publication of Public/Private Ventures

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Public/Private Ventures is a national nonprofit organization that seeks to improve the effectiveness of social policies and programs. P/PV designs, tests and studies initiatives that increase supports, skills and opportunities of residents of low-income communities; works with policymakers to see that the lessons and evidence produced are reflected in policy; and provides training, technical assistance and learning opportunities to practitioners based on documented effective practices.

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Introduction

I. Introduction

The Youth Violence Reduction Partnership (YVRP)—a collaboration involving the district attorney's office, adult and juvenile probation, police, other city agencies and community organizations—began operations in Philadelphia in 1999. Inspired by a successful initiative in Boston[1] and modeled to work in the particular circumstances of Philadelphia, its goal is to steer young people, ages 14 to 24 and at greatest risk of killing or being killed, away from violence and toward productive lives. To accomplish this, YVRP provides them with a combination of strict supervision and ongoing support. Each participant is assigned to a team that includes a probation officer and a community streetworker, who work intensively with the young person to make sure that he (and less often she) not only stays out of trouble but starts on a path toward responsible adulthood.

Why YVRP?

YVRP was developed in response to widespread concern about high levels of gun violence and homicides among teenagers and young adults. From 1996 to 1999, for example, 1,460 people were murdered in Philadelphia: 53 percent of the accused killers were ages 18 to 24, and an additional 10 percent were 12 to 17 years old. A high percentage of the victims were also young—34 percent were 18 to 24 years old, and 6 percent were 12 to 17—and most were victims of gun violence. In fact, among the 18- to 24-year-old victims, almost 9 out of 10 (88 percent) died from guns.[2]

Not surprisingly, the murders were concentrated in the city's poorest neighborhoods—almost half (49 percent) occurred in just 5 of the 25 police districts—and both the murderers and victims often had criminal histories. A study of a hundred randomly selected murder victims showed that 52 percent had been charged with at least one offense prior to their murder and, on average, had 3.7 arrests. A related analysis of the histories of a hundred randomly selected alleged murderers showed that most (86 percent) had criminal records. Close to half had previously been charged with either violent offenses and/or weapons offenses, and 57 percent had been charged with drug offenses. In fact, many of them were on probation or parole (25 percent) or were awaiting trial or sentencing (29 percent) at the time they allegedly committed the murder.[3]

Data such as these strongly suggested that concentrating resources and intensifying efforts with targeted groups in specific police districts could have a meaningful impact on reducing gun violence and homicides. Thus, YVRP focuses its effort on

known offenders in their late teens and early 20s—encompassing the ages of those who are at the highest risk of killing or being killed—along with younger teens who have shown themselves to be heading down a path that is likely to lead to escalating crime and violence.

The YVRP Message

The young people in YVRP live in some of the most violent and economically deprived neighborhoods in Philadelphia, where guns and drugs are omnipresent and unstable upbringings are common. During the seven years that YVRP has been operating, these participants have been predominantly male (96 percent) and, reflecting the demographics of the communities where they live, African American (54 percent) or Hispanic (37 percent). Before becoming enrolled in YVRP, almost all had been involved in the justice system because of violent or drug-related offenses, and many had previously been incarcerated. The few who did not have arrests for violent or drug-related crimes were on probation for less serious offenses but lived with individuals perpetrating crime or on blocks experiencing high drug sales and violence. At the time of their enrollment, almost all were under court supervision, typically with a probation officer.

The message that YVRP delivers to these young people is clear and consistent:

- Stay out of trouble,
- Don't possess a gun,
- Stay in school,
- Find a job,
- Don't use drugs,
- Stay off "the corner," and
- Come to us if you need help.

Probation officers, streetworkers from a neighborhood community-based organization and police officers emphatically convey and reinforce this message in distinct but complementary ways. To reduce the threat that these known offenders pose to their communities and themselves, probation officers—often working side by side with police—provide intensive supervision in order to catch probation violations before they can lead to more serious crimes. Despite the fact that staying out of trouble in of itself is likely to reduce the chance of being involved in violence, YVRP sets its goals for participants even higher. YVRP aims to get these young people moving toward a more positive future. Thus, through the efforts of their streetworker and probation officer, they are connected with resources—including education and jobs, as well as treatment for substance abuse and other behavioral

issues—to help them prepare for a responsible adulthood. Importantly, streetworkers also fill a mentoring role for participants, providing the kind of consistent adult support that research has demonstrated can help young people develop the capacity to make better decisions and turn away from dangerous paths.[4]

The Initiative's Accomplishments

YVRP began operations in 1999 as a pilot program in one police district in Philadelphia. It expanded into an adjacent district in 2000, added a third in 2002 and began operations in two more districts in 2006.

To measure the specific impacts of the initiative on the young people who are enrolled, Public/Private Ventures (P/PV) is conducting a formal evaluation using a comparison group of similar youth from police districts that do not participate in YVRP. In addition to examining whether YVRP participants are more likely to kill or be killed than similar youth not in YVRP, the study is exploring other outcomes, including whether participants have less involvement in other crimes—particularly violent crimes—either as perpetrator or victim, and whether they have greater involvement in positive supports.

While definitive information on the impacts of YVRP will not be available until the comparison study is completed, performance data from the initiative are promising:

1. **YVRP is serving young people intensively and getting them involved in positive activities.** From January 2000 through December 2006, YVRP served more than 1,818 young people, who remained active in the program an average of eight months. Streetworkers and probation officers visited each youth—in his or her home or elsewhere in the community—an average of 13 times per month. On average, almost half of participants were involved in positive supports each month they were active in the program. Importantly, those who stay in YVRP for the longer term remain involved in some type of positive support over time. For example, among participants who were in YVRP for three or more consecutive months, 78 percent had been involved in positive supports on a continuing basis for a three-month period. And among participants who were in YVRP for six consecutive months, the vast majority (89 percent) had been involved in at least one type of positive support, including more than 57 percent in a job and 35 percent of those not of compulsory school age in an educational support.[5]
2. **Most participants have avoided becoming involved in violence.** While active in YVRP, only 4 percent of participants have been victims of a violent crime involving a gun; overall, only 6 percent have been victims of any kind of violent crime. The intensive supervision that underlies YVRP is a likely contributor to these results. A central purpose of the supervision is to catch probation violations—which could include, for example, participants violating

curfews or restrictions on where they can go or whom they can associate with, as well as using drugs or carrying a weapon—before problems escalate. Since the program's inception, 65 percent of participants have been cited by their probation officer for an "informal" violation that was able to be resolved without going to court, while probation officers have brought 25 percent of participants back to court for more serious violations. Along with this strict supervision, participants' involvement in positive activities is also a likely contributor to their success in staying away from violent crime because those activities help keep them busy and off the streets, providing structure to their lives and, potentially, a sense of purpose.

Recently, Philadelphia has experienced an increase in homicides—a peak of 406 in 2006 as compared with numbers in the high 200s and low 300s in the early 2000s. But data indicate that YVRP may still be having a positive effect on the number of young people who are victims of homicide. The data suggest that YVRP is associated with a decrease in homicides among youth; on average, homicides among 7- to 24-year-olds went down 32.7 percent in the districts in which YVRP has been implemented. Furthermore, analyses show that these differences persist even when we account for the homicide rate in the city as a whole. While these data do not prove that YVRP is responsible for the relatively better findings—cause-and-effect relationships are always difficult to document, particularly with a comprehensive intervention taking place in complex community settings—they suggest that YVRP may be making a difference.

This Manual

YVRP is a promising approach for addressing the violence that plagues urban communities and destroys the viability of neighborhoods. While crime and violence are closely interrelated with other factors—including entrenched poverty, failing schools and, most obviously, the easy availability of handguns—YVRP offers a strategy to reduce youth violence by focusing intensively on those who are most likely to be involved either as offenders or victims.

This manual draws on lessons learned from eight years of experience in Philadelphia to describe how cities and other jurisdictions can plan and carry out a YVRP-like initiative. It includes the following sections:

- Section II provides an overview of the key elements of YVRP.
- Section III outlines steps in planning the initiative, from forming the partnership to preparing for operations.
- Sections IV and V describe YVRP in operation. The first section describes the roles and training of staff who work with the participants, while the second provides details about the supervision and support these staff provide.

- Section VI discusses essential practices for maintaining and strengthening YVRP.

A concluding section looks briefly at costs and other issues involved in making decisions about expanding the initiative. Two appendices include examples of the initiative's written policies and procedures and a form that can be used for collecting data to help measure the initiative's performance.

While YVRP in Philadelphia has focused on 14- to 24-year-olds who are at highest risk of becoming involved in deadly violence, the principles are likely to be applicable to other groups of very high-risk young people who require an intensive, comprehensive intervention if they are going to survive and thrive. The City of Philadelphia, in fact, has recently begun an Adolescent Violence Reduction Partnership that focuses on 10- to 15-year-olds.

This manual is designed for localities, leaders and policymakers interested in strategies for reducing youth violence in their communities. It provides an outline of key programmatic elements, as well as a map for how to implement them. At its core, YVRP is about increasing collaboration among public institutions responsible for the welfare of high-risk youth, working with youth in their homes and communities, providing opportunities and positive role models, and increasing accountability among youth-serving agencies. It might be said that YVRP is not really "new"; rather it is taking what is already being done and doing it better.

II Key Elements of YVRP

II. Key Elements of YVRP

YVRP has a straightforward strategy: Identify the young people in the targeted districts who are at greatest risk of killing or being killed, and provide them with strict supervision and consistent support to help them stay away from violence and develop attitudes, behaviors and skills that can lead them toward becoming productive and responsible adults. While each municipality will need to adapt the approach to work within its particular governmental structures and local conditions, several elements of the model seem essential for success in planning, operating, maintaining and strengthening the initiative. They include:

1. A partnership between public agencies and community organizations.

Any successful violence-reduction project will almost inevitably be built on a partnership that can coordinate activities and share financial costs. On the public side, a number of agencies are responsible for dealing with young offenders and at-risk youth. In the private sector, numerous community-based organizations work with young people and try to help them turn their lives around. Underlying YVRP's success is the ability of these agencies and organizations to focus on their common goals, share resources and develop and implement a coherent approach to addressing the epidemic of youth violence. While the term "partnership" has become almost cliché, YVRP is a true partnership—it requires a culture of collaboration among the city's criminal justice, juvenile justice, law enforcement and other agencies, as well as community and nonprofit organizations. No one partner has *the* authority: The partnership itself leads and operates YVRP and is, in a sense, its own entity.

2. A champion who advocates for YVRP.

Someone has to make the initial push for a YVRP-like initiative and get buy-in from political officials and the leadership of key agencies. The person who fills this essential role should be someone who has the authority, respect and trust necessary to bring people together around the shared challenge of youth violence. It should be someone who is knowledgeable about the issues and the workings of city government while also being seen as an independent broker who can straddle agencies. In many cases, this "champion" will likely come from leadership in whatever agency is currently most focused on reducing youth violence and, thus, most motivated to take on the work of advocating for change.

3. A willingness among agencies to make changes in the way they do business.

Central to YVRP is the knowledge that people on probation are not all equal in terms of the risks they present to themselves and the community. Those who are at greatest risk and pose the greatest risk to others need to be the targets of more intensive interventions. Acting on this knowledge likely requires that agencies will need to alter some of their policies and procedures and redirect some of their resources. This kind of change is not possible unless senior leadership from those agencies—people at high enough levels to bring about these changes—supports the initiative. And it is this leadership that gets other representatives from the agencies committed to the initiative and involved in an ongoing basis in its planning and operations.

4. A commitment to having the work take place in the communities.

The interventions provided by a program like YVRP cannot take place in an office. For the program to work, partners must adopt an approach that brings probation officers and streetworkers into the neighborhoods where young violent offenders live. These frontline staff get to know and understand the participants by visiting them in their homes, talking to their families and friends and learning about the environments—the context—in which they live. The partners must also draw on the resources of the communities, such as education and youth development programs, to expand their ability to support the young people enrolled in the initiative.

5. A combination of strict supervision and consistent support.

The young people in YVRP have ongoing, frequent contact with their probation officer—who is sometimes working side by side with police officers—and their streetworker, who aims to provide them with support and connections to programs and experiences that meet their needs. The intense supervision makes them accountable: If they violate probation, they will be caught and there will be swift consequences. At the same time, through the relationship participants develop with the streetworker and the combined efforts of the streetworker and probation officer, YVRP works to make sure participants fill their time with positive activities, such as education, jobs or training programs, and receive necessary services, such as substance abuse treatment. Success is not just staying out of trouble but preparing for a productive future.

6. A commitment to using data for monitoring and decision-making.

In YVRP, data drive decision-making. Each month, an outside organization (in this case, it was P/PV, followed by Philadelphia Safe and Sound) works with the program partners to collect data to track performance and outcomes, such as frontline (police, probation and streetworkers) staff's number of visits with participants and participants' involvement in constructive activities, as well as whether they have been involved in violence, either as a perpetrator or a victim. The partners then measure the findings against benchmarks and make necessary adjustments to strengthen operations. Beyond that, the initiative also uses data as the basis for other important decisions—for example, to identify groups of young people who should be enrolled and to pinpoint additional police districts where the initiative should be operating. Regular collection of information by an independent research organization from participating youth and agency partners is also critical to the development of a complex collaborative initiative such as YVRP.

7. Communication and accountability at all levels of the initiative.

YVRP is a collaboration—probation officers liaise with streetworkers and police, criminal justice and law enforcement agencies work together and public agencies work with community organizations. As such, it requires a structure of communication and accountability that keeps everyone committed and involved, solving problems and pooling expertise and resources to succeed in their shared goals. This structure includes regular communication within each level of the partnership—between probation officers and streetworkers, between supervisors and managers across the agencies and organizations, and between executive leadership of the initiative's partners. It also includes communication across levels—from frontline workers to supervisors and managers to executive leadership.

These are the key elements that seem essential to the success of an initiative like YVRP. The rest of this manual describes these elements more fully and the specific form they have taken in Philadelphia. While the details of a YVRP-like initiative will inevitably vary from city to city, the descriptions of the Philadelphia program are included to help make the process and challenges of developing and operating the program more concrete. The following section describes what is involved in planning such an initiative.

III Planning YVRP

III. Planning YVRP

YVRP does not depend on the creation of new departments or agencies, nor does it ask its partners to take on dramatically new roles. Instead, it takes advantage of existing law enforcement, criminal justice and community-based resources and asks these partners to undertake the difficult task of coordinating among themselves and communicating what they are doing so that together they can accomplish what no single agency or organization could do on its own.

This section describes steps involved in forging that partnership and preparing to get YVRP up and running. It includes discussions of:

1. **Creating the partnership.**
2. **Working through initial issues, such as the need for modifications in agencies' procedures and approaches for sharing the costs of the initiative.**
3. **Managing the partnership.**
4. **Preparing for operations.**

The experience in Philadelphia suggests that it will take about a year to develop the partnership and work through the concrete steps necessary to begin operations.

1. Creating the Partnership

A culture of collaboration can take time to develop among agencies that have historically operated almost exclusively within their own boundaries. But the shared goal of reducing youth violence can be a powerful motivation for breaking through these traditional silos and overcoming other barriers—and, once accomplished, the benefits may extend even beyond the YVRP initiative itself.

The first step in developing the partnership and planning YVRP is simply to get the key agencies and organizations involved. Communities interested in launching a YVRP-like project can begin by addressing several questions:

Who will provide the initial impetus for the project?

The push for the initiative will likely come from a champion who steps forward from the leadership in whichever agency is currently most focused

on reducing youth violence and, thus, most motivated to take on the work of advocating for change. That champion might, for example, be someone from the district attorney's office or a reform-minded leader in the city's probation department who wants to strengthen the ability of probation to keep young people under its supervision out of trouble and moving toward a productive adult life.

How do you get buy-in from leadership in the city?

If an initiative like YVRP is going to succeed, it requires buy-in from senior leadership of the partner agencies that will be involved, as well as active support from the mayor's office. Without this level of leadership, the changes necessary to strengthen agency operations and commit resources to the initiative will not be able to take place. Achieving this level of buy-in requires:

- Shared recognition that gun violence—and youth violence, in particular—is a problem that must be addressed more effectively. Data is a powerful tool for understanding the extent of the problem. For example, what have the changes over time been in the numbers of gunshot wounds and homicides? What are the demographics of people committing the homicides? Of people being murdered? At the time the crimes took place, what percentage of victims or perpetrators were on probation, awaiting trial or otherwise involved in the criminal justice system?
- Shared recognition that agencies have a common goal of solving the crisis, though they may be currently going about their efforts in uncoordinated and, thus, perhaps less effective ways.
- Shared agreement that there is an approach that can work to address this problem. Philadelphia, for example, based the concept of YVRP on a coordinated approach to reducing youth violence in the Dorchester community in Boston—an approach that combined supervision and support. Leadership from law enforcement, other city agencies and community organizations visited the Boston program, and then this group began to meet regularly to develop its own multiagency effort to reduce youth violence.

Who are the key partners?

To accomplish its goals, YVRP involves a spectrum of agencies and organizations. Which partners should be involved in the initiative from the beginning of planning? Are there partners that can or should wait to join until planning is well under way and the project is nearing implementation? While there are no single right answers to those questions, these are the kinds of agencies and organizations that are likely to be involved:

City agencies

YVRP requires that the criminal justice system and law enforcement agencies agree on a common goal and collaborate to achieve it. Thus, the planning group includes senior executives from these agencies of city government:

- The district attorney's or prosecutor's office,
- Juvenile probation,
- Adult probation,
- The police department,
- The court that hears juvenile cases, and
- The court that hears adult cases.

Other city agencies could be involved up front or might be brought in as planning progresses and start-up nears. They could, for example, include:

- Agencies involved in behavioral health and substance abuse treatment,
- The agency that controls resources for youth in the juvenile justice system,
- The school district, and
- The recreation department.

Decisions about which of these, or other agencies, need to become involved will depend upon the particular circumstances of each city and the participants being targeted through the initiative. If the initiative is focusing on juveniles, for example, the agency that controls resources for youth in the juvenile justice system obviously has a key role to play from the start. If the participants will include a large number of youth under the age of 17, who are required to be in school, the school district might be invited in as a partner early on so it can be encouraged to buy into the initiative and coordinate procedures for getting participants who have been placed in juvenile facilities quickly back into public schools after they are released. Similarly, in cities that have a strong system of community recreation centers, the recreation department might get involved early and work with the other partners to define its role as a provider of supports for participants.

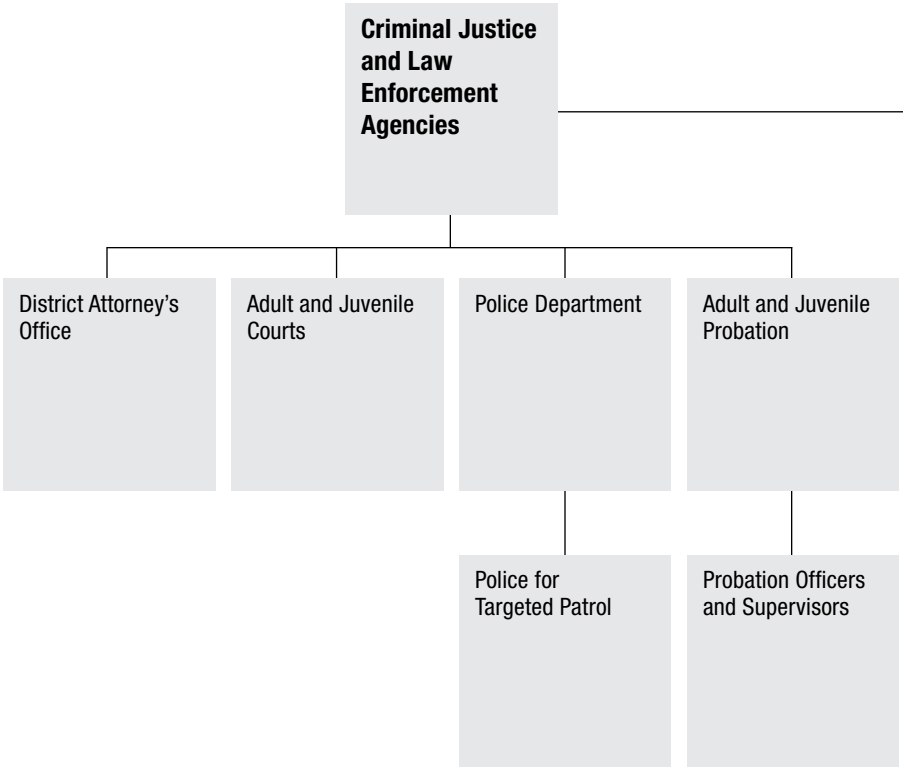
In addition, a representative from the upper levels of city government—for example, the mayor's or deputy mayor's office—might also be a member of the planning group.

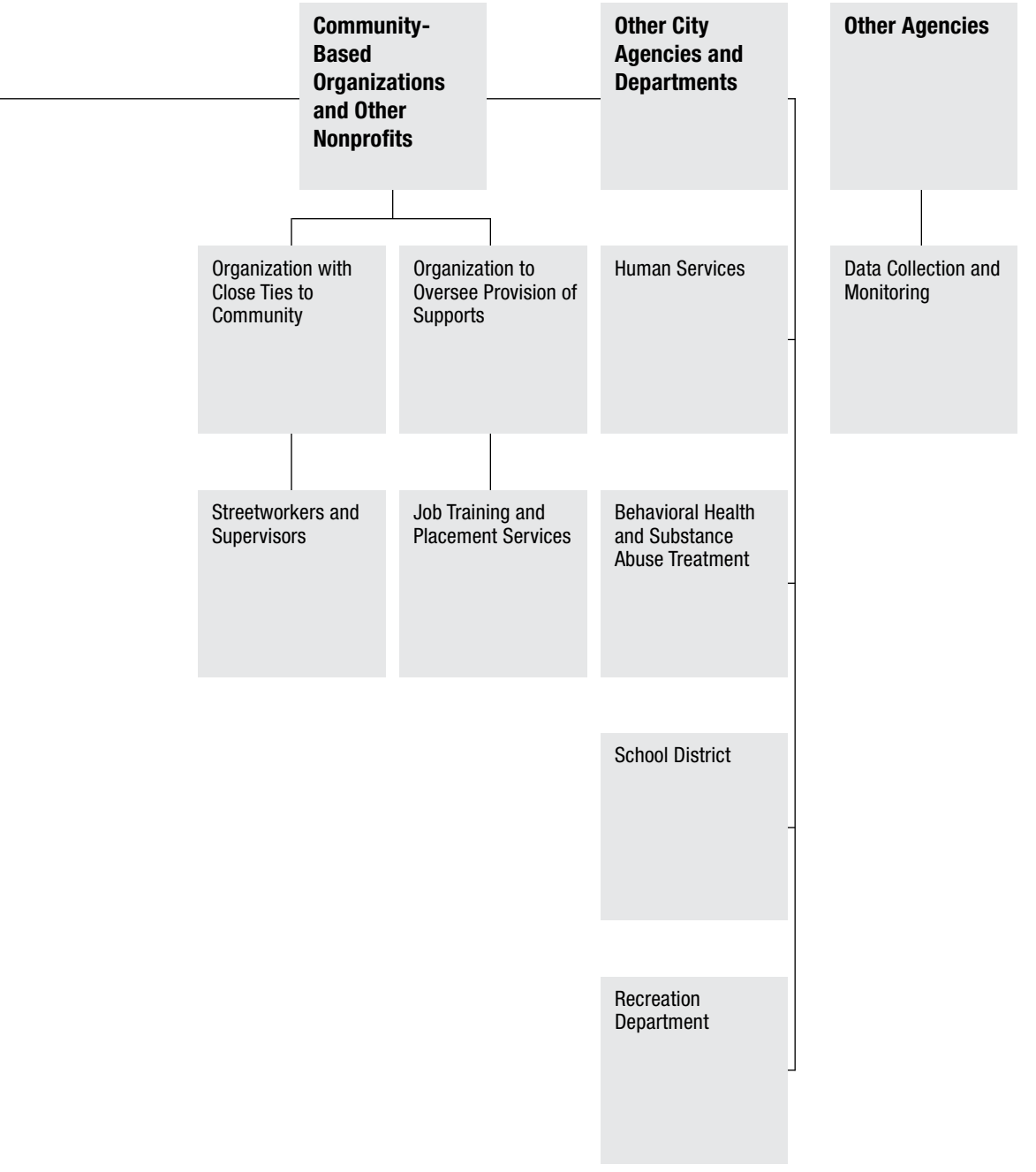
Community and other nonprofit organizations

Nonprofit organizations are a key part of any initiative like YVRP. They bring essential expertise and resources to the effort and provide many of the supports to participants. Among the organizations that should be involved from the start of planning are ones that will fill these essential roles:

- *Providing and supervising the streetworkers.* This role should be filled by a community organization with substantial experience working with very high-risk youth and young adults in the city neighborhoods most affected by violence. This organization's involvement in YVRP is key because it will have the kind of credibility in the neighborhoods that can sometimes be difficult for city agencies to attain, and its presence will help the community understand YVRP as an approach that is not just about enforcement. The Philadelphia Anti-Drug/Anti-Violence Network (PAAN)—a highly respected organization with a long history of problem solving, crisis intervention and support for struggling communities—has filled this role in Philadelphia. If there is no such organization, a community- or faith-based organization with strong capacity should be developed; this role should not be filled by government.
- *Identifying and managing resources in the community.* The very high-risk young people in YVRP require a wide range of resources and supports. Thus, it is essential to involve an organization that has the ability to collaborate with the other partners to: 1) define what supports are needed, 2) identify who can provide them and 3) manage contracts and coordinate with providers. Philadelphia Safe and Sound, an organization that was founded to improve the health and well-being of children and youth by helping to reform public systems, took that role in YVRP.

A YVRP Partnership




Community-Based Organizations and Other Nonprofits
Other City Agencies and Departments
Other Agencies
Organization with Close Ties to Community
Organization to Oversee Provision of Supports
Human Services
Data Collection and Monitoring
Streetworkers and Supervisors
Job Training and Placement Services
Behavioral Health and Substance Abuse Treatment
School District
Recreation Department

Community, nonprofit or other organizations that could be involved up front or might be brought in as planning progresses and start-up nears will fill these roles:

- *Managing the ongoing data collection and analysis.* Maintaining and strengthening the initiative requires regular data collection about the activities that are taking place and analysis of the data so partners from the agencies and organizations can use it to understand their accomplishments and challenges (see Section VI for a fuller discussion). In Philadelphia, this role was filled by P/PV, a research and program development organization that also developed the data collection instruments.
- *Providing job preparation and placement services for participants.* Employment and economic stability are key to ultimately changing the behavior of participants, but these young people face significant obstacles—including education deficits, criminal histories and limited work experience—that make getting and holding a high-quality job particularly challenging. Thus, the organization with primary responsibility for job placement has a particularly complex and demanding role. It should have a history of working with high-risk youth and young adults who have a juvenile or criminal record that includes violent offenses. It should also have well-established connections to potential employers and be able to work closely with streetworkers and probation officers.

Other nonprofit organizations, while not necessarily partners in the planning process, will have important roles. These include organizations that can provide education ranging from literacy classes to GED preparation; parenting and other life skills training; organized recreation activities; or opportunities for community service. Finally, clergy might also have an important role in the initiative in cities where they have a history of leadership in antiviolence efforts.

2. Working Through Initial Issues Among the Partners

YVRP is not business as usual. Developing a coherent, coordinated approach to addressing a major problem like youth violence requires that agencies make changes in the way they operate, and making these changes inevitably involves challenges. Resistance can spring from a number of sources: tight budgets, staff shortages, heavy caseloads and bureaucratic systems. In Philadelphia, as will undoubtedly be true elsewhere, some agencies immediately embraced the opportunity to change, while others were initially more resistant. The following questions can help identify major issues that partners will have to address during the planning process:

What agencies and organizations will be working together strategically that have not done so in the past?

In many cities or other jurisdictions, agencies and departments tend to operate within their individual silos even though they are addressing common problems. For example, the police and probation departments may not have previously worked together in a systematic way despite the fact that both are ultimately concerned with public safety. YVRP, however, necessitates not only information-sharing between the two departments—as among all of the partners—but probation officers and police riding together in cars on targeted patrols and making joint visits to participants' homes. Planning and implementing targeted patrols requires buy-in from leadership in the police and probation departments, which in turn generates support from captains at the police districts and supervisors in probation.

Each city will have its own preexisting silos and unique set of challenges and negotiations to get the partnership up and running successfully. Whether the obstacles are concrete issues, such as staff shortages, or more conceptual issues of turf, they have to be identified and addressed.

What internal changes will partner agencies have to make?

As the partners in Philadelphia have found, the changes their agencies made for YVRP have had real benefits, however difficult it was at first to make them. While all of the agencies involved will have to make some adjustments in the way they operate, the violence-reduction initiative requires that probation departments make the greatest adjustment.

Central to YVRP is the recognition that some young people on probation are at higher risk and thus require stricter, more comprehensive supervision than other people on probation might receive. This means that probation officers must see them frequently—and see them in their homes and neighborhoods so they can get to know the youth and understand them in the context in which they live. It also requires probation officers to somewhat redefine their roles so they are not just enforcers but also people who can identify the needs of their individual clients and connect them to resources that will help them stay out of trouble and improve their chances for having a productive life.

But for many probation departments, this means changing the way they operate—and figuring out how to do so despite budgetary restrictions and staff shortages. It requires that they:

- Move away from "fortress probation," in which the primary contact with clients takes place in probation offices, and instead have probation officers go out into the community to meet with the participants.

- Assign manageable caseloads to YVRP probation officers so they can meet face-to-face with each participant as often as two or three times a week for a quick check-in to see how things are going or an extended conversation to deal with serious problems.
- Allow the YVRP probation officers to have flexible schedules so they can work with police officers on late-night targeted patrols and visit participants at times outside the usual workday.

Making the changes necessary so that the most at-risk and potentially dangerous young probationers receive this level and form of supervision means that probation departments will likely have to reallocate resources, redeploy some of their existing forces and overcome some degree of upper-level and supervisory resistance.

The violence-reduction initiative also requires that other agencies and departments make adjustments in the ways they operate and, especially, put procedures in place so YVRP can cut through bureaucracy. Participants must face swift consequences if they violate probation, so courts need to adjust administrative processes to allow for expedited hearings. Similarly, participants who need an assessment for substance abuse or behavioral problems should be able to move to the front of the line at the city agency that handles the assessments.

Some of these adjustments are more challenging to make than others. For example, one goal is to have only one or two judges who hear the YVRP cases, so there is consistency in how participants' cases are handled. Achieving this has been difficult in Philadelphia, particularly in the adult division of the city's court system, because of the large number of judges, the way they are assigned to cases and their complex case calendars.

How will the program initially be funded?

YVRP is a comprehensive, collaborative initiative. Just as the partner agencies share responsibility and control of planning and operations, they share responsibility for funding. As a program that focuses on the most violent young people in a community, YVRP is, by necessity, relatively expensive, with costs between $1.5 and $2 million per police district per year, depending upon the number of young people enrolled and the size of caseloads for the frontline workers.

Costs help drive the decision to start the initiative on a small scale so it can prove its value and generate support for expansion. Beginning YVRP in one police district means that it can initially be supported primarily

through in-kind contributions and reallocation of existing funding, minimizing the amount of entirely new funding required:

- *In-kind support.* Some of the costs of YVRP can be shared by having each partner provide in-kind support. All of the partnering agencies and organizations will provide time and resources for their executive staff to participate in planning and carrying out the initiative and provide other staff time for accomplishing YVRP-related work. Specific agencies should also be willing to provide substantial other in-kind support. For example, probation departments can provide support for probation officers and supervisors, and the police department can provide overtime pay for officers on targeted patrol.
- *Other funding.* Some essential components of the violence-reduction initiative probably cannot be funded through in-kind contributions. In particular, the streetworkers and services provided by community organizations are likely to need external funding. Funding will also have to be found to pay for essential supports for streetworkers—ranging from cell phones to cars they can use to visit their youth partners—so they can successfully fill their role. In Philadelphia, funding was initially accessed from sources such as a Federal Juvenile Accountability Block Grant and existing funding for social services that agencies redirected to support YVRP. New funding was necessary for data collection and analysis, and that support came from a local private foundation.

3. Managing the Partnership

Given the difficult issues of turf, funding and agency changes that have to be addressed during the planning process, it is possible for tensions to build and threaten the success of the partnership. Several strategies, in combination, can be effective in keeping the partnership together and strengthening it as agencies work to identify, address and resolve issues.

Find neutral conveners to manage the partnership—people who are well respected and have credibility with law enforcement and criminal justice agencies.

Effectively managing the partnership requires that someone (or two people) outside the fray convenes the meetings, handles the discussions so they continue and flourish, and works to ensure that the partners resolve their issues and fulfill their responsibilities. The person who fills this essential role should be a kind of insider/outsider—someone who is respected by the partners and knowledgeable about the issues and the workings of city government, while also being seen as an independent broker who can straddle agencies. It must be someone whom all of the partners trust, someone whose only agenda is to have the initiative succeed.

Philadelphia was fortunate in having two people who were natural candidates to fill this role: a deputy district attorney and the head of Philadelphia Safe and Sound (now former). In other cities, if there is no such natural candidate, that person or those people will have to be identified and encouraged to become involved. Key people in city agencies and nonprofit organizations will need to be asked: What is the appropriate agency or organization, and who is the individual there with the necessary relationships and credibility? When a number of people are asked to think through these questions, it often happens that there is someone who is identified by almost everyone as a strong candidate.

Make decisions through consensus.

No member has authority over other members—an unusual situation for people who most often operate within bureaucracies. Decisions are made through consensus. While this approach might, at times, slow down the process, it makes YVRP a real partnership that grows stronger over time. Everyone has buy-in because everyone shares control and responsibility.

Meet regularly at the same time and place each week.

Build the planning meetings into the partners' regular schedules. As one person involved in the development of YVRP emphasized: "It brought people to the same spot every week. Everyone kept showing up. Everyone had a specific responsibility. Even though people challenged one another, there was respect for each other." In Philadelphia, these meetings were held in a neutral setting—outside any of the law enforcement or criminal justice agency offices—an approach that helped reinforce the point that no single agency was in charge.

Ensure that all news stories and other publicity about the initiative focus on the work of the partnership as a whole and give credit to everyone involved.

Someone in a neutral position should be the central contact for the news media and the centralized source for publicity so that the focus stays on the partnership as a whole. If individual people or agencies are perceived as taking credit for the partnership's efforts and successes, it can create tensions with the other agencies. All of the central partner agencies want and deserve credit for their good work, and it is important that they all receive it, so no one is perceived as more central than another.

Provide opportunities for the partners to get together informally.

Finally, Philadelphia YVRP held social gatherings every few months, during nonwork time and in nonwork settings. Bringing people involved in the initiative together in this way contributed to breaking down barriers. As the

initiative began operations, these gatherings also provided an opportunity for streetworkers, probation officers and supervisors from the various agencies to meet.

4. Preparing for Operations

The partnership between agencies and organizations is what makes the coherent, coordinated operations of YVRP possible. Planning those operations involves a number of concrete steps. These include:

i. Analyzing local data to identify the police district where the program will start and the age range of the participants it will enroll.

The violence-reduction initiative should target the specific needs of each jurisdiction where it takes place. Thus, a first step in planning operations involves analyzing local data on homicides and gunshot wounds. Where is the violence concentrated? Which areas have the greatest number and highest rates of homicides? Which are the dominant demographic groups that are committing the homicides? Who are the victims? What age range is involved in the largest number of homicides? Juveniles? Juveniles and young adults? Use these data to make decisions about who the target group will be.

The data will also help identify target neighborhoods where the program will be implemented. A pilot project with a predetermined number of participants (in Philadelphia it was about 100) in one police district will allow the initiative to be large enough to have an impact but small enough to handle while everyone involved is going through the inevitable period of learning and making adjustments. One approach for keeping the pilot project manageable while also having the right conditions for making an impact is to initially select a police district that is among the most violent in the city but not the most violent. This provides a slow start to resolve early operational issues but maintains the integrity of the model by focusing on an area where the program can make a difference. Philadelphia, for example, piloted YVRP in a police district that included the city's single worst area for youth violence but also had other areas that were somewhat less violent.

ii. Identifying the supports that will benefit participants and then pinpointing resources in the community that can provide those supports.

What supports will the participants benefit from? It could be, for example, literacy education, drug counseling, anger-management classes, other life skills classes, community service opportunities, supervised recreation,

mental health services or parenting classes. Some decisions will be based on the ages of participants. For example, while job preparation and placement are essential parts of the initiative's system of supports, their primary focus could vary—if juveniles make up a large number of the participants, the initiative will want to have a summer jobs program to help them stay out of trouble during the out-of-school months, while job training and placement programs will need to be in place for older participants who are no longer in school.

In some cases, the identified supports may be provided through city agencies. For other needs, the best sources of support will come from community organizations. As these public and community-based resources are identified, some should be invited into the partnership so they can work with the other partners to define their roles. Those are organizations that will be providing major supports—such as job placement—and have solid capacity, a strong presence in the community, a commitment to providing service to YVRP as a major priority and a willingness to identify a key staff member as liaison for the project. Beyond these partnerships, the initiative needs to develop relationships with organizations that are in a position to provide the numerous other supports that participants will need—from literacy classes to parenting workshops—so that participants will be able to access a wide range of services in their communities.

iii. Developing written policies and procedures for YVRP partners and frontline staff.

Written policies and procedures establish concrete, specific operational standards for the initiative. Called "operational protocols," they help ensure that the project is implemented according to the model and hold the partners accountable to one another for meeting standards. They also provide essential guidance for the frontline workers. Jointly developed by the partners, they cover programmatic issues such as caseload size for probation officers and streetworkers, the number and types of visits with each participant each month and procedures for enforcing the required zero tolerance for gun possession. Over time, the original protocols are likely to be modified and new ones added as adjustments are made and new issues arise. (See Appendix B for a list of operational protocols for YVRP in Philadelphia and examples of the protocols.)

iv. Finding and selecting participants.

How are participants—called youth partners—in YVRP chosen? While each city will establish its own selection criteria based on its initiative's specific goals and target population, YVRP in Philadelphia focuses on young people

ages 14 to 24 who are at the greatest risk of killing or being killed. Almost all are on probation. These are among the risk factors the program considers when identifying which young people in the target area to enroll:

- A history of gun charges,
- Convictions for other violent crimes,
- Arrests for drug offenses (involvement in drugs is closely associated with violence),
- A history of incarceration,
- Being younger than 14 at the time of the first arrest,
- A family history of abuse and neglect, and
- A sibling involved in the juvenile justice or criminal justice system.

For start-up in a new district, one approach for identifying the initial youth partners is to review the histories of young people in the targeted community who have criminal charges and are not currently in placement or in jail. But, many other approaches are possible. In Philadelphia, for example, any of the partners can present names of likely participants. When the initiative got under way, PAAN, the organization responsible for the streetworkers, was able to identify a number of the initial youth partners because, through its work in the neighborhoods, it already knew a lot of the young people in the area where YVRP was starting. So, it was relatively easy for them to find out who was on probation, who had been in trouble for guns and drugs and who was causing the greatest concern among community residents.

Over time, cities will also develop ongoing strategies for identifying additional youth partners. These could include:

- Coordinating with the police by having adult and juvenile probation regularly review the arrest sheets for all young people in the 14-to-24 age group in the targeted districts.
- Having a system in place to identify anyone within the age group who is a victim of gunshot wounds because of the strong possibility that the shooting will lead to retaliation and additional violence. Identifying these victims requires coordination with other institutions. Philadelphia, for example, has a hospital-based tracking system that notifies participating agencies—including probation departments—of each person who has been a victim of a gunshot wound.
- Working with non-YVRP probation officers so they can refer potential cases.

- Coordinating with probation through aftercare and juvenile reintegration (or the placement facilities themselves) to identify young people who are soon to be released and will be under court supervision in the YVRP areas.
- Coordinating with middle school and high school principals in the YVRP areas, particularly principals of disciplinary schools, to identify students who have characteristics that make them candidates for YVRP.
- Asking nonspecialized probation units to identify cases in crime "hotspots."

Once potential youth partners are identified, the initiative has to verify whether they fit the criteria for age, risk and target area. If so, their cases can be transferred to YVRP probation officers and assigned to the initiative's streetworkers.

v. Defining roles for overseeing the project.

At least initially, while it is operating on a relatively small scale, YVRP does not require any new staff to manage the project. YVRP in Philadelphia recently hired a full-time coordinator (see Section VII for more discussion), but for its first seven years it had no single "office" and no "office" staff. Instead, key partners provided time for employees within their agencies and organizations to fill the roles and perform the tasks necessary for the initiative to run smoothly. As part of its planning process, each initiative will undoubtedly come up with its own list of those roles and tasks. They will likely include:

- Chairing the regularly scheduled meetings of operational and management staff from the partner agencies and organizations. (See Section VI for more information about the purposes of these meetings.)
- Taking minutes at the meetings, distributing the minutes and keeping track of the issues that have arisen so they can get on the agenda for follow-up in subsequent meetings. This role should be filled by someone who is extremely detail oriented.
- Maintaining the list of participants who are enrolled in the initiative and their current status. As a leader of YVRP noted, "The target's constantly moving" as new youth are added and active participants become temporarily inactive because they have, for example, been placed in a juvenile residential facility. (Section V includes more information on the importance of keeping track of participants.)

Perhaps because the neutral conveners who managed the partnership in Philadelphia came from the leadership of the district attorney's office and Philadelphia Safe and Sound, those organizations also contributed

significant amounts of staff time for the initiative's implementation—performing the innumerable tasks involved in coordinating an initiative such as YVRP.

Getting set for the start-up of operations obviously involves making many other decisions and engaging in many different forms of preparation. How many probation officers need to be assigned to the initiative? How should they be selected? How many streetworkers have to be hired? What kind of teamwork is required among the frontline staff? How will they be trained? The following section discusses these frontline workers and their key roles in the initiative.

IV YVRP in Action: The Frontline Staff

IV. YVRP in Action: The Frontline Staff

YVRP is intensive and comprehensive. If a youth partner violates probation, he or she will almost be certainly caught—and face swift consequences. At the same time, youth partners have ongoing opportunities and consistent encouragement to move forward—to deal with the barriers that are holding them back, start making good decisions and become involved in positive activities that will help them stay out of trouble and prepare to become responsible and productive adults.

Each youth partner is assigned a probation officer and a streetworker who work as a team. While probation officers have the primary enforcement role and streetworkers the primary responsibility for support, their roles intersect in significant ways. Police also have an important role as they work side by side with probation officers on targeted patrols.

This section describes these key staff members and includes discussions of:

1. **Their roles,**
2. **Practices for promoting teamwork, and**
3. **Training that will help them effectively perform their jobs.**

The following section then discusses the forms of supervision and support that these frontline staff provide to youth partners.

1. Staff Roles

YVRP is built on the premise that supervision and support of the highest-risk young people will be most effective when it takes place primarily in the neighborhoods where they live. This focus means that staff get to know and understand the participants in their own environment and are better positioned to help them avert trouble and build the kinds of relationships with them that can lead to positive change.

Probation officers

In Philadelphia, the YVRP age range spans the juvenile and adult criminal justice systems, so both juvenile and adult probation officers are involved in the program. YVRP expands their traditional role from enforcement to, as one person involved in the initiative described it, something similar to that of a "good parent": holding up high expectations, helping youth partners live up to them and providing swift sanctions when they do not. More specifically, the probation officers' role includes:

- Enforcing the conditions of the youth partners' probation. For example, they conduct drug tests; ensure that participants are in court-ordered drug treatment, counseling, work or school; and make sure participants are staying off drug corners and observing curfews. When participants break rules, probation officers can initiate an "expedited punishment" process that is intended to have swift and certain consequences.
- Acting as "service brokers." Probation officers are concerned with the "positives" as well as enforcement. They talk to the youth partners and their families and check on the household situation to find out what the participants want and need, then try to connect them with the necessary services and supports.

To be able to accomplish this role, probation officers have intensive interaction with each youth partner (most often in the participant's home rather than only in the probation office) and they have reduced caseloads so they can manage and fulfill their responsibilities. In Philadelphia, the probation officers working in the initiative have all been hired from within—they have experience in the more traditional forms of supervision and applied for a transfer to YVRP because they wanted to do their work in the community and be able to better know the clients they are working with. They believe, in the words of one probation officer, that YVRP is "probation as it should be."

Fulfilling this role can be challenging. Probation officers have noted that they have to achieve a balance that includes being consistent but adaptable, stern but approachable. As one said, "If you're too stern, you can't develop trust; but if you're too approachable, you can be taken advantage of. You want to be approachable, but the youth partners need to know the consequences [of violating probation]." They also have to be able to listen to the young people and be persistent in following through—key ingredients if they are going to be able to develop relationships with them. "At the beginning, kids don't trust you," a probation officer said. "But they have to remember that you'll always be there. And we need to remember that these kids are difficult to work with because they've never had structure before."

Streetworkers

While streetworkers and probation officers share the same goals, the streetworkers have a more supportive and nurturing role. One streetworker described himself as "mother, father, uncle, cousin, best friend, disciplinarian, confidant." More specifically, their role includes:

- Developing trusting relationships with the youth partners. They know how to listen when someone needs to talk.
- Connecting participants to supports, such as jobs, literacy education, school, after-school programs and counseling. Streetworkers also organize trips and recreational activities they do together with the youth partners.
- Knowing and reinforcing the rules of each participant's probation.

Unlike probation officers, streetworkers have no legal authority over the youth partners, but they have more contact with them than other staff. They all have experience working with young people—a requirement for being hired for the job—and they typically have grown up in the neighborhood or similar neighborhoods. They know the streets; they have walked in the shoes of the youth partners. And they know how to listen to them and how to talk in a way that gets their attention. "They know things that we aren't able to," one probation officer said of the streetworkers. "Clients trust them more."

Because they have credibility within the community, streetworkers are uniquely positioned to bridge a gap that frequently exists between at-risk young people and mainstream society. They understand how to work with the youth partners in the context of the neighborhoods in which they reside. They help with family problems and try to include the youth's friends in YVRP activities. "You have to help change the environment," a streetworker explained. "Tell me who you hang with, and I'll tell you who you are."

Police

Police officers also play an important role as they work together with probation officers on targeted patrols, making visits to participants' homes and checking out neighborhood hot spots—drug corners where youth partners might, but should not, be hanging out. Police on these patrols have a dual role:

- Identifying the neighborhood hot spots, and driving and providing protection for the probation officers as they visit them.

- Talking to the young people and their families. The police are more familiar with the districts than are the probation officers, so they can sometimes answer questions and provide a level of specific advice that the probation officers are unable to. For example, the police know who is causing problems in the neighborhood and can make it clear to youth partners to stay away from what is certain to be trouble.

As the next section will discuss, targeted patrols are an essential part of the violence-reduction initiative's strict supervision. They also have potentially larger benefits for policing in the district by helping officers who work on the streets learn to recognize more faces in the community and get to know some residents—in particular, the youth partners and their families—on a more personal basis. Ultimately, this could help begin to break down barriers between the police and the community because, in the words of an officer in one police district, youth might begin to see the police as more than "just people who chase them down the street." Realizing this additional benefit requires having some consistency in which police officers go on targeted patrols—so community members gradually come to recognize them—and selecting officers for the patrols who feel comfortable talking with the young people and their families.

2. Working as a Team

The probation officers, streetworkers and police all play different roles, but they also have to operate as a team that reinforces one another's efforts and shows participants a unified front. Like much else in YVRP, success depends on communication: Members of each team need to talk regularly and develop trust in one another's judgment. While each city will develop its own specific procedures for ensuring that the frontline staff work well as a team, several practices are key:

Pair each probation officer with one streetworker, to the extent possible.

When the people in these two central roles have the same caseload and thus share responsibility for the same group of youth partners, it simplifies the process of building a relationship. Each only has to learn to understand and adapt to one other person's approach and style. In addition, supervisors should talk with one another about their streetworkers and probation officers so they can pair them up strategically based on their personal characteristics and working styles, thus increasing the likelihood that there will be a good match.

Recognize and address the barriers that can make it difficult for probation officers and streetworkers to develop mutual respect and a comfortable working relationship.

Because the probation officer and streetworker have different responsibilities, easy communication between the two may not happen quickly or automatically. The probation officer is accountable to the criminal justice system and thus emphasizes strict enforcement—and with a background in enforcement, often does not have experience working with someone in the streetworker's role. The streetworker is primarily focused on building and maintaining a trusting relationship with the youth partner—a necessity for being able to provide guidance and support—and thus may at times feel reluctant to share information with the probation officer due to fear of violating that trust. As a probation officer explained, "You have two different functions, so your responsibilities are different, and they can collide."

YVRP requires zero tolerance for violence, drug dealing and gun possession. If a streetworker discovers the youth partner is engaging in these behaviors, he or she must inform the probation officer so that action can be taken to stop the behavior. Beyond that, however, the struggle for streetworkers is knowing where to draw the line between being a trusted support to participants and communicating honestly with probation officers about trouble the youth might be getting into.

"You need to have a great relationship with the probation officer," one streetworker explained. "You need to respect each other's opinions" and understand the validity of each other's roles. Each team has to work out its own approach. One streetworker, for example, said he first gives a warning to a youth partner who is violating probation by, for example, hanging out with people he has been ordered to stay away from. If the youth ignores the warning, then the streetworker tells the probation officer about the violation. A probation officer explained that he and the streetworker sometimes disagree on how to handle an issue, particularly when it concerns whether a youth partner should be taken before a judge for violating probation. The probation officer said he makes the final decision because he has the legal responsibility, but he tells the youth partner about the disagreement so the youth knows that the streetworker "tried to get him out of a jam."

Ensure that regular communication takes place between the streetworker and probation officer who are working with the same youth.

Streetworkers and probation officers have to speak frequently to one another so they can exchange information about their shared youth partners, coordinate their work and reach decisions about effective steps to

take with individual youth. Initially, each may feel some resistance to this. YVRP originally tried to address the potential resistance by requiring weekly scheduled face-to-face meetings between streetworkers and the probation officers they were working with, but this proved to be impractical. Instead, the goal is to have the two talk on the phone several times a week to provide information on new issues in their youth partners' lives and updates on their progress in education or other programs, and to discuss new supports the youth might need or sanctions that might be required.

Have probation officers and police meet to share information before they go out together on targeted patrol.

This planning time allows the probation officers and police to map their itinerary, review the hot spots they will be visiting, discuss potential problems with individual youth partners who are on that night's home-visiting schedule and agree on approaches for dealing with them.

3. Training the Frontline Workers

What training is required to help probation officers and streetworkers perform successfully? For probation officers, experienced in more traditional roles, the violence-reduction initiative means a change in their approach and responsibilities. Streetworkers similarly need the tools and knowledge that will help them build on their background and experience so they can fulfill their demanding and complex YVRP role.

In some cases, streetworkers and probation officers will benefit from joint training. This is obviously true for training on topics concerning their own teamwork. But it is also true in other areas where joint training—for example, in recognizing depression in young people—could help them take a more consistent and coherent approach to working with their shared youth partners. In other areas, however, training topics are role specific, and trainings should take place separately for each group.

Training topics

While cities will inevitably identify additional topics for either initial or ongoing training for their frontline staff, these are among the key areas that need to be covered:

- *Preparation for involvement in YVRP:*
  - An overview of YVRP, including having key partners and active frontline staff make presentations and lead discussions.

  - YVRP-specific requirements, such as understanding and knowing how to follow the protocols and completing the monthly data collection forms.

- *Working with youth partners:*
  - Principles of youth development.
  - Building trust and developing relationships with the youth partners, including communication skills.
  - Assessing the needs and strengths of youth partners.
  - Identifying available resources for youth partners and knowing how to access them.
  - Training in specific skills, such as anger management and recognizing depression in the youth partners.
  - Crisis intervention.
- *Probation officer and streetworker teamwork:*
  - Managing dual roles of enforcement and support (probation officers), and dual roles of support and responsibility for dealing with violations of probation (streetworkers).
  - Communicating effectively and developing trust in one another.
- *Safety:*
  - Identifying safety risks on home visits and knowing the proper procedures to follow.
  - Diffusing potentially dangerous situations, and self-defense.
  - Safety training for targeted patrols (for probation officers), including such specifics as understanding procedures for emergencies on the street and learning how to use the police radio.

It is important to note that, beyond these specific trainings, safety is a significant issue for the frontline workers. As one probation officer noted, "I've never felt threatened during home visits, but it's just a dangerous job, particularly because of the neighborhoods you go in and the time [often at night] of the visits."

Safety procedures are built into the violence-reduction initiative. Probation officers wear bulletproof vests on targeted patrol. While streetworkers in Philadelphia do not wear the vests because they feel it will undermine their relationships with the youth partners, each streetworker carries a radio that communicates directly with a dispatcher at PAAN, the home office. When they go to an address, they radio in that information

so PAAN always knows where they are and can provide quick intervention in case of an emergency. In addition, the streetworkers work in pairs. In part, this is done to ensure that two streetworkers know each youth partner; if one leaves YVRP for another job, there will be someone who can immediately step in. But it is also a safety precaution.

- *Training for police officers who go on targeted patrol:*
  - An overview of YVRP and their role in it.
  - Communication skills and effective approaches for developing positive community relationships.

Job shadowing

One essential form of preparation that should take place as the streetworkers and probation officers begin to go out in the field is job shadowing. This includes, for example, going out with experienced staff on home visits and, for probation officers, going along on targeted patrols. Partners involved in YVRP in Philadelphia have also found it useful for supervisors to accompany staff on their initial visits so they can observe new workers on the job and give feedback.

V

YVRP in Action: Supervision and Support

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The young people enrolled in YVRP are at high risk of becoming a danger to themselves and a threat to public safety. While they range in age from 14 to 24, the majority are from 16 to 19 years old when they first enroll in the program. A large percentage have histories of arrests for drug offenses, gun offenses and violence, and many have been incarcerated. They are, for the most part, young people who grew up in highly distressed families and have a case history, as children, with the city agency responsible for handling such issues as child abuse and neglect. They often have at least one sibling who is also involved in the juvenile or criminal justice system. They are, in general, young people who have grown up with a lack of adult guidance and very little structure in their lives.

Without strong supervision and the provision of supports, these young people are likely to once again become involved in violent crime, including homicide, as either the perpetrator or victim. And without a focus on helping them change, they are unlikely to have the motivation or opportunities to develop the attitudes, behaviors and skills that can make it possible to move outside the cycle of violence. With YVRP's approach—a combination of intensive supervision and ongoing support—youth partners know both that someone is always on top of them and someone is always there for them. This section describes that approach. It includes guidelines for:

1. **Making decisions about the types and frequency of face-to-face contact with each youth partner.**
2. **Developing tools to strengthen supervision and enforcement.**
3. **Providing ongoing support.**
4. **Developing procedures for keeping track of participants as they move in and out of the program.**

1. Building in Frequent Face-to-Face Contact

How much face-to-face contact with youth partners is "enough"? What is a manageable caseload for probation officers and streetworkers? The following discussion provides guidelines for developing answers to these questions.

i. Defining standards for the number and types of visits.

No research has been done to try to identify the "right" number of times per month to have face-to-face contact with each active youth partner. The goal is to have frequent enough contact—and effective enough forms of contact—to keep the young person away from violence and set him or her on a path to safe and productive adulthood. As programs develop their standards for face-to-face contact, there are several factors they should take into account:

- The purpose of each contact,
- Its length,
- The quality of each interaction, and
- Where it should take place.

The standards developed in Philadelphia can serve as an example of the numbers, purposes and forms of contact. They are, however, just an example: They have been adjusted over time in response to increased understanding about the number of contacts that are realistic to achieve and budgetary constraints. Each agency—adult and juvenile probation and, for the streetworkers, PAAN—has developed and modified its own standards, with input and approval from the initiative's other partners.

Probation officers: an example

For probation officers in Philadelphia's YVRP, the current standards for face-to-face contact each month with each youth partner include:

- *Adult probation:* Eight contacts—four home visits while on targeted patrol, two other home visits and two visits in the probation office (for drug tests and other official business). In addition, the probation officer should have two contacts a month with people associated with the youth partner, such as an employer or service provider.
- *Juvenile probation:* Ten contacts—four home visits while on targeted patrol, two other home visits, two visits in the probation office (for drug tests and other official business) and two visits elsewhere, such as at the youth's work or school. In addition, the probation officer should have two contacts a month with people associated with the youth partner, such as an employer or school personnel.

Streetworkers: an example

The initiative in Philadelphia has taken a multilevel approach to determining appropriate contact levels. Streetworkers perform risk assessments with each youth partner to determine how many face-to-face contacts

they should be having, based on the likelihood of the participant either committing a crime or becoming the victim of violence. The higher the risk level, the more contact required.

- *Level III (*highest risk): Sixteen contacts—eight home visits and eight visits elsewhere in the community, such as at school, work or a recreation center. New youth partners always begin at this level and remain there for at least several months. Level III also includes youth partners who are engaged in high-risk behaviors, such as hanging out on drug corners, those who are idle (not engaged in any positive activity, such as school or work) and those who have been shot at or wounded, because they are at additional risk of becoming involved in retaliation.
- *Level II:* Seven contacts—four home visits and three visits elsewhere in the community. In addition, four phone contacts are required. This level includes youth who are engaged in positive activities and staying away from trouble.
- *Level I:* Six contacts—four home visits and two visits elsewhere in the community. Youth at this level have been doing well over time and are getting ready to begin gradually transitioning out of the program.

A range of length and quality of interactions

For both probation officers and streetworkers, visits with the youth partner range from five-minute check-ins when things are going smoothly to hour-long discussions when there are problems to resolve. One probation officer noted that his first visit of the week is typically the longest because he has to catch up on what was happening during the weekend. For the streetworkers, face-to-face contact with the youth partner can sometimes involve hours of time together as they participate in a recreational activity or the streetworker takes the participant to a job interview or educational program.

During home visits, frontline workers also talk with family members, both when the youth partner is present and when he or she is not, about the young person's behavior, curfew and use of free time. And when streetworkers visit youth partners in the community, they have the opportunity to talk to teachers, employers and social service program operators. This range of interactions allows frontline staff to identify and address issues that are arising in any of these contexts.

In addition to the face-to-face contacts, frontline workers have frequent phone contact with their youth partners. They call the young people to remind them of meetings and appointments or just to check

in. And many youth partners learn to call their streetworker for help in dealing with an issue, which can range from a straightforward matter of needing transportation to a complex problem with a parent, child or girl/boyfriend.

While the standards for the number and forms of visits is likely to vary somewhat from city to city, their ultimate purpose—the combination of strict supervision and persistent support—is the essence of YVRP's approach.

ii. Ensuring that caseloads are manageable.

The number of visits required of probation officers and streetworkers is closely tied to the size of the caseload each can manage—and, thus, to the cost of the program. In making decisions about caseload size, cities will need to balance several factors. YVRP caseloads have to:

- Be small enough so probation officers and streetworkers can effectively perform intensive supervision and support.
- Be large enough so the initiative can operate within the inevitable budget constraints—smaller caseloads mean higher costs because more staff have to be hired.
- Take into account other aspects of streetworkers' and probation officers' workloads.

As with requirements for the number of visits, YVRP caseload standards have been adjusted over the years in Philadelphia and currently are set at 20 to 25 youth partners for each streetworker and probation officer. However, streetworkers spend time visiting twice this number of youth partners because, primarily for safety reasons, they operate in pairs and so also go to the homes of the young people on their teammates' caseloads. In addition, YVRP probation officers who work for adult probation also have a non-YVRP caseload. While this "regular" caseload is reduced so they can fulfill their role in YVRP, it still means that the number of youth partners they are responsible for must be relatively small.

iii. Having a procedure in place for working with new youth partners.

One key issue for the violence-reduction initiative is developing a procedure for introducing new youth partners to its requirements and supports. It is, for them, likely to be a different experience than they have previously had with probation, one requiring far more accountability while also offering far more opportunities.

A procedure for working with new youth partners might include an initial home visit by the probation officer, during which the probation officer explains the program's rules and opportunities, reviews the specific requirements of the youth partner's probation and describes the role of the streetworker. This is followed by a home visit from the streetworker, who has information from the probation officer about the youth partner's court history. As one streetworker explained, he tries to meet with both the youth partner and a parent or other significant family member to describe the program and its intensity and talk with the youth partner about the circumstances around his or her arrest. If the arrest was on a gun charge, for example, the streetworker might ask, "Why did you carry the gun? For self-defense? Because you were thinking of committing a crime?" The first meeting is also an opportunity to begin to assess the youth partner's needs and the kinds of supports that would be beneficial.

It is essential for the probation officer and streetworker to talk together after these initial meetings so, as a team, they can begin to develop a plan for the youth partner. And while both of them have frequent visits with the participant, the streetworker's are particularly frequent during the initial weeks, with the goal of demonstrating a level of consistency that is unusual in the lives of most high-risk young people and laying the groundwork for developing a trusting relationship.

2. Developing Tools for Strict Supervision

A major goal of the initiative is to keep youth partners away from violent activities. Achieving this begins with two inflexible requirements: zero tolerance for gun possession and zero tolerance for involvement with drugs. These requirements are strictly enforced through such measures as regular drug testing by probation officers and procedures for having youth partners turn over all guns. But the initiative is also determined to catch and respond to "smaller" infractions, like curfew violations, before they lead to larger problems. Two essential tools help strengthen supervision and enforcement:

Partnering with the police for targeted patrols.

In each of the Philadelphia YVRP police districts, targeted patrols take place from 4 p.m. to midnight—the period when there is the greatest amount of criminal activity—five days a week, always including Fridays and Saturdays. Each patrol generally includes two plainclothes police officers and one or two probation officers. The team travels in an unmarked

car, making visits to youth partners' homes and checking out drug corners and other hot spots in the neighborhood where youth partners might be hanging out. Since the youth partners do not know when the team will be visiting them, the patrols are an effective way of knowing if they are home when they should be. "You really find out what's going on with the youth partner," a probation officer said. "You get a good sense of whether or not they're up to no good, what support system they need, whether siblings are a problem."

Importantly, the patrols also make it clear to participants that police and probation are a team—that the police back the enforcement authority of probation officers. In addition, the patrols strengthen supervision by providing an opportunity for probation and police to share information. "In general supervision, all the information you have is what's on the computer [a brief listing of arrests and court dispositions]," a probation officer said. During the patrols, police share information about the youth partners' siblings and friends in the neighborhood and the kinds of criminal activity that is taking place and who is causing problems. Probation officers also benefit by learning information about youth partners that is not in their criminal records, while police benefit by learning who in the community is on probation.

Using graduated sanctions and expedited hearings as key tools for enforcement.

Because of the intensive monitoring structured into the violence-reduction initiative, youth partners are very likely to be caught if they violate probation. When they are, they face immediate consequences. These include:

- *Graduated sanctions:* They face increasingly strict conditions of probation, when necessary, such as earlier curfews, electronic monitoring, and restrictions on where and with whom they are allowed to be.
- *Swift hearings for violations:* While this goal can be challenging to achieve because of the complexity of court calendars, YVRP intends that hearings for violations of probation take place in a matter of days, not weeks. If youth partners engage in risky behavior—for example, if they take drugs and thus fail their drug tests—the probation officer has the power to take them to court, when sanctions like incarceration or placement in a juvenile or detoxification facility may be applied.

This strict and rapid response is intended to keep the youth partners out of additional trouble—and help them stay alive—while reinforcing the message that they are accountable for their decisions, both good and bad.

3. Providing Ongoing Support

The supports built into YVRP include more than connections to positive activities. They also involve the presence of consistent, caring adults. One streetworker, in fact, has described a major part of his role as "developing rapport and relationships" with the youth partners so they will feel comfortable talking and listening to him.

While both streetworkers and probation officers are responsible for providing support, streetworkers, with their ties to the community and shared background with the youth, take the lead in this role. In some cases, streetworkers also develop relationships with youth partners' parents and thus are in a position to help them access services, including health care and substance abuse treatment, which in turn can contribute to addressing some of the problems in the young person's home.

The following discussion provides an overview of the two key forms of support provided through the violence-reduction initiative.

Building mentoring relationships.

As one partner in the initiative explained, "The streetworkers really are the connections with the kids. They're not the bureaucracy, the system, the law, the enforcers. They're the positive—let's get a better life—although they can also be tough when they need to." Their challenge is to build the kind of trust that is at the heart of mentoring relationships and can lead to positive changes in young people's attitudes and behaviors.

Streetworkers make a point of being there for the youth partners. One streetworker described how, in addition to the regular visits for face-to-face talks, he calls each of his youth partners every Monday to see how the weekend was and make sure nothing happened during that time. And the youth partners often call him, particularly when they need to talk about ongoing personal problems or if there has been a crisis.

The streetworkers also build relationships with their youth partners by organizing group activities. In Philadelphia, they have gone to plays and museums, taken trips to nearby cities and even gone skiing. These kinds of activities help introduce the young people to a world beyond their neighborhoods—apart from court-connected occasions, many of them have rarely been outside of their communities. And, importantly, they also provide opportunities for the young people to get to know their streetworker in a different context.

Connecting youth partners with resources.

The young people in YVRP face multiple obstacles: substance abuse and mental health issues, education deficits, and a lack of job skills and experience. Many have limited literacy skills—an enormous obstacle to any kind of success. And many have felony convictions, which compound their problems in finding a job. In addition, a large percentage of youth partners, at least when they first become involved in the program, lack the motivation to address this complex set of barriers and begin to develop the skills and attitudes that will help them succeed. The trusting relationship they form with their streetworker is a key ingredient in motivating them to want to change.

Streetworkers and probation officers help participants figure out what positive activities and treatment services they want and need. These could include:

- School;
- Other education programs, including literacy programs;
- Job preparation and training;
- Employment;
- Organized recreation;
- Parenting classes;
- Community service;
- Drug and alcohol treatment; and
- Mental health counseling.

While the initiative has arranged to have these resources in place, streetworkers need skills in knowing when and how to provide appropriate support. For example, as one streetworker explained, if a youth partner is trying hard to get a job, the streetworker will "do my hardest to help him get to the interview. I'll give them resources, but it's ultimately up to them. It's good for them to do it themselves so that you can say, 'Look what you did on your own!'" They also follow up with program operators, teachers and treatment providers to get their perspective on how the youth partner is doing and identify potential problems. For juvenile youth partners, for example, streetworkers visit the school to check about attendance, talk to the school police officer and counselor, and give their contact information in case school staff need to reach them.

Connecting the youth partners to meaningful supports does not, however, happen automatically or easily. The experience in Philadelphia suggests several key lessons for cities that are developing a violence-reduction initiative:

- *While streetworkers have primary responsibility, probation officers also should be trained to take on some of the role of identifying needs and connecting youth partners with services.* This goes beyond relatively straightforward problems like whether the youth partner can read to more complex issues such as whether he or she is suffering from depression. Probation officers can, for example, learn on their first visit whether youth partners have basic reading ability by asking them to read aloud the regulation that prohibits possession of a gun (see Appendix B). But identifying other needs—for example, recognizing depression—requires training.
- *The organization responsible for job preparation and placement has a major and complex role.* For youth partners who are no longer in school, employment provides essential structure that helps keep them out of trouble, and it is a critical step toward ultimately achieving economic security. For the organization responsible for jobs to succeed in its role, it needs to be experienced in working with this hard-to-place population and have strong connections to employers and the ability to function as a job developer. Beyond that, however, youth partners have obstacles that stand in the way of their even showing up for a job interview—from chaotic families to a lack of appropriate clothes to not having an alarm clock—and these factors also make it difficult for them to hold a job once they find one. Thus, the job placement organization has to be able to work collaboratively with streetworkers and probation officers to help participants address these concrete problems and create the necessary order in the youth partners' lives so they can go to job preparation classes, appear at job interviews and stick with the job once they are hired.
- *There is a critical need for engaging summer programs for juvenile participants who are in school.* The youth's summer months have to be filled with positive activities so they stay out of trouble during this out-of-school period. The activities could include community service or jobs programs, along with supports such as recreation leagues.
- *There are challenges involved in getting youth partners to go to the programs.* There are a number of reasons why youth partners may be resistant to getting involved in positive supports. Sometimes they find it difficult to admit that they would benefit from the service—in

Philadelphia, for example, there was an initial struggle in getting youth to attend the literacy classes that YVRP had helped organize. And when a program is located outside their neighborhood and, thus, outside their comfort zone, some will try to avoid traveling there. Other youth partners simply do not want to make the effort, preferring to spend their time sleeping and playing video games. Streetworkers have developed various strategies for addressing these challenges. To overcome resistance to the literacy program, for example, they employed the age-old technique of providing food at the teen center when the program takes place. To address transportation-related barriers, streetworkers sometimes drive youth to and from programs. Programmatic strategies can also help. One is locating supports, particularly the jobs organization and educational services, in the community. Another is providing stipends to youth partners who successfully complete a program, such as a parenting skills course.

- *A key strategy is to work with probation officers, who can make the case to a judge that employment or a particular program should be a condition of probation.* The probation officer can then enforce attendance or the work requirement; if youth partners do not comply, they are violating probation and will face consequences.

Providing consistent support for the youth partners requires persistence—and a lot of follow-up—on the part of the frontline workers. Some of the youth partners can make themselves difficult to locate and, once located, difficult to pin down. Even a seemingly effective strategy like picking up a youth partner to drive him to a program can backfire. Sometimes streetworkers will phone and tell the youth they are on their way to pick him up, but when they get to the house, the youth is gone—one sure way to avoid the program.

4. Developing Procedures for Keeping Track of Participants

Youth partners often have complex lives, moving in and out of court hearings and from juvenile residential facilities or prisons back into the community. Keeping track of where each participant is and what new youth partners have been added is an important component in making sure the youth partners are supervised, supported and safe, and helping the violence-reduction initiative achieve its goals. Key practices include:

Defining categories of youth partners.

Keeping track of the status of each youth partner is an essential step in assuring that he or she does not get lost from the supervision and support provided by the program. The categories developed in Philadelphia include:

- *Active:* Youth partners who are currently involved in YVRP. As described in the discussion earlier in this section about establishing benchmarks for face-to-face contacts, these youth partners are placed at one of three levels, depending upon how at-risk they are. All of the active youth partners are expected to be visited regularly, supervised rigorously and involved in positive supports.
- *On-Deck:* Youth partners who are in juvenile placement or jail and who will again become active in YVRP when they are released, provided they are still living in the targeted areas. This category also includes young people who have not yet been in YVRP but will be once they are released and back in the community.

  Keeping track of youth partners in this category is particularly important because youth in juvenile facilities are sometimes issued home passes, and this can be a dangerous time for them as they move temporarily from a structured, highly supervised setting back to the environment where they have previously gotten into trouble. Thus, streetworkers want to visit those youth partners very soon after they get home to make sure they stay out of danger. To accomplish this, there has to be a formal procedure in place so juvenile facilities know who the youth partners are and how to provide advance notification to YVRP when one of them is going to receive a home pass. Similarly, there needs to be a procedure in place so prisons and juvenile facilities notify YVRP when a youth partner on the on-deck list is about to be released so he or she can immediately return to or begin active involvement in the initiative.
- *Bench Warrant:* Youth partners who are fugitives—the court has issued bench warrants for their arrest because they failed to appear at a hearing.

  Young people on bench warrants are highly at risk for becoming involved in violence, and YVRP attempts to find them quickly. Three strategies for doing this are to include streetworkers and probation officers in notifying the youth partners' families of the increased danger and enlisting their help in locating the fugitives; coordinating with police in the relevant districts, informing them of the bench warrants and providing photographs of the youth partners they are trying to find; and using the appropriate law enforcement entity (in Philadelphia, district attorney detectives and court warrant officers) to search for and apprehend the fugitive youth partners.

YVRP also maintains a standby list of young people whose status is being monitored, generally by probation supervisors, but who are not currently in the initiative. In some instances, these are youth partners who have been discharged from juvenile probation but have outstanding adult cases. They are tracked so they can be reenrolled if they end up on adult probation and thus are again eligible for YVRP. In other cases, they are young people who have been arrested but not yet convicted and who could soon end up on probation.

Creating procedures for maintaining the list.

There has to be a process in place for maintaining an accurate list of the various categories of participant. While each city will develop its own procedures, in Philadelphia this work has been handled through the district attorney's office as part of its in-kind support for the program. At least once a month, the district attorney's office sends each probation officer a list of his or her youth partners. The probation officers update information on each youth partner, including, for example, whether that person is working, in school or in a treatment program; scheduled for a court date and for what violations or other offenses; has fled and is on a bench warrant; or is now incarcerated or in a juvenile facility. Probation officers also immediately send the appropriate forms to the district attorney's office when a new youth partner is added. Using all of this information, the district attorney's office is able to regularly update its master list of youth partners.

Developing policies for dropping and positively discharging youth partners.

During the eight years of the initiative in Philadelphia, youth partners have spent an average of eight months in the program. But there is no fixed amount of time for participation. Some are dropped, most often because they are no longer on probation and have no open cases, have moved out of the police district and no longer spend time in the area, or have aged out (turned 25) or will age out while in prison. Other youth partners successfully complete the program and are positively discharged. These are young people who have stayed out of trouble and remained involved in positive activities over a period of time and who have consistently known to ask for help—typically by calling their streetworker—when they are facing a challenge and need guidance and support. They have made enough progress toward being responsible and productive that they are no longer considered to be at high risk of becoming involved in violence. That is success. "When you see a positive discharge," said a streetworker, "when you walk down a street, and they see you and say hi and show you how well they're doing—there's no money in the world worth that."

Cities will want to have a careful procedure in place for making decisions about when and how to positively discharge youth partners. This should include:

- Establishing guidelines for identifying youth partners who are at the lowest risk (those in Level I) that are ready to be placed in a transitional "step down" status—a gradual process of decreasing contact with their probation officer and streetworker.
- Keeping the youth partners in "step down" status for several months.
- Defining standards for positively discharging youth partners after a period of "step down."
- Identifying who makes the decisions about moving a youth partner to "step down" and then positively discharging him or her. The street-worker and probation officer, with review by their supervisors? A committee with representatives from each of the key partners?

Finally, it is essential to have a system for keeping records of positive discharges so this information shows up in the computer database in the event that a former youth partner is rearrested or otherwise involved in violence. If that occurs, the young person can immediately be identified and reconnected to YVRP.

VI Maintaining and Strengthening YVRP

VI. Maintaining and Strengthening YVRP

As an initiative that relies on a strong partnership to coordinate its efforts, YVRP requires a structure of communication and accountability that keeps everyone committed and involved, sharing information and pooling their expertise to address issues as soon as they arise. Three key elements are built into the initiative to accomplish this: written policies and procedures—the protocols—that set operational standards for the program; ongoing data collection that measures the extent to which the standards are being met; and regularly held meetings that allow the partners to identify challenges and make decisions. The operational protocols have been described earlier in this manual (see Section III as well as Appendix B, which includes examples of the protocols). This section focuses on:

1. **Using data to monitor and strengthen program performance.**

2. **Developing a structure to ensure ongoing communication and accountability among the agencies and organizations involved in the initiative.**

1. Monitoring Performance

How does the program know if its objectives are being met? Is it keeping the youth partners away from violence? Are they involved in positive activities? Are they finding employment? The answers to these questions are important to everyone, from frontline workers to their supervisors to the initiative's leadership.

Measuring the program's performance and effects requires having concrete procedures in place for collecting and reviewing data on an ongoing basis. This includes having:

- *An organization that is responsible for the data collection and analysis.* This should be an organization that has a neutral role in the partnership—respected by the partners and acknowledged as having no interests other than the success of the initiative.
- *A form for monthly data collection that is completed by each probation officer–streetworker team.* The form has to be comprehensive and specific so all necessary information is recorded, but not so complex or time-consuming that it hinders frontline staff's ability to complete the form consistently and on time.

- *Training for these frontline workers in completing the forms accurately.* They should understand why timely and accurate completion is essential, and their supervisors should also participate in the training.
- *A structure in place so the data are used to strengthen program performance.* The data are used as the basis for a monthly report. The findings, which partners review and discuss, contribute to decisions about adjustments in the initiative that will strengthen performance and improve outcomes.

Importantly, ongoing data collection also provides information on program progress and outcomes that is essential for generating funding.

Conducting monthly data collection

To collect the monthly data, one form is completed for each participant by that youth partner's probation officer and streetworker (see Appendix C for a sample form). The form collects detailed information on:

The probation officer's and streetworker's contacts with the youth partner:

- The number of visits and other contacts by each and where they took place.
- The total number of visits attempted.
- If there were few or no contacts with the youth partner, the reasons why.

Involvement of the youth partner in crime. Was the youth partner:

- A victim of crime during the month? Injured as a result of the crime?
- Arrested during the month? Did the arrest include a weapons violation?

Compliance with conditions of probation. Did the youth partner have:

- Any technical violations of probation? A court hearing for noncompliance?
- A positive drug test?
- New sanctions placed on him or her?

Involvement in positive supports. Was the youth partner:

- Enrolled in school or another education program or a job-training program?
- Enrolled in a substance abuse or mental health program or in other services?
- Active in other positive supports?

- Working in a paid job?
- Not involved in any positive supports? If not, why not? What is the plan for addressing this in the coming month?

Supervisors review the completed forms and send them to the organization that conducts the data analysis and prepares the monthly report.

Analyzing and using the data

The data provide the basis for ongoing self-evaluation. They help the partners consistently adjust and improve their efforts by measuring performance against the program's goals and the standards set in the protocols. The monthly reports analyzing the data include:

1. The number of active youth partners.
2. The average total number of home visits with each youth partner and:
   - The average number by probation officers and
   - The average number by streetworkers.
3. The percentage of youth partners involved in positive supports.
4. The percentage of youth partners for whom minimum contact standards were met.
5. For each probation officer and streetworker, a chart showing the number of youth partners with whom that person met, and did not meet, program standards for number of contacts.
6. The percentage of youth partners who violated probation or were arrested.
7. A list of youth partners who were victims of crime and details about the crime and any injuries that resulted from it.

As described below, each month's report is reviewed and discussed during one of the regularly scheduled meetings of the partners. The purpose is not just to monitor staff but to identify larger operational challenges—such as caseload sizes, enrollment and other barriers and successes—and decide on necessary adjustments that will strengthen performance and outcomes. This kind of consistent monthly data collection and analysis is part of the larger data-driven approach to problem solving and decision making that is central to the partners' efforts.

2. Building in a Structure of Communication

While all programs need some modifications early in their implementation, YVRP inevitably requires ongoing learning and adjustments. New participants are constantly being enrolled in the program; patterns of crime and violence change in the neighborhoods; new challenges are identified. While monthly data collection provides one essential tool for gauging program success and identifying the kinds of changes that need to be made, the initiative also requires paying attention to a wide range of details.

Ongoing learning and program adjustment are a hallmark of YVRP—and critical so the same problems do not keep recurring. Issues have to be identified and resolved. This might mean facilitating communication between the school district and juvenile residential facilities so youth partners who have been released and are now attending a public high school receive credits they earned for successfully completing academic work while in placement—a procedure that can help motivate them to stay in school and graduate. It might mean strengthening communication between the juvenile and adult probation systems so youth partners who move from one to the other are not lost in transition. It could mean moving a job placement office to a location where youth partners are more likely to go, adding a literacy component or working to modify law enforcement computer tracking systems so young people are easily identified as being in YVRP if they are arrested.

Addressing these kinds of issues requires collaboration and coordination at all levels of the partnership. Thus, Philadelphia's YVRP has structured in three levels of face-to-face meetings for the partner agencies and organizations. Although other cities might develop a somewhat different structure of communication, this approach has been very effective in strengthening both the partnership and the initiative.

While each of these three levels or groups—the operations, management and steering committees—has specific responsibilities, their roles are interconnected and procedures are in place, including having some overlapping membership, so their work is coordinated. Each committee meets at the same time and place on a regular schedule. In addition, each has:

- A person viewed as independent and neutral to chair the meeting.
- One or two other people who are regularly at the meeting who are independent—outside of any of the partner agencies involved in the initiative's direct operations in the neighborhoods. Because they are independent, these people are able to ask hard questions about accountability without seeming as though they are criticizing any one agency.

- Someone who takes minutes and gets them out quickly so members can follow through on responsibilities agreed to at the meeting and who keeps track of discussion topics that need follow-up. Having the same person in this role for all three levels of meetings can help create lines of communication because he or she is able to place relevant issues on all appropriate agendas.

Meetings of each of the committees include information sharing, data review and problem solving. Their more specific roles are discussed below.

Operations committee

The workhorse of YVRP, this committee reviews the day-to-day details of the project. Members make sure the youth partners are receiving the face-to-face contact, supervision and support that the program model requires; and they identify operational problems before those problems have a chance to grow into more difficult issues.

- *Who attends?* First-level supervisors of the probation officers and streetworkers; police officers who are the liaisons for each YVRP police district; representatives from other partner agencies, such as the district attorney's office; and one probation officer-streetworker team.
- *How often does it meet?* Weekly.
- *What's on the agenda?* At every meeting, a probation officer–streetworker team updates the committee on the progress and challenges of each of the youth partners in its caseload and receives feedback and suggestions. In addition, the committee shares information on a wide range of issues affecting the initiative's ongoing operations. For example, the police identify hot spots to check on during targeted patrols, and representatives from human services agencies update the committee on services that are available for youth partners. Supervisors identify problems, such as youth partners not following through with appointments at the job placement organization, the need for cell phones for newly hired frontline workers or juvenile residential facilities not informing YVRP when youth partners are given home passes. There are updates on special issues with individual youth partners: Who has been shot? Who is on bench warrant? Who has been arrested? And the police identify potential new candidates by providing information about anyone in the YVRP age group who has been arrested or the victim of a shooting or other violent crime during the past week.

Management committee

A bridge between the operations and steering committees, the management committee focuses on operational policy, reviewing the project's overall

progress and making decisions about changes needed to support the effectiveness of the frontline staff. The committee is also responsible for writing new protocols as issues are identified that require agreed-upon standards by all the partners, and for revising current protocols when necessary.

- *Who attends?* First- and second-level supervisors of probation officers and streetworkers; representatives from other partner agencies. The presence of first-level supervisors at both operations and management committee meetings provides continuity and helps move specific operational issues—the focus of the operations committee—into the broader picture examined and acted on by the management committee.
- *How often does it meet?* Monthly.
- *What's on the agenda?* This committee addresses issues such as contracts with organizations that provide supports for youth partners and problems identified during operations committee meetings that require a management-level response—for example, the need to forge clearer lines of communication with juvenile residential facilities so streetworkers will know when youth partners who are currently in placement have been given a home pass. In addition, at each meeting the organization responsible for data collection and analysis presents its findings for that month. Committee members examine potential problems indicated by the data, which might range from a decrease in the percentage of youth partners involved in positive supports, to a low percentage of young people who are in paid employment, to one or two individual probation officers or streetworkers who are well below standards for the number of contacts with their youth partners. What kinds of adjustments need to be made? Are there problems with the organizations providing supports that have to be addressed? Do streetworkers and probation officers need better training in how to access the supports? Why are these one or two frontline workers not meeting standards for contacts? Do they have an unusually difficult caseload that might reflect a larger problem in how caseloads are distributed? Or is it an individual problem that requires intervention from their supervisors? The management committee then follows up by, perhaps, scheduling a meeting with the jobs organization to find out why more connections are not being made with employers for the youth partners, or setting up a group to write a draft protocol that defines new standards for training the frontline workers.

Steering committee

Functioning much like a board of directors, the steering committee makes policy decisions and sets the project's broad direction. It also identifies agency-level issues that are affecting the initiative and develops strategies

for addressing them, and it reviews and approves protocols. In addition, there is a finance subcommittee that works on identifying and accessing funding sources and oversees fiscal accountability.

- *Who attends?* Senior-level executives from the partner agencies and organizations; chairpersons of the operations and management committees.
- *How often does it meet?* Quarterly (but more often during the early implementation period when there are likely to be more issues that need to be addressed quickly).
- *What's on the agenda?* This committee focuses on the big picture—the systems that are in place and relationships among agencies—and addresses issues that require decisions and action from senior-level officials. What would be required so that when someone is arrested as an adult, that person can be quickly identified as having been in YVRP as a juvenile and immediately reconnected with the program? Has communication with the judicial system been improved so judges assigned to YVRP cases are more informed about the initiative? Where is money available that will allow the organization responsible for jobs to hire a job developer? In addition, the committee reviews homicide data for the YVRP age group in the initiative's target areas, along with data on gunshot victims by age, police district and time of shootings. What are the implications of these data for the initiative? Are there identifiable groups of young people who are not in YVRP but should be? Do the data suggest that a specific curfew should be enforced as part of the sanctions for youth partners so they are not on the streets at the times when shootings are most likely to occur? Do the data point to a police district into which the project should expand?

Finally, the initiative has two other structures in place to foster communication across levels of the partnership. One is "socials," which bring everyone together in an informal, out-of-work setting. The second involves having the initiative's leadership take the time to go out with frontline workers on targeted patrols or observe other contacts with the youth partners. While doing this is valuable for the leadership because they are able to experience what is actually going on, it is also significant for the frontline staff because it emphasizes to them that their work is important.

VII Conclusion: Preparing to Expand

VII. Conclusion: Preparing to Expand

"Start slowly and build quality before expanding," emphasizes one person who has been involved in the initiative from the beginning. "YVRP has a lot of moving pieces." As this manual makes clear, planning and implementing a coherent, coordinated approach to youth violence is a complex process, and it takes time and thoughtful adjustments to get all the pieces in place and operate as a smoothly functioning unit.

Funding imperatives also drive the decision to start on a relatively small scale. With its focus on the most high-risk and violent young people, YVRP costs between $1.5 million and $2 million per district per year, depending on the number of youth partners enrolled and probation officers' and streetworkers' caseload size. Leaders of the initiative in Philadelphia are convinced the program more than pays for itself—in concrete ways like keeping youth partners out of more expensive placements in juvenile residential facilities and prisons, and in longer-term savings that come from helping them move off a road headed directly toward violence and onto one that offers the possibility of a productive life. Starting on a small scale allows the program to support itself primarily through partners sharing costs while it accumulates evidence of its effectiveness and, thus, becomes better positioned to generate external funding for expansion.

Once the program has built quality and demonstrated its value, preparation for expansion includes using local homicide and gunshot wound data to make decisions about which communities to expand into. However, decisions about the size of expansion are more complex because they are inevitably driven by cost. A YVRP budget can be broken down into two categories: costs per district (primarily to cover the frontline workers and their supervisors) and costs that cut across districts (mainly to cover supports for youth partners and the initiative's administrative costs). As discussed in Section III, during its early years of operation, YVRP in Philadelphia was able to use a combination of in-kind support, redirected money from agencies' existing budgets, and some new grant money to support its operations.

As the program grows within and across districts, however, it becomes more difficult to fund through this combination of sources. The largest expense is for frontline workers: As employees of a community-based organization, the streetworkers and their supervisors were, from the start, supported by external funding, and these costs obviously increase as greater numbers of streetworkers are required. In Philadelphia, the funding for probation officers originally came through in-kind support provided

by the probation departments. To avoid expansion creating additional financial strain on the agencies, however, the partners in Philadelphia made a commitment not to increase the level of in-kind contributions as the program grew. If, for example, adult probation was providing support for five probation officers and a supervisor when the program was operating on a small scale in one district, it was expected to provide that same level of support when the program was also operating in several additional districts and had 24 adult probation officers and four supervisors.

Thus, a key step in being able to expand is to use strong program outcomes to generate sources of external funding. YVRP in Philadelphia still relies on a combination of funding—including in-kind support and reallocations from agency budgets, as well as some funding from private foundations. But as it demonstrated its effectiveness and attracted attention from public officials and lawmakers, the project was able to generate state and federal funding to help support its expansion. The goal, however, is to find stable funding by ultimately becoming institutionalized in city government, a part of the way the city does business and part of the annual city budget.

After seven years of operations, the project has made an important step in that direction by hiring a full-time coordinator for the program who is a high-level employee in the city's Managing Director's office. The coordinator has taken on most of the project responsibilities that had previously been handled by agency staff: With the program now operating in multiple districts and able to have about 800 active youth partners at any one time, funding this role became a necessity. But while this is a first step toward institutionalizing YVRP in the city, it does not affect the crucial role and composition of the partnership. The new coordinator reports to the steering committee and the Managing Director's Office of the Mayor, and the initiative continues to rely upon, and build on, its carefully structured collaboration.

Concluding Thoughts

YVRP is not a completely new approach; it is simply a way for partnering agencies to do what they already set out to do, but better. Given this, P/PV encourages policymakers, agency officials and those working directly with high-risk youth to consider the strategy laid out herein. With a different approach to what cities have been doing all along—one that brings together organizations with diverse roles but similar missions and provides concrete supports and supervision to youth who have long histories of adversity—existing agencies can greatly increase their impact by keeping these youth "alive until 25" and making communities safer.

It is true—these changes cost money. However, as the experience in Philadelphia highlights, some of these dollars can be absorbed into existing organizational budgets. For policymakers, we hope this manual will inspire change in the funding and structure of those public organizations that are responsible for the well-being of

youth in their cities and municipalities. More information sharing, more discretionary funding, smaller probation caseloads, and more community-based work are all key features of reducing violence in neighborhoods.

This manual outlines the nuts and bolts of implementing YVRP. We hope it will guide community leaders and policymakers in implementing similar models. Convening a planning committee is a logical first step. That group will be able to gauge the support and interest of key agencies. Depending on local conditions, the planning process may be short or lengthy. In many localities, the pilot phase will present a steep learning curve, and subsequent expansion can be difficult, particularly if policymakers are not backing the project financially. But even with these potential obstacles, YVRP provides an opportunity to both improve the lives of youth and make communities safer. The changes it produces in the way the organizations and agencies do business can result in many other positive outcomes. In Philadelphia, the implementation of an injury-reporting surveillance system grew out of YVRP due to a growing recognition of the need for information sharing. The Adolescent Violence Reduction Partnership also grew out of YVRP, as did new programs for older offenders in adult probation. And finally, the partnership was able to affect key policy changes—for instance, new gun policies for youthful offenders on probation.

It is clear that planning and carrying out an initiative like YVRP is challenging. But the potential benefits are significant. Some may ask if the program is worth what it takes to implement it. We think the answer is yes. Traditional probation is simply not able to address the many supervisory or support needs of this high-risk population, and often, independent programs cannot provide the level of supervision needed for these youth. If YVRP can prevent violent young offenders from becoming career criminals, it seems a wise investment of both time and money.

Endnotes

1. Tierney, Joseph P. and Anaïs Loizillion. *Violence Reduction*. Philadelphia: Public/Private Ventures. 1999.

2 Tierney, Joseph P., Wendy S. McClanahan and Bill Hangley, Jr. *Murder Is No Mystery: An Analysis of Philadelphia Homicide*, 1996–1999. Philadelphia: Public/Private Ventures. 2001, pp. 1–3.

3 Ibid. pp.3 and 9.

4 McClanahan, Wendy S., *Alive at 25: Reducing Youth Violence Through Monitoring and Support.* Philadelphia: Public/Private Ventures, 2004. Tierney, Joseph P. and Jean Baldwin Grossman, with Nancy Resch. *Making a Difference: An Impact Study of Big Brothers/Big Sisters.* Philadelphia: Public/Private Ventures. 2000 (reissue of 1995 study).

5 This approach to probation departments' mission and operations is consistent with the findings of a study conducted by the Reinventing Probation Council, *Transforming Probation Through Leadership: The "Broken Windows" Model.* New York: Center for Civic Innovation at the Manhattan Institute and Robert A. Fox Leadership Program at the University of Pennsylvania. 2000.

Appendices

Appendix A: Additional Resources

Below is a list of organizations and resources pertaining to youth violence reduction.

Organizations

Baton Rouge Partnership for the Prevention of Juvenile Gun Violence

Alex Jones
Department of Juvenile Services,
East Baton Rouge Parish
8333 Veterans Memorial Blvd.
Baton Rouge, LA 70807
225.354.1220
Fax: 225.354.1317
ajones@brgov.com
http://brgov.com/dept/juvenile/isp.htm

Blueprints for Violence Prevention

Center for the Study and Prevention of Violence
Institute of Behavioral Science
University of Colorado at Boulder
1877 Broadway, Suite 601
Boulder, CO 80302
303.492.1032
Fax: 303.443.3297
http://www.colorado.edu/cspv/blueprints/

BUILD Chicago

1223 N. Milwaukee Ave.
Chicago, IL 60622
773.227.2880
Fax: 773.227.3012
build@buildchicago.org
http://www.buildchicago.org/

Center for the Prevention of School Violence

The North Carolina Department of Juvenile Justice and Delinquency Prevention
1801 Mail Service Center
Raleigh, NC 27699-1801 USA
919.733.3388
http://www.ncdjjdp.org/cpsv/

Columbia Center for Youth Violence Prevention

The Mailman School of Public Health of Columbia University
New York State Psychiatric Institute
722 West 168th St., 16th Fl
New York, NY 10032
212.305.8213
Fax: 212.342.0148
http://cpmcnet.columbia.edu/dept/sph/ccyvp/

Fight Crime: Invest in Kids

1212 New York Ave., Suite 300
Washington, DC 20005
202.776.0027
http://www.fightcrime.org/

Firearm & Injury Center at Penn (FICAP)

University of Pennsylvania
Division of Traumatology & Surgical Critical Care
3440 Market St., 1st Floor
Philadelphia, PA 19104-3335
215.615.0161
ficap@uphs.upenn.edu
http://www.uphs.upenn.edu/ficap/

Harvard University
Youth Violence Prevention Center
David Hemmenway, PhD – Principal Investigator
Harvard School of Public Health
Health Policy and Management
677 Huntington Ave., Kresge 309
Boston, MA 02115
Hemenway@hsph.harvard.edu
http://www.hsph.harvard.edu/hyvpc/

Johns Hopkins University Center for the Prevention of Youth Violence
Phillip Leaf, PhD – Principal Investigator
Johns Hopkins University
Bloomberg School of Public Health
624 North Broadway
Baltimore, MD 21205
pleaf@jhsph.edu
http://www.jhsph.edu/PreventYouth Violence/index.html

Meharry Medical College
Paul D. Juarez
1005 Dr. D.B. Todd, Jr. Blvd.
Nashville, TN 37208
pjuarez@mmc.edu
http://nupace.mmc.edu/whatisnupace.html

National Youth Gang Center
Institute for Intergovernmental Research
P. O. Box 12729
Tallahassee, FL 32317
850.385.0600
Fax: 850.386.5356
nygc@iir.com
http://www.iir.com/nygc/

National Youth Violence Prevention Resource Center
P.O. Box 6003
Rockville, MD 20849-6003
TTY Toll-free: 1.800.243.7012
Toll-free: 1.866.SAFEYOUTH (723.3968)
Fax: 301.562.1001
http://www.safeyouth.org/scripts/index.asp

Office of Juvenile Justice and Delinquency Prevention (OJJDP)
810 Seventh Street NW
Washington, DC 20531
202.307.5911
http://ojjdp.ncjrs.org/

Philadelphia Collaborative Violence Prevention Center (PCVPC)
Children's Hospital of Philadelphia
Joseph Stokes, Jr.
Joel A. Fein
3615 Civic Center Blvd.
Philadelphia, PA 19104-4318
fein@email.chop.edu

Students Against Violence Everywhere (SAVE)
322 Chapanoke Rd., Suite 110
Raleigh, NC 27603
866.343.SAVE
919.661.7800
Fax: 919.661.777
http://www.nationalsave.org/

United States Department of Justice

950 Pennsylvania Ave., NW
Washington, DC 20530-0001
202.514.2000
AskDOJ@usdoj.gov
http://www.usdoj.gov/

University of California, Berkeley Academic Center of Excellence on Youth Violence Prevention

Franklin Zimmering, JD - Principal Investigator

University of California, Berkeley

Institute for the Study of Social Change

383 Boalt Hall
Berkeley, CA 94720-7200
Zimring@law.berkeley.edu
http://www.yvpcenter.org/

University of California, Riverside Southern California Center of Excellence on Youth Violence Prevention

Nancy Guerra, PhD - Principal Investigator

University of California at Riverside

Presley Center for Crime and Justice

110 College Building South
Riverside, CA 92521
Nancy.guerra@ucr.edu
http://www.stopyouthviolence.ucr.edu/

University of Hawai'i at Mānoa Asian and Pacific Islander Youth Violence Prevention Center

Earl Hishinuma, PhD – Principal Investigator

University of Hawai'i, Mānoa

John A. Burns School of Medicine

1356 Lusitana St., 4th Floor
Honolulu, HI 96813
hishinumae@dop.hawaii.edu
http://apiyvpc.org/Default.asp

University of Illinois Youth Violence Prevention Center

Deborah Gorman-Smith, PhD – Principal Investigator

University of Illinois, Chicago

Institute of Juvenile Research (M/C 747)

Department of Psychiatry

1747 W. Roosevelt Rd.
Chicago, IL 60608
debgs@uic.edu

Virginia Commonwealth University Center for the Study and Prevention of Violence

Albert Farrell, PhD – Principal Investigator

Virginia Commonwealth University

Department of Psychology

Box 842018
Richmond, VA 23284
afarrell@mail1.vcu.edu
http://www.clarkhill.org/

Virginia Youth Violence Project

University of Virginia

School of Education

P.O. Box: 400270
Charlottesville, VA 22904-4270
443.924.8929
Fax: 443.924.1433
youthvio@virginia.edu
http://youthviolence.edschool.virginia.edu/

Youth Crime Watch America

9200 South Dadeland Blvd., Suite 417
Miami, FL 33156
305.670.2409
Fax: 305.670.3805
ycwa@ycwa.org
http://www.ycwa.org/

Vera Institute of Justice

233 Broadway, 12th Floor
New York, NY 10279
212.334.1300
Fax: 212.941.9407
contactvera@vera.org
http://www.vera.org/

Resources

American Psychological Association

http://www.apa.org/ppo/issues/pbviolence.html

Centers for Disease Control: Guide to Community Preventive Services: Violence

http://www.thecommunityguide.org/violence/default.htm

Centers for Disease Control: National Center for Injury Prevention and Control

http://www.cdc.gov/ncipc/dvp/bestpractices.htm
http://www.cdc.gov/ncipc/pubres/practicasoptimas/practicasoptimas.htm
[Spanish language version]

Community-Based Violence Prevention for High Risk Youth: Comprehensive Final Report

http://www.mchlibrary.info/MCHBfinalreports/docs/R40MC00174.pdf

Office of Juvenile Justice and Delinquency Prevention

http://www.ojjdp.ncjrs.gov/pubs/gun_violence/contents.html

Preventing Violence and Related Health-Risking Social Behaviors in Adolescents

http://www.ncbi.nlm.nih.gov/books/bv.fcgi?rid=hstat1a.chapter.67890

US Department of Health & Human Services

http://www.surgeongeneral.gov/library/youthviolence/default.htm

US Department of Education

http://www.ed.gov/about/offices/list/osers/osep/gtss.html

Alive at 25: Reducing Youth Violence Through Monitoring and Support

http://www.ppv.org/ppv/publications/assets/174_publication.pdf

Reinventing Probation Council. Transforming Probation Through Leadership: The "Broken Windows" Model

http://www.manhattan-institute.org/html/broken_windows.htm

Violence Reduction

http://www.ppv.org/ppv/publications/assets/62_publication.pdf

Appendix B: Operational Protocols

Partners in the violence-reduction initiative jointly develop and adopt standards that guide implementation and hold agencies accountable to the model. As the initiative matures, some of the original protocols are likely to be revised and new ones developed as additional issues are identified. The following list of protocols developed by Philadelphia's YVRP suggests the kinds of topics they might address. Two sample protocols are also included.

I. Standards and Expectations

- Active Caseloads
- Minimum Contact Standards
- Youth Partner Risk Levels
- Interaction of Probation Officers and Streetworkers
- Reporting Victims of Crime: Probation Officers and Streetworkers
- Submission Deadline for Forms and Updates to the List

II. Gun Possession and Shooting Policies

- Gun Ownership and Possession
- Juvenile Probation Shooting Protocol
- Juvenile Probation Protocol for Searches
- Juvenile Probation Protocol for Guns in the Home
- Adult Probation Shooting Policy

III. Drug Testing

- Requirements for Drug Testing
- Clinical Evaluation Protocol

IV. Targeted Patrols

- Safety on Targeted Patrols
- Juvenile Probation Targeted Patrol Procedures

V. Youth Partners

- Adding and Dropping
- Transferring Supervision from Juvenile to Adult Probation
- Responsibilities on Bench Warrant Cases
- Home Pass and On-Deck Procedures for Juveniles

YVRP Protocol: Interaction and Communication Between Streetworkers and Probation Officers

Initial Contact by Probation Officer: The initial contact with a youth partner is made by the probation officer. The youth partner shall be apprised of his/her duties and responsibilities as a probationer, as well as additional duties and responsibilities required by placement in YVRP by the probation officer during initial contact. The probation officer shall also inform the youth partner that a streetworker will be visiting his/her home. The probation officer should then consult with the assigned streetworker.

Initial Contact by Streetworker: The assigned streetworker will make contact with the youth partner within one (1) week. He/she will reiterate information about YVRP and explain the streetworker's role, which may include the following:

- Partner
- Advocate/broker
- Resource developer
- Planner
- Crisis intervener

The streetworker should then consult with the probation officer about the initial contact.

Continuing Procedures: The streetworker and probation officer should maintain regular contact to exchange information about their assigned youth partners. Any change in status with their youth partners should be discussed, and agreed-upon decisions should be brought to the attention of their respective supervisors for appropriate action.

The probation officer and streetworker shall meet monthly to jointly complete and submit the monthly data reports distributed by Public/Private Ventures relating to their youth partners.

Upon request, both the probation officer and streetworker shall make a case-by-case presentation about the youth partners to the operations committee. In special circumstances, the probation officer and streetworker may be required to make a detailed presentation to the operations committee about a case or cases.

YVRP Protocol: Gun Ownership And Possession

Juvenile Probation

Juvenile probation officers shall question the youth partner at intake about gun ownership and possession.

Specific questions into traumatic injury should include:

- Has the youth ever been shot or shot at?

Questions regarding the home should include:

- Is there a firearm in the home? Type of guns? Number of guns?
- Are the firearms registered?
- Who at the residence has a registered firearm or permit to carry?
- Does the youth have a prior history of gun violence?

The YVRP juvenile probation officer will review the Gun Handout (see next page) on the first targeted patrol with the youth partner in the presence of the police officer, and, if possible, with the parent(s)/guardian(s), OR the YVRP probation officer will review the Gun Handout at the first meeting with the youth partner. The YVRP juvenile probation officer will obtain all needed signatures. Youth Partners and parent(s)/guardian(s) will be given copies.

Adult Probation

Adult probation officers shall explain to all adult youth partners that a condition of probation is that they do not own or possess any firearm and that proof of the divestiture of any firearm owned or possessed is required as a condition of probation.

Adult youth partners will sign two forms:

- Firearm Surrender Policy
- Firearm Handout: Explanation of Penalties

PAAN Streetworkers

Not applicable, except that PAAN staff shall immediately report the fact that a youth partner has a firearm to both their supervisor and the appropriate probation officer.

A Message from Philadelphia's Youth Violence Reduction Partnership

ENJOY A LONG AND HEALTHY LIFE: PUT DOWN THE GUN!

Everyone needs to know:

- It's **illegal** to carry a firearm in Pennsylvania without a license.
- You have to be **21 years old** to get a license.
- If you have a record that includes a conviction or adjudication for a **felony**, you can't get a license **at any time**.
- If you have a record that includes a conviction or adjudication for a felony, you **can't possess a firearm anywhere**. Not in your house, not in your friend's house, not **ANYWHERE!**

If you are on probation, you cannot possess a gun AT ANY TIME!

Everyone over age 17 needs to know:

- Possessing a gun during the commission of a felony drug crime (**selling or possessing drugs** with the intent to sell) will get you at least FIVE (5) years in state prison.
- Using a gun during the commission of a violent crime will get you **at least FIVE (5) years** in state prison.

Every juvenile (age 17 or younger) needs to know:

- **Using a gun** during the commission of a violent crime will AUTOMATICALLY result in a referral to adult court, where you will get at **least FIVE (5) years** in state prison.

Everyone also needs to know:

- If you have a record that includes a conviction or adjudication for a felony and you are arrested in possession of a firearm, your case may be prosecuted in **FEDERAL COURT**.
- If you have a record that includes three (3) convictions and/or adjudications for felony drug crimes and/or crimes of violence (including burglary) and you get arrested in possession of a firearm, federal law requires that you serve at least **FIFTEEN (15) years in federal prison**.
- Possession of just the AMMUNITION alone will get you at least FIFTEEN (15) years.

FIFTEEN (15) years is the minimum.

The maximum is LIFE WITHOUT PAROLE!

I am committed to being GUN-FREE. I understand the laws governing gun use and licenses. I will stay away from firearms.

Print name of youth:_____

Signature of youth:_____

Print name of parent/guardian:_____

Signature of parent/guardian: _____Date:_____

It's very simple: Stay away from guns!

Appendix C:
Monthly Data Collection Form

Youth Partner Monthly Status Report

If any information on the label is incorrect, please cross it out and insert the correct information.

YP name: _____ Dist.: _____

Street Address: _____

P.I.D.#: _____ D.O.B.: _____

Prob: _____ P.O.: _____

SW: _____

Form completed by:

1. Name of Probation Officer _____
   FIRST NAME/LAST NAME

   Name of Streetworker _____
   FIRST NAME/LAST NAME

   Report for the Month of: _____
   MONTH/DAY/YEAR

2. Is the youth partner on "step-down"?

   1 ☐ Yes 0 ☐ No (___/___/___)
   MONTH/DAY/YEAR

3. Indicate the number of times during the month for each type of probation officer visit/contact.

Please fill in every cell: enter total for each category or "0"

Type of Visit/ Contact by Probation Officer	Number of times		
	Total Number of Attempted Contacts With Youth Partner (Including Successful)	Number of Successful Contacts With Youth Partner	Total Number of Contacts With Parent/Guardian or Person Other Than YP
Home visit (Probation Officer only)			
Home visit (PO and Police Officer)			
Office Visit			
Other Visits			
Telephone conversation			

4. Indicate the number of times during the month for each type of streetworker visit/contact.

   Please fill in every cell: enter total for each category or "0"

Type of Visit/ Contact by Streetworker	Number of times		
	Total Number of Attempted Contacts With Youth Partner (Including Successful)	Number of Successful Contacts With Youth Partner	Total Number of Contacts With Parent/Guardian or Person Other Than YP
Home visit			
Scheduled meeting			
Non-scheduled meeting			
Telephone conversation			

5. Indicate youth partner's service level:

1. ☐ 1
2. ☐ 2
3. ☐ 3 New
4. ☐ 3 High-Risk
5. ☐ 3 Idle

6. Mark "yes" or "no":

Is youth partner incarcerated?	1 ☐ Yes	0 ☐ No
Is youth partner wanted?	1 ☐ Yes	0 ☐ No
Does youth partner live outside the target area?	1 ☐ Yes	0 ☐ No
Youth partner cannot be found.	1 ☐ Yes	0 ☐ No
Has youth partner's address been verified?	1 ☐ Yes	0 ☐ No
Youth partner is not on probation.	1 ☐ Yes	0 ☐ No
Was youth partner in inpatient drug program at the end of the month?	1 ☐ Yes	0 ☐ No
Is youth partner assigned to another probation department?	1 ☐ Yes	0 ☐ No
Has youth partner been discharged from probation? (___/___/___) MONTH/DAY/YEAR	1 ☐ Yes	0 ☐ No
Was the youth partner added to caseload mid-month? (___/___/___) MONTH/DAY/YEAR	1 ☐ Yes	0 ☐ No

7. Was the youth partner the victim of a crime during the month? 1 ☐ Yes 0 ☐ No

   If "**No**" skip to next question.

   If "**Yes**," provide the information

   ☐ Check here if the youth partner has been a victim more than once this month and provide the details for each additional incident on the back of this page.

Type of Incident	Date [m/d/yr]	Indicate Weapons Used in the Crime	Indicate Youth Partner's Physical Injury as Result of the Crime
1 ☐ Assault	___/___/___	1 ☐ No weapons	1 ☐ No injury
2 ☐ Robbery	___/___/___	2 ☐ Hand gun	2 ☐ Minor injury, no hospitalization
3 ☐ Rape	___/___/___	3 ☐ Long gun	3 ☐ Treated in ER and released
4 ☐ Murder	___/___/___	4 ☐ Knife	4 ☐ Admitted to hospital
5 ☐ Other:	___/___/___	5 ☐ Bat/club	5 ☐ Injury was fatal
		6 ☐ Other:	

8. Was the youth partner arrested this month? 1 1 ☐ Yes 0 ☐ No
   ☐ Check if arrest included a weapons violation. 1 ☐ Yes 0 ☐ No
   (This data must be collected from youth partner arrest records.)

9. Was the youth partner in compliance with conditions of probation excluding an open case? 1 ☐ Yes 0 ☐ No
   (Such as, but not limited to, attending school, employment, curfew restrictions, not carrying a weapon, not using drugs, area restrictions, person restrictions, etc.)

10. Did the youth partner have any technical violations of probation? 1 ☐ Yes 0 ☐ No

11. Was the youth partner formally violated (brought before the judge) for noncompliance? 1 ☐ Yes 0 ☐ No

12. Did the youth partner test positive for drugs this month? 1 ☐ Yes 0 ☐ No

13. Have any new sanctions been placed on the youth partner this month? 1 ☐ Yes 0 ☐ No

14. Did the youth partner have a paid job at the end of the month? 1 ☐ Yes 0 ☐ No

15. Was the youth partner enrolled in any of the following at the end of the month?

Activity/Program	Check appropriate box [you must mark one box for each] category]
School ☐ Check here if youth partner has GED or high school diploma 1 = ✓ 0 = no	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
After-school program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Job training program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Mental health program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Substance abuse treatment program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Mentoring program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Community service on a regular basis	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Purchased after-care services If yes, name of agency:	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Organized recreational program [specify]:	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Anger management program	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know
Other program, such as one-on-one counseling, religious activities, etc. [specify]:	1 ☐ Yes (**hours per week:**_____) 0 ☐ No 9 ☐ Don't know

If the youth partner was not involved in any positive supports at the end of the month (if none of the "yes" boxes are checked in question 15), why not? What is the plan to get the youth partner in a positive support next month?



Public/Private Ventures
2000 Market Street, Suite 600
Philadelphia, PA 19103
Tel: (215) 557-4400
Fax: (215) 557-4469

New York Office
The Chanin Building
122 East 42nd Street, 42nd Floor
New York, NY 10168
Tel: (212) 822-2400
Fax: (212) 949-0439

California Office
Lake Merritt Plaza, Suite 1550
1999 Harrison Street
Oakland, CA 94612
Tel: (510) 273-4600
Fax: (510) 273-4619

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