

Dane County Enhanced Youth Gang Prevention Task Force

Final Report September 2007



Dane County Executive, Kathleen Falk
City of Madison Mayor, David Cieslewicz

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I. FORWARD

This report represents the collective work of a highly committed group of community volunteers who care deeply about Dane County, our community. It reflects the concerns of the Enhanced Gang Task Force for the plight of a large segment of our youth population who face difficult challenges and significant risks to their future and to the well being of our community.

Gangs, crime and poverty are the underlying causes for these challenges—and these issues represent only the tip of the iceberg among factors affecting our youth. Poor academic achievement and limited job opportunities coupled with high incarceration rates for minority youth are causing significant and long-term damage to their lives and to the quality of life in our community.

We are all too familiar with the state of gang violence in our larger urban centers. But make no mistake, gangs and crime impact all segments of our community as was evident in the gang-related shootings in the City of Oregon in 2005. In this case, a group of young men and women set aside their racial, ethnic and class differences and united as a gang to commit a serious crime. Gangs have steadily moved into mid-size cities such as Madison and gang activity is reported in Sun Prairie, Stoughton, Middleton and in many other communities. The root causes are similar in all cases—a lack of opportunities for youth, access to weapons, peer pressure and a demonstrated willingness to resort to violence at the slightest provocation.

Clearly, not all youth crime is caused by gangs. But gangs are prevalent in our community and in our schools and they are increasingly responsible for the crime and violence that impacts the perception of safety in our neighborhoods. Law enforcement officials indicate that there are over 30 active gangs in Dane County, including several girl gangs. A recent survey of young adults and youth involved in the Dane County juvenile and adult court systems indicates that 32% of respondents report being current or former gang members.

The question is not whether our community has a gang problem, the question is what can we do about it and do we have the willingness to confront the problem and dedicate the appropriate resources to address it? As a community we have an obligation to nurture and to provide for our children. All of us have a stake in the outcome of the recommendations made by this Task Force. If we fail to move on them, the entire community will suffer.

The recommendations presented to you reflect the belief that no single strategy will work. If we rely solely or too heavily on law enforcement to solve this problem, we are sure to fail. The Task Force strongly proposes a comprehensive, community based strategy that addresses the needs of families as well as those of our youth. They are grouped into the following categories: Basic Needs, Prevention, Education, Employment Development, Faith Communities, Public Safety and Re-Entry from Incarceration.

We have learned much by gathering data, identifying resources and by listening to members of our community and to experts in the field who have wisely advised us from their experiences. We are extremely grateful to the Task Force members and Work Group leaders for their commitment, their time and their effort devoted to this task. We also acknowledge the invaluable assistance provided by Stephen Blue and Connie Bettin in the preparation of this report.

As chairpersons, we met the task assigned to us. We have provided a blueprint for intervention and success. It is now up to our community leaders to assign responsibility and funding for

implementation of the Dane County Enhanced Youth Gang Prevention Task Force recommendations. We know that the price tag is great and that there is fierce competition for public and private funding, but the cost of inaction will be much higher!

We were honored to have been part of this effort and want to thank Dane County Executive Kathleen Falk and City of Madison Mayor Dave Czeslevic for providing the vision and the leadership for this important endeavor.

Marian Wright Edelman, President and Founder of the Children's Defense Fund, once said, "If we don't stand up for children, then we don't stand for much."

Milton McPike

Luis Yudice

II. EXECUTIVE SUMMARY

In 2006, County Executive Kathleen Falk and City of Madison Mayor Dave Cieslewicz created the Enhanced Youth Gang Task Force bringing together community stakeholders and leaders to study the gang issue and subsequently recommend a comprehensive and viable prevention, intervention, suppression and re-entry strategy to reduce gang activity in our community.

To better understand the scope and complexity of gang activity and the factors influencing youth gang involvement, the Task Force held public listening sessions throughout the County, reviewed relevant data, and dialoged with experts in the field. Following guidelines from the U.S. Office of Juvenile Justice and Delinquency Prevention Gang Model (2002), seven Work Groups including Basic Needs, Prevention, Education, Faith Communities, Employment Development, Public Safety and Re-Entry from Incarceration were formed to consider issues specific to their respective area and formulate recommendations.

Collectively, the Work Groups developed a *comprehensive prevention, intervention, suppression and re-entry response strategy* to youth gang activity in Dane County. Every recommendation put forth has merit and adds value to the current gang response system. The recommendations include system changes that build upon the existing infrastructure, calls for better collaboration and resource enhancements.

Several recommendations emerge across all or most of the Work Groups that the Task Force prioritizes for consideration. These recommendations include:

- 1) Develop a coordinated and integrated system of response using promising models**
- 2) Establish and adequately staff a Public Safety Coordination Team**
- 3) Increase the number of Gang Squad Workers who provide outreach services**
- 4) Enhance the capacity of work skill and employment development resources**
- 5) Increase positive youth programming and support as a long-term prevention strategy**
- 6) Pilot re-entry from incarceration programs to specifically address gang issues**
- 7) Support the creation of Gang Free School Zones**

The Task Force thanks all of those who participated in this important community effort by serving on the Task Force, participating in Work Groups or offering input at the public listening sessions. It wishes to thank County Executive Kathleen Falk and Mayor Dave Cieslewicz for their vision to convene this effort and for their consideration of the recommendations being put forth. The work of the Enhanced Gang Task Force concludes with this report. The task of implementation and the creation of real community change now begins and will only be realized through the collective effort demonstrated during this planning process.

III. ENHANCED GANG TASK FORCE MEMBERSHIP & CONTRIBUTORS

Chairs:

Milt McPike and Luis Yudice

Members:

Deedra Atkinson – United Way of Dane County
Brian Benford – Neighborhood House Community Center
Suzanne Boeke – Department of Juvenile Corrections
Quala Champagne – State of Wisconsin Department of Corrections
George Chavez – City of Madison Police Department
Susan Crowley – University Health Services
Randy Gaber – Madison Police Department
Ben Gonring – State Public Defender
Lynn Green – Dane County Department of Human Services
Dan Guerra – Greater Madison Chamber of Commerce
Joanne Haas – Dane County Executive Office
Andy Heidt – Dane County Department of Human Services - Onbudsman
Nancy Hery – Sun Prairie School District
Linda Hoskins – National Association for the Advancement of Colored People
Alice Howard – Allied Dunns Marsh
Greg Hoyte – Stoughton Area Youth Center
Kathy Hubbard – United Way of Dane County
Bill Jollie – Elizabeth Brinn Foundation
Angela Jones – United Way of Dane County
Rick Jones – Mt. Zion Baptist Church
Julie Koenke – Dane County Youth Resource Network/Madison School Community Recreation
David Mahoney – Dane County Sheriff Department
Mario Mendoza – City of Madison Mayor’s Office
Joann Mercurio – Department of Juvenile Corrections
Jim Moeser – Dane County Juvenile Court
Mary O’Donnell – City of Madison Community Services
Doug Pettit – Oregon Police Department
Art Thurmer – State of Wisconsin Department of Corrections
Charles Tubbs – State of Wisconsin Department of Corrections
Mike Walsh – Dane County District Attorney’s Office
Noble Wray – City of Madison Police Department
Nancy Yoder – Madison Metropolitan School District

Work Groups (See Summaries):

Basic Needs, Prevention, Education, Employment Development, Faith Based Communities, Public Safety, Re-Entry from Incarceration

Staff:

Connie Bettin – DCDHS Prevention Services Manager
Stephen Blue – DCDHS Delinquency Services Manager
Detective George Chavez – Madison Police Department
Shelly Gnewikow – DCDHS Neighborhood Intervention Program – Secretary

IV. MISSION AND PURPOSE

Mission of the Task Force:

In collaboration with key stakeholders and community members, the Dane County Enhanced Youth Gang Prevention Taskforce will develop a comprehensive prevention, intervention, suppression and re-entry plan to reduce youth gang violence in Dane County.

Purpose of the Task Force:

- Facilitate information sharing that promotes consistent knowledge and awareness among key community leaders, community members, service providers and constituent groups related to youth gang issues in Dane County.
- Assess and map existing community resources that provide prevention, intervention and suppression of youth gang activity.
- Promote the sharing of information and ideas related to leveraging resources that already exist and/or can be developed to focus on youth gang prevention, intervention, suppression and re-entry.
- Provide direction, education and recommendations to policy-makers related to resource development and allocation in the areas of prevention, intervention, suppression and re-entry.
- Provide leadership in resource development programs and strategies designed to prevent youth from becoming involved in gangs and provide leadership in the implementing these strategies throughout the community.

What is a Gang?

The Task Force used the following definition in its discussion and planning process:

A gang is a group of people who form an allegiance for a common purpose and engage in aggressive, unlawful, criminal, or anti-social activity.

V. INTRODUCTION

The Enhanced Youth Gang Prevention Task Force was created in 2006 by Dane County Executive Kathleen Falk and City of Madison Mayor Dave Cieslewicz with the mission of bringing together key stakeholders and community leaders to recommend a comprehensive and viable prevention, intervention and suppression strategy to reduce youth gang activity in our community.

The Task Force held listening sessions with community members and experts in the field to better understand the scope and complexity of gang activity and the factors influencing gang involvement. The full Task Force held six meetings. The Work Groups in turn held numerous planning meetings.

The first Task Force meeting held September 12, 2006 began with a presentation by local youth gang expert Stephen Blue, Department of Human Services, Delinquency Services Manager. He provided a detailed overview of the youth gang scene in Southern Wisconsin and Dane County. He also outlined current community response efforts to combat youth gang activity and development in Madison.

In September 2006, the Task Force invited national gang expert Dr. Irving A. Spergel, author of the Office of Juvenile Justice & Delinquency Prevention, Comprehensive Community Gang Model, to share his knowledge and experience. The model holds that the lack of social opportunities available to this population and the degree of social disorganization present in a community largely account for its youth gang problems. The model identifies contributing factors including poverty, institutional racism, deficiencies in social policies, and lack of or misdirected social controls. Dr. Spergel gave an overview of preliminary outcomes from six other sites around the nation as well as suggestions on how to mobilize your community on the gang issue.

In January 2007, the Task Force Chairs, County Executive Falk, Police Chief Wray and Dane County Department of Human Services Director, Lynn Green met with national youth gang expert Jack Holiday, former Deputy Superintendent in Albany, Georgia. He served on The National Major Gangs Task Force. He is noted for his work to eliminate gang violence and contributions to a manuscript on gangs titled "From the Streets to Prison: Understanding and Responding to Gangs." Mr. Holiday shared his expertise in the areas of safety and gang recruitment in school settings.

During the early months of 2007, the Task Force received updates on the youth and adult gang scene in the County by Madison Police Department Gang Detective, George Chavez and Dane County Neighborhood Intervention Program Gang Squad members Aaron Perry and Mike Edler, who provided key intelligence.

Task Force staff and members discussed trends, issues and solutions on gang prevention, intervention and suppression with various national experts. Rev. Gordon McClean of Chicago Ministries, founder and director of a gang intervention program and Scott Larson of Boston, who works in the area of competency development and conflict resolution spoke at the April 13, 2007 Youth Gang Prevention Conference. On June 11, 2007, Madison hosted the International Latino Gang Investigators Conference. Gabe Morales, national Latino Gang expert, imparted his vast experience working in the California prison system.

In May 2007, Maurice Horton of the Racine Re-Entry Project, spoke to the Task Force about the issues his community faces related to youth gangs. He gave an overview of his project and his role in gang diversion.

Community Listening Session Input

November 16, 2006 – The Task Force met at the Allied Drive Boys & Girls Club. Feedback was given by Former Madison Mayor Paul Soglin; Boys & Girls Club staff, Wylonda Singelton; Allied-Dunn Marsh Association President, Alice Howard; Joining Forces For Families, Social Worker Rita Adair and numerous local residents.

Key Statements:

Boys & Girls Club:

- Concerns related to keeping the location safe while open and closed
- Increased numbers of kids involved in altercations
- Need to increase parent involvement

Allied-Dunns Marsh Association:

- Need to empower residents
- Seeing young angry kids
- Community is not assuring kids that they are loved

Citizen Comment:

- Dane County has focused on housing—not ending poverty. Soglin identified that 42% of Madison Metropolitan School District children live in poverty. Thirty years ago the number was 8% (See Attachment 1: Families on Public Assistance 2000 and 2007)
- Quality childcare, healthcare, education, training and jobs are needed to combat poverty
- Need mediation for kids in conflict
- Support of Dane County Neighborhood Intervention Programs

Joining Forces For Families:

- High levels of poverty
- Need for girl's programming
- Gunshots make community feel unsafe

January 19, 2007 – The Task Force met at the Madison Police Department West District office. Nancy Priegel and Jim Jenkins spoke representing the Greentree Neighborhood Association.

Key Statements:

Greentree Association:

- The surrounding areas, i.e. Bettys Lane and Hammersley Road are experiencing gang and violence issues
- Falk school concerns – The quality of the school used to be a selling point for homeowners
- Unstable housing concerns – mobility and families doubling up
- Drug activity and noise

March 15, 2007 – The Task Force met at the Sun Prairie Police Department. Representing the Community was Mayor Joe Chase; Police Officer Gary Nickles; Sun Prairie School staff, Nancy Hery and Liz Merrick; and Dane County Department of Human Services Supervisor Kim Vagueiro.

Key Statements:

City of Sun Prairie:

- Countywide initiative on gangs is needed
- Gangster Disciples are the largest group in the area
- Developed a full-time crime prevention position to help middle and high schools stay on top of the gang issue

Schools:

- Brown Pride gang, Hmong groups, and Gangster Disciples
- Intimidation issues
- Thirty gang identified youth
- Hmong gangs connected to Minnesota

July 20, 2007 – The Task Force met at the Stoughton Youth Center. Representing Stoughton was Mayor Helen Johnson, Youth Center Staff Greg Hoyte, business leader Tim Swapley and Parks & Recreation Director Tom Lynch.

Key Statements:

City of Stoughton:

- Mayor Johnson identified concerns related to youth gangs in Stoughton
- The Stoughton Youth Center is a resource that gives youth positive outlets
- High levels of business support and interest

Youth Center Staff and Park & Recreation:

- Truancy Buyout Program creatively addresses school attendance problems and tickets
- Partnerships with school district
- Gangster Disciples are primary gang

Business Owners:

- Proud of the partnership and community support of the Youth Center
- Working on a face-lift of Collins Field with major community contributions

Schools:

- Working on anti-harassment/bullying policies
- Installing cameras in schools to improve safety

Want to strengthen the relationship with the Youth Center and staff

VI. DATA UPDATE FROM 2005 GANG REPORT

2005 Youth Assessment

The 2005 Dane County Youth Assessment indicates that roughly 1300 students of the 23,700 surveyed in Dane County claim some level of gang membership. These are individuals between 7th and 12th grade. When consideration is given to the fact that not all gang-involved youth are in school and that adults involved in gangs and youth younger than 7th grade are not included, this number would undoubtedly be higher. (See Attachment 2: Focus On Youth Gangs.)

2007 Youth Gang Survey

The Task Force developed and administered a Youth Gang Survey in an attempt to capture additional data on the scope of the gang issue in the community and to better understand the needs of this population. The survey was given to youth and young adults involved in the Dane County juvenile and adult court systems. The goal was to collect 500 surveys. To date 300 have been collected. The Survey will be administered until data for 500 is collected. Preliminary data indicates that 32% of youth surveyed report being current or former gang members with 49% living in single-headed households. Significant use of alcohol and marijuana is reported at an early age. The primary and largest gang in Dane county is reported to be the Gangster Disciples. (See Attachment 3: EGTF Survey Tool.)

Gangs Known to be in Dane County:

Folks – 1, 2 Folk, White T-Folk, Black T-Shirt Boys, Money Before Bitches, Smash On Sight Guys, Deuce's, Gangster Disciples.

People – P-Stones, The Nigga's Trill, Yung Assassins, Vice Lords, Latin Kings, La Familia, Money Over Bitches, Four Corner Hustlers.

Surenos – Southside Locos, Clantones, Goof Troop (Girls).

Non-Surenos – Chicano Pride Association, Mexican Syndicate, Mexican Brown Pride, Sengre Azteca (Girls), Ojos Rojos (Now Mexican Pride 13), Latin Saints (formerly Latina Locos Dulce).

West Coast – Little Boy Crips, Outlaw Bloods, Cambodian Bloods, Khmer Pride.

Other Girl Gangs – Block Burner, Smash on Sight Girls (formerly the Knock Out Queens).

White Supremist – National Socialist Movement (NSM) and White Revolution.

Outlaw Motorcycle Gangs – Outlaws and Hell Angels.

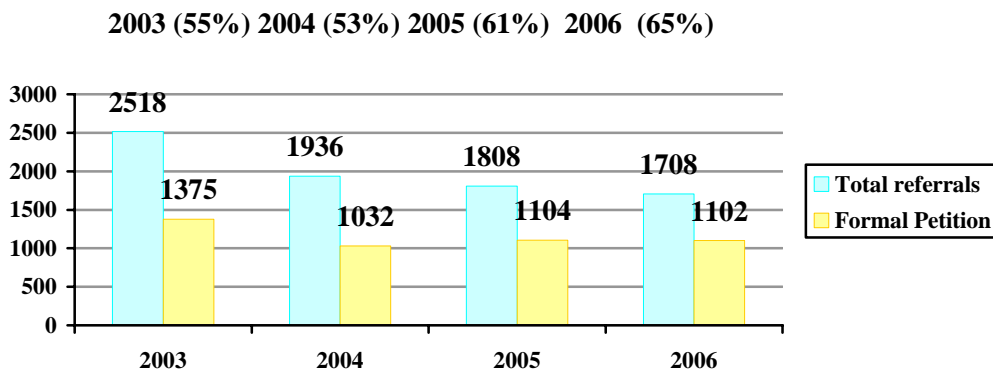
Juvenile Justice Data

It is challenging to accurately quantify the level of gang activity or gang related crime in the community. Madison Police Chief Noble Wray in a speech to the membership of Downtown Madison Inc. on June 28, 2007 acknowledged the growing problem of gangs in Madison and their presence in our schools (See Attachment 4: MMSD Call for Service 2006.) Correlating juvenile data indicates a growing presence of youth gangs in the community. Patterns of increased aggression, group fights, tagging, weapon offenses, calls to schools and high-level felony offenses all are key secondary indicators.

Gang involvement among Dane County youth sent to corrections (204 youth between 2002-2005) has risen. For this database, gang involvement is identified through youth self-report, police identification, tattoos and/or collateral reports from schools, social workers and families. For females, gang involvement remained relatively steady from 2002 to 2004. In 2005, no Dane County females sent to juvenile corrections were identified as gang members. For males, gang involvement has risen at a steady pace: 12.3% in 2002, 23.5% in 2003, 28.6% in 2004 and 49.1% in 2005. Hispanic gang membership among Dane County corrections youth rose in both 2004 and 2005 (See Attachment 5: Dane County Juvenile Offenders sent to Corrections Study—DCDHS Delinquency Services.)

In 2006, Dane County Courts ordered 43 youth to juvenile corrections. Of the 43, 7 (16.3%) were female. The most common committing offenses for the 2006 females were battery (4), weapons offenses (4) and theft (2). None of the 2006 female juvenile corrections commitments were identified as gang affiliated. For the 36 Dane County males sent to juvenile corrections in 2006, the most common offenses were battery (12), robbery (11), weapons offenses (8) and theft (8). In 2006, 17 (47.2%) of the males were identified as gang affiliated.

Total Referrals and Petitions: Total referrals have declined since a high of 2518 in 2003. In 2004, most retail thefts became municipal violations resulting in a drop of 312 referrals to Juvenile Court in 2004. The percentage of referrals resulting in formal court involvement versus informal intervention has risen from 53% of the total in 2004 to 65% last year.



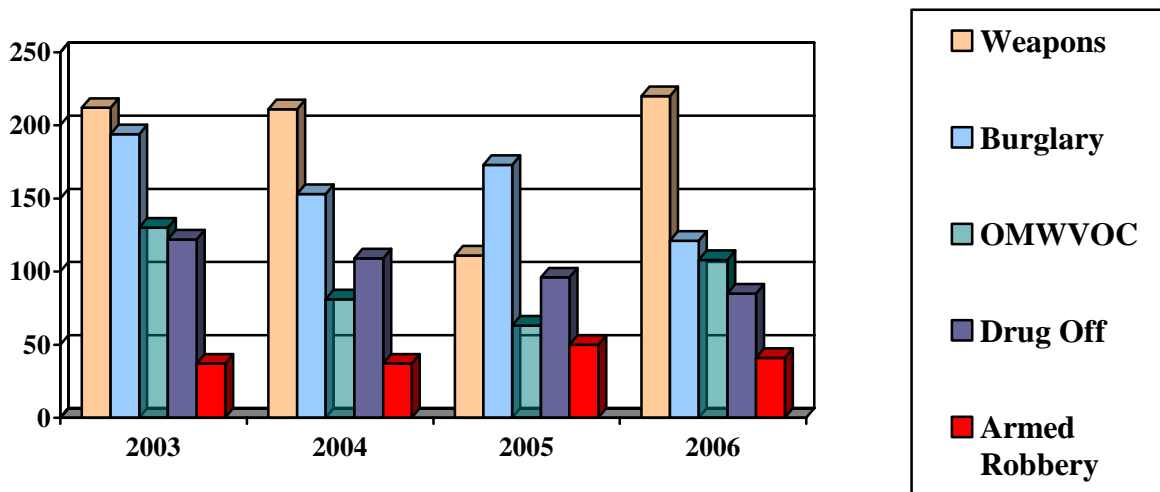
Number of Total Referrals by Sex

Year	Referrals For Girls		Referrals for Boys		Total	
2002	613	26.8%	1675	73.2%	2288	100%
2003	796	31.6%	1722	68.4%	2518	100%
2004	533	27.5%	1401	72.4%	1936	100%
2005	493	27.3%	1315	72.7%	1808	100%
2006	418	24.4%	1290	75.5%	1708	100%

High Level Offenses (Level 3 and 4): Offenses are categorized by their severity with level 3 and 4 being the most serious. A typical level one offense would be misdemeanor disorderly conduct. Criminal damage to property, theft, and most batteries fall into level 2. Level 3 or 4 crimes include most weapons offenses, armed robbery, burglary, first degree sexual assault, most drug offenses and operating a motor vehicle without owners consent (OMVWOC). While overall referrals have been declining, the number of level 3 and 4 offenses held steady over the past three years.

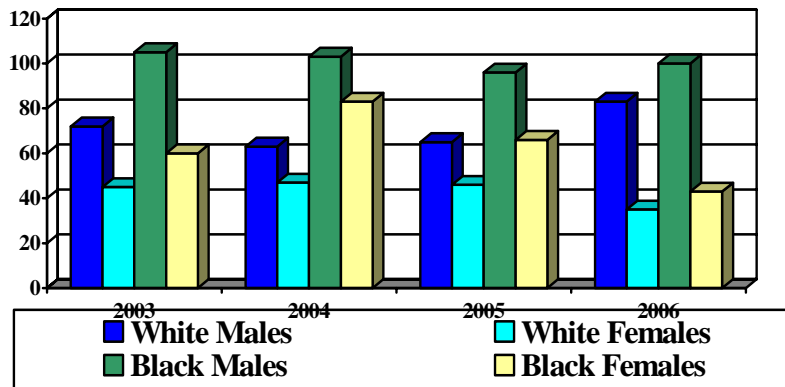
<u>Level 3 cases by year</u>	<u>Level 4 cases by year</u>
2003 (21%) 543	2003 (4%) 101
2004 (5%) 106	2004 (28%) 453
2005 (26%) 361	2005 (6%) 112
2006 (25%) 426	2006 (6%) 101

Specific High Level Crimes by Year: After a drop in 2005, weapons offenses made a dramatic rise in 2006. Operating a motor vehicle without owners consent also rose sharply in 2006 after two years of decline. Total number of drug offenses have essentially held steady over the past four years as have the cases involving armed robbery. Once again, however, in the context of the drop in overall referrals to Juvenile Court between 2003 and 2006, the percentage of these more serious crimes has risen.



Battery by Race/Sex: Overall, the percentage of battery cases compared to overall cases increased slightly. Numbers for referrals for white males increased sharply in 2006. Referrals for black males increased after a slight drop in 2005. Totals for White and African-American females dropped slightly.

Disorderly Conduct Referrals for Males: There continues to be a disparity between the number of African-American males and white males who receive formal delinquency charges for a DC referral (51% vs. 26%). White males also tend to receive a higher number of Deferred Prosecution referrals than African- American males (22% vs. 7%).



Percentage of cases referred for Battery

2003 (12%)
 2004 (15%)
 2005 (16%)
 2006 (17%)

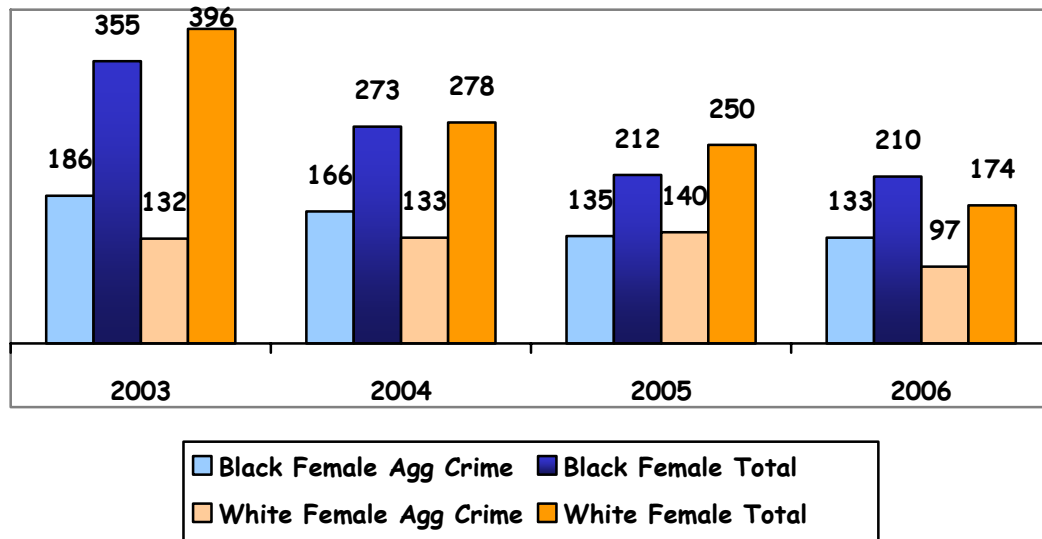
Types of Offenses – Female: In 2003 the City of Madison made most retail theft charges ordinance violations resulting in a significant drop in female referrals to Juvenile Court. In 2003 there were 223 females charged formally with retail theft. In 2004 that number dropped to 45 and has since gone down further to 35 this past year. Where retail theft once constituted 28% of all female referrals to Juvenile Court, it now is only 8.3%. Total numbers for more serious offenses such as battery and operating a motor vehicle without owners consent are down over the past 4 years, but have steadily risen as a percentage of overall referrals.

Trends for Girls: The overall number of referrals for girls were down. 24% of the overall referrals in 2006 were for female youth compared to 28% of the total in 2005. ***Although, overall female referrals are down, the number of crimes of aggression have increased.***

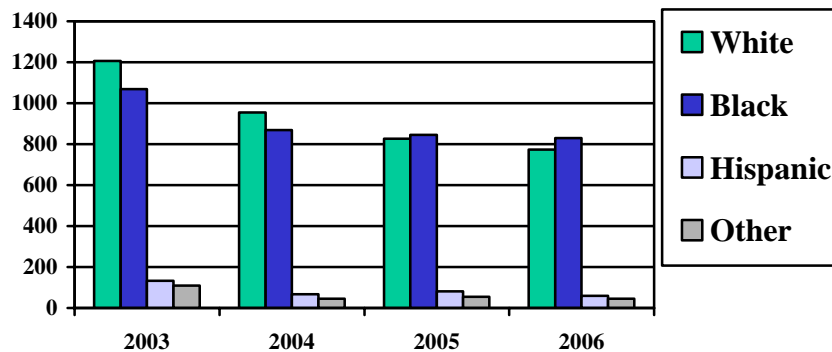
Offense	2002		2003		2004		2005		2006	
	N	% of Girls' Referrals	N	% of Girls' Referrals	N	% of Girls' Referrals	N	% of Girls' Referrals	N	% of Girls' Referrals
Disorderly Conduct	153	25.0%	186	23.4%	170	31.8%	129	26%	120	29%
Retail Theft	101	16.5%	223	28%	45	8.4%	46	9.2%	35	8.3%
Battery	118	19.2%	113	14.2%	124	23.2%	104	20.9%	93	22.2%
Damage to Property	39	6.4%	19	2.4%	21	3.9%	33	6.6%	22	5.2%
OMVehicle w/o Owner Consent	38	6.2%	41	5.2%	14	2.6%	21	4.2%	28	6.7%

Rise in Percentage of Female Aggressive Crime: Total number of both African-American and White female referrals to Juvenile Court have decreased since 2003. However, crimes of aggression (including battery, disorderly conduct, disorderly conduct while armed, etc) have steadily risen as a percentage of the referrals. For African-American females, battery charges went from 52% to 63% between 2003 and 2006. For White females, the percentage rose from 33% to 56%. The percentage of female referrals based on underlying charges involving physical

aggression rose from 37% of the total in 1997 to 62% by 2004. The number of these offenses taking place at school doubled during that same time period.



Referrals by Race: 2005 marked the first year that African-American youth surpassed White youth in total number of delinquency referrals (47% vs. 46%). That gap widened from a 1% margin to 4% in 2006. Hispanic referrals have held steady at 3-5% of the total, however it is anticipated that this percentage will begin rising in the coming years.



- 2003
 - White 48% • Hispanic 5% • Black 43% • Other 4%
- 2004
 - White 49% • Hispanic 3% • Black 45% • Other 3%
- 2005
 - White 46% • Hispanic 4% • Black 47% • Other 3%
- 2006
 - White 45% • Hispanic 3% • Black 49% • Other 3%

Madison School Data

2006 MMSD calls to Madison Police for service totaled 822. The four high schools accounted for 446 of total calls, down from 2005 (See Attachment 4.) The primary reason for calls to high schools are juvenile disturbance, juvenile complaint or juvenile arrest. School Improvement Plans in the district for 2006-2007 included the implementation of “positive behavior support”

principles adopted as a comprehensive system supporting positive behaviors in elementary schools. The district hopes this system will lead to improved behaviors and greater student success in school. The concept will be expanded to some middle schools for the 2007-2008 school year with the goal of reducing behavioral referrals and decreased suspensions.

Age Definition

During the review of the Dane County gang problem and its community impact, the members of the Task Force debated the issue of what age range should be considered. It was determined that the age range would be 10-24 year olds.

Adult Data

Data from the Dane County Sheriffs Department and State Division of Corrections offers insight into young adult trends and gang involvement.

Dane County Jail data shows that since the State Legislature passed a law mandating that 17 year olds be charged as adults, the jail has seen an increase in average daily population. Jail incarceration of black females rose in 2006. The arrest rates for Asian and Native American persons remains constant and are a very small percent of the overall arrests. While white males make up the majority of the youthful offenders arrested, the number of black males has increased over the past three years. In 2006 the jail saw the 17 year olds increase, but 19 and 20 year olds are the largest percent of youthful offenders in the jail. Overall, jail population showed a somewhat stable or decreasing trend until 2006 when the jail population as a whole rose 8.4%, the largest increase since 1998. The increase from 2005 to 2006 for the youthful age group was 50.5% (See Attachment 6: Dane Co. Jail Youth offender Analysis)

The State Division of Corrections Department continues to be a leader in the identification and classification of gang members. The DOC data indicates between May 1 and July 31, 2007, Dane County has nineteen confirmed inmates with gang affiliation that were released back into the Madison area.

Dane County Unemployment Data

Unemployment Rates:

- 3.5 –3.9% 2007 through June
- 3.2% 2006
- In 2005, the unemployment rate for blacks in Wisconsin was 10.9 percent. This rate was 2.6 times the corresponding rate for whites (4.2 percent) in the state.

The official rate excludes people who are not looking for work or who are institutionalized (including jail and prison). This seriously understates the disparity between whites and blacks. Source: Black Wisconsinites and Economic Opportunity, The Center on Wisconsin Strategy (COWS) January 2007.

Summary of Juvenile Court System Data

Dane County has experienced a decline in both juvenile and adult crime the last two years in part due to policy changes and intervention efforts on the part of law enforcement, the juvenile justice system, schools and youth serving agencies. But this decline does not illustrate the entire picture nor suggest that problems are solved. On the juvenile and adult fronts, the following issues need to be addressed:

- Violent and high-risk crimes such as robbery, weapons offenses, etc. increased in 2006 and high risk crimes are a direct correlate to gang activity.
- There is a significant disparity in the arrest rates for African-American juveniles that have increased yearly from 2002 through 2005.
- Increased numbers of 17-21 year old offenders in the Dane County Jail and a steady increase of offenders with new offenses.
- The level of poverty is steadily increasing in Madison and data suggests that poverty and unemployment increase the risk of crime, recidivism and gang involvement.
- Continued and growing academic achievement concerns among youth of color, in particular African-American males, coupled with an increase in police calls to MMSD schools.
- Increase incidences of aggression among girls and the emergence of girl gangs.

VII. WORK GROUP SUMMARIES

Using the guidelines from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention's Comprehensive Gang Model (2002), the Task Force charged seven Work Groups to formulate recommendations for further study and action to address local gang issues as identified through the listening sessions, assessment data and input of expert consultation. The Work Groups include:

- Basic Needs
- Prevention
- Education
- Employment Development
- Faith Community
- Public Safety
- Re-Entry from Incarceration

Work Groups were provided with local gang related data, a statement of need and a specific charge to guide the process and focus their recommendations. The recommendations of the Work Groups fall into four response domains:

Prevention strategies that keep youth from becoming involved in gangs by reducing risk factors and/or increasing protective factors, promoting family stability, encouraging school success, promoting positive youth development and engaging youth in the community.

Intervention strategies that support and help youth who are at-risk or currently involved in gang activity to leave the gang lifestyle and become productive members of the community.

Suppression strategies that provide immediate, coordinated and targeted responses to gang activity to neutralize risk and the potential for violence and identify gang involved youth to minimize the negative impact they may have on the community.

Re-Entry strategies that address the unique needs of young people returning to the community after incarceration.

The Task Force recognizes that in application, response strategies typically address more than one function (i.e. an intervention strategy also serves to prevent further gang involvement or recidivism.) However, for the purposes of this report, a strategy will be identified in only one domain recognizing that a particular strategy may well overlap into other domains. Considered collectively, the Work Group recommendations provide a ***comprehensive and integrated response strategy*** to youth gang activity in Dane County.

A. BASIC NEEDS WORK GROUP

Members: Andy Heidt – DCDHS Ombudsman, Ron Chance – DCDHS Joining Forces for Families, Connie Bettin – DCDHS Prevention Manager

Charge: Given the scope and complexity of poverty and its related issues, offering solutions to such problems is clearly beyond the charge of the Task Force. It is, however, important to recognize that individuals and families live in a social context that has a direct impact on life options and choices, including gang involvement. As such, the Basic Need Work Group addressed the connection between basic needs and gang risk, offering recommendations to better inform a system-wide gang response plan.

Poverty, unstable housing, poor nutrition, a lack of gainful employment opportunities and limited access to health care are all basic need issues that impact families and youth. Over the past 30 years, poverty in Madison has increased from 8% to 42% with a disproportionate number of African-American families at or below the poverty level putting African-American boys at the highest risk of youth gang involvement. Unstable housing leads to frequent family moves which in turn results in youth being unattached to school and poor school performance—all risk factors to gang involvement. Impoverished neighborhoods are isolated and frequently have higher crime rates. Although not causal, social challenges do increase the risk for gang involvement as gangs offer an alternative to what seem like insurmountable obstacles. Community input and expert consultation received by the Task Force concurred that poverty is a significant underlying problem to the gang issues in our community and that family stability is essential to prevent gang involvement.

Basic Need Work Group: Prevention Strategy:

1. Comprehensive, Integrated System: A comprehensive system of support is recommended to address poverty and increase family stability, thereby preventing gang activity and involvement:
 - a. Family Support: Home visitation programs such as the Allied Drive Early Childhood Initiative (ECI) is an example of a comprehensive and integrated initiative that addresses issues based on prevention and early intervention principles. ECI uses a team of professionals and paraprofessionals that support expectant mothers on prenatal health and parenting issues, while facilitating access to mental health, substance abuse, job training and economic support services as needed. Providing economic support and job development service within the neighborhood removes access barriers to needed transitional benefits and promotes stable housing and employment. Initial outcome data is promising. (See Attachment 7: ECI Program Description.)
 - b. Family and Child Safety: Children who experience abuse and/or neglect, or witness family violence are at higher risk to develop behavioral, mental health or substance abuse problems. Sustaining a network of child abuse and domestic violence resources is key to supporting family stability.
 - c. Joining Forces For Families (JFF): JFF sites throughout the County provide a platform of support for families.
 - d. Ready to Learn: Early learning programs such as KinderReady and Head Start prepare children for success in school—a key to combating poverty.
 - e. Youth Support: A network of Neighborhood and Youth Resource Centers is needed to provide youth with restricted economic means access to positive recreational alternatives, academic support and job skill training. Programming should be available to youth through high school.
2. Accessible and Affordable Housing: Stable and affordable housing is foundational to family stability and gang prevention.
 - a. Coordination: Public Housing Authorities work closely with low-income families and need to coordinate their efforts within the larger network of services.
 - b. Flexibility with Tenants: Youthful offenders and their families often face lease restrictions barring the youth's return to their parent's home given their past behaviors. Solutions need to be considered that do not displace families in order to have their child return to their home from out of home placement. Using brokers or case managers to help families and landlords negotiate solutions is one

option. For adults returning from corrections, securing housing is key to successful community re-entry—systems of support need to be in place.

- c. Subsidies: Increased investment in eviction prevention and rent subsidy programs are essential to helping stabilize families and minimize the migration from one substandard housing option to the next.
- d. Replicate Affordable Public Housing: Successful models of affordable housing that exist in the community, where nearly half of the tenants eventually purchase their own homes, should be considered for replication.

Basic Need Work Group: Intervention/Re-Entry Strategy

1. Health Coverage: Family and individual access to affordable health care is critical to meeting physical, mental health or substance abuse treatment needs. Currently, youth over 19 years of age are not eligible for health insurance. Physical and mental health needs go untreated until conditions require emergency intervention. If Badger Care Plus is passed in its current form, low-income single adults will potentially have health care coverage in 2009. In the interim, the lack of health coverage for families is problematic.
2. Mental Health and Substance Abuse Services: There is a high correlation between substance abuse and criminal activity and/or gang involvement. Given health coverage issues noted above, providing publicly funded services that effectively identify, assess and treat mental health and substance abuse needs is an essential part of a gang response system.
3. Employment Services: Job training, access and support must be provided for people ages 14-24 as part of a gang response strategy. Unless gainful employment is possible, gang involvement will be a viable alternative. A comprehensive system of employment development will involve the public sector, the business community, schools, non-profits, Madison Area Technical College, and the faith communities in building a network of opportunity and support for employment and job skill development.

Service Coordination: Gang response is most effective when delivered in team structure that allows professionals to work in a coordinated manner. The network typically includes law enforcement (monitoring\suppression), probation and parole (monitoring), N.I.P./delinquency social workers (monitoring), JFF (family support), Youth Centers (skill building), private services (AODA, mental health), schools (education), youth employment and other programs. For gang involved youth, it is recommended that a professional (N.I.P., a delinquency worker, other) be the point person ensuring that the response is coordinated and in alignment.

B. PREVENTION WORK GROUP

Chair: Julie Koenke - Madison School And Community Recreation

Members: Tequila Nash - Nehemiah Development Corporation, Mary O'Donnell - City of Madison, Tariq Pasha - Common Wealth Development Corporation, Tracy Benson - Wexford Ridge Neighborhood Center, Daniel Steinbring - Wexford Ridge Neighborhood Center, Deedra Atkinson - United Way of Dane County, Arthur Richardson - Streets of Gold Productions, Connie Bettin - DCDHS

Charge: The Prevention Work Group reviewed local prevention and early intervention strategies and resources identifying effective practices, areas of need and resource gaps in service. Based on this review, the Work Group recommends a long-term prevention vision and strategy to reach

youth prior to gang involvement through a countywide system that encourages positive youth development and reduces risk factors for negative youth behavior. It also recommends an intervention strategy for youth who are gang involved to prevent further involvement in a gang sub-culture and to re-engage them in the community.

Prevention Work Group: Prevention Strategy

1. Comprehensive Support Services to Youth: A long-term vision and strategy of prevention includes a support network for youth from elementary age through high school. The Work Group recommends building upon the current youth service infrastructure to better meet the needs of young people before risky behavior begins. Elements include:
 - a. Youth Resource Centers for High School Youth: Presently, there are 20 Youth Centers in Dane County (10 urban and 10 rural) that provide after-school academic support, recreation and social skill development programming for *middle school youth*. The 2006 YRC report indicates that annually, 50% of youth use YRC resources in some capacity. In some areas, YRC use reaches 75% of the middle school population. For many youth, this is a resource of immeasurable support and keeps them connected to school and their community in a positive way. The resource ends when youth leave middle school at a critical academic and social transition time. The Work Group recommends that Youth Center capacity be expanded to include high school programming.
 - b. Bolster Existing Network of Youth Services: In addition to Youth Centers, there is a network of youth-serving organizations, neighborhood and community centers throughout the City and County that work to meet the basic, emotional and social needs of youth in addition to providing opportunities for positive involvement in the community. Given that youth are less likely to engage in gang activity when their needs are met, increasing the capacity (staffing and space) of youth development programming is critical to a long-term prevention strategy.
2. Youth Worker Education on Gang Issues: Youth workers need to be knowledgeable about gang issues and know how to talk with youth about gangs in a direct, yet compassionate manner when issues arise. Through the Youth Resource Network, it is recommended that Dane County Human Services and the City of Madison provide annual training for youth workers throughout the County on community gang trends, prevention strategies and on how to effectively talk with students about gangs. Youth Workers will be charged with integrating information regarding trends and responses into their respective organizations to meet specific neighborhood needs.
3. Youth Committee on Gang Prevention: The Work Group recommends that a standing committee of youth be developed to address gang prevention issues. Youth will provide an insight into the gang issue that adults will not consider. Further, civic engagement is developed when youth are a part of problem solving. It is recommended that this committee:
 - a. Be a sub-committee of the Dane County Youth Gang Prevention Task Force;
 - b. Consist of youth or young adults who have left gangs; youth who have not been gang involved; and youth from rural and urban areas;
 - c. Have an adult facilitator. One option is to expand the current Youth Board Facilitator position to staff this effort to provide the support a youth committee requires and to build youth leadership capacity.

Prevention Work Group: Intervention Strategy

1. **Integrated Outreach Model**: Identifying and reaching out to youth who are at risk of or already gang involved is essential to preventing further gang activity. To be most effective, intervention needs to be a comprehensive and integrated effort between community resources, schools and parents. Such an effort is currently occurring in a Madison neighborhood with promising results for replication. Components of *this effort* include:
 - a. ***Committed school administration*** and clear school protocols to address gang issues;
 - b. ***A Gang Squad Workers*** available to the school and community. In this particular effort, New Routes, a program of Centro Hispano, provides Outreach services to gang involved and at-risk youth including the capacity for gang squad staff to respond with immediacy to school requests, develop relationships with youth, contact parents and link to community resources. Neighborhood Intervention Program also has two staff assigned to gang Outreach efforts.
 - c. ***An active Youth Resource Center*** through Madison School and Community Recreation that reaches 85% of school youth through the year and has the built-in opportunity to identify youth who are gang involved or at-risk;
 - d. ***Strong academic support*** through the Youth Center partnership with the Urban League of Greater Madison and United Way to provide the Schools of Hope academic and tutoring support program;
 - e. ***AmeriCorps member involvement*** through the Partnerships for After-school Success (PASS) program to provide additional academic support, and;
 - f. ***Parent involvement*** through information and support groups co-facilitated by community agency and school personnel.
 - g. Key elements to success include:
 - i. Gang outreach response—The capacity for outreach to gang identified youth or those at high risk for gang involvement is critical to the success of a gang intervention response. New Routes (1 FTE) and Neighborhood Intervention Project (2 FTE) cannot meet the Outreach and intervention needs throughout the County as current caseloads are upwards of 100 youth. ***The prevention vision would be to expand Outreach efforts to all elementary, middle school and high school youth at risk for gang involvement;***
 - ii. Relationship—Successful Outreach involves building a trusting relationship with gang involved youth, that in turn requires staff time;
 - iii. Accessibility—Gang staff need to be accessible and programming needs to be available to youth on a neighborhood level;
 - iv. Infrastructure—Several components of this particular integrated effort are already in place across the City and County upon which to build capacity, including Youth Centers, Schools of Hope programming, AmeriCorps PASS sites, and school staff.
 - v. Flexibility—Within the model, programming should be designed to meet the specific needs of the neighborhood.
 - vi. Early Identification—the sooner youth are identified as at-risk, the more likely intervention will have an impact.

C. EDUCATION WORK GROUP

Chair: Susan Crowley - University Health Services Director

Members: Steve Hartley - Madison Metropolitan School District, Brian Boehm - Verona School District, Deborah Ptak - MMSD Sennett Middle School, Judy Reed - Dane County Transition School, Connie Bettin - DCDHS

Charge: The Education Work Group focused on how gang activity affects the educational environment and the learning process for individual students. It considered the challenge every school system faces in providing a safe, controlled learning environment while also engaging gang-involved students in their education. All aspects of this challenge were considered in recommending a three-level response to gang issues intended for implementation throughout every school district in the County.

Education Work Group: Prevention Strategy

1. Discussion with Students: At every grade level, gang prevention information will be discussed with students in a developmentally appropriate way, by:
 - a. Integrating gang prevention materials into elementary, middle and high school Community Building Curriculums currently in use that address bullying, harassment and drug/alcohol use.
 - b. Providing teachers and school staff with the knowledge, tools and support to implement gang prevention curriculum and to talk with youth about gangs and gang related issues as they arise in addition to learning classroom management techniques.
 - c. Developing partnerships between school districts to share resources, policies and protocols, expertise and experiences on effective gang prevention efforts.
2. Administration Support: Dane County Human Services and the City of Madison will provide annual training and facilitate a dialog with school personnel across the County on community gang trends, prevention strategies and on how to effectively talk with students about gangs. School personnel will be charged with integrating information regarding trends and response into their respective protocols to meet specific school and neighborhood needs.
3. Teacher Preparation: It is recommended that the University of Wisconsin system, MATC, Edgewood, Lakeview and other institutions of higher learning include in their Education degree specific course work on social issues (gang related, bullying, harassment, alcohol and drug) and how to address these issues with students in the school setting to prepare graduates for the realities of today's school environment.

Education Work Group: Intervention Strategy

1. Student Engagement: *Establish positive relationships with students*. It is recommended that schools consider practices that identify students in gangs or at-risk of gang involvement and develop a plan to recognize, affirm and engage them on a daily basis.

2. Parent Involvement: Parent involvement with schools is essential to successful gang intervention. Providing regular communication, forming support or information groups, soliciting input on school protocols and informing parents about concerns regarding their child's possible gang involvement are suggested approaches.
3. Alternative Education: Maintain an extensive alternative education system and consider appropriate alternative education models for gang-affected students that will meet their individual learning needs.
4. Community Resources: Collaborate with and link students and their families to available community resources including youth development resources; employment training opportunities, substance abuse and mental health resources. Gang Outreach workers employed by DCDHS and New Routes are valuable resources in the school response to gang issues.
5. School Support: Offer student support services and extra-curricular activities to address the needs of the student population and to engage youth in the campus environment.
6. Employment Preparation: Students who are gang involved are a part of a growing number of youth leaving school early or graduating unprepared to seek and sustain gainful employment. To address this issue, the Work Group *strongly recommends* that:
 - a. A district-wide discussion take place on how high schools can better prepare students for the work force.
 - b. Districts replicate model programs currently used in the high schools that partner with the trade and business community; teach employment skills and offer work opportunities for high school credit; facilitate job placement and support; offer courses in career options like Certified Nursing Assistant programs or health fields where employment needs are high; and, that offer Youth Apprenticeship or Youth Options programs that allow students to take college courses while still at the high school.
 - c. Districts build upon the WiscCareers curriculum provided through the Department of Public Instruction emphasizing job skill development.
 - d. Districts teach financial literacy.

Education Work Group: Suppression Strategy

1. Gang Free School Zones: Taking a direct and consistent approach in schools to suppress gang related graffiti, symbols, hand shakes/gestures and clothing creates a safer learning environment free of stress and violence. It is recommended that Dane County schools adopt policy and implement practices to create "Gang Free School Zones" to ensure safe learning environments for all students and to engage gang involved students in the school community. Key components include:
 - a. Students are Welcome/Gangs are Not: Protocols and school staff send clear and consistent messages that all youth are welcome in the school building to learn, but gang activity and ways that signify gang involvement (clothes, tattoos, etc.) are not welcome and will not be tolerated.
 - b. Achieving a Safe Environment: Protocols include dress codes, tattoo coverage, and proactive communication to parents and students about expectations that is factual and respectful. Gang Free School Zone's are not intended to stifle student freedom of expression through dress, appearance, or speech. They are intended to

react quickly and swiftly when clothing or appearance is clearly tied to a gang affiliated activity to protect the safety of the student body at-large.

- c. Gang Graffiti or “Tagging”: Tagging and graffiti are tools to mark territory and efforts to control space. Removing symbols on school grounds within 24 hours significantly reduces the impact and deters repeat occurrences. If graffiti or gang symbols are seen on student notebooks, *take notice and find a private time to discuss the symbols with the student*, not assuming that symbols signify gang involvement. The message is that the school is a gang free zone and that symbols promote violence and compromise safety.
 - d. Supporting Students: *Respond with a caring, respectful and direct manner* to students who disclose gang affiliation. Let the student know that they will be welcomed each day at school, but that any clothing, graffiti, hand gestures or verbalizations will not be welcomed. School Administration will welcome students each morning to check in and enforce this practice. Many students feel they have no choice and/or escape from gang affiliation. The school can provide a place of escape, sanctuary and safety.
2. Local Models: Consider using MMSD Sennett Middle School as a model protocol. After implementing a Gang Free School Zone protocol for three years, Sennett reports a 100% improvement in the school-learning environment. Students who initially resisted are now compliant. Teachers who initially feared addressing gang issues, now respond to students with confidence. Parents support the effort and are a part of the solution. (See Attachment 8: Sennett Middle School Protocol for Gang Related Issues.)
 3. Coordinating Body: To realize these recommendations, to achieve a consistent district wide response and to maximize resources, it is recommended that a consortium of district administrators, teachers, Education Resource Officers, and representatives of the City and County convene on a regular basis to discuss current trends, coordinate efforts, share resources, policies and protocols.

D. EMPLOYMENT DEVELOPMENT WORK GROUP

Chair: Bill Jollie - Elizabeth Brinn Foundation

Members: Dan Guerra - Argus Ventures, Mike Leibundgut - Park Bank, Tariq Pasha - Common Wealth Development, Doug Strub - Meridian Group, Inc., Connie Bettin - DCDHS

Members of a Reactor Panel asked to review the Work Group Recommendations: Connie Ferris Bailey - Operation Fresh Start, Mary Ratz - Department of Corrections, Brad Binkowski - Urban Land Interests, Ed Clark - Madison Area Technical College, Walter Meanwell - Wachovia Securities, Allen Phelps - UW Center for Education and Work, Pat Schramm - Workforce Development Board of South Central Wisconsin, Mark Schessler - The Bruce Company, Tim Swadley - Pizza Pit Stoughton

Charge: The Employment Work Group identified key components to effective youth and adult employment practices; reviewed the capacity of current resources in comparison to need; and considered the perspective of employers as it formulated recommendations to enhance the system of youth and young adult employment as part of a community-wide gang response.

Employment Work Group: Prevention and Intervention Strategy

As part of the prevention and intervention strategy to gangs, the Employment Work Group recommends *enhancing* the current employment development system to ensure that job skill training, mentoring support and employment opportunities are available to youth and young adults who need assistance in finding and sustaining employment. As a gang prevention strategy, youth who have successful first employment experiences attain valuable skills, are connected to their community in a positive way and are more likely to secure future employment. Positive early employment is one factor in reducing the likelihood of gang involvement. As a gang intervention strategy, it is critical to provide persons seeking to leave a gang or those leaving the correctional system with the opportunity and support needed to secure and sustain *gainful* employment. To this end, a coordinated employment system with adequate capacity is required. The following is recommended:

1. Enhance Current Capacity: Employment and Training Associates, Inc., Wisconsin Youth Apprenticeship Program, Common Wealth Development, Job Corps, Operation Fresh Start, the Urban League of Greater Madison, Youth Services of Southern Wisconsin and the Employment Coordinator through the Division of Juvenile Corrections offer youth employment programs ranging from prevention efforts to re-entry from corrections efforts. Madison Urban Ministry and programs through the Department of Corrections focus on adult employment issues. Although each program differs in the population served based on age, geography, or situation, they all provide *core programmatic components* essential for success, including:
 - a. Job coaching, support and mentoring from an adult that is individualized, immediate and provided on the job site as needed. Local experience and national models indicate that support is *the* critical component to employment success.
 - b. Job preparedness by teaching technical and soft employment skills.
 - c. Placement in suitable employment, and;
 - d. Collaborative relationships with employers to develop and sustain job sites.

According to expert testimony to the Task Force and national gang response models, gainful employment opportunity is a critical component to a successful gang response strategy. Dane County programs demonstrate favorable outcomes. Capacity to meet the need, however, is lacking in all areas of the system from youth employment support as a prevention measure to helping adults who are re-entering the community from corrections. *The Work Group strongly recommends that County and City invest additional resources in employment programs and resources to adequately address the needs of youth and adult employment needs.*

2. Employment Preparedness: It is critical that persons who do not pursue post secondary education be prepared for the work force. This is particularly important for youth seeking first time employment, for high school students at-risk of dropping out and for young adults who did not finish school and are needing a second chance, whether corrections involved or not.
 - a. Shared Responsibility: No one entity can meet this need. This effort will require collaboration and coordination between private agencies, local school districts and technical colleges. As such, the Employment Work Group fully supports the recommendations being put forth by the Education Work Group noted above that school districts include work skill development in their curriculums for credit and that school programs emphasizing job skill development be expanded.
 - b. Employer Need: Employers on the Work Group and on the Reactor panel indicate that they are much more likely to hire persons prepared for employment.

Employers also indicate that there are growing needs for employees with particular skills and this need will only grow in the future.

- c. Preparation for Careers in the Trades and Technical Fields: Given that technical math and other skills are needed for careers in the Trades, pre-apprenticeship programs are needed. Skill development efforts should focus on high wage, high demand occupations with potential career laddering such as Certified Nursing Assistant programs, welding, finance and manufacturing.
3. Employment Expansion Opportunities: Increasing the number of business partners offering employment opportunities is essential. The Work Group determined that there are four core segments within the business community to target for expanding employment opportunities including: a) Small businesses with strong local roots where most youth employment opportunities occur; b) Mid-size local businesses including public entities, financial institutions, medical services and manufacturers that have historically worked in collaboration with agencies or educational institutions; c) National businesses including retail chains that emphasize corporate requirements at the expense of local flexibility in hiring, and; d) Trade and apprenticeship opportunities that work with agencies like Operation Fresh Start and high schools to offer skill development and training in the trades.

Strategies to expand employment opportunity in each segment must include the support of local businesses that have worked successfully with employment agencies in employing youth or adults, particularly those post incarceration. Key steps to consider include:

- a. Share Information: Encourage employers to share their experience with peers in the business community, including the benefits of hiring youth or young adults and in working with employment programs.
 - b. Share Resources: Develop a system where businesses can assist potential employers in setting up the policies and procedures used in youth employment (i.e. hiring, orientation, feedback, coordination, etc.) to ease the burden of the start-up process;
 - c. Incentives: Educate employers on tax credits, bonding and other incentives
 - d. Meet Employer Need: Work in partnership with employers to train prospective employees in the skills sets *employers need*.
 - e. Recruitment: Use the existing structure to recruit new employment partners including local Chambers of Commerce, Rotary Clubs, Lions and Kiwanis Clubs, Business Associations, Trade Organizations, Churches and other Faith-based entities. Business leaders who employ youth and young adults will be the primary spokespeople in these efforts.
 - f. Employment Development Task Force: Establish and adequately staff a standing committee of interested parties including the City, County, business leaders, agencies, the United Way of Dane County, the Department of Corrections and the Department of Workforce Development to implement these recommendations and move this process forward.
4. Youth Employment Matching System: The Work Group recommends that the JobNet web-based system currently used for adult employment be used to facilitate the youth employment process as well. This tool would not replace job interviewing or job support to youth, but would simplify and unify the initial screening and matching process. This

could create a more timely and less burdensome process for current and prospective employers. Employers on the Work Group and Reactor Panel report wanting and needing suitable employees and are interested in a cost and time effective hiring process. Some recommended additions to the adult JobNet system include:

- a. A listing of youth employment programs and the youth populations they serve (age, skill sets, ability levels, etc.) allowing businesses interested in employing youth to access information in one central location rather than being contacted by multiple agencies for placement options.
- b. Being a tool to recruit new businesses, trades and potential employers.
- c. Serving as a communications tool to announce “youth employment fairs” or other events.

Employment Work Group: Re-Entry Strategy

1. Adult Re-Entry: Adult employment issues are primarily addressed through the Department of Corrections, private agencies such as Madison Urban Ministries and the United Way of Dane County /The Journey Home Reintegration initiative.
2. Youth Re-Entry: The Employment Programs Coordinator within the Division of Juvenile Corrections of the Department of Corrections addresses the employment placement needs of youth re-turning to the community from corrections. Mary Ratz, Employment Program Coordinator, reports that:
 - a. Program participation is voluntary
 - b. Approximately 10 Dane County youth participate at any given time, of whom,
 - c. 6 on average are gang involved
 - d. Job coaching and good employment match to skill set are keys to effective programming; and;
 - e. Youth support in employment should occur for at least one year after job placement.

E. FAITH-BASED COMMUNITY WORK GROUP

Chair: Pastor Rick Jones - Mt. Zion Baptist Church

Members: Rev. Everett Mitchell - Madison Urban Ministries, Pastor David Smith - Faith Community Church, Minister Anthony Watkins - Christ the Solid Rock Baptist Church, Stephen Blue – DCDHS

Charge: The Faith-Based Community Work Group identified opportunities where the faith community can collaborate with and enhance government service efforts; identified service gaps in the faith-based continuum of care; and developed recommendations on the role that faith communities can play in a comprehensive, community-wide gang prevention and intervention strategy.

Faith-Based: Prevention Strategy

Faith-based entities and churches have historically served as a prevention resource in communities. Families, particularly in the communities of color, have traditionally looked to the church for spiritual, individual and basic need support. As community and family needs increase and services decrease, a coordinated and collaborative response between faith-communities and government resources will be required. Opportunities include

1. Street 101 Workshop: Recognizing that most parents and the public at large are ignorant to the details of how and why young people become involved in gangs and how gangs

actually function, faith communities will develop and sponsor a workshop designed to educate the public to the terms and realities of street life and gang culture.

2. Support Network: Create a comprehensive support network for families and children that provides necessary services and information.
3. Parental Discipline Information: One of the concerns primarily in the African-American Community is that many young people have gone astray as a result of our inability to discipline our children via physical means. Faith resources will provide information on what disciplinary measures are legal and appropriate.
4. Reclaim Our Moral Value Base: In the midst of societal changes, we have lost the moral value base that previously characterized our country and our communities. We need to reintroduce those standards and develop means to encourage others to live up to those standards.
5. Address Self-Esteem Issues: Recognizing that low self-esteem is a major factor in the gang involvement decision, we will identify and address those self-esteem issues in our young people.
6. Diversify County Staffs: A major concern is the disparate treatment received by children of color in the various settings they find themselves in including school, malls, jobs, and during police contact. We believe that there is a need to push for greater diversity in all areas that our children will be treated fairly and with equity.
7. Broader Police Discretion: As disproportionate minority confinement continues to be a major issue in Dane County and the State of Wisconsin, it becomes imperative that law enforcement officers use the same discretion with children of color that they use with their white counterparts for the same actions.

Faith Based: Intervention Strategy

1. Employment Opportunities: Recognizing that money to purchase necessities and desires is a key concern, Faith-communities will collaborate with businesses throughout Dane County to create employment opportunities.
2. Educational Support: Recognizing that school performance is a factor in gang involvement, we will, in collaboration with the School District and other concerned groups, provide educational support throughout Dane County to improve the academic performance of all children.
3. Mentoring Program: Recognizing the need for role models to encourage and exemplify the positive productive lives that young people should aspire to, we will develop a mentoring program that enables each child to see beyond their current situation to their hopes and dreams through the life of a mentor.

F. PUBLIC SAFETY WORK GROUP

Chair: Randy Gaber - Assistant Chief Madison PD

Members: Chief Frank Sleeter - Sun Prairie PD, Deputy Chief Don Bates - Fitchburg PD, Special Agent Tom Trier - FBI, Captain Tim Ritter - DCSO, Captain Tom Snyder - Madison PD, Detective Eric Veum - Stoughton PD, Detective James Pertzborn - Deforest PD, Detective

George Chavez - Madison PD, Detective Joel Wagner - DCSO, Stephen Blue - DCDHS, David Thorson - DCDHS, Andre Johnson - DCDHS

Charge: The Public Safety Work Group reviewed the effect of gang development in the County and reviewed national and best practice models in developing its recommendations for a community-wide, law enforcement strategy for reducing gang involvement and related criminal activity, including intervention, intelligence and suppression components. The Work Group notes that when making recommendations regarding a public safety response to gang related issues, it is important to realize “crime and gang activity reduction” needs further clarification. Any measurement of reduction in crime needs to be tied to gang motivated or gang involved crime. Looking solely at overall crime reduction does not provide an accurate measurement of impact. Further clarification is needed regarding the type of “gang activity” to be addressed. Gang related activity that violates an existing law or ordinance is clear, those activities that are a nuisance or subjectively undesirable in nature needs further clarification.

The Work Group determined that an organized public safety approach to assessing, planning for and responding to gang related issues is currently lacking and clearly needed. The Work Group developed its recommendations from the perspective of bringing together representative from various public safety disciplines to define the current state of the gang problem and work collaboratively to identify goals and actions toward an effective gang response. Recommendations to an organized response include the following.

Public Safety: Prevention Strategy

1. Firearm Education: Provide ongoing education on the dangers of firearms. Consider creating and supporting an ongoing gun amnesty program where individuals can turn in weapons without fear of prosecution.
2. Law Enforcement Training: Provide adequate funding for ongoing gang training for law enforcement and other related agencies.
3. Community Education: Continue to support and enhance gang education programs in the community (i.e. schools, neighborhood and community centers, etc.)

Public Safety: Intervention Strategy

1. Alternative Programs: Continue to support and expand programs that provide alternatives to arrest for minor gang related crimes and ordinance violations. (i.e. teen court, community service, restorative justice programs, etc.)
2. Youth Engagement: Establish opportunities for law enforcement agencies to engage with gang members or targeted youth in non-enforcement activities such as midnight basketball, after-school activities, job training, girl power, etc.

Public Safety: Suppression Strategy

1. Comprehensive Assessment: The Work Group agrees that there is a significant existing and growing gang problem in Dane County, but the lack of a consistent response poses a problem in fully understanding the scope of the gang problem in our area. The Work Group recommends that a detailed assessment occur to fully understand the scope of the problem and to better focus our response. (A similar assessment was conducted by the FBI for Rock County – March 2007.)

2. Formal Gang Intelligence System: Establish a system to consistently gather and analyze gang intelligence.
3. Countywide Communication System: Formalize a process to routinely share gang information and intelligence. This would be a multi-layered system allowing for restricted and non-restricted access by various stakeholders. Strong consideration should be given to a web-based system that would also allow limited community access.
4. Firearm Access: Propose an ordinance change requiring stores selling facsimile firearms to keep facsimile firearms and ammunition in locked cabinets.
5. Public Safety Coordination Team: The Work Group recommends that a multi-disciplinary Public Safety Coordination Team (County and City law enforcement, corrections, probation and parole, schools, DCDHS gang staff) be established to develop, coordinate and execute public safety planning and intervention efforts. Specifically, the Team would:
 - a. Continuously assess the scope of the gang problem within the County
 - b. Create a more efficient system to carry out tasks such as community education, intelligence gathering, training, community engagement, arrest alternatives
 - c. Provide a system for multi-jurisdictional coordination
 - d. Provide for well-trained personnel to quickly respond to significant gang-related incidents (i.e. large fights, shootings, homicide, etc.) where intelligence and immediate intervention are critical in preventing retaliation and continued gang violence. Expecting patrol officers or other untrained personnel to understand and effectively follow up on the unique elements associated with gang culture is unrealistic.
 - e. Implement the prevention and intervention recommendations listed above.
 - f. The Coordination Team should not be tied to the existing Dane County Narcotics and Gang Task Force and needs an adequate number of personnel assigned to it in order to effectively address Countywide gang issues.

The Public Safety Work Group hopes that the above recommendations will be seriously considered as the need for a comprehensive, multi-disciplinary approach to dealing with gangs is critical. Our ability to coordinate will undoubtedly affect our ability to rapidly suppress gang activity, provide early intervention and prevent future gang problems in our County.

G. RE-ENTRY WORK GROUP

Chair: Art Thurmer - Department of Corrections

Members: John Fiorello - Probation & Parole, Bruce Billings - Probation and Parole, Michele Krueger - Department of Corrections, Dawn Rohr - DCI, Herbert Timm - DOC, Rhonda Voigt - DCDHS, JoAnn Mercurio - DJC, Mindy Trudell - Madison Metropolitan School District, Katrina Davison - Oakhill Correctional Institution - Division of Adult Institutions, Janis Mink - DOC, Richard Fetting - DJC, Ben Gonring - SPD, Adrienne Curtis - DOC, Kurt Schwahn - DJC, Stephen Blue - DCDHS

Charge: The Re-Entry Work Group reviewed and inventoried re-entry programs and initiatives operating in Dane County for adult and juvenile offenders; contacted correctional facilities around the country inquiring about practice models addressing gang re-entry issues; and identified system gaps for gang involved persons re-entering the community and formed recommendations to address these issues.

System Review

1. Local Resources: The Work Group identified and inventoried the re-entry resources available in Dane County (See Attachment 9: Re-Entry Community Resources.) The committee agreed that re-entry efforts must address an offender's needs in the following core areas to increase successful return to the community:
 - a. Employment
 - b. Education
 - c. Housing and a safe home environment
 - d. Alcohol and drug treatment
 - e. Family support

2. National Program Search: The Work Group contacted correctional facilities around the country inquiring about gang intervention and community re-entry models targeting gang members and activity (See Attachment 10: National Search Summary—Re-Entry Gang Models.) Very few programs are available and those in operation do not have outcome data.

3. Gang Intervention and the Re-Entry Process: Re-entry from a correctional facility to the community consists of three phases, each providing an opportunity for gang intervention. These phases include:
 - a. The time an offender is incarcerated in jail, prison, juvenile reception center or juvenile corrections. The Department of Corrections (DOC), including the juvenile facilities, do not offer programming specific to gang intervention while persons are incarcerated. There is limited opportunity for tattoo removal for gang members wishing to separate from an established gang. Suppression and intelligence efforts occur in that gang members are identified and tracked throughout the correctional system and DOC provides gang affiliation information to law enforcement in Dane County prior to the offender's release. DOC has re-entry programs for adult and juvenile offenders re-entering Dane County (See Attachment 9.)
 - b. The time frame six months prior to a person's release from jail or prison. The Department of Corrections has a well established Bureau of Offender Classification and Movement that can move offenders to different locations based on risk and need. Dane County has three separate adult correctional facilities in the county where resources and programming are made available to facilitate the re-entry process.
 - c. The time when an offender is released back into the community. Currently, adult offenders released from prison are subject to parole or extended supervision. Probationers released directly from court or from jail are subject to probation supervision. Community Corrections does not offer any adult or juvenile specific gang intervention programming in the community. Community Corrections provides adult community programming in the areas of employment, education, drug/alcohol treatment, parenting, anger management, domestic violence, cognitive intervention programming (CGIP), sex offender treatment and other community based programs. The Work Group believes these areas are important for offenders renouncing gang affiliation and need to be built into any programming offered to adult and juvenile offenders re-entering the community. Dane County Community Corrections has a well-established Day Report Center

that offers daily programming in the community to allow participants to maintain employment and reside at home.

Re-Entry Work Group: Re-Entry Strategy

1. Coordination: Continue current levels of communication between all agencies involved in the re-entry program including law enforcement, DOC and the County.
2. Gang Programming: Provide adult gang intervention programming six months before release from jail and prison. The Work Group recommends Dane County collaborate with the DOC Re-entry Director Mary Kay Kollat to pilot a small gang intervention program (10 to 15 offenders) at one of the minimum-security facilities located in Dane County. Ms. Kollat has department wide oversight of re-entry programming within the DOC. This program could include optional tattoo removal and would be in addition to programming already offered at the Oakhill facility.
3. Aftercare Pilot: The Work Group recommends that Dane County collaborate with Ms. Kobalt to provide gang intervention aftercare programming in partnership with the institution programs at the DOC Community Corrections Day Report Center. This should be a small pilot program focused on identifying successful and evidence based programming for gang intervention. The program would operate as an aftercare program to the program mentioned above and could be interfaced with programming that already exists at the DRC.
4. Identification: Identify gang members held at the Dane County Jail and offer intervention programming prior to release.
5. Youth Support: Juveniles re-entering the community need positive activities. Programs are needed that offer positive social activities for youth, targeting areas of the city where gang activity is prevalent.
6. Staff Training: The City and Dane County provide annual gang intervention training to correctional officers throughout the system.
7. Mentoring Program: Establish a mentoring program specific to youthful gang offenders re-entering the community from prison and jail. The mentors would be tasked with assisting the offender in the area of employment, finding stable residence, transportation and other pro-social activities as needed.

VIII. ENHANCED GANG TASK FORCE RECOMMENDATIONS

The Task Force thanks members of the Work Groups for their time, energy and exemplary work in examining the gang issue in Dane County and formulating prevention, intervention, suppression and re-entry recommendations for consideration. Every recommendation put forth has merit and would add value to the current gang response system. Many of the recommendations involve changes or enhancements within discipline areas and build upon existing infrastructure. The Task Force suggests that each of the Work Group recommendations be reviewed and considered for implementation within their respective disciplines to the extent possible.

Several recommendations emerge across Work Groups that are priority areas for consideration. These include:

1. Coordinated/Integrated System of Response:

The Work Groups universally indicate that gang prevention, intervention and suppression planning and response must be delivered in an integrated and coordinated manner to maximize resources and impact. Current planning and response efforts occur in isolation and are fragmented. Areas to include in a coordinated effort:

- Educating youth workers, school personnel, police officers, social workers, private providers, etc. on gang trends and response skills
- Sharing information, intelligence and effective practices
- Assessing gang trends and data on an on-going basis
- Developing plans and response strategies to maximize resources and impact
- Providing direct services in an integrated manner
- Involving youth and parents in planning efforts, and;
- Including the faith-based community, business leaders, basic need and family support systems in planning efforts

The Task Force recommends that:

- a) *The existing Gang Task Force of Dane County fill this coordination role and create the committee infrastructure to better coordinate assessment, education, communication, employment development, intervention and suppression planning efforts;*
- b) *The creation of a Gang Coordinator position be considered;*
- c) *Various disciplines (law enforcement, education, prevention, re-entry, etc.) consider ways to better coordinate gang response efforts unique and internal to their respective systems, and*
- d) *Models of integrated practice identified by the Work Groups showing promising results be replicated (Early Childhood Initiative, Gang Worker Outreach, Gang Free School Zones)*

2. Public Safety Coordination Team:

Given the specialized needs in law enforcement gang response and suppression efforts (rapid response, staff expertise, sharing of intelligence multi-jurisdictional coordination, etc.) *The Task Force supports the recommendation of the Public Safety Work Group to form a Coordination Team and concurs that it be adequately staffed to complete its work. It further recommends that this specialized team coordinate with the Dane County Gang Task Force effort.*

3. Gang Squad Workers:

Gang Squad Workers are key resources in the current gang response effort as indicated by the Prevention, Education, Public Safety and Re-Entry Work Groups. Gang Squad Workers provide a vital Outreach, prevention and intervention role by immediately responding to school or community information to avert gang activity and violence through pro-active interventions on a street level. They provide case management type service to gang identified youth who may or may not be in the juvenile justice system through active Outreach efforts, mentoring and linking youth and their families to resources. This role is critical and needs to be expanded. *The Task Force recommends that Gang Squad staffing be sufficient to provide response capacity to all elementary, middle and senior high schools in the community for gang involved youth and for youth identified as at-risk for gang involvement.*

4. Work Skill and Employment Development Resources

Employment is a core component to gang prevention, intervention and re-entry success as noted by most of the Work Groups.

The Task Force recommends that:

- a) Employment programs providing skill training, mentoring and placement for youth and adults be expanded to meet existing need, including pre-apprenticeship programs to promote careers in the Trades.*
- b) A commission of business and trades leaders, program providers, school representatives, Faith-Community leaders, United Way staff, Department of Work Force and Corrections reps, City and County staff be formed to coordinate and move this effort forward.*
- c) JobNet include youth employment opportunities*

5. Positive Youth Programming and Support:

Offering positive alternatives to youth is fundamental to gang prevention as indicated by the Basic Need, Prevention, Faith-Based, Education and Re-Entry Work Groups. Neighborhood and Community Centers, Youth Resource Centers, and youth-serving organizations provide youth the support, opportunities and resources to decrease the risk of gang involvement. Most significant, they provide positive adult relationships and a safe place—key protective factors for youth.

The Task Force recommends that:

- a) Current youth resources and unmet need be formally evaluated to determine gaps, and that;*
- b) Resources be allocated to address identified needs and gaps so that youth through high school have access to community support, and that;*
- c) The Prevention service network and Faith-Based communities work in collaboration to enhance youth outreach and programming options.*

6. Re-Entry Pilot Programs

The Re-Entry Work Group indicates that specific gang intervention strategies are lacking during all three phases of the re-entry process from the correctional system. *The Task Force supports the recommendation of the Re-Entry Work Group that gang intervention programs be piloted in the pre and post release phases of the Re-Entry process. This would be a collaborative effort between the Department of Corrections and Dane County.*

7. Gang Free School Zones

Providing safe learning environments that welcome all youth, but not gang activities are foundational to a community gang response plan. The Education Work Group offers ideas for a comprehensive prevention, intervention and suppression educational response to gangs. *The Task Force supports these recommendations and recognizes the challenges faced by today's educators and the critical role they play in a gang response. The Task Force also recommends the City and County continue and expand teacher training efforts and middle school prevention efforts.*

IX. CONCLUDING COMMENTS

The Task Force wishes to thank all of those who participated in this important community effort. It thanks County Executive Kathleen Falk and Mayor Dave Cieslewicz for their support in this endeavor and for their consideration of the recommendations. Although the Enhanced Task Force's work concludes at this point in time, the real work is beginning and will only be realized with the energy, commitment and creativity demonstrated during this planning process.

Respectfully Submitted,

Dane County Enhanced Gang Task Force

X. SPECIAL CONTRIBUTORS

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Dane County Youth Gang Prevention Task Force

Dane County Youth Resource Network

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XI. ATTACHMENTS

1. Families (and Children) on Public Assistance 2000 and 2007
2. Dane County Youth Commission Focus On: Youth Gangs 2005
3. Enhanced Task Force Gang Survey Tool
4. Madison Metro School District Call for service Fall 2006
5. Dane County Jail Youthful Offender Analysis – Dane County Sheriff's Department
6. Dane County Juvenile Offenders sent to Corrections Study-DCDHS Delinquency Services
7. Early Childhood Initiative Overview
8. Sennett Middle School Protocol on Gang Related Issues
9. Re-Entry Community Resource Inventory
10. Re-Entry Gang Models: National Search Results

Families (and children) on Public Assistance, February 2000 & 2007

Area	Feb 2000 Families	Feb 2007 Families	Age 0-1	Age 2-5	Total 0-
17					
Middleton	129	320	113	162	514
Sun Prairie	284	766	243	432	1,477
Stoughton	199	375	121	195	723
Allied Area					
Allied	233	304	138	183	625
Chalet Gardens	46	88	37	53	127
Atticus Way	0	39	12	21	68
balance of Tract 6	14	44	16	32	90
SW Madison					
Balsam Rd area	46	99	32	59	209
Hammersley Rd	45	94	33	66	285
Morraine View	35	124	45	68	250
Schroeder Rd	44	63	29	40	105
Muir Field Rd	13	45	16	24	80
Williamsburg Way	67	133	39	78	250
Northside					
Packers-Northport	175	286	97	163	590
Kennedy-Northport	75	146	56	85	345
Vera Ct area	57	91	47	47	164
Warner Park	30	69	25	36	114
South Madison					
NW of Park/Beltline	168	218	83	119	447
NE of Park/Beltline	158	250	94	144	522
S of Beltline	141	220	97	156	383
Lake Point	104	113	33	60	179
South Towne	11	27	9	13	40
Leopold School	121	294	115	182	558
S Fish Hatchery	75	223	100	136	399
East					
Darbo-Worthington	61	80	21	46	195
Fordem-Lakewood Gdns	48	74	26	35	115
Hiestand Park	49	78	31	45	128
Truax	86	84	24	39	162
Williamson St	44	49	16	26	71
YWCA	12	23	7	14	31
Salvation Army	--	8	2	2	15
West					
Wexford	68	120	49	68	224
Eagle Hts	29	65	35	33	91
Total	4,600	9,700			

Above is a comparison of 2000 vs 2007. Note that the number of families has more than doubled from 4,600 to 9,700. This is the result of "looser" MA income and asset eligibility limits AND growth in the number of low-income families in Dane County.

Noteworthy growth has occurred in Sun Prairie, Middleton, Moraine View, Muir Field Rd and the Leopold School / S Fish Hatchery Rd area.

Persons on public assistance are low income. Because of their limited income and resources they sign up for MA (i.e. Medical Assistance), W-2 and Food Stamps with MA and food stamps having, by far, the largest rolls. Some families are involved in all programs. A few families are signed up for food stamps only. The data presented does not include families using childcare subsidies from the Wisconsin Shares program. Figures also do not represent undocumented families who do not have children who were born here.

2007 HHS Poverty Guidelines are as follows:

HH Size	Poverty
1	10,210
2	13,690
3	17,170
4	20,650
5	24,130

3,480 for every additional person

Income limits for Badger Care reach 200% of poverty (with a premium).



Focus On: Youth Gangs

DANE COUNTY YOUTH ASSESSMENT

DECEMBER 5, 2005

VOLUME 1, NUMBER 1

Written by
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These Focus on: reports provide an in-depth analysis of specific topics/issues on data from the 2005 Dane County Youth Assessment of 7th-12th graders in 14 Dane County school districts.

This report is a product of the Dane County Youth Commission

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Youth Gangs in Dane County

This issue of *Focus On* explores Youth Gangs in Dane County. In 2005, as in past Youth Assessments, students have been queried about gang participation. The following report will explore the characteristics of youth who report gang affiliation, make comparisons to national data, and offer some topics for further discussion.

Overview of Youth Gangs

Although no consensus exists on what constitutes a youth gang (U.S. Dept. of Justice, *Juvenile Justice Bulletin*, Aug. 1998), most definitions include the following characteristics (Curry & Decker, 1998 and Miller, 1992):

- 1) Self-formed group, united by mutual interests, that controls a particular territory, facility or enterprise;
- 2) Uses symbols in communication;
- 3) Collectively involved in crime or anti-social activity

Since the 1970s, the presence of gangs in our communities (and, in particular, youth gangs) has grown dramatically.

Although once thought to be an inner-city problem, gang violence has spread to communities throughout the United States. At last count, there were more than 24,500 different youth gangs around the country, and more than 772,500 teens and young adults were members of gangs. (Egley, A. & Arjunan, M., 2002, 2000 National Youth Gang Survey)

In the 1970s, when gang measurement first began, 40% of all county populations reported some gang problems. By the late 1990s, that figure had grown to 90% of all counties. (Miller, 2001)

Also, teens who are gang members are much more likely than other teens to commit serious and violent crimes. For example, a survey in Denver found that while only 14% of teens were gang members, they were responsible for committing 89% of the serious violent crimes. (Huizinga, D. 1997).

Nationally, youth gang members range in age from 12–24 years old with the average member being 17–18 years old. Over half of youth gang members are aged 19 to 24—and these older youth are the most violent (Egley, A. 2000). Typically, more than 90–95% of gang members are male.

“Gangs as youth groups develop among the socially marginal adolescents for whom school and family do not work.”

*J.W Moore (1991)
Going Down to the Barrio*

The strongest predictor of “sustained gang affiliation” is a high level of interaction with antisocial peers and a low level of interactions with pro-social peers.

(Battin-Pearson, 1997)

Gangs can be organized in a variety of ways for different purposes. Specialty gangs (e.g., around drug trafficking) may number 25 members whereas large-city gangs can have thousands or even tens of thousands of members. Some youth gangs may band together to commit crime, others to simply commit property damage and delinquent behavior, and others may be extensions of adult criminal organizations (Gordon, 1994).

What attracts youth to become gang members? Surveys of youth have shown a variety of reasons:

- Prestige or status among friends
- Making money
- Protection from other gangs
- Sense of identity
- Intense recruitment from family, peers, friends

In the August 1998 *Juvenile Justice Bulletin* (published by the Office of Juvenile Justice and Delinquency Prevention) is a comprehensive list of risk factors (summarized below) gleaned from twenty years of gang research:

Risk Factors for Youth Gang Membership	
Domain	Risk Factor
Community	<ul style="list-style-type: none"> ○ Social disorganization, poverty, residential mobility ○ Presence of gangs ○ Availability of drugs ○ Availability of firearms ○ Feeling unsafe in a neighborhood
Family	<ul style="list-style-type: none"> ○ Troubled families, drugs/alcohol, family violence ○ Lack of role models
School	<ul style="list-style-type: none"> ○ Academic failure ○ Lower education aspirations ○ Few teacher role models ○ Identification as LD
Peer Group	<ul style="list-style-type: none"> ○ High commitment to delinquent peers ○ Low commitment to positive peers ○ Friends who use drugs and are gang members
Individual	<ul style="list-style-type: none"> ○ Aggression ○ Proclivity for excitement, trouble ○ Early or precocious sexual activity ○ Alcohol and drug use ○ Victimization

Dane County Gang Data

How are profiles of local youth different from national profiles? (DCYA 2005 data)

- 1) **Higher percentage of white kids in gangs.** Of youth reporting gang affiliation in Dane County:
49% were white,
18% African-American,
11% mixed race, 7% Hispanic and 3% Hmong.
- 2) **More females.** National profiles show females are around 8-10% of most gangs. Locally 24% are female with the highest percentages in grades 7–9.
- 3) **Less urban.** Although national growth in youth gangs has been in smaller communities, the majority of kids in gangs are in larger urban areas. However, in Dane County, 46% of students who say they are gang members live outside of Madison.

According to Wisconsin Department of Public Instruction tallies, there are over 33,000 public school students in 7th–12th grades in Dane County in the 2005-2006 school year. A little more than 4% of the students surveyed in the 2005 Dane County Youth Assessment (DCYA) said they were currently gang members. Extrapolating these data we could project 1300 gang members in Dane County. The 1995 DCYA also reported 4% of students in gangs—but of a significantly smaller population (25,000 students). In 1995 there would have been about 1000 students in gangs. **This means that while the percentage of 12-18 year-olds in gangs has remained at 4% over the past decade, the number of gang-involved youth has increased 30% (300 youth) over that time period.**

A Profile of Dane County Youth Gangs

The profile of youth who say they are currently gang members is quite different from the profile of the entire 7th–12th grade population (DCYA 2005). Yet the local gang profile is also different than the U.S. data. (Note: All data below is for 7th-12th grade students responding to the DCYA 2005 survey.)

Youth who are gang members have **significantly fewer positive influences in their lives.** They are more likely than the overall youth population to . . .

- Spend less time with family
- Spend more time watching television
- Have been physically abused by an adult
- Have an adult family member charged with a crime

Youth in gangs also tend to have **negative feelings about education.** They are more likely to . . .

- Say they won't graduate from high school
- Feel discriminated against at school
- Get much lower grades

They are also involved in more **risky behaviors** like . . .

- Many sexual partners
- Daily marijuana use
- Frequent alcohol use

And finally, gang members are far more likely to be involved in **violent activities** such as . . .

- Fights with weapons
- Bullying other kids at school
- Bringing weapons into the school

(See Appendix A for more details)

An Historical Look at Gangs in Dane County

As noted above, the percentage of students saying they are gang members has stayed constant from 1995 to 2005 but the total number of youth involved in gangs has probably grown at a rate similar to the student population county-wide.

Looking closely at DCYA gang data for these years shows a few positive trends with violence and crime. In 2005, 27% of self-reported gang members say they have **never** shoplifted compared to only 15% in 1995; in 2005, 58% said they have never brought a weapon to school compared to 39% ten years ago; and in the recent survey, 38% say have never had a fight with weapons compared to 22% in 1995. In fact, **all survey items related to violence and crime saw a decrease from 1995 to 2005**. (See the tables in Appendix B for more details)

Gang data from 1995 and 2005 show some surprising similarities over a ten-year period:

- Youth who say they are gang members comprised about 4% of all students surveyed both times.
- Females were roughly one quarter of the group in both '95 and '05.
- Nearly one-half of these youth say they live outside of the Madison metro area—though there is a slight trend toward a “metro” group (those living outside Madison was 52% in '95, down to 46% in '05).
- In '05, 37% of youth who say they are gang members feel they are treated unfairly in school because of their race – similar to 34% in '95.

In contrast, some percentages changed dramatically over that ten-year period:

- In 1995, 68% of youth in gangs said they were white. Now in 2005, 49% are white with growth coming in Hispanic and mixed race groups.
- About 30% of gang youth said they didn't think they would finish high school in 1995, in 2005 only 12% say they won't finish.
- Marijuana use is much higher, with 27% smoking daily in 2005, up from 17% in 1995.
- Also, binge drinking 5 or more days per month is up from 25% (in '95) to 29% (in '05).

Key Findings

According to DCYA data, Dane County youth gang numbers have grown since 1995. Because they tend to indulge in more risky behaviors more often, these youth create societal costs that are much greater than their numbers. This is why it is so important to develop effective prevention strategies that reduce gang involvement.

The DCYA 2005 data, summarized in this report, provide important (and sometimes surprising) findings that will help our community develop policies and strategies to confront youth gang issues. The key findings that have emerged from this analysis of youth gangs are as follows:

- While youth of color represent 25% of middle and high school students, they represent 50% of youth gang members in Dane County.
- Compared to national youth gang data, Dane County's youth gang members include more females (24%), more non-urban youth (46%), and more white youth (49%).
- While the use of alcohol and other drugs has declined in the general youth population over the past decade, gang members report an increase in the use of drugs (especially marijuana) and alcohol.
- Significant numbers of youth who report gang affiliation get good grades (43%); live in two-parent families (46%), and have college educated parents (50%).

Even though kids in gangs make up only 4% of all youth surveyed, they are a large proportion of what many consider “at risk” groups:

- 38% of all students who say they won't finish high school
- 35% of all students who say their grades are mostly below “D”
- 36% of all kids who have been in more than one fight with weapons in the past year
- 46% of all kids who have carried weapons to school six or more days in the past month
- 35% of youth who smoke marijuana daily

Recommendations

In the DCYA 2005 data, kids in gangs said they needed certain help or resources in proportions higher than other youth:

Nearly 93% worry about getting good grades

More than 32% worry about parent drug and alcohol problems

About 45% said they needed help finding summer or part-time jobs

Sixty-two percent say there are not enough resources for youth employment

Fifty-two percent said they needed more resources for community social activities

Over 50% worry about getting pregnant or contracting an STD

1. The data show that many youth who are involved in gangs live in stable families and/or get reasonably good grades in school. **The Youth Commission recommends that community prevention strategies focus on both “at-risk” youth who fit the profile for potential gang involvement and “low-risk” youth who do not fit that profile.**
2. **The Youth Commission recommends that schools, community groups and governmental entities increase positive after-school and week-end recreation/enrichment programs for both “low-risk” and “at-risk” youth.** Such programming may include youth resource centers, after-school athletics, culturally specific academic and social support programs, and library activities.
3. **The Youth Commission recommends that schools, community organizations and governmental entities join together to address issues related to gang involvement on the part of rural youth, girls and youth of color.** These demographic groups are either increasing and/or disproportionately high when compared to the county population or national trends.
4. **The Youth Commission recommends that schools and community organizations emphasize creative and innovative personal outreach efforts to parents as an integral strategy in education, prevention and youth development programs.** Because parents have such a strong influence on the values and behaviors of their children, they must be actively involved in all efforts to prevent youth gang involvement.
5. **The Youth Commission recommends that middle and high schools join with community organizations to develop innovative approaches to the issues of teen sexual responsibility and use of alcohol, tobacco and other drugs, especially marijuana.**

References

Some youth who said they were currently gang members did not fit either the national or local gang profiles.

These students are getting mostly A's and B's in school, live primarily in two-parent households, and the majority has parents with college degrees.

Yet, looking at the "A/B students" in gangs, there is a high percentage (33%) that bring weapons to school regularly, 29% are hard drug users (compared to 3% for all students) and a majority have had fights with weapons.

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Appendix A

Dane County Youth Gang Profile – 2005

DEMOGRAPHICS (% of group)		<u>Youth in Gangs</u>	<u>All Youth</u>
Gender	Male	76%	50%
	Female	24%	50%
Race or Ethnic Group	Native American	3%	1%
	Black	18%	6%
	Hispanic	7%	4%
	Hmong	4%	2%
	Asian (not Hmong)	3%	3%
	White	49%	76%
	Mixed Race	11%	6%
	Other	4%	2%

EDUCATION (% of group)		<u>Youth in Gangs</u>	<u>All Youth</u>
Plans After High School	Won't Finish HS	12%	1%
	Will go to 4-year college	35%	62%
Grades	BC or below	57%	28%
Special Education	Yes	27%	12%
Rules in my school are fairly enforced	Strongly Disagree or Disagree	55%	33%
Adults in my school treat me unfairly because of my race. <i>(Data only for students of color)</i>	Strongly Agree or Agree	36%	21%

APPENDIX A—CONTINUED

FAMILY CHARACTERISTICS (% of group)		<u>Youth in Gangs</u>	<u>All Youth</u>
Parents Marital Situation	Parents married, never separated or divorced	48%	67%
Education of Parent #1	High school grad. or less	32%	20%
Hours per week with family	None to less than 1 hour	39%	21%
Family member charged with a crime	Yes	44%	14%

MISCELLANEOUS DATA (% of group)		<u>Youth in Gangs</u>	<u>All Youth</u>
Alcohol use	Any alcohol in the last 30 days.	60%	25%
Marijuana use	Daily use	27%	3%
How many partners for sexual intercourse (lifetime)	5 or more partners	53%	13%
Ever been physically abused by an adult	Yes	30%	11%
Fight with weapons at least once	Yes	63%	10%
Carrying a weapon in school last 30 days	At least one day	43%	5%
Bullying Others (Espelage scale)	5 or more times in the past 30 days	28%	2%
Internet Access	None	8%	18%

Appendix B

Dane County Youth Gang Comparison – 1995 to 2005

DEMOGRAPHICS (% of group)		<u>Youth in Gangs</u> 1995	<u>Youth in Gangs</u> 2005
Gender	Male	78%	76%
	Female	22%	24%
Race or Ethnic Group	Native American	3%	3%
	Black	14%	18%
	Hispanic	4%	7%
	Hmong	4%	4%
	Asian (not Hmong)	2%	3%
	White	68%	49%
	Mixed Race	N/A	11%
	Other	5%	4%

EDUCATION (% of group)		<u>Youth in Gangs</u> 1995	<u>Youth in Gangs</u> 2005
Plans After High School	Won't Finish HS	30%	12%
	Will go to 4-year college	38%	35%
Grades	BC or below	62%	57%
Special Education	Yes	24%	27%
Rules in my school are fairly enforced	Strongly Disagree or Disagree	62%	55%
Adults in my school treat me unfairly because of my race. <i>(Data only for students of color)</i>	Strongly Agree or Agree	28%	36%

APPENDIX B—CONTINUED

FAMILY CHARACTERISTICS (% of group)		<u>Youth in Gangs</u> 1995	<u>Youth in Gangs</u> 2005
Parents Marital Situation	Parents married, never separated or divorced	45%	48%
Education of Parent #1	High school grad. or less	43%	32%
Parents know what I'm doing after school	Never/Rarely	42%	23%
Family member charged with a crime	Yes	52%	44%

MISCELLANEOUS DATA (% of group)		<u>Youth in Gangs</u> 1995	<u>Youth in Gangs</u> 2005
Alcohol use	Any alcohol in the last 30 days.	62%	60%
Marijuana use	Daily marijuana use	18%	27%
5 or more drinks at one time, past 30 days	More than 5 times	25%	29%
Ever been physically abused by an adult	Yes	43%	30%
Fight with weapons at least once	Yes	78%	63%
Carrying a weapon in school last 30 days	At least one day	62%	43%
Ever Shoplifted	Yes	85%	63%

Survey on Gang Involvement

Purpose:

The Dane County Gang Prevention Task Force is a group of concerned people who want to help teens stay out of gangs. We'd like to start by figuring out why people join gangs and what they need in their lives to replace what gangs seem to offer. We need your help because you know best what's going on that makes a gang seem like a good alternative. Please answer a few questions about your experiences. **Answering these questions is voluntary, anonymous and private.**

Being honest will NOT be used against you in any way.

About yourself

Age _____	What race do you identify as	School you attend _____
<input type="checkbox"/> Male	<input type="checkbox"/> Black/African-American	Highest grade completed _____
<input type="checkbox"/> Female	<input type="checkbox"/> Latino	
	<input type="checkbox"/> White	
	<input type="checkbox"/> Hmong/SE Asian	I have a <input type="checkbox"/> High school diploma
	<input type="checkbox"/> Other Asian	<input type="checkbox"/> GED
	<input type="checkbox"/> Bi-Racial	

<p>■ 1. What adults do you live with?</p> <p>No</p> <p><input type="checkbox"/> Mother ✓all that</p> <p><input type="checkbox"/> Father apply</p> <p>No</p> <p><input type="checkbox"/> Grandmother/father</p> <p><input type="checkbox"/> Adult brother or sister</p> <p>_____</p> <p><input type="checkbox"/> Other adult relative</p> <p><input type="checkbox"/> Other adult (not a relative)</p> <p>_____</p> <p><input type="checkbox"/> On my own</p>	<p>■ 2. Do you have any children? <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>■ 3. Are you actively parenting? <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>■ 4. Where do you live now?</p> <p>_____</p> <p>■ 5. Birthplace</p> <p>_____</p> <p style="text-align: right;">city or town state</p>
--	---

■ 6. Employment status

Employed **full**-time

I went to Operation Fresh Start

Employed **part**-time

I can't find a job

I don't want to work

■ 7. What influences the way you dress or act?

Friends

- Girl/Boyfriend
- Family
- Latest fashion

■ 8. What type of music do you listen to?

- Videos
- Music performers _____
- Other _____

■ 9. Which artists? _____

10. How does music influence how you act?

11. Which of these have you used or do you currently use? (✓as many as you want)

- | | |
|---|--|
| a. <input type="checkbox"/> School activities | h. <input type="checkbox"/> House Parties |
| b. <input type="checkbox"/> Teen Center/Loft | i. <input type="checkbox"/> Groups through my church |
| c. <input type="checkbox"/> Youth Resource Centers | j. <input type="checkbox"/> East Washington/Cruising |
| d. <input type="checkbox"/> MSCR socials | k. <input type="checkbox"/> State Street/Peace Park |
| e. <input type="checkbox"/> Neighborhood or Community Centers | l. <input type="checkbox"/> Movie theaters, mall, arcades |
| f. <input type="checkbox"/> Organized sport teams | m. <input type="checkbox"/> City parks, swimming pool, basketball courts |
| g. <input type="checkbox"/> Pick-up sports | n. <input type="checkbox"/> Programs like NIP, CAP supervision or Briarpatch |
| o. <input type="checkbox"/> Other _____ | |

12. What do you do in your spare time?

13. Who is your role model?

14. Why?

15. Alcohol and Drug use

regularly

	I use this every week	I have tried it, but don't use
a. Alcohol	<input type="checkbox"/>	<input type="checkbox"/>
b. Marijuana	<input type="checkbox"/>	<input type="checkbox"/>
c. Ecstasy	<input type="checkbox"/>	<input type="checkbox"/>
d. Crack/cocaine.....	<input type="checkbox"/>	<input type="checkbox"/>

- e. Heroin
- f. Huffing
- g. Meth amphetamine . . .
- h. Prescription drugs
(like Ritalin)
- i. Over the counter
medication

■ **Mental Health**

- 16. Do you feel depressed or anxious, have trouble paying attention or some other challenge? Yes No
- 17. Have you received counseling for this issue? Yes No
- 18. Were you ever been hurt or abused as a child?
 - a. Physically? Yes No
 - b. Sexually? Yes No
 - c. Emotionally? Yes No

■ **Weapon Access**

- 19. Do you have access to a gun? Yes No
- 20. Do you carry a weapon of any kind? Yes No
- 21. Have you used your weapon? Yes No

22. Do you believe there is a problem with gangs in Madison? Yes No

23. What advice would you give someone trying to stay out of a gang?

-

24. What would you tell the Task Force about helping kids or young adults succeed in life?

-

About Your Gang Involvement

25. Are you currently a member of a youth gang?

- YES**, please answer questions 26-35 below.
- NO**, please skip to question 36 on page 5.

26. If you are a member of a gang, what's the name of your set?

27. At what age did you join the gang? _____

28. Are members of your family in your gang? Yes No

29. Are members of your family in another gang? Yes No

30. Why did you join your gang?

-

31. What do you get out of being in a gang that you can't get anywhere else? (✓ as many as you want)

- | | |
|---|--|
| a. <input type="checkbox"/> Fun | e. <input type="checkbox"/> Drug use |
| b. <input type="checkbox"/> Image | f. <input type="checkbox"/> Protection |
| c. <input type="checkbox"/> Excitement | g. <input type="checkbox"/> Girlfriends/Boyfriends |
| d. <input type="checkbox"/> Money | h. <input type="checkbox"/> Something to do |
| i. <input type="checkbox"/> Something else like | |

32. As a part of the gang, do you participate in any of these actions (✓ as many as you want)

- a. Stealing
- b. Tagging property
- c. Damaging property
- d. Using drugs or alcohol
- e. Selling drugs
- f. Helping other gang members sell drugs
- g. Fighting or beating up people
- h. Rape
- i. Harming others with intent to kill

33. Is there anything that would have **kept you out** of the gang, like: (✓ as many as you want)

- a. My parent talking to me about gangs.
- b. My parent or another adult who spent more time with me.
- c. A teacher or someone at school who kept me focused on my grades.
- d. A coach, pastor, neighbor or someone not in my family who cared about me.
- e. Hanging with different friends.
- f. Having things to do after-school like basketball or other recreational activities.

- g. Having more to do at night or a place to go at night.
 - h. Counseling or other programs for teens who are sad, angry, lonely, etc.
 - i. Having a job.
 - j. Not using drugs or alcohol.
 - k. Not living with my family because things weren't good at home.
 - l. Getting arrested and going to court.
 - m. Going to jail or prison.
 - n. Fears about being hurt or someone in my family being hurt.
 - o. Knowing what gangs are really like from someone who had been in one.
 - p. Something else like
-

34. Do you see yourself being involved in a gang most of your adult life? Yes No

35. Is there anything that would help **you to leave** the gang? (✓as many as you want)

- a. My parent talking to me about leaving.
- b. My parent or another adult spending more time with me.
- c. A teacher or someone at school who would keep me focused on grades.
- d. A coach, pastor, neighbor or someone not in my family who cared about me.
- e. Hanging with different friends.
- f. Having things to do after-school like basketball or other activities.
- g. Having more to do at night or a place to go at night.

35. Is there anything that would help **you to leave** the gang? (*continued*)

- h. Counseling or other programs for teens who are sad, angry, lonely, etc.
 - i. Having a job.
 - j. Not using drugs or alcohol.
 - k. Not living with my family because things aren't good at home.
 - l. Getting arrested and going to court.
 - m. Going to jail or prison.
 - n. Fears about being hurt or someone in my family being hurt.
 - o. Something else like
-

If you are NOT a member of a gang, please answer question 36 below.

36. Have you been a gang member in the past? YES, please answer questions 37 and 38 below. NO, please skip to question 39 on page 6.

37. If you were a gang member in the past, why did you get out? (✓as many as you want)

- a. a friend helped me
 - b. an adult helped me
 - c. I just walked away
 - d. I got sent to jail or corrections
 - e. other reason
-

38. Looking back, what **might have stopped** you from joining the gang: (✓as many as you want)

- a. My parent talking to me about gangs.
- b. My parent or another adult who spent more time with me.
- c. A teacher or someone at school who kept me focused on grades.
- d. A coach, pastor, neighbor or someone not in my family who cared about me.
- e. Hanging with different friends.
- f. Having things to do after-school like basketball or other recreational activities.
- g. Having more to do at night or a place to go at night.
- h. Counseling or other programs for teens who are sad, angry, lonely, etc.
- i. Having a job.
- j. Not using drugs or alcohol.
- k. Not living with my family because things weren't good at home.
- l. Getting arrested and going to court.
- m. Going to jail or prison.
- n. Fears about being hurt or someone in my family being hurt.
- o. Knowing what gangs are really like from someone who'd been in one.

Thanks for your help.

If you have NEVER been a member of a gang, please answer questions 39-44 below.

39. If you have **never been in a gang**, what helped you stay out? (✓as many as you want)

- a. My parent talked to me about gangs.
- b. My parent or another adult spent time with me.
- c. I stayed in school and cared about my grades.
- d. A coach, pastor, neighbor or someone not in my family spent time with me.
- e. My friends weren't involved in gangs.
- f. I have things to do after-school like basketball or other recreational activities.
- g. I volunteer and do other positive things with my time.
- h. I went to counseling for teens who are sad, angry, lonely, etc.
- i. I have a job.
- j. I don't use drugs or alcohol.
- k. My family gets along pretty good and we have what we need, like food and a place to live.

- l. I was afraid of getting arrested.
- m. I didn't want to go to jail or prison.
- n. I didn't want to get hurt or have someone in my family get hurt.
- o. I know that gangs are not a good thing.

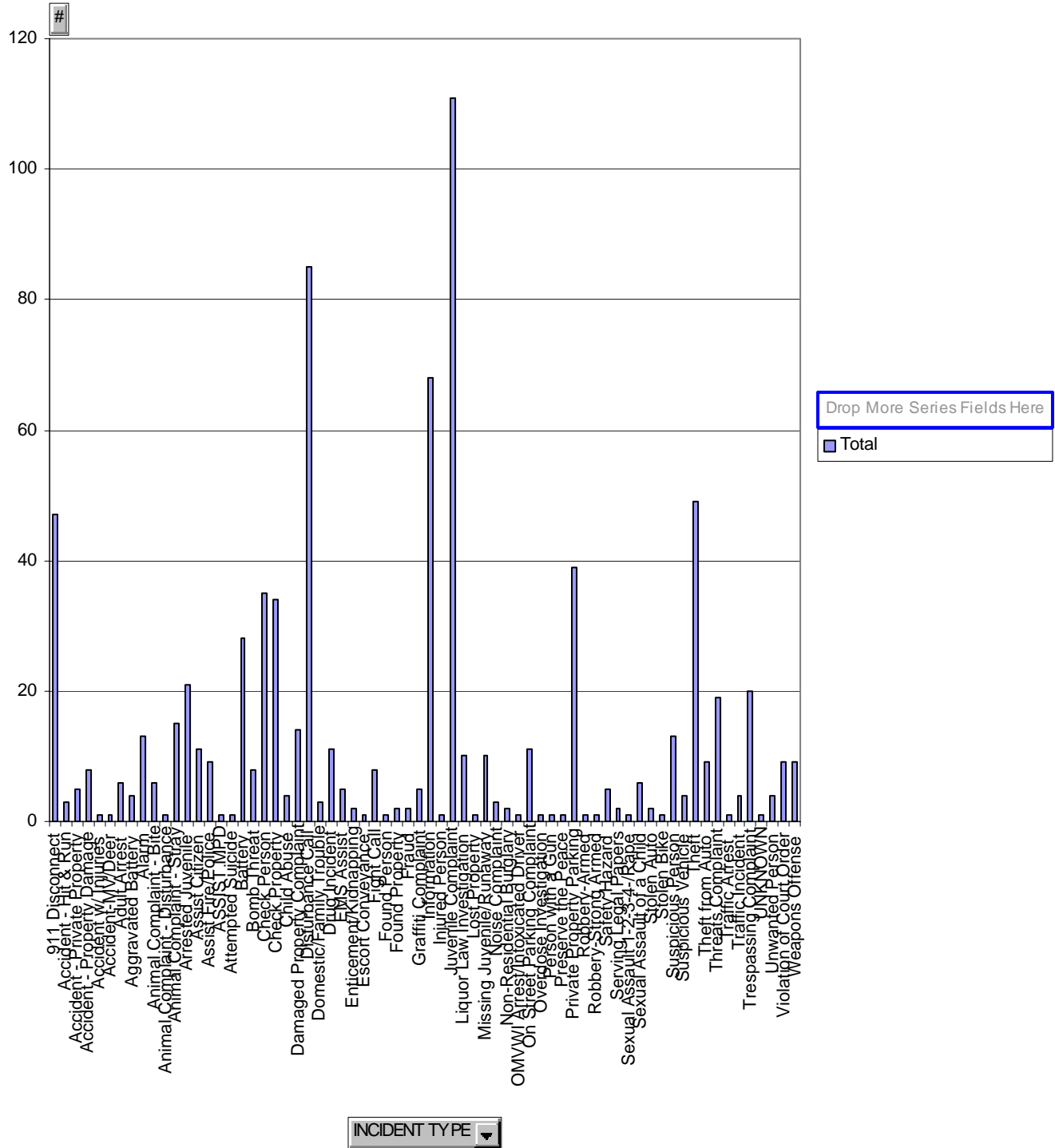
40. Do you have friends who are in a gang? Yes No
41. Do you have family members who are in a gang? Yes No
42. Do you ever do stuff with the gang members? Yes No
43. Have they ever asked you to join their gang? Yes No
44. Have you ever been intimidated by a gang member? Yes No

Thanks for your help.

Attachment 4: Madison Metropolitan School District Call for Service - Fall 2006

Month (All) DAY OF WEEK (All) School (All)

Total





**THE DANE COUNTY JAIL SYSTEM
YOUTHFUL OFFENDERS ANALYSIS
Sheriff Dave Mahoney**

2007

Report Compiled by:
Administrative Manager Pat Imhoff

YOUTHFUL OFFENDER ANALYSIS

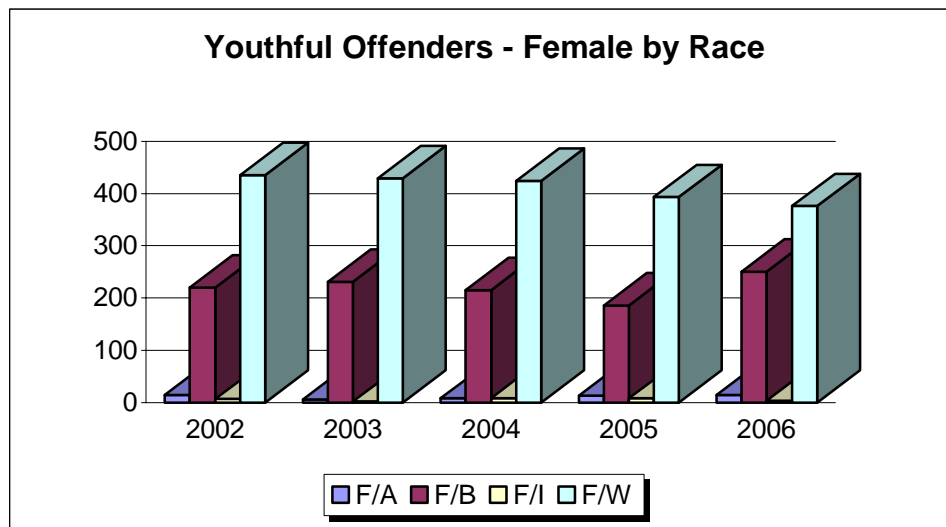
Executive Summary

Since the State Legislature passed a law mandating that 17 year olds be charged as adults, the Dane County Jail has seen an increase in average daily population. The law also mandated that once a juvenile was waived to adult court, the juvenile be considered an adult for any future offenses he/she may commit. The law additionally provides that 15 and 16 year olds may be charged as adults depending on the type of crime committed.

This analysis looks at youthful offenders in the jail for the period of time of 2002 through 2006. It also looks at the age group of 12 through 21. Information will be provided to show any potential trends. A full list of the crimes committed will be included at the end of this report.

Analysis

First of all, what are the demographics of youthful offenders who are incarcerated? What types of crimes are committed? What is their impact on the population of the jail?



Demographics

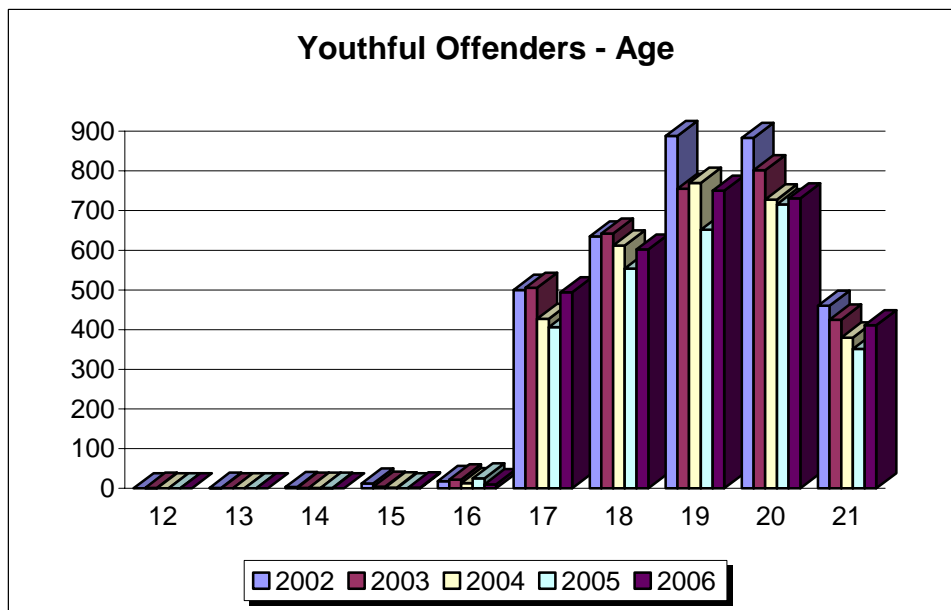
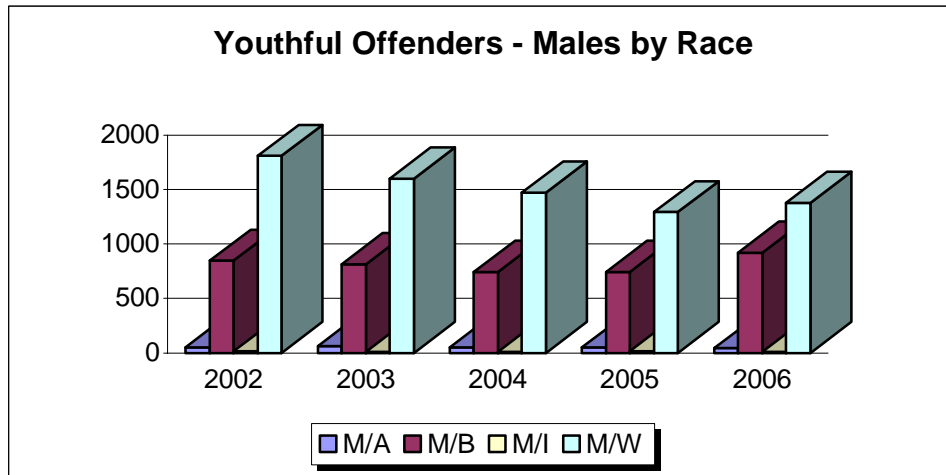
The majority of female youthful offenders are white females. Their numbers remain somewhat constant, with a slight downward trend for the past two years.

Female black offenders are also consistent with an upward trend in 2006.

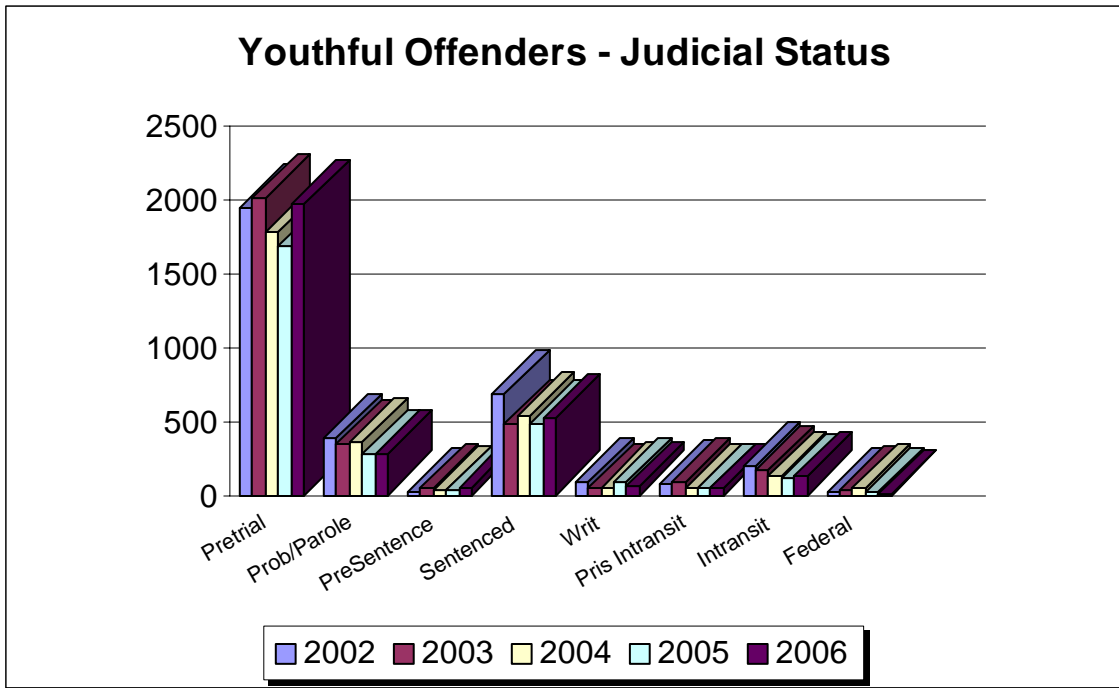
The other minorities, Asian, and Indian, remain constant and are a very small percentage of the overall arrests.

There is a larger difference year-to-year for male offenders. While white males make up the majority of youthful offender arrests, black males have been increasing over the past three years.

As with the females, the other minorities are a very small percentage of the male offenders. The chart below looks at the numbers of offenders incarcerated by their age group.



In 2005, 16 year olds were up slightly from the previous year. As you watch the trends, note how in 2006 the 17 year olds increased. Each year sees an increase in the numbers of offenders in each age group. You can see how they progress through the system each year they get older. The 19 and 20 year olds are the largest percentage of the youthful offenders in the jail.



Every person booked into the Dane County Jail is assigned a judicial status—a custody status of why they are incarcerated. The Jail tracks the custody status every day for all persons housed in the facilities.

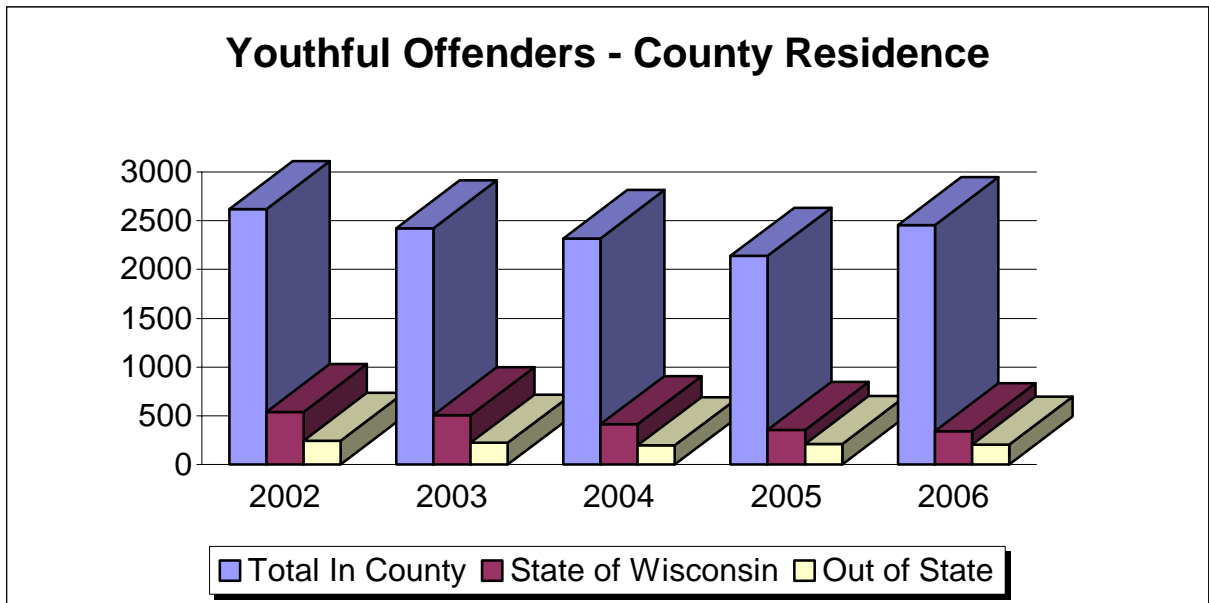
Pretrial inmates include all of those booked on new charges as well as bench warrants issued for failure to appear. Many of the pretrial inmates require cash bail to be posted before they can be released.

It is interesting to note that inmates booked on Probation or Parole holds make up about 10.5% of all of the youthful offenders arrested. The sentenced population shows the same overall trends as that seen with all incarcerated inmates. Intransit inmates are those waiting for transfer to prison or other counties.

Percentage of Total Arrests

Status	2002	2003	2004	2005	2006	5-Yr Avg
Prob/Parole	11.1%	10.6%	11.8%	10.0%	9.1%	10.5%
Pretrial	56.7%	62.6%	59.7%	61.6%	64.4%	61.0%
Sentenced	20.1%	15.0%	17.9%	17.4%	16.9%	17.5%
Intransits	8.1%	8.0%	6.0%	5.8%	5.6%	6.7%

How many of these youthful offenders live in Dane County?



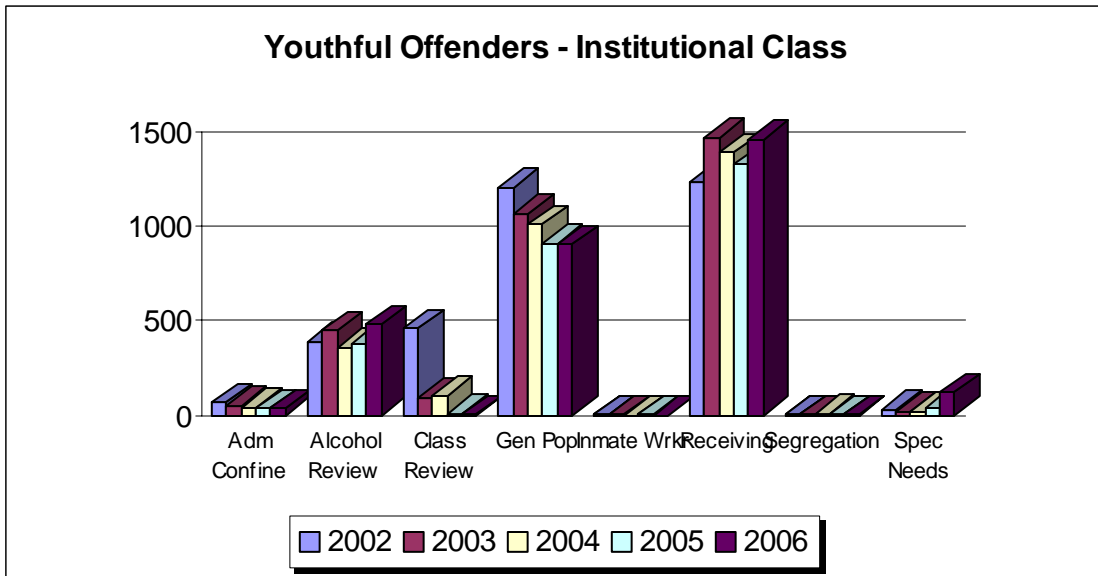
The vast majority of the younger offenders are coming from the communities in which they live. The trend compared with those offenders over 21 show that the youthful inmates have a higher percentage of Dane County residency.

	2002	2003	2004	2005	2006
Total In County	2619	2424	2321	2139	2455
State of Wisconsin	537	508	413	355	344
Out of State	244	225	199	212	201
Total Offenders	3400	3157	2933	2706	3000

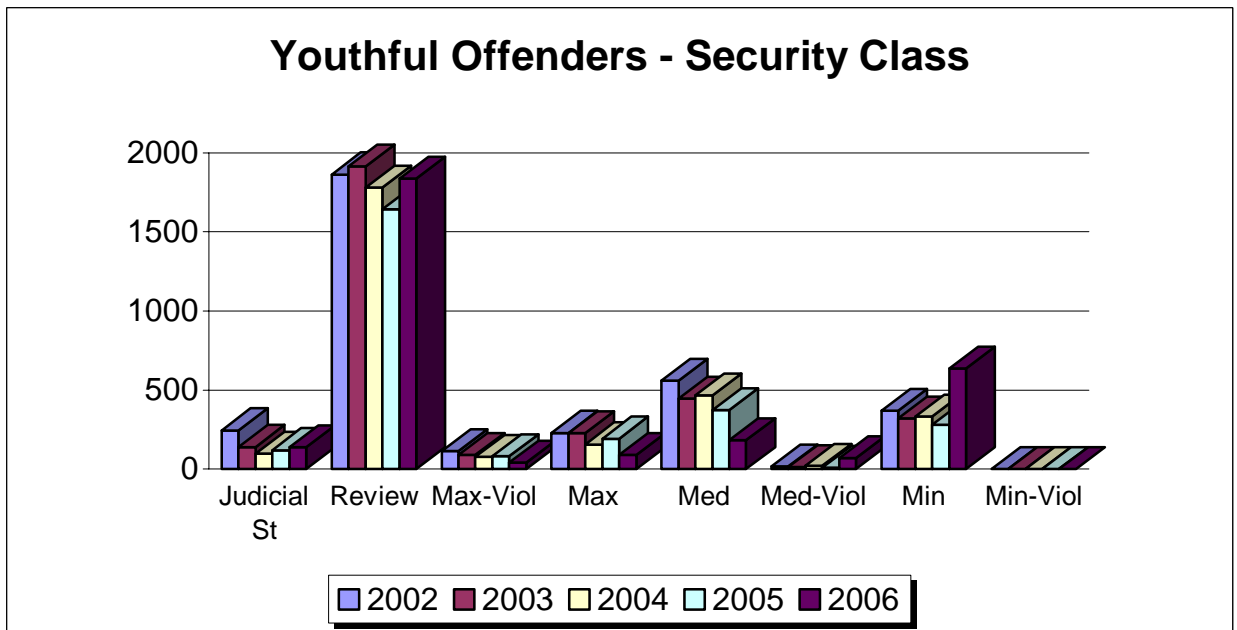
Institutional Classification

The next graph shows the institutional classification assigned to persons incarcerated in the jail. Any person who is booked that has alcohol in his/her system is kept in a holding area so he/she can be watched carefully for signs of withdrawal. Administrative confinement inmates have difficulties being housed in general population based on behavior. The majority of youthful offenders are classified as Receiving (a pre-arraignment status), or are housed in general population.

Note though, the significant increase in 2006 in youthful offenders with special needs (i.e., mental health, medical problems, etc.) There is also a decrease in 2006 for those in administrative confinement housing.



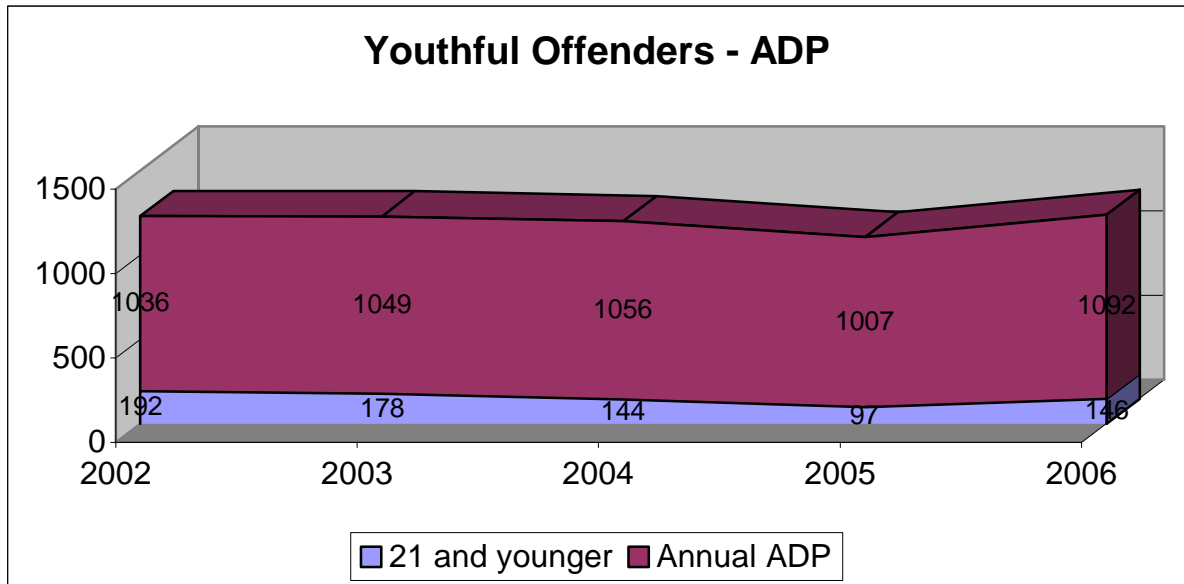
Every inmate booked into the jail is classified by level of security. Those in the Review category are the inmates in a pre-arraignment status who are held in Receiving until after they go to court. Many times they are released from jail within the first day or two, and thus are not classified for a regular housing assignment.



It is heartening to see that numbers of maximum and medium violent offenders has decreased. Note the upward trend in the minimum classification.

Adp And Length Of Stay

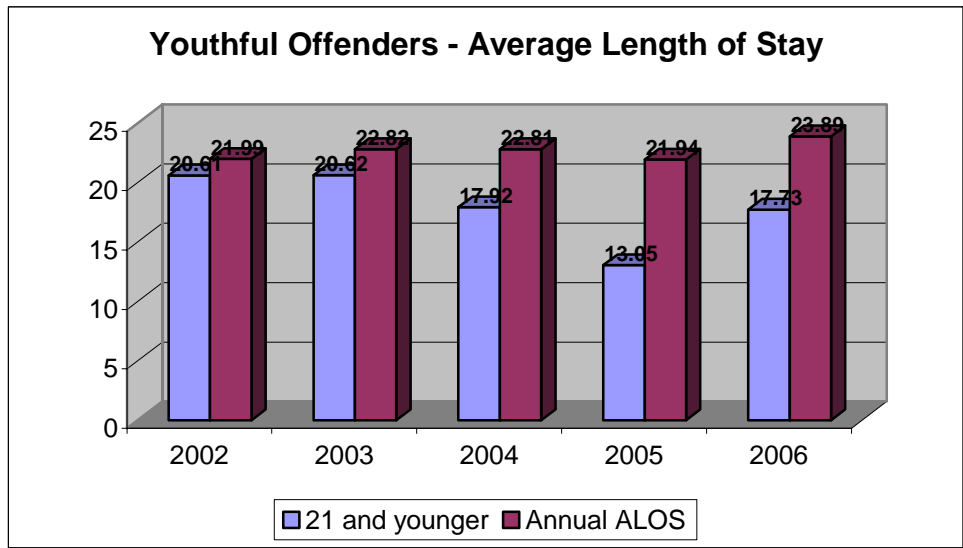
So what is the impact on jail population? The following charts will attempt to show the impact of youthful offenders.



Overall, jail population showed a somewhat stable or decreasing trend until 2006 when the jail population as a whole rose 8.4%, the largest increase since 1998. The increase from 2005 to 2006 for the youthful age group was 50.5%.

ADP	2002	2003	2004	2005	2006
21 and younger	192	178	144	97	146
Annual ADP	1036	1049	1056	1007	1092
Pctg of Overall ADP	18.5%	17.0%	13.6%	9.6%	13.4%

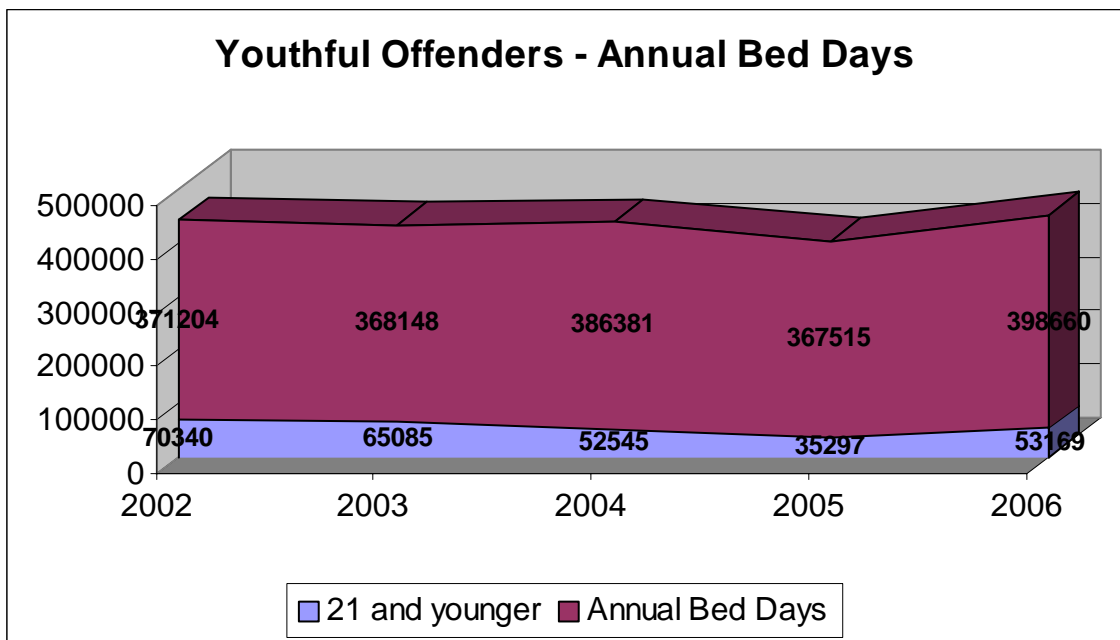
The annual length of stay has similar findings, including the anomaly in 2005. Youthful offenders stay in jail less time on average than the overall jail population. However, in 2004 and continuing through 2006, the average length of stay for the age group studied shows a much larger difference in the number of days the youthful offender was incarcerated.



ALOS	2002	2003	2004	2005	2006
21 and younger	20.61	20.62	17.92	13.05	17.73
Annual ALOS	21.99	22.82	22.81	21.94	23.89

There is no obvious reason why this is so.

The next graph shows the annual bed days. Note the 25,000+ increase in bed days from 2005 to 2006, a 7% increase overall. The youthful offender shows a 33% increase in bed days for the same period. If you refer back to the judicial status graph on page 4, you will see the increase in 2006 for sentenced and pretrial arrests. This is a large part of the increase in bed days in 2006.



Bed Days	2002	2003	2004	2005	2006
21 and younger	70340	65085	52545	35297	53169
Annual Bed Days	371204	368148	386381	367515	398660
	18.9%	17.7%	13.6%	9.6%	13.3%

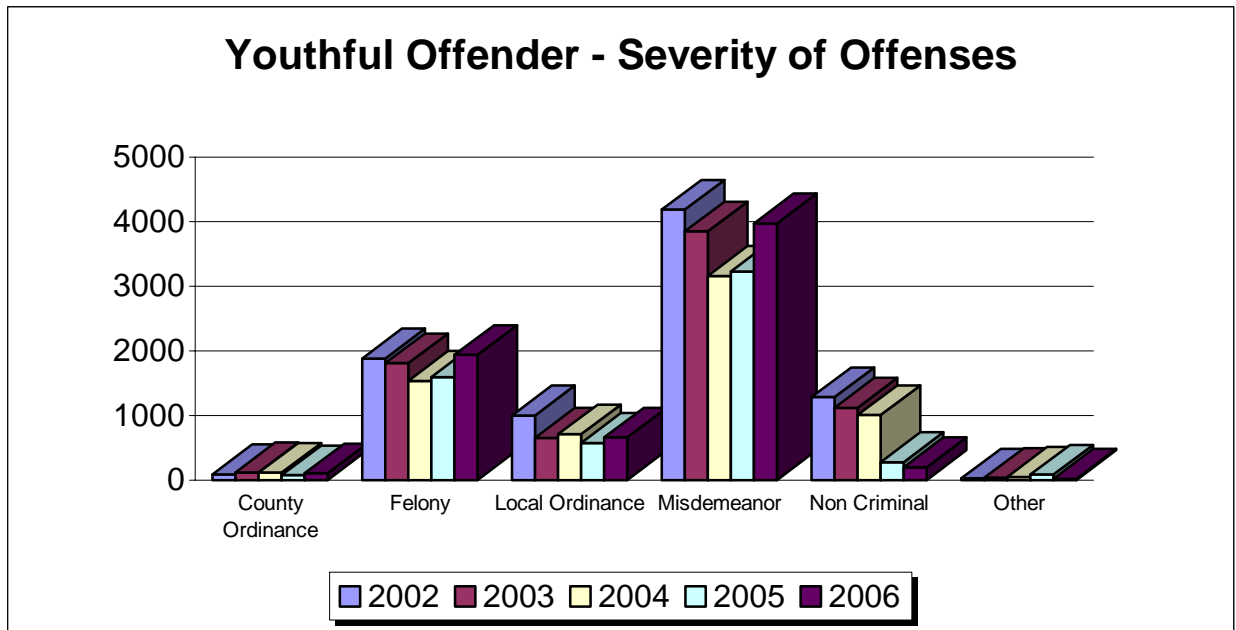
Offenses

Because of the complexities of why each individual person is incarcerated, it is very difficult to give cut and dried numbers when looking at the offenses. Many inmates are in jail for more than one charge, and those charges are usually a combination of new arrests, commitments, felonies, misdemeanors, holds, etc. Because of this, no one booking can be determined to be a felony booking or a misdemeanor booking. Like-wise no one judicial status can tell the whole story of why a person is in jail.

As a result, the next section on offenses encompasses all of the offenses for which a youthful offender is in jail. The following graphs show the different kinds of offenses in relation to the total offenses.

Severity

The following graph shows the number of felony, misdemeanor, and etc. offenses that youthful offenders are behind held in jail. Note the significant rise in both felonies and misdemeanors in 2006.



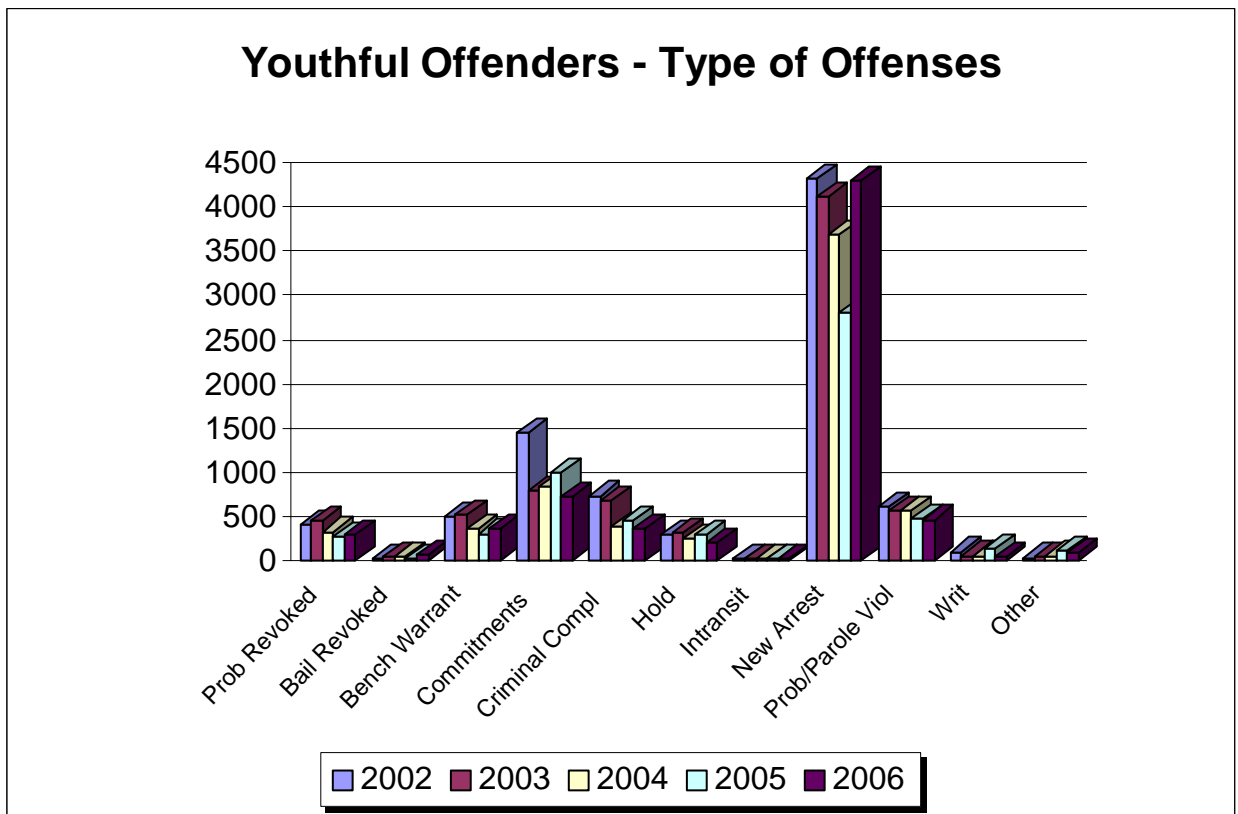
Severity	2002	2003	2004	2005	2006
County Ordinance	91	121	117	76	106
Felony	1884	1806	1533	1597	1935
Local Ordinance	1003	653	708	576	659
Misdemeanor	4182	3846	3157	3229	3972
Non Criminal	1284	1118	1008	279	202
Other	25	38	49	85	21
	8469	7582	6572	5842	6895

Felony offenses rose significantly in 2006, and are 28% of the total offenses. The table below shows the percentage of total offenses each severity level is.

Severity	2002	2003	2004	2005	2006
County Ordinance	1.1%	1.6%	1.8%	1.3%	1.5%
Felony	22.2%	23.8%	23.3%	27.3%	28.1%
Local Ordinance	11.8%	8.6%	10.8%	9.9%	9.6%
Misdemeanor	49.4%	50.7%	48.0%	55.3%	57.6%
Non Criminal	15.2%	14.7%	15.3%	4.8%	2.9%
Other	0.3%	0.5%	0.7%	1.5%	0.3%

Type

Each offense is given a category, such as a new arrest, a criminal complaint and warrant, a commitment, etc. The next chart shows the number of each type of offense is involved.



This table shows the associated percentage of total offenses fall into the various categories.

Type	2002	2003	2004	2005	2006
Prob Revoked	4.7%	5.9%	5.0%	4.7%	4.1%
Bail Revoked	0.2%	0.6%	0.6%	0.3%	0.8%
Bench Warrant	5.9%	6.8%	5.4%	5.2%	5.3%
Commitments	17.0%	10.4%	12.8%	17.2%	10.5%
Criminal Compl	8.7%	9.0%	5.9%	7.6%	5.3%
Hold	3.4%	4.0%	3.7%	5.0%	3.0%
Intransit	0.3%	0.2%	0.4%	0.3%	0.2%
New Arrest	51.1%	54.3%	56.0%	47.9%	62.3%
Prob/Parole Viol	7.2%	7.4%	8.5%	8.0%	6.7%
Writ	1.2%	0.7%	0.9%	2.2%	0.5%
Other	0.4%	0.7%	0.8%	1.8%	1.2%

Offense Disposition

How are the offenses disposed of? The following table will show this.

Offense Disposition	2002	2003	2004	2005	2006
Acquitted	2	5	1	1	2
Paid Bail	1549	1403	1352	1014	1558
Court Order	38	71	22	92	23
Credit Time Served	275	310	196	136	184
Dismissed	1049	1029	866	713	725
Declined	209	358	183	266	469
Fine Paid	291	176	272	199	216
First Offenders	1	10	0	0	0
Fine Stayed	25	16	13	12	13
Insufficient PC	10	4	6	3	15
Prison	3	94	33	4	0
Probation	167	169	155	105	185
Probation Sentence	134	120	121	83	120
Recognizance Bond	2199	1966	1653	1202	1726
Revoked	107	103	98	60	80
Release to Appear	473	468	418	325	397
Sentenced	1287	688	689	908	579
Stayed	31	25	13	38	16
TOT	580	526	405	616	399
Miscellaneous	39	41	76	65	188
Total	8469	7582	6572	5842	6895

What really becomes obvious is the drop-off in the number of youthful offenders who were sentenced to prison. In 2003 there were 94 offenders who received prison sentences, with a significant drop in 2004 and 2005 and none in 2006. The drop in 2006 could be that many of the inmates who might receive prison sentences won't be sentenced until 2007. Any offense that did not have a disposition at the time the data queries were compiled, show up in the miscellaneous category. You will note a large jump in that category in 2006.

For 2006 new arrests are on the rise, as shown by the increase in dispositions of recognizance bonds and cash bail paid. Sentences have notably decreased, as well as TOT dispositions. Looking at how the numbers fluctuate from year to year, it seems fairly certain we will see an increase in average daily population and length of stay when all of the new offenses are disposed of in 2007.

Conclusion

The trends with the youthful offenders appear fairly consistent with those trends noted in jail statistics overall. The jail population of the younger inmate will show the increases and decreases similar to that noted over the past five years as the younger inmate ages, and the offenses go through the criminal justice system.

Areas to note where there could be some impact would be to look at the First Offender's Program, whose numbers as associated with the youthful group are quite minimal. And the noticeable increase in special needs for this age group is something to watch.

Severity level of offenses took a jump in 2006. With the increases in 2006 in pretrial and probation/parole inmates, and the increase in new arrests, the youthful population will most likely increase.

2002-2005 Dane County Juvenile Corrections Database Report

Since 2002, as the DCDHS Juvenile Corrections Liaison, I have been keeping a database on the youth Dane County sends to Juvenile Corrections. Initially this database contained fewer fields but with the assistance of the Comprehensive Strategy Coordinator Ginny Whitehouse, the entire database was extended to its current number of 50 fields (see attachment A). I have studied the database information on 204 youths from the period covering January 1, 2002 through December 31, 2005. This report identifies overall trends in the demographics of the juveniles sent to corrections by Dane County and examines our use of the shorter-term programs within juvenile corrections.

Except for the year 2003, the number of youth sent to corrections by Dane County has been consistent:

2002 – 57
 2003 – 34
 2004 – 56
 2005 – 57

Trends during the last 4 years indicate that the total number of females has fallen during this period from 29.8% in 2002 to 14% 2005 (Figure 1). Conversely, the total number of males has risen during the same period from 70.2% in 2002 to 86% in 2005.

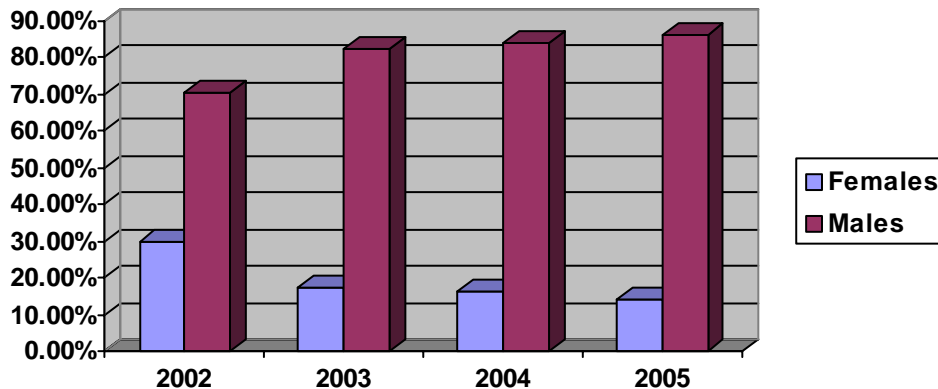


Figure 1: Female vs. Male Dane County DJC Commitments, 2002-2005

Broken down by race/ethnicity, it is clear that African-American teens are overrepresented among the youth Dane County commits to corrections (Figure 2). The percentage of Hispanic youth has hovered between about 9% and 12%. The percentage of white teens appears to be on a slow decline. The number of Asian youth rose in 2005 from a high of one in other years to three. Two Native American youth were sent to corrections in 2002 and 2004. One Arabic youth was committed in 2005.

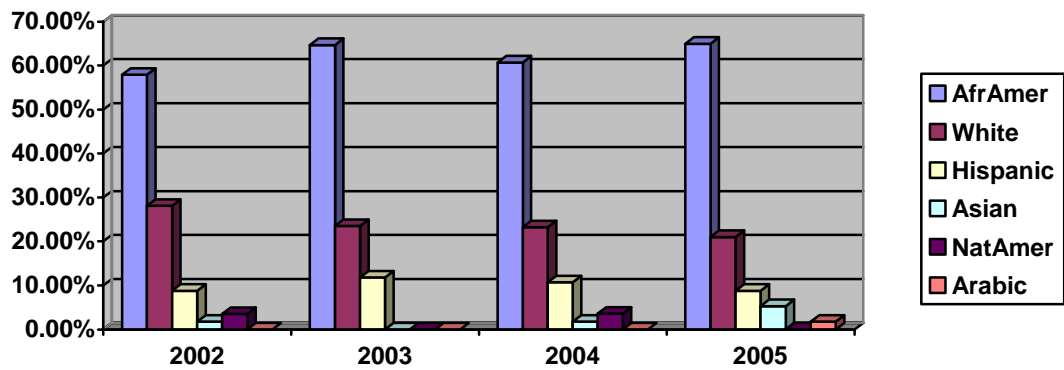


Figure 2: Dane County DJC Commitments Sorted by Race/Ethnicity, 2002-2005

Broken down even further, the number of African-American females sent to juvenile corrections has dropped from 21.1% in 2002 to 1.8% in 2005 (Figure 3; refer to attachment B for complete breakdowns). The number of white females decreased from 2002 to 2004 and then increased in 2005. The percentage of Hispanic females was at a high of 5.9% in 2003 and dropped back to a low of 1.8% in 2005. For males, the numbers of African-Americans has increased from 36.8% in 2002 to 63.2% in 2005 and the number of Asians have increased from 1.8% in 2002 to 5.3% in 2005 (Figure 3). The number of Hispanic males committed to juvenile corrections has remained relatively stable (high of 7.1% in 2004 and low of 5.9% in 2005). The number for white males has been variable during this same period (white males high of 21.4% in 2004 and low of 10.5% in 2005).

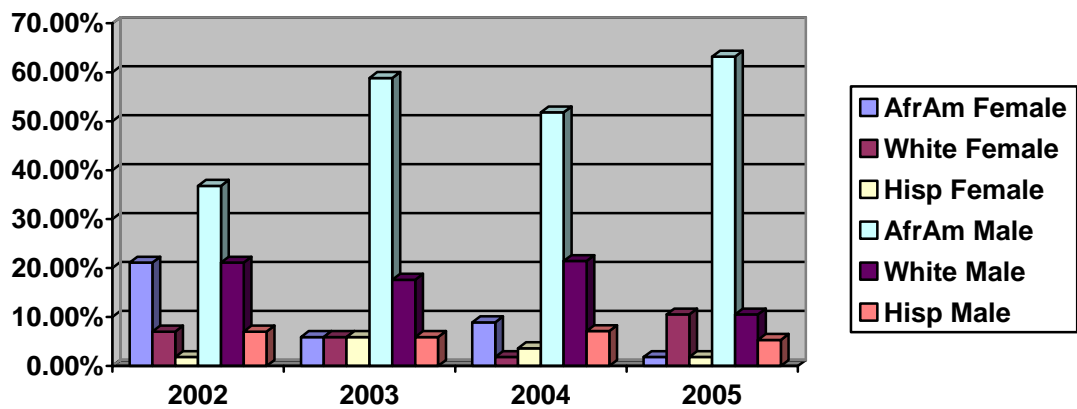


Figure 3: Dane County DJC Commitments Sorted by Sex & Race/Ethnicity, 2002-2005

The total number of Serious Juvenile Offenders has been variable: 3.5% in 2002, 23.5% in 2003, 3.6% in 2004 and 10.5% in 2005. The majority of the SJO commitments have been African-American males (Figure 4) with committing offenses of Strong Armed Robbery, Attempted Armed Robbery or Armed Burglary (100% in 2002, 87.5% in 2003, 100% in 2004 and 67% in 2005). There was one Native American female in 2003 committed as an SJO for 1st Degree Reckless Endangering Safety. There was one white female SJO commitment in 2005 sent for Strong Armed Robbery. There was one white male SJO in 2005 committed for Mayhem. During the 2002-2005 period, there were 3 juveniles committed with adult sentences: in 2002, one African-American female was committed for Armed Robbery and one African-American male was committed for Child Abuse; in 2004, one white male was committed for Burglary (4 counts) and Forgery.

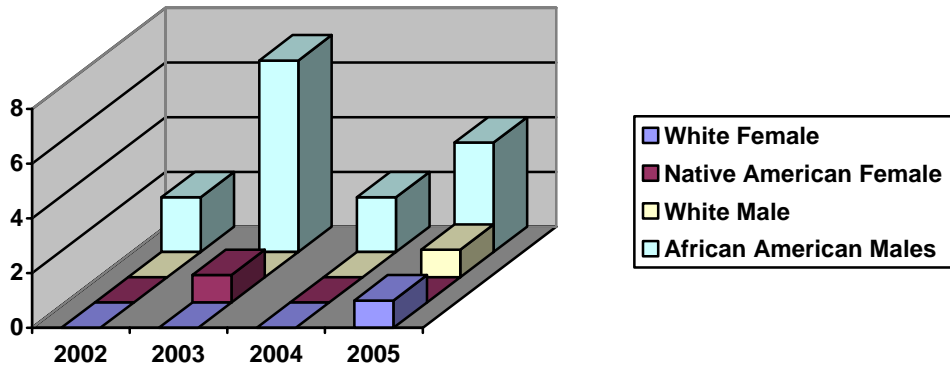


Figure 4: Serious Juvenile Offender Dane County DJC Commitments, 2002-2005

A study of Committing Offenses (Figure 5; please see attachment B, page 21 for offense examples) for all youths sent to corrections has revealed an overall downward trend for property offenses only (28.1% in 2002, 38.2% in 2003, 30.4% in 2004 and 22.8% in 2005). There has been a corresponding overall upward trend for weapons and/or assaultive offenses only and property offenses mixed with weapons and/or assaultive offenses (totaling 58% in 2002, 53% in 2003, 66% in 2004 and 72% in 2005). AOD Only committing offenses have decreased from a high in 2002 of 7% to a low in 2005 of 1.8%. Sexual Assault Only committing offenses have varied from 5.3% in 2002 to 0 in 2003 to 1.8% in 2004 to 3.5% in 2005.

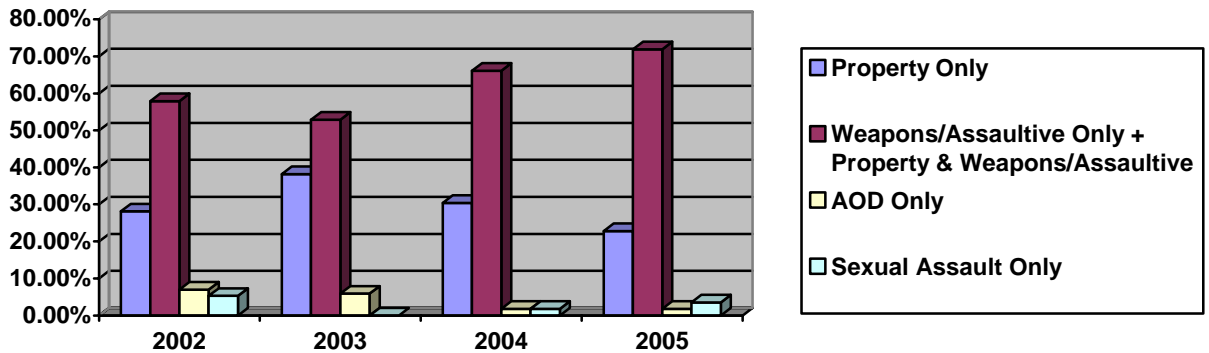


Figure 5: Committing Offenses for Dane County DJC Commitments, 2002-2005

Prior Offenses trends indicate property only prior offenses have remained relatively steady (Figure 6). Except for during the year 2004 (61%), weapons and/or assaultive offenses only and property offenses mixed with weapons and/or assaultive offenses have remained relatively steady as well (51% in 2002, 50% in 2003 and 54% in 2005). For the category of no known prior offenses, there has been yearly variation: 8.8% in 2002, 17.6% in 2003, 7.1% in 2004 and 10.5% in 2005 (this variation may be partially explained by the higher numbers of SJO's committed for Strong Armed Robbery in both 2003 and 2005).

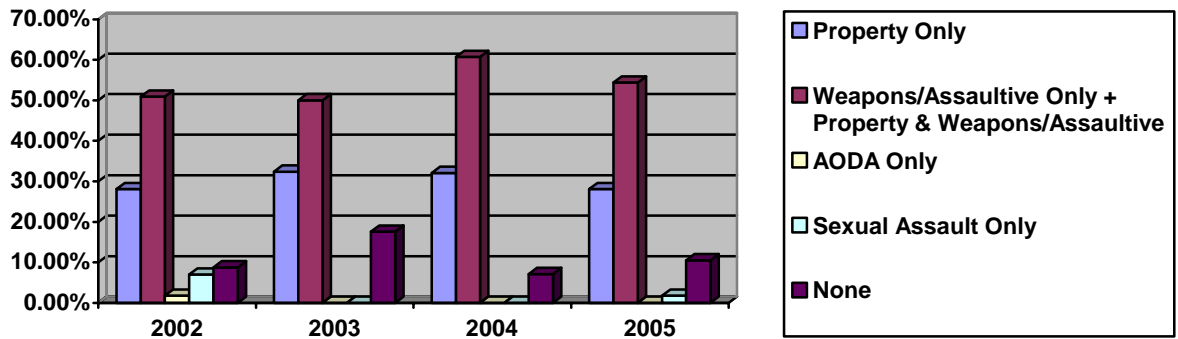


Figure 6: Prior Offenses for Dane County DJC Commitments, 2002-2005

Committing and Prior Offenses for Females Only indicate several unexpected trends. Committing Offenses (Figure 7) for property only offenses remains relatively steady in the 33-37% range for all years other than 2002 (17.6%). Committing Offenses for weapons and/or assaultive offenses only and property offenses mixed with weapons and/or assaultive offenses also remains steady across time in the 63-67% range.

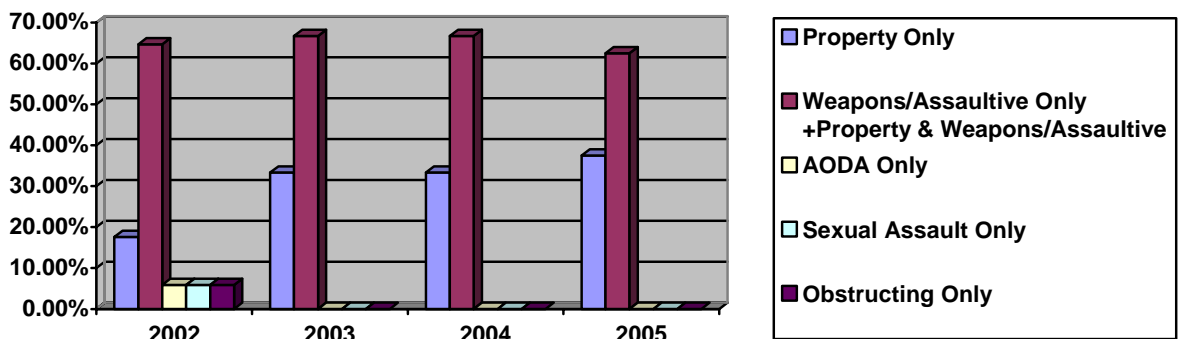


Figure 7: Females Committing Offenses for Dane County DJC Commitments, 2002-2005

Prior Offenses categories for females only (Figure 8) note an increase in property only offenses from 35.3% in 2002 to a high of 50% in 2005 and an overall decrease in weapons and/or assaultive offenses only and property offenses mixed with weapons and/or assaultive offenses (from 59% in 2002 to 25% in 2005).

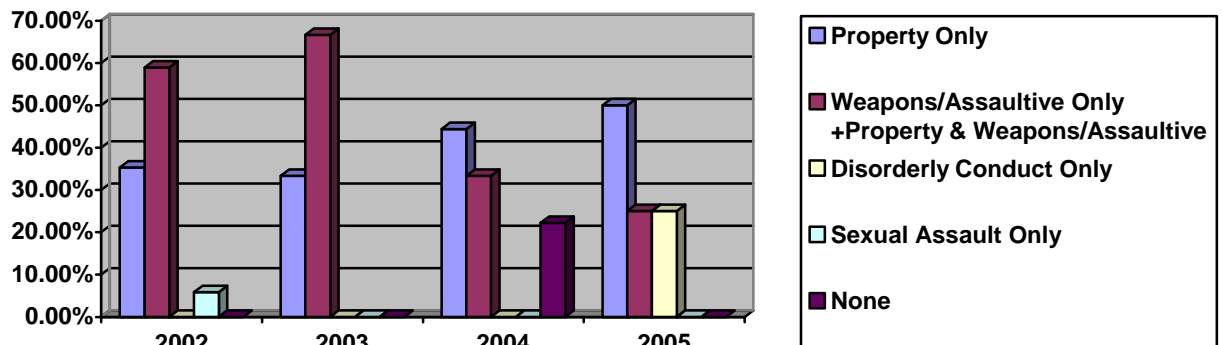


Figure 8: Females Prior Offenses for Dane County DJC Commitments, 2002-2005

Committing Offenses for Dane County African-American males most often included weapons and/or assaultive type offenses (Figure 9). The total percentage has risen over time from 67% in 2002 to 83% in 2005. Commitments for property offenses only for African-American males seemed to be slightly increasing from 2002 to 2004 (14% to 21%) but then decreased to just over 11% for 2005. AOD only committing offenses for African-American males decreased from three in 2002 to one each in the following years. Two African-American males were committed for sex offenses only during the 2002-2005-time period.

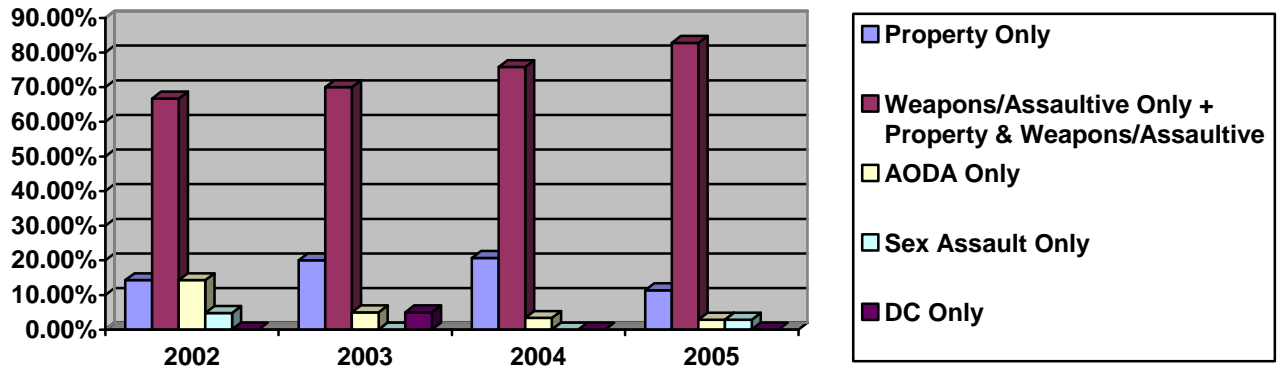


Figure 9: African-American Males Committing Offenses for Dane County DJC Commitments, 2002-2005

Prior offenses histories for African-American males have varied for inclusion of weapons and/or assaultive crimes during the 2002-2005-time period with a low of 35% in 2003 to a high of 72% in 2004, (Figure 10). Prior histories of property offenses only have also varied from 21% in 2004 to 35% in 2003. There was one African-American youth having a prior history of sex offense(s) only and one with a prior history of AOD offense(s) only during this time period. The number of African-American males with no prior offense histories appears to be directly related to the number of African-American male SJO offenders for each year (Figures 4 & 10).

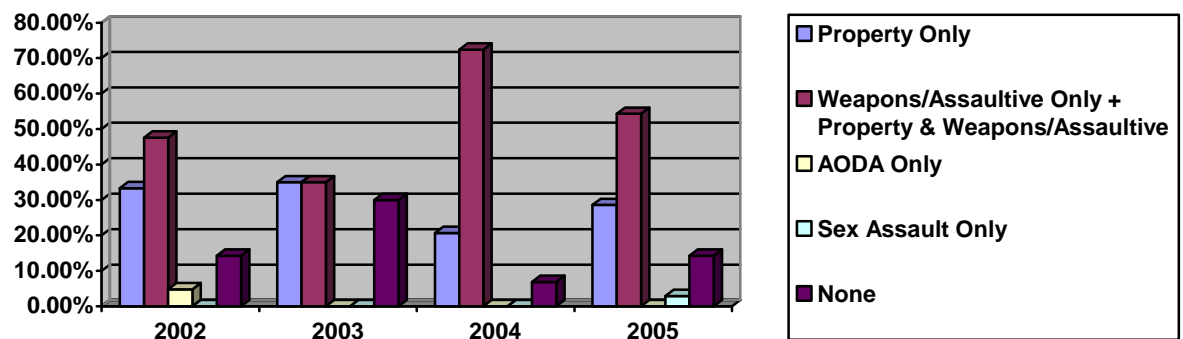


Figure 10: African-American Males Prior Offenses for Dane County DJC Commitments, 2002-2005

The numbers of juvenile corrections commitments from Dane County for other males of color have been relatively small, ranging from a high of 8 in 2005 to a low of 2 (both Hispanic) in 2003 (see attachment B). The percentage of Hispanic males has remained stable at 6-7% during the 2002-2005-time period. Committing offenses for other males of color show a pattern of relative similarity between property only and offenses involving weapons/assaults if 2003 is disregarded (Figure 11). Two other males of color have been committed to juvenile corrections for sexual offenses only during the 2002-2005 time frame.

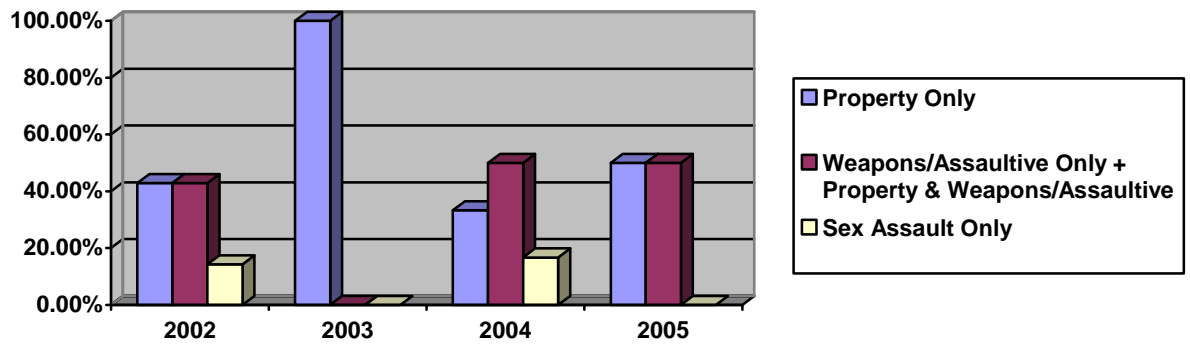


Figure 11: Other Males of Color Committing Offenses for Dane County DJC Commitments, 2002-2005

Prior offenses for other males of color committed to juvenile corrections have been variable over the 2002-2005-time period (Figure 12). Most other males of color have prior histories including weapons and/or assaultive offenses. In 2004, the prior histories for this group were equally split between property only and histories including weapons/assaultive offenses. One other male of color had no prior history during the 2002-2005 period.

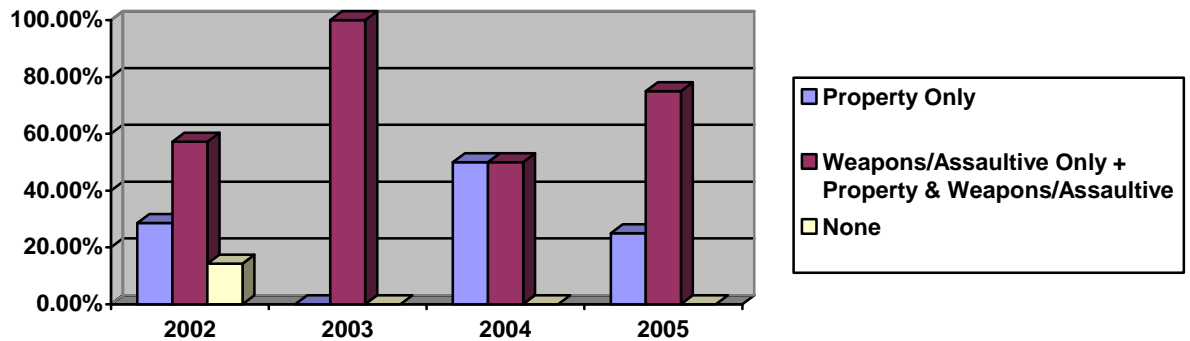


Figure 12: Other Males of Color Prior Offenses for Dane County DJC Commitments, 2002-2005

The overall number of white males sent to juvenile corrections by Dane County during the 2002-2005-time period has decreased from around 20% from 2002 to 2004 to just over 10% in 2005 (see attachment B). Juvenile corrections committing offenses for white males in Dane County have increasingly included weapons/assaultive offenses during the 2002-2005-time period (Figure 13). It is interesting to note that 100% of the white males committed in 2003 were sent for property offenses only while 20% of African-American males and 100% other males of color were committed for property offenses only in 2003 (Figures 8 & 10). One white male was committed for sex assault only offense(s) during the 2002-2005-time period.

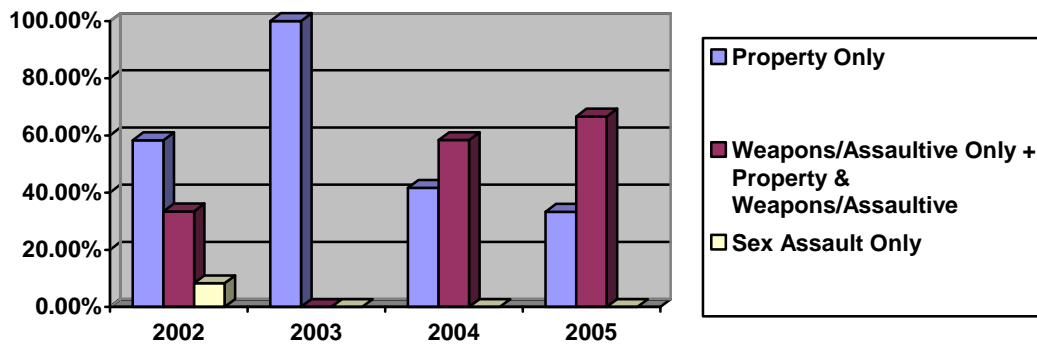


Figure 13: White Males Committing Offenses for Dane County DJC Commitments, 2002-2005

Prior offenses for white males show a trend toward more weapons/assaultive histories (Figure 14). White males committed with prior histories of property offenses only appears to be decreasing. The one white male committed for the sex offense only in 2002 was the only white male to have a sex assault only prior history.

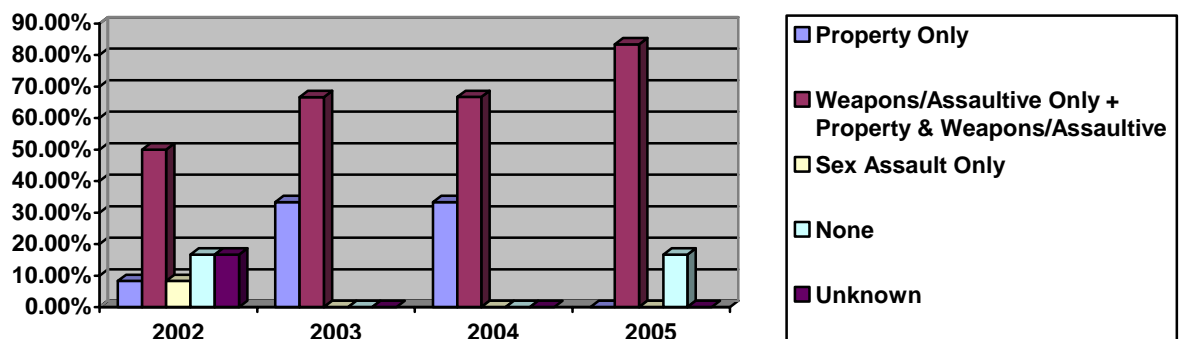


Figure 14: White Males Prior Offenses for Dane County DJC Commitments, 2002-2005

Prior Intensive Supervision services (Figure 15) trends indicate an overall increase of 10.4% from 2002 (51%) to 2005 (61.4%) in youth who have had these services prior to commitment to corrections. The number of youth having had services from both NIP and CAP has increased from a low of 2.9% in 2003 to a high of 14% in 2005.

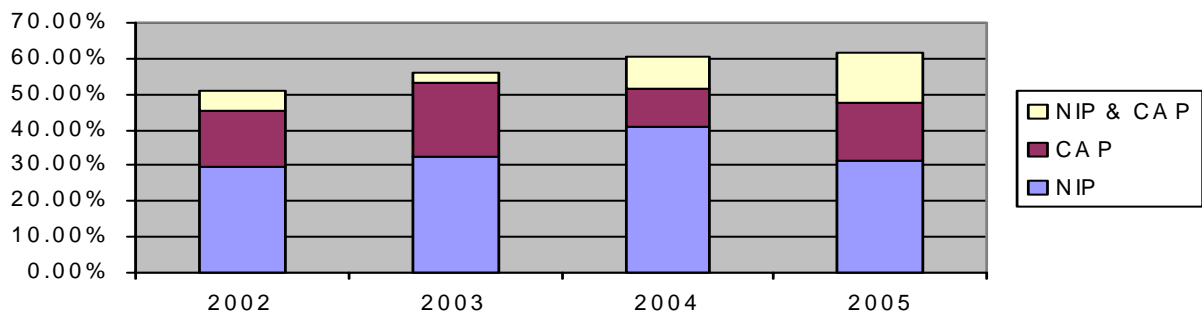


Figure 15: Prior Intensive Supervision Services for Dane County DJC Commitments, 2002-2005

Prior CCF participation was variable overall (Figure 16). When sorted for females and males, trends could be identified. As a group, female prior participation decreased from 28% in 2002 to 8.8% in 2005 (see attachment B). Male prior participation in CCF was in the range of 21-28%, except for the year 2004 when 50% of the boys had prior services from CCF. Teens of color are over-represented among the corrections youth with prior CCF services.

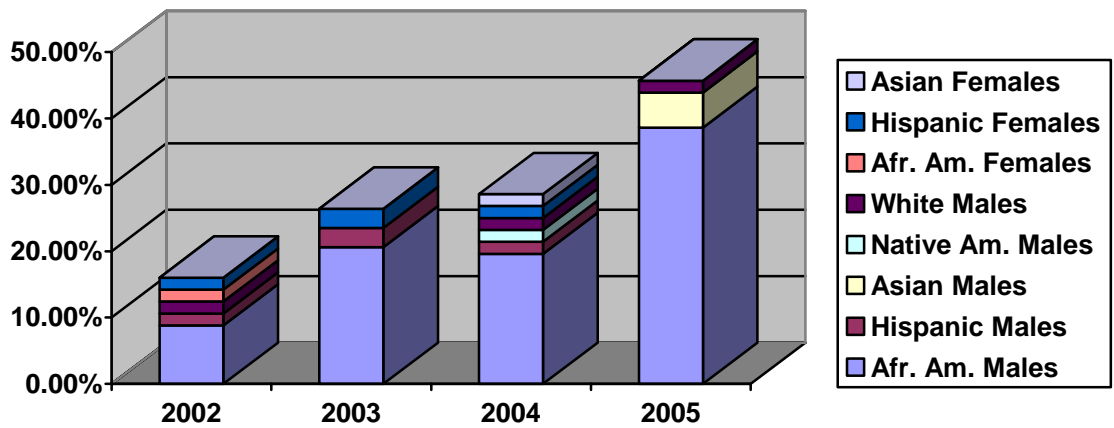


Figure 16: Prior CCF Services for Dane County DJC Commitments, 2002-2005

Gang involvement among Dane County youth sent to corrections has been rising overall (Figure 17). For this database, gang involvement is identified in several ways: youth self-report, police identification, tattoos and/or collateral reports from schools, social workers and families. For females, gang involvement remained relatively steady from 2002 to 2004. In 2005, no Dane County females sent to juvenile corrections were identified as gang members (75% are white in 2005). For males, gang involvement has been rising at a steady pace: 12.3% in 2002, 23.5% in 2003, 28.6% and 49.1% in 2005. Hispanic gang membership among Dane County corrections youth has risen in both 2004 and 2005. Asian gang membership is not represented in the database until 2005.

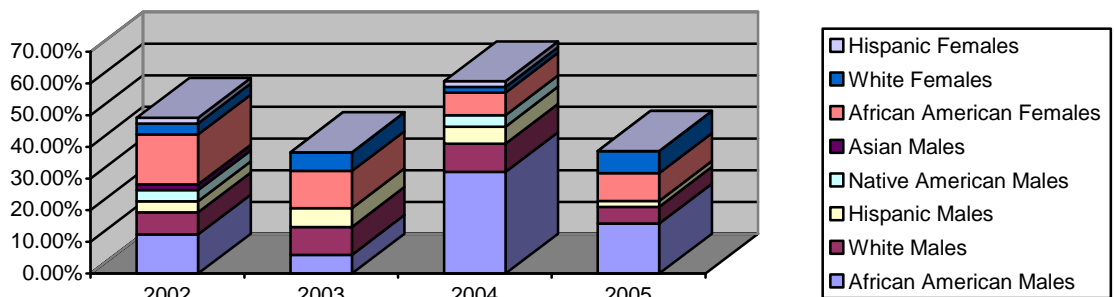


Figure 17: Gang Involvement for Dane County DJC Commitments, 2002-2005

From 2002-2005, Dane County sent 14 teens to juvenile corrections for direct placement in the Youth Corrective Sanctions Program. This program requires a 30-35 stay at the juvenile institution followed by intensive supervision including 4-6 months of electronic monitoring in the community. In 2002, 7 teens (12.3%) were directly committed to YCSP by Dane County Courts (Figure 18). The following years, only 2 or 3 were directly committed (5.9% of the total commitments in 2003, 5.4% in 2004, 3.5% in 2005).

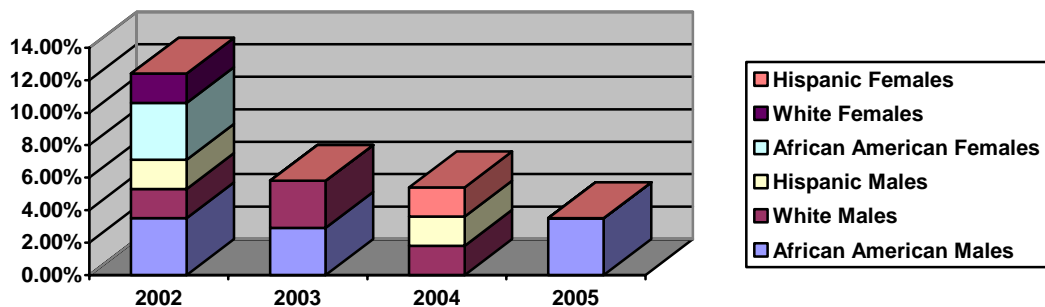


Figure 18: YCSP Direct Dane County Commitments, 2002-2005

Offenses histories for YCSP females include committing offenses that were either weapons/assaultive offenses or both property and weapons/assaultive offenses (see attachment B). Prior offenses for YCSP females note two with property offenses only (1 Hispanic, 1 white), one with weapons/assaultive offenses only (African-American) and one with both property and weapons/assaultive offenses (African-American). Offense histories for males include three with committing offenses that were property offenses only (1 African-American, 2 white), two with weapons/assaultive offenses (Hispanic) and five with both property and weapons/assaultive offenses (4 African-American, 1 white). Prior offense histories note three males with weapons/assaultive offenses (2 African-American, 1 Hispanic), five with both property and weapons/assaultive offenses (2 African-American, 1 Hispanic and 2 white), one with no offense history (African-American) and one with an unknown history (white). Although the numbers of teens directly placed by the court in YCSP have decreased, most of the teens in YCSP have been youths of color (71.4% in 2002, 50% in 2003, 67% in 2004 & 100% in 2005). For the 2002-2005 period, 7 teens are African-American (2 females), 3 are Hispanic (1 female) and 4 are white (1 female). Of the African-American teens, three (43%) completed the program successfully (all males), three (43%) were permanently returned to the institution (1 female, 2 males) and one (14%) was kicked out of the program before being released (female). For the Hispanic teens, two (67%) completed the program successfully (1 female, 1 male) and one (33%) was permanently returned to the institution (male). Of the white teens, one (25%) completed the program successfully (female) and three (75%) were permanently returned to the institution. Both teens in Direct YCSP in 2005, African-American males, were permanently returned to secure custody. From 2002-2005, the overall success rate for Dane County youth in direct placement in YCSP was 42.9% (6/14). Please refer to the text box below for common characteristics among Dane County teens who have successfully completed their direct commitment to YCSP terms of supervision with juvenile corrections:

Successful Completion Dane County Youth - Direct Commitment YCSP

Females had in common:

- committing offenses weapons related/assaultive in nature
- property only offenses in prior histories
- no special educational needs
- parents with no history of incarceration

Males had in common:

- committing offenses weapons related/assaultive in nature (3/4)
- prior records with both weapons/assaultive and property offenses
- no RePlay participation (MMSD alternative middle school)

Both Females and Males had in common:

- parents who are either married or married and divorced
- parental AODA history
- no youth gang history
- age 16 (5) or 17 (1) upon program entry

The Short-Term Re-Entry Program for females began in 01/2004 at Southern Oaks Girls School. The Short-Term Re-Entry Programs involve stays in the secure institutional settings for 90-120 days and are usually followed up by own home placements on the Youth Corrective Sanctions Program. From 2004-2005, Dane County placed six females in this program, three African-American in 2004 and three white in 2005 (see attachment B). Offense histories note the following committing offenses: two for property only offenses (1 African-American, 1

white), one for weapons/assaultive only offenses (African-American) and three for both property and weapons/assaultive offenses (1 African-American, 2 white). The following prior offenses are noted: two for both property and weapons/assaultive offenses (African-American), one for property only (white), two for Disorderly Conduct only (white) and one with no prior offense history (African-American). To date, one female (16.7%) was kicked out of the program (African-American), two (33.3%) were permanently returned from community supervision to secure care (1 African-American, 1 white) and three (50%) completed the program and supervision successfully (1 African-American, 2 white; one white female was placed in an RCC upon completion of the institutional program). Young women who have successfully completed the Short-Term Re-Entry Program at Southern Oaks have the following factors in common:

Successful Completion Dane County Females - Direct Commitment Short-Term Re-Entry

Common Factors:

- previous individual and/or family counseling
- previous in-home family counseling
- previous psychological/neurological evaluations and psychiatric services
- special educational needs histories
- Child Protective Services histories
- married parents
- previous group home placements

The Short-Term Re-Entry Program for males began in 07/2004 at Ethan Allen School. Dane County has placed twelve males in this program, five in 2004 (4 African-American, 1 white) and seven in 2005 (6 African-American, 1 Hispanic) (see attachment B). For the 2004 STR males, offense histories note the following committing offenses: three for weapons/assaultive only offenses (2 African-American, 1 white), one property only offenses (African-American) and one both property and weapons/assaultive offenses (African-American). The following prior offenses are noted for 2004 males: two for both property and weapons/assaultive offenses (African-American), and two for weapons/assaultive only offenses (1 African-American, 1 white) and one with no prior record (African-American). In 2004, one African-American male was kicked out of the program before being released to the community. The other four males successfully completed the institutional part of the program. Three were later permanently returned to secure care (3 African-American) and one successfully completed supervision (white). Observations regarding the 2004 STRE males include the following: all had previous psychiatric treatment and special educational needs; 80 % (4/5) had mental health or AOD diagnoses; 60% (3/5) were in SPRITE, had previous in-home family therapy services, had unmarried parents and parents with histories of incarceration; 100% had parents with mental health or AODA histories.

For the 2005 STRE males, offense histories note the following committing offenses: three for weapons/assaultive only offenses (African-American), two for property only offenses (1 African-American, 1 Hispanic), one both property and weapons/assaultive offenses (African-American) and one AODA only (African-American). The following prior offenses are noted for 2005 males: one for weapons/assaultive only offenses (African-American), three for both property and weapons/assaultive offenses (2 African-American, 1 Hispanic), one for property only offenses (African-American) and two with no prior history (African-American). For the 2005 males, four (57%) successfully completed the institutional portion of the program but were later permanently returned to secure care (African-American). Two (28.6%) successfully

completed the institution portion and community supervision (1 African-American, 1 Hispanic). One youth (14.3%) completed the institution portion of the program, was released on supervision and is currently in a short-term RCC program as an alternative to revocation (African-American). The 2002-2005 overall success rate for males in the Short-Term Re-Entry program was 25%. 2002-2005 successful participants in both the institution and community portions of the program had the following characteristics in common:

<u>Successful Completion Dane County Males - Direct Commitment Short-Term Re-Entry</u>	
Common Factors:	
<ul style="list-style-type: none"> • no previous out of home placements • previous psychiatric services • no previous CCF services • 2/3 previous mental health/AODA diagnoses, child protective services histories, special educational needs histories, gang histories, unmarried mothers, parental histories of mental health/AODA, parental incarceration histories 	

In 4/2004, the Cadet Achievement Program began at Lincoln Hills School. This program includes instruction in military protocol, including physical fitness and experiential based activities, a concentrated school program, personal developmental counseling and community service. Male teens may be directly committed by the court to CAP or participate in CAP sometime during their stay as a release program. Dane County committed thirteen males for direct placement into CAP in 2004 and 2005 (see attachment B). All of the youths have been teens of color (10 African-American, 3 Hispanic). Eight were placed in 2004 (5 African-American, 3 Hispanic) and five were placed in 2005 (all African-American). In 2004, 4/8 (50%) were kicked out of the program and returned to the general institution population (3 African-American, 1 Hispanic). 3/8 (37.5%) completed the program, were released on supervision but were later permanently returned to secure care (2 African-American, 1 Hispanic). 1/8 (12.5%) successfully completed the program and remained on community supervision until his court order expired (Hispanic). Committing offense histories for the 2004 group include the following: one weapons/assaultive (African-American), three property only offenses (1 African-American, 2 Hispanic) and four both property and weapons/assaultive offenses (3 African-American, 1 Hispanic) (Figure 19). Prior offense histories for this group include three property only offenses (1 African-American, 2 Hispanic), three weapons/assaultive only (3 African-American) and two both property and weapons/assaultive offenses (1 African-American, 1 Hispanic).

CAP 2004	Committing Offenses			Prior Offenses		
	Property Only	Weap/Assault Only	Prop & Weap/Assault	Property Only	Weap/Assault Only	Prop & Weap/Assault
AfrAmer	1	1	3	1	3	1
Hispanic	2	n/a	1	2	n/a	1

Figure 19: Dane County 2004 Direct Commitment Cadet Achievement Program Offense History

Observations regarding the 2004 CAP group include the following: all had previous mental health and/or AODA diagnoses; 6/8 had NIP or CAP or both and their parents had a history of mental health and/or AODA; 5/8 had previous 1:1 and/or family counseling, had previous psychiatric treatment and their parents were unmarried; 4/8 had special education needs and gang affiliation.

In 2005, no Dane County youth were kicked out of direct placement to CAP. 3/5 (60%) completed the program, were released on supervision but were later permanently returned to secure care. 2/5 (40%) successfully completed the program and remained on community supervision until the court orders expired. Committing offense histories for the 2005 CAP group include the following (Figure 20): four weapons/assaultive offenses, one both property and weapons/assaultive offenses. Prior offense histories for this group include two with property only offenses, one with weapons/assaultive only offenses (sexual assault) and two with both property and weapons/assaultive offenses.

CAP 2005	Committing Offenses			Prior Offenses		
	Property Only	Weap/Assault Only	Prop & Weap/Assault	Property Only	Weap/Assault Only	Prop & Weap/Assault
AfrAmer	n/a	4	1	2	1 (Sexual Assault)	2

Figure 20: Dane County 2005 Direct Commitment Cadet Achievement Program Offense History

Observations regarding the 2005 CAP group include the following: all five had previous AODA assessments; 4/5 had parents with mental health or AODA histories, previous individual and/or family counseling, mental health and/or AODA diagnoses, special education needs and their parents were unmarried; 3/5 had previous psychiatric treatment and histories of gang affiliation.

The overall success rate for Dane County youth directly committed to CAP for 2004-2005 is 23%. Young men who successfully competed CAP at Lincoln Hills School had several common factors, as noted below:

Successful Completion Dane County - Direct Commitment Cadet Achievement Program
<p>Common Factors:</p> <ul style="list-style-type: none"> • previous individual and/or family counseling (2/3) • previous psychiatric treatment (2/3) • special education needs (2/3) • no history of AODA treatment • no previous group home placements • unmarried parents • Parents with mental health/AODA and incarceration histories (2/3)

Summary

Except for the year 2003, the number of youth sent by Dane County Courts to juvenile corrections has remained steady. Teens of color are over-represented in the population that Dane County commits to juvenile corrections. Teens of color are further over-represented among the participants that Dane County commits directly to the shorter-term programs offered by the Division of Juvenile Corrections.

Overall trends for committing offenses suggest that we are sending youths with more violent offenses as well as youths with histories of more violent prior offenses. The corresponding overall trend is that fewer teens with property crimes only are being sent by Dane County to corrections. Despite this overall trend, more females than males are sent for property crimes

only offenses. Overall, the number of females sent to corrections by Dane County has been decreasing with the largest decrease among female teens of color.

More than half of the Dane County teens sent to corrections receive intensive supervision services via NIP or CAP prior to their correctional commitments and this number has been increasing over the 2002-2005 time period. The percentage of teens having received supervision services from both programs prior to their correctional commitment has also been rising over this same time period. The number of teens receiving services from CCF prior to their corrections commitments has varied but has remained at least 30% during the last four years.

Dane County youths identified as belonging to gangs have been increasing over the last 4 years. Female gang membership, although numbers are admittedly low overall, remained steady for 2002-2004. There were no Dane County females with gang histories committed to juvenile corrections in 2005. Gang membership among male Dane County juvenile corrections commitments has been rising over the last four years, most significantly among African-Americans. Asian male gang membership among Dane County juvenile corrections commitments was not recorded until 2005. Gang membership of Native American and white teens committed by Dane County to corrections has remained relatively low to date.

The number of Dane County teens participating in the Youth Corrective Sanctions direct commitment program has been decreasing over the last four years, suggesting we are underutilizing this option. Successful youth (to date) have had histories of parents who are either married or married/divorced, have parental AODA histories and none had gang histories. Successful females have had weapons/assaultive committing offenses and property only prior histories. Successful males usually have had weapons/assaultive committing offenses and both weapons/assaultive and property offenses in their prior histories.

Dane County has sent 6 females to the Short-Term Re-Entry Program during the last two years (6/17, 35% of all the females sent to corrections, 2004-2005). Three females were not successful with one being kicked out while in the institution and the other two being returned to the institution for violations of supervision in the community. Three females successfully completed both the STRE program and community supervision. The generalizations that follow have therefore been drawn from a very small sample (3). Successful STRE females were committed for weapons/assaultive offenses (2) or property only offenses (1), they had prior histories with disorderly conduct and resisting arrest only (2) or no prior offenses (1), they had previous in-home family counseling, previous individual and/or family counseling, previous psychological or neurological evaluations, previous psychiatric services, Child Protective Services histories, special educational needs histories, previous group home placements and their parents were married. The females who were not successful have some of the above characteristics in common but not all of them.

Dane County has sent 12 males to the Short-Term Re-Entry Program in 2004-2005. To date, one male (8.3%) was kicked out of STRE and placed in a general institution program. 7 males (58.3%) completed STRE but were returned to secure custody due to violations of rules of supervision. 3 males (25%) successfully completed STRE and their periods of supervision in the community. One male (8.3%) completed STRE and is currently in a short-term RCC program as an alternative to revocation. The three successful completion males have the following in common: histories of psychiatric services, no previous CCF services or out of home placements.

Direct commitments of Dane County males to the Cadet Achievement Program have all been males of color. To date, 9 males (69.2%) completed the CAP program successfully. 6 males (46.2%) were returned to secure care for violations of community supervision rules. 3 males (23%) successfully completed both CAP and their community supervision terms. Common characteristics of these males note weapons/assaultive committing offenses (two also had property committing offenses), property only (2) or sexual assault (1) prior offense histories, no history of AODA treatment or group home placements and unmarried parents.

This extensive database is beginning to identify interesting overall trends for the youth Dane County courts commit to corrections. Trends for youths involved in the shorter-term programs offered by corrections are beginning to emerge although the numbers participating have been small to date. As this database continues to grow, new trends will be identified. It is anticipated that we will be able to use this data to improve and streamline our use of the various programs offered by juvenile corrections. Further study of this database is recommended.

2002-2005 Dane County Juvenile Corrections Tables (attachment B)

	2002	2003	2004	2005
# Commitments	N=57	N=34	N=56	N=57
Females	17 – 29.8%	6 – 17.6%	9 – 16.1%	8 – 14%
AfrAm	12 – 21.1%	2 – 5.9%	5 – 8.9%	1 – 1.8%
White	4 – 7%	2 – 5.9%	1 – 1.8%	6 – 10.5%
Hisp	1 – 1.8%	2 – 5.9%	2 – 3.6%	1 – 1.8%
Asian	n/a	n/a	1 – 1.8%	n/a
Males	40 – 70.2%	28 – 82.4%	47 – 83.9%	49 – 86%
AfrAm	21 – 36.8%	20 – 58.8%	29 – 51.8%	35 – 61.4%
White	12 – 21.1%	6 – 17.6%	12 – 21.4%	6 – 10.5%
Hisp	4 – 7%	2 – 5.9%	4 – 7.1%	4 – 7%
NatAm	2 – 3.5%	n/a	2 – 3.6 %	n/a
Asian	1 – 1.8%	n/a	n/a	3 – 5.3%
Arabic	n/a	n/a	n/a	1 – 1.8%
SJO	2 – 3.5% (+2Adult)	8 – 23.5%	2 – 3.6% (+1Adult)	6 – 10.5%
Female	n/a (1 Adult, ArmRobb)	1 – 2.9% (NatAm, 1ReckEndSaf)	n/a	1 - 1.8% (W, SARobb)
Male	2 – 3.5% (1 Adult/ChildAbuse) (AfrAmer; ArmBurg, AttArmRobb)	7 – 20.1% (AfrAm, SARobb)	2 – 3.6% (1Adult, Burgx4&Forg) (AfrAm, SARobb)	4 – 7% (AfrAm, SARobb) 1 – 1.8% (W, Mayhem)
Committing Offenses	2002	2003	2004	2005
Property Only*	16 – 28.1%	13 – 38.2%	17 – 30.4%	13 – 22.8%
Weap/Assault Only**	16 – 28.1%	13 – 38.2%	27 – 48.2%	19 – 33.3%
Prop & Weap/Assault***	17 – 29.8%	5 – 14.7%	10 – 17.9%	22 – 38.6%
AOD Only	4 – 7%	2 – 5.9%	1 – 1.8%	1 – 1.8%
Sex Assault Only	3 – 5.3%	n/a	1 – 1.8%	2 – 3.5%
DC Only	n/a	1 – 2.9%	n/a	n/a
Obstructing Only	1 – 1.8%	n/a	n/a	n/a

Prior Offenses	2002	2003	2004	2005
Property Only*	16 – 28.1%	11 – 32.4%	18 – 32.1%	16 – 28.1%
Weap/Assault Only**	5 – 8.8%	4 – 11.8%	8 – 14.3%	4 – 7.0%
Prop & Weap/Assault***	24 – 42.1%	13 – 38.2%	26 – 46.4%	27 – 47.4%
AOD Only	1 – 1.8%	n/a	n/a	n/a
Sex Assault Only	4 – 7%	n/a	n/a	1 – 1.8%
DC Only	n/a	n/a	n/a	3 – 5.3%
None	5 – 8.8%	6 – 17.6%	4 – 7.1%	6 – 10.5%
Unknown	2 – 3.5%	n/a	n/a	n/a

Females Only Committing Offenses	2002	2003	2004	2005
	N=17	N=6	N=9	N=8
Property Only*	3 – 17.6%	2 – 33.3%	3 – 33.3%	3 – 37.5%
Weap/Assault Only**	9 – 52.9%	1 – 16.7%	5 – 55.6%	2 – 25%
Prop & Weap/Assault***	2 – 11.8%	3 – 50%	1 – 11.1%	3 – 37.5%
AOD Only	1 – 5.9%	n/a	n/a	n/a
Sex Assault Only	1 – 5.9%	n/a	n/a	n/a
Obstructing Only	1 – 5.9%	n/a	n/a	n/a

Females Only Prior Offenses	2002	2003	2004	2005
Property Only*	6 – 35.3%	2 – 33.3%	4 – 44.4%	4 – 50%
Weap/Assault Only**	2 – 11.8%	2 – 33.3%	n/a	1 – 12.5%
Prop & Weap/Assault***	8 – 47.1%	2 – 33.3%	3 – 33.3%	1 – 12.5%
Sex Assault Only	1 – 5.9	n/a	n/a	n/a
DC Only	n/a	n/a	n/a	2 – 25%
None	n/a	n/a	2 – 22.2%	n/a

African-American Males Committing Offenses	2002	2003	2004	2005
	N=21	N=20	N=29	N=35
Property Only*	3 – 14.3%	4 – 20%	6 – 20.7%	4 – 11.4%
Weap/Assault Only**	5 – 23.8%	9 – 45%	9 – 31%	16 – 45.7%
Prop & Weap/Assault***	9 – 42.9%	5 – 25%	13 – 44.8%	13 – 37.1%
Sex Assault Only	1 – 4.8%	n/a	n/a	1 – 2.9%
AOD Only	3 – 14.3%	1 – 5%	1 – 3.4%	1 – 2.9%
DC Only	n/a	1 – 5%	n/a	n/a

African-American Males Prior Offenses	2002	2003	2004	2005
Property Only*	7 – 33.3%	7 – 35%	6 – 20.7%	10 – 28.6%
Weap/Assault Only**	6 – 28.6%	n/a	5 – 17.2%	3 – 8.6%
Prop & Weap/Assault***	4 – 19%	7 – 35%	16 – 55.2%	16 – 45.7%
Sex Assault Only	n/a	n/a	n/a	1 – 2.9%
AOD Only	1 – 4.8%	n/a	n/a	n/a
None	3 – 14.3%	6 – 30%	2 – 6.9%	5 – 14.3%

Other Males of Color Committing Offenses	2002	2003	2004	2005
	N=7	N=2 (Hispanic)	N=6	N=8
Property Only*	3 – 42.9%	2 – 100%	2 – 33.3%	4 – 50%
Weap/Assault Only**	1 – 14.3%	n/a	1 – 16.7%	1 – 12.5%
Prop & Weap/Assault***	2 – 28.6%	n/a	2 – 33.3%	3 – 37.5%
Sex Assault Only	1 – 14.3%	n/a	1 – 16.7%	n/a

Other Males of Color Prior Offenses	2002	2003	2004	2005
Property Only*	2 – 28.6%	n/a	3 – 50%	2 – 25%
Weap/Assault Only**	1 – 14.3%	n/a	n/a	n/a
Prop & Weap/Assault***	3 – 42.9%	2 – 100%	3 – 50%	6 – 75%
None	1 – 14.3%	n/a	n/a	n/a

White Male	2002	2003	2004	2005
Committing Offenses	N=12	N=6	N=12	N=6
Property Only*	7 – 58.3%	6 – 100%	5 – 41.7%	2 – 33.3%
Weap/Assault Only**	2 – 16.7%	n/a	5 – 41.7%	2 – 33.3%
Prop & Weap/Assault***	2 – 16.7%	n/a	2 – 16.7%	2 – 33.3%
Sex Assault Only	1 – 8.3%	n/a	n/a	n/a
White Male	2002	2003	2004	2005
Prior Offenses				
Property Only*	1 – 8.3%	2 – 33.3%	4 – 33.3%	n/a
Weap/Assault Only**	n/a	2 – 33.3%	2 – 16.7%	1 – 16.7%
Prop & Weap/Assault***	6 – 50%	2 – 33.3%	6 – 50%	4 – 66.7%
Sex Assault Only	1 – 8.3%	n/a	n/a	n/a
None	2 – 16.7%	n/a	n/a	1 – 16.7%
Unknown	2 – 16.7%	n/a	n/a	n/a
Prior Intensive Sup.	2002	2003	2004	2005
NIP	29 – 51%	19 – 55.9%	34 – 60.7%	35 – 61.4%
CAP	17 – 29.8%	11 – 32.4%	23 – 41.1%	18 – 31.6%
NIP & CAP	9 – 15.8%	7 – 20.6%	6 – 10.7%	9 – 15.8%
	3 – 5.3%	1 – 2.9%	5 – 8.9%	8 – 14%
CCF	28 – 49.1%	11 – 32.4%	32 – 57.1%	18 – 31.6
Females	12 – 21.1%	4 – 11.8%	4 – 7.1%	5 – 8.8%
AfrAmer	9 – 15.8%	2 – 5.9%	2 – 3.6%	1 – 1.8%
White	2 – 3.5%	2 – 5.9%	1 – 1.8%	4 – 7%
Hispanic	1 – 1.8%	n/a	1 – 1.8%	n/a
Males	16 – 28%	7 – 20.6%	28 – 50%	13 – 22.8%
AfrAmer	7 – 12.3%	2 – 5.9%	18 – 32.1%	9 – 15.8%
White	4 – 7%	3 – 8.8%	5 – 8.9%	3 – 5.3%
Hispanic	2 – 3.5%	2 – 5.9%	3 – 5.4%	1 – 1.8%
NatAmer	2 – 3.5%	n/a	2 – 3.6%	n/a
Asian	1 – 1.8%	n/a	n/a	n/a
Gang Involvement	2002	2003	2004	2005
	9/57 – 15.8%	9/34 – 26.5%	18/56 – 32%	28/57 – 49.1%
Females	2 – 3.5%	1 – 2.9%	2 – 3.6%	
	n/a			
AfrAmer	1 – 1.8%	n/a	n/a	n/a
Hispanic	1 – 1.8%	1 – 2.9%	1 – 1.8%	
	n/a			
Asian	n/a	n/a	1 – 1.8%	n/a
Males	7 – 12.3%	8 – 23.5%	16 – 28.6%	28 – 49.1%
AfrAmer	5 – 8.8%	7 – 20.6%	11 – 19.6%	22 –
38.6%				
Hispanic	1 – 1.8%	1 – 2.9%	3 – 5.4%	2 – 3.5%
Asian	n/a	n/a	n/a	3 – 5.3%
NatAmer	n/a	n/a	1 – 1.8%	n/a

White	1 – 1.8%	n/a	1 – 1.8%	1 – 1.8%
YCSP Direct	7 – 12.3%	2 – 5.9%	3 – 5.4%	2 – 3.5%
Females	3 – 5.3%	n/a	1 – 1.8%	n/a
AfrAmer	2 – 3.5% (ReckEndagSaf, RT)		n/a	n/a
White	1 – 1.8% (ArmRobb)		n/a	n/a
Hisp	n/a		1 – 1.8% (Batt, DC)	n/a
Males	4 – 7%	2 – 5.9%	2 – 3.6%	2 – 3.5%
AfrAmer	2 – 3.5% (2 Both)***	1 – 2.9% (Burg)	n/a	2 – 3.5% (2 Both)***
White	1 – 1.8% (Both)***	1 – 2.9% (OMVWOC)	1 – 1.8% (Theftx17)	n/a
Hisp	1 – 1.8% (Robb)	n/a	1 – 1.8% (SubBatt)	n/a
			2004	2005
Short-Term Re-Entry			8 – 14.3%	10 – 17.5
Females (1/2004)			3 – 5.4%	3 – 5.3%
AfrAmer			3 – 5.4%	n/a
			(1 Weap/Asaults**, 1 Prop*, 1 Both***)	
White			n/a	3 – 5.3% (2Both***; 1 Prop*)
Hisp			n/a	n/a
Males (7/2004)			5 – 8.9%	7 – 12.3%
AfrAmer			4 – 7.1%	6 – 10.5%
			(2 Weap/Asaults**, 1 Prop*, 1 Both***) (3Weap/Assault**, 1 Prop*, 1Both***, 1THC)	
White			1 – 1.8% (Batt, Use Weap)	n/a
Hisp			n/a	1 – 1.8% (Theft, Burg)
			2004	2005
Cadet Achievement Program (4/2004; males only)			8 – 14.3%	5 – 8.8%
AfrAmer			5 – 8.9%	5 – 8.8%
			(1 Weap/Assault**, 1 Prop*, 3 Both***) (4 Weap/Ass**, 1 Both)	
White			n/a	n/a
Hisp			3 – 5.4% (2 Prop*, 1 Both***)	n/a

* Property Offenses: Burglary, Criminal Damage to Property, OMVWOC, Take & Drive Vehicle Without Owner Consent, Retail Theft, Receiving Stolen Property, Entry Into Locked Vehicle/Building, Theft, Arson, Negligent Handling of Burning Material, Fraudulent Use of Credit Card, Trespassing, Graffiti, Forgery, etc.

** Weapons/Assaultive Offenses: Battery, Substantial Battery, Reckless Endangering Safety, Carrying Concealed Weapon, Robbery, Strong Armed Robbery, Armed Robbery, DC-Armed, Armed Burglary, Mayhem, Intimidation of a Victim Witness, False Imprisonment, Possession of a Weapon at School, Theft of a Firearm, Battery to a Police Officer, Sexual Assault, Physical Abuse of Child, Negligent Use of Weapon, Extortion, Battery to Prisoner, etc.

*** Both: Property and Weapons/Assaultive Offenses: examples noted above.

**Dane County's
Allied Early Childhood Initiative (ECI)
December 2006**

Background: ECI is an innovative home visitation and employment program started in July 2004 under the leadership of County Executive Kathleen Falk. It is designed to improve life outcomes for our most vulnerable families, targeting services and resources to residents of Allied Drive, a high poverty neighborhood located in Madison, Wisconsin. ECI's purpose is to ensure that our youngest children achieve age appropriate developmental outcomes and live in families that are nurturing and self-sufficient, with income from sustainable employment. In the long term, these children will arrive at school ready to learn and live in families that have the stability and resources necessary to support their path to successful adulthood.

ECI strives to increase families' access to an array of services including:

- Health and developmental screening and assessment
- Prenatal care
- Parenting education and support
- Immunizations and other preventative health care
- Benefit and basic needs resources
- Employment related assistance
- Assistance in finding and sustaining employment through skill enhancement

Services are delivered and outcomes achieved through an Early Childhood Team comprised of 8-10 staff representing several different types of professionals. Staffing for the initiative is: three Family Support Specialists deliver home visitation services; two-four Neighborhood Partners hired from the community provide mentoring and other assistance; an Employment and Training Specialist works with parents and caregivers to obtain work and keep them successfully employed; an Economic Support Worker ensures that benefits related to medical assistance, childcare, food, and economic assistance are quickly accessed and maintained; a Coordinator makes sure that services are appropriately integrated and the project achieves its outcomes. ECI is culturally competent and has Spanish speaking staff. A partnership representing Dane County Employment and Training Association, The Exchange Center, Dane County Parent Council, and University of Wisconsin Medical and Social Work Schools oversees the initiative. Dane County, Madison Community Foundation, the Wisconsin Partnership Fund, and the State of Wisconsin's Departments of Workforce Development and Health and Family Services provide funding.

Staffing and Funding: ECI's annual budget is now \$396,000. Annual cost per family is approximately \$9,200 based on an average caseload of 43 families. Beyond being acknowledged as a promising home visitation and employment initiative, ECI has been designated as a National Governor's Association (NGA) pilot site for service integration by that State of Wisconsin.

Current Status and Outcomes: Current enrollment is 44 families, mostly African-American and Hispanic/Latino, with 66 adults and 118 children residing in these households. Twenty-three or 51% are single parent households; 14 ECI clients are first time mothers. As of November 1, 2006, 86% of ECI clients were in general compliance with their family plans as specified by our targeted outcomes; 57 jobs had been acquired for 35 ECI clients.

Sennett Middle School Suggested Protocol for Gang Related Issues

Overview

Gang related graffiti, symbols, hand shakes/gestures, clothing and terms of group affiliation are found routinely in most U.S. middle and high school settings. The research shows that taking a direct and consistent approach helps to create an environment that is free of stress and violence and creates a safe and conducive learning environment. Following are a few guiding principles that should help us all navigate our way and provide all students (gang involved and non-gang involved) with a sense of safety and security.

1. **Staff Training:** We will continue to provide all staff with current information regarding local gang activity via staff meetings, e-mails and our weekly Administrative Communication documents. We will also continue to send staff representatives to the local gang task force conferences and in-services.
2. **Community Partnerships:** We will continue our already established partnerships with Centro Hispano, the Madison Police Department Gang Task Force officers, Project Hugs and the MMSD Youth Gang Task Force. These partnerships are active in nature and include routine meetings to discuss trends as well as day-to-day strategizing and problem solving regarding specific families and/or students who are gang involved.
3. **Universal Prevention Efforts:** The strength of our multi-age, school within a school model continues to be the development of strong student/staff/family relationships and student engagement. It is essential that we include information and discussion regarding gang culture and gang affiliation during our universal prevention lessons. Therefore, these discussions and curriculum should be embedded in our Homebase/Community Building, Health, Bullying/Harassment and AODA curriculums. We will also continue to provide opportunities for students to explore their strengths and experience their interests through a varied and strong club, sport, music, drama and activity calendar where students can spend time in a positive, pro-active manner. Student leadership opportunities such as Peer Mediation, Student Council, Youth Drama Troupe, Latino Girls Group and Elements of Change are key prevention efforts. Specific student gang affiliation is really about belonging, power (personal and monetary), control and safety. Helping kids find a new way to explore these issues is extremely important.
4. **Universal Intervention/Suppression Efforts:**
 - **Gang Graffiti or “Tagging”:** Tagging and graffiti is a tool to mark territory and put others on notice that a group of people want to be in control. Removing these symbols within 24 hours significantly reduces the impact and deters repeat occurrences. If you see graffiti anywhere on school grounds report it to Administration immediately and we will have it removed. If you see graffiti or gang symbols on student notebooks or materials ***take notice and find a private time to discuss the symbols with the student.*** Do not assume that these symbols are signifying gang involvement. Many times students are just exploring that which they think is “cool” or “in”. The message we should send is that the school is a **gang free zone** and that these symbols promote violence and compromise safety. The student

should be sent to Administration. We will remove the symbols, refer the student to Support Services Staff for follow-up and make home contact.

- **Gang Affiliated Dress and Body Markings:** We will continue to provide information regarding current trends with dress, hand gestures, markings and tattoos. If you notice a student signifying gang activity in this way, please refer the student to Administration immediately. We will employ a specific suppression approach consistent with the MMSD discipline code of conduct. We will provide alternative clothing for students to wear and will expect that tattoos and markings be covered during the academic day and during all school sponsored events.
 - **Supporting Students who are gang involved:** If a student discloses that they are affiliated with a gang *respond with a caring, respectful and direct manner*. Let the student know that they will be welcomed each day at school, but that any clothing, graffiti, hand gestures or verbalizations will not be welcomed. Administration will be happy to greet students each morning to check in and enforce this practice. Remember that many students feel they have no choice and/or escape from gang affiliation. The school can provide a place of escape, sanctuary and safety. While the leaving of gang related signifiers behind when you walk through the doors of the school is a symbolic gesture only, it can provide a real opportunity for a student to “belong” in a new and different way. Every student can be a “Sennett Star” each and every day.
5. **Family Involvement:** Whenever a student is referred to Administration for gang related issues families will be contacted and a dialogue will begin. Student Support Services personnel will provide on-going support and referrals to necessary community services will be made. We will continue to hold yearly information sharing sessions for our PTO and our Latino Parent Group. We will also encourage parents to attend Dane County and MMSD sponsored forums and workshops on gang related issues. Engaging families in regular school events is also a powerful way to emphasize strong home/school connections.

DLP “Gang Protocol”

Re-Entry Related Community Resources Inventory

- **Department of Corrections (DOC) Law Enforcement Briefing** - The Division of Community Corrections (DCC), Region 1, Dane County is responsible for the supervision of all offenders returning to Dane County from prison. Unit 120 located on Raywood Avenue has been designated as the “Point of Release” unit. Unit 120 staff have been tasked with developing release plans for offenders and supervising the offender up to six months after release. Once the offender is considered stable his/her case is transferred to a unit located geographically closer to where the offender lives. In March of 2007 the staff in unit 120 began meeting with Dane County Law Enforcement monthly in an effort to brief them on offenders returning to the county who have an assaultive history or who have been convicted of assaultive offenses. Information provided during these briefings includes the offenders’ gang affiliation and gang activity while incarcerated.
- **“Lose the Toos” Tattoo Removal** - Removing gang related offensive tattoos and facilitating pro-social activities are long proven to be cornerstones of productive citizens and public safety is enhanced. When offenders re-enter the community from either prison or jails and enter into programming based on the critical success factors the committee believes offenders need an affordable way to have gang related tattoos removed. The removal of these gang-specific tattoos may enhance their ability to become employed and make it more difficult for them to be singled out during pro-social activities. Aesthetica Skin Health Center, 2261 Deming Way, Middleton, WI, 53562, 608-831-4007, removes tattoos for free. Participants are required to answer 3 to 5 essay questions on why they got a tattoo, what the tattoos are, what they mean, and why they are having them removed. When released they also perform community service tasks.
- **Phoenix Gang Intervention Program** – Oregon Correctional Institution (OCI) is currently using this 12-16 week gang intervention curriculum (see www.gangprograms.com) offered by New Freedom
- **Dane County School Presentations** - Detective George Chavez, the Gang Detective for the Madison Police Department (MPD) and an ex-gang member, targets 6th grade through 12th grade for school presentations. A brief introduction to gangs and the negatives of gangs are discussed. The floor is then opened up to the kids to ask questions. As an incentive Detective Chavez hands out free tickets to Madison Mallards games.
- In Dane County, Dane County Department of Human Services’ (DCDHS) Children Youth & Families (CYF) addresses re-entry of gang affiliated youth in a variety of ways. **The Home Detention Program (HDP)** may be assigned to supervise teens with charges pending who are released from the **Juvenile Reception Center (JRC)**. Upon disposition, supervision services including group sessions, electronic monitoring, intensive case contact standards, school monitoring and urine screening can be ordered via the DCDHS Neighborhood Intervention Program (N.I.P.) or the Youth Services of Southern WI, Community Adolescent Program (CAP).

Dane County Neighborhood Intervention Program, (D.C.N.I.P.) is a delinquency reduction and re-directive program based on the principles of the Balanced and Restorative Justice Model. Using these principles D.C.N.I.P. intervenes on the cycle of failure by assisting youth to “get on the right track.” DCNIP is designed to assist the youth in developing pro-social and educational competency, holding the youth accountable to their

victims and providing services which promote community protection. In keeping with the balanced approach and restorative justice philosophy, DCNIP case managers provide youth with redirective programming which focuses on:

- a. Community Protection: intensive supervision, curfew monitoring, job and school checks. Access to electronic monitoring.
- b. Competency Development: Modification of school performance, a decrease in truancy, and better life skills.
- c. Accountability: Taking responsibility for actions and behavior, coordination on community service obligations, and payment of restitution.

DCNIP case managers work with youth and their families to encourage family values and behavior, to help parents set appropriate standards, to empower and strengthen families in a way that will enable them to maintain changes made during the service period.

Community service or restitution may be ordered. Some juvenile dispositions may include out of home placements such as foster homes, group home and residential care centers (RCC). Upon transition back to the Dane County community, services through N.I.P. or CAP can be initiated. Additionally, wrap around services through Community Partnerships or DCDHS Achieving Reunification Through Teamwork (ARTT) may be initiated. Upon return to the community, re-entry assistance/coordination into the Madison Metropolitan School District (MMSD) is provided by MMSD liaison Mindy Trudell.

- Dane County Human Services has implemented two initiatives in 2006 to address the growing concerns associated with youth gangs. **Gang Assessed Action/Intervention Team (GAIT) is a Children Youth & Families (CYF) staff group** that meets monthly to share information between and among Dane County delinquency units. Each CYF unit that supervises delinquent teens has delegated at least one member to attend regularly scheduled GAIT meetings as a way to share information and better monitor the status of youths with gang affiliation. GAIT often makes referrals to the Gang Squad in order to increase the level of supervision for specific youth.

The Gang Squad is a program for youth that are identified as gang affiliated or are in danger of being influenced by peer pressure to join. Youth are able to participate in discussion groups. Facilitators implement workshops, seminars, training and active street level outreach. Gang Squad workers are actively involved in the community as well as having a presence in all Dane county middle and high schools. Gang squad workers participate on several committees, conduct various trainings on gang related topics, and are available as resources to work with gang involved or at-risk youth. Gang squad workers can access resources including employment/vocational services, tattoo removal and enrichment activities. The purpose of the gang squad is to provide street level outreach and education around gang related issues to youth and the community at large. The Gang Squad worker also manages the cases of specific youth who have been identified as gang involved. The Gang Squad is currently initiating on-going contacts with 20-25 youth at any given time. Additionally, the Gang Squad will intervene with rival gang situations on an as needed basis and they have made presentations to various groups with the goal of prevention and early intervention.

In January 2007, the **Dane County Focus Residential Care Center** opened on the grounds of the Mendota Mental Health Institute (MMHI). This program is a collaborative effort between DCDHS, St. Charles and the MMSD to address the treatment needs of seriously delinquent youth while keeping them connected to their families. The residential portion of

the program is 90-120 days, followed by intensive supervision, including electronic monitoring in the family home with wrap around services. The youth committed to Dane County Focus have both a Type 2 placement (sanctions in secure custody can be applied without court appearance for rules violations) as well as a stayed juvenile correctional order (appearance in court is required to lift the stay).

For youth committed to Juvenile Corrections, Dane County purchases aftercare services from the State of WI, Division of Juvenile Corrections (DJC). DJC may release youth from secure care to a variety of placements including RCC's, group homes, foster homes, relative homes and parental homes. When a youth is released to a relative/parental home, DJC most often releases them on the Youth Corrective Sanctions Program (YCSP). YCSP includes electronic monitoring (usually 4-6 months), intensive case contact standards, school monitoring, urine screening, community service, other treatment programming as needed (i.e., Alcohol and Other Drug Abuse (AODA) treatment, individual and/or family therapy, anger management) and Juvenile Cognitive Intervention Program (JCIP) individualized written work. Release planning begins very early in the DJC commitment, within the first 30-35 days. The Division of Juvenile Corrections has implemented a 90-day transitional program beginning in November of 2006. During this phase the agent of record meets with the youth each month to establish what community goals the youth has. This includes education, employment, counseling, AODA programming, JCIP continuation, mentors, restitution programming and community service. Thirty days prior to a youth's release a transition meeting is held with the parents/guardian or placement staff as well as school personnel from the community and institution, mentors, counselors, employment coordinator and the agent. Transition meetings are held at the institutions prior to the youth's release to finalize the needed services. Re-entry assistance/coordination into the Madison Metropolitan School District (MMSD) may be provided by the MMSD liaison (Mindy Trudell). The MMSD liaison is often included in the transition meetings held at the institutions to prepare for the youth's return to a community school setting.

- **DOC Security Threat Groups (STG) Certification Program** - The DOC maintains a certification program and provides training to staff who are responsible for the identification, control and management of the STG (gang) activity. The Division of Adult Institutions and the Division of Community Corrections has trained gang coordinators and specialists assigned to all institutions and regions throughout the state.
- **Developing Alternatives to Redirect Teens (DART)** - To build and coordinate a coalition of systems and services for the prevention, intervention and suppression of gang activity in Dane County. DART is:
 - a single point of entry to programs and services for youth and their families
 - an interagency communications tool for relaying critical, rapidly changing information
 - a rapid response team in life threatening situations
 - an education resource for parents and youth
 - a training resource for educators, law enforcement and other professionals
 - A bridge linking the business community, families, agencies, churches, schools and other public systems.

At this time the committee does not know if the juveniles entering the community are referred to the DART program.

- **Community Connections Mentoring Program** - This is a initiative of Dane County DCC staff and a faith-based organization to provide mentoring to offenders being released from

the Wisconsin State Prison System. The group provides the recruiting and training of mentors. The offenders who are involved are generally identified when they are enrolled in the AODA program at Oakhill Correctional Institution. The mentors meet with the inmate prior to release and then upon release. Areas of mentoring include: basic life skills, financial management, and residence issues.

- **Project Re-entry** - supported by Money, Education and Prisons, this program provides general support to offenders in area of employment. The program staff also provide “care packages” containing toiletries and other personal items for newly released offenders.
- **Circles of Support** - Madison Urban Ministry (MUM) launched Circles of Support with the support of other local ministries and United Way of Dane County. The circles consist of four or five volunteers who meet regularly with individuals who are recently released from prison. Circle work may include explaining the public transportation system, sharing ideas for employment, or referrals for housing. The goal of the program is to reduce isolation and increase accountability on the part of the offender.
- **United Way of Dane County/The Journey Home Reintegration Initiative** - DCC Region 1 is partnering with United Way on this new initiative in an effort to assist returning offenders with residence placement, employment, support, treatment, transportation, etc. The goal of the initiative is to create and advance solutions in all of these areas. Businesses, employers, mental health providers, community members, AODA providers, landlords, etc. all participate in this important program.
- **Operation Fresh Start** – This Dane and Rock County-based program offers substance abuse treatment, education, and vocational program for young offenders, ages 16-24. Operation Fresh Start (OFS), a nonprofit community organization, provides general preparation for the High School Equivalency Diploma (HSED) or General Education Development Test (GED). The HSED/GED is an educational alternative to a traditional high school diploma. Students who attend OFS also receive employment and vocational training (especially in the building trades) and must be committed to some physical labor. Students must be 17-years old before entering the program and must obtain permission from the MMSD Board of Education. To receive an HSED, students must successfully complete five tests. The Division of Juvenile Corrections regularly refers individuals to this program.
- **Project Safe Neighborhoods** – This is a strategic, comprehensive approach to reducing gun crime in Dane and Rock County. It is a joint effort of local and federal law enforcement officials and the US Attorney’s Office to identify and arrest individuals responsible for shootings and gun-related crimes. DCC Agents are working to educate offenders regarding gun laws and possible consequences of gun crimes.
- **Returning Prisoner Simulations (training)** – MUM presents these simulations, which enable the participants to take on the identity of a newly-released parolee and attempt to accomplish all of the tasks facing returning offenders in their first month in the community.
- **Voices Behind Bars (VBB)** – This initiative is a speaker’s bureau and mutual support team that develops leadership skills and public responsibility among formerly incarcerated individuals. They actively participate in the returning prisoner simulations and develop their own structure, grants, and training programs.

- **Mentoring Connections** – MUM recruits, trains and guides volunteers to mentor children of an incarcerated parent in collaboration with faith-based and community groups and funding from the US Department of Health and Human Services
- **DCC Region 1 Halfway Houses and Transitional Living Program (TLP)** – Region 1 currently has contracts with ATTIC Correctional Services and ARC Community Services for 84 male halfway house beds, 14 male TLP beds, 31 female halfway house beds (including eight maternal and infant beds), and 3 female TLP beds. These programs involve case management, AODA treatment, and other programming.
- **Gang Reduction and Intervention Program (GRIP)** is funded through a grant from the Office of Juvenile Justice & Delinquency. The DOC provides release information to GRIP staff who then contact the offender. Milwaukee was also awarded this grant (but are not yet offering the program.) The GRIP program includes over 40 programs focusing on the areas of prevention, intervention, suppression and re-entry.
- **Neighborhood Supervision** – DCC Region 1 operates 5 separate neighborhood probation and parole offices located in apartments in areas of Madison and Beloit with high numbers of offenders living in the area. This type of supervision allows the agents to see the offenders both in the apartments and in the community almost on a daily basis. The objective of this type of supervision is to allow the offender a resource close to where he/she lives which will help the person reintegrate back into the community and keep them from re-offending. These offices have been operating in this manner for approximately the last 5 years. Gang activity in the neighborhoods is discussed and monitored by both DCC staff and local law enforcement.

Re-Entry Gang Models: National Search Results

In an effort to identify successful programs in other states targeted at gang intervention, the committee contacted state correctional facilities via phone and email. The following is a list of those states contacted and a brief explanation of what information was gathered.

- Arizona Security Threat Group Unit: 602-771-5600, Wade Wolzy 602-771-5794. Mr. Wolzy stated they have a program that isolates gang members, when identified, to renounce gang affiliations. A polygraph test is given when renouncing. He stated they share gang release information with outside LE agencies. They are working on a program and will share information once completed. August 31st target date. Supervisor Jerry Dunn, 602-771-5588, is spearheading the program.
- California DOC: Office of Correctional Health and Safety Headquarters, Brian Parry, Gang Guru, 916-323-9717, Fax: 916-324-9860. Lt. Sims CDC stated he didn't believe any programs for California DOC. (left message)
- Connecticut DOC: John Aldi, 860-692-7519, John stated they initiated a program in 1994. Identified members/leaders are segregated immediately out of population into a Special Housing Unit. Inmates must complete a program of five classes in order to be released back into general population. John further stated that many states contact him about their programming because there doesn't appear to be much out there. Their program doesn't target the inmates about to re-enter society but thought that was a good idea. Their program starts immediately.
- Florida DOC: Carter Hickman/Allen McManus, Intel officers, Tallahassee, Florida, 850-410-4584. Rick Wagner just started a program for re-entry of gang members with 1-yr or less to release. He meets with officials regarding tattoo removal and assists with getting jobs lined up. Rick Wagner, wagnerr@hillsboroughcounty.org, Hillsborough County, Tampa, Florida, 813-695-5490. Criminal Justice Division (county agency) in conjunction with US Attorney's office and local Police Department. They get release reports of gang members up to a year out from corrections (release officers). The information is sent to release officers who present it to the inmates for interest. This program has been set up using grant monies. If target number for release gang members is too low, they target the "high impact felon" next. Believe this is for grant purposes. Working on 2nd inmate.
- Nevada Department of Corrections: Re-Entry Coordinator, Peggy Sutless, 702-486-9940. 6-12-07 Peggy stated the NV-DOC does not have any program targeted at gang members.
- New Mexico 505-827-8275. Administrator for Security Threat Intelligence Unit. Anthony Romero (left message)
- New York State Corrections: Margaret Chretien. No programs.
- Ohio Department of Corrections: _Angi Lee, Angi.Lee@odrc.state.oh.us Sent PowerPoint on their re-entry program along with initiative draft for the program they are working on. Program has been running for 6 months, no statistics available at this time.

- Pennsylvania Department of Corrections: Deputy Secretary for Re-Entry and Specialized Programs, Kathleen Gnall, 717- 975-4930. Spoke with assistant Jennifer Pawling at 717-975-2961 no programs within DOC specifically for gang members.
- Virginia Department of Corrections: Gary Cole, STG Officer (804) 641-2867. 6-12-07 The VA-DOC does not have a program although it is state law that they notify the Commonwealth Attorney, County Sheriff, City Chief of Police and the P&P Region Chief when gang members are released to the community. They will provide the offenders name, description, address, and affiliation. This is done for liability issues. “Once a gang member, always a gang member” is the VA DOC philosophy. The VA-DOC does not have a program for offenders to denounce their gang affiliation and this is also for liability reasons (re-offending). Also, if inmates denounce their affiliation, the DOC would have to remove info from their database and quit tracking the offenders. Any previous information would be lost or unusable. If an inmate wants to denounce his affiliation, DOC staff will video an interrogation of the inmate. The inmate must answer all questions asked. This video is then used for training and intelligence and could be used against the inmate if ever charged with another gang related offense. Gary spent 2 weeks interviewing inmates in the gang program at the Connecticut Department of Corrections. 75% of the inmates he interviewed were in the program for the 3rd time. The problem with this program is it is done at the beginning of the incarceration and when inmates complete the program they are put back into population with other gang members.
- The Institute for Intergovernmental Research (IIR), www.iir.com, is a nonprofit research and training organization, specializing in law enforcement, juvenile justice, criminal justice, and homeland security issues and provides: National Youth Gang Center™ (NYGC) The NYGC annually surveys law enforcement agencies to determine the scope of the youth gang problem in the United States. The Center publishes topical reports and reviews of gang literature and operates an electronic discussion forum. Gang Resistance Education And Training (G.R.E.A.T.) The G.R.E.A.T. Program is a school-based, law enforcement officer-instructed classroom curriculum. The program's primary objective is prevention and is intended as an immunization against delinquency, youth violence, and gang membership. National Gang Center (NGC) - The NGC is collaborative effort between the Office of Justice Programs' (OJP) Bureau of Justice Assistance (BJA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide the latest information about anti-gang programs and links to a wide range of resources with which communities can combat street gangs.

The UK/Ireland use the following to stop destructive behavior: ABC – Acceptable Behavior Contracts (ABCs) for ages 10 to 17 and adults. A voluntary written agreement between a gang member and landlords, social services, police, schools, etc. Has shown a 60% reduction in youth recidivism. There is follow through – if the contract is broken they go on to an ASBO next and if they don’t follow through on the ASBO the next step may be to enter the criminal justice system. “Anti Social Behavior Order” (ASBO) – via civil order – will take a change in legislation for the US to offer.