



State of California

LITTLE HOOVER COMMISSION

June 12, 2001

The Honorable Gray Davis
Governor of California

The Honorable John Burton
President pro Tempore of the Senate
and members of the Senate

The Honorable Robert M. Hertzberg
Speaker of the Assembly
and members of the Assembly

The Honorable James L. Brulte
Senate Minority Leader

The Honorable Dave Cox
Assembly Minority Leader

Dear Governor and Members of the Legislature:

This report contains two essential conclusions. The first is that crime and violence among our young people can be prevented, and we must work more diligently to seize the opportunities before us to reduce the harm.

Secondly, for the State to effectively pursue this goal, it must alter how it supports local communities in this important endeavor.

Crime is not prevented and children are not educated and nurtured at the state level. If a single crime is prevented two blocks from the state Capitol, it will be the work of parents and neighbors, community members and civic leaders, local law enforcement and teachers. The same is true for Crescent City, El Centro and points in between.

The State's role is to support community-based efforts helping children and their families who are at risk of inflicting harm or being harmed. This support falls into three fundamental contributions: political capital, financial capital and technical capital.

Political capital is the public attention, the investment of interest, that is needed for complicated public problems to be resolved. In the statehouse, in every county seat, and before city councils and school boards, prevention efforts need to be made a priority. They must be considered a basic essential – not an experiment, not a luxury, not a discretionary action. Raising political capital will require involving community leaders – who know what works and are responsible for making programs work – directly in the formation of public policy and the administration of state programs. Given political capital, policy-makers will not be satisfied with creating programs, but will insist on results.

Financial capital is always important. The Commission found ample evidence to support increasing the State's investment in programs that support at-risk youth rather than waiting for them to inflict their pain on others. But equally important – and if economic trends continue, maybe more importantly – the State needs to improve how it distributes financial resources. At the moment, communities are not funded equitably, resources are not allocated where they are most needed or could do the most good, and they are not allocated in a way that would make the most of other public and private resources that are available.

Finally, communities need technical capital. They need to fortify their leadership and administrative abilities, their access to information about the best strategies, and their capacity to assess what they are accomplishing, for policy-making and management purposes. The State needs to play a large and creative role in helping to develop this technical capital that allows policy-makers and practitioners to convert compassion into results.

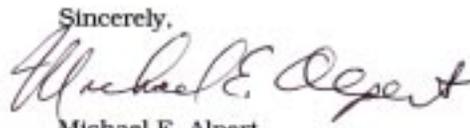
In this report the Commission also urges you to integrate the disparate programs that have as their primary purpose the prevention or reduction of youth crime and violence. There is no valid excuse for the State to continue the fractured administration of these programs. The Shifting the Focus group was conceived by concerned state officials to address this problem. But absent top level leadership and clear goals, it risks devolving from a good idea to yet another source of bureaucratic resistance to change.

The Commission has made similar recommendations in previous reports on foster care and other child and family-related programs. In its ongoing review of state mental health policies, the Commission again has found that poor coordination of basically good programs limits their effectiveness. The same is true for prevention efforts. Often times, these are the same troubled children in the same troubled families, who are being inadequately served by an important, but confusing and ultimately expensive collection of public services.

Lawmakers and administrators throughout the nation have been preoccupied by this same challenge, and are making greater progress than California. Integration is the right path, and it must be taken with far greater courage and commitment than has been mustered to date.

Integration of many social programs is greatly complicated by the role of the federal government. Its rules, its strings, its priorities limit progress in communities big and small. But with youth crime and violence prevention programs, the majority of the resources are state, not federal. We have no one to blame but ourselves for the stacks of paperwork, duplicative forms and differing requirements. The Commission recommends specific and practical ways to better manage the myriad of programs that are now isolated, separated and uncoordinated. If we can't integrate the prevention programs that are entirely within the State's purview, we do not stand a chance of integrating more expensive "downstream" programs such as foster care, mental health and youth corrections.

The Commission appreciates the extraordinary contributions of many caring Californians to this project. It offers this assessment with the firm belief that we all want the best for our children. The Commission stands prepared to help you implement these recommendations.

Sincerely,

Michael E. Alpert
Chairman

**Never Too Early,
Never Too Late**

To Prevent Youth Crime & Violence

June 2001

Table of Contents

- Executive Summary i**
- Introduction 1**
- Background 3**
- Youth Violence Crisis 19**
 - Prevalence of Youth Violence 19
 - The Tip of the Iceberg 20
 - Opportunities Missed 22
 - Strategies to Promote Emotional Well-Being 23
 - School-Based Prevention Services 24
 - Immediate Action is Needed 28
- The Opportunity of this Generation 31**
 - Protecting Youth 31
 - Four Major Developments 34
 - What Does it Mean to Say Prevention “Works”? 35
 - Confidence and Momentum is Building 36
 - From Programs to Strategies 37
 - Three Barriers to Strategic Prevention 38
 - Three Steps in the Right Direction 39
 - Summary: Use Momentum, Seize the Moment 41
- A Funding Mechanism that Supports Communities 45**
 - Multiple, Uncoordinated Funding Streams 45
 - Five Key Problems 48
 - Streamlining the Funding Process 52
 - Summary: Strategic Funding 54
- Invest in Leadership 57**
 - Communities Need Leaders 57
 - Characteristics of Leaders 58
 - What Violence Prevention Leaders Need 59
 - Models for Leadership Training 60
 - Develop Youth Leadership 61
 - A Role for the State 63
 - Summary: People Run Programs 64

Understanding and Using New Knowledge	67
Knowledge is Evolving	67
State Prevention Information Resources	68
State Efforts are Fragmented and Limited	69
Other Resource Centers	70
A State Youth Violence Prevention Clearinghouse	72
Summary: People Need the Best Information	73
Rethinking the Role of Evaluation	75
Current Policy	75
Problems with the State’s Evaluation Policies	76
Goals for Evaluation	81
Devising Effective Evaluation Policy	82
Summary: A “Tiered” Approach to Evaluation	83
Conclusion	85
Appendices & Notes	89
Appendix A: Public Hearing Witnesses	91
Appendix B: Advisory Committee	93
Appendix C: Community Forum Participants	95
Appendix D: Information Resources	99
Appendix E: Population Age 11-18 and Percent Change, 2000-2010	103
Appendix F: Youth Violence Prevention Programs	105
Notes	109

Table of Sidebars

- Never Too Late i
- “Here is the truth...” ii
- School-Based Services vi
- Immediate Steps viii
- Immediate Steps xv
- How Leaders are Developed xvi
- Why a Nonprofit Institute? xvii
- Tapping Local Talent xviii
- Levels of Prevention 7
- Youth Development 9
- The Public Health Approach 10
- Oregon Benchmarks 11
- Risk and Resiliency Factors for Violence 14
- The Spectrum of Prevention 15
- Key Provisions of Proposition 21 17
- What’s New? 18
- Case Study of a School Shooter 20
- Putting These Assets to Work 29
- Implementing this Recommendation 30
- Dollar for Dollar 35
- Policy Options 36
- States Placing a Priority on Prevention 37
- Same Goals, Same Problems 38
- Embedding Prevention in State Policy and Practice 39
- Shifting the Focus 40
- Making Prevention a Priority 42
- What Counts as Prevention and Why it Matters 46
- Five Key Problems 49
- Coordinating Prevention in Oregon 53
- Immediate Steps 55
- Violence Prevention Leaders 57
- How Leaders are Developed 58
- Violence Prevention Training 59
- Benefits of Leadership Training 60

Who Needs Information	61
Tapping Local Talent	65
Welfare Policy Research Project	68
Other Resource Centers	70
Youth Violence Prevention Clearinghouse	72
Guidelines for Legislative Language for State Program Evaluation	77
Lessons Learned	78
Evaluation in Illinois	80
“They Never Gave Up”	86

Table of Charts & Graphs

Proposed Youth Violence Prevention Coordinating Council and Secretary for Youth Development and Violence Prevention	xi
Agencies That Administer Prevention Programs	xiv
Proposed Youth Violence Prevention Institute	xix
Juvenile Violent, Homicide and Robbery Arrests	3
The Adolescent “Bubble”	4
Adolescent Population Ages 11 to 18 - Year 2000	5
Adolescent Population Ages 11 to 18 - Year 2010	6
The Continuum: From Prevention...To Sanctions	8 & 9
Brain Growth vs. Public Spending for Children	12
Annual Number of Homicides: LA County, 1990-1999 and Violence Prevention Coalition Membership	16
Felony Arrests for Violent Offenses and Homicide, 1994-1999 - Adults and Juveniles.....	19
Violent Crimes on Public School Campuses, 1995-96 to 1999-00	21
10 Leading Causes of Death in California, 1990-1998	22
Healthy Start Program Sites	25
After School Learning and Safe Neighborhoods Partnership Program Sites	27
Twelve Safer Cities	32
Proposed Youth Violence Prevention Coordinating Council and Secretary for Youth Development and Violence Prevention	43
Youth Violence Prevention Programs, 2000-2001	47
Competitive vs. Non-Competitive General Fund Dollars	49
Proposed Youth Violence Prevention Institute	66

Executive Summary

Violence stalks California’s young people like the plague.

Despite our technical and economic progress, almost as many teenagers are killed in homicides as in motor vehicle accidents. Every 10 hours, on average, a young person dies at the hands of another – usually someone they know.¹

More young people die in California from suicide – self-inflicted violence – than from cancer, heart disease and congenital defects combined. Almost every day a teenager in the Golden State dies at their own hands.²

And those are just the cases where the violence is lethal. In horrible, costly and insidious ways, anger and despair is stealing from our children their arms and legs, hopes and dreams.

“The gang members in this neighborhood share one thing in common,” says East L.A.’s Father Greg Boyle, “the pilot light of hope has gone out or nearly gone out. You have to give them something so they will plan for their futures and not their funerals.”

In this project, the Commission explored the ability of publicly sponsored programs to prevent crime and violence, particularly among our young people.

Can we help these endangered children?

The answer is an absolute yes. And as a result, the only conscionable public response is to improve and fortify community-based and state-supported efforts to prevent the violence. The Commission bases this conclusion on two important developments:

Never Too Late

The evidence is mounting that violence prevention efforts cannot begin too early.

Home visits by nurses, for instance, targeted at infants and parents in high-risk households, cost-effectively reduce malevolent outcomes and encourage a more nurturing childhood.

But millions of California children already are past the critical years of early development. Too many of them are already academically behind their peers. They already have witnessed or experienced violence. They do not have the positive influences in their lives that have helped the rest of us to overcome adversity and keep our dreams alive.

These children are seven, eight and nine years old now. And over the next few cycles of the state budget they will either make it or break it.

Just as the evidence shows it is never too early to intervene, the evidence also shows it is never too late.

These children can be brought back into the classroom, healed from early traumas, and inspired to believe in themselves and their futures. These children are the concern of this report, and should be the concern of all Californians.

A growing body of evidence reveals that most violence is learned behavior. Before they were perpetrators, many offenders were victims. The abusers were abused. The heartless were not loved.

The evidence also is increasing that many strategies can cost-effectively intervene in young and troubled lives to prevent harmful and costly behaviors. Emotional wounds can be healed. Stress can be managed. Respect can be learned and earned. Tutoring, mentoring and counseling can restore trust and hope. They can make up for broken homes and lost homework.

Between 1984 and 1991, murder by children between the ages of 12 and 17 increased by 127 percent in California.³ Importantly, crime by children and adults has declined significantly in recent years. But violence is still endemic in many communities, threatening children like a deadly disease. Teenagers are nearly five times more likely to be victims of crime than adults over age 35.⁴

Over the next few years, the number of adolescents in California will increase by 28 percent. Today there are 3.9 million children between the ages of 11 and 18. By 2008, there will be nearly 5 million adolescents.

Twenty-nine other states don't even have 5 million residents. But there will be 5 million young Californians – challenged by the pressure of peers and the influences of pop media, but not always prepared or assisted to make healthy choices.

“Here is the truth...”

Father Boyle tells the story of a 12-year-old named Beto, a frequent visitor of the mission, who was gunned down one night – along with a 19-year-old gang-member who was the intended target:

“All kids know in this neighborhood that when you hear gunfire you run, you hide, you hide behind a dumpster. But Beto froze and took one in the side. An extremely large bullet entered one side and exited out the other. The sheer size of the bullet rendered him paralyzed.

“He went through seven hours of surgery and survived. Then in the last hour of his life I remember looking through this window and watching seven or so nurses and doctors pounding on his heart, massaging his heart, begging and pleading with his heart to cooperate. But it just couldn't do it.

“Here is the truth: He was 12-years-old and he was exactly what God had in mind when God made him.

“This is equally true, and this is the hard one: The kids in that van, kids I know, also were exactly what God had in mind when God created them, but they didn't know it. They had not been surrounded by that truth. They didn't have enough people in their lives to hold the mirror to say, ‘Here is who you are and it is all good,’ so those kids could inhabit that truth.

“Any community that wants to deal with this issue effectively has to do prevention, intervention and enforcement and has to do them all at the same time, with equal allocation of resources.”

Source: Gregory Boyle, S.J., Los Angeles Community Forum on Youth Violence Prevention, October 11, 2000.

Academics are debating how to allocate credit for declining crime. Some credit tougher prison terms or the booming economy. Others note the maturing of yesterday's young adults – which would suggest that crime will increase with the numbers of young people.

Among the many stories the Commission heard – from Vallejo on the edge of San Francisco Bay to Boyle Heights in the shadow of the L.A. skyline – is that communities are coming together to proactively shepherd their children through the unfortunate dangers of contemporary childhood.

The word that some use to describe the goal for children is “resiliency” – the ability to adapt and change. The world is tough and getting tougher. Many of California's children are not getting the start they need. Their homes are not nurturing, or even safe. So what can be done at every opportunity to develop in children the resiliency to overcome the threats and disadvantages?

In many communities, the efforts are dwarfed by the challenge. In some communities, the human capacity is not there to muster the resources or forge the commitment of local leaders.

Importantly, the State has made significant strides to help communities help their young people and their families. Proposition 10, which created the California Children and Families First Program, is targeting funding and attention to children from birth to age 5. Healthy Start is responding to problems through family-focused and comprehensive services to ensure that children thrive. The enormous push to improve education is fortifying what community leaders told the Commission was the first defense against delinquency – vibrant schools that connect with all children. And the State is dedicating substantial resources to “prevention” programs, from truancy reduction to after-school tutoring.

The State, however, has not pulled these programs into a coherent state-wide strategy supporting youth development. It has not defined its goals or created the management infrastructure necessary to ensure that resources are being spent in the best way possible and that no child and no community are left behind.

The Commission has identified six practical ways the State can help local communities seize the opportunity to rescue troubled children:

- 1. *Take action now.*** The State should quickly provide California families, educators and community leaders with the tools to foster the emotional health of youth, and to effectively identify and intervene with troubled youth.

2. ***Make prevention a priority.*** California needs to make prevention the premise – rather than an afterthought – for every program for children and families. The Governor, Attorney General and Superintendent of Public Instruction must get directly involved, along with community leaders, and a new Secretary for Youth Development and Violence Prevention who can bring day-to-day leadership to this effort.
3. ***Reorganize funding.*** The State should streamline and integrate funding for prevention programs. All communities should receive some prevention resources, while some funds should be targeted at neighborhoods with the greatest violence, and incentives given to get communities to adopt proven programs.
4. ***Develop leaders.*** The State should help communities build their capacity for change by developing emerging youth and adult leaders. While statewide in scope, this function might most effectively be performed by a partnership of organizations and individuals with expertise and a role in preventing youth violence.
5. ***Impart new knowledge.*** Violence prevention policy and programs need to be based on the best information about what works. A resource center could gather, assess and disseminate the latest research and best practices to policy-makers and practitioners.
6. ***Evaluate effectively.*** Prevention programs are burdened far more than other public safety policies with proving their effectiveness, and funds are spent unsuccessfully trying to statistically discern the effect of single programs in complicated societies. The State should advance evaluation techniques that are useful to policy-makers, program managers and the public.

Until now, the State's policies have reflected a skepticism about prevention programs. The State funds them as experiments or purchases them as luxuries. The evidence now compels a contrary conclusion. Prevention can consistently and reliably save lives at far lower costs than what crime and violence inflict on public budgets and private lives. Like all public programs, prevention efforts must be well-managed and constantly improved. The Commission's recommendations would move prevention from experimental pilots to fundamental policy.

After careful analysis, and after consulting extensively with many caring and knowledgeable Californians, the Commission submits the following recommendations for public consideration:

A Youth Violence Crisis

Finding 1: Despite declines in some juvenile crime, California faces an immediate crisis of youth violence. Alienated and disaffected young people are escaping the attention of families, friends and teachers until they explode into violence.

An increasing number of young people are emotionally distraught, disconnected from their families and peers, schools and communities, without hope for their own future. The consequences can be deadly, as youth react with unimaginable violence.

On a sun-kissed March morning in San Diego, a 15-year-old student fired on classmates and teachers at Santana High School near San Diego, killing two and wounding 13. Seventeen days later and five miles away another young gunman strode into Granite Hills High School armed with a 12-gauge shotgun and a .22-caliber handgun, wounding five classmates and two staff. The shooter, upset that he might not graduate, set out to kill the vice principal, who was among the wounded.

Those horrors grab headlines. They are high profile examples of persistent and chronic struggles of the heart that are endured by many young people, and warrant an immediate and courageous response by California's leaders. Among the indicators of this crisis:

- The state Department of Education reported a 17 percent increase in violent crime on school campuses between the 1998-99 school year and the 1999-2000 school year.⁵
- The U.S. Surgeon General reported that despite a decline in gun use and lethal violence, the proportion of young people who say they are involved in nonfatal violence has not dropped nor has the proportion of students injured with a weapon at school.
- The Surgeon General found that the number of youth involved with gangs has not declined.⁶
- Gang-related homicides in Los Angeles increased 116 percent from 1999 to 2000.⁷

Scientists have identified dozens of "risk factors" for violence, as well as conditions that protect children from violence. Many of the root causes of violence – abuse and neglect, poor parenting, economic and other stresses – are well documented. Prevention and intervention strategies have been developed and tested. Many have been shown to be effective.

However, while we have pledged to prevent future Columbines, future Santanas, future Granite Hills, the best prevention tools have not yet made it into our families, classrooms and communities.

We also must be vigilant for unintended consequences. Policies intended to deter violence – like zero tolerance for drug and weapon possession at school – may aggravate the underlying causes of violence. The Surgeon General has concluded: “Some popular measures...may further harden troubled children and increase their involvement in crime and violence.”⁸

The young men responsible for recent school shootings share some common and disturbing characteristics. Most were estranged from their parents or not engaged by them in a significant way. Most had perceived grievances against peers or school authorities. And two-thirds said they had been bullied by peers. Evidence suggests that youth who bully and are bullied may be at particularly high risk for violence.⁹ There are no easy solutions to deadly actions like school shootings, primarily because they are still relatively rare. These acts occur when a combination of predisposing factors come together and so they are difficult to predict.

School-Based Services

Schools have unparalleled opportunities to identify and respond to children and adolescents who are experiencing problems that lead to violence. Among their attributes and assets:

Comprehensive services. Educators have long supported efforts to meet the physical and emotional needs of children as a way of improving academic learning. The Healthy Start program provides comprehensive screening and services to children in low-income families. Evaluations of the program show improved student behavior, academic performance and school climate.

Family-based services. Educators have long recognized that children with supportive parents achieve better academically. The Juvenile Crime Prevention Demonstration Project has proven that solving family problems can increase student performance and decrease criminal and delinquent behaviors.

After-school programs. Juvenile crime triples after 3 p.m., and more than half of all youth offenses are committed between 2 p.m. and 8 p.m. After-school programs can reduce crime and enhance student performance. But even with increased federal and state support, 70,000 children are on waiting lists.

Community centers. Schools can be the locus for a variety of neighborhood services. The San Francisco Beacon Initiative, a partnership of public and private sponsors, has transformed eight schools into youth and family centers that have become “beacons” of activity in neighborhoods.

Leadership. Teachers and administrators can be powerful role models in neighborhoods. Their concern for children, awareness of their needs, and familiarity with public agencies allow educators to be catalysts for strong community-based efforts to improve health and well-being, while reducing violence.

Putting These Assets to Work

- The Youth Violence Prevention Coordinating Council recommended in Finding 2 of this report should focus first on streamlining application and funding rules for school-based programs. The council also should identify for policy-makers financial incentives to encourage school districts to use their facilities to partner with other organizations to provide community-based services.
- The prevention institute recommended in Finding 3 should work with schools to identify emerging leaders, mentor them and provide them with the support necessary to be neighborhood beacons.
- The Institute’s clearinghouse should provide policy-makers with the best models for using available federal, state and private resources to fund and operate school-based services to families.

But the gravity of these events and the continued high levels of juvenile violence in some California communities warrant immediate and meaningful action – steps taken today that will save lives tomorrow.

As a society we must better respond to our young people who show signs of trouble. Parents can be taught to listen to their children and look for clues of anger and hurt. Schools can become places where the emotional health and safety of students is a priority – integrated into the curriculum and a part of the school culture.

The potential for school-based programs is revealed at Seeds University Elementary School at UCLA, where anti-harassment lessons are integrated into the academic curriculum. The staff seize “teachable moments” – opportunities to show students how to respect and care for each other. The program teaches the value of group harmony and helps youth develop the internal resources to deal with stressful experiences like bullying or put-downs.

Recommendations 2 through 6 advocate steps the State can take to provide the leadership and organizational structure to make prevention the primary response to youth violence. But California also can take steps for the young people – and their victims – who need help now, while long-term and sustainable reforms are developed.

Recommendation 1: California policy-makers should make prevention the primary policy for reducing youth crime and violence. As an immediate step, the Legislature and Governor should ensure that parents, educators and community leaders have the latest information on the root causes of violence and strategies to promote the emotional health and well-being of youth. Policy-makers should allocate resources for the following:

- ❑ ***Information gathering and dissemination.*** Information on the causes of youth violence and effective prevention and intervention strategies should be gathered and disseminated to parents, schools and community leaders. Information should be provided on how to identify and effectively respond to youth who are experiencing difficulties. Responses should be non-threatening and should not result in youth being labeled, excluded or alienated. Effective youth development strategies should be emphasized and encouraged. Because families are the institution with the primary responsibility for positive youth development, particular emphasis should be placed on disseminating information to them.

Immediate Steps

The Governor and the Legislature could rely on one or more of the following agencies and organizations to implement this recommendation:

- ❑ **School/Law Enforcement Partnership.** This partnership brings the Attorney General and Superintendent of Public Instruction together to prevent violence.
- ❑ **Private Foundations.** The California Wellness Foundation, David and Lucille Packard Foundation, California Endowment, and Foundation Consortium are all potential partners.
- ❑ **State Board of Education.** The board, in cooperation with the Superintendent of Public Instruction and Secretary for Education, could champion these activities and rally local school districts to the cause.

❑ **Professional development.** Educators and other professionals who work with youth should be educated to quickly identify and respond to youth who are struggling emotionally. Professionals should be able to make referrals to appropriate community resources. Professionals should learn to develop effective interagency partnerships.

❑ **A state summit and community meetings.** The Governor should sponsor a youth violence prevention summit as soon as possible to focus attention on and widely disseminate the latest information about youth development and youth violence prevention. The State should challenge and assist every California community to convene community forums to hear firsthand the latest research regarding the root causes of youth violence and effective preventive strategies, and to develop local action plans to prevent violence.

The Opportunity of this Generation

Finding 2: California has a historic opportunity to align scientific knowledge, community commitment and public resources to promote and establish prevention as the primary policy response to youth violence.

A growing body of evidence suggests that the brains of young children who are neglected or traumatized develop differently than those of children who grow up in nurturing environments, and these differences place neglected children at higher risk for later violent behavior.

The evidence also is mounting about the potential to prevent and intervene in at-risk circumstances. Home visits by public health nurses have been highly successful in reducing child abuse, dependence on welfare and later delinquent behavior by children. Programs like Boys & Girls Clubs and Big Brothers/Big Sisters have been documented to prevent violence. Anti-truancy campaigns are getting students back in school and dramatically reducing daytime crime.

This evidence has increased support for prevention among policy-makers, law enforcement, educators, and the public. In a 1999 nationwide poll of police chiefs, 69 percent said that after-school and educational programs are the most effective way to reduce juvenile crime.¹⁰ And a statewide poll

revealed that 78 percent of voters think investment in youth crime prevention should be a higher state priority than spending for new prisons.¹¹

The 1999 report of the Congressional Bipartisan Working Group on Youth Violence put a priority on prevention and early intervention programs, emphasized the importance of parents and communities in the lives of children, and supported childhood health and mental health services.

Since 1994, this Commission and others have urged policy-makers to make prevention a priority in addressing youth crime and violence. In reviewing child care, juvenile justice and foster care programs, the Commission concluded that top policy-makers need to coordinate the State's disparate efforts to help endangered children and manage those programs to improve results.

Some progress is being made. *Shifting the Focus*, a partnership among state agencies that administer youth violence prevention programs, is attempting to reduce fragmentation and duplication. The Attorney General and the Secretary of the Health and Human Services Agency have assigned senior staff and resources. But some key departments – including the Office of Criminal Justice Planning – are not consistently participating. The effort has yet to transition from discussion to policy, and leadership is needed for this venue to fundamentally improve the administration of programs.

Similarly, the National Crime Prevention Council has an initiative – *Embedding Prevention in State Policy and Practice* – that encourages states and communities to make prevention the policy of choice for reducing crime, violence and drug abuse. The initiative stresses executive leadership and coordination among state agencies.

As before, the Commission believes that improving outcomes for children will require the commitment of top leaders, and a structure that organizes and aligns California's child-related efforts to prevention goals. Absent persistent pressure, large state bureaucracies are slow to change. Community leaders can be the necessary catalysts, if provided the venue for effectively advocating for improvements in state operations.

Recommendation 2: To make prevention the primary policy response to youth crime and violence, the State needs to create the organizational infrastructure to define goals, establish strategies and implement programs, as outlined below.

A community-focused Youth Violence Prevention Coordinating Council should be established to define and advocate for a youth violence prevention policy agenda that meets the needs of California communities. Specifically, the council should:

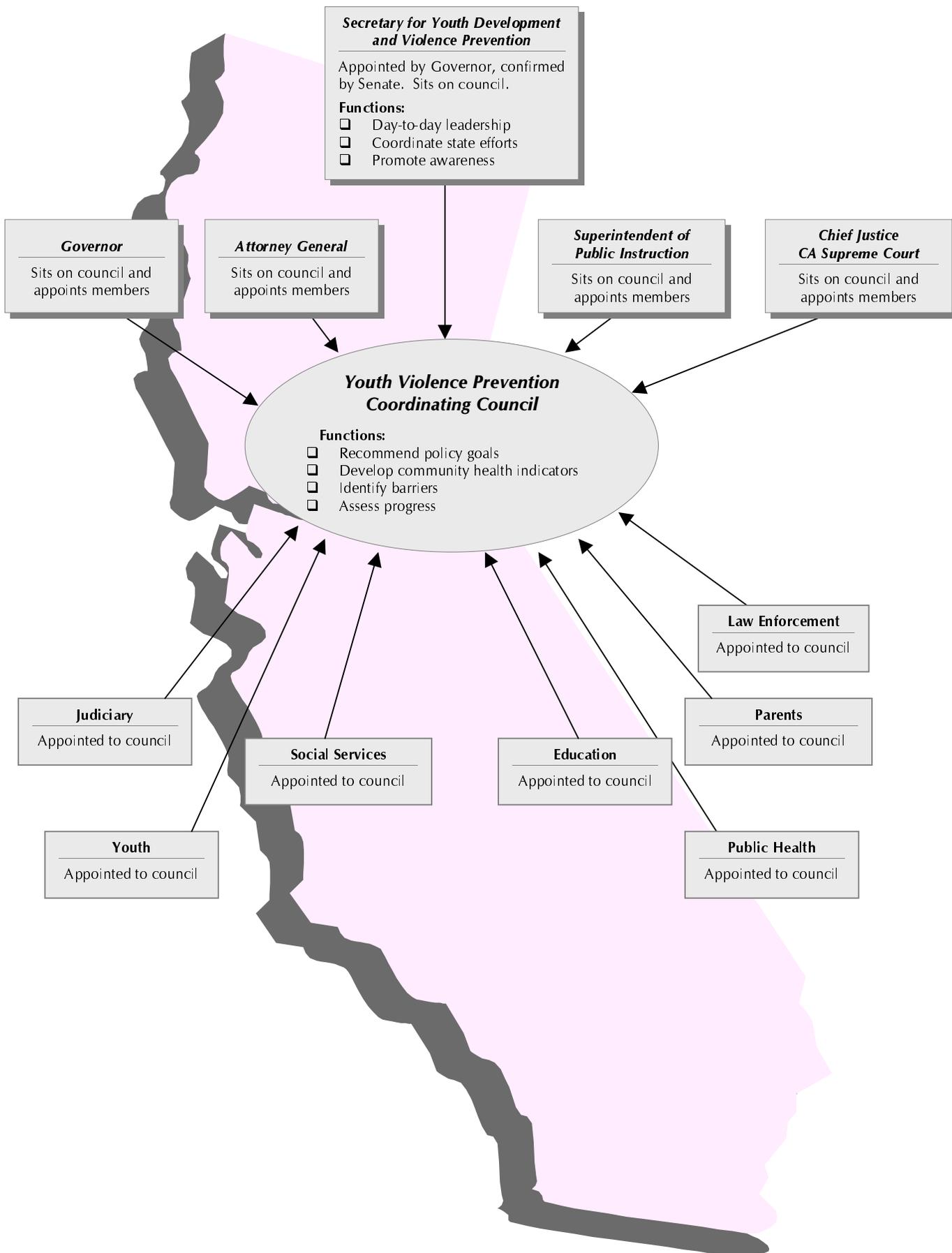
- ❑ **Be appointed by top policy-makers.** Community members representing schools, law enforcement, social services, public health, the judiciary, parents and youth should be appointed by the Governor, Attorney General, Superintendent of Public Instruction and Chief Justice of the Supreme Court.
- ❑ **Develop community indicators and set goals.** Community health indicators, outcome measures that reflect the well-being of families and young people, should be developed in cooperation with state agencies that have a role in prevention. The council should use these indicators to set prevention goals, assess needs, craft prevention strategies, evaluate performance, and document progress and trends for the public. It should propose expenditures to support an effective continuum of youth violence prevention strategies.
- ❑ **Identify barriers.** The council should identify organizational, funding and procedural barriers to accomplishing California’s goals for prevention and recommend ways to overcome them. It also should recommend ways to ensure that juvenile justice, education, child welfare and other policies are not undermining those goals by excluding children from the treatment necessary to heal trauma and prevent future violence. The council should identify statutory, regulatory and operational changes that need to be made. It should identify ways to streamline, standardize or consolidate applications and accounting forms.
- ❑ **Assess progress.** The council should annually report to policy-makers and the public on the progress California has made toward prevention goals, including trends in community health, the embedding of prevention in state policies, and improvements in the administration of state programs.

The Governor should appoint a Secretary for Youth Development and Violence Prevention with the authority and responsibility to advance a community-focused youth crime and violence prevention strategy. The secretary should:

- ❑ **Provide day-to-day leadership.** The secretary should serve as a member of the Youth Violence Prevention Coordinating Council. The secretary should serve as the liaison between the council, “Shifting the Focus” and the Legislature.

- ❑ **Coordinate state efforts.** The secretary should be charged with formalizing “Shifting the Focus” and should serve as its chairperson. The secretary annually should recommend to the Governor and Legislature ways to improve the coordination, integration or consolidation of the funding and administration of youth violence prevention programs. Over time, the secretary should identify ways that other children’s services could be improved to make them more effective at improving the health, well-being and resiliency of the Californians they serve.
- ❑ **Promote public understanding.** The secretary should promote public-private partnerships to educate Californians on the cost and public safety benefits of prevention and promote citizen action and involvement in violence prevention.

The graphic on the following page shows the proposed Youth Violence Prevention Coordinating Council and Secretary for Youth Development and Violence Prevention.



A Funding Mechanism that Supports Communities

Finding 3: State funding streams for local efforts are fragmented and uncoordinated. They do not support cooperative local efforts, ensure all communities have some resources, or prioritize funding to communities with the greatest needs.

Prevention efforts work one child at a time, one family at a time, one neighborhood at a time. As a result, effective efforts involve everyone who shares responsibility for troubled youth – law enforcement, schools, mental and physical health providers, parents and young people themselves. The efforts are organized and managed by community leaders and public servants, and are supported by a range of public and private funding sources.

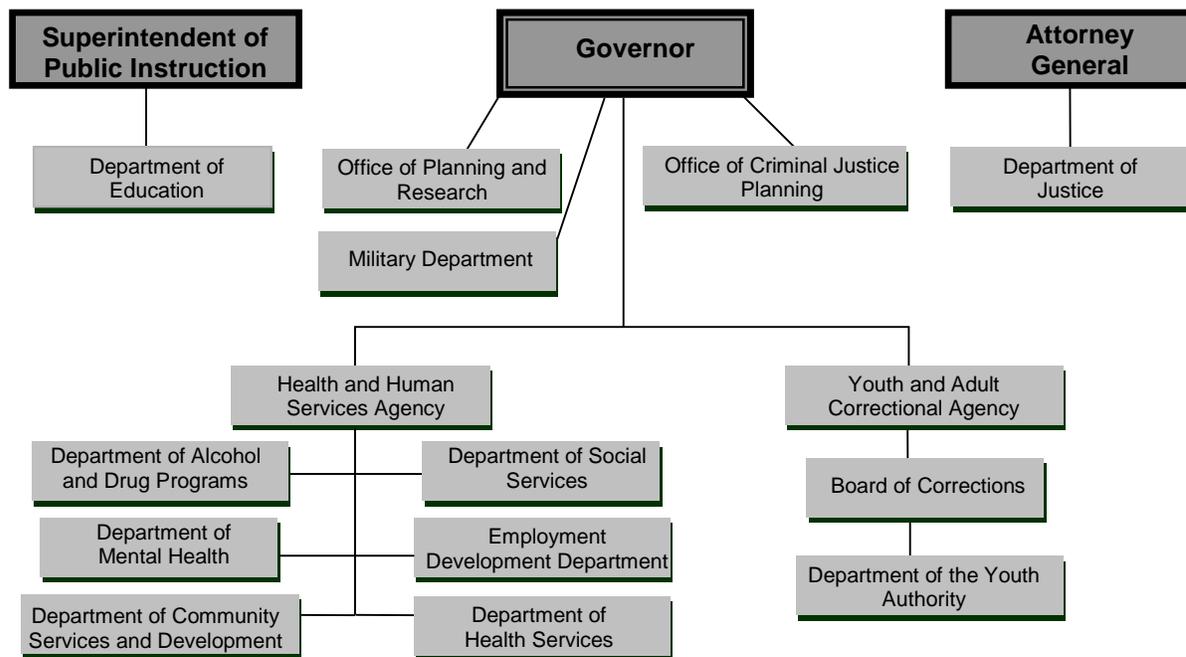
State agencies – understanding the value of this multi-disciplinary approach – often require local agencies to form partnerships as a condition of state funding. The strongest programs appear to be those built on true partnerships between public safety, public health, education and social services agencies.

But the State’s management and funding of prevention programs is not coordinated. Multiple state agencies administer prevention programs in near isolation from one another. More than 50 different programs are scattered across more than a dozen departments. Each program has its own lengthy and complicated grant procedures that many organizations – particularly rural ones – have difficulty navigating. From the State’s perspective, fragmentation thwarts the ability to quantify its investment and manage it as a comprehensive portfolio of programs.

In addition, the State awards much of its funding through competitive grants, partly because funds are limited and partly because prevention programs are still sold as unproven “pilots.” But state administrators and local service providers concede that competitive grants reward communities with the best grant writers, rather than those with the greatest needs. The process encourages communities to establish programs that will win funding, rather than pursue community priorities. And grants often come with inappropriate conditions, such as denying services to some children to prove the effectiveness of common-sense programs like after-school tutoring.

Many of the state grants only provide funds for a couple of years. The hope is communities will assume financial responsibility for successful programs. But communities say that they do not have the necessary funds, so promising programs often shrivel and die – and have to be started over from scratch when more funds become available.

Agencies That Administer Prevention Programs



Finally, with few exceptions, resources are not allocated to meet two fundamental needs: All communities need to be able to establish basic prevention programs, and communities with the greatest juvenile violence problems need additional resources.

The Juvenile Crime Prevention Act of 2000 allocated \$121 million among counties on a per-capita basis. But the majority of resources are not allocated in ways that help all communities protect their youth, that encourage communities to pursue proven strategies for addressing their priorities, and that target the neighborhoods with the biggest problems.

Other states have aligned funding mechanisms with policy goals. Pennsylvania provides financial incentives to communities to adopt proven, cost-effective programs. In Oregon, agencies are developing a common planning and single grant application for local agencies. Oregon is “braiding” together funding streams that support common purposes.

Previously, this Commission and others urged the State to consolidate the disparate programs into a single agency. This solution would require agencies to relinquish programs, which they resist. But it also discounts the value of involving many disciplines in the cause of prevention.

As it stands, the benefits of involving education, public safety and social services agencies are compromised by disparate, complicated and uncoordinated management. Why should community organizations have to

struggle to identify funds, fill out multiple applications that ask for much of the same information, and redefine the needs of their communities to fit the State's definition of the problem? Why should reporting procedures, data definitions and evaluation requirements vary from one program to another?

The Commission believes California should streamline, simplify and truly integrate the funding for youth violence prevention and manage it like any other investment. It should begin with an inventory of programs whose primary purpose is to prevent youth crime and violence. It should provide flexible funding to encourage community-crafted responses to youth violence. And it should inform policy-makers about statewide violence prevention needs, the adequacy of current funding, and effectively target resources to the problems.

Recommendation 3: The State should reorganize the way it funds youth violence prevention to permit smart investments in community efforts. Specifically, the State should create a funding strategy that would:

- ❑ ***Streamline, coordinate and integrate state programs.*** Funding for youth violence prevention programs should be coordinated and, where appropriate, consolidated. Youth violence prevention appropriations to state agencies should be contingent upon their coordination with other state agencies. The State should develop simplified grant applications based on single, comprehensive needs assessments and, over time, single applications for joint and simultaneous consideration by state agencies with grant programs.
- ❑ ***Provide some funding to all communities.*** The funding mechanism should provide all communities with base funding for community-crafted prevention efforts. Local juvenile justice coordinating councils should develop and submit to county boards of supervisors and the Youth Violence Prevention Coordinating Council plans for prevention expenditures. The plans should identify the community health indicators to be addressed and the prevention strategies to be implemented. Communities should document what

Immediate Steps

- ❑ The Governor and the Legislature could direct agencies to develop a single application that provides common and basic information for all prevention programs, and if necessary a second form for unique information required by a specific program.
- ❑ A pilot project could be created involving one county or one region in which a single application is submitted to the State. All state agencies with prevention programs could review the application and determine which programs could support the community's efforts. The county could be given priority to available state funds that support its goals.
- ❑ The State should not renew any expiring prevention programs without a clear plan for how that program will be integrated into a coordinated prevention effort in terms of a unified planning and application process, streamlined reporting and effective evaluation.
- ❑ Review programs administered by OCJP to determine if they could be better administered by another agency.
- ❑ Develop an inventory of programs to meet the needs of state policy-makers and local communities.

strategies are likely to be successful. Incentives, such as reduced evaluation requirements for strategies showing strong evidence of success, should be provided. Rewards also should be provided to prevention providers who develop new approaches that are proven to be cost-effective and are utilized.

- ❑ **Provide additional resources to communities with the greatest needs.** Additional funding should be available to communities with the greatest needs. To receive additional funding, communities should be required to target prevention efforts to youth most at-risk for violence or victimization and implement strategies with strong evidence of effectiveness. Funding to communities with special needs should be of adequate duration and not summarily terminated once programs show success.
- ❑ **Include an inventory of state programs.** An effective funding strategy should include an inventory of programs managed to inform the budget process, the policy-making process and the grant-making process. An on-line inventory of programs should be available to communities statewide.

Invest in Leadership

Finding 4: Successful youth violence prevention efforts are driven by dynamic and talented leaders who develop collaborative strategies tailored to their communities.

How Leaders are Developed

Public & private organizations recognize the need to identify potential leaders and develop their skills to motivate people, build partnerships and solve problems. Some examples of organizations investing in leadership:

- **American Leadership Forum.** Selects individuals from communities across the country and provides them with a yearlong, intensive leadership development program.
- **California Attorney General’s Youth Corps Program.** Youth between the ages of 18 and 25 are selected to provide public safety awareness, conflict resolution and mentoring to “at-risk” middle and high school students.
- **Law Enforcement Command Colleges.** Provides intensive leadership development to law enforcement professionals with leadership characteristics and goals.
- **Youth as Resources Program.** The National Crime Prevention Council helps young people to identify community problems and design projects to solve them.

In prevention, policy-makers strive to identify successful “programs” – and then devote energy and resources to replicating those programs. The Commission believes that an essential component of success is the leadership – tenacity, courage, and organizational skills – of individual program managers.

Even when replicating proven programs, studies show the chief administrator is often the key to its success. In communities the Commission visited, the common denominator of successful prevention efforts was the unwavering leadership of one or more individuals. Those individuals believed passionately in preventing youth violence, and they had the skills to convert vision into outcomes. They built cooperation among the organizations and individuals. They assessed the youth-related problems in their communities and tailored appropriate responses. They leveraged resources, authority and influence.

In the Boyle Heights neighborhood of East Los Angeles, a Jesuit priest leads a multi-faceted effort to prevent gang violence. In Fresno, a well-developed collaboration among schools, law enforcement, social services, mental health and the faith community has flourished under the leadership of the juvenile court judge.

While leadership seems like an intangible ingredient, the results are measurable. In Monrovia, the Safe City/Safe Campus Task Force – where community members have assumed the mantle of leadership – an anti-truancy ordinance has contributed to a 39 percent reduction in truancy and 40 percent reduction in daytime crime.

But the State does little to develop leaders and help communities build the capacity to implement collaborative strategies to solve community problems. Absent talent and leadership, the best programs can fail. When they do fail, resources and opportunities are wasted.

As a statewide enterprise California should invest in developing local youth and adult leaders and build the capacity of communities to forge successful strategies. This investment could dramatically improve community programs in ways that can withstand budget shortfalls.

A state-sponsored nonprofit institute could be established to provide leadership training and perform other functions, including maintaining a resource center and developing a strategy for evaluating prevention efforts, functions described in detail in Findings 4 and 5.

An institute sponsored and influenced by the State – but not run solely by the State – could elicit the participation and expertise of multiple public and private organizations that have a stake in youth violence prevention. It could seek foundation and other private sector money as well as public funds, and could build partnerships with state and private universities. To align the work of the institute with the State's goals for youth violence prevention, it could be governed by the Youth Violence Prevention Coordinating Council.

Why a Nonprofit Institute?

Governments have long turned to publicly sponsored, nonprofit organizations to provide services. The National Academy of Sciences, for instance, was created by Abraham Lincoln. But governments are rediscovering the value of quasi-public organizations. The California Council on Science and Technology and the Virginia Center for Innovative Technology are two recent efforts to use nonprofits to achieve public goals. Among their attributes:

- ***Funding is performance-based.*** These organizations compete for public and private grants. Their success depends on the value they provide to clients.
- ***Designed to be partners.*** State agencies with regulatory or enforcement responsibilities have trouble partnering with local agencies, community-based service providers, and even other state agencies. A publicly chartered nonprofit does not have these conflicts.
- ***Representative Governance.*** The board of a non-profit organization can be crafted to provide equal representation to sponsors and clients.

Recommendation 4: The State should help communities fortify youth violence prevention strategies by establishing a Youth Violence Prevention Institute which should, among other functions, develop emerging youth and adult leaders. The institute should:

❑ **Be non-profit and multi-disciplinary.** The institute should be established as a California non-profit organization. The Youth Violence Prevention Coordinating Council should serve as the board of directors of the institute and should hire an executive officer to administer the institute.

❑ **Provide knowledge.** The institute should educate youth and adult leaders about individual, family and community risk and resiliency factors. Training should provide the latest information about violence as learned behavior, brain development and other underlying causes of youth violence. It should assist community leaders to collect, share and use data to further their prevention goals. The institute should forge partnerships with high schools and colleges to provide leadership training.

Tapping Local Talent

California is endowed with many successful leaders – school principals, police chiefs, ministers, doctors, business and community officials.

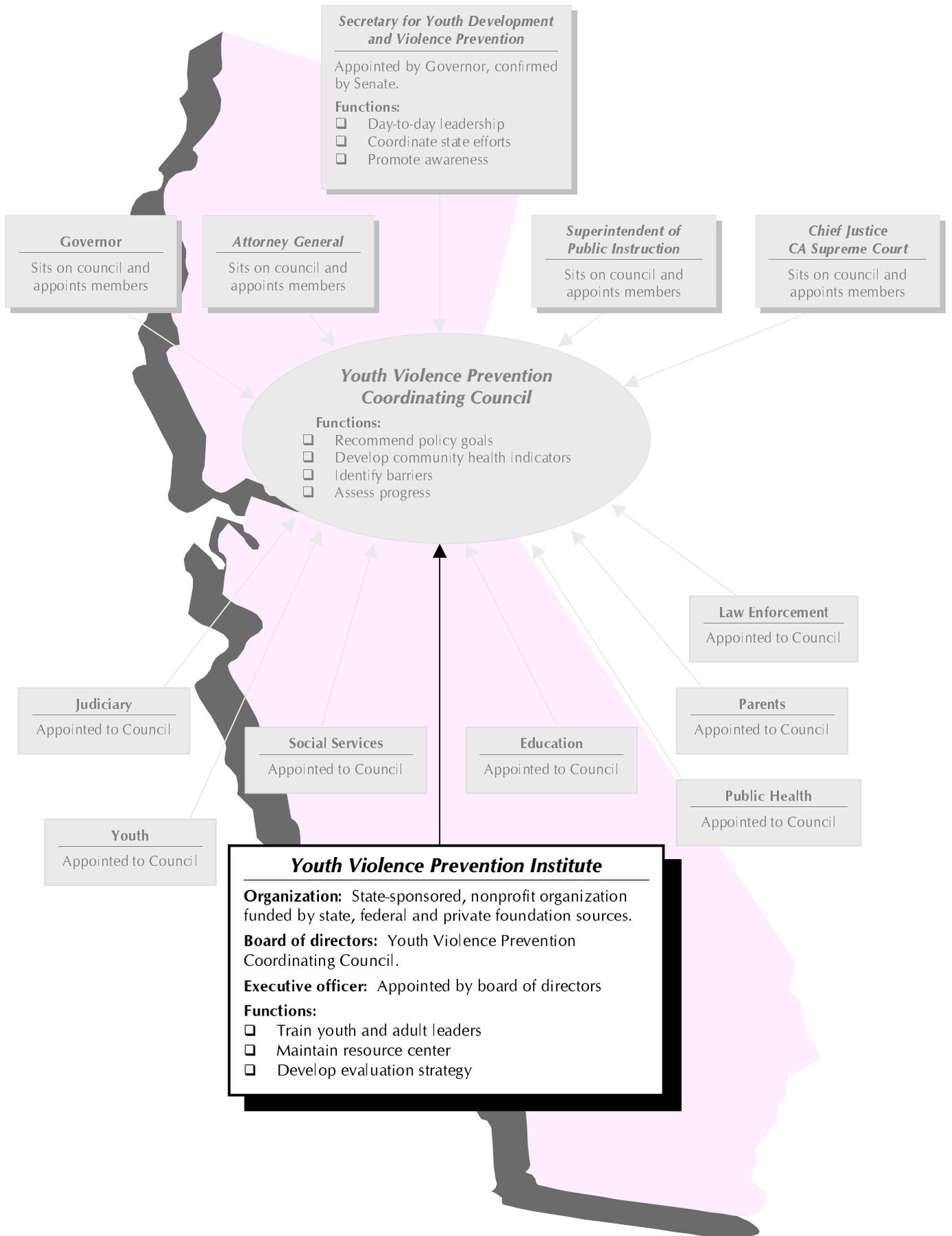
The goal of the institute should be to encourage the development of emerging leaders. The Commission is unsure precisely how this should be done. But these efforts should be creative, and informed by those Californians who have distinguished themselves by improving their organizations and the communities they serve.

This leadership development may involve apprenticeships, formal education, or an energetic and growing network of those making a difference.

It should not be limited to classroom training or one-time seminars. It should be field-based, practical, intense and enduring.

❑ **Build skills needed for success.** The institute should work with emerging youth and adult leaders to identify and overcome barriers to collaboration and provide them with facilitation skills. Youth and adult leaders should be taught how to develop, implement and sustain effective prevention strategies. They should learn how to develop effective partnerships, identify alternative funding sources, and develop skills in others.

The graphic on the following page shows the proposed institute and its relationship to the Youth Violence Prevention Council recommended earlier.



Understanding and Using New Knowledge

Finding 5: While the knowledge of violence is evolving, the State does not effectively acquire, assess and incorporate into policy the latest research on brain development, violence as learned behavior and effective prevention and intervention measures.

As science can explain more completely why people do what they do, strategies for preventing violence improve. The potential for research on brain development to inform policy-makers and practitioners is growing significantly. More will be known five years from now, and even more in a decade. The existing body of scientifically evaluated prevention initiatives also will grow.

This knowledge is developed and kept in many different places – in policy institutes and research centers, in university libraries and on Web sites. This information also is needed in many different places – in legislative committees, by public and private agencies, and in neighborhoods across California. But the people who need the latest information – to make policies, implement programs and evaluate effectiveness – have difficulty finding and understanding it. As a result, many of the potential benefits are not captured and progress is limited.

California has no centralized source for the latest information on youth crime and violence prevention. The Department of Alcohol and Drug Programs maintains resource centers and clearinghouses containing substance abuse prevention and mentoring materials. The Attorney General's Office develops and distributes some youth violence prevention information and wants to expand its community policing research and resource center. The Public Policy Institute of California, the California Policy Research Center, and the California Research Bureau occasionally inform policy-makers on criminal justice issues.

Absent factual information, public policy is often driven by myth, bias and the ability of a particular proposal to garner support. Pilot programs and other experiments are funded – and persist. Many have no evidence of success. Some, like boot camps, have been shown to be ineffective, yet funding has been continued and even increased.

Easy access to the latest information is particularly important because effective prevention strategies are tailored to local circumstances. Without reliable information on best practices, community practitioners cannot make the most of limited resources.

California needs an entity charged with obtaining, assessing and disseminating youth violence prevention information. This entity should expand upon and institutionalize the immediate steps to distribute information

that are recommended in Finding 1. It should provide “one-stop shopping” for policy-makers, program managers and community leaders so research findings can be incorporated into policy and practice.

Recommendation 5: Within the Youth Violence Prevention Institute, a resource center should be created to acquire, assess and disseminate research findings that impact youth violence prevention policy. Specifically, the center should:

- ❑ ***Advance knowledge.*** The center should obtain and assess the latest research in human development, social science and other disciplines and identify how state violence prevention policies could be changed to reflect the most current understanding of these issues. It should identify gaps in current knowledge and sponsor needed research.
- ❑ ***Disseminate information.*** The center should provide policy-makers, practitioners, and community leaders with information on proven and promising ideas and foster the exchange of information across disciplines. It should make the latest research available to the public and sponsor community forums to encourage discussion. It should include information about funding sources, training and technical assistance opportunities and provide links to other resources and clearinghouses.

Rethinking the Role of Evaluation

Finding 6: Rigid and ineffective evaluation practices inappropriately drive programs and hinder the development of effective and efficient prevention initiatives.

Policy-makers and the public need good evaluations to know whether resources invested in prevention programs are achieving the desired results and whether they are cost-effective.

But in prevention, as in many policy areas, the State struggles with how to evaluate the effectiveness of programs. As a result, evaluation requirements for state-funded programs differ widely. Some programs, like Healthy Start, which is administered by the Department of Education, include an independent statewide evaluation. Others, like the School Safety and Violence Prevention Act, which also is administered by the department, have no evaluation component.

An emphasis on outcome measures has resulted in rigorous evaluation expectations for many programs. For example, most of the 48 Challenge Grant programs administered by the Board of Corrections have experimental research designs.

The Commission has identified several problems with the State’s evaluation policies:

First, as researchers and practitioners assert, the State often expects evaluations to provide definitive information that cannot be easily obtained. Methodologies that are appropriate for narrowly defined programs cannot be used to reliably evaluate complex prevention strategies, where multiple factors may be responsible for change. Researchers simply cannot isolate the effect of one intervention on the life of a child who has many influences. As a result, evaluations cannot always prove or disprove cost-effectiveness and they cannot always distinguish bad concepts from poorly managed programs.

Second, scientific evaluations also are expensive. The California Wellness Foundation, after spending \$6 million to evaluate the first five years of its Youth Violence Prevention Initiative, concluded that it did not get the irrefutable evidence it was looking for. The foundation now believes there are many ways to gauge effectiveness, besides statistical outcome measures. For instance, it expects to rely more on the personal experience of participants and program managers. The foundation also has decided to commit no more than 5 percent of grant-making dollars to evaluation.¹²

Third, most evaluations are intended to prove whether a program “works,” rather than provide program managers with information on how they could operate their programs more effectively.

Fourth, because of the overemphasis on experimental designs, many children who need and want help are turned away from clearly beneficial programs, such as mentoring, to be part of control groups.

Finally, program managers at the community level often do not have the ability to design or manage evaluations, further frustrating their efforts to help children.

The inadequacy of evaluation methodologies should not be used as an excuse for not funding prevention programs. Rather, it is a reason for developing effective methodologies and practices.

Unlike many other public safety policies, the State often expects prevention programs to prove that they work to reduce crime and violence, and often expects them to prove they are more cost-effective than other approaches to public safety. This higher standard has many consequences.

Clearly, policy-makers and programs managers – in all public programs – should be focused on improving outcomes for the citizens they serve. But to do so in the area of prevention, the State needs to develop more realistic

sophisticated approaches to evaluation – ones that provide policy-makers, community leaders, program managers and parents more information about what to fund, what to do, and what to do differently. In some cases, this will require aligning methodologies with the information that is needed. In other cases, this will require developing new methodologies to assess and understand “community change.”

Recommendation 6: To inform policy-makers, practitioners and the public, the State should adopt a strategy for evaluating prevention efforts. Specifically, the Youth Violence Prevention Institute should:

- ❑ ***Develop and recommend effective evaluation methods.*** The plan should distinguish between the level of evaluations that are needed to test experimental strategies, versus those that can determine if proven programs are being faithfully replicated. Experimental programs – particularly those that represent significant public expenditures – should be rigorously evaluated. Proven programs should only be evaluated for fiscal accountability, program implementation and management effectiveness.
- ❑ ***Help develop community indicators.*** Prevention providers need to be accountable to their communities and the State for improving the lives of young people. The institute should work with the Youth Violence Prevention Coordinating Council to develop indicators of community health that will assist communities to identify problems and measure progress.
- ❑ ***Provide a way to understand community change.*** The evaluation strategy should advance methodologies to assess complex efforts and effectively measure community change, based on goals and indicators of community health. The strategy should include exploration of more efficient ways to conduct evaluations.
- ❑ ***Develop evaluation tools for program management.*** Local service providers need and want to use evaluation to assess progress and improve services. The Institute should develop tools to help communities evaluate and improve program management.

Introduction

In the early 1990s – when youth violence was near its peak – the Commission conducted a comprehensive examination of California’s juvenile justice system. It advocated sure and swift justice for the most violent offenders. It sought greater protections and access to information for the victims of crime. And it also urged policy-makers to make prevention of juvenile crime and violence a priority.

In the intervening years, the Commission conducted a number of studies concerning children. In reviewing child care policies, the Commission learned about the importance of early childhood development and the physical and emotional benefits of nurturing care. In its examination of the foster care system, the Commission came to understand the emotional and physical trauma of abuse – and the scars it leaves on its victims.

In a variety of education-related studies the Commission reviewed many of the State’s concerted and often ineffective efforts to prepare its youngest citizens for a rapidly changing and not always friendly world.

The Commission initiated this study because it recognized a unique opportunity: growing scientific understanding of how children mature and how violence is a learned behavior, growing experience by communities in operating prevention efforts, and a surge of young people who will soon be in the vulnerable adolescent years.

This report, while inspired by the desire to reduce youth crime and violence, focuses solely on prevention. The Commission concentrated its efforts at the prevention end of the juvenile justice continuum because of its collective experience in this field and its concern that the State’s management and funding of prevention efforts have not matured from disparate programs to cohesive policy.

The Commission believes prevention and early intervention provide the most immediate opportunities to make a difference in the lives of California’s children.

This Introduction is followed by a Background, which details emerging knowledge about human development. The Background is followed by six findings and sets of recommendations that, taken together, would build a cohesive process for organizing, managing and funding prevention strategies at the state level in a way that would most support the day-to-day work that is done in California’s diverse communities.

As part of this review, the Commission convened an advisory committee comprised of individuals representing diverse personal and professional perspectives – all experienced in and dedicated to youth crime and violence prevention. The subcommittee met five times to help the Commission examine the way the State organizes, funds and evaluates prevention and how its efforts impact communities.

The Commission conducted three public hearings to receive testimony from the National Crime Prevention Council, state officials who administer programs, foundations, program managers, parents and youth themselves.

To learn firsthand how the State’s policies help or hinder the efforts of communities to advance violence prevention, the Commission conducted community forums in Fresno, Los Angeles and San Jose and made site visits to observe local programs. The Commission heard from local leaders representing schools, law enforcement, churches, mental health providers and many others committed to preventing youth violence. Parents and youth provided important insights. The Commission is grateful to all of those who shared their time and expertise. Their guidance was invaluable.

If implemented, the reforms the Commission recommends would put in place an effective statewide prevention strategy that includes top-level leadership, a funding mechanism that meets the needs of communities, and evaluation that answers key policy questions and guides local programs. Most importantly, the recommendations would be a structure that supports and builds the capacity of communities to identify and solve problems.

Background

Youth crime and violence – once viewed only as a criminal justice problem – is now recognized as a public health problem, as well – one that impacts the well-being of children, families and communities. This health perspective dictates that public safety efforts include prevention and early intervention.

In the 1980s, as violent crime by juveniles skyrocketed, the State took on a larger role in initiating and funding prevention programs. Several groups, including the Little Hoover Commission, have advocated that the State make a concerted effort to prevent and respond effectively to juvenile crime. To their credit, state policy-makers and community leaders in recent years have increased prevention efforts.

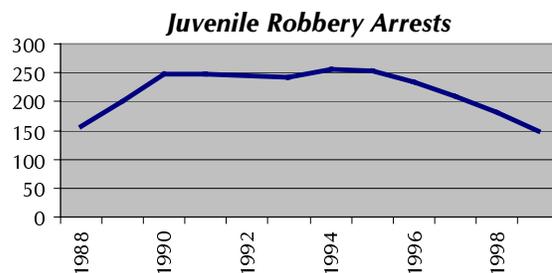
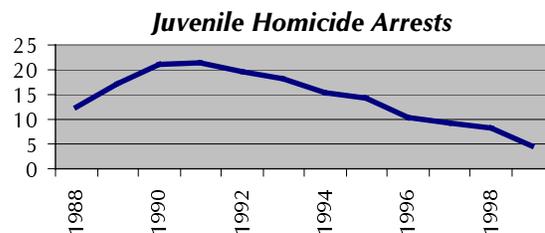
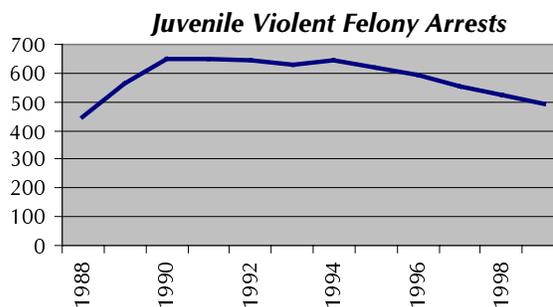
As the collective experience with prevention programs grows, practitioners and academics from a variety of disciplines are recognizing that preventing crime and violence is a complex challenge that requires sophisticated approaches.

The Problem

The nation has ridden a frightening roller coaster of crime with its young people. As the chart shows, between 1988 and 1991, the juvenile arrest rate for violent felonies rose dramatically, reaching a peak and then declining to rates still higher than just a generation ago.

Similarly, the incidence of specific crimes rose dramatically, and then steadily declined through the end of the 1990s. Juvenile arrest rates for homicides increased, peaked in 1991 and then declined in 1999 to 5 arrests per 100,000 juveniles.

The arrest rate for robberies followed a similar trend, peaking in 1994 then declining in 1999 to rates lower than those a decade previous. Arrest rates peaked in 1994 at 255 arrests per 100,000, then declined to 148 arrests per 100,000 juveniles in 1999.¹³



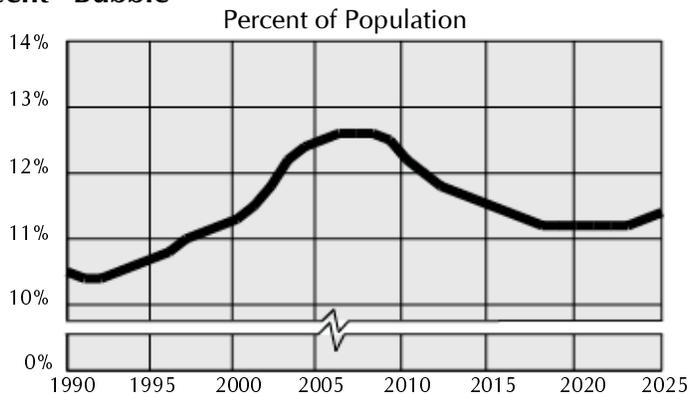
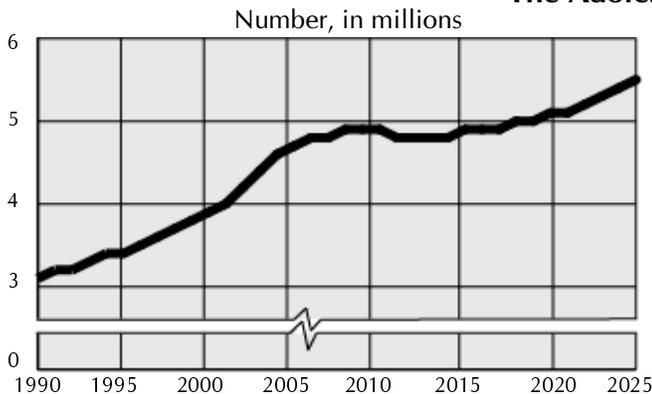
Over the last decade, the juvenile arrest rate for felony crimes has been higher than the arrest rate for adults – although both are declining and are now nearing the same level. Because adults make up a larger portion of the population, the number of crimes committed by adults far exceeds the number of crimes committed by juveniles. Even at the peak of the crime wave, adults were arrested in far greater numbers than young people.

However, arrest statistics are just one indicator of violence. The U. S. Surgeon General reports that while arrest, victimization and hospital records show significant declines in youth violence, self-reports by youth about their violent behavior show violence remains high. The reports reveal no change since 1993 in the proportion of youth who have committed violence resulting in “physically injurious and potentially lethal acts.” The report attributes much of the decline in lethal violence and arrests to a reduced use of guns by young people. It suggests that if violent youth resume their use of weapons, a resurgence in lethal violence could occur.¹⁴

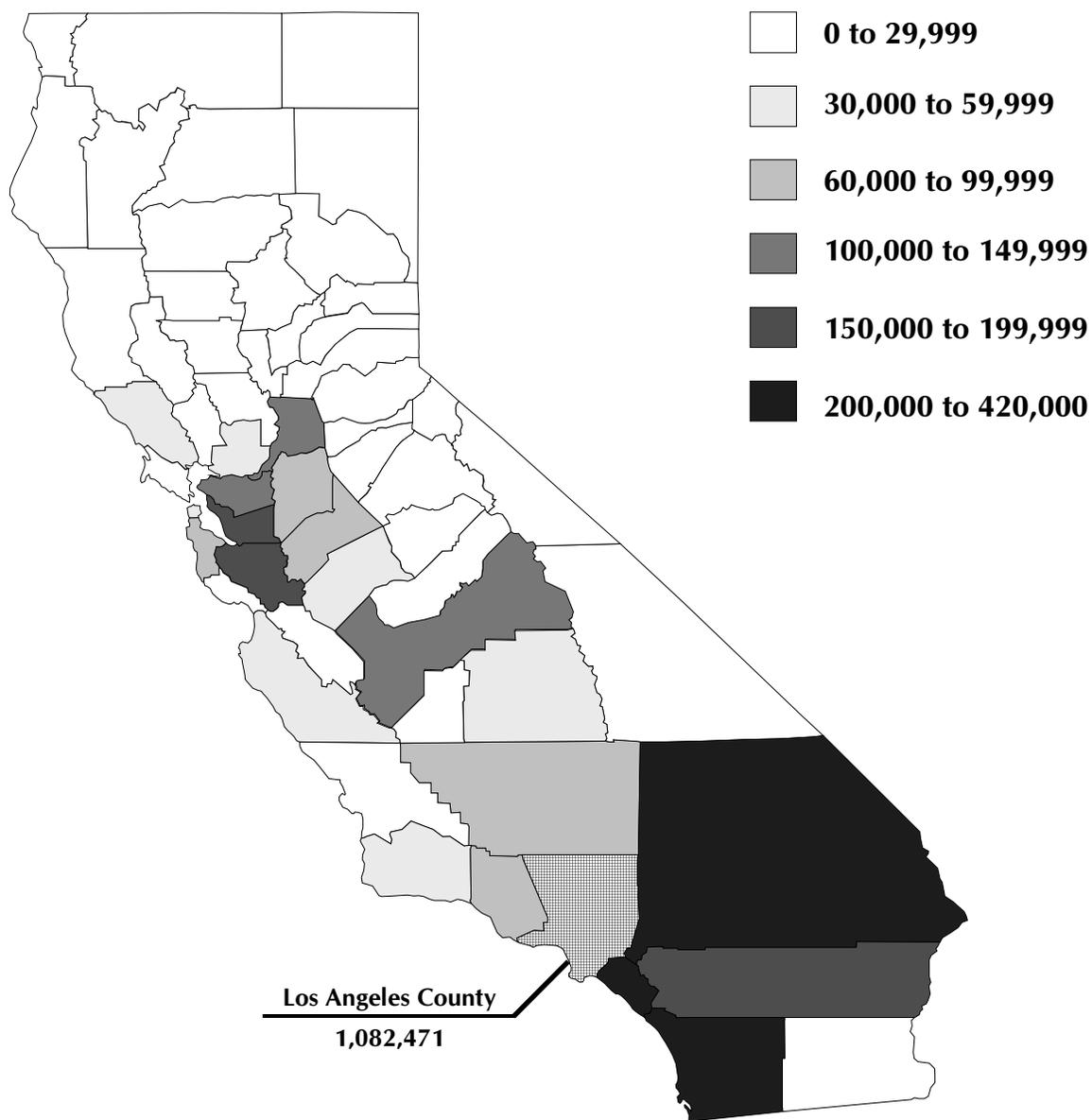
So despite some hopeful signs, the public and policy-makers remain concerned that young Americans are still more violent than previous generations, or their contemporaries in other industrialized nations. Additionally, there is a growing awareness of the social and economic consequences of so many young people getting trapped in the crime-incarceration cycle.

As the crime rate has declined for both adolescents and adults, the feverish concerns about violent youth have abated somewhat. Academics and policy analysts are debating the reasons why crime has decreased. Everything from a strong economy to tough prison sentences and community policing receive credit. Most analysts also are willing to give some credit to the gradually declining percentage of young males, who are most likely to commit crimes. In 1975, some 15 percent of Californians were between the ages of 11 and 18. By 1990 that number had decreased to nearly 10 percent.¹⁵

The Adolescent “Bubble”

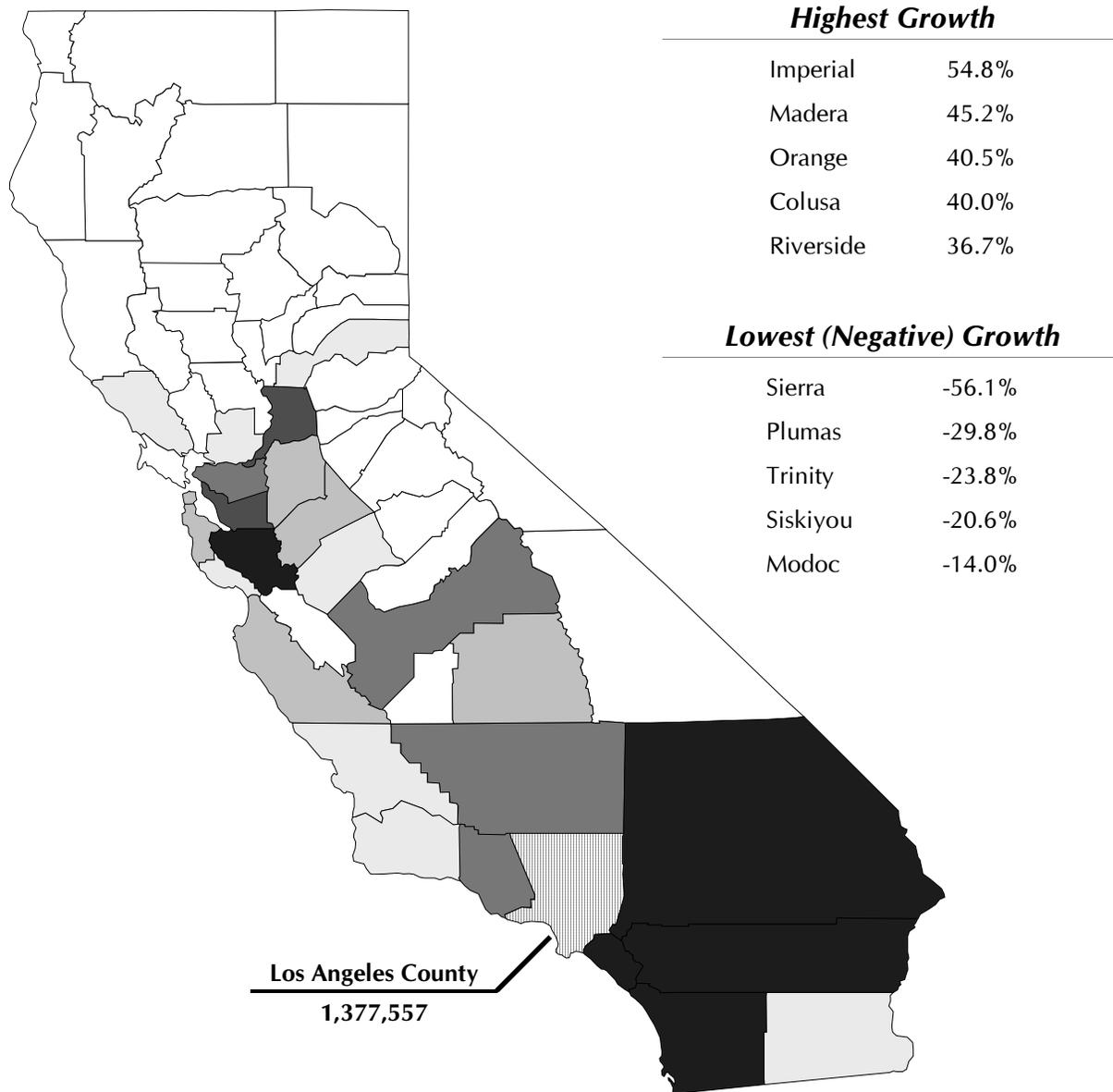


Adolescent Population Ages 11 to 18 – Year 2000



While there is uncertainty about some of the reasons for success, one trend is clearly about to change: Currently, there are nearly 4 million adolescents – ages 11 to 18 – in California. By the year 2008, there will be 4.9 million adolescents. Today, adolescents make up 11.5 percent of California’s population. In 2008, they will comprise 12.6 percent, the largest percentage in more than two decades. By 2020, adolescents will have dropped to 11.2 percent of California’s population – but in sheer numbers, they will continue to grow, reaching 5.1 million by 2020.¹⁶

Adolescent Population Ages 11 to 18 – Year 2010



To some, this projection foretells a renewed surge in the potential number of juvenile criminals and victims. The forecast also provides an opportunity to reassess existing prevention programs and ensure they are funded and administered in ways that increases their success. Can the recent declines in crime rates and other indicators be sustained through the “bubble,” or even decreased? Can the programs evolve from evaluating bad outcomes – violence – to enhancing positive outcomes like educational and career success?

What is “Prevention”?

Government has long responded to protect the public safety. In modern times, a continuum of public safety policies have emerged to suppress crime and violence, from police forces to prison systems.

Government also has increasingly responded to the needs of communities to educate, protect and provide for children, particularly those born into troubled families.

In more recent times, communities have been besieged by some complex and intractable problems – violent crime, drug use, and child abuse and neglect. Heightened concerns led to intensive efforts to develop programs and policies that intervene earlier than traditional law enforcement responses, and are more targeted at these specific problems of youth than programs traditionally provided by social welfare and education.

These prevention programs for youth are diverse by definition. Some take the form of traditional youth development efforts, such as scouting or Boys & Girls Clubs. Some take the form of remedial education programs. Others take the form of proactive policing efforts.

Violence prevention and early intervention strategies include truancy and dropout prevention programs, mentoring programs, conflict resolution curricula in schools and after-school programs. They can be parent-training programs, youth employment programs, and programs to limit access to firearms.

Importantly, many public programs, administered correctly, can result in more positive outcomes for children and families – and by that definition are preventive in nature. The director of California’s foster care programs correctly identifies her program, if effective, as preventing youth crime and violence – of both current victims and future victims. Similarly, community members in East Los Angeles told Commissioners that the most important step the government could take to prevent crime and violence would be to provide high-quality K-12 education.

But parents and community leaders also see that some efforts to improve educational programs, for example, do so at the expense of children most in need of public help. “Zero tolerance” policies that expel children for bringing weapons or drugs to school may be necessary to protect the student

Levels of Prevention

- ***Primary prevention*** fosters and maintains healthy individuals, families and communities.
- ***Secondary prevention*** addresses the attitudes, behaviors, conditions and environments that place individuals, families and communities at risk of violence or expose them to violence.
- ***Tertiary prevention*** targets violent populations and their victims through the use of treatment or deterrence to reduce or prevent the risk of continued violence.

body, but may doom the troubled children who are shunted into ineffective remedial programs or cut loose into “independent study.”

The challenge for communities and policy-makers is to understand how traditional programs – such as schools – affect the health and safety of children and families, and how to effectively complement those efforts with new initiatives that strengthen their preventive benefits and respond effectively when problems surface.

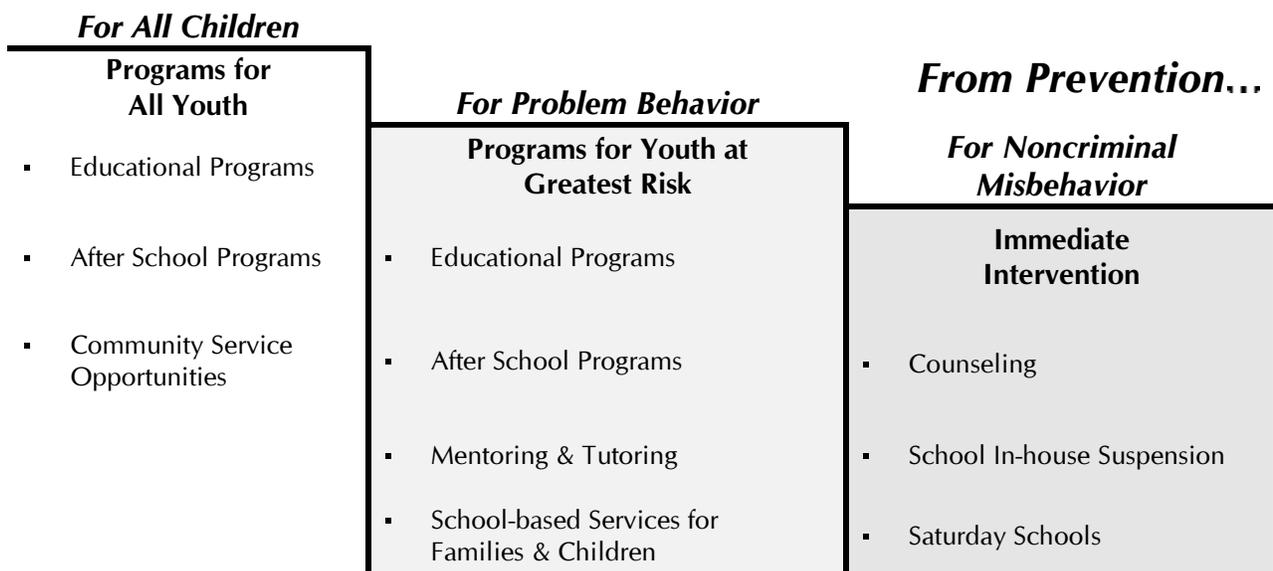
The long-term opportunity is to “embed” prevention into programs and policies by assessing every action for its impact on every child and every family.

Prevention is Part of a Continuum

There has long been a vigorous debate about how to best respond to violent, criminal and other malevolent behaviors. Within that debate, “preventive” efforts are often characterized as an alternative to punitive ones.

A growing consensus among policy-makers and practitioners views prevention programs as part of a continuum of public responses from the most primary interventions in the lives of newborns and their families to the incarceration of criminal offenders. This continuum acknowledges that many responses may be a hybrid – offering opportunities for treatment, restitution and punishment.

The Continuum:



Recognizing that multiple levels of prevention and intervention are involved in comprehensive approaches, practitioners have adapted the public health field’s definition of prevention, which describes primary, secondary and tertiary levels of prevention.

A model developed by Larry Cohen of the Prevention Institute, based on work by Dr. Marshall Swift of Hahnemann College in Philadelphia, is known as the Spectrum of Prevention. It includes a broad range of strategies that have been used to help policy-makers and practitioners understand and implement youth crime and violence prevention initiatives.¹⁷

The Public Health Approach

In 1985 Surgeon General C. Everett Koop declared violence a public health emergency, called on public health professionals to get involved, and set the stage for fundamentally rethinking how public and private organizations, communities and policy-makers respond to violence.

The public health approach to violence emphasizes prevention and identifies risk and resiliency factors associated with violence. It employs strategies to educate and protect communities and individuals from the risks, as well as to enhance the resiliency factors. It is a scientific approach that utilizes research and employs strategies from diverse disciplines – bridging the gap between criminal justice, social science and public health approaches.

Youth Development

Positive youth development prepares youth to meet the challenges of adolescence and adulthood by becoming socially, morally, emotionally, physically, and cognitively competent.

As a concept and strategy, youth development has gained wide acceptance. Practitioners across disciplines believe it holds the best promise for promoting healthy, competent and productive youth and communities.

Recent published studies are beginning to show the potential that these programs have to reduce crime. They include after-school recreation programs, Boys & Girls Clubs and Big Brothers/Big Sisters mentoring programs.

...To Sanctions

For Delinquent Behavior

Intermediate Sanctions	Community Confinement	Training Schools	<i>For Serious, Violent, and Chronic Offending</i>
<ul style="list-style-type: none"> ▪ Informal & Formal Probation ▪ Community Service ▪ Restitution 	<ul style="list-style-type: none"> ▪ Residential Treatment ▪ Juvenile Hall, Camps & Ranches 	<ul style="list-style-type: none"> ▪ California Youth Authority 	<p>Aftercare</p> <ul style="list-style-type: none"> ▪ Counseling ▪ Parole

Adapted from *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, May 1995

The Public Health Approach

To identify problems and develop solutions for entire population groups, the public health approach:

- Defines the problem
- Identifies potential causes
- Designs, develops and evaluates the effectiveness...of interventions
- Disseminates successful models

Source: Hamburg, 1998; Mercy et al., 1993.

The public health model is broader than the traditional medical model, which focuses on the etiology, diagnosis and treatment of illness in individual patients. A recent report by the Surgeon General says: “The public health approach offers a practical, goal-oriented, and community-based strategy for promoting and maintaining health.”¹⁸

Prevention efforts based on the public health approach have successfully changed negative behaviors and saved lives. Among the successes: child restraint and safety belt use, smoking prevention, minimum drinking age laws, motorcycle

and bicycle helmet laws and reduced lead exposures to children.¹⁹ The Centers for Disease Control asserts that the public health approach can help reduce the number of injuries and deaths caused by violence, just as it reduced deaths attributed to these other dangers.

Community Indicators for Violence Prevention

For communities to know if their violence prevention efforts are working they must set goals and measure progress. Because violence prevention involves improvements to health and mental health care, social services, housing, law enforcement and other factors, measuring success can be difficult.

Community health indicators are outcome measures that track these aspects of social life. Data are the “raw material” of indicators. Good indicators require good data. They include individual measurements collected consistently over time to permit trend analysis.²⁰

Obvious measures include juvenile arrest rates, truancy rates and drop out rates. But the overall health or “efficacy” of a community – which reflects the well-being of families and young people – must also be measured. Suicides, domestic violence arrests and economic factors can identify problems and guide public actions.

Healthy People 2010 is a statement of national health objectives designed to identify the most significant preventable threats to health and to establish national goals to reduce them. Healthy People 2010 identified indicators that reflect nationwide health concerns, have the potential to motivate action, and can be measured with available data. The indicators are designed to be “building blocks” for community health initiatives.²¹

Similarly, the State could help communities develop indicators for violence prevention, by helping them to share and interpret data. These efforts are often frustrated by a lack of reliable data, so the first step is to start with data that is available and testing the measures in several communities.

The State also could support this effort by collecting information that state and local policy-makers need, but do not have. A statewide victimization survey, modeled after the National Victimization Survey would provide estimates of rape, other sexual assaults and suicide attempts that are not currently available. It could provide information about the personal experiences of victims with specific crimes like robbery, sexual assaults and suicide attempts. And it could tell Californians about the costs of these acts to victims.

The Department of Health Services estimates that to initially develop and administer the survey once would cost \$1.5 million. The survey would provide a statewide picture of victimization and county-wide information for a dozen of the largest counties.²²

Brain Development

Emerging research on brain development has significant implications for prevention and intervention policies. This research is exploring the relationship between early trauma, brain development and later delinquent behavior.

A growing body of evidence suggests that the brains of children who are traumatized develop differently than those of children who grow up in non-violent environments. One researcher, Dr. Bruce Perry, suggests that the brains of traumatized children become hypervigilant and focused on non-verbal cues, potentially related to threat. These children exist in a constant state of arousal and, therefore, anxiety – making them ill-equipped to function effectively in school and with peers.²³

Many additional studies have shown that children exposed to violence and maltreatment experience increased depression, anxiety, post-traumatic stress, anger, greater alcohol use and lower school attainment.

Oregon Benchmarks

Oregon has adopted 90 indicators, described as “benchmarks,” in seven major categories:

economy, education, civic engagement, social support, public safety, community development and environment.

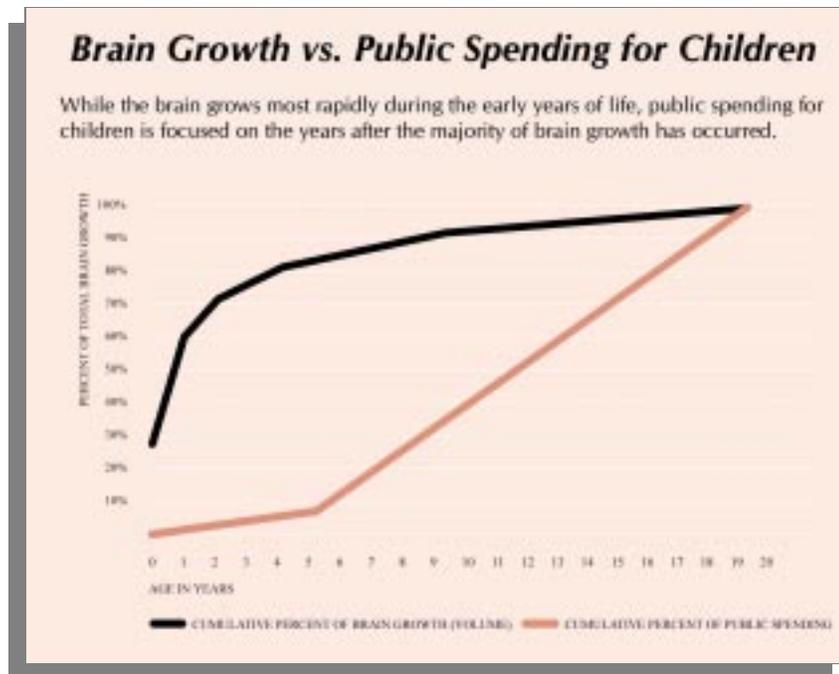
Education benchmarks include:

- Percentage of students entering school ready-to learn
- Percentage of third and eighth graders who achieve established skill levels
- Percentage of high school students completing a structured work experience
- High school drop out rate

Public Safety benchmarks include:

- Reported crimes per 1,000 population
- Juvenile arrests per 1,000 juveniles
- Percentage of students who carry weapons
- Percentage of paroled adult offenders convicted of a new felony within three years of initial release
- Percentage of juveniles with a new criminal referral within 12 months of initial criminal offense
- Percentage of counties that have completed a cooperative policing agreement

Source: Oregon Progress Board
(www.econ.state.or.us/opb)



Source: California Center for Health Improvement. *Brain Development: Nearly Half of California Parents Unaware of Important First Three Years*. Growing Up Well Series, No. 7. July 1998.

Dr. Perry asserts, however, that traumatized children can be helped. Therapeutic interventions that provide hope, opportunity for change and are characterized by safety, predictability and nurturing can help maltreated children begin to trust and heal from their trauma. Interactions with caring adults that include respect, humor and flexibility allow children to feel valued. The children, he said, need to understand why they feel and behave as they do, and the adults in their lives need to understand the ways traumatized children think, feel and behave.²⁴

Many parents, however, are not aware of the importance of the first three years of child development. A survey by the California Center for Health Improvement revealed that 57 percent of fathers were unaware of the importance of the first three years, while 27 percent of mothers were unaware.²⁵

The California Children and Families Act of 1998 (Proposition 10) funds early childhood development programs, administered by county commissions, from taxes on tobacco. A major focus of the effort is educating parents and communities about the importance of the first years of a child's life.

Research on brain development, if widely understood and disseminated, can inform policy-makers and practitioners about the importance of intervening effectively in the lives of victimized children as a way to prevent

future crime and violence. One such effort is Safe from the Start, a partnership between the Attorney General and Health and Human Services Secretary. The partnership has sponsored a statewide symposium, nine county forums and a legislative forum to raise awareness among policy-makers and practitioners about this emerging knowledge.

Violence as a Learned Behavior

Many promising programs are premised on this evidence that children who are involved in violence are faced with a set of life situations that predispose them to aggression.

A report by the National Institute of Justice describes a significant link between victimization in childhood and later involvement in violent crimes, suggesting a learned cycle of violence. Individuals who had been abused or neglected as children were more likely to be arrested for violent crimes as juveniles and adults. Abused and neglected children, the study found, begin committing crimes at younger ages, commit nearly twice as many offenses as non-abused children, and are arrested more frequently. Based on interviews with a large number of people 20 years after their childhood victimization, the study found that the long-term consequences of childhood victimization may also include mental health problems, educational difficulties, alcohol and drug abuse, and employment problems.²⁶

It is estimated that nationwide over 3 million children annually experience a traumatic event. Of those, 1 million may develop post-traumatic stress disorder (PTSD) – a long-term mental health condition characterized by depression, anxiety, flashbacks, nightmares, and other behavioral and physiological symptoms. A significant number of adolescents abuse alcohol and drugs as a method of coping with PTSD. One study showed that 22 percent of adult psychiatric outpatients have a diagnosis of PTSD, many as a result of trauma in early childhood or adolescence. Victimization and PTSD can derail normal mental, emotional, and physical development in younger children.²⁷

Importantly, not all children who are exposed to violence develop symptoms associated with the trauma. In fact, the majority of neglected and traumatized children never become violent.²⁸ Dr. Bruce Perry believes that facilitating belief systems – such as racism, sexism and violent images and modeling – further encourage abused and neglected children to “carry their pain forward” in violent ways.²⁹

Resiliency vs. Risk

A widely accepted body of research, known loosely as resiliency theory, has emerged in the last decade, explaining the factors that predispose individuals to violence (risk factors) and those that protect them (protective factors). Resiliency experts theorize that problems like drug and alcohol abuse, interpersonal violence, teen pregnancy and child abuse are a result

of the breakdown of the social connections and networks critical to the healthy development of children, families and communities. Resiliency theory assumes that individuals, families and communities are naturally resilient, with the inherent capacity to adapt and change in positive ways.

The Health Realization/Community Empowerment approach developed by Roger Mills is being used in schools, community-based organizations, hospitals, businesses and by community-wide collaborations. As a way to prevent violence and other harmful behaviors, this approach fosters in youth the positive belief that they are innately resilient, have the capacity to solve problems, and should be hopeful about their future. The model has shown to be effective in reducing rates of violence, drug abuse, teen pregnancy and school failure.

Results from an 18-month effort in an Oakland housing project show an end of gang warfare and ethnic clashes, a 45 percent reduction in violent

crime – including no homicides since the project started – and a 110 percent increase in youth participation in the Boys & Girls Club.³⁰ The program has achieved similar results in other communities.

Risk and Resiliency Factors for Violence

Risk Factors

- Availability of firearms
- Media portrayals of violence
- Economic deprivation
- Family conflict and management problems
- Early and persistent problem behavior
- Academic failure
- Friends who engage in problem behavior

Protective Factors

- Resilient temperament
- Strong bonding and attachment to positive adults and the community
- Healthy beliefs and clear standards of behavior

Sources: Catalano and Hawkins, *Risk Focused Prevention: Using the Social Development Strategy*, Seattle, WA, Developmental Research and Programs, Inc. 1995; and *Juvenile Justice Bulletin*, March 2000, National Criminal Justice Reference Service.

The Response to Youth Crime and Violence

As described earlier, policy-makers, researchers and service providers are debating the reasons for the dramatic declines in crime in the last decade. In addition to economic conditions, demographic trends and prison policies, credit is given to strategic, well-managed prevention efforts. The federal government, foundations, the State and local communities have stepped up their efforts to implement effective prevention and early intervention strategies.

A Focus on Prevention

The Schiff-Cardenas Juvenile Crime Prevention Act of 2000 provided \$121 million to communities to develop comprehensive juvenile justice plans based on programs and approaches with demonstrated effectiveness. The 2001-02 budget proposes an additional \$121 million for these community prevention efforts.

Violence prevention efforts in Salinas and Los Angeles provide examples of the community-wide collaborative responses to youth violence advocated by researchers and practitioners. They were born out of discretionary grants made by the Department of Health Services beginning in 1990. The department supported the efforts of the Salinas project for close to five years and those of the Los Angeles Project for seven years.³¹

Cultivating Peace In Salinas: A Framework For Violence Prevention

In Salinas, a collaborative effort between the city and the Violent Injury Prevention Coalition (VIPC), and its foundation, Partners for Peace, led to the creation of a framework to improve community health. A core group of 20 community leaders and an extended network of 100 individuals representing the city, community, business, and the media formed Cultivating Peace in Salinas. Together they developed a plan to reduce youth violence and address overall community well-being. Community assets and needs were inventoried and long-term efforts to prevent and reduce violence were planned. The *Spectrum of Prevention* was employed to develop the framework.

Sixteen initiatives resulted that are designed to create a “culture of caring” in Salinas. Specific activities include increasing after-school and recreation opportunities, fostering coalitions and networks, and developing initiatives that promote positive community values.³²

The Spectrum of Prevention

The *Spectrum of Prevention*, developed by the Prevention Institute, identifies six levels of intervention:

1. ***Strengthening Individual Knowledge & Skills*** – Enhancing individual capacity.
2. ***Promoting Community Education*** – Reaching groups with information and resources.
3. ***Educating Providers*** – Informing providers who influence others.
4. ***Fostering Coalitions & Networks*** – Convening groups and individuals for greater impact.
5. ***Changing Organizational Practices*** – Adopting regulations and shaping norms.
6. ***Influencing Policy & Legislation*** – Developing strategies to promote laws and policies that support prevention.

The Violence Prevention Coalition of Los Angeles

The Violence Prevention Coalition of Greater Los Angeles, a public/private partnership founded in 1991, boasts 800 members. Housed within the Los Angeles County Department of Health Services, it addresses violence from a public health perspective. The coalition includes representation from medicine, law enforcement, the judiciary, probation, public health,

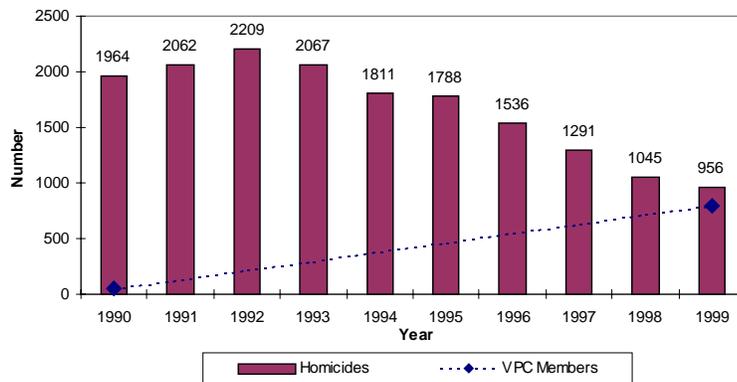
mental health, schools, universities, business, the entertainment media and community based organizations. It receives limited government funding, in-kind support from the Los Angeles County Health Department and grants from private foundations. Limited government funding supports core functions and specific projects. The coalition educates policy-makers on the causes and consequences of violence and implements community-based solutions. Activities include:

- Conducting public awareness campaigns about successful efforts to reduce crime and violence.
- Evaluating community-based intervention and prevention programs.
- Providing challenge grants to local youth-based violence prevention activities.
- Hosting a biennial violence prevention conference.
- Engaging youth in dialogue about violence, their perceptions of successful programs and projects, and those that are not working.

The coalition facilitated the formation of 12 neighborhood coalitions in Los Angeles County and has been instrumental in changing local policies regarding firearm sales and distribution, and expanding violence prevention efforts by schools and businesses.

Although the coalition does not attribute the dramatic decrease in fatal violence solely to the work of the coalition, it notes that in cities with public health coalitions violence has declined more than the national average.³³

Annual Number of Homicides: LA County, 1990-1999
1990 and 1999 VPC Membership



Harsher Penalties for Youth Who Commit Violence

In addition to prevention, most states have passed laws providing for the prosecution of juveniles in adult court. In California, the Gang Violence and Juvenile Crime Prevention Act (Proposition 21) was passed

overwhelmingly by voters in March 2000. The initiative significantly changed the juvenile court system by making it easier to prosecute juveniles as adults, changed probation and sentencing procedures and increased penalties for gang-related violence.

Prior to Proposition 21 the juvenile justice system, in keeping with its treatment and rehabilitation goals, gave broad discretion to police and probation officials and prosecutors in dealing with young offenders. Proposition 21 diminished that discretion and increased the circumstances under which juvenile offenders can be sent directly to adult court.

Proponents of Proposition 21 argue that the juvenile justice system, created at a time when juvenile crime was less prevalent and far less lethal, is not equipped to effectively protect the public from today's violent and repeat offenders. Proponents believe that serious and repeat juvenile crime can only be reduced by imposing harsher punishment on offenders.

Opponents of the initiative believe that prevention programs work and that the State's priority should be on addressing the underlying causes or risk factors associated with youth violence. They believe helping troubled youth now will prevent crime in the future.

A California Court of Appeal in February 2001 struck down the key provision of Proposition 21 that gives prosecutors, instead of juvenile court judges, the authority to try youths 14 and over as adults. The court held that the provision violates state and federal separation of powers doctrines because it gives judicial power to prosecutors.

In the wake of the Appellate Court ruling, the Los Angeles County District Attorney called Proposition 21 "bad lawmaking" and said he would suspend discretionary filings in adult court and resume requesting juvenile court judges to conduct "fitness hearings" to determine whether juvenile offenders should be tried as adults.³⁴ Analysts believe that the constitutionality of Proposition 21 will ultimately be decided by the California Supreme Court.

Key Provisions of Proposition 21

Proposition 21 created tougher sentences for juveniles convicted of crimes.

- Increased the range of circumstances under which juveniles can be tried as adults.
- Required youth ages 14 and older to be tried in adult court for specified violent crimes.
- Increased the list of "serious" and "violent" felonies which count as "strikes" under the state's "three strikes" law.
- Relaxed confidentiality laws for juvenile criminal records.
- Established stiffer punishments for gang-related offenses.

Summary: Toward A Comprehensive Approach

California has reason to be hopeful that declines in the arrest rates of young people for violent and lethal acts can be sustained. Scientific research and the experiences of communities across the state attest to the effectiveness of focused and comprehensive approaches that include planning and participation from leaders across a multitude of disciplines.

But the Surgeon General's report that shows that youth themselves report high levels of violence in their lives is a vivid reminder that this is not a time for complacency, but for commitment and action.

In recent years, state policy-makers have shown increased commitment and support for prevention efforts. Local communities across the State have shown that they have the will and the ability to identify and solve tough community issues like youth violence.

In this report the Commission explores reforms that would create an infrastructure to support an effective statewide strategy for prevention. That strategy would include an organizational structure at the state level that mirrors, supports and enhances the capacity of communities to address their youth violence problems. It would inform the State's funding and evaluation policies and provide communities with access to resources and knowledge.

What's New?

In testimony to the Commission, the vice president of the National Crime Prevention Council said that six recent developments are shaping youth violence prevention. Together, he said, they provide a foundation for a youth violence framework in which collaboration is central to success. They include:

- Acknowledgement that youth violence has multiple causes and requires multiple solutions.
- Application of the public health concepts of risk and protective factors to violence prevention.
- Many programs have a scientific basis and have been significantly evaluated.
- Increased recognition that character counts.
- Acknowledgement that the availability of guns was the major factor in the dramatic increase in juvenile homicides between the early 1980s and mid-1990s.
- Increased understanding of the links between drug and alcohol abuse and crime.

The full text of Mr. Copple's testimony is available on the Commission's Web site at www.lhc.ca.gov.

Youth Violence Crisis

Finding 1: Despite declines in some juvenile crime, California faces an immediate crisis of youth violence. Alienated and disaffected young people are escaping the attention of families, friends and teachers until they explode into violence.

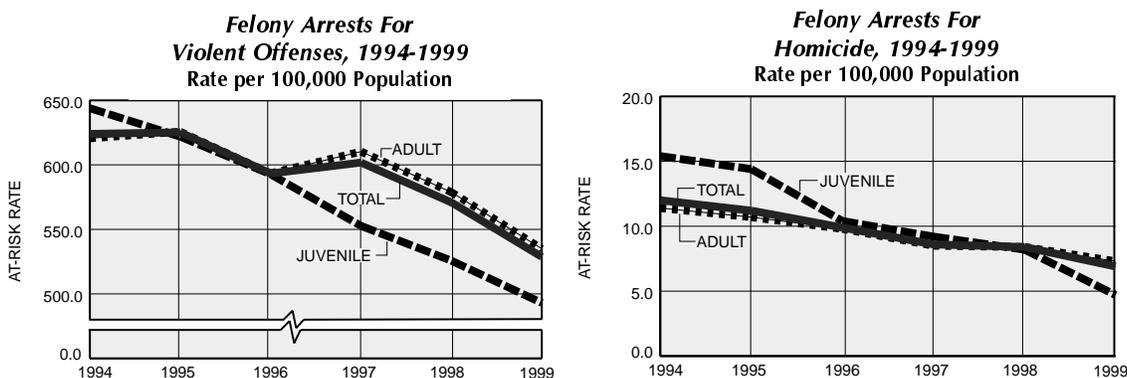
Statistics indicate dramatic and welcomed declines in violent youth crime over the last six years. But considerable evidence also shows that violence among children persists at dangerous levels. And most importantly, the best information is not guiding our actions, and the best modalities for dealing with troubled children and families are still not universally employed.

In confidential surveys, youth report committing or being the victims of non-lethal violence at rates that are as high as the mid-1990s. While homicide among California’s youth has declined, suicide and suicide attempts have not declined.³⁵

The worst of these concerns are captured in rare, but high-profile school shootings – which represent both the crisis and the opportunity. Families and educators, faith-based and community organizations need immediate access to the latest information about the underlying causes of youth violence and effective prevention and intervention strategies. Schools and other community institutions need to be more fully enlisted in efforts to identify and respond to children who are hurting themselves and others.

Prevalence of Youth Violence

As described earlier, crime statistics show that youth crime has plunged in recent years. In California the arrest rate for violent offenses has decreased steadily since 1994. There was a 69.5 percent decrease in juvenile arrests for homicide from 1994 to 1999.



Source: California Department of Justice, Division of Criminal Justice Information Services, *Crime and Delinquency in California, 1999: Arrests Part One*. Adult population at-risk is ages 18 to 69. Juvenile population at-risk is ages 10 to 17. <http://caag.state.ca.us/cjisc/cd99/ar1.pdf>.

Behind these important indicators are other statistics that show what the Surgeon General describes as an “ongoing, startlingly pervasive problem.” Between 30 to 40 percent of boys and 15 to 30 percent of girls say they have committed a serious violent offense by the age 17.³⁶

Moreover, even if crime rates remain stable, the problem remains large. In 2000, the average daily population of California’s juvenile halls, camps and ranches was 11,529.³⁷ California Youth Authority institutions and camps housed 7,545 wards in March 2000.

Children also are more likely to be the victims of crimes. In 1997, youth (12 through 17) were victims of crime more than two times as frequently as adults, according to the National Crime Victimization Survey. One in four violent crime victims in America, according to the survey, is a youth.

The Tip of the Iceberg

High-profile acts of violence like school shootings are indicators of a much larger crisis of alienation and disaffection among youth. Two deadly incidents of school violence in San Diego in just over two weeks in March 2001 killed two and wounded 19, galvanizing parents, educators and policy-makers to understand why these tragedies occurred and to find ways to prevent them in the future.

Case Study of a School Shooter

At 16, Evan Ramsey killed the principal and a student in Bethel, Alaska, in 1997. “I told everybody,” he said in an interview from the prison where he is serving two 100-year sentences.

A victim of severe bullying, he described the pain and suffering he endured at the hands of other students and the despair he felt in not only being picked on, but in reporting it to authorities only to be told to try to ignore it.

One federal consultant said, “If every parent went away from this, not worrying that their boy is going to kill someone, but listening and paying attention to depression, we’d be better off.”

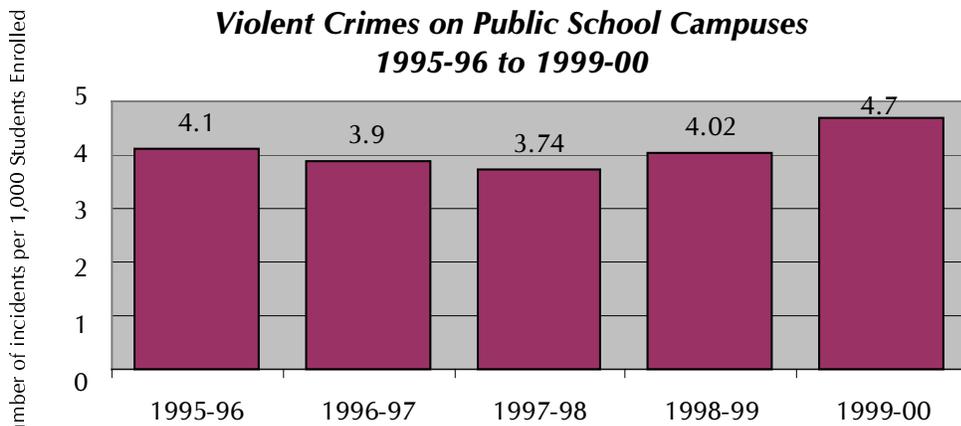
Source: *Deadly Lessons: School Shooters Tell Why*, Chicago Sun Times, April 3, 2001. Targeted School Violence Conference, April 30, 2110. U.S. Secret Service.

The U.S. Secret Service analyzed 37 school shootings that occurred over the last 25 years. The agency found that that these shootings are not as random or unpredictable as previously believed. And as a result, many can be prevented. The preliminary findings show:

- Most of these acts are the result of understandable and discernable patterns of behavior, including developing the idea and planning.
- In 75 percent of the cases, the shooter told someone about his plan. In half of the cases, multiple people knew of the plan.
- There is no accurate or useful profile of a school shooter, therefore profiling will not help to identify a potential shooter.
- In most cases the incident was resolved before law enforcement arrived on the scene, suggesting the need to develop proactive ways to assess threats.

- Most shooters said or did something to cause a responsible adult to be concerned. In 75 percent of the cases the shooter was known by a responsible adult to be having difficulty coping with major stress or loss.
- In a number of cases, having been severely bullied played a key role in the attack.³⁸

It is important to remember that statistically schools are among the safest places for children. In the last 10 years the annual number of school shootings nationally have decreased. The Centers for Disease Control found that only 0.62 percent of homicides among school-aged children were school-related – meaning 99 percent occur elsewhere.³⁹ Still the California Department of Education reports a gradual increase in crime on campus. From the 1995-96 school year through June 2000, educators reported a 15 percent increase in violent crime. All other categories of crimes – including property crimes, drug and alcohol offenses and weapon possession – decreased. No homicides were reported during that period.⁴⁰



Source: *California Safe Schools Assessment, 1998-99 and 1999-00*. California Department of Education.

The shootings, while rare, rightly escalate concerns and prompt calls for action to understand and prevent these behaviors. Many analysts believe that these tragedies are indicators of common, non-lethal maladies – a much larger crisis of emotional vulnerability experienced by young people. Among the indicators of this crisis:

- While the number of homicides in schools nationwide has declined, the number of incidents involving the killing of multiple victims in and around schools has risen dramatically. In less than two years, there were eight multiple shootings of students by students. Each of these incidents occurred in a place far removed from inner cities.⁴¹

- Homicide is the second leading cause of death for young people ages 15 to 24 in California. It is the leading cause of death for African-Americans ages 15 to 24.
- Suicide is the third leading cause of death for young people ages 15 to 24 in California, claiming 393 young victims in 1998. There were 2,745 reports of attempted suicide by youth under the age of 20 in 1998.

**10 Leading Causes of Death in California
1990-1998**

Rank	Ages 10-14	Ages 15-24	Ages 25-34
1	Unintentional Injury 1,563	Unintentional Injury 13,013	Unintentional Injury 15,082
2	Cancer 645	Homicide 11,580	HIV 11,782
3	Homicide 579	Suicide 4,221	Homicide 9,132
4	Suicide 252	Cancer 2,037	Suicide 6,347
5	Congenital Anomalies 240	Heart Disease 878	Cancer 5,257

Source: National Center for Injury Prevention and Control, Center for Disease Control, *Leading Causes of Death Reports*. <http://webapp.cdc.gov/sasweb/ncipc/leadcaus.html>.

Bullying and emotional angst have long been considered a normal part of adolescence. But the realities of modern life have made the consequences of failing to address their root causes far more serious – sometimes fatal.

In the past, revenge for bullying or tormenting was exacted in a fistfight on the street corner; today it is exacted at the end of a firearm. From 1990 to 1998, 10,002 Californians ages 15 to 24 died as a result of firearm-related homicides.⁴²

Opportunities Missed

Young school shooters who deal with their anger and pain by lashing out represent missed opportunities by parents and organizations responsible for developing healthy young people. In most cases the warning signs were there – but were not recognized by the individuals who might have made a difference.

The preliminary findings of the Secret Service suggest that with the right skills and knowledge, school employees can take steps to prevent disturbed and angry students from killing others. The programs below describe specific strategies that schools can use to intervene early and help young people to navigate the often turbulent waters of adolescence. They offer

ways to change the climate of schools to promote the emotional health of all students. They describe the potential of comprehensive and integrated school-based services to meet the multiple needs of children and families.

Strategies to Promote Emotional Well-Being

Social scientists assert that children can learn how to solve problems non-violently by enhancing their social relationships with peers, teaching them how to interpret behavior and improving their conflict resolution skills.⁴³ Interventions strive to equip children with the skills they need to deal effectively with difficult social situations, such as being teased, bullied or ostracized.

There also is better understanding about how teens react to emotional injuries resulting from loss, rejection, betrayal and humiliation. Parents, schools, places of worship and community agencies can help teens learn to cope in non-violent ways with normal hurt feelings and more serious emotional pain. Among the opportunities:

Emotional Health Education. Author Ron Brill says that for adolescents, who are highly self-conscious, a put down from a peer in front of friends deepens their own emotional insecurity, weakens self-acceptance and creates fear that they are worthless, unlovable or unacceptable. They react with denial, what he terms the “code of cool,” or by lashing out at others.

He asserts that the institutions – such as families and schools – at times ignore the needs of youth to learn to “safely navigate through life’s most emotionally powerful, confusing, insecure and vulnerable period.” He urges middle and high schools to offer emotional health education that addresses how teen hurt becomes hate and how pain is expressed as anger. “Ignoring this type of education is dangerous in a gun-filled society,” he says.⁴⁴ (www.emotionalhonesty.com)

Jigsaw Classroom. The Jigsaw Classroom is a cooperative learning technique developed in the early 1970’s by Elliott Aronson and his students at the University of Texas and University of California. It is designed to transform the atmosphere of a school from competitive, cliquish and exclusionary to one in which students learn to appreciate and care for one another. Students work together in non-traditional small groups to learn traditional academic material. The technique fosters better learning of the academic material and encourages listening, engagement and empathy. The success of each student is dependent on all students working as a team. Research shows that the social atmosphere of the classroom changes to include and value all students – contributing to a safer school generally.

Aronson asserts that this program can help prevent future Columbines. (www.jigsaw.org)

Bullying Prevention Program. The Bullying Prevention Program is one of 10 programs that comprise the “Blueprints for Violence Prevention.” Developed in Norway by Dan Olweus and his colleagues at the University of Bergen, the program targets students in elementary, middle and junior high schools. It includes a school wide component to assess problems and coordinate the program. Classroom rules are established and enforced to stop bullying; interventions are made with children identified as bullies and their parents. The program has resulted in substantial reductions in reports of bullying and victimization, general antisocial behavior including vandalism, fighting, theft and truancy. Significant improvements occurred in school climate and the attitudes of students about school and homework. (www.colorado.edu/cspv/blueprints/model/ten_bully.htm)

School-Based Prevention Services

Public schools have day-to-day responsibility for educating more than 90 percent of California’s school-age children, and so have intense interaction with children and their families. As such, they have unparalleled opportunities to identify and respond to children who are experiencing problems that can lead to violence. Research and experience are documenting the value of comprehensive, integrated services delivered at or near school sites. Some examples:

Healthy Start Program. The State in 1991 implemented the Healthy Start Support Services for Children Act to provide children and their families with the support services needed to ensure that children learn well. Healthy Start sites provide comprehensive, integrated services to address the many needs of children and families.

Services that families previously had to access at separate and distant locations – like primary health care, mental health, counseling, employment information and other social services – are brought together at or near school sites. Independent evaluations of the program show:

- ✓ Healthy Start reached those it intended to serve, provided many services and improved the way children and families received services.
- ✓ Student behavior, performance and school climate improved.
- ✓ Students are receiving increased health care, especially preventive care.
- ✓ The lowest performing middle and high school students improved their grade point averages by almost 50 percent.
- ✓ Unmet, basic needs of families for goods and services were cut in half.
- ✓ Student drug use decreased and self-esteem increased.

✓ School violence and family violence decreased.

Since 1991, the State has invested \$294 million in Healthy Start, awarding 737 planning grants and 549 operational grants. The map shows the distribution of sites across the State.

Programs are eligible for 2-year planning grants and 3-year implementation grants, after which they are expected to be self-sustaining. The Department of Education reports that 83 to 87 percent of the sites are able to continue or increase their activities after grant funding ends.

The biggest obstacle to continuation, according to the department, is funding for a coordinator to facilitate and sustain the ongoing work of the local collaborative, estimated to cost \$50,000 to \$100,000 a year. Legislation has been introduced to direct money from the current allocation to support coordination activities at some sites.

A state program administrator said that after 10 years the program has achieved “good coverage” across the State. However, five counties – Alpine, Amador, Lassen, Glenn and Sierra – still have no sites. It is unclear whether their schools do not qualify or whether they lack the resources to develop what one observer described as the “application from hell.” In the current funding cycle the department would have needed \$61 million to fund all of the applications it received. But only \$39 million is available.⁴⁵

Juvenile Crime Prevention Demonstration Program. This initiative began in 1996 to demonstrate how comprehensive programs can strengthen families, improve school performance and reduce juvenile crime. It was designed be a four-and-a-half year, \$10 million per year commitment. It is administered by the Department of Social Services.

Twelve “high-risk” communities were chosen to ensure that stressed families receive comprehensive services. Clients and community members serve on community oversight councils that develop and run the programs. Each program includes the following components:

Family Resource Centers at or near schools serve as the hub. Outreach workers identify isolated families with infants and young children and encourage their involvement in the center and community.



Source: California Department of Education, *Healthy Start Program sites*.
<http://www.cde.ca.gov/healthystart/eval/evalworks.htm>

Families and Schools Together (FAST) brings families to schools to participate in weekly sessions designed to strengthen family communication, unity and parenting skills, elementary academic performance, and children's behavior and attendance.

Mothers and Sons programs focus on single mothers raising sons ages 10 to 14. Through intensive group support, communication and problem solving skills are developed to prevent delinquency and gang involvement.

First Offenders provides early interventions with youth ages 8 to 18 who have been cited or arrested. Staff from probation, social services, mental health and drug and alcohol agencies provide family support and advocacy with schools to deter further criminal involvement.

Beyond School Hours includes after-school, summer community service, education and recreation activities. Conflict resolution, decision-making and anger management techniques are included in program activities.

An independent evaluation showed improved outcomes between intake and case closure for children and families participating in the program, including:

- ✓ Significant decreases in violent, criminal and delinquent behaviors, including significant declines in youth picked up or cited by the police (from 41 to 17 percent) and in those arrested (from 31 to 12 percent).
- ✓ Significant decreases in negative school behaviors, including detention (from 46 to 32 percent), suspension and expulsion (from 34 to 20 percent) and failing grades (from 46 to 34 percent).
- ✓ Significant reductions in problems with basic needs such as medical care, employment, food and clothing, housing, transportation and child care (63 percent of the families experienced improvements).
- ✓ Significant improvements in family functioning (55 percent experienced improvements). Significant decreases in families' criminal justice involvement, including a decrease in the number of families reporting arrests (37 to 16 percent) and other involvement with the legal system (32 to 27 percent).⁴⁶

The program was reauthorized in the 2000-01 state budget, subject to appropriations in the annual budget. It was targeted for elimination in the May Revision of the 2001-02 budget.

After-School Programs. The most dangerous time of day for youth is after school ends and while parents are still working. Between 2 p.m. and 8 p.m. more than half of all youth offenses are committed. Nationally, juvenile crime triples starting at 3 p.m.⁴⁷

Without some place positive to go after school – to stay off the streets and out of empty homes – many youth end up hanging with the wrong crowd and getting into trouble. A study by the University of Southern California shows that eighth-graders without adult supervision after school were more likely to smoke, drink and use marijuana than those who have some supervision. Another study of sixth-graders showed that those in “self care” were more likely to get poor grades or exhibit bad behavior.⁴⁸ Researcher Bruce Perry believes anti-truancy programs are one of the most effective ways to identify and respond to at-risk children.⁴⁹



Source: After School Clearinghouse, University of California Irvine, *After School Learning and Safe Neighborhoods Partnership Program sites*.
<http://gis.gse.uci.edu/gisweb/steas/snpp/viewer.htm>

Importantly, policy-makers are hearing the message. At all levels of government, support for after-school programs has increased. The national effort to improve academic achievement and improve child safety has resulted in historic increases in funding for child care, Head Start and after-school programs. The 2001 federal education budget includes nearly \$850 million for the after-school 21st Century Learning Centers Program.

In California, the After School Learning and Safe Neighborhoods Partnership Program funds local after-school programs involving partnerships among schools, local government agencies, community organizations, and businesses. Programs operate on or near school sites and serve elementary and middle school students. The Governor’s proposed 2001-02 state budget contains \$140 million for the program.

The University of California at Irvine, which is conducting the statewide program evaluation, reports that 914 schools receive state funds for after-school programs – serving just 2.5 percent of all eligible children. A university researcher said that 70,000 children are on waiting lists for after-school programs, and to serve them, the program would have to be doubled. This number, he said, underestimates the need because most programs do not keep waiting lists. If they do, families often do not sign up when they learn the program is full. Adolescents from low-income families told focus groups conducted by Children Now that fees for after-school programs make them inaccessible to many young people.

Beacon Centers. The San Francisco Beacon Initiative, a partnership between the city, the school district and private funders, has transformed eight public schools into youth and family centers that have become “beacons” of activity in neighborhoods. At each center students have access to tutoring and computer classes, health-related and drug prevention activities, youth leadership training, art and recreational programs and career development activities. Adults receive parenting and ESL classes. The

centers are open year round, after school, in the evenings, on weekends and in the summer.

The city of San Francisco provides 80 percent of the funding through the Children's Fund, created by the passage of the Children's Initiative in 1991. The remainder of the funding is provided by 15 organizations that pool funds in the Evelyn & Walter Haas, Jr. Fund. Each center is managed by a non-profit agency that works with the school where the center is located to manage and coordinate its operations.

Other similar models, where community organizations are coming into public schools to provide programs and opportunities for young people and their families include New Beginnings in San Diego, Village Centers in Oakland, and Full-Service Schools in Modesto.⁵⁰

These programs share some important common attributes and assets:

- ***Comprehensive services.*** Educators have long supported efforts to meet the physical and emotional needs of children as a way of improving academic learning. The Healthy Start program provides comprehensive screening and services to children in low-income families.
- ***Family-based services.*** Educators have long recognized that children with supportive parents achieve better academically. The Juvenile Crime Prevention Demonstration Project has proven that solving family problems can increase student performance and decrease criminal and delinquent behaviors.
- ***After-school programs.*** After-school programs can reduce crime and enhance student performance. But even with increased federal and state support, thousands of children remain on waiting lists.
- ***Community centers.*** Schools can be the locus for a variety of neighborhood services. The San Francisco Beacon Initiative transformed eight schools into youth and family centers that have become a locus of activity in those neighborhoods.
- ***Leadership.*** Teachers and administrators can be powerful role models in neighborhoods. Their concern for children, awareness of their needs, and familiarity with public agencies allow educators to be catalysts for strong community-based efforts to improve health and well-being, while reducing violence.

Immediate Action is Needed

Tragedies like school shootings – along with more frequent and less visible violent behaviors – suggest a persistent problem that has not been adequately addressed by local communities or supported by the State.

Researchers and community experience have contributed to a growing understanding of the underlying causes of youth violence – from the impact of trauma on brain development in very young children to the effects of severe and persistent bullying. Likewise, they have contributed to a growing body of strategies proven to prevent youth violence and others that have been identified as promising.

But this information has not been systematically gathered and disseminated to the individuals and institutions best positioned to help young people – families, schools, faith-based and community-based organizations.

To help young people grow up healthy, to effectively intervene when signs of trouble emerge, and to prevent future tragedies like those at Santana and Columbine high schools, we must pay attention to the emotional needs of young people. Parents, educators, faith leaders and leaders of community prevention organizations need the latest information on ways to promote the emotional health of youth – and they need it now. They need the ability to recognize and immediately respond to youth that are experiencing emotional distress in ways that do not stigmatize or alienate them.

Recommendations 2 through 6 advocate steps the State can take to prioritize prevention and institute the leadership and organizational structure to sustain it. Recommendation 5 advocates a resource center to acquire, assess and disseminate information on youth violence prevention to those who need it.

The Commission believes that the continued unacceptably high levels of juvenile violence demand that the State immediately begin that process by charging an existing entity with immediately gathering and disseminating the latest youth violence prevention information. The activities advocated below should begin immediately, but should be assumed and expanded by the resource center advocated in Recommendation 5.

Putting These Assets to Work

- The Youth Violence Prevention Coordinating Council recommended in Finding 2 should focus first on streamlining application and funding procedures for school-based programs. The council also should identify for policy-makers specific financial incentives to encourage school districts to use their facilities to partner with other organizations to provide community-based services.
- The Prevention Institute recommended in Finding 3 should work with schools to identify emerging leaders, mentor them and provide them with the support necessary to be neighborhood beacons.
- The institute’s clearinghouse should provide policy-makers with the best models for using federal, state and private resources to operate school-based services to families.

Recommendation 1: California policy-makers should make prevention the primary policy for reducing youth crime and violence. As an immediate step, the Legislature and Governor should ensure that parents, educators and community leaders have the latest information on the root causes of violence and strategies to promote the emotional health and well-being of youth. Policy-makers should allocate resources for the following:

Implementing this Recommendation

The Governor and the Legislature could rely on one or more of the following agencies and organizations to implement this recommendation:

- ❑ **School/Law Enforcement Partnership.** This partnership brings the Attorney General and Superintendent of Public Instruction together to prevent violence.
- ❑ **Private Foundations.** The Wellness Foundation, David and Lucille Packard Foundation, California Endowment, and Foundation Consortium are all potential partners.
- ❑ **State Board of Education.** The board, in cooperation with the Superintendent of Public Instruction and Secretary for Education, could champion these activities and rally local school districts to the cause.

❑ **Information gathering and dissemination.** Information on the causes of youth violence and effective prevention and intervention strategies should be gathered and disseminated to parents, schools and community leaders. Information should be provided on how to identify and effectively respond to youth who are experiencing difficulties. Responses should be non-threatening and should not result in youth being labeled, excluded or alienated. Effective youth development strategies should be emphasized and encouraged. Because families are the institution with the primary responsibility for positive youth development, particular emphasis should be placed on disseminating information to them.

❑ **Professional development.** Educators and other professionals who work with youth should be educated to quickly identify and respond to youth who are struggling emotionally. Professionals should be able to make referrals to appropriate community resources. Professionals should learn to develop effective interagency partnerships.

❑ **A state summit and community meetings.** The Governor should sponsor a youth violence prevention summit as soon as possible to focus attention on and widely disseminate the latest information about youth development and youth violence prevention. The State should challenge and assist every California community to convene community forums to hear firsthand the latest research regarding the root causes of youth violence and effective preventive strategies, and to develop local action plans to prevent violence.

The Opportunity of this Generation

Finding 2: California has a historic opportunity to align scientific knowledge, community commitment and public resources to promote and establish prevention as the primary policy response to youth violence.

In major cities across the country where prevention has been coupled with enforcement and treatment – and where partnerships have been developed between police, probation, social services, schools and other key agencies – the declines in crime have been astounding. These community successes, complemented by a growing body of scientifically evaluated prevention strategies, provide new and compelling evidence that prevention can reduce youth violence. In some cases, where the efforts are targeted at children and families that are most at risk of violence, the programs can pay for themselves by reducing criminal justice and other costs.

In no small way, California has contributed to this learning by funding numerous prevention programs in schools, through law enforcement agencies, recreation and community-based organizations. The State now has an opportunity to use this expertise to help a rapidly growing number of young people avoid crime and violence and mature into successful adults. To do so, however, the State will need to fundamentally reshape how it develops, organizes, funds and manages programs that help California's communities help themselves. These same reforms will help the State to evolve many of its own programs to respond at the earliest possible opportunity to prevent violence.

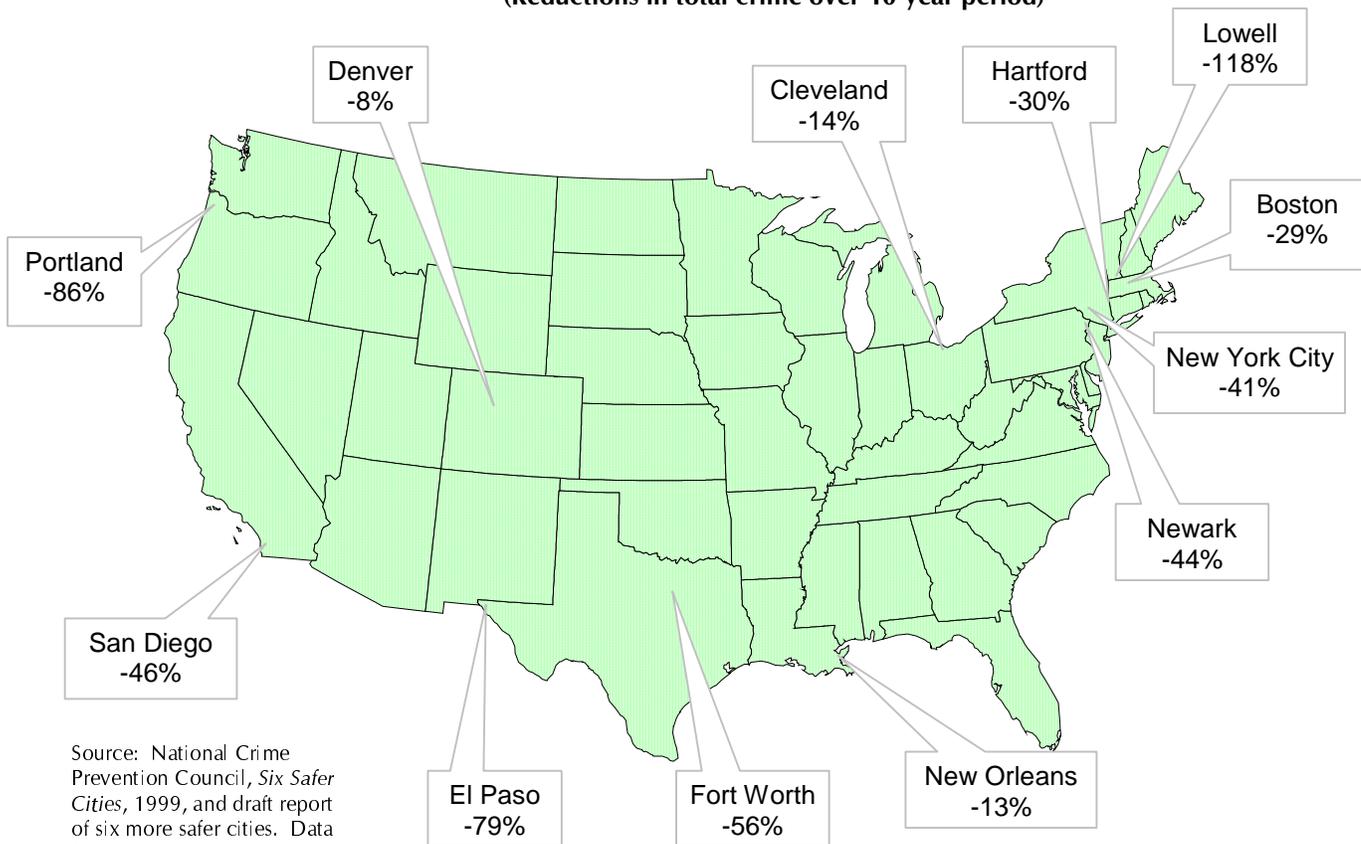
Protecting Youth

Much has been made about the declining crime rates that virtually all states and all communities have enjoyed. With the economy booming, the population aging and prisons expanding, the crime rate nationally dropped about 7 percent between 1989 and 1999.

But some communities have seen their crime rates – particularly juvenile crime rates – fall faster and farther. Crime has dropped 30 percent in Boston, 46 percent in San Diego, and by comparable amounts in other major cities. The National Crime Prevention Council asserts that the communities with the largest declines have something in common. Government officials and citizens, police officers, teachers, social workers and parents, have worked together to integrate prevention, intervention and enforcement policies. They planned strategically, targeted their efforts and held each other accountable for results.⁵¹ Twelve examples:

Twelve Safer Cities

(Reductions in total crime over 10-year period)



Source: National Crime Prevention Council, *Six Safer Cities*, 1999, and draft report of six more safer cities. Data for Boston, Denver, Fort Worth, Hartford, New York and San Diego are from 1986-1996. Data for Cleveland, El Paso, Lowell, Newark, New Orleans and Portland are from 1988-1998. Rates are per 100,000 population.

In these 12 cities efforts to reduce crime were comprehensive and community-wide. Several elements contributed to the successes, including the following youth-focused violence prevention efforts:

Boston, MA – Youth Service Providers Network: The Boston police and Boys & Girls Clubs provide social workers for at-risk youth. Social workers guide young people and their families to counseling and treatment, academic services, recreational programs or jobs.

Cleveland, OH – Safe Schools Liaisons: City employees work with neighborhood groups, parents, youth and school staff to ensure safety on campus and safe passage to and from 82 elementary schools. Police give top priority to school-related incidents.

Denver, CO – The SafeNite Curfew and Diversion Program: It is unlawful for youth under age 18 to be in public from 11 p.m. to 5 a.m. (Sun.-Thurs.), and 12 a.m. to 5 a.m. (Fri.-Sat.). Police ticket violators and take them to a SafeNite location. Parents are called and counselors interview the family to identify service needs. The cases are dismissed if young people complete a diversion program. Between 1995 and 1997, 6,200 young people completed the diversion. Since 1994, crimes involving juvenile suspects have dropped 40 percent.

El Paso, TX – Youth Initiative Program (YIP): Law enforcement, community agencies, schools, churches and businesses formed a 127-member collaborative to provide intervention and prevention services to at-risk youth. A referral process has been set up and staff are available for on-campus consultations. It publishes a Youth Helpline Directory and monthly newsletter and has created a Web site highlighting youth services: (www.elpasoyouth.com).

Forth Worth, TX – The Tarrant County Advocate Program, Juvenile Offender Intervention:

TCAP hires advocates for juvenile offenders, particularly for serious repeat offenders. Advocates are assigned to young people on probation and their families, providing close supervision and mentoring, conflict resolution, and links to appropriate community resources and support systems. Of the 210 youth who successfully completed the program in 1997, only 89 were rearrested, and of those, only 40 were tried for a crime.

Hartford, CT – Our Piece of the Pie: Since 1996, the program has provided pre-work orientation to 268 youth from middle and high schools, and post-high school vocational institutes. Young adult managers (20 to 26 years old), who are attending or have graduated from college, work as trainers, counselors, and role models for at-risk students. Participants develop social and work skills, receive support during placement and afterward, and have access to entrepreneurial opportunities, paid work and volunteer opportunities. An employment placement rate as high as 87 percent has been achieved.

Lowell, MA – Safety First: Formed in 1996, Safety First is a working group of local criminal justice agencies that identifies and helps to meet the needs of high-risk youth. It offers after-school and evening programs. The summer of 1997 saw a 29 percent decrease in juvenile assaults from the previous summer, and a decrease in on-campus violence during school.

Newark, NJ – Juvenile Conference Committees: An advisory board of juvenile court judges, community volunteers and law enforcement prescribes alternative sentences to first-time offenders of non-violent crimes. Sentences can include babysitting during adult education classes or supervised study time. The committee meets once a month, hearing 10 to 15 cases per month. Only 6 percent of juveniles involved in the program have been re-arrested.

New York City, NY – After School Program for Interactive Recreation and Education (ASPIRE): ASPIRE is a partnership among the New York Police Department, the Housing Bureau and the New York City Housing Authority to improve the relationship between youth and police. It serves children ages 9 to 19 who live in or near public housing projects. A 10-week program consists of half-hour workshops on leadership, responsibility, communication, drug prevention, conflict resolution, diversity, decision-making, consequences and team games that provoke thought and build trust. In 1998, 1,000 children ages 9 to 12 and over 500 youth ages 13 to 19 participated in the program.

New Orleans, LA – Juvenile Curfew: New Orleans has one of the toughest juvenile curfew laws in the nation. During the academic year, children under 17 are not allowed on the streets between 8 p.m. and 6 a.m. on school nights and 11 p.m. to 6 a.m. on weekends. In the summer, curfew is Sunday through Thursday, 9 p.m. to 6 a.m., and Friday and Saturday, 11 p.m. to 6 a.m. The Juvenile Curfew and Assessment Center is open 7 days a week, from 7:30 p.m. to 6:30 a.m. Violators are provided an array of services including counseling, anger management and assistance for runaway youth. Since its adoption in 1994, overall juvenile crime averages have dropped steadily, between 5 percent and 10 percent a year.

Portland, OR – Youth Gun Anti-violence Task Force (YGAT): Led by the Mayor's office, YGAT involves 35 agencies focused on three goals: to track and record youth gang violence, focus and reduce youth violence in neighborhood hot spots, and reduce accessibility of guns to youth. Information is shared among the city, Portland Police, State Police, Alcohol, Tobacco and Firearms, the FBI and community-based outreach groups. The initiative's Cease-Fire program seeks to rehabilitate the most serious incarcerated gang members by providing them employment, substance abuse and spiritual counseling. Portland reports an 86 percent decrease in drive-by shootings from 1995 to 1999, a 45 percent decrease in youth victims of murder from 1996 to 1999, and 2,669 guns seized since 1998.

San Diego, CA – Choice Program: The Choice Program is an intensive mentoring and probation program for juveniles at risk of becoming serious habitual offenders. Recent college graduates receive a small stipend to be caseworkers for 10 adolescent charges (ages 9 to 18). Caseworkers partner with teachers and families to ensure that youth are succeeding in school. They check on their charges throughout the day and provide resources, accountability, and support, as well as links to appropriate community services.

Four Major Developments

A closer look shows that in the last 10 years at least four important developments have changed the debate from *whether* crime and violence can be prevented to *how best* crime and violence can be prevented.

- 1. There is a better understanding of what causes violence, and how it can be prevented.*** As described in the Background, medical researchers have linked with other experts to understand in greater detail the cycle of violence: how victims become perpetrators; how children are physically altered by emotional trauma; and as a result, how violent behavior can be unlearned and violence prevented.
- 2. The effectiveness of some prevention programs has been scientifically demonstrated.*** Rigorous research has proven that some programs can reduce violent and criminal behavior. Strategies have been identified that prevent the onset of delinquency by children considered “at risk” and lower recidivism of young offenders. Moreover, even conservative methodologies show that some programs, properly implemented, cost effectively reduce crime. That is, the cost of the programs is easily recovered through lower crime-related expenditures and economic losses.
- 3. Communities have pioneered effective strategies.*** Because of the nature of evaluations, researchers can tell policy-makers the most about particular programs, rather than particular strategies. They can say more about whether a teen mother program reduced pregnancies, than whether children in comprehensive prevention programs are successfully guided away from a variety of unhealthy outcomes. But assertive and collaborative community efforts in recent years have resulted in overwhelming anecdotal and qualitative evidence that broad-based strategies can change the lives of individuals. Evaluating programs is enormously challenging, and there are reasons to believe that prevention programs are even more effective than can be statistically measured by researchers – issues that are explored in Finding 4.
- 4. States have developed the capacity to assist communities.*** A number of states – California among them – have made considerable investments in prevention programs. In this development phase, numerous agencies, relying on different procedures and approaches, have gained valuable experience in how to plan, fund, support and evaluate prevention programs that are actually operated by diverse organizations. Other states have gone even further to develop outcome measures, to coordinate efforts and target resources.

Together, these developments provide California the opportunity to more strategically help communities improve the lives of children and families.

What Does it Mean to Say Prevention “Works”?

Increasingly, the public and policy-makers want evidence that programs work. This focus on results, while appropriate for all public expenditures, has been a central issue for prevention efforts, given the scarcity of resources and the fear and anger that often guides discussions about public safety.

In its review, the Commission found dozens of programs – some in California, others described in the literature – that report documented results of fewer arrests, reduced drug use, improved academic attendance and achievement. In some cases, efforts have been made to evaluate the evaluations – meta-analysis, which gives the reader even greater confidence that evaluations mean what they say.

Two efforts in particular show what is possible:

Blueprints for Violence Prevention. In 1996, the Center for the Study and Prevention of Violence began a project to identify 10 violence prevention programs that met specific, high standards for effectiveness. The goal for the project – funded by the Colorado Division of Criminal Justice, Centers for Disease Control and Pennsylvania Commission on Crime and Delinquency – was to identify programs that could provide an initial nucleus for a national violence prevention initiative. The resulting *Blueprints for Violence Prevention* includes 10 model programs that met the criteria and several more designated as promising programs because they met some of the criteria.⁵²

All of the programs are intensive, community-based and multi-dimensional. They reach young people where they live, play, work and learn – in their families, communities and schools. The programs range from home visits by nurses during pregnancy and two years after birth to an alternative to group or residential treatment, incarceration, and hospitalization for adolescents with chronic antisocial behavior, delinquency and emotional disturbance.

Dollar for Dollar

Researchers at the Washington State Institute for Public Policy analyzed the cost effectiveness of some of the *Blueprints* programs. They found that Multidimensional Treatment Foster Care saved \$14.07 for each dollar spent, and that two other *Blueprint* programs – Multisystemic Therapy and Functional Family Therapy – saved \$8.38 and \$6.85, respectively, for every dollar spent in juvenile justice costs alone.

The Prenatal and Infancy Home Visitation by Nurses Program was shown to be highly successful in reducing dependence on welfare, child abuse and later delinquent behavior by the children, with the cost of the program recovered by the child's fourth birthday. A RAND study reported that home nurse visitation programs could be more cost-effective than prison in reducing crime.

Preventing Crime: What Works? In 1996 Congress directed the U.S. Attorney General to provide a "comprehensive evaluation of the effectiveness" of over \$3 billion annually in federal grants to state and local law enforcement and communities for crime prevention activities. The research was to be "independent in nature," and "employ rigorous and scientifically recognized standards and methodologies." Special emphasis was to be given to "factors that relate to juvenile crime and the effect of these programs on youth violence," including "risk factors in the community, schools, and family environments that contribute to juvenile violence." The University of Maryland was contracted to review the more than 500 existing scientific program impact evaluations.

Policy Options

RAND analyzed the different options for responding to crime, from the taxpayer's perspective. The comparative costs for equal reductions in crime:

- \$225 per taxpayer for the "three strikes" law.
- \$125 per taxpayer for intensive supervision of delinquents.
- \$50 per taxpayer for parent training.
- \$30 per taxpayer for Quantum Opportunities, a *Blueprints* initiative to help troubled youth get educated and get jobs.

The final report – *Preventing Crime: What Works, What Doesn't, What's Promising* – found that some prevention programs work, others do not, some are promising, and others have not been tested adequately. Based on the evidence, the report found that the effectiveness of funding depends heavily on whether it is directed to the urban neigh-

borhoods where youth violence is highly concentrated. "Substantial reductions in national rates of serious crime can only be achieved by prevention in areas of concentrated poverty, where the majority of all homicides in the nation occur, and where homicide rates are 20 times the national average."⁵³

Confidence and Momentum is Building

New knowledge and understanding that well-managed prevention efforts work and are cost-effective have increased confidence in and support for prevention among state and local policy-makers, grass roots organizations, law enforcement and the public. According to the Department of Finance, state support for youth prevention programs has increased steadily over the last five years. For the second year, the 2001-02 budget contains \$121 million for youth crime and violence prevention programs that have evidence of success, the largest singular investments in prevention ever. The budget proposes \$140 million to support after-school programs and funding for numerous other categorical programs aimed at preventing or intervening in youth violence.

Just a decade ago law enforcement and elected officials risked being considered "soft on crime" if they focused too much on prevention. But times have changed. In a 1999 nationwide poll of police chiefs, 69 percent said

that after-school and educational programs are the most effective programs for reducing juvenile crime.

- George Sweat, a former police chief and North Carolina’s director of juvenile services, has said: “If we don’t concentrate on the high chair, we will be concentrating on the electric chair.”⁵⁴
- Fresno County Chief Probation Officer Larry Price told the Commission that prevention is the only solution to youth violence.
- Monrovia Police Chief Joseph Santoro strives for a balance between prevention and enforcement: “I am absolutely convinced the earlier we identify a child who is exhibiting behavior that would put him/her at risk, the better chance we will have to help and minimize the negative consequences the child will experience as he/she grows up.”

“If we don’t concentrate on the high chair, we will be concentrating on the electric chair.”

A recent statewide poll on youth violence revealed that 78 percent of voters think investment in youth crime prevention is a higher state priority than spending for new prisons.⁵⁵

From Programs to Strategies

The State has responded to this growing technical expertise and political momentum by creating numerous state “prevention” programs. The programs represent the gamut, from trying to encourage innovation to trying to replicate proven efforts. In some programs, the State has encouraged communities to take cooperative approaches and to develop plans based on community priorities. In other programs, the state or federal governments have determined the priorities, based on the media-driven malady of the moment.

This incremental development has created pockets of expertise in many departments. It has yielded valuable experience in administering grants and working with local communities. And it has created within those departments internal advocates for prevention. The Attorney General, the Superintendent of Public Instruction and the Secretary of Health and Human Services also have become visible and passionate advocates for

States Placing a Priority on Prevention

In Arizona, the governor has committed to a 5 percent annual funding increase for prevention. “Prevention must be the long-term solution...”

The Connecticut governor has begun using “embedding prevention” language in his public remarks and has committed to “investing in comprehensive, community-based prevention efforts...”

In Iowa, the governor, lieutenant governor, attorney general and several cabinet secretaries are fully committed to the state’s participation in the “Embedding” initiative.

In Oregon, under the leadership of the governor, five agencies are working together to develop a single planning process for local agencies and he has committed to spending “as much on prevention as on prisons.”

In Kentucky, the governor and legislature have put the state-level crime/violence/substance abuse prevention council into operation...the statewide prevention infrastructure is developed...the statewide prevention infrastructure is in operation.”

Source: National Crime Prevention Council. January 5, 2001. *Embedding Crime Prevention in State Policy and Practice.*

transforming public policies from reactive to preventive – from always too late to never too early.

While each program was deliberately created, as a whole, they have never been strategically aligned. As the State has dedicated more resources to “prevention,” it has not developed the policy or organizational structure for managing the programs to achieve certain results.

Three Barriers to Strategic Prevention

Within the executive branch, three constitutional officers play critical roles in administering policies for youth crime and violence prevention: The Governor, the Attorney General and the Superintendent of Public Instruction. The Legislature shares in the critical role of establishing fundamental policies and allocating resources. Working together, these officials and their institutions can form a powerful alliance. However, the current organization and management of prevention policies fail in three fundamental ways:

1. Lack of a unified coordination and commitment from all top policy-makers.

Top level policy-makers have not joined forces in declaring youth violence a top public policy priority and have yet to embrace prevention as the best long-term solution to youth violence. This unified and persistent leadership is necessary for the numerous state agencies involved to emphasize prevention on a daily basis and lower barriers to coordination.

Same Goals, Same Problems

In its previous work in child care, juvenile justice, and foster care the Commission identified problems with how the State organizes and manages those efforts. The problems are similar to those that hinder the State’s response to youth crime and violence. Chief among them:

- Lack of executive and legislative leadership.
- Lack of clearly articulated and shared policy goals among executive and legislative leaders.
- Failure to place a priority on prevention.
- Fragmented funding and service delivery systems that fail to meet the needs of children and families.
- No person or agency responsible to solve management issues, improve coordination and hold all agencies responsible for aligning their activities with statewide goals.

2. No mechanism for effective policy-making. Programs have been created in isolation of each other, often based on state concerns rather than community priorities. The programs are not assessed or managed as a portfolio of prevention tools. New tools are added and old tools are lost without thoughtful consideration of what California is trying to accomplish and how the State can best help communities achieve their goals. Policy-making and budgeting are not based on a rigorous assessment of how existing prevention efforts are performing, and how they could be improved.

3. The State’s efforts are not organized to effectively support local communities. The structure and organization of the State’s prevention efforts do not effectively support the youth violence

prevention goals of communities. Effective community-based youth violence prevention efforts are multidisciplinary and collaborative. But multiple state agencies administer multiple programs, with little coordination among them. Fragmented eligibility criteria, funding streams and evaluation criteria thwart the efforts of local communities to implement collaborative strategies.

Three Steps in the Right Direction

Despite evidence and increased support for prevention, as well as repeated calls to action, California has not made prevention a priority or developed the organizational structure and policy-making strategy to put prevention at the center of California's policies for reducing and preventing youth crime and violence. The Commission has identified three steps the State could take to rectify the problems.

1. Provide executive level leadership. In states where prevention is a priority, it is because the Governor has declared it a priority and provided leadership to implement the infrastructure and policies necessary to support it.

Leadership from the State's chief policy-makers is needed to establish common goals for prevention and to ensure that all of the State's prevention efforts for youth are coordinated and aligned with those goals. The Governor, Attorney General and Superintendent of Public Instruction – working together – could prioritize prevention and provide the leadership to ensure that it is embraced by other state leaders and embedded in all of the State's policies for youth.

2. Establish a mechanism to ensure coordination. A dozen state agencies have some responsibility for youth violence prevention. But no one person or agency is responsible for ensuring that efforts are coordinated, that progress toward statewide goals is being made, and that prevention is a priority of all of the agencies with responsibility for youth.

Embedding Prevention in State Policy and Practice

The National Crime Prevention Council is working with selected states and communities to implement prevention as the policy of choice for reducing crime, violence and drug abuse.

The initiative stresses the importance of executive leadership and coordination among state agencies. Six states – Arizona, California, Connecticut, Iowa, Kentucky and Oregon – are the first to participate.

Of the six, California is the only one without the endorsement of its Governor. The Attorney General's involvement permitted California's participation.

Shifting the Focus

Shifting the Focus is an interagency partnership among state agencies and departments that administer youth violence prevention programs.

It identifies and attempts to overcome barriers to collaboration at the state level to provide better, less fragmented service to communities.

The Attorney General and Health and Human Services Secretary have supported the effort by dedicating high level staff and resources. But commitment from the leaders of other agencies – and institutionalization of the process – are missing.

High profile leadership and executive-level management is critical to make prevention a priority and integrate the State's disparate efforts. But unifying the state's policies for youth has been hampered by the complexity of the programs, lack of common goals and objectives, and turf issues. The enormity of the task has precluded the transition from individual programs to statewide strategy.

A cabinet-level position could be established to provide the day-to-day leadership that reforms will require: forging and sustaining partnerships among state agencies, ensuring that their practices are consistent with statewide goals, and serving as a liaison between the State and communities.

3. Meet the needs of local communities. Effective community-based youth violence prevention efforts are multidisciplinary, multifaceted and collaborative. Those same qualities should characterize the State's prevention strategy, capturing the value of having multiple disciplines involved in prevention.

Guidance from a multidisciplinary advisory body would ensure that policies and practices are multidisciplinary, reflect the needs of California's diverse communities and the latest understanding of youth violence prevention issues.

In its 1987 report, *The Children's Service Delivery System in California*, the Commission examined the State's problems serving children in need of child care services, runaway/homeless youth and abused and neglected children. It recommended establishment of a Commission on Children and Youth or a Children's Czar to allow California to set overall state priorities for serving children, coordinating services, eliminating duplication and reducing gaps in service.

In its 1992 report, *Mending Our Broken Children: Restructuring Foster Care in California*, the Commission focused on key issues surrounding out-of-home placement for children in California. Among the Commission's primary recommendations were greater emphasis on prevention programs and establishment of a Child Development and Education Agency. In 1992, then-Governor Wilson created a Secretary for Child Development and Education by executive order. But attempts to fully authorize a children's services agency failed.

Most recently, in its 1999 report, *Now In Our Hands: Caring for California's Abused and Neglected Children*, the Commission recommended that the Governor and Legislature create an Office of Child Services, headed by an Undersecretary of Child Services, responsible for preventing child abuse and caring for abused children. Again, the Commission recommended focusing more resources on prevention.

Summary: Use Momentum, Seize the Moment

There is evidence and momentum for making prevention the policy of choice for reducing youth violence and for coordinating and integrating the State's efforts in this area. As one analyst observed, "Youth violence prevention has more traction than ever before in the Legislature. For a critical mass of Democrats and Republicans, this is an issue."⁵⁶

Shifting the Focus has begun the work, but the process must be institutionalized. Making youth violence prevention a priority will require commitment and leadership from the top, and a structure that organizes and aligns all of California's related efforts with prevention goals.

California has an unprecedented opportunity to make a difference in the lives of millions of young people, their families and their communities. Research and the tireless efforts of communities across the country have provided the tools to prevent and intervene – cost effectively – in the tragedy of youth violence. But unless California accepts the challenge, the momentum – and the moment – will be lost.

Recommendation 2: To make prevention the primary policy response to youth crime and violence, the State needs to create the organizational infrastructure to define goals, establish strategies and implement programs, as outlined below.

A community-focused Youth Violence Prevention Coordinating Council should be established to define and advocate for a youth violence prevention policy agenda that meets the needs of California communities. Specifically, the council should:

- ❑ ***Be appointed by top policy-makers.*** Community members representing schools, law enforcement, social services, public health, the judiciary, parents and youth should be appointed by the Governor, Attorney General, Superintendent of Public Instruction and Chief Justice of the Supreme Court.
- ❑ ***Develop community indicators and set goals.*** Community health indicators, outcome measures that reflect the well-being of families and young people, should be developed in cooperation with state agencies that have a role in prevention. The council should use these indicators to set prevention goals, assess needs, craft prevention strategies, evaluate performance, and document progress and trends for the public.

It should propose expenditures to support an effective continuum of youth violence prevention strategies.

- ❑ **Identify barriers.** The council should identify organizational, funding and procedural barriers to accomplishing California’s goals for prevention and recommend ways to overcome them. It also should recommend ways to ensure that juvenile justice, education, child welfare and other policies are not undermining those goals by excluding children from the treatment necessary to heal trauma and prevent future violence. The council should identify statutory, regulatory and operational changes that need to be made. It should identify ways to streamline, standardize or consolidate applications and accounting forms.
- ❑ **Assess progress.** The council should annually report to policy-makers and the public on the progress California has made toward prevention goals, including trends in community health, the embedding of prevention in state policies, and improvements in the administration of state programs.

The Governor should appoint a Secretary for Youth Development and Violence Prevention with the authority and responsibility to advance a community-focused youth crime and violence prevention strategy. The secretary should:

Making Prevention a Priority

In its 1994 report, *The Juvenile Crime Challenge: Making Prevention a Priority*, the Little Hoover Commission’s central recommendation was for the State to make prevention a priority.

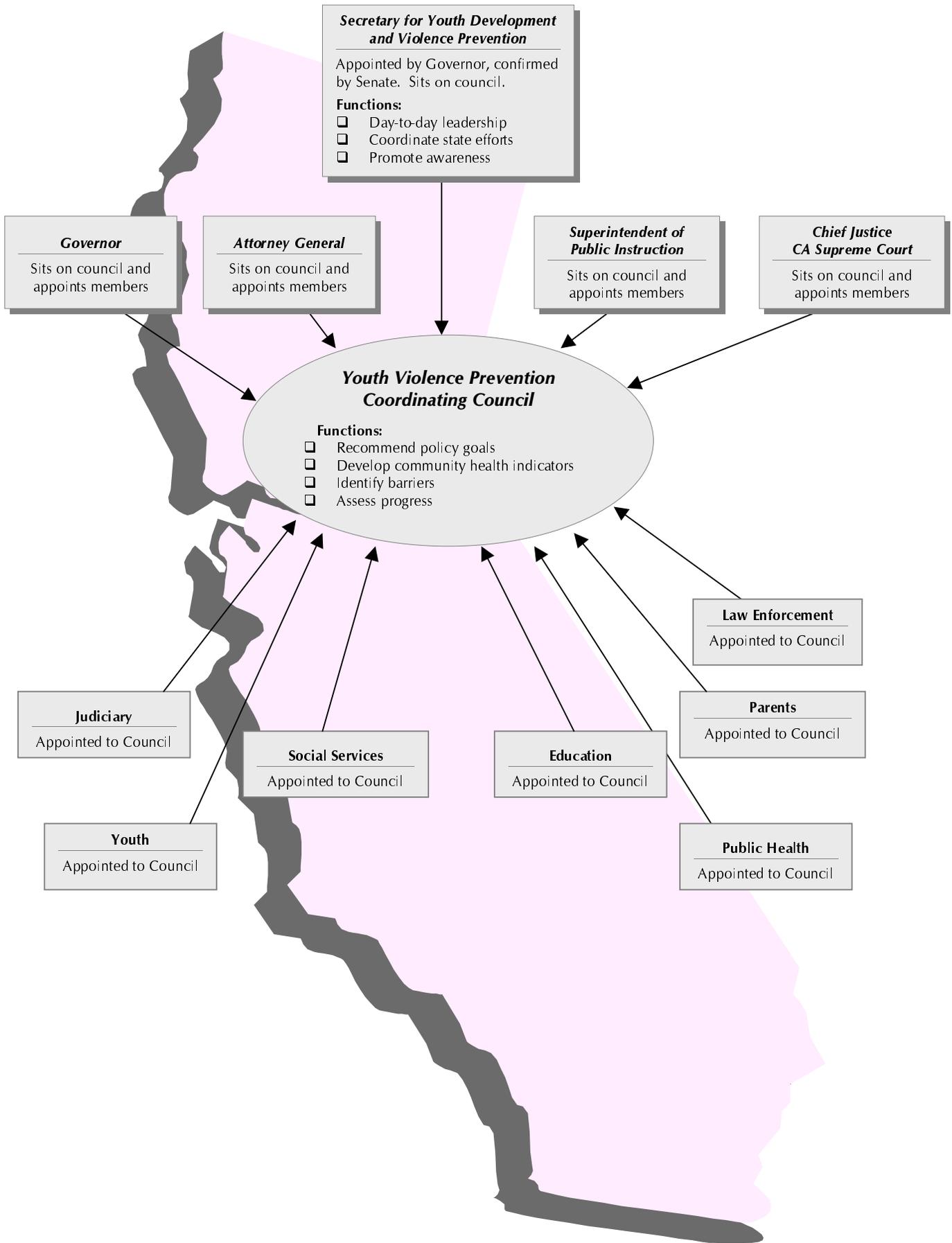
In 1995, Attorney General Dan Lungren’s Policy Council on Violence Prevention issued a report that recommended prevention and early intervention as top priorities.

In 1996, the California Task Force on Juvenile Crime and the Juvenile Justice response concluded: “California lacks a central state mechanism for the identification, funding and coordination of... violence prevention programs. Reinvigorated leadership is needed to raise the overall priority given to violence prevention efforts throughout the state.” In 1999, the chair of the task force told the Little Hoover Commission that of the 16 prevention recommendations in the report, only one had been implemented.

Source: Grover Trask testimony to Little Hoover Commission, August 24, 2000.

- ❑ **Provide day-to-day leadership.** The secretary should serve as a member of the Youth Violence Prevention Coordinating Council. The secretary should serve as the liaison between the council, “Shifting the Focus” and the Legislature.
- ❑ **Coordinate state efforts.** The secretary should be charged with formalizing “Shifting the Focus” and should serve as its chairperson. The secretary annually should recommend to the Governor and Legislature ways to improve the coordination, integration or consolidation of the funding and administration of youth violence prevention programs. Over time, the secretary should identify ways that other children’s services could be improved to make them more effective at improving the health, well-being and resiliency of the Californians they serve.
- ❑ **Promote public understanding.** The secretary should promote public-private partnerships to educate Californians on the cost and public safety benefits of prevention and promote citizen action and involvement in violence prevention.

The graphic on the following page displays these recommendations.



A Funding Mechanism that Supports Communities

Finding 3: State funding streams for local efforts are fragmented and uncoordinated. They do not support cooperative local efforts, ensure all communities have some resources, or prioritize funding to communities with the greatest needs.

In Finding 2, the Commission recommended ways to unify how the State crafts prevention policies and brings those policies to life. One of the largest and most important ways the State influences prevention is through the funding process.

Current funding procedures reflect the iterative and often experimental approach the State has taken toward prevention. Depending on how “prevention program” is defined, the State has more than 50 individual efforts, administered by a dozen state departments, lead by three constitutional officers.

Some communities have learned to successfully negotiate the money maze. Others have not. Some resources find their way to communities with the greatest violence. Some are tapped by communities that already were succeeding without state help.

To be eligible for funding, the State commonly requires local agencies to forge partnerships and work in collaboration with other agencies. But State funding streams are fragmented and uncoordinated and do not support the collaborative structure of local efforts.

The State needs to streamline its funding process to support the violence prevention goals of local communities. It needs to offer communities coordinated, flexible funding that encourages community-crafted responses to youth violence. It should provide some resources to all communities and additional resources where the needs are greatest – and it should provide accessible information on funding opportunities.

Multiple, Uncoordinated Funding Streams

While communities find financial support from various sources, the State is the largest funder of youth crime and violence prevention programs.⁵⁷ Lawmakers – seeking to address persistent problems or respond to a youth violence crisis – initiate most prevention programs. Sometimes state agencies conceive and seek legislative support for prevention programs they wish to administer.

Just how large an investment the State makes in youth crime and violence prevention is hard to say. According to the Department of Finance, the 2001-02 proposed budget seeks to allocate more than \$288 million from the state General fund for youth crime and violence prevention programs. At the Commission's request, the department identified 9 state entities administering 27 juvenile justice programs for at-risk youth.

The Legislative Analyst in 1999 identified 13 state entities/departments administering more than 40 crime prevention programs, including some that target adults.⁵⁸

Some of this disparity is the product of definitions. Because programs are administered by different agencies and because some programs have multiple purposes, the "prevention" label fits some programs better than others. But it also is important to point out that some "prevention" programs have funded services that are really after-the-harm interventions.

Beyond the definitional confusion, prevention efforts are muddled by organizational dysfunction. Multiple programs are administered by multiple agencies with little or no coordination among them.

What Counts as Prevention and Why it Matters

In political debates, prevention is often characterized as an alternative to incarceration. In that debate, resources committed to "prevention" are compared to the much larger sums dedicated to jails and prisons.

To strengthen their argument, these advocates tend to narrowly define which programs should be counted as preventing crime and violence. In turn, incarceration advocates are inclined to broadly define prevention programs, narrowing the spending gap.

This polemic frustrates efforts to create a meaningful inventory of programs that would allow policy-makers to better manage public investments in prevention.

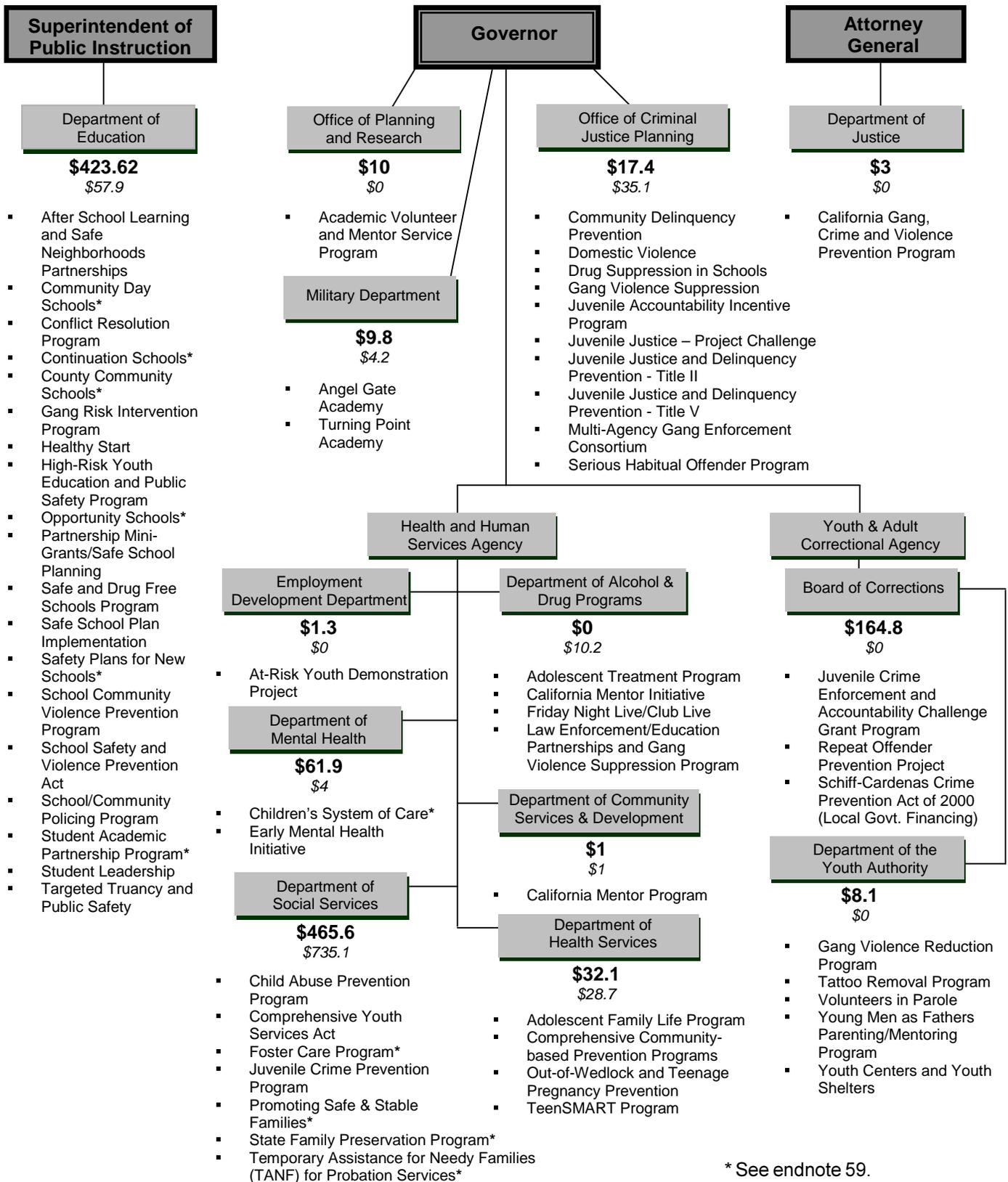
It also can diminish the role that many existing social programs have in preventing violence. The director of California's child welfare programs rightly says that effective foster care can heal traumas and break the chain of violence. When community leaders in East L.A. were asked what the State could do to support their prevention efforts, they responded "fix our schools."

To many compassionate practitioners, violence prevention is not an alternative to incarceration, but a partner. Communities that are reducing violence are identifying troubled children and families, and responding to their health, economic, educational, social and emotional needs to the best of their ability. When violence occurs, laws are enforced and perpetrators are prosecuted.

To support these efforts, state policy-makers need an inventory of publicly supported efforts whose primary purpose is crime and violence prevention. It also needs to understand how and how well traditional public programs are holistically serving children and families.

Youth Violence Prevention Programs 2000-2001

(Dollars are in millions. State funds are in bold; federal funds are in italics.)⁵⁹



* See endnote 59.

In the past, the Office of Criminal Justice Planning administered most state-funded juvenile justice and prevention programs. But over time, lawmakers became increasingly critical of the ability of the office to competently administer these programs. There were concerns that the agency failed to effectively oversee the programs it funded and that evaluations were inadequate. To observers, the organization appeared to be in disarray and lacking leadership. Morale was low and staff turnover was high.

As the State's interest in prevention grew, the roles of education, justice and human service agencies in violence prevention expanded. As a result, the number of programs increased and authority for their administration was spread among more state agencies. For example, the Office of the Attorney General administers the \$3 million Gang Violence Prevention Partnership Program; the Department of Social Services administers the \$10 million Juvenile Crime Prevention Demonstration Project, and the Board of Corrections is responsible for \$48 million in Juvenile Crime Enforcement and Accountability Challenge Grant programs.

Most youth violence prevention funds are awarded through competitive grants. Of 21 grant programs administered by the Office of Criminal Justice Planning, Office of the Attorney General and departments of education and social services, 18 are awarded competitively. Exceptions to that practice are the recent \$121 million Schiff-Cardenas Crime Prevention Act funds, which are allocated to all counties on a per capita basis.

Importantly, while the State's investment in prevention has grown, its funding process has not evolved to ensure that the resources are well spent and the needs of communities are met.

Five Key Problems

The Commission identified five key problems with the way the State funds its youth violence prevention efforts. Resolving these problems would result in more efficient expenditures of state resources and enhance the ability of communities to effectively pursue their prevention goals.

1. Funding streams are fragmented and uncoordinated.

Understanding that youth violence prevention requires community-wide responses, state agencies often require local agencies to collaborate with one another to be eligible for funding. Police departments, probation departments and schools are required to work together to qualify for school safety grants. For after-school programs, schools partner with parks and recreation, mental health and community-based organizations, even neighborhood businesses.

But multiple state agencies administer multiple, categorical programs – mostly in isolation from one another. This fragmentation frustrates the ability of community organizations to obtain information about state funding opportunities and to easily pursue those opportunities. Inflexible, categorical funding streams thwart community efforts to develop comprehensive solutions to complex youth violence problems or even to address specific problems unique to their neighborhoods.

Different programs ask for much of the same information, but in slightly different ways. Programs even define “youth” differently for the purpose of determining who can participate, and who cannot.

Conceived and administered on a piecemeal basis, each state program has its own unique eligibility criteria, application process and requirements for collaboration. At a community forum in Fresno, a participant described the difficulty in completing multiple grant applications each requiring different collaborative partnerships. A police chief described being “courted” to support multiple collaboratives, each competing with the other for state funds.⁶⁰

The administrator of a grassroots organization working to prevent gang violence said his program operated for 15 years without state funding. He needed the additional resources, but it was too difficult to identify funding sources and complete multiple, lengthy and complicated applications. The small nonprofit organization cannot employ individuals specifically to track down state funding sources and write grant applications.⁶¹

2. Most funding is awarded through competitive grants.

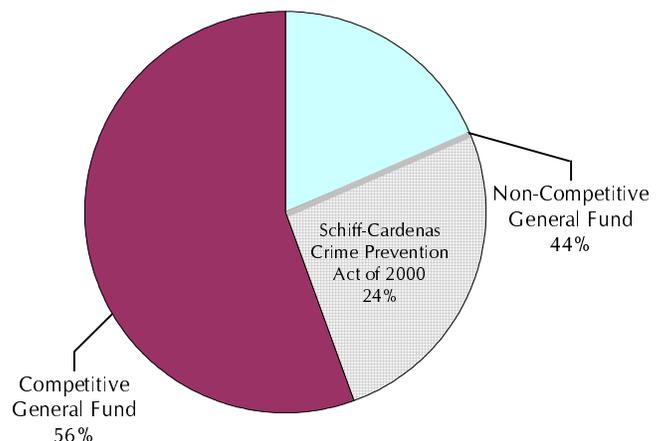
The State awards funds competitively in part because funds are limited and in part because prevention programs – to limit political opposition – are often sold as pilot programs rather than a statewide commitment of resources. Despite the evidence that prevention works, policy-makers remain skeptical about making long-term commitments to prevention initiatives.

Lawmakers and state agencies also view competitive grants as a way to ensure that state funds are well spent. When assessing the merits

Five Key Problems

The Commission identified five key problems with the way the State funds youth violence prevention efforts.

1. Funding streams are fragmented and uncoordinated.
2. Most funding is awarded through competitive grants.
3. Resources are not strategically allocated.
4. Funding cycles are too short.
5. Communities are not encouraged to adopt best practices.



of a grant proposal, state agencies try to assess whether an organization can effectively manage the program and be fiscally accountable. A track record of administering similar programs can weigh heavily in an applicant's favor.

The Superintendent of Public Instruction testified:

The strongest predictor of program success seems to be the extent of local commitment. This is evidenced in two factors that are emphasized in most grant processes. First are local resource commitments. Most grants require some level of local match. Agencies that go beyond the minimum in the amount and kinds of match they provide tend to have strong commitments to program success. A parallel important factor is the community support structure. (The full text of the Superintendent's testimony is available on the Commission's Web site: www.lhc.ca.gov.)

The department funds only programs it considers to be high quality – based on good data, guided by clear goals, with research-based designs, and thoughtful evaluation plans.

While this strategy may help to steer resources to where they will be put to good use, it does not provide for the resources to be steered to where they are needed the most, and in turn where they could do the most good. Youth facing the greatest risks often live in communities lacking experienced service providers. Small, community-based organizations often lack managers with good fiscal management skills.

State program managers and local youth service providers agree that competitive grant-making rewards communities with the most skilled grant writers, rather than those with the greatest needs. Large agencies with the resources to either develop grant writing competence internally or hire consultants to write grants are at a distinct advantage over small agencies and those in rural communities.

The competitive process also encourages communities to identify needs and craft proposals for problems that the State – not the community – has identified. If, for example, the Legislature appropriates money for domestic violence, counties apply for the funds. If the State funds anti-gang programs, communities redefine their needs to qualify for those funds.

3. Resources are not strategically allocated.

Fragmentation frustrates the State's ability to quantify its investment and manage it as a portfolio of programs. Categorical violence prevention programs are conceived, funded and administered independently of other violence prevention efforts.

When making funding decisions, state agencies do not evaluate the needs of one applicant within the context of statewide needs and available resources. Individual grant applicants are typically required to provide information that demonstrates their needs, but the criteria is not uniform across state agencies and the evidence provided is often subjective. As a result, the funding process does not ensure that the State's prevention resources are allocated where the juvenile violence problems are the greatest – or projected to be the greatest in the future.

At the same time, the State does not assess who receives funds from the various programs and who does not. As a result, no effort is made to ensure that all communities have the minimal resources necessary to serve their youth or that communities with the greatest needs receive additional funding.

The funding process also fails to assess whether resources are allocated in the right proportions across the continuum of prevention and intervention strategies. Many individuals working with young people believe the State is too heavily invested in intervention compared to prevention, but that is hard to determine when the State's efforts are not organized and managed comprehensively.

In an attempt to address some of these shortcomings, the \$121 million appropriated for juvenile crime prevention in fiscal year 2000-01 – under the Schiff-Cardenas Crime Prevention Act of 2000 – was allocated to counties on a per capita basis. This model ensures that every community receives some funds, which should be one goal of a state funding policy. But the per capita formula by itself does not target resources at communities with the greatest juvenile crime problems, or those expecting increases in their adolescent populations, or other socioeconomic factors that could identify need more accurately than total population.

Additionally, there are concerns about inequities within communities. State funds allocated through the Schiff-Cardenas Crime Prevention Act of 2000 are distributed by local planning groups headed by chief probation officers, giving law enforcement greater control over allocations. In the words of an advisory committee member, community-based organizations compete with the entire criminal justice system and “come away with nothing.”⁶²

Speaking generally about state funding, the director of a faith-based community organization in Los Angeles said that faith- and community-based organizations cannot effectively compete with law enforcement.⁶³ Implicit in the comments of both individuals are concerns that when the bulk of local resources are controlled by law enforcement, intervention rather than prevention strategies are emphasized and local efforts are not as collaborative as they should be.

4. Funding cycles are too short.

Many state managers and local service providers believe that funding cycles are too short. Most grant programs are for periods of one to three years. This practice is intended to limit state commitment, and to encourage local governments to assume financial responsibility for programs that bring value to their communities. But new initiatives may not be fully operational until the third year of funding. If grant funding ends after three years, meaningful outcome evaluation becomes impractical and promising programs end, rather than becoming self-sustaining.⁶⁴ Many individuals said that grants for significant initiatives should be five years or more.

5. Incentives to adopt best practices are not provided.

Because many prevention programs are envisioned as “pilot” projects, they are often conceived as experiments whose purpose is to prove or disprove whether a certain prevention program works. Alternatively, when competing for limited funds, community organizations told the Commission they feel pressured to characterize their programs as innovative and on the cutting edge.

One consequence of this approach is that community groups are not encouraged – and perhaps even discouraged – from adopting strategies that are known to be effective and have been refined and replicated by others.

Streamlining the Funding Process

For most of the last decade the solution to this increasing fragmentation was thought to be consolidation. A primary reason why programs were spread throughout the state structure was that no one entity was dedicated to youth, and youth crime and violence prevention in particular.

In *The Juvenile Crime Challenge: Making Prevention a Priority* (September 1994), the Little Hoover Commission recommended that the Governor and Legislature consolidate juvenile anti-crime efforts in a single agency to provide strong leadership and accountability. Similarly, the California Task Force on Juvenile Crime and the Juvenile Justice Response in 1996, and the Legislative Analyst, in the recent report, *Crime Prevention in California: Building Successful Programs*, also recommended consolidating crime and violence prevention programs in a single agency.

But there is little support among state or local agencies for consolidation. Recent legislative proposals to consolidate the State’s prevention efforts have been defeated in the Legislature or on the Governor’s desk. State agencies oppose consolidation because they would have to forfeit programs. Local agencies, while they are frustrated with the current system, do not

want to jeopardize their relationship with funding sources. The agencies that have been successful in drawing down state money have found value in having more than one agency – more than one discipline – involved.

Still, there is broad support and good reasons for developing a coordinated funding mechanism that captures the benefits of multi-disciplinary responses to youth violence and supports the efforts of communities. Integrating procedures – rather than consolidating programs – could garner the support of agency leaders and community organizations and may prove in the end a better solution than consolidation. The goals should be a comprehensive yet flexible funding process that informs policy-makers about violence prevention needs statewide, about the adequacy of current funding, and about how well resources are targeted at problems. Reforms could include the following:

A single needs assessment. One response is for all state agencies that fund youth violence prevention programs to adopt consistent criteria for one community needs assessment that would be used to apply for all violence prevention funds. For example, the Board of Corrections requires Local Action Plans for communities applying for the Juvenile Crime Enforcement and Accountability Challenge Grant.

Similarly, to qualify for Challenge Grant funding counties were required to form multi-agency Juvenile Justice Coordinating Councils and develop a local action plan. Counties had to describe their existing continuum of responses to juvenile crime and identify gaps in that continuum. To assess their systems, communities used juvenile justice and demographic data, community surveys and questionnaires, and conducted focus groups and interviews with youth, families and community leaders.⁶⁵

The Schiff-Cardenas Crime Prevention Act of 2000 requires the county juvenile justice coordinating councils to implement comprehensive multi-agency plans.

These planning processes could be refined and standardized for use by all state agencies. They could be modified to provide the State with basic information about community needs and capacities, and they could be the first step toward a unified – rather than just streamlined – funding process.

Coordinating Prevention in Oregon

Under landmark legislation creating a comprehensive investment in youth and families, state agencies in Oregon are working together to develop a common planning and single grant application process for local agencies.

They are “braiding” – bringing together – separate state funding streams that support common purposes.

Oregon, like California, tried unsuccessfully to consolidate categorical funding streams. A member of the Oregon governor’s staff told the Commission that they are now trying to accomplish the goal of coordinating and streamlining by evolution – not revolution.

Open-ended applications. Additionally, rather than chasing categorical funds that reflect state determined priorities, communities could be permitted to seek funds for solving the problems they have identified as most important.

The California Endowment has implemented a funding process that could provide a model for the State. The Endowment’s CommunitiesFirst program provides communities the flexibility to identify their needs and develop solutions. Budget limits are not placed on programs and multi-year funding requests are accepted. Applications are evaluated on their merits and for compliance with broad foundation criteria, including relevance to the Endowment’s mission and a demonstrated understanding of the issues affecting the target population. The Endowment has simplified the application process and will work with potential grantees to gain a better understanding of a proposal, offer advice on how it might be strengthened and even visit the organization prior to making a decision.

Joint evaluation by state agencies. Using a single needs assessment, standardized rating criteria and shared data, State agencies could jointly evaluate the requests of all applicants. Funding decisions that provide some resources to all communities and that allocate funds where the needs are greatest could then be made. State agencies could begin to “braid” and, over time, integrate funding streams that support common purposes. In turn, the Legislature and the Governor would have a better way of determining which needs are not being met and where additional investment is warranted.

Summary: Strategic Funding

The State’s funding policy thwarts the efforts of communities to implement the most effective strategies, does not meet the basic prevention needs of all communities, or provide additional resources to communities with the greatest needs. Coordination and integration of state funding streams would enhance the ability of the State to organize and manage its prevention efforts and meet the needs of communities.

Recommendation 3: The State should reorganize the way it funds youth violence prevention to permit smart investments in community efforts. Specifically, the State should create a funding strategy that would:

- ❑ **Streamline, coordinate and integrate state programs.** Funding for youth violence prevention programs should be coordinated and, where appropriate, consolidated. Youth violence prevention appropriations to state agencies should be contingent upon their coordination with other state agencies. The State should develop simplified grant applications based on single, comprehensive needs assessments and, over time, single applications for joint and simultaneous consideration by state agencies with grant programs.
- ❑ **Provide some funding to all communities.** The funding mechanism should provide all communities with base funding for community-crafted prevention efforts. Local juvenile justice coordinating councils should develop and submit to county boards of supervisors and the Youth Violence Prevention Coordinating Council plans for prevention expenditures. The plans should identify the community health indicators to be addressed and the prevention strategies to be implemented. Communities should document what strategies are likely to be successful. Incentives, such as reduced evaluation requirements for strategies showing strong evidence of success, should be provided. Rewards also should be provided to prevention providers who develop new approaches that are proven to be cost-effective and are utilized.
- ❑ **Provide additional resources to communities with the greatest needs.** Additional funding should be available to communities with the greatest needs. To receive additional funding, communities should be required to target prevention efforts to youth most at-risk for violence or victimization and implement strategies with strong evidence of effectiveness. Funding to communities with special needs should be of adequate duration and not summarily terminated once programs show success.
- ❑ **Include an inventory of state programs.** An effective funding strategy should include an inventory of programs managed to inform the budget process, the policy-making process and the grant-making process. An on-line inventory of programs should be available to communities statewide.

Immediate Steps

- ❑ The Governor and the Legislature could direct agencies to develop a single application that provides common and basic information for all prevention programs, and if necessary a second form for unique information required by a specific program.
- ❑ A pilot project could be created involving one county or one region in which a single application is submitted to the State. All state agencies with prevention programs could review the application and determine which programs could support the community's efforts. The county could be given priority for available state funds that support its goals.
- ❑ The State should not renew any expiring prevention programs without a clear plan for how that program will be integrated into a coordinated prevention effort in terms of a unified planning and application process, streamlined reporting and effective evaluation.

Invest in Leadership

Finding 4: Successful youth violence prevention efforts are driven by dynamic and talented leaders who develop collaborative strategies tailored to their communities.

Violence prevention efforts require skilled, knowledgeable and tenacious leaders. They must understand the root causes of violence and know which strategies reduce and prevent violence, as well as those that do not. Leaders must have the ability to rally individuals from many disciplines to the cause of prevention and keep them at the table over time. The State, however, invests most of its youth violence prevention resources in programs. It does not invest in growing the youth and adult leaders that communities need to implement effective strategies. The State should support a leadership institute to enhance the capacity of communities to implement and sustain effective youth violence prevention strategies.

Communities Need Leaders

Solving tough community problems like youth violence requires leaders with a vision and the ability to translate that vision into reality. Violence prevention leaders must be able to engage others in their vision and act as catalysts for broad-based community change. And while certain intangible characteristics are often ascribed to individuals deemed leaders, most leaders are not born with those characteristics. Rather, leadership is developed through training, experience and hard work.

The Superintendent of Public Instruction testified that effective prevention has to do with the people involved and the kind of communication and environment that is provided. She said, “In other words, the people delivering the program are at least as important in determining success as is the particular program.”⁶⁶

But the State does not support the development of adult and youth leaders. Most state violence prevention resources pay for programs. The State does not build the capacity of individuals in communities to develop and sustain strong collaborative prevention initiatives. Some agencies permit grant recipients to spend a portion of funds for staff development, but the opportunities

Violence Prevention Leaders

In Monrovia, a community-wide effort that dramatically reduced truancy was spearheaded by the police chief.

In Boyle Heights, “the gang capitol of Los Angeles,” a Jesuit priest is behind a multi-faceted strategy that includes a child care center, after-school programs and job training for rival gang members.

In Santa Clara County, where violent juvenile crime increased by 321 percent from 1985 to 1994 – over four times the national rate – leadership is provided by the mayor. In 1991 the mayor made gang violence prevention a priority. An interagency task force developed a comprehensive plan to provide a continuum of services, including prevention, intervention and suppression. The community believes these efforts contributed significantly to the subsequent 56 percent decline in gang-related arrests from 1995 to 1999.

Source: Best Cycle IX Program, Evaluation Report 1999-2000, Mayor’s Gang Prevention Task Force, September 1, 2000.

How Leaders are Developed

Management schools, large corporations, military organizations and others have long recognized opportunities to identify potential leaders and develop their skills to motivate people, build partnerships and solve problems. Some examples of organizations investing in leadership:

- **American Leadership Forum.** Selects individuals from communities across the country and provides them with a yearlong, intensive leadership development program.
- **California Attorney General's Youth Corps Program.** Youth between the ages of 18 and 25 are selected to provide public safety awareness, conflict resolution and mentoring to "at-risk" middle and high school students.
- **Law Enforcement Command Colleges.** Provides intensive leadership development to law enforcement professionals with leadership characteristics and goals.
- **Youth as Resources Program.** The National Crime Prevention Council helps young people to identify community problems and design projects to solve them.

and content are inconsistent and insufficient. The administrator of a community-based program said that nationally the demise of grassroots initiatives that hold promise is often due to the inability to meet the organization's strategic needs. He said: "By undertaking a capacity-building training effort, there will be a greater alignment, higher quality of service and increased accountability to the communities they [leaders] serve."⁶⁷

Research and practice show that the best programs can fail if the individuals delivering them do not have the right knowledge, skills and attitude. Violence prevention is no different. Its leaders must be able to build and sustain participation and cooperation among many sectors of the community, share power and mediate disputes. Absent strong leaders, prevention initiatives flounder, "proven" programs don't live up to their potential and scarce resources are squandered. Absent leadership, the broad-based community partnerships promised on grant applications may never materialize.

The success of the violence prevention efforts witnessed by the Commission hinged as much on the skills and attitudes of administrators as the strategies used. Leaders represented different sectors of the community and had diverse personal and professional perspectives. What they

had in common, however, was a belief in the intrinsic value of every young person and in prevention as the best long-term solution to youth violence. They knew how to bring together a critical mass of individuals committed to developing healthy young people. And they had the skills and knowledge to assess their youth violence problems and tailor appropriate responses.

Characteristics of Leaders

Leadership and how to improve it is a topic of discussion from boardrooms to community halls. The American Leadership Forum was founded in 1980 by a group of prominent Americans to address what they described as a national crisis in leadership. Each year the forum selects individuals in each of its seven chapter areas and provides them with a yearlong, intensive leadership development program that includes the importance of

diversity to community endeavors, consensus building and collaborative problem solving, visionary leadership and conflict management.

While acknowledging that there is no single characterization that can be applied to all leaders, the forum has identified the following five key factors in the development of good leadership.

1. A leader must have a compelling vision, as well as the ability to translate the vision into reality.
2. A leader must be able to draw others around the vision and enlist them in his or her purpose.
3. A leader must have an approach that is both powerful and empowering to others, and which can be transforming.
4. A leader understands the structure and design of the organization, and recognizes that structure strongly affects the ability of the organization to perform. A leader adapts the structure to conform to the larger purpose of the organization.
5. A leader recognizes the need for a balance between intuition and reason and foresees things that those he or she leads may not.

The forum also stresses the importance of moral and reflective conceptions of leadership.⁶⁸

Violence Prevention Training

A number of entities offer training for violence prevention leaders and practitioners.

- **National Funding Collaborative on Violence Prevention.** Invites teams of practitioners to participate in immersion training to build their capacities to implement violence prevention strategies. www.nfcvp.org.
- **The Prevention Institute.** Presents a distance learning series, "Partnerships for Preventing Violence," which is also available on videotape. Skill building components include forming effective coalitions and developing comprehensive primary prevention strategies. The project emphasizes leadership development. www.preventioninstitute.org.
- **Youth Crime Watch of America.** Provides youth leadership training, training retreats, implementation training and training of trainers. www.ycwa.org.

What Violence Prevention Leaders Need

The characteristics identified by the American Leadership Forum are as important for individuals charged with developing a complex, community-wide strategy to reduce youth violence as they are for the CEO of a Fortune 500 company. But each leader also needs knowledge and competencies unique to their work and their communities. Violence prevention leaders do not simply implement programs created elsewhere, but develop and tailor programs to the circumstances of their communities.

The following are specific competencies that members of the Commission's advisory committee said youth violence prevention leaders should have:

Benefits of Leadership Training

Research to determine the impact of the American Leadership Forum program on communities found the following:

- Dramatically increased problem-solving skills, greatly enhanced leadership abilities, and a clarification of goals and issues.
- Dramatic and tangible improvements in the approach to critical areas of health and poverty, youth guidance, creation of community forums, and appreciation of cultural and ethnic diversity.
- A heightened sense of community conscience. Participants cited most often the ability to access, trust, and collaborate with a network of trained colleagues as the key to dealing successfully with complex community issues.

- ✓ Understanding that violence is a complex problem that crosses disciplinary boundaries. As such, understanding that violence prevention requires multiple, coordinated responses from many sectors of the community, including justice, health and human services and education.
- ✓ Knowledge about the underlying causes of violence and violence as learned behavior.
- ✓ Knowledge about key community, family and individual risk and resiliency factors for violence.
- ✓ Understanding of the latest information about what works and what doesn't work to reduce and prevent youth violence.
- ✓ Diagnostic skills to assess community strengths, weaknesses and devise appropriate strategies.
- ✓ An understanding of the barriers to collaboration.

- ✓ A grasp of theoretical models of organizational change, including those specific to violence prevention such as the Spectrum of Prevention.
- ✓ Facilitation and mediation skills.
- ✓ Ability to build partnerships and access non-traditional funding sources.

Models for Leadership Training

An emphasis on leadership development would optimize California's prevention investment. A cadre of youth and adult leaders with the necessary knowledge, competencies and mindsets could be developed. Several models for adult and youth leadership development exist that could bolster efforts by the State.

California Wellness Foundation – Leadership Development Program

As part of its 10-year Violence Prevention Initiative, the California Wellness Foundation implemented four inter-related components. They include a Policy and Public Education Program, Leadership and Professional Development Program, Community Action Program, and an Initiative Support and Capacity Building Program.

The Leadership Development Program includes an Academic Fellows Program and Community Fellows Program. The Academic Fellows Program trains health professionals from a variety of specialties on a multidisciplinary

public health approach to violence prevention. Fellows are trained at six academic institutions throughout California. The Community Fellows Program supports and links grassroots leaders of community violence prevention efforts through leadership and professional development. Community fellows receive technical assistance and training to build individual leadership skills and sustain local efforts to prevent violence.

Who Needs Information

In addition to violence prevention leaders, policy-makers, government agencies, parents, and youth need access to this information.

Finding 5 proposes a state resource center that, among other things, could be responsible for acquiring and widely disseminating this information.

RAND gathered information from community leaders about their participation in the Leadership Development Program. Evaluators found that to be effective training must be tailored to the needs of the participants and be convenient. Because communities and leaders are diverse, training needs to respect and be customized to those needs. Because of the demands of their work and their commitment to it, community leaders prefer training that does not take them out of their communities for extended periods of time.

The foundation's executive director told the Commission that if he had it to do again, he would put even greater emphasis on the leadership development components of the initiative.

Advanced Training for Violence Prevention Practitioners

Partnerships for Preventing Violence, a collaborative effort between the Prevention Institute and Harvard University's School of Public Health and Education Development Center, Inc., is an innovative three-year project that provides violence prevention training to practitioners via satellite. So far, it has reached more than 10,000 violence prevention leaders. Using a cross-disciplinary approach, participants are provided a range of violence prevention perspectives, including health, education and justice. Aired in over 80 facilitated sites, each broadcast has a specific focus. Major themes are the complexity of violence and the relationship of violence to other aspects of culture, the need for informed decision-making in violence prevention planning, the importance of collaboration, the spectrum of prevention, and key risk and protective factors.

Develop Youth Leadership

Too often "solutions" to problems involving youth are crafted by adults with little or no input from the youth the programs intend to "fix." Not surprisingly, the results are often disappointing. But in communities where youth are involved in defining problems and crafting solutions, the results have been heartening. Disconnected youth have become connected. Youth

have mobilized other youth. Youth have reported that for the first time they feel that adults in their community care about them. Most importantly, violence has decreased and leaders for tomorrow have emerged.

The following descriptions of national, state and local initiatives demonstrate ways to effectively involve youth in violence prevention initiatives and how leadership qualities emerge as a result of that involvement.

Attorney General's Youth Council on Violence Prevention

Attorney General Lungren in 1997 appointed a Youth Council on Violence Prevention. He asked the youth council to use the work of his Policy Council on Violence Prevention, and their own experiences, to help reverse the "culture of violence." He asked the council to address the causes of violence from a youth perspective and recommend solutions that require youth and adult action.

The Youth Council, made up of 10 teams of youth and their adult mentors from across the state, held public hearings and interviewed policy-makers and community members in their home communities. Following a year of work and deliberations, the council released a final report and CD-ROM containing "16 power plays" for preventing violence. The Youth Council established a model for how state and local agencies can work directly with youth to develop solutions to youth crime and violence and other problems.⁶⁹ (www.caag.state.ca.us/cvpc/youth/youth.htm)

National Crime Prevention Council – Youth as Resources Program

The National Crime Prevention Council's Youth as Resources Program asks young people to identify community problems and design projects to solve them. With projects in communities across the country, youth have tackled issues from homelessness to hunger and child abuse. The projects have involved delinquent youth and honor students. The project of a young man on probation was to clean up around an elderly woman's house and read to her. When asked why he chose to do this, he responded "You don't understand. It's the first time in my life I have ever been thanked."⁷⁰ (www.yar.org)

Teens, Crime and the Community

Teens, Crime and the Community is supported by the National Crime Prevention Council and Street Law, Inc. and is funded by the federal Office of Juvenile Justice and Delinquency Prevention. The goal of the program is to reduce crime, prevent delinquency, and involve young people in community crime prevention efforts. Programs operate in schools and community settings. They offer community service, leadership development

and interaction with community members who serve as mentors. Programs operate in approximately 600 sites in all 50 states. In California, the Los Angeles Unified School District operates a regional center serving about 2,500 high-risk youth through a drop out recovery program. The program also can be used by Boys & Girls Clubs, juvenile justice facilities, after-school programs, faith-based organizations and park and recreation programs. (www.nationaltcc.org)

Ojai Youth Master Plan

In 1996 community leaders and residents in Ojai Valley in Ventura County came together over concern about their youth and the need for increased support systems. More than 1,000 residents identified needs, resources and issues for children, youth and families. They participated in 14 focus groups, two public forums and returned 800 surveys. More than two-thirds of those participating were youth. The resulting Youth Master Plan is a blueprint to foster a safe and nurturing community for young people and promotes the positive participation and interaction of youth and adults. The plan also served as the basis for the Youths and Adults for Community program, which was funded by The Wellness Foundation to provide youth leadership development.

Youth Crime Watch of America

Youth Crime Watch of America assists students in developing youth-led programs that include up to nine components. They include “watch out” activities such as crime reporting and “help out” activities such as mentoring and conflict resolution. The youth leadership component is designed to enhance the leadership skills of participants so that they can better organize and lead local efforts. (www.ycwa.org)

A Role for the State

As the largest funder of local violence prevention programs, California should invest in the youth and adult leadership training necessary to ensure that programs are effectively implemented and managed, can withstand economic downturns and budget shortfalls and other threats to success. The State has four opportunities to build leadership into prevention:

1. Build community capacity. The State could partner with other entities with expertise in youth violence prevention and leadership training to establish a leadership institute capable of developing leadership training of the highest quality and providing it on a scale large enough to make a difference – ensuring access to all communities. A non-profit

multi-disciplinary entity could garner broad support, including that of foundations with a role in violence prevention.

2. Tie leadership training to grant funding. The State could require that all state-funded youth crime and violence prevention programs encourage grantees to participate in youth and adult leadership training. A portion of grant funds could be earmarked for training that could be provided by the Leadership Institute or existing training providers.

3. Provide a stable source of funding. The State could earmark a portion of the base and special needs funding recommended in Finding 2 for youth and adult leadership training. Communities could obtain the training from the Leadership Institute and other providers.

4. Support expansion of youth leadership development efforts. The State could work with the National Crime Prevention Council to expand the number of Teens, Crime and the Community sites and Youth as Resources programs in California. It also could work with Youth Crime Watch of America to provide training in California.

Summary: People Run Programs

To succeed, violence prevention efforts require skilled and knowledgeable leaders. They must be able to assess youth violence problems unique to their communities and customize effective responses. But the State supports programs, not leadership development. The State could optimize its prevention investment by establishing a mechanism to train the youth and adult leaders necessary to effectively advance the cause of prevention in communities across California.

Recommendation 4: The State should help communities fortify youth violence prevention strategies by establishing a Youth Violence Prevention Institute which should, among other functions, develop emerging youth and adult leaders. The institute should:

- ❑ **Be non-profit and multi-disciplinary.** The institute should be established as a California non-profit organization. The Youth Violence Prevention Coordinating Council should serve as the board of directors of the institute and should hire an executive officer to administer the institute.
- ❑ **Provide knowledge.** The institute should educate youth and adult leaders about individual, family and community risk and resiliency factors. Training should provide the latest information about violence as learned behavior, brain development and other underlying causes of youth violence. It should assist community leaders to collect, share and use data to further their prevention goals. The institute should forge partnerships with high schools and colleges to provide leadership training.
- ❑ **Build skills needed for success.** The institute should work with emerging youth and adult leaders to identify and overcome barriers to collaboration and provide them with facilitation skills. Youth and adult leaders should be taught how to develop, implement and sustain effective prevention strategies. They should learn how to develop effective partnerships, identify alternative funding sources, and develop skills in others.

Tapping Local Talent

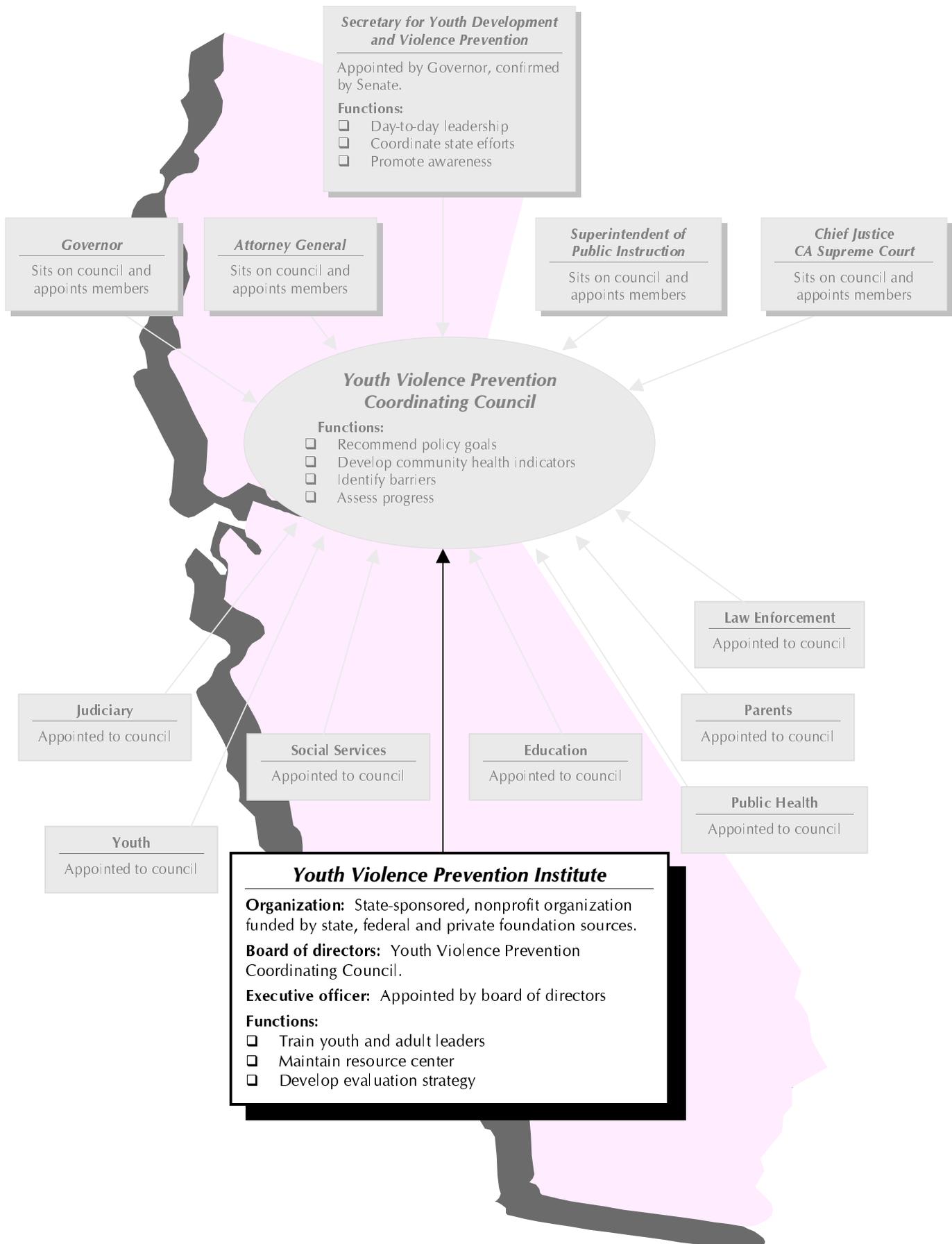
California is endowed with many successful leaders – school principals, police chiefs, ministers, doctors, business and community officials.

The goal of the institute should be to encourage the development of emerging leaders. The Commission is unsure precisely how this should be done. But these efforts should be creative, and informed by those Californians who have distinguished themselves by improving their organizations and the communities they serve.

This leadership development may involve apprenticeships, formal education, or an energetic and growing network of those making a difference.

It should not be limited to classroom training or one-time seminars. It should be field-based, practical, intense and enduring.

The graphic on the following page shows the proposed institute and its relationship to the Youth Violence Prevention Council recommended earlier.



Understanding and Using New Knowledge

Finding 5: While the knowledge of violence is evolving, the State does not effectively acquire, assess and incorporate into policy the latest research on brain development, violence as learned behavior and effective prevention and intervention measures.

Scientific research and the experiences of communities are contributing to an ever-increasing understanding of the factors that put children at risk for violence – as well as influences that protect them from violence. At the same time, new evidence is emerging that can inform policy-makers and violence prevention practitioners about programs and strategies proven to prevent and reduce youth violence – and those that do not. But the State does not have a mechanism for effectively obtaining, evaluating and incorporating this information into its youth crime and violence prevention policies. To inform its policies and practices, the State should establish a resource center to acquire, assess and disseminate the latest information about the root causes of violence and effective prevention and intervention strategies.

Knowledge is Evolving

New knowledge about the underlying causes of youth violence and how to prevent and reduce it, not available a decade ago, has emerged from numerous scientific studies and community experiences. As detailed in the Background of this report, more is being learned about:

How the brain reacts to trauma. A growing body of scientific evidence suggests that the brains of children who are traumatized as a result of experiencing or witnessing violence develop differently than those of children who grow up in non-violent environments. Research by Dr. Bruce Perry suggests that the brains of traumatized children develop to be hypervigilant and focused on non-verbal cues, potentially related to threat. He says these children persist in a state of arousal and anxiety. The way their brains develop can negatively affect the way these children learn and interact with their families, peers and communities. As they mature, they may show signs of post traumatic stress disorder, including attention disorders, substance abuse, and aggression.

Factors that reduce risk and increase resilience. Researchers have identified many factors, such as abuse, neglect, substance abuse and poverty that can combine to increase a child’s propensity to violence. Similarly, much is known about factors that protect “at risk” children from violence, such as having at least one caring adult in their lives to help them build pro-social skills and achieve success, and being “connected” to school.

The effectiveness of community-wide efforts. The experiences of communities that have successfully reduced their rates of youth crime and violence point to the importance of strategic, collaborative efforts. This information, if easily accessed and widely disseminated, can be invaluable in guiding the State's prevention policies.

State Prevention Information Resources

Several state agencies that administer prevention programs develop, collect and disseminate materials to assist local agencies implement effective strategies.

Office of the Attorney General. The Attorney General's Crime and Violence Prevention Center develops and distributes crime prevention education and training materials and provides some training and technical assistance to communities. Resources support general crime prevention, gang and youth violence prevention, domestic violence, child abuse and elder abuse prevention activities.

Welfare Policy Research Project

The State recognized the importance of providing policy-makers and program managers access to the latest welfare-related research when it enacted the Welfare Policy Research Project to support effective implementation of welfare reform. The California Policy Research Center at the University of California was tapped to establish a research grants program to inform state and local officials, develop and maintain a public-use database of California welfare-related research, and sponsor and organize forums for policy-makers on the latest welfare-related issues and knowledge.

Since 1998, the center has operated a Statewide Community Policing Clearinghouse through a partnership with the Sacramento Police Department and a grant from the U.S. Department of Justice. The clearinghouse is the only centralized location in California where state and local agencies, community organizations and individuals can access information on community policing issues, including research on effective strategies, funding sources and training opportunities.

The office has requested a General Fund augmentation to continue and expand the Community Policing Clearinghouse to include all areas of crime prevention and a research component.

Department of Education. The California Department of Education, in partnership with the Office of the Attorney General, administers the School/Law Enforcement Partnership. One hundred experts from school districts and law enforcement agencies across the state provide training, resource materials and technical assistance to local agencies to implement collaborative strategies to enhance school and community safety.

Several years of budget cuts resulted in reductions in staffing and support for cadre members to travel to communities to provide technical assistance. Conferences to disseminate information on effective strategies and funds to evaluate the program were also eliminated. A report of The Safe Schools Task Force recommended the State revitalize these partnership activities.⁷¹ A conference is planned for fall 2001.

In response to another recommendation of the Safe Schools Task Force, the Partnership has prepared a summary of promising practices titled "Safe Schools Task Force: Great Ideas for School Safety" to help local agencies implement effective violence prevention programs.

Department of Alcohol and Drug Programs. The Department of Alcohol and Drug Programs maintains a resource center for alcohol and other drug information and mentoring. The Resource Center and Mentor Resource Center have a library, clearinghouse, conference and training calendar, referral system and an Internet Web site with links to resources worldwide.

Office of Criminal Justice Planning. The Office of Criminal Justice Planning, which describes itself as the "lead California agency in crime prevention, crime suppression, and criminal justice planning," does not maintain a resource center or clearinghouse. The agency's Web site provides links to criminal justice and prevention resource sites.

The Governor's proposed budget for 2001-02 contains \$106,000 to establish a Criminal Justice Information Clearinghouse in OCJP. The Legislative Analyst recommended against the proposal and in favor of a "more effective" Department of Justice budget proposal.

State Efforts are Fragmented and Limited

Clearly, some state agencies recognize and attempt to respond to the needs of policy-makers, community leaders and prevention practitioners for information about programs and strategies specific to their disciplines and primary missions. But in most cases, clearinghouse or resource center functions are a small part of the agency's broader mission. They may be housed in one room and be staffed by a single individual.

No state agency is charged with responsibility for a comprehensive youth violence prevention clearinghouse that would provide "one-stop shopping" for customers. For information on mentoring, go to the Department of Alcohol and Drug Programs. For information on gang violence prevention, contact the Office of the Attorney General. For information on truancy

prevention, the Attorney General may be a resource, but, then again, it could be the Department of Education.

Even for those who understand how the state is organized, tracking down the information is time consuming and frustrating. For those who do not know where to begin, navigating the labyrinth may seem impossible.

For information on developing and implementing community-wide prevention strategies like those in Los Angeles or Salinas, there is no readily identifiable statewide source of information. Organizations like the Pacific Center for Violence Prevention or the Prevention Institute may be a resource, but only if one knows to look there.

Other Resource Centers

Pacific Center for Violence Prevention. The center serves as the policy headquarters for the California Wellness Foundation's Violence Prevention Initiative, providing technical assistance and resources to the 16 community collaboratives that comprise the initiative. Services include training in local policy and media advocacy; an on-line forum where members can post and respond to inquiries, and where literature, statistics, resources, legislative data and prevention program databases can be accessed.

Other Resource Centers

Violence prevention resources also exist in private, non-profit organizations:

- National Center for Injury Prevention and Control at the Center for Disease Control and Prevention (www.cdc.gov/ncipc/)
- Center for the Study and Prevention of Violence (www.colorado.edu/cspv/)

And federal agencies:

- Office of Juvenile Justice and Delinquency Prevention (<http://ojjdp.ncjrs.org/>)

The center maintains a library with reference services and assistance for members of the initiative and the public. The center's Web site states that it maintains the "largest specialized collection of violence and injury prevention materials" and access to numerous on-line databases. It also produces and distributes videos and print materials on youth violence. (www.pcvp.org)

The Prevention Institute. The prevention institute is a non-profit organization established to advocate for prevention. In collaboration with Harvard University's School of Public Health and the Education Development Center, it produced

Partnerships for Preventing Violence, a distance learning series of videotapes for violence prevention practitioners. The training focuses on coalition building and primary prevention and emphasizes leadership development. Approximately 2,500 California practitioners have participated in training provided by the institute.

More than half of post-broadcast questionnaire respondents reported that community awareness of violence as a problem was high at the close of broadcasts, and that awareness had increased since the broadcasts began in May 1998. More than 75 percent of respondents attributed changes in their community to the broadcasts and related local activities. A major outcome of the broadcast series is a trained cadre of violence prevention facilitators who have expressed their eagerness and readiness to promote a national violence prevention movement and build upon the work of the past three years.⁷² (www.preventioninstitute.org)

The authors of a recent report on what works to prevent juvenile violence stated:

Over the past two decades, scholars and juvenile justice policy innovators have developed the tools our society needs to significantly reduce delinquency. Yet somehow, word of these advances has not reached policy-makers or program practitioners – or if it did reach them, they haven’t taken notice.⁷³

“Over the past two decades, scholars and juvenile justice policy innovators have developed the tools our society needs to significantly reduce delinquency. Yet somehow, word of these advances has not reached policy-makers or program practitioners – or if it did reach them, they haven’t taken notice.”

Poor access to information about what works and what doesn’t, and no effective way to translate that information into policy, may be partly to blame. Fragmentation creates two problems:

Fragmentation hinders good policy-making. Lacking a central source of information, the State’s policy responses to youth violence are often not based on the latest knowledge about the underlying causes of youth violence and effective prevention and intervention strategies. The latest crisis or the ability of particular organizations to garner support for their programs – rather than reliable information – drive public policy. A bias toward pilot programs, in part, reflects inadequate information, as does the lack of confidence that some lawmakers have in the efficacy of prevention. At the same time, a lack of information and understanding allows programs shown to be ineffective to be established and to persist.

Fragmentation compromises community efforts. Community practitioners miss opportunities to implement effective strategies and squander limited resources on ineffective efforts when there is no mechanism to effectively disseminate research and best practice information across multiple disciplines.

Delbert Elliott, the director of the Center for the Study and Prevention of Violence in Boulder, Colorado, writes: “To date, most of the resources committed to the prevention and control of youth violence, both at the national and local levels, have been invested in untested programs based

on questionable assumptions....”⁷⁴ Lack of an effective way to obtain and transfer reliable information to policy-makers and practitioners contributes to this problem.

A State Youth Violence Prevention Clearinghouse

The Little Hoover Commission, in its 1995 report, *The Juvenile Crime Challenge: Making Prevention a Priority*, recommended the State implement a clearinghouse function that would provide “centralized assessment and evaluation of programs, promotion of models that work, and technical assistance for local governments and communities.”

Youth Violence Prevention Clearinghouse

A statewide youth violence prevention clearinghouse should do the following:

- Provide technical assistance to policy-makers
- Convene and facilitate meetings, roundtable discussions and conferences
- Sponsor briefings
- Provide links to other resources

In its 1995 report, *Violence Prevention... A Vision of Hope*, the Attorney General’s Policy Council on Violence Prevention said that “Information clearinghouses are important contributors to the compilation and dissemination of information, as well as resources for determining the extent of information gathering and analyses that have been undertaken by researchers.”

And the Legislative Analyst, in its 1999 report *Crime Prevention Programs in California: Building Successful Programs*, said that “information should

be collected on an ongoing basis, and then periodically disseminated in order to establish a baseline to be used in creating crime prevention standards.”

Knowledge about the causes of youth violence and how to address it is evolving at an ever-increasing pace and is kept by many different entities. To ensure that the latest research and knowledge is effectively integrated in the State’s funding and evaluation policies and available to guide local practices, California needs a state-wide youth violence prevention clearinghouse. To be most effective it should:

Coordinate with other resource centers. To complement the overall improved coordination of the State’s youth violence prevention efforts recommended by the Commission, the efforts of a clearinghouse should begin through coordination with state agencies and private organizations that currently provide youth violence prevention resources.

Provide “one-stop shopping.” Over time, as state coordination improves and funding streams are integrated, clearinghouse functions now performed by numerous agencies should be performed by the statewide clearinghouse. State agencies should provide links to the clearinghouse and the

clearinghouse to state agencies and other crime prevention, youth violence prevention, and youth development resources. The goal should be “one-stop shopping” through a single portal for policy-makers, prevention practitioners and community leaders.

Summary: People Need the Best Information

Much is now known about the causes and potential cures for violence perpetrated by young people. Knowledge will continue to evolve as more communities implement and gain experience with effective strategies and as research develops. But there is no central mechanism for acquiring, assessing and incorporating this information into state policy or community practice. The State should establish a resource center to gather and disseminate the latest information on the underlying causes of youth violence and the most effective prevention and intervention strategies.

Recommendation 5: Within the Youth Violence Prevention Institute, a resource center should be created to acquire, assess and disseminate research findings that impact youth violence prevention policy. Specifically, the center should:

- ❑ ***Advance knowledge.*** The center should obtain and assess the latest research in human development, social science and other disciplines and identify how state violence prevention policies could be changed to reflect the most current understanding of these issues. It should identify gaps in current knowledge and sponsor needed research.
- ❑ ***Disseminate information.*** The center should provide policy-makers, practitioners, and community leaders with information on proven and promising ideas and foster the exchange of information across disciplines. It should make the latest research available to the public and sponsor community forums to encourage discussion. It should include information about funding sources, training and technical assistance opportunities and provide links to other resources and clearinghouses.

Rethinking the Role of Evaluation

Finding 6: Rigid and ineffective evaluation practices inappropriately drive programs and hinder the development of effective and efficient prevention initiatives.

The State's requirements for evaluation of prevention programs vary widely from program to program and there are no guidelines to help policy-makers know what is appropriate for a particular initiative.

A recent focus on outcomes has resulted in rigorous program evaluation requirements that often are not aligned with the complexity of violence prevention. Rather than evaluations tailored to the characteristics of a prevention initiative, one standard is applied. As a result, scarce evaluation dollars are spread across too many programs and evaluations fail to provide policy-makers or program managers with useful information.

The State should create a tiered evaluation strategy that would rigorously test new and unproven programs, relax evaluation requirements for proven strategies and develop improved methodologies to evaluate complex strategies and measure community change.

Current Policy

The State has struggled for years with how to evaluate the effectiveness of the programs it funds. Prevention is no exception, and in many ways has proven even more difficult. As a result, evaluation requirements for state-funded prevention programs differ widely. Some programs require rigorous experimental research designs at each site and an independent, overall statewide evaluation. Some only require programs to provide the State with self-evaluations. For some programs, there is no evaluation component.

These variations are not intentional. There are no well established guidelines to help lawmakers establish in law appropriate evaluation requirements for new programs. Often, the evaluation components of new legislative initiatives are drafted by staff who are not trained in research and evaluation, and without input from key stakeholders such as the administering agency and local service providers. Decisions are driven by the availability of funds and current biases regarding evaluation.

This assessment is true for many social service programs. But it is particularly true for programs that are trying to prevent negative behavior or intervene once it has surfaced.

Some policy-makers are skeptical of prevention in general, or believe the State is not investing in the “right” prevention programs. Policy-makers also are increasingly focusing on outcomes rather than inputs.

The State often expects prevention programs to prove that they reduce youth violence – and that they are more cost-effective than other public safety approaches like intervention, treatment and suppression. But a similar burden is not applied to the juvenile justice system, whose primary goal is to rehabilitate young offenders. A study of recidivism among wards released to parole over a 10-month period showed that 59.4 percent were arrested within 24 months of release. Three-and-a-half years later, 76.2 percent had been arrested.⁷⁵ But the State does not tie continued funding for these programs to positive outcomes.

The recent \$120 million annual state allocation for prevention programs requires counties to measure specific outcomes including arrest rates, rates of probation and community service completion. It also requires counties to evaluate programs using true experimental research designs. Most of the 47 Challenge Grant Programs administered by the Board of Corrections also employ rigorous scientific research designs.

Problems with the State’s Evaluation Policies

Policy-makers and the public want to know whether resources invested in youth crime and violence prevention programs are achieving the desired results and whether they are cost effective when compared to the alternatives. But despite their costs, evaluations seldom provide this information. The Commission has identified five problems with the State’s evaluation policies that contribute to these shortcomings.

1. *As conducted, evaluations are often not useful to policy-makers.* The State often expects evaluations to provide convincing evidence of the efficacy of a particular youth violence prevention program. But young people have multiple influences in their lives – and may be receiving multiple interventions – that could contribute to change. Isolating the effects and attributing change to one program is difficult, if not impossible.

As described throughout this report, research and the experiences of communities have shown that the most effective youth violence prevention strategies are multi-disciplinary and community wide, with multiple factors attempting to positively influence children. Experienced researchers said that these evaluations are complicated and particularly difficult to conduct.

In an attempt to establish cause and effect relationships, researchers employ methodologies that are designed for narrowly defined programs to assess complex strategies. These methods, however, are ill-suited to capture less tangible community indicators of change, like reduced fear of crime or the belief by youth that they are cared for and connected to their community. These and other important measures of success are not measured by traditional scientific evaluations.

As a result, evaluations fail to answer key policy questions about the outcomes, cost-effectiveness and accountability of programs that are needed by policy-makers. Lacking reliable information, policy-makers often disagree about spending more money on prevention – or about how to spend additional resources.

2. Scientific evaluations are expensive. Analysts told the Commission that the cost of scientific evaluations can be as much as the intervention itself, and still not provide information useful to policy-makers and program managers.

Several large foundations that fund youth violence prevention programs have concluded that prevention efforts can be better understood – at far less cost – by using other measures of effectiveness.

To assess the impact of the first half of its 10-year \$60 million Youth Violence Prevention Initiative, the Wellness Foundation awarded \$6 million to the RAND Corporation and the Stanford Center for Research in Disease Prevention. The foundation wanted to assess the effectiveness of interventions at the community level as rigorously and objectively as

Guidelines for Legislative Language for State Program Evaluation

Recognizing that policy-makers often do not receive the guidance they need from program evaluations, the Senate contracted with the California State University to develop guidelines that could be used in drafting evaluation language for new programs. The following questions were intended to help lawmakers decide when and how evaluations should be required:

- Is evaluation of this program an important investment of state resources?
- What questions does the Legislature need to have answered about this program?
- What will it take to answer the Legislature’s questions – and can adequate resources be provided?
- What will it take to ensure credible evaluation findings?
- Who should be involved in this evaluation – from inception to results?
- When should evaluation findings be expected from this program?
- What is the role of state agencies in this evaluation?
- What information needs to be available for statewide evaluation?

Source: Dowell, David. 1998. Guidelines for Legislative Language for State Program Evaluation, Faculty Fellows Program, Center for California Studies, California State University.

possible. In the end, the evaluation pointed to important accomplishments such as generating new research, shaping policy-making, and training violence prevention leaders statewide. It did not, however, provide evidence of effectiveness in reducing youth violence as the foundation had hoped.

The foundation concluded: “Despite hopes or expectations, there is no irrefutable empirical proof of causal connections linking changes in violence rates to the foundation’s violence prevention grants.”

Lessons learned from evaluation of the first five years of its initiative are guiding the foundation’s approach to evaluation of the final five years. For one, it will commit far less funding to this second phase of evaluation: just \$1.3 million for the final five years, compared to the \$6 million invested in the first phase. It will diversify its evaluation approaches, de-emphasize academic attribution and focus more on a qualitative analysis – “telling the stories behind the statistics.” Also, the foundation will commit no more than 5 percent of grant-making dollars to evaluation in the future.

Similarly, the State is grappling with how to improve the usefulness of evaluations and lower the cost. A Department of Education task force study concluded that a simple survey for a few sites typically costs \$150,000 annually. More sophisticated evaluations that collect and analyze qualitative and quantitative data from a representative sample of sites cost between \$500,000 to \$1 million annually.⁷⁶

Lessons Learned

The California Wellness Foundation learned important lessons about evaluation.

- *Ask fewer evaluation questions:* Trying to answer too many questions undermined the Foundation’s evaluation from the start. Evaluations should focus on key issues to provide depth rather than breadth.
- *Diversify evaluation approaches:* The impact of complex grantmaking initiatives cannot be assessed by investing only in a traditional, rigorously “scientific” evaluation, especially when measuring changes at the community level.
- *De-emphasize academic attribution:* Despite initial hopes or expectations, there is no irrefutable empirical proof of causal connections linking changes in violence rates to the Foundation’s violence prevention grants.
- *Tell the stories behind the statistics:* The foundation did not invest as much in qualitative analysis of the Initiative (i.e., case studies, individual profiles), and that has resulted in the absence of compelling human stories behind the numbers.
- *Collect lessons learned:* Sharing what was learned (not just what has worked) will be an important contribution to the fields of philanthropy, public health and violence prevention.
- *Link evaluation with broader dissemination:* What to evaluate must be tied to an overall strategy about why, how and to whom we communicate evaluation findings.

3. Evaluations are seldom useful to program managers. The evaluation needs of local program managers are different than those of the State. The State designs evaluations to show whether a program is effective in achieving articulated goals. Those results often are not known until a program has been in effect for several years. Program managers need evaluations to provide ongoing feedback so they can make adjustments and improvements to their programs on a day-to-day basis. Information about what worked and what didn't when their program is nearing the end of its grant cycle is of little use.

Evaluation requirements can actually compromise efforts to help children. Sometimes useful information is kept from managers to ensure the integrity of evaluations. Sometimes the needs of researchers to publish certain kinds of evaluations drive the design of evaluation – rather than the needs of policy-makers or program managers to improve their performance.

The Commission also heard concerns from program managers that researchers often do not reach out to the community, reflect the community, or meet the needs of the community. The director of a community-wide coalition described evaluators as “the enemy who comes into our community and studies us.”⁷⁷ She said to be effective, researchers need to see their role as partners and friends of the communities they study.

Positive relationships between communities and program evaluators foster more effective use of available data and evaluation by communities. A researcher with the California Children and Families First Program said that local Proposition 10 commissions are encouraged to set aside 10 percent of their funds for evaluation. He confided that the underlying intent of that guideline is to get local programs interested in collecting meaningful data, a practice the state commission hopes will continue even if funding ends.⁷⁸

4. Children who could benefit are denied services. In some cases, youth who could benefit from services are denied them because of evaluation requirements that insist on the use of comparison groups. In the 47 Challenge Grant Programs, 10,420 youth have been assigned to comparison groups. Those youth receive standard probation services, rather than the enhanced services offered the treatment group.⁷⁹ A Fresno County probation officer lamented turning youth away who wanted to be tutored and mentored in order to meet the evaluation requirements for a state-funded program.

In some cases it may be necessary to deny services to some youth to test a truly experimental idea. But the State should not support evaluation that denies services to children that some research and experience show are

effective, like after-school programs, tutoring, mentoring and Boys & Girls Clubs.

For decades parents who could afford these enhancements, purchased them for their children knowing – absent scientific research – that they were beneficial. But current policy requires willing children in troubled families and neighborhoods to be turned away from state-funded opportunities for the sake of an evaluation.

5. Community practitioners lack evaluation skills. The Commission was told that program managers at the community level often lack the expertise necessary to conduct useful evaluations. A member of the Commission’s advisory committee said: “Local folks are not used to documenting outcomes. They are too busy training and teaching. The whole idea of

evaluation needs the coaching element. Consolidate programs so there aren’t so many small grants, each with their own data collection or evaluation requirements. Prioritize and build in local coaches that will help people learn how to document outcomes.”⁸⁰ A program manager of a community-based organization said the State should assist communities with evaluation, provide training and support local agencies when they make mistakes.⁸¹

The Superintendent of Public Instruction told the Commission that a close look at state-funded grant programs shows that for some programs, the administering agency is provided resources to provide local agencies with technical assistance. For other programs, resources are not provided.⁸²

6. Too little time is provided. As described in Finding 3, most state grant programs are for periods of one to three years. The State Department of Education told the Commission that new initiatives often do not achieve full operation until the third year of funding, making meaningful evaluation of long-term outcomes often impractical. Lack of time to demonstrate results often means that decisions to continue – or discontinue – funding are made in the absence of adequate information. The Department of Finance told the Commission that because of inadequate evaluation, fiscal decisions are routinely made in the absence of knowledge about what works.

7. Evaluations are not strategically coordinated. Evaluation requirements and expectations are not coordinated among state agencies that administer prevention programs or among those that administer similar programs, like gang violence prevention for example. Moreover, evaluation requirements among programs administered within an agency administering

Evaluation in Illinois

In Illinois, a collaborative effort by the Illinois Center for Violence Prevention and the Illinois Violence Prevention Authority has created an Evaluation Resource Institute.

Its purpose is to provide communities with the tools they need to evaluate their programs effectively and to disseminate the results statewide. In addition, the institute offers training on evaluation issues.

multiple prevention programs are not even coordinated. Absent coordination and conformity to an accepted standard, there is no easy way to compare particular evaluations. In other words, it is difficult to compare evaluations of diverse programs or to assess the quality of the evaluations.

Goals for Evaluation

The State needs to align evaluation to its need for information. With the assistance of its advisory committee and other experts the Commission identified the following desired outcomes for evaluation.

- ***Information to help policy-makers determine how much to invest in evaluation and how to fashion that investment.*** Evaluation requirements and resource needs depend on the size, scope, type of project and the kinds of measures required. For example, survey data on a relatively small number of similar sites could be done for a modest cost. Where quantitative and qualitative data are required to provide outcome measures, costs increase. To make good decisions, policy-makers need criteria to determine what would be an appropriate evaluation for specific prevention initiatives. They need information that will permit them to tailor evaluations to specific policy interventions, rather than applying one standard to all programs. Costs and time required to achieve objectives must be taken into account.
- ***To know if prevention resources are being spent wisely.*** Policy-makers and the public want to know if prevention resources are being spent wisely. Policy-makers need to know whether strategies in place prevent youth crime and violence and identify problems with those that are not working. And they need to know whether strategies are cost-effective.
- ***The ability to understand community change.*** Evaluation methodologies should be developed that can measure community changes related to violence. Diverse evaluation methodologies that include qualitative and quantitative measures of success should be developed.
- ***Information that can guide program management.*** Program managers need continuous feedback to identify and respond to problems as they arise. To help prevention practitioners effectively manage programs, management evaluation tools and indicators of community health should be developed.
- ***Provide promising practices information.*** Evaluation should allow for the effective documentation of promising and proven practices and guide faithful program replication.

Devising Effective Evaluation Policy

The State should rethink the evaluation requirements imposed on prevention programs. By aligning its policies with the reality of complex violence prevention strategies, scarce evaluation dollars could be expended effectively to provide policy-makers, the public and program managers with useful information. The alternatives devised by other entities could be instructive to the State.

“Earmark 10 percent and Centralize Evaluation”

In 1996 Congress directed the U.S. Attorney General to evaluate the effectiveness of over \$3 billion in federal crime prevention grants. Specifically, Congress required that the evaluation focus on the effectiveness of programs designed to prevent youth violence. Evaluators concluded that the quality and quantity of program evaluations are not adequate to guide national efforts to reduce serious crime. It recommended that the statutory evaluation plan of the Department of Justice be reformed to provide the scientific tools necessary for effective evaluation.

The report recommended that Congress earmark 10 percent of all funding for local crime prevention efforts to a central evaluation office in the Department of Justice. The central evaluation office would distribute those funds for rigorous scientific impact evaluations that could be generalized to other locations. Those funds would add to the total funding for which a local grantee is eligible – serving as an incentive for cooperation with the evaluation plan.

Recognizing the expense of rigorous scientific evaluation, the report recommended that an additional 10 percent of all funding for local crime prevention be set aside for evaluations to be conducted by the central evaluation office.

“Measure Success Many Ways”

The California Wellness Foundation concluded that there are a variety of ways to gauge the success of prevention and prevention sponsors should invest in different evaluation approaches using diverse measures of success.⁸³

The David and Lucille Packard Foundation and the California Endowment repeated that they often find more value in intangible characteristics of successful efforts and recommended that the State rethink the evidence required as proof of effectiveness. The Packard Foundation said that while it is important to know if programs work, “it may be that one of the most

critical results of just trying to do something about youth violence has been to create a greater sense of community mission, cohesiveness and connectedness, and a sense among youth that they are cared for and valued.”⁸⁴

“Coordinate and Collaborate”

In its 1995 report the Attorney General’s Policy Council on Violence Prevention recommended that public and private organizations coordinate investments in research, assessing which policies and programs effectively prevent violence. It said that all violence prevention efforts should include an impact-evaluation component, a cost-effectiveness component and a “learn-as-we-go” approach that allows for improving programs based on evaluation data. “By building in provisions to learn throughout the process and by utilizing evaluation data, violence prevention and intervention programs can be improved along the way.”⁸⁵

The Policy Council also recommended that California institutions of higher learning develop and implement programs to train researchers in violence prevention and research.

Summary: A “Tiered” Approach to Evaluation

Without a solid evaluation policy, the State’s desire to measure outcomes has placed rigid and often inappropriate evaluation requirements on many prevention programs. As a result, scarce evaluation dollars are spread across too many programs, key policy questions are not answered, and program managers cannot use data to improve services.

A strategic, tiered approach to evaluation could provide policy-makers, the public and practitioners with the information they need and would be more cost effective. Such an approach could require rigorous evaluation of selected, untested strategies that represent a significant public investment. For strategies that have reliable evidence of success – as the result of scientific research or the collective experiences of practitioners and participants – evaluation could measure faithful replication, effective management and fiscal accountability.

Recommendation 6: To inform policy-makers, practitioners and the public, the State should adopt a strategy for evaluating prevention efforts. Specifically, the Youth Violence Prevention Institute should:

- ❑ **Develop and recommend effective evaluation methods.** The plan should distinguish between the level of evaluations that are needed to test experimental strategies, versus those that can determine if proven programs are being faithfully replicated. Experimental programs – particularly those that represent significant public expenditures – should be rigorously evaluated. Proven programs should only be evaluated for fiscal accountability, program implementation and management effectiveness.
- ❑ **Help develop community indicators.** Prevention providers need to be accountable to their communities and the State for improving the lives of young people. The institute should work with the Youth Violence Prevention Coordinating Council to develop indicators of community health that will assist communities to identify problems and measure progress.
- ❑ **Provide a way to understand community change.** The evaluation strategy should advance methodologies to assess complex efforts and effectively measure community change, based on goals and indicators of community health. The strategy should include exploration of more efficient ways to conduct evaluations.
- ❑ **Develop evaluation tools for program management.** Local service providers need and want to use evaluation to assess progress and improve services. The Institute should develop tools to help communities evaluate and improve program management.

Conclusion

In this report, the Commission provides policy-makers with a game plan for reducing violence among California's young people.

Violence reduction is a noble goal that everyone supports, in concept. But in the past, that is often where the consensus has been defeated, and where people have retreated to their ideologies. To some, support for prevention meant being soft on crime, and a dollar spent on prevention is a dollar that should have been spent on incarceration. For others, too much was being spent on prisons, and not enough on prevention.

This canyon of disagreement can be filled with the mountain of evidence that prevention and intervention efforts can reduce crime and violence. In many communities and states that evidence has been used as the foundation for a balanced continuum of public responses to crime and violence that begins with early prevention and includes incapacitation of violent and serious criminals.

In previous reports, the Commission has recommended ways to improve state programs along this continuum – for children and for adults. In this report, the Commission scrutinized efforts at the prevention end of the spectrum alone – because of the opportunities it saw to improve the benefits from a variety of maturing strategies.

This examination confirmed that the State and its communities have an important opportunity to help millions of California families.

The time for prevention is right...

Because the number of teenagers is growing rapidly. No one should be surprised five years from now when there are a million more teenagers, facing and embracing the joys and travails of adolescence. Policy-makers seldom get such an accurate glimpse of the future, but demographers provide a clear view of the near term that should not be casually ignored.

Because progress against crime and violence is slowing. After several years of steady declines, crime rates have flattened, and in some communities have started to rise. Many factors are likely responsible for the improvement. Efforts to prevent crime and violence have contributed to that success, and could do more if they were better designed, funded, managed and supported.

Because many California communities have gained experience and momentum. The Commission found numerous examples of cities and neighborhoods that have developed the capacity and forged the commitment to help children and families in trouble. These examples are a reason for optimism, and reason for action.

Because we have learned more about the root causes of violence and how to intervene. Social programs always have been part science, part compassion, part intuition. The contributions of science in recent years have dramatically increased, giving policy-makers and practitioners more evidence to guide investments and programs.

Because of an uncertain economic future. The booming economy receives some of the credit for declining crime rates and has provided greater revenues for public programs. The uncertain economic future is reason to work hard to make sure that existing resources are being smartly spent to assist families that may be facing greater stresses in the years to come.

If there is agreement and commitment among state policy-makers to take prevention seriously, the next step is to agree on an action plan.

Over the years the State has spent an increasing amount of money in ways that indicate there is little consensus on what to do. Programs get funded in small ways, under the guise of pilot projects. Programs are sprinkled throughout the bureaucracy because some departments are in favor and others are not – which is more expedient than making sure agencies are doing what they were created to do. Priorities are based on headlines and philosophy, rather than data, research or even community experience.

“They Never Gave Up”

The word on the streets in Monrovia is that every teenager counts. And that’s how Skye Luna has gone from “lost cause” to college student, from a drug-using truant to a young woman whose goal is to become a peace officer.

“They never gave up on me,” she said.

Skye is both anecdote and evidence that community organizations can successfully intervene in the lives of troubled young people. She benefited from absolute commitment by law enforcement, education and business leaders in the Los Angeles County community to make sure every child who is supposed to be in school, is in school.

The Monrovia truancy program was one of 19 projects supporting community goals of reducing crime and violence and improving outcomes for children. Some of the projects – such as free gunlocks and a gun bounty program – are small, but only have to be effective in a single case to change a life. Some of the programs were funded by state and federal dollars, but often as not the community found the resources locally from public and private sources.

As much as anything, Monrovia instituted an attitude: Young people matter. They are worth talking with and listening to. And their needs should be a community priority.

The reality is that the State cannot prevent crime and violence – but educators, parents, police officers, doctors and shop clerks can. As individuals and as neighbors, Californians are the ones who must identify specific problems and adopt proven solutions, find the resources and develop the resolve to get truants back into school, to help children with emotional problems, drug problems, school problems, and life problems.

The State’s role – first and last – is to help communities with financial and intellectual resources by:

- ❑ ***Bringing the information available to the problem at hand.*** All of the studies, evaluations and experiences in the world are useless unless they are in the hands of educators, parents and others. Schools in particular present an unparalleled opportunity for employing the best methodologies for identifying and responding to children who are likely to be victims or create victims.
- ❑ ***Defining a framework for community groups.*** Families and the neighborhoods in which they live are the ones who own violence and must stop it. Their efforts need to be supported by a policy and management framework that allows them to directly and effectively influence changes in state policy and improvements in the administration of state programs.
- ❑ ***Reforming the way programs are funded.*** By streamlining, coordinating and integrating prevention programs, the State will improve the effectiveness of community efforts. While more programs and more money have been dedicated to prevention, the organization of these efforts has been ignored. The lack of coordination stands to undermine the value and limit the return on the State’s investment.
- ❑ ***Helping communities to develop leadership, access information, and improve their efforts through evaluation.*** The Commission found these three elements essential and often missing. The State needs to support the creation of an effective, community-lead organization that can replicate the best of what is happening – the best leaders, the best prevention strategies and the best evaluation methods.

The evidence shows that public efforts responding to private maladies need to be focused earlier and smarter than in the past. Prevention also must evolve from a disparate collection of programs, to a fundamental approach to solving problems. The Commission’s recommendations would advance both goals.

In the next few years, the Commission believes the focus must be on how the State supports prevention efforts, rather than just how much it funds those efforts. Reforms that improve the efficiency and effectiveness of prevention efforts – regardless of the level of investment – should be reforms that prevention advocates and skeptics can support.

As the State’s ability and confidence to administer these programs catches up to the communities that have pioneered these efforts, the consensus concerning the level of investment should grow.

Appendices & Notes

- ✓ *Public Hearing Witnesses*
 - ✓ *Advisory Committee*
- ✓ *Community Forum Participants*
 - ✓ *Information Resources*
- ✓ *Population Age 11-18 and Percent Change, 2000-2010*
 - ✓ *Youth Violence Prevention Programs*
 - ✓ *Notes*

Appendix A

Little Hoover Commission Public Hearing Witnesses

Witnesses Appearing at Little Hoover Commission Youth Crime & Violence Prevention Hearing on June 22, 2000

Larry Cohen, Ph.D.
Director
Prevention Institute

Edward P. Melia, M.D.
Special Assistant for Children & Youth
California Health & Human Services Agency

Maribel Gallardo
Santa Cruz Barrios Unidos

Frederick Morawcznski
Field Representative
Board of Corrections State of California

Peter W. Greenwood, Ph.D.
Senior Scholar
RAND Criminal Justice Program

Ruby Ng
Member, Attorney General's Youth Council on
Violence Prevention

Kathryn P. Jett
Director
Crime and Violence Prevention Center
Attorney General's Office

Billie P. Weiss
Executive Director
Violence Prevention Coalition of Greater
Los Angeles

Witnesses Appearing at Little Hoover Commission Youth Crime & Violence Prevention Hearing on August 24, 2000

Captain James Barrett
Chief of Police
Ojai Police Department

Michael Levy
Deputy Director of Programs
Governor's Office of Criminal Justice Planning

The Honorable Louis J. Blanas
Sheriff
Sacramento County

Penny Moore
Probation Director
San Diego County Probation Department

James E. Copple
Vice President
National Crime Prevention Council

Rita Saenz
Director
California Department of Social Services

The Honorable Delaine Eastin
Superintendent of Public Instruction
California Department of Education

Joseph A. Santoro
Chief of Police
Monrovia Police Department

The Honorable Frances A. Kearney
Presiding Judge
Juvenile and Family Law Court
Placer County Superior Court

The Honorable Grover Trask
District Attorney
County of Riverside

***Witnesses Appearing at Little Hoover Commission
Youth Crime & Violence Prevention Hearing on September 28, 2000***

Daniel "Nane" Alejandrez
Executive Director
Santa Cruz Barrios Unidos

Patti Culross, M.D.
Associate Program Officer
The David and Lucille Packard Foundation

Lynn Alvarez
Program Officer
The California Endowment

Maribel Gallardo
Santa Cruz Barrios Unidos

Sally Brown, Ph.D.
Philliber Research Associates

Rosetta Jones
Parent

Omar L. Butler
Management Assistant
Omega Boys Club

Enid Milhous
Administrator
Alliance for Excellence
San Juan Unified School District

Patti Colston
Communications Director
Omega Boys Club
The Communications Group

Saul Niedorf, M.D.
Child and Adult Psychiatry

Craig Cornett
Director, Criminal, Justice and
State Administration
Legislative Analyst's Office

Gary L. Yates
President & CEO
The California Wellness Foundation

Appendix B

Little Hoover Commission Youth Crime & Violence Prevention Advisory Committee

The following people served on the Youth Crime and Violence Prevention Advisory Committee. Under the Little Hoover Commission's process, advisory committee members provide expertise and information but do not vote or comment on the final product. The list below reflects the titles and positions of committee members at the time of the advisory committee meetings in 2000.

Daniel Alejandrez
Executive Director
Santa Cruz Barrios Unidos

Larry Cohen
Director
Prevention Institute

Alison Anderson
Counsel
Senate Committee on Public Safety

Amy T. Dean
Consultant
Senate Select Committee on Family, Child
and Youth Development

Michael Balaoing
Program Officer
The California Wellness Foundation

Sandra DeBourelando
Consultant
Assembly Select Committee on School Safety

Bill and Barbara Bernard

Margaret Ensley
Mothers Against Violence in Schools

The Reverend Gregory J. Boyle, S.J.
Director
Jobs For A Future/Homeboy Industries

Steve Galeria
Program Manager
Criminal Justice Statistics Center
California Department of Justice

Milton Braswell
Assistant Deputy Director
Office of Prevention and Victim Services
California Youth Authority

Fred Gilbert
La Familia Counseling Center

Holly Brown-Williams
Associate Director
California Policy Research Center
University of California, Berkeley

Peter Greenwood, Ph.D.
Senior Scholar
RAND Criminal Justice Program

Jane Callahan
Executive Director
Vallejo Community Consortium/Fighting
Back Partnership

Rudy Haapanen
Chief, Ward Information and Parole Research
Bureau
California Youth Authority

Bruce Chan
Chief Counsel
Assembly Committee on Public Safety

Kathryn Jett
Director
Crime and Violence Prevention Center
Attorney General's Office

Kenneth Johnson
Lieutenant
Los Angeles County Sheriff's Department

Alexander Kelter, M.D.
Chief, Epidemiology & Prevention for Injury
Control
California Department of Health Services

Aaron Kipnis
President
Fatherhood Coalition

Dawn Kusumoto
Consultant
Senate Select Committee on Juvenile Justice

Michael Levy
Deputy Director of Programs
Governor's Office of Criminal Justice Planning

Karen Lowrey
Safe Schools & Violence Prevention Office
California Department of Education

Henry Lozano
Co-President/CEO
Californians for Drug-Free Youth

Edward P. Melia, M.D.
Special Assistant for Children & Youth
California Health & Human Services Agency

The Honorable Kenneth G. Peterson
Presiding Judge of the Juvenile Court
Sacramento County Courts

Sylvia Pizzini
Deputy Director
Children & Family Services Division
California Department of Social Services

Larry R. Price
Chief Probation Officer
County of Fresno

Larry Rael
Sergeant, Sheriff's Central Division,
Detective Bureau
Sacramento County Sheriff's Department

Joseph A. Santoro
Chief of Police
Monrovia Police Department

Norman Skonovd
Chief, Institutions and Camps Research
Bureau

Andrés Soto
Policy Director
Pacific Center for Violence Prevention
San Francisco General Hospital

Joel Tatum
Vallejo Community Consortium/Fighting
Back Partnership (Youth Partnership)

Mary Weaver
Assistant Superintendent and Director
Education Support Systems Division
California Department of Education

Billie Weiss
Executive Director
Violence Prevention Coalition of Greater Los
Angeles

Betty Yee
Chief Deputy Director
California Department of Finance

Appendix C

Community Forum Participants

In 2000 the Little Hoover Commission held three community forums to hear community perspectives on youth crime and violence prevention. The following people participated in these forums.

Los Angeles Community Forum on October 11, 2000

Detective Freddie Arroyo
Hollenbeck Division Detective Unit
Los Angeles Police Department

Carol Baker
Acting Director
Bureau of Crime Prevention and Youth
Services
Los Angeles County District Attorney's Office

Michael Balaoing
Program Officer
The California Wellness Foundation

Javier Barreto
Jobs for the Future

Shailushi Baxi
Prevention Institute

The Reverend Gregory J. Boyle, S.J.
Director
Jobs For A Future/Homeboy Industries

Brian Carter
Program Coordinator
Hollenbeck Youth Center

Rita Chairez
Proyecto Pastoral

Francisco Chavez
Program Director
Impacto Leadership Challenge

Joe Diaz
Jobs for the Future/Home Boy Merchandise

Archie Dominguez
Home Boy Merchandise

Margaret Ensley
Mothers Against Violence in Schools

Detective Dewaine Fields
Hollenbeck Division Detectives Unit
Los Angeles Police Department

Pete Galindo
United California Resources Agency

Fili Gonzalez
Home Boy Merchandise

Tom Higgins
Head Deputy
Juvenile Crime Division
Los Angeles County District Attorney's Office

Kenneth Johnson
Lieutenant
Los Angeles County Sheriff's Department

Brian Johnston, M.D.

Richard Kelley
Director of Case Management
Psychological Liaison to the Court
Los Angeles County Superior Court

Debbie Loxton
Chief Operating Officer
LA's Best

Lieutenant Joe Mariani
Hollenbeck Division Detectives Unit
Los Angeles Police Department

Claudia Martiñon
Proyecto Pastoral

Alex Miramontes
United California Resources Agency

Todd Murray, Psy.D.
Director, Psychological Liaison to the Court
Los Angeles County Superior Court

Billy Pricer, Ph.D.
United Community Action Network

Mary Ridgway
Probation Officer
Clear Unit, East Los Angeles
Los Angeles County

Jesse Salas
Home Boy Merchandise

Christine Sanchez
Assistant Program Director
Impacto Leadership Challenge

Joseph A. Santoro
Chief of Police
Monrovia Police Department

Lacreta Scott

George Tita
RAND Criminal Justice Unit

Billie Weiss
Executive Director
Violence Prevention Coalition of Greater
Los Angeles

San Jose Community Forum on October 24, 2000

Daniel Alejandrez
Executive Director
Santa Cruz Barrios Unidos

Lois Baer, Deputy District Attorney
Truancy Program Director
Santa Clara County District Attorney

André Burnett
Safe Place Coordinator
Social Advocates for Youth

Susan Carothers
Program Director
Volunteers in Parole, Inc., Santa Clara Area

Ami Chen
Health Realization Institute
Community Resiliency Project

Enrique Colin
Supervisor, Juvenile Division
Santa Clara County Public Defender's Office

Lieutenant John Cook
San Jose Police Department

Patti Culross
Associate Program Officer
The David and Lucille Packard Foundation

Kris Lee Freiwald
Health Educator
Santa Clara County Violence Prevention
Program

Roy Gilbert-Higgonson
Health and Wellbeing Director
Billy DeFrank Lesbian and Gay Community
Center

Fred Glaspie
Health Realization Institute
Community Resiliency Project

Michelle Hernandez
City Year San Jose/Silicon Valley

Carla Holtzclaw
Safety in Schools Program
Foothill High School
East Side Union High School District

Angelica Huerta
Health Realization Institute
Community Resiliency Project

Dr. Roger Mills
Co-founder/Chairman of the Board
Health Realization Institute

Sue North
Deputy Chief of Staff
Office of Senator Vasconcellos

Michelle Osborne
Project Action Coordinator
Bill Wilson Center

Everett Perkins
Health Realization Institute
Community Resiliency Project

Faye Perry
President
Positive Grandparenting

Sergeant Don Ray
Investigations Division/Juvenile
Santa Clara County Sheriff's Department

John Sarvey
Executive Director
City Year San Jose/Silicon Valley

Andrés Soto
Policy Director
Pacific Center for Violence Prevention
San Francisco General Hospital

Suzan L. Stauffer
Program Coordinator
Safe Alternatives and Violence Education
San Jose Police Department

Jennifer Tait
Executive Director
Friends Outside in Santa Clara County

Aimee Thayer
Santa Clara County Youth Task Force

Gil Villagran, MSW
Manager
Office of Community Relations and Social
Development
Santa Clara County Social Services Agency

Fresno Community Forum on November 14, 2000

The Reverend Larry J. Arce
Executive Director
Fresno Rescue Mission, Inc.

John Barber
Principal
Tehipite Middle School

Shailushi Baxi
Prevention Institute

Elaine Bernard, LCSW
Executive Director
Genesis

Judith G. Case
Chairman
Fresno County Board of Supervisors

Manuel Castro
Fresno County Probation

Charles P. Dreiling
Public Defender
Fresno County Public Defender's Office

Gayle Duffy
Deputy Director
Children's Services Network

Jeanne Dwyer
Outreach Consultant
Tehipite Middle School

Juanita Fiorello
Principal Analyst
Fresno County Human Services System

Dr. Max Futrell
Associate Dean, College of Social Sciences
California State University, Fresno

Crystal Garcia

Paul H. Garcia

Ray Guevara
Fresno County Probation

Captain David Gustafson
Fresno County Sheriff's Department

Alphonso Hernandez
Chicano Youth Center

John D. Hix
State Deputy Director
Volunteers in Parole

The Honorable Gary Hoff
Presiding Judge
Fresno County Superior Court

Linda Holmes
Administrator for the Superintendent
Clovis Unified School District

Rosario Ibarra

Brianna Lamphere

Kathleen McIntyre
Assistant Director
Comprehensive Youth Services

Peter G. Mehas, Ph.D.
Superintendent of Schools
Fresno County Office of Education

Theresa Patterson
Executive Director
Public and Legislative Relations
State Center Community College District

Robert Peele

Verna Phillips

Larry Powell
Director of Support Services
Fresno Unified School District

Larry R. Price
Chief Probation Officer
County of Fresno

Kenneth Quenzer
President/CPO
Boys & Girls Clubs of Fresno County

Stacy Smith

Mary Smith
Bible Truth Ministries

Vida Steele
Fresno County Probation

Joy Petties Swain

T. Worthington "Worth" Vogel
Chief Deputy District Attorney
Fresno County District Attorney's Office

Edward Winchester
Chief of Police
City of Fresno Police Department

Appendix D

Youth Crime & Violence Prevention Information Resources

The following Web sites can provide useful information, data and resources on ways to prevent youth crime and violence.

Resources Cited in the Report

After School Clearinghouse – California After School Partnership

<http://gis.gse.uci.edu/gisweb/stateaslsnpp/viewer.htm>

American Leadership Forum, National Office Web site

<http://www.alfnational.org>

Blueprints for Violence Prevention

<http://www.colorado.edu/cspv/blueprints/index.html>

California Attorney General's Youth Council on Violence Prevention

www.caag.state.ca.us/cvpc/youth/youth.htm

Center for the Study and Prevention of Violence – University of Colorado

www.colorado.edu/cspv/

Communities Count 2000 – Kings County, California

http://www.communitiescount.org/indicator_descrip.htm

Crime and Delinquency in California, 1999: Arrests Part One

California Department of Justice, Division of Criminal Justice Information Services

<http://caag.state.ca.us/cjsc/cd99/ar1.pdf>

El Paso Youth Services Connection

www.elpasoyouth.com

Emotional Honesty (Emotional Health Education)

www.emotionalhonesty.com

Healthy People 2010

<http://www.health.gov/healthypeople/default.htm>

Healthy Start Works - Evaluation Report: A Statewide Profile of Healthy Start Sites

California Department of Education

<http://www.cde.ca.gov/healthystart/eval/evalworks.htm>

Leading Causes of Death Reports

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

<http://webapp.cdc.gov/sasweb/ncipc/leadcaus.html>

Less Hype, More Help: Reducing Juvenile Crime, What Works – and What Doesn't

American Youth Policy Forum

<http://www.ayfp.org/mendel/index.html>

National Center for Injury Prevention and Control, Center for Disease Control and Prevention

www.cdc.gov/ncipc/

National Funding Collaborative on Violence Prevention

www.nfcvp.org

Office of Juvenile Justice and Delinquency Prevention

<http://ojjdp.ncjrs.org/>

Oregon Progress Board

www.econ.state.or.us/opb

Pacific Center for Violence Prevention

www.pcvp.org

Safe School Initiative

United States Secret Service, National Threat Assessment Center

www.ustreas.gov/usss/ntac.htm

Teens, Crime and the Community – National Crime Prevention Council and Street Law, Inc.

www.nationaltcc.org

The Jigsaw Classroom

www.jigsaw.org

The Prevention Institute

www.preventioninstitute.org

Youth as Resources Program – National Crime Prevention Council

www.yar.org

Youth Crime Watch of America

www.ycwa.org

Other Resources Not Cited in the Report

After-School Programs: Keeping Children Safe and Smart

U.S. Department of Education and the U.S. Department of Justice

<http://www.ed.gov/pubs/afterschool/>

National Youth Development Information Center

<http://www.nydic.org>

Preventing Crime: What Works, What Doesn't, What's Promising

University of Maryland, Department of Criminology and Criminal Justice (February 1997)

<http://www.ncjrs.org/works/index.htm>

Preventing Crime: What Works, What Doesn't, What's Promising

National Institute of Justice, Research in Brief (July 1998)

<http://www.ncjrs.org/pdffiles/171676.pdf>

Safe and Smart, Making the After-School Hours Work for Kids

U.S. Department of Education and the U.S. Department of Justice (June 1998)

<http://www.ed.gov/pubs/SafeandSmart/>

School-Based Conflict Resolution Programs, A California Resource Guide

Sacramento County Office of Education

<http://www.scoe.net/pass/>

SOME Things DO Make a Difference for Youth & MORE Things That DO Make a Difference for Youth

American Youth Policy Forum (1999)

<http://www.aypf.org/compendium/index.html>

What Works: Promising Interventions in Juvenile Justice

National Center for Juvenile Justice (October 1994)

<http://www.ncjrs.org/txtfiles/wworks.txt>

Where Need Meets Opportunity: Youth Development Programs for Early Teens

Future of Children (Fall 1999)

http://www.futureofchildren.org/wso/exsum_22.pdf

Appendix E

Population Age 11-18 and Percent Change 2000 to 2010

COUNTY	2000	2010	% Change 2000-2010
Alameda	156,902	190,618	21.49%
Alpine	114	103	-9.65%
Amador	3,267	2,971	-9.06%
Butte	23,624	26,194	10.88%
Calaveras	4,791	5,144	7.37%
Colusa	2,645	3,702	39.96%
Contra Costa	103,634	109,924	6.07%
Del Norte	3,525	3,315	-5.96%
El Dorado	19,406	22,070	13.73%
Fresno	106,443	128,706	20.92%
Glenn	3,843	4,681	21.81%
Humboldt	14,764	13,077	-11.43%
Imperial	20,249	31,336	54.75%
Inyo	2,058	1,840	-10.59%
Kern	88,109	111,008	25.99%
Kings	15,545	19,464	25.21%
Lake	6,600	7,606	15.24%
Lassen	3,675	3,703	0.76%
Los Angeles	1,082,471	1,377,557	27.26%
Madera	14,933	21,669	45.11%
Marin	21,882	23,523	7.50%
Mariposa	1,747	1,864	6.70%
Mendocino	10,761	10,415	-3.22%
Merced	30,795	35,613	15.65%
Modoc	1,190	1,023	-14.03%
Mono	1,261	1,159	-8.09%
Monterey	47,690	61,252	28.44%
Napa	13,395	14,161	5.72%
Nevada	10,611	10,767	1.47%
Orange	293,976	412,980	40.48%
Placer	29,319	36,967	26.09%
Plumas	2,376	1,669	-29.76%
Riverside	193,955	265,047	36.65%
Sacramento	142,384	170,412	19.68%
San Benito	6,216	8,307	33.64%
San Bernardino	230,416	291,288	26.42%
San Diego	317,215	416,007	31.14%
San Francisco	59,104	72,884	23.31%
San Joaquin	74,819	89,751	19.96%
San Luis Obispo	28,031	32,573	16.20%
San Mateo	74,325	89,710	20.70%
Santa Barbara	44,213	55,998	26.66%

LITTLE HOOVER COMMISSION

COUNTY	2000	2010	% Change 2000-2010
Santa Clara	183,078	232,391	26.94%
Santa Cruz	27,770	33,616	21.05%
Shasta	21,449	22,348	4.19%
Sierra	449	197	-56.12%
Siskiyou	5,305	4,214	-20.57%
Solano	50,570	54,920	8.60%
Sonoma	51,285	55,334	7.90%
Stanislaus	60,577	73,156	20.77%
Sutter	9,898	11,618	17.38%
Tehama	6,672	7,467	11.92%
Trinity	1,557	1,186	-23.83%
Tulare	50,640	63,833	26.05%
Tuolumne	5,549	5,311	-4.29%
Ventura	86,526	101,805	17.66%
Yolo	19,235	22,710	18.07%
Yuba	9,263	9,515	2.72%
State Total	3,902,102	4,887,679	25.26%

Appendix F

Youth Violence Prevention Programs

(as reported to the Little Hoover Commission)

	Department of Finance	Legislative Analyst Office	Testimony submitted to the Commission by program agencies
Board of Corrections			
Juvenile Crime Enforcement and Accountability Challenge Grant Program	✓	✓	
Repeat Offender Prevention Project	✓	✓	
Schiff-Cardenas Crime Prevention Act of 2000 (Local Govt. Financing)	✓		
California Youth Authority			
Gang Violence Reduction Program	✓	✓	
Tattoo Removal Program	✓		
Volunteers in Parole	✓		
Young Men as Fathers Parenting/Mentoring Program	✓	✓	
Youth Centers and Youth Shelters	✓	✓	
Department of Alcohol & Drug Programs			
Adolescent Treatment Program	✓		
California Mentor Initiative	✓	✓	
Friday Night Live/Club Live	✓	✓	
Law Enforcement/Education Partnerships and Gang Violence Suppression Program	✓	✓	
Department of Community Services & Development			
California Mentor Program	✓	✓	
Department of Education			
After School Learning and Safe Neighborhoods Partnerships			✓
Community Day Schools	✓		
Conflict Resolution Program	✓	✓	✓
Continuation Schools	✓		
County Community Schools	✓		
Gang Risk Intervention Program	✓	✓	✓
Healthy Start			✓
High-Risk Youth Education and Public Safety Program	✓	✓	✓
Opportunity Schools	✓		
Partnership Mini-Grants/Safe School Planning	✓	✓	
Safe and Drug Free Schools Program	✓	✓	✓
Safe School Plan Implementation			✓

	Department of Finance	Legislative Analyst Office	Testimony submitted to the Commission by program agencies
Safety Plans for New Schools		✓	
School Community Violence Prevention Program	✓	✓	
School Safety and Violence Prevention Act	✓	✓	✓
School/Community Policing Program	✓	✓	✓
Student Academic Partnership Program	✓		
Student Leadership			✓
Targeted Truancy and Public			✓
Department of Health Services			
Adolescent Family Life Program	✓		
Comprehensive Community-based Prevention Programs			✓
Out-of-Wedlock and Teenage Pregnancy Prevention	✓		
TeenSMART Program	✓		
Department of Justice			
California Gang, Crime and Violence Prevention Program	✓	✓	✓
Department of Mental Health			
Children's System of Care	✓	✓	
Early Mental Health Initiative		✓	
Department of Social Services			
Child Abuse Prevention Program	✓	✓	
Comprehensive Youth Services Act	✓		
Foster Care Program	✓		
Juvenile Crime Prevention Program	✓		✓
Promoting Safe and Stable Families	✓		
State Family Preservation Program	✓		
Temporary Assistance for Needy Families (TANF) for Probation Services		✓	
Employment Development Department			
At-Risk Youth Demonstration Project	✓	✓	
Military Department			
Angel Gate Academy (DOF listed this under programs for CDE)	✓		
Turning Point Academy	✓		

	Department of Finance	Legislative Analyst Office	Testimony submitted to the Commission by program agencies
Office of Criminal Justice Planning			
Community Delinquency Prevention		✓	
Domestic Violence		✓	
Drug Suppression in Schools	✓	✓	✓
Gang Violence Suppression	✓	✓	✓
Juvenile Accountability Incentive Program	✓	✓	✓
Juvenile Justice – Project Challenge	✓		
Juvenile Justice and Delinquency Prevention – Title II	✓	✓	✓
Juvenile Justice and Delinquency Prevention – Title V	✓		✓
Multi-Agency Gang Enforcement Consortium	✓		
Serious Habitual Offender Program			✓
Office of Planning and Research			
Academic Volunteer and Mentor Service Program	✓	✓	

(The Little Hoover Commission requested written testimony from CDE, DOJ, DSS and OCJP for its August 2000 public hearing and additional information from the Department of Health Services.)

Notes

1. National Center for Injury Prevention and Control. (<http://webapp.cde.gov>). Data is for ages 15-24.
2. Ibid.
3. California Department of Justice, Office of the Attorney General, Criminal Justice Statistics Center. Juvenile felony arrests by gender, offense and arrest rate, 1980-1999.
4. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics. *Criminal Victimization in United States, 1999 Statistical Tables, National Crime Victimization Survey*. Table 3, victimization rates for persons age 12 and over, by type of crime and age of victims. Victimization rate per 1,000 is 78.2 for persons aged 12 to 19 and 17.5 for persons aged 35 and older.
5. California Department of Education. *California Safe Schools Assessment, 1998-99 and 1999-00*.
6. U.S. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. January 2001.
7. Los Angeles Police Department. Citywide Gang Crime Summary. July 2000.
8. U.S. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. January 2001.
9. Journal of the American Medical Association. April 2001.
10. Fight Crime: Invest in Kids. *America's After-School Choice: The Prime Time for Juvenile Crime, Or Youth Enrichment and Achievement*. 2000.
11. Martin & Glantz; Fairbank, Maslin, Maullin & Associates and the Tarrance Group. *Resources for Youth Statewide Opinion Surveys*.
12. Gary Yates, President and CEO, The California Wellness Foundation. Testimony to the Little Hoover Commission. September 28, 2000.
13. California Department of Justice, Office of the Attorney General, Criminal Justice Statistics Center. *Report on Juvenile Felony Arrests in California, 1998*. Report Series, Volume 2, Number 1. March 2000.
14. U.S. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. January 2001.
15. Department of Finance.
16. Department of Finance.
17. Larry Cohen, Director, Prevention Institute. Testimony to the Little Hoover Commission. June 22, 2000.
18. U.S. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. January 2001.
19. Shifting the Focus. Presentation by the Prevention Institute. October 1999.
20. Communities Count 2000. Kings County Indicators Initiative Partners. (http://www.communitiescount.org/indicator_descrip.htm)
21. Healthy People 2010. (<http://www.health.gov/healthypeople/default.htm>)
22. Alexander Kelter, M.D., Chief, Epidemiology & Prevention for Injury Control, California Department of Health Services. Personal communication. May 2001.

23. Bruce D. Perry, M.D., Ph.D. *The Vortex of Violence: How Children Adapt and Survive in a Violent World*. Pre-Final Draft. Child Trauma Academy, Interdisciplinary Education Series.
24. Ibid.
25. California Center for Health Improvement. *Brain Development: Nearly Half of California Parents Unaware of Importance of First Three Years*. July 1988.
26. National Institute of Justice. *An Update on the "Cycle of Violence."* Research in Brief, February 2001.
27. Schwarz, E. and Perry, B.D. *The Post-Traumatic Response in Children and Adolescents*. Psychiatric Clinics of North America. 17(2): 311-326, 1994.
28. Bruce D. Perry, M.D., Ph.D. citing Belmore, et al 1994.
29. Bruce D. Perry, M.D., Ph.D. *The Vortex of Violence: How Children Adapt and Survive in a Violent World*. Pre-Final Draft. Child Trauma Academy, Interdisciplinary Education Series.
30. *Fostering Resiliency in Communities: An Inside Out Process*. Reprinted from: Resiliency in Action, a journal of application and research. Summer 1996.
31. Alexander Kelter, M.D., Chief, Epidemiology & Prevention for Injury Control, California Department of Health Services. Personal communication. May 10, 2001.
32. *Cultivating Peace in Salinas: A Framework for Violence Prevention*. (<http://www.preventioninstitute.org/salinas.html>)
33. Billie Weiss, Executive Director, Violence Prevention Coalition of Greater Los Angeles. Written information to the Commission.
34. Los Angeles Times. *Justices Curb Law on Prosecution of Youths as Adults*. February 8, 2001.
35. Roger Trent, Ph.D., Chief, Injury Surveillance and Epidemiology Section, California Department of Health Services. Personal communication. May 2001.
36. U.S. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. January 2001.
37. California Board of Corrections.
38. U.S. Secret Service, National Threat Assessment Center. *Preliminary Findings from the Safe School Initiative*. (www.ustreas.gov/uss/ntac.htm)
39. Youth and Family Coalition. *Issues & Strategies: News from the California Child*. Summer 1999. Vol. 19, No. 3.
40. California Department of Education. *California Safe Schools Assessment, 1999-2000*.
41. Aronson, Elliott. (www.jigsaw.org/chapter1.htm)
42. National Center for Injury Prevention and Control, Centers for Disease Control, Office of Statistics and Programming.
43. Nadel, H., Spellman, M., Alvarez-Canino, T., Lausell-Bryant, L., & Landsberg, G. *The cycle of violence and victimization: A study of the school-based intervention of multidisciplinary youth violence-prevention program*. American Journal of Preventive Medicine. 1996, 12(5) (Suppl.), 109-119.
44. Ron Brill. *Teens who Hide Emotional Pain Risk Hurting Themselves and Others*. Marin Independent Journal, February 2, 2001.
45. Pat Rainey, Administrator, California Department of Education. Personal communication. April 2001.

46. Sally Brown, Ph.D., Philliber Research Associates; Enid Milhous, M.A., San Juan Unified School District. Testimony to the Little Hoover Commission. September 28, 2000.
47. Fight Crime: Invest in Kids. *America's After-School Choice: The Prime Time for Juvenile Crime, Or Youth Enrichment and Achievement*. 2000.
48. Ibid.
49. Bruce D. Perry, M.D., Ph.D. Personal Communication. February 27, 2001.
50. The California Wellness Foundation Newsletter. *When School is not in Session: Beacon Centers Offer Safe, Healthy Alternatives*. 1998.
51. National Crime Prevention Council. *Working to Realize America's Future*. Annual Report 1999.
52. Blueprints for Violence Prevention
(<http://www.Colorado.EDU/cspv/blueprints/about/main.htm>)
53. Lawrence W. Sherman, et.al, in collaboration with the members of the Graduate Program, Department of Criminology and Criminal Justice, University of Maryland. *Preventing Crime: What Works, What Doesn't, What's Promising*. A Report to the United States Congress. Prepared for the National Institute of Justice.
54. National Crime Prevention Council. *Crime Prevention in the New Millennium*. May 2000.
55. Martin & Glantz; Fairbank, Maslin, Maullin & Associates and the Tarrance Group. *Resources for Youth Statewide Opinion Surveys*.
56. Gary Yates, President and CEO, The California Wellness Foundation. Personal communication, August 29, 2000.
57. Legislative Analyst's Office. *Crime Prevention in California: Building Successful Programs*. August 24, 2000.
58. Ibid.
59. Information is from a summary of juvenile justice/youth crime and violence prevention programs prepared for the Commission by the Department of Finance (DOF); from *Crime Prevention in California: Building Successful Programs*, August 24, 2000, by the Legislative Analyst's Office (LAO); and from written testimony provided by the departments of Education, Justice, Social Services and the Office of Criminal Justice Planning.
Programs listed in the LAO's report that serve adults are not included. A table showing the differences in information provided from these sources is at Appendix D.
If the DOF listed the program, that funding amount was used. If a program was listed by the LAO but not the DOF, the LAO amount was used. Where state departments said they administered a program not listed by the DOF or LAO, the funding amount provided by the department was used. The DOF and some state agencies identified federal funds and state funds; the LAO identified only state funds.
Programs with an asterisk: When administered effectively these education and social services programs for youth and families can have youth violence prevention outcomes. They are not, however, the youth crime and violence prevention grant programs that are the focus of this report. They are not included in the graph on page 52 that depicts state-funded competitive and non-competitive grant programs.
60. Edward Winchester, Chief of Police, City of Fresno Police Department. Comments at Fresno community forum. November 14, 2000.
61. Daniel "Nane" Alejandrez, Executive Director, Santa Cruz Barrios Unidos. Testimony to the Little Hoover Commission. September 28, 2000.
62. Andres Soto, Pacific Center for Violence Prevention. Comments at San Jose community forum. October 24, 2000.

63. Gregory Boyle, S.J. Comments at Los Angeles community forum. October 11, 2000.
64. Delaine Eastin, Superintendent of Public Instruction, California Department of Education. Testimony to the Little Hoover Commission. August 24, 2000.
65. Board of Corrections. *Building Safer Communities: An Analysis of Local Action Plans for Curbing Juvenile Crime*. December 1999.
66. Delaine Eastin, Superintendent of Public Instruction, California Department of Education. Testimony to the Little Hoover Commission. August 24, 2000.
67. Daniel "Nane" Alejandrez, Executive Director, Santa Cruz Barrios Unidos. Testimony to the Little Hoover Commission. September 28, 2000.
68. American Leadership Forum, National Office Web site. (<http://www.alfnational.org>)
69. California Attorney General's Youth Council on Violence Prevention. *J.U.M.P. (Join Us Make Peace)*. 1998 Final Report.
70. John A. Calhoun, President and CEO, National Crime Prevention Council. *Crime Prevention in the New Millennium*. Adapted from a Speech.
71. Attorney General and Superintendent of Public Instruction, *Safe Schools Task Force, Final Report*. June 2000.
72. Rachel Davis, Prevention Institute. Personal communication. May 2001.
73. American Youth Policy Forum. *Less Hype, More Help: Reducing Juvenile Crime, What Works - and What Doesn't*. (<http://www.ayfp.org/mendel/index.html>)
74. Ibid.
75. California Youth Authority, Research Division. *Drug Testing for Youthful Offenders on Parole: An Experimental Study*. August 1998.
76. Delaine Eastin, Superintendent of Public Instruction, California Department of Education. Testimony to the Little Hoover Commission. August 24, 2000.
77. Jane Callahan, Executive Director, Fight Back Vallejo. Comments to the youth crime and violence prevention advisory committee.
78. Elias Lopez, Deputy Director, Research and Evaluation, California Children and Families Commission. Personal communication. March 2, 2001.
79. Fred Morawcznski, Field Representative, Board of Corrections. Personal communication. May 9, 2001.
80. Karen Lowrey, Education Programs Consultant, California Department of Education. Comments to the youth crime and violence prevention advisory committee.
81. Daniel "Nane" Alejandrez, Executive Director, Santa Cruz Barrios Unidos. Comments to the youth crime and violence prevention advisory committee.
82. Delaine Eastin, Superintendent of Public Instruction, California Department of Education. Testimony to the Little Hoover Commission. August 24, 2000.
83. Gary Yates, President and CEO, The California Wellness Foundation. Testimony to the Little Hoover Commission. September 28, 2000.
84. Patti Culross, Associate Program Officer, the David and Lucille Packard Foundation. Testimony to the Little Hoover Commission. September 28, 2000.
85. *Violence Prevention: A Vision of Hope: Final Report of the Attorney General's Policy Council on Violence Prevention, 1995*.