

# **The District of Columbia's Comprehensive Homicide Elimination Strategy Task Force 2008 Report**



## ***Acknowledgements***

This report is dedicated to the victims of homicide in Washington, D.C., and their families. It is also dedicated to those who provide services to the survivors, as well as all those who are consistently working towards eliminating homicide in the District of Columbia.

The Comprehensive Homicide Elimination Strategy Task Force (CHEST) is composed of community based organization representatives, individuals and government agency representatives committed to a safe and peaceful Capitol City.

The Task force consisted of 23 participants who spent the past six months contributing to the contents of this report through community forums, agency and community interviews, D.C. Council hearings, surveys; and lending their expertise and experiences to develop a final product.

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## *Executive Summary*

Today, the elimination of homicide for an urban community with high crime rates is an almost overwhelming challenge, and yet, with careful examination of the social and environmental factors that perpetuate extreme violence, it is a challenge that is unavoidable. Not one murder is acceptable in the District of Columbia nor can the factors that contribute to homicide be ignored.

The high rates and debilitating impact of homicide in the District of Columbia over the past thirty years have been a consequence of many interrelated conditions in the community including: poverty; unemployment; marginalized and underserved populations; the onset of gangs; widespread substance abuse and mental health problems; truancy and high numbers of school drop-outs; insufficient education and vocational training; family violence; alternative family structures; poor parenting; inadequate support for reentering offenders; and traumatized survivors and witnesses of homicide that have great difficulty rebuilding their lives in the aftermath of the crime. Such conditions are contributing factors that are conducive to high rates of homicide. Conditions do not kill, however, people do. Every murder is committed by an individual that makes a choice to kill another human being. As such, the most alarming contributing factor of homicide in the community is the low value placed on human life.

Urban areas with high crime rates in the United States experience and strive to rectify these same conditions with greater and lesser degrees of success. Best practices across the nation abound, and many such promising programs have been imported to, or created within, the District. Needless to say, not all successful practices are easily transferable especially to a community as unique as the nation's capital. The great disparities in income and quality of life; the diversity of race and ethnicity; and the complex federal/local partnerships that are responsible for the criminal justice system are just a few of the reasons that sometimes limit the effectiveness of national best practices when applied in the District. For a best practice to be effective, it must be a good fit with the demographics and diverse cultures of the community.

Today, at the core of the philosophy of many national best practices is the conviction that to positively influence change in the community requires citizen engagement in the development and implementation of local programs. In September 2006 Councilman Kwame Brown introduced the idea of a task force to eliminate homicide in the District--Bill 16-907, the "Comprehensive Homicide Elimination Strategy Task Force Act of 2006". In December 2006, the DC City Council passed Bill 16-242, which included language that created the Comprehensive Homicide Elimination Strategy Task Force. The intent of policymakers in writing the legislation was to engage local experts who deal with crime or its effects on the District and to tap into the wealth of knowledge and experience of citizens impacted by violent crime. The goal of the Task Force was "to consider the most effective elements of a comprehensive plan that would lead to the elimination of murder in Washington."

In response to Bill 16-242, Mayor Adrian Fenty appointed representatives from government, non-profit organizations, business, victim services, social services and faith-based groups to serve as Task Force members. The members held bi-weekly meetings from November

2007 through May 2008 to exchange ideas and review local programming that addresses homicide and the correlating factors that contribute to high crime environments. They conducted a literature review of national best practices and held public forums in areas of high crime in the District. Residents came together, expressed their points of view, and made recommendations on actions that the District can take that will support or improve crime prevention; enhance enforcement programs; and improve the response to survivors of homicide. Throughout the period of Task Force activity, members conducted citizen interviews and contributed material to the homicide elimination strategy. The information gleaned through the above-mentioned efforts has been compiled and is presented herewith as The Comprehensive Homicide Elimination Strategy Task Force Report.

The Report is divided into four topical areas: 1) Introduction of District demographics, and statistics on adult and juvenile homicide; poverty rates; unemployment rates; and income disparities; 2) Crime Prevention; 3) Crime Enforcement, and 4) Response to Survivors of Homicide. Within each of the four sections are overviews on the challenges facing the District, national best practices, successful local initiatives and recommendations. Recommendations may be the outcome of Task Force analysis or contributions from community members through individual interviews and/or public forums. This report could not capture all of the community based and government sponsored efforts taking place in Washington D.C. that support the elimination of homicides. A few examples of local initiatives are sited in the body of the report. A more extensive resource guide is provided in the appendix.

Consistent throughout the Report is the conviction that to be successful, the contributing factors that create environments prone to violent crime must be addressed concurrently. Moreover, a master strategy to eliminate homicide will have many components, which will have greater impact when implemented in a coordinated fashion. Developing neighborhood cohesiveness and effective local leadership appears to be essential if communities are to employ limited resources strategically to improve quality of life and combat violence. Following the public forums, it became clear that high crime areas in the District have different histories, micro-cultures, and crime-related activities. Therefore, approaches to eliminating homicide in Ward One might vary somewhat from approaches to eliminating homicide in Ward Seven. Certain programs that have great success in one part of the District may have to evolve to be effective elsewhere.

The Report begins by analyzing the scope of crime, poverty, unemployment, and quality of life disparities, through a series of statistics on the District of Columbia. Chapter One organizes topics under crime prevention as a continuum of initiatives from broad-based programs that serve an entire community such as libraries, recreation centers, and community centers to basic intervention initiatives that treat conditions such as substance abuse and mental illness to initiatives that offer intensive specialized treatment and programs.

The first section of Chapter One looks at programs that foster good citizenship and hold citizens accountable for the well-being of their local community. Culturally relevant initiatives should educate community members about good citizenship and engage them in program development. Resources that will improve quality of life and address neighborhood problems should be tailored to local need and the neighborhood's ability to benefit. The National Civil

League (NCL) produced an excellent manual on how to develop effective community partnerships to foster local well being, which is discussed in detail in the Report.

Education and vocational training are the second critical area of crime prevention addressed in the chapter. District statistics on poverty, unemployment, and disparity of incomes are important indicators of the need for a trained adult workforce and youth development strategies. The Report discusses the integrated models of education and occupational /vocational training that tend to be more beneficial to unemployed, low-skilled, low income and/or limited English proficiency residents. Several applicable approaches to workforce and youth development are discussed in the section. For example, the National Welfare-to-Work Strategies design basic education and training programs based on individual needs, focusing on acquisition of jobs that pay above minimum wage. The Job Corps combines educational programs, vocational training and social skills building to help participants become more employable. The Center for Employment Training serves at-risk populations who take intensive classes five days a week until they acquire a skill that will help them obtain long-term employment.

Best practices for youth educational and social development adapted for the District can have an important role to play in addressing issues around maladaptive behavior, truancy, dropping out of school and teen pregnancy. Both the Boys and Girls Club of America (BGCA) and Big Brothers and Sisters of America (BBBSA) work to improve youth's academic performance, attitudes, and behaviors and promote healthy relationship building. The Communities in School (CIS) model proposes a school-based collaboration between agencies and community-based organizations that focuses on reducing dropout rates by addressing individual student needs, providing an environment that supports learning and skills building, and modeling good citizenship. Use of trained community volunteers to work with students is an essential element of the CIS model. Research-based evaluations of all of the above-mentioned programs indicate that as models they should be effective in adult workforce development and youth education and social development when tailored for District residents.

Chapter One also looks at research documenting the consequences of generations of poor parenting and how it can increase both maladaptive behavior among youth as well as family violence. Programs that provide parenting skills training found that a variety of support services are required to make a positive difference in the quality of family life. For example, one study demonstrated that adolescent African-American fathers who received a broad range of support services, in addition to parenting skills classes, benefited far more than those who received only weekly parenting skills classes. Support that also included weekly one-on-one counseling, bi-weekly group counseling, educational and vocational assistance, medical referrals, help with housing and legal matters, social and cultural activities made a substantial difference in the fathers' relationships with their children. The Strengthening Families Program (SFP) developed by the National Institute on Drug Abuse and "RPM3" (Responding, Preventing, Monitoring, Mentoring, and Modeling) developed by the National Institute of Child Health and Human Development (NICHD) have been proven effective for improving parenting skills among African-American, Latino and Caucasian adolescents. Locally, the DC Department of Human Services Strong Families program, established in 2005, created a Parenting Training Class at Ballou Senior High School in collaboration with the Temple of Praise Church. The agency/school/ church partnership, which has since been replicated in other areas of the District,

provides parenting education classes, parent support groups, parent counseling, and fathers only workshops as part of its programming.

Truancy prevention is a high priority for DC Public Schools and has been included in the reorganization plan for the public school system. The first chapter looks at data on rates of suspension and truancy in the District in the context of age, grade, and race, finding that the majority of students picked up as truants from school over the past three years have been fifteen and sixteen year olds in ninth and tenth grade, and predominately African-American. Such national models as the Louisville Truancy Court Diversion Program Jefferson County Family Court; the Truancy Recovery Program, a police crime prevention initiative; and the Wraparound Services Model that works to reduce truancy, school suspension and expulsion as well as youth maladaptive behaviors are examples of programs that can inform the District's response to high rates of truancy.

Successful crime prevention initiatives engage the community in the development of programs that are tailored to meet the needs of the individual or the targeted neighborhood, they are culturally relevant, and they have built-in flexibility that permits them to evolve as needed. Implementation of models requires a shared mission, dedicated program management, direct services to the community, a comprehensive multi-agency approach, community-based collaboration, sufficient funding (or a means to raise funds) and accessible technical assistance. An example of a successful, local multi-faceted approach to reducing violent crime is the Columbia Heights/Shaw Gang Intervention Partnership (GIP) which was put into place in the District of Columbia in 2003.

As a result of a steady increase in the number of gang-related homicides in neighborhoods with significant Latino populations, The District of Columbia Metropolitan Police Department (MPD) entered into a partnership with several community organizations to combat gang activity with funding from the Office on Latino Affairs in the Office of the Mayor. GIP partners worked with the schools to reduce suspensions; they developed recreational and other productive activities for at-risk youth; they reached out to families of gang members and other members of the community to educate them about gang activities; and they worked to strengthen families. Targeted police work in the neighborhoods helped identify gang members and monitor their activity. The GIP reached out to school staff, administration and students about gang violence prevention. School resource officers were instructed to notify the GIP when information regarding gang activities was circulating in the schools. As a result of these combined efforts, there was a dramatic decrease in shootings and stabbings in the Columbia Heights/Shaw neighborhoods and a marked decrease in suspensions in schools during the period from 2003 to 2006 compared to prior years.

The final section of Chapter One discusses high rates of substance abuse and mental illness in the District, particularly among residents in the criminal justice system. The substance abuse discussion is framed by two theoretical treatment models: substance abuse as a disease that requires a medical response and substance abuse as a learned behavior and a means to cope with a problematic life. It looks at national best practices like the offender-focused Risk, Needs and Responsivity Model that targets those at the highest risk for intensive treatment and the Sciacca Treatment Model for Dual Diagnosis Mental Illness, Substance Abuse and Alcoholism, which



treats mental illness and substance abuse simultaneously. The District adopted a framework called the Sequential Intercept Model to analyze points along the criminal justice continuum where offenders with addiction problems might be most effectively diverted for treatment. Local government agencies have developed programs to serve residents with mental illness and co-occurring substance use disorders, working closely with community-based organizations. Yet demand for services exceeds capacity and people fall through the cracks. A gap analysis conducted by the DC Criminal Justice Coordinating Council to determine how individuals with mental illness and co-occurring substance use disorders become lost in the criminal justice system enabled the CJCC's Substance Abuse Treatment and Mental Health Services Integration Task Force to develop an organized plan for addressing resident needs. The strategic plan for addressing mental health, substance abuse, and related criminal behavior is in the early stages of execution.

Chapter Two of the Comprehensive Homicide Elimination Strategy Task Force Report discusses successful crime enforcement initiatives; the importance of witness protection to provide security and foster a climate of greater trust between the criminal justice agencies and District residents who have information to assist in solving homicides; and the need for a broad-based program of support and services for reentering offenders.

Nationally, unified approaches to crime enforcement have helped criminal justice professionals standardize programs while maintaining loyalty to the unique needs of communities. For example, the National Governors Association (NGA) worked in several areas to improve criminal justice response, directing research and policy efforts towards the development of information technology and improved communication among law enforcement, the Courts and corrections at the federal, state and local levels. NGA developed proactive strategies to combat cyber crime, and engaged stakeholders, including members of the community, in discussions to identify best approaches to crime fighting as well as sources of funding for implementation. They provided leadership to states to develop a prisoner reentry policy academy and they worked to improve state forensic DNA policies.

The Department of Justice launched an initiative to create a unified approach to addressing gang violence. The Comprehensive Gang Model was an effort through the Office of Juvenile Justice and Delinquency Prevention to come up with strategies to reduce gang-related activities around violent crime. The resulting Model is based on five strategies: community involvement and cross agency coordination; outreach to gang members and their families that includes linkages to services; education and training to improve employment opportunities; supervision and monitoring of gang members by justice agencies, schools, and community-based organizations; and policies and procedures to make the best use of resources.

Other effective unified approaches to crime prevention that have had widespread application were the development of instructional programs on data recovery from cell phones and handheld devices; improved data sharing systems among justice agencies; and intra-state collaboration models for law enforcement agencies

The second section of Chapter Two focuses on characteristics of juvenile homicide and other forms of violent juvenile crime and how they differ from adult violent crime. A Los Angeles study of 548 homicides of which almost half were committed by juveniles found that in

the majority of cases, the crimes were gang-related, involved firearms, occurred in a public setting and frequently involved more than one perpetrator. The researchers concluded that the two most important factors to address in reducing juvenile homicide were gang violence (and if applied to the District would extend to crew violence) and easy access to and use of firearms.

A well known initiative to reduce juvenile crime and homicide that focused specifically on gangs and firearms was Operation Ceasefire in Boston. The program required relationship building among justice agencies, youth outreach efforts and community engagement to be successful. Law enforcement interacted directly with gang members to advise them upfront of the stringent response protocols that would be imposed. Harsh sentences were applied for gang violence, particularly crimes that involved guns. Concurrently, a program offered by the Boston Youth Violence Strike Force gave education and vocational training opportunities to youth at-risk for gang activities. Within a few years, the numbers of juvenile homicides diminished rapidly.

A number of programs have been developed nationally and locally that attempt to decrease the use of guns among youth, such as the Youth Firearms Violence Initiative (YFVI) that was implemented in ten cities in the 1990s. In another program, the city of Atlanta used research and data collection to identify the characteristics of juvenile gun violence; drew upon the expertise of researchers and practitioners to devise solutions to gun violence; and implemented and evaluated strategies to reduce illegal carrying and use of firearms. The District has employed a variety of informal and official law enforcement initiatives to reduce juvenile violence, that range from imposing states of crime emergency and increasing street patrols during peak hours of criminal activity to gun amnesty programs and the creation of a Gun Recovery Unit to extensive summer safety and youth engagement and employment programs.

In November 2007, Mayor Fenty launched the Focused Neighborhood Improvement Effort, a multi-agency initiative to reduce crime in specific at-risk areas of the District. Increased law enforcement presence is combined with the delivery of human services, including enhanced job opportunities, youth engagement activities, neighborhood clean-ups, and community outreach to assist residents in addressing their quality of life needs. The program initially targeted three specific neighborhoods as Focused Improvement Areas (FIA) and in May 2008, three more FIAs were added to the initiative. The District Office of the City Administrator continually monitors and evaluates outcomes in the FIAs. On a short term basis, crime reduction efforts in the FIAs have had moderate success but only a long term evaluation will give a clear indication of the applicability and potential of the FIA initiative District-wide. Needless to say, the program has several of the components of the multi-faceted approach to address homicide similar to best practices explored in this Report, including multi-agency coordination, a programmatic approach designed to meet the needs of a specific neighborhood, and social services for adults and youth. National best practices in the area of crime prevention would recommend the development and support of a community-based component and engagement of neighborhood leadership that would parallel agency efforts and enhance potential for long term positive outcomes.

Chapter Two briefly explores witness protection measures available in the District for individuals who have witnessed a homicide or have information to assist law enforcement in the investigation of a homicide. Although the District adheres to US Marshall Service standards of

protection, the community has expressed the need for greater security if they are to come forward to testify. Fear of reprisal from perpetrators combined with an expressed distrust of collaborations with law enforcement has inhibited the kind of community support that the District requires to solve cases. At the same time, disconnect exists among residents in high crime neighborhoods between their desire to see homicide cases resolved quickly and perpetrators held accountable with residents' willingness to assist in those efforts. Community engagement and education, enhanced law enforcement and community interaction, and increased security and financial support for willing witnesses are some of the areas to address if the District is to encourage greater resident involvement in the investigation of homicide.

Finally, Chapter Two looks at national and local initiatives that support ex-offenders reentering the community following incarceration. Reentry is a focus in this Report because of the likelihood that ex-offenders, without support, may commit violent crimes, including homicide. Reentry programs usually include pre-release risk assessments to determine educational needs, substance abuse issues, anger management issues and likelihood to re-offend. Post release programmatic support might include job training, job placement and assistance with housing. The Baltimore Reentry Partnership (REP) Initiative provided case management to reentering ex-offenders on the day of release to assist with immediate treatment and housing needs. REP services also included education, employment services, vocational training and support services. From 2001 to 2005, individuals in the REP program were less likely to be arrested and a cost benefit analysis found that the program returned a benefit of \$3.00 for every \$1.00 spent. Another initiative, Ohio's Transitional Educational Program (TEPOHIO) used distance-learning videoconference technology to assist inmates in developing pro-social and employable skills prior to release.

Court Services and Offender Supervision Agency for the District of Columbia (CSOSA) in the District partners with criminal justice and community based organizations to create reentry plans for ex-offenders. The CSOSA reentry strategy is comprehensive and includes a variety of pre-and post release services that begin with pre-release planning during incarceration and continues through post-release with support services in the area of education, employment, housing, financial management, treatment plans for mental health and substance abuse problems, mediation with families and support programs for children and families.

Clearly, reentering ex-offenders need considerable support and monitoring when they arrive in the community. At the same time, the community needs to understand and provide assistance whenever possible so that individuals can become successful and productive citizens. Federal funding to develop and support reentry initiatives have been in place for a relatively short period of time and many programs have yet to be fully evaluated. The District should persevere with current reentry programming and find resources and the means to expand programs so that offenders who have been held accountable for their crimes cease to be liabilities and begin to make positive contributions to society. Increased utilization and expansion of the District's Office of Ex-Offender Affairs could expand the services for, and the success of, those reentering the community from incarceration.

The final chapter of the Comprehensive Homicide Elimination Strategy Task Force Report discusses the needs of the families and loved ones of homicide victims. Since the passage

of the federal Victims of Crime Act (VOCA) in 1984, immediate family members of innocent<sup>1</sup> victims of homicide, or survivors, have been entitled to the same rights as all direct victims of violent crime, including financial support under VOCA. Immediate family members receive financial assistance from the Crime Victim Compensation Program with the cost of burial, grief counseling, and lost wages for time spent away from work to attend a trial.

In many urban crime areas, including the District, grass roots organizations have evolved to provide support and assistance to survivors. The District benefits from a broad range of agency and community-based programs that support survivors from the Family Liaison Unit at MPD and the Recover Project at the Office of the Chief Medical Examiner to the District Crisis Response Team and Survivors of Homicide which provide immediate and long term support to survivors. Crisis intervention for District survivors has developed independently of national best practices but shares the same programmatic approaches.

Like most urban high crime areas, the District lacks comprehensive long term case management for survivors of homicide, to assist them with the negative impact of crime that extends beyond immediate support and their involvement in the criminal justice service related to the investigation and trial. A homicide in a family can result in increased vulnerability of many kinds. The victim might have been the sole financial support for the family. Surviving adult family members may require education and vocational training to enter the workforce. A homicide occurs, and because of circumstances specific to a family, they may lose a home, a job, and/or pension. Best practices for case management for survivors of homicide are in their infancy but the District is on its way to addressing the need through new program development.

In a broader sense, a neighborhood becomes a victim of homicide when one of its own has been murdered. The climate of anger, fear and despair that settles into a community when homicide becomes a regular occurrence can destroy the ability of individuals and groups to coalesce. Case management for neighborhoods to assist them in recovering from the impact of violent crime is another factor to consider in any strategy to eliminate homicide.

## **District of Columbia Strategy for Homicide Elimination**

Many of the successful best practices discussed in the Report strive to ameliorate conditions that lead to homicide through multi-faceted approaches that can meet multiple needs of the target audiences whether they are unskilled adults seeking jobs, adolescent fathers and mothers, or youth dropping out of school. An effective strategy to eliminate homicide in the District will address poverty, disenfranchised youth, substance abuse, mental illness and inadequate support for reentering offenders as well as enforcement of the law and assistance to survivors. Successful models will engage the community in the program development to ensure neighborhood buy-in and cultural relevance. Effective programs will express a clearly defined mission, develop a coordinated agency and community response, and secure dedicated funding and long term sustainability. Programs will meet the needs of the diverse cultures of the community. The District has programs in place that fulfill these requirements yet their scope may be limited to a specific area of the city or they lack a broad-based strategy of crime prevention, intervention and survivor care.

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<sup>1</sup> “Innocent” victims refer to victims not involved in criminal activity at the time of the murder.

To create a safer city and reap the benefits of cost-savings when individuals are steered away from crime and become productive members of society, the District must invest in preventative programs and prevention initiatives focused on violent crime and homicide. The CHEST has developed a list of recommendations to be considered for efforts at homicide reduction. These recommendations include, but are not limited to, the many factors affecting the homicide rates in the District of Columbia. The strategy for the elimination of homicide includes enhancement of programs and criminal justice response in eight areas:

- family strengthening
- education and training;
- neighborhood and community care;
- mental health and substance abuse;
- community services;
- law enforcement;
- witness protection; and
- victim services.

The following Strategy for Homicide Elimination Grid summarizes the rationale for each aspect of the strategy; identifies community and government benchmarks; and establishes performance measures for evaluating outcomes. Preliminary work was conducted on cost estimates for each aspect of the program but sufficient expertise to make precise projections was lacking in the time frame available for the production of the report.

## Recommendations

Crime Prevention	
<i>Improving Neighborhood and Community Care</i>	
	Increased number of active neighborhood associations which provide residents to make change within their neighborhood
	Increased collaboration between community and government entities for the purposes of crime prevention.
	The creation of School-Community Liaisons
	Special neighborhood events established to welcome and unify neighbors.
	Government and community partnerships for neighborhood beautification projects.
	Collaborations with religious entities to provide neutral spaces and comfort zones; welcoming and comforting residents in times of suffering.
	The development of seminars on financial literacy.
	Economic development efforts in all neighborhoods within the city.
	Increase the number of programs or collaboratives that work with youth to redirect negative forms of neighborhood pride (i.e., beefs) into positive forms.
	Social services such as affordable housing, sustainable employment, affordable daycare, and food banks should be made easily accessible to residents in need as well as residents in crisis.
<i>Education and Occupational/Vocational Training</i>	
	The District should be more culturally competent regarding D.C. youth, and the current youth culture.
	More recreation centers should be established, with programming relevant to the needs of D.C. youth.
	Recreation centers, libraries, schools and other youth-focused institutions should be revamped to meet the needs and interests of the D.C. youth population.
	More activities, after school programs, and opportunities need to be provided for youth.
	The city should address parental neglect and child abuse; specifically, if the activity is reported by the child.
	Government agencies should actively listen to complaints that come in from youth, and engage youth in various initiative targeting youth.
	Schools should introduce curriculum promoting positive self-esteem, conflict resolution, drug awareness, and dating violence.
	The District should develop a MPD Go-Go Workgroup which could be a partnership among go-go bands, police, community and local business to promote public safety.
	The District should collaborate with various universities and social organizations to provide positive mentors for youth.
	Youth need to be included in civic organizations and community empowerment efforts.

***Mental Health and Substance Abuse***

Increase drug treatment and mental health services for District residents

Place drug awareness programs in schools

Place counselors within all schools and recreation centers

Retool skills gained through bad behavior, such as business, accounting, and marketing skills

Reduce the influx of drugs entering the community

Provide functional family therapy

Increase drug testing

Provide mental health outreach to surviving loved ones of homicide victims

Reconsider the barriers to services and support which are in place for residents with histories of substance abuse

**Crime Enforcement**

***Crime Enforcement Initiatives***

Police should work with communities to build, and expand upon, neighborhood safety activities and organizations (i.e., neighborhood watch, orange hats, etc.).

The Metropolitan Police Department (MPD) should work harder to advertise their positive activities and programs.

MPD should increase police availability.

Improve community policing by developing, or expanding upon, the relationships between police and community. Also engage community residents in community policing by establishing block captains and a citizens' police academy.

Build police trust through community-police events.

The District should provide additional resources for MPD.

MPD should provide an anonymous youth-hotline which seriously addresses calls related to abuse and neglect, and those involving intelligence related to future or past crimes.

There should be continuity of officers in PSAs to establish and maintain a police-community relationship.

***Improved Witness Protection***

Adequate financial incentives and effective security for witnesses

Protection for family members who might be targets

Re-orientation of community perception of becoming a witness if the indicted individual is a community member.

Increased police and community interaction and bonding

Information dissemination to community about anti-social behaviors that are destroying the communities and the fact that crime should be abhorred in communities.

Eradicating the fear of being given a new identity and the perceived psychological trauma associated with it.

### *Reentry*

- Target reentry services in communities in which ex-offenders are returning.
- Provide targeted occupational training and opportunities for ex-offenders.
- Engage these individuals in activities and meetings regarding public safety.
- Engage successful ex-offenders in peer-to-peer mentoring for newly released ex-offenders.
- The District should promote programs for assisting ex-offenders reentering communities, and educate communities about reentry.
- Businesses should be educated on the employment of ex-offenders, and be provided incentives for hiring qualified ex-offenders.

### **Victims**

#### *Victims Services*

- A critical gap in the coordinated community response to survivors of homicide is case management, i.e., programs that specifically address the individual needs of surviving family and friends of homicide victims from the weeks following the murder until they have been able to stabilize their lives. The scope of services should be broad enough to include assistance with housing, education, employment, counseling, and relocation.
- All individuals who notify families of homicides should be trained to deliver sensitive and appropriate death notifications.
- Young survivors who have lost friends and family members to homicide and those who have witnessed violent deaths require focused counseling and support. Training for individuals who work with youth should be able to act as effective brokers in directing youth to services that can effectively assist them with trauma. Counselors providing services to youth should be trained in and use evidence-based trauma response in treating youth survivors of homicide.
- Neighborhoods and communities should be supported in ways that can enhance their ability to assist survivors in their midst during the aftermath of homicide. Grassroots groups who demonstrate the knowledge and experience in effectively assisting survivors can be engaged to disseminate their knowledge and experience through local community activities at churches, schools and community centers.

In submitting this Report, the Task Force recognizes that an analysis of national best practices, active District programs and available resources, and input from experts and community members is a first step in the development of a multi-faceted approach that addresses the elimination of homicide. Implicit in the conclusions drawn from this analysis is the need for an implementation plan that maximizes existing programs, identifies gaps, and creates a cost effective network of care and support for District residents.





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## *Introduction*

Nationally, homicide rates are at their lowest since the late 1960s. The District of Columbia's homicide rate has had a downward trend similar to the national homicide rate since the early 1990s. Current District crime trends show a relative decline in the rate of homicides committed each year through 2006. The number of homicides increased in 2007 for the first time in four years. Theories concerning the rise of the murder rate include: the proliferation of crack (Rosenfeld, 2001), in the mid to late 1980s and early 1990s and the availability of firearms (Rosenfeld, 2001; Blackman, 2001). The decrease has sometimes been credited to enhanced policing as well as harsher sentencing (Rosenfeld, 2001).

Factors that affect homicide rates include gun violence, youth and gang violence, as well as domestic and family violence. Other socioeconomic factors that also impact homicide rates and the rates of crime in general include poverty, unemployment, and lack of educational opportunity. These factors can also lead to other psycho-social pressures that sometimes result in a state of despondency, helplessness, hopelessness and an endemic state of anomie. Although all of these factors effect homicide and other crime, various cities, county and state governments have devised methods to address homicide and prevent its occurrence in various ways, sometimes, specific to their localities.

According to the National Crime Prevention Council, the effective reduction of crime in general and the elimination of homicides in particular “require collaborative approaches that clarify priorities, leverage resources from within and outside the community, and draw participation from a variety of public and private agencies and citizens” (Creating a Blueprint for Community Safety, A guide for Local Action, by The National Crime Prevention Council 1998). The deaths of innocent children and youth as a result of gun violence or any unnatural means created a state of urgency which required immediate attention.

Citizens of the District of Columbia raised concerns about homicides in the Nation's Capital and were of the view that a collaborative comprehensive plan could help build trust and strengthen a “community oriented government.” In an attempt to engage broad participation in the development of solutions, the District of Columbia Council passed legislation to create a “Comprehensive Homicide Elimination Strategy Taskforce” to engage community stakeholders and government agency representatives.

## *Comprehensive Homicide Elimination Strategy Task Force*

In September 2006 Councilman Kwame Brown introduced the initial idea of developing a task force to work toward the elimination of homicide through the proposal of Bill 16-907, the “Comprehensive Homicide Elimination Strategy Task Force Act of 2006”. In December 2006, the District of Columbia City Council passed the Homeland Security, Risk Reduction, and Preparedness Act of 2006 (Bill 16-242). This bill also created the Comprehensive Homicide Elimination Strategy Task Force (CHEST), Bill 16-242, Title V which states:

**TITLE V. ESTABLISHMENT OF COMPREHENSIVE HOMICIDE ELIMINATION STRATEGY TASK FORCE.**

**Sec. 501. Comprehensive Homicide Elimination Strategy Task Force.**

(a) There is established a Comprehensive Homicide Elimination Strategy Task Force (“Task Force”). The Task Force shall consider the most effective elements of a comprehensive plan that would lead to the elimination of murder in Washington.

(b) The Task Force shall be comprised of representatives appointed by the Mayor from the government, non-profit organizations, business, schools, victims services organizations, of the Task Force, one each from the government and non-government sectors arts, social services, religious, mental health, organized labor, Advisory Neighborhood Commission, and criminology professionals. The Mayor shall designate 2 co-chairs.

(c) The Task Force shall hold at least 3 public meetings, and shall present a report to the Mayor and the Council at the end of one year.

In order to have full representation from the community, CHEST gathered leaders of various community-based organizations that have wide-ranging experience in homicide prevention, homicide response, and criminal justice. The CHEST participants represent individuals who work with at-risk populations, ex-offenders, law enforcement, interested citizens and victims. CHEST was charged with producing a strategic report to be submitted to the Mayor of the District of Columbia and the D.C. Council.

This report represents a strategic plan created by CHEST membership with recommendations for eliminating homicide in the District. This comprehensive planning embraces the notion of the “interdependent spirit of the planning process. It focuses on programming that includes activities that focus on developing human capacity and changing the conditions in the community with services that are crafted, implemented, accountable to and evaluated by a wide range of community sectors” (National Crime Prevention Council). The national best practices and successful local initiatives incorporated in this report represent a small portion of effective programs and initiatives which have components that could serve the District of Columbia well.

### **BENEFITS OF COMPREHENSIVE PROGRAMMING:**

- Creates a safer, more secure community
- Promotes a united mission and vision
- Avoids fragmentation that can dominate human services
- Respects citizens as a valuable resource, not merely as consumers of services or clients
- Requires comprehensive, systems-level planning
- Provides for participation of the target audience in decision-making, which promotes desired program outcomes
- Promotes creativity and new ideas
- Is more likely than categorical programming to receive favorable media coverage
- Promotes success, which makes more revenue available for positive investment in the community
- Is a collaborative process that helps eliminate partisan decision making
- Is less likely to be viewed as in opposition to law enforcement, corrections and treatment
- Permits the agency traditionally seen as responsible for addressing the problem to be better supported through collaboration

*“NCPC Creating a Blueprint for Community Safety, 1998*

### **CHEST: VISION, GOALS AND OBJECTIVES:**

**VISION:** “There is not one life that can be considered dispensable, nor one homicide that is justifiable.”

The group agreed unanimously to keep the mission concepts as written in the original legislation.

**MISSION:** The Task Force will develop a comprehensive set of policy recommendations on how the District Government and non-government partners may accomplish the goal of ending murder in Washington D.C.

**GOALS:** The Task Force’s overarching goals include:

1. Public Policy recommendations addressing both prevention and enforcement, designed to identify measures and approaches both proactive and reactive which could further the goal of eliminating homicides in the District of Columbia
2. Implementation of a timetable regarding any and all recommended solutions and/or courses of action and soliciting estimates for implementing such recommendations
3. Provide recommendations regarding where the permanent work of monitoring and facilitating the implementation of a comprehensive plan to end homicide in the District should be housed with a standing task force; a newly created government entity; an existing government entity; or on a contractual basis by a non-government entity.

**OBJECTIVES:** To accomplish these goals the Task Force agreed to institute the following objectives:

1. Hold bi-weekly meetings with Task Force members for planning and to formulate recommendations
2. Host at least three public community meetings which would be well advertised and inclusive
3. Engage the members in formulating a final report with recommendations
4. Conduct a literature review of promising practices from other cities
5. Disseminate the report to the participants in the community meetings, the Mayor, the D.C. Council and other interested parties.

### **CHEST OPERATIONAL FORMAT**

CHEST members sought to include an extensive review of the community's needs and recommendations for ending homicide. This information was gathered through the convening of four public community meetings held in three quadrants of the District of Columbia (northeast, southeast and northwest) and including a citywide youth hearing held in the D.C. Council chambers. The meetings offered the communities' perspectives on preventing homicide.

These CHEST community forums utilized a questionnaire designed to collect some basic demographic information on the participants as well as their perceptions on the causes of homicide in their communities. Breakout sessions delved into specific recommendations to improve public safety and community morale in these communities. The over-arching theme for each public community meeting was to actively engage the community in the steps necessary to eliminate homicides in the District. (see appendix for detailed responses from the forums)

### **DISTRICT OF COLUMBIA: DEMOGRAPHIC CHARACTERISTICS AND HOMICIDE**

#### ***What do we need to know about the city as part of the plan?***

In order to truly understand what causes homicide in the District of Columbia and to execute a plan to eliminate it, District officials and residents should understand what factors may and can lead to an increased homicide rate. When the District has addressed these factors, it may then be better equipped to address and eliminate homicide. The following report will outline crime and quality of life trends in the District, with a focus on homicide, the national best practices used to address and lower homicide, as well as recommendations for District officials to eliminate homicide in the District. This report *will not* include an analysis of housing or health care in the District.

Over the past few years, the face of the District of Columbia has been steadily changing. There has been a real estate boom, as well as the appearance of new restaurants and shops resulting in the transformation of some areas previously thought of as unsafe. The city has also experienced a shift in the diversity within the population. The following information reflects some of these demographic changes.

*“There continues to be a lot of movement across the D.C. city line. With the general attraction of city life and increased gentrification, there are many people coming in and out of the District’s neighborhoods. The behavioral issues that are arising out of territorial conflict now stem from a lack of social and extracurricular activities. These types of activities provide youth with structure and also make use of the free time that youth might otherwise use for negative involvement. There are many emotional or psychological issues that lie behind each crime. “*

Quote: Shanda Smith, MOMS Inc.

### Population of DC

- Total Population: **581,530**
- Age:
  - Youth (0-19): 124,627 (21.43%)
  - Adults (20-64): 385,448 (66.28%)
  - Seniors (65 +): 71,455 (12.29%)
  - Median Age: 35.0 years
- Gender:
  - Males: 272,604 (46.88%)
  - Females: 308,926 (53.12%)

**Table 0.1.** 2006 Population of the District of Columbia by Race

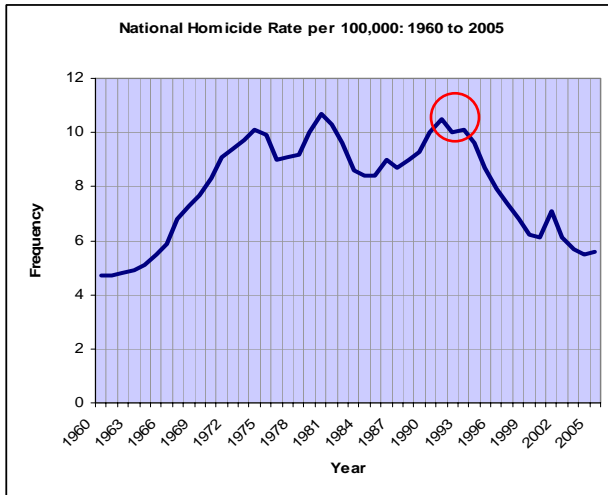
<b>Race</b>	<b>Population</b>	<b>Percentage</b>
Black or African American alone	328,566	56.50%
White alone	223,033	38.35%
Asian alone	18,871	03.25%
American Indian /Alaskan Native alone	2,161	0.37%
Native Hawaiian/Other Pacific Islander alone	511	0.08%
Two or more races	8,388	1.44%
<b>Totals</b>	<b>581,530</b>	<b>100.0%*</b>
<b>Ethnicity</b>		
Non-Hispanic or Non-Latino (any race)	533,756	91.8%
Hispanic or Latino (any race)	47,774	8.2%
<b>Totals</b>	<b>581,530</b>	<b>100.0%</b>

Source: Population Division, U.S. Census Bureau, 2006 American Community Survey

Prepared by: Criminal Justice Coordinating Council, Washington D.C. Data is limited to the household population and exclude the population living in institutions, college dormitories, and other group quarters.

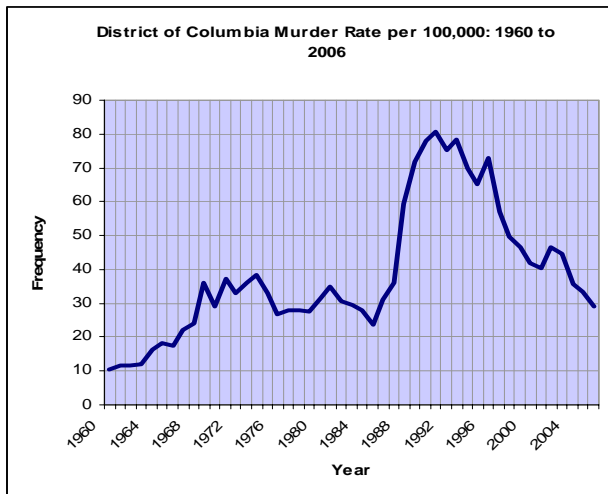
\*Rounded up.

**Figure 0.1a**



Data Source: Bureau of Justice Statistics (2007)  
\*Data includes deaths from September 11, 2001.

**Figure 0.1b**



Data Source :DC Metropolitan Police Department

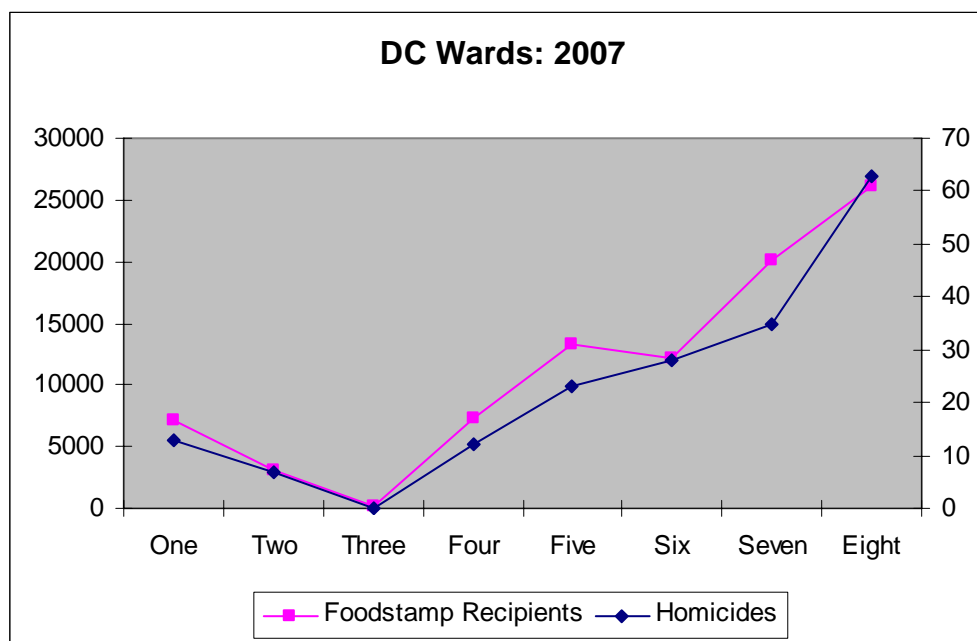


## CONSIDERING SOCIO-ECONOMIC FACTORS AND YOUTH HOMICIDE

It is very easy to understand how homicide is correlated or related in general to other crimes, especially violent crimes, but what may also be intuitive is how homicide is related to social factors such as employment and poverty.

Unfortunately, when looking at the juvenile population in the District, one cannot miss the fact that a large percentage of juveniles in the District live in poverty. Not only is this percentage large, nearing 35% in 2006, but it is also much higher than the national percentage, which was only nearing 20% in the same year. As Figure (0.11) below shows, there was a downward trend in the percentage of youth in poverty in Washington, DC between 2003 and 2005, but, as can also be seen, the trend ended, when youth in poverty increased in 2006. This high poverty rate is due to a number of factors, which include a high percentage of single parent households as well as parents with no full time employment.

Figure 0.1



Source: Prepared by Criminal Justice Coordinating Council from neighborhoodinfoDC.org and Metropolitan Police Department data

Figure 0.1 above demonstrates the close correlation between the poverty index (such as those using food stamps) and the homicide rates in the wards of the city. Wards five, six, seven and eight had the highest use of food stamps and the highest number of homicides in 2007 (See appendix for details).

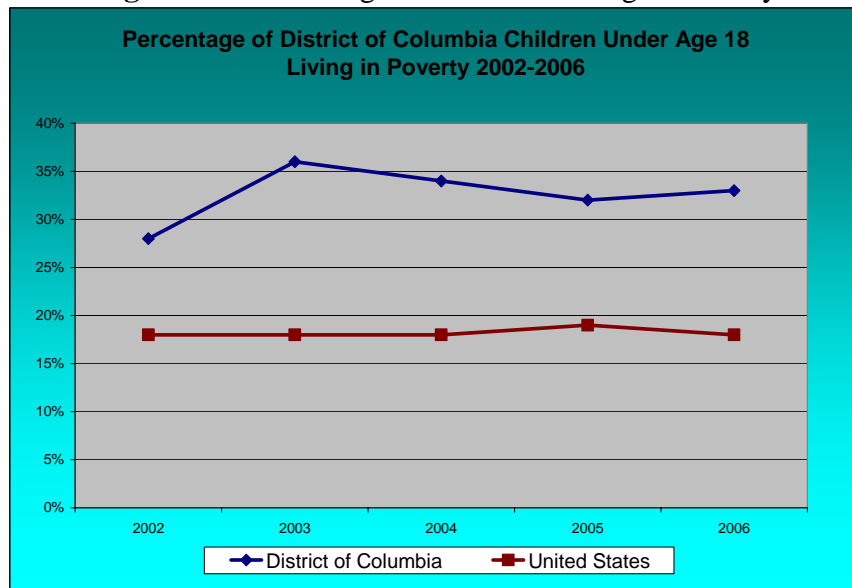
## Poverty

Poverty in general is also at a high, with more than 100,000 District residents living in poverty. The District's poverty rate for fiscal year 2005 -2006 was 19.6%, an almost 30% increase from the 1999 – 2000 fiscal years, which can be seen below in Figure 0.2 (DC Fiscal Policy Institute, 2007). This brief review of poverty and economic disparity in the District serves to explain how pervasive the problems of unemployment and poverty are in Washington, DC.

The data suggests that in order to eliminate homicide, the issues that foster an environment of despair, violence, anger, disenfranchisement and distrust must also be addressed. Homicide may be a result of what may be felt as a hopeless situation, a life in which work does not produce; education does not lead to better opportunities, and the protection of life is not perceived as a universal value. Although everyone must take personal responsibility for their actions, proactively addressing these realities supports healthier communities and helps produce self-sustaining citizens.

Figure 0.2 below shows the poverty rate by percentage for the District of Columbia from 1997 to 2006, specifically, two year averages for that time period. Although the poverty rate has not been as high as the 1997-1998 average, since that time, there was an increase in the poverty rate from 2003 through 2006.

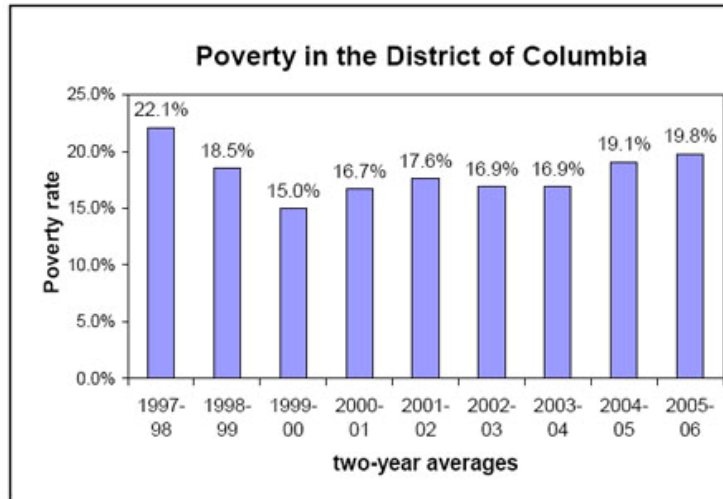
**Figure 0.2. Percentage of Children Living in Poverty**



*Source of data: Kids Count 2006 Data Book Online  
Prepared by: Criminal Justice Coordinating Council, Washington D.C.*

Table 0.2 provides some indicators that impact quality of life for children and families in the District as compared to national trends.

**Figure 0.3 2005 – 2006 Poverty Rate in the District of Columbia**



Source: DC Fiscal Policy Institute

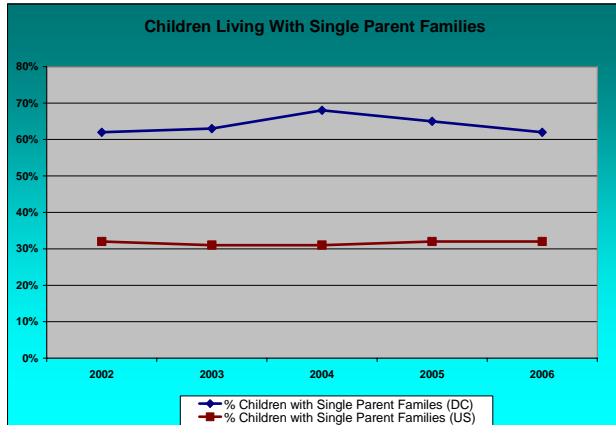
**Table 0.2. Selected Indicators of Child Well-Being**

Selected Indicators of Child Well-Being	Trend Data		
		2003	2006
Percent of families with children headed by a single parent	DC	63	62
	US	31	32
		<b>2001</b>	<b>2004</b>
Child death rate (deaths per 100,000 children ages 1-14)	DC	33	36
	US	22	20
Rate of teen deaths by accident, homicide, and suicide (deaths per 100,000 teens ages 15-19)	DC	149	188
	US	67	66
		<b>2003</b>	<b>2006</b>
Percent of teens who are high school dropouts (ages 16-19)	DC	6	7 (correct?)
	US	8	7
Percent of teens not attending school and not working (ages 16-19)	DC	10	10
	US	9	8
		<b>2001</b>	<b>2004</b>
Teen birth rate (births per 1,000 females ages 15-17)	DC	44	42
	US	25	22

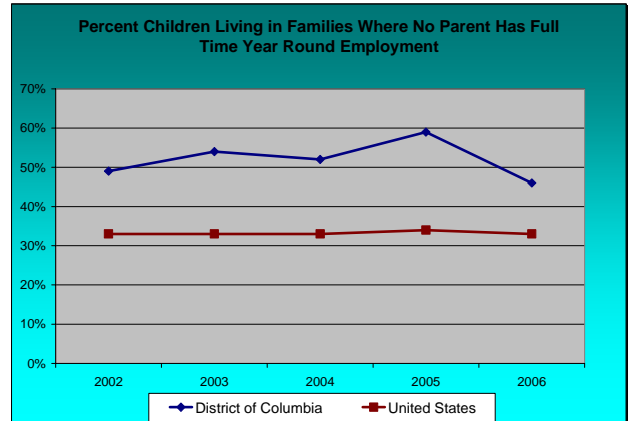
Source of data: Kids Count 2006 Data Book Online

Figures 0.3 and 0.4 below are a continued look at child well being in the District, focusing on the family life of youth. Unfortunately, both graphs demonstrate that the District has a high percentage of children living with a single parent and a high percentage of children living in families with no full time year round employment compared to the national average.

**Figure 0.3. Percentage of Children Living With Single Parent Families**



**Figure 0.4. Children Living in Families with No Full Time Year Round Employment**



Source of data: Kids Count 2006 Data Book Online  
 Prepared by: Criminal Justice Coordinating Council, Washington D.C.

**Employment**

It is widely believed that as unemployment increases in an area, there is a likelihood that homicide rates may also increase. This suggests that increasing job availability may lead to a decrease in homicide.

During the previous years unemployment rates have increased in the District of Columbia; the unemployment rate for the District of Columbia between February 2007 and March 2008 was 6.2 percent. Although the District has not had the largest increase of unemployment over the past year compared to the region, there has been a statistically significant increase. Table 0.4 shows the District as well as surrounding states that had a significantly higher rate of unemployment as compared to the entire nation.

**Table 0.3. States in the Washington, DC metropolitan area with statistically significant unemployment rate changes from March 2007 to March 2008, seasonally adjusted**

State	Rate		Nominal change
	March 2007	March 2008	
District of Columbia	5.7	6.2	.5
Virginia	2.9	3.7	.8

Source: U.S. Bureau of Labor and Statistics

In 2007, the District of Columbia reported unemployment rates and employment-population ratios that were significantly higher than that of the U.S., which can be seen in the table below.

**Table 0.4. States in the Washington, DC metropolitan area with unemployment rates and employment – population ratio significantly above that of the U.S., 2007 annual averages**

State	2007 Unemployment Rate	2007 Employment-Pop. Ratio
United States	4.6	63.0
District of Columbia	5.7	64.3
Maryland	3.6	66.4
Virginia	3.0	66.9

*Source: U.S. Bureau of Labor and Statistics*

Taking a deeper look at the economy of the District of Columbia reveals that although there has been a recent boom in the city, this boom has not affected all of the residents. Not only are there residents, who have not felt the economic boom, the economy seems to actually be split in two. For some there has been an increase in jobs as well as income, while for others there has been a decrease in jobs and income, and where there has not been an decrease in income, a plateau was reached at least thirty years ago. This income divide can be seen in the context of both the class as well as the race level. African Americans and Hispanics, as well as those with no more than a high school diploma have been the victims of the falling economy, whereas Whites and those with higher than a high school diploma have been the beneficiaries of the successful economy (DC Fiscal Policy Institute, 2007).

The DC Fiscal Policy Institute points out the following:

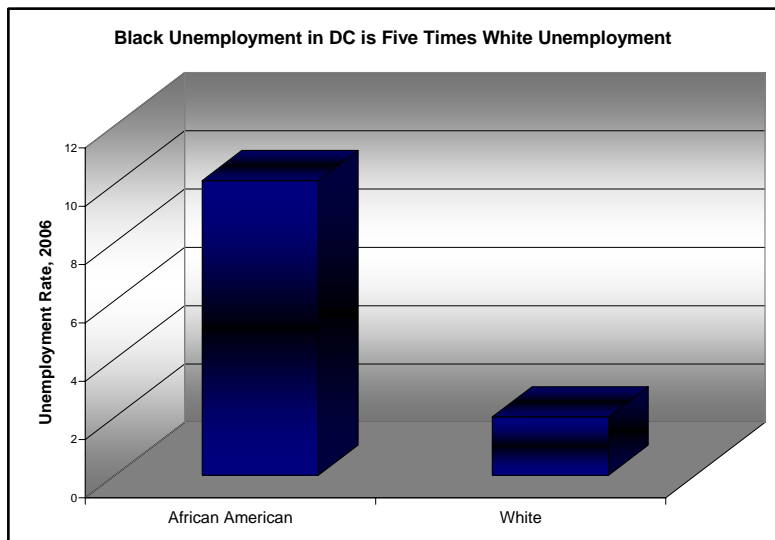
- **African-American residents are five times more likely than white residents to be unemployed.** This gap was greater in 2006 than in any previous year for the past twenty-one years.
- **Employment among African-American adults has been falling since the late 1980s.** Despite the recent economic boom the city has enjoyed, the employment rate among Black adults has fallen. As much as 51% of African-American adults worked in 2006, a 11% decrease compared to 1988.

Had the African-American employment rate of the District not fallen since the late 1980s, 24,000 more people would be working today. There would be 133,000 African Americans employed instead of 109,000.

- **Employment among residents with a high school diploma is at the lowest level in nearly 30 years.** Just 51% of District residents with a high school diploma are working. By contrast, twenty years ago almost 65% of these residents were employed.
- **Real wages have barely changed for low-wage workers over 30 years.** High-wage workers in the District have seen a 40% increase in income over the past 30 years, whereas low-wage workers have only seen a six percent increase.

4. **Many DC workers earn poverty-level wages.** The bottom fifth of working DC residents earned \$10.81 per hour or less in 2006 compared to the top fifth, which earned at least \$34.50 per hour. The bottom 20% is barely able to keep a family of four with a full-time worker above the poverty line of roughly \$21,000.
- **The earnings gap between top and bottom DC earners is at the widest level since 1979** (DC Fiscal Policy Institute, 2007).

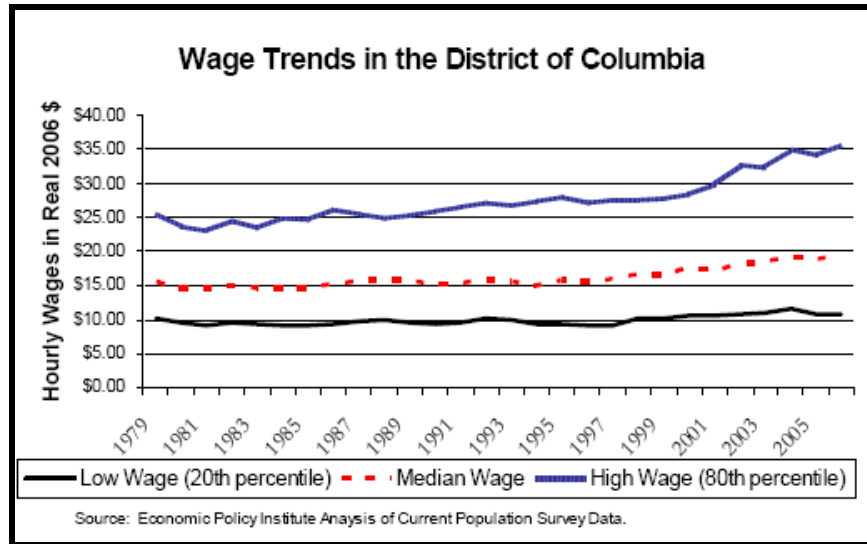
**Figure 0.5. 2006 Black Unemployment Compared to White Unemployment in the District of Columbia**



*Source: DC Fiscal Policy Institute, Economic Policy Institute  
Analysis of Current Population Survey Data*

Figure 0.5 above clearly shows the difference between unemployment of Blacks and Whites, while Figure 0.6 below shows that there is also a wage disparity between the lower and higher income earners. Though it is expected that these earners would have significantly different incomes, what is not expected is that lower wage earners, unlike higher wage earners have not found a steady increase in income over the past 30 years. Not only can unemployment and poverty be associated with race, but it can also be associated with class. Those in the higher classes get richer, while those in the lower class, at best, remain poor, and in some cases may even get poorer, considering how many jobs have been lost for these earners over the years (DC Fiscal Policy Institute, 2007).

**Figure 0.6. Wage Trends in the District of Columbia**

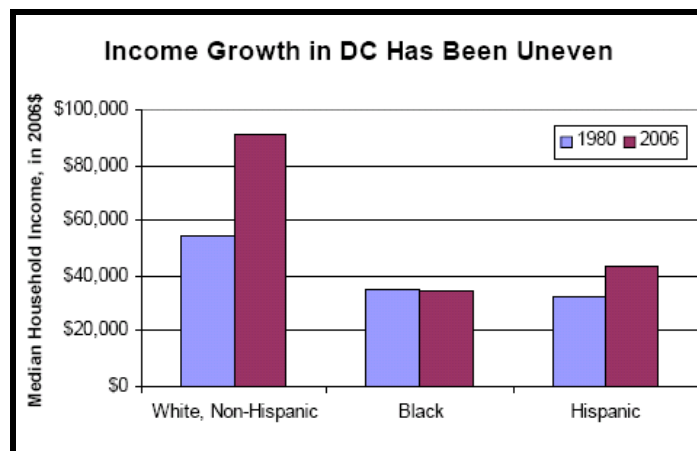


Source: DC Fiscal Policy Institute

### Race and Income Disparity:

Moreover, there is a discernable gap in the District between White income and minority income, especially among African-Americans. As discussed in the previous section, this gap between high income earners and low income earners is also widening, instead of closing, and represents one of the highest disparities in the nation. Figure 0.7 below shows the difference between White earners and minority earners. Only White, non-Hispanic individuals experienced a marked increase in earnings between 1980 and 2006. Though there was a slight increase for Hispanics, there seemed to be a slight drop for African Americans (DC Fiscal Policy Institute, 2007).

**Figure 0.7. Income Growth in the District of Columbia**



Source: DC Fiscal Policy Institute

## Homicide Rates

There is no doubt that although homicide may be on a downward trend in some cities, it is still a problem for the country as well as the District of Columbia. As has been demonstrated, homicide is a complex issue that may be caused by various factors, such as unemployment rates, poverty, lack of education, or be a result of maladaptive behaviors. Despite this, District authorities have not given up the fight against homicide. To eliminate homicide, however, it is imperative to know who is being murdered, as well as where and how it is happening.

The following tables depict victims of homicide in the District by age, gender, and race, as well as where homicide is occurring by ward. The victims in the District of Columbia tend to be Black males between the ages of 15 and 34 in Wards 8, 7 and 5. In addition to this, the majority of these homicides were committed using a firearm.

**Table 0.5 Homicide in the District of Columbia by Ward and Year**

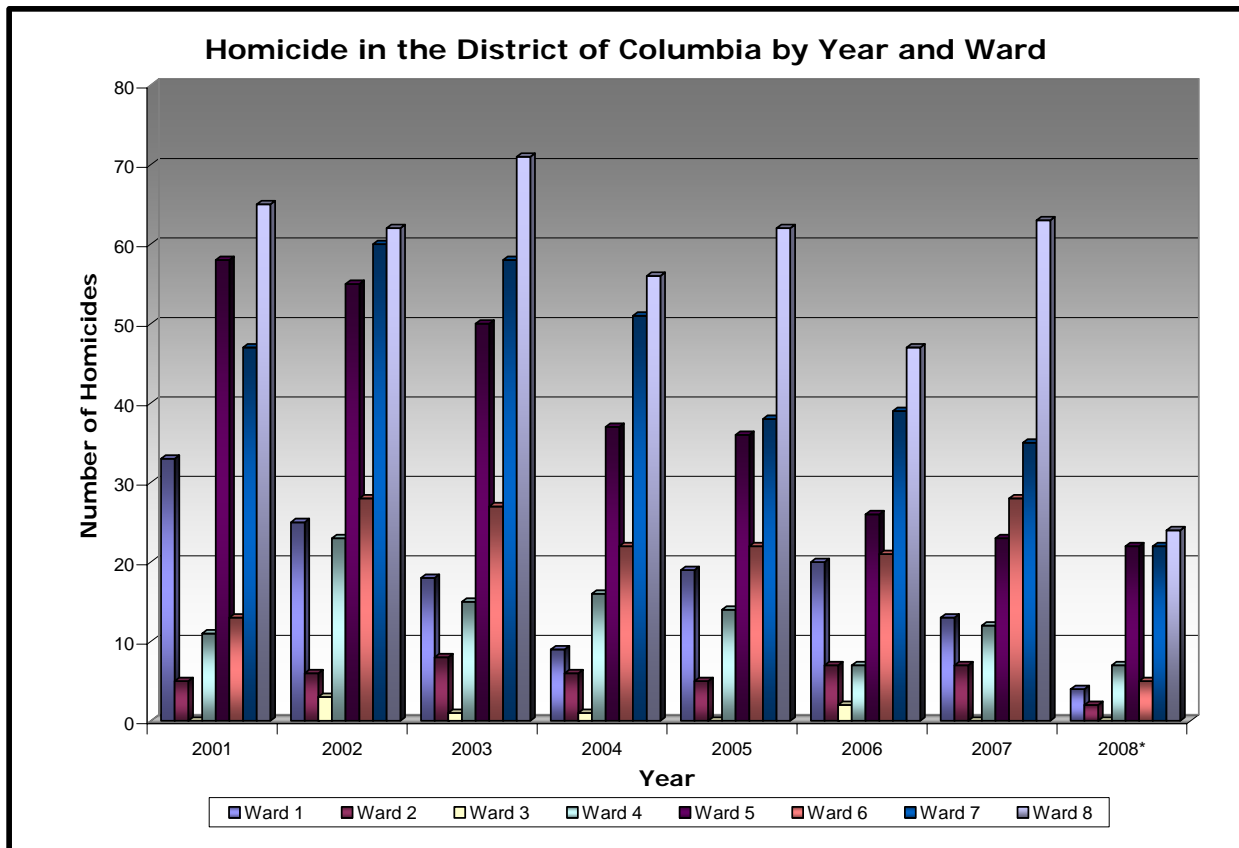
<b>Homicide in the District of Columbia by Ward and Year</b>								
<b>Year</b>	<b>Ward 1</b>	<b>Ward 2</b>	<b>Ward 3</b>	<b>Ward 4</b>	<b>Ward 5</b>	<b>Ward 6</b>	<b>Ward 7</b>	<b>Ward 8</b>
<b>2001</b>	33	5	0	11	58	13	47	65
<b>2002</b>	25	6	3	23	55	28	60	62
<b>2003</b>	18	8	1	15	50	27	58	71
<b>2004</b>	9	6	1	16	37	22	51	56
<b>2005</b>	19	5	0	14	36	22	38	62
<b>2006</b>	20	7	2	7	26	21	39	47
<b>2007</b>	13	7	0	12	23	28	35	63
<b>2008*</b>	4	2	0	7	22	5	22	24
<b>Total</b>	<b>141</b>	<b>46</b>	<b>7</b>	<b>105</b>	<b>307</b>	<b>166</b>	<b>350</b>	<b>450</b>

Source: Geocoded Information Management System (IMS) crime data queried on 06/29/08. All statistics presented here are based on preliminary DC Index crime data. The data do not represent official statistics submitted to the FBI under the Uniform Crime Reporting program (UCR). All preliminary offenses are coded based on DC criminal code and not the FBI offense classifications. All statistics are subject to change due to a variety of reasons, such as a change in classification, the determination that certain offense reports were unfounded, or late reporting. Please understand that any comparisons between MPD preliminary data as published here and the official crime statistics published by the FBI under the Uniform Crime Reporting Program (UCR) are inaccurate and misleading. Excludes crimes for which no location could be identified (between 1 and 3% of all crimes). MPD cannot release exact addresses to the general public; therefore, "block of" and/or intersection addresses are provided. Please note that changes to MPD's PSA and District boundaries occasionally occur. The statistics above are based on current police boundaries as of September 2, 2007.

\*Data for 2008 is incomplete.

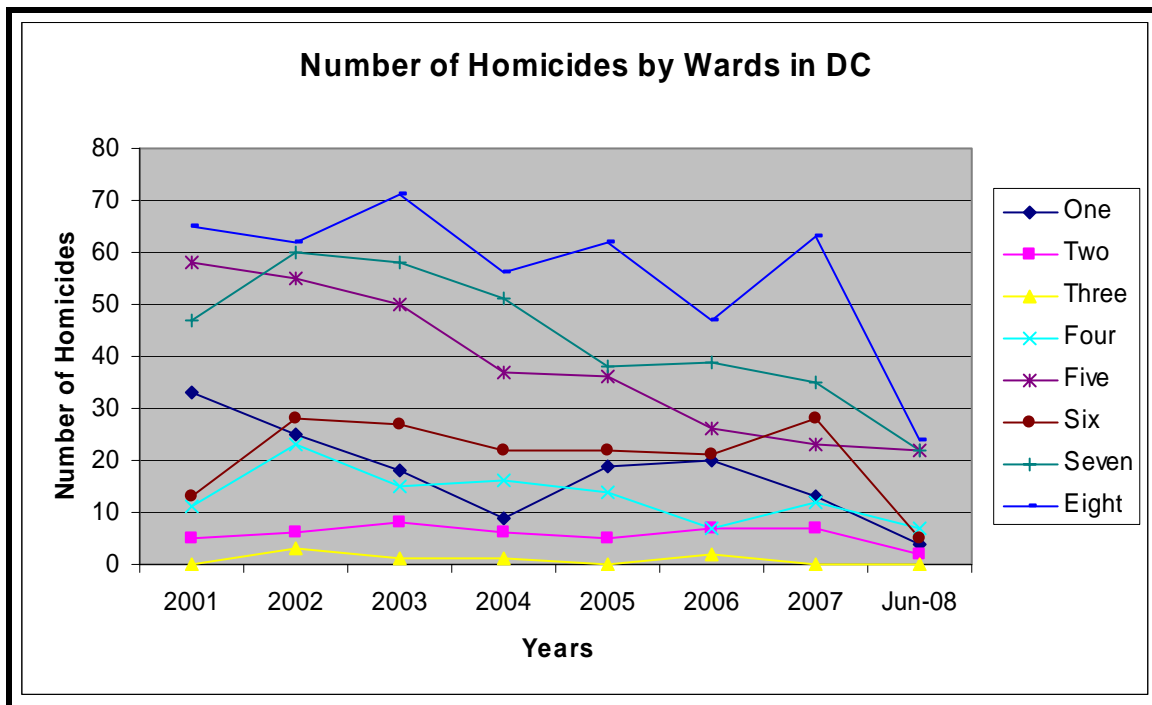


**Figure 0.8 Homicide in the District of Columbia by Ward and Year**



Source: Chart created by CJCC, data from MPD.  
 \*Data for 2008 is incomplete.

**Figure 0.9 Homicide Trends in the District of Columbia by Ward and Year**



Source: Chart created by CJCC, data from MPD.

**Table 0.6. Population, Number and Rate of Homicides:  
District of Columbia Residents, 1997-2007**

<i>Year</i>	<i>DC Population</i>	<i>Number of Homicides</i>	<i>Crude Rate of Homicides</i>
2006	581,530	169	29
2005	582,049	196	33.6
2004	579,720	198	34.2
2003	577,476	248	42.9
2002	578,907	262	45.3
2001	577,357	232	40.1
2000	572,059	242	42.3

Source: Metropolitan Police Department

**Table 0.7. Number of Homicide victims by Gender, Race, and Age: District of Columbia Residents, 2005-2007**

<i>Homicide in the District of Columbia by Age, Gender, and Race 2005 - 2007</i>						
Demographics of Decedent			Year			Grand Total
Decedent Age Category	Decedent Gender	Decedent Race	2005	2006	2007	
18 to 24	Female	Black	3	2	6	11
	Male	Black	60	48	41	149
		Hispanic	2		3	5
		Other	2			2
		White		1		1
<b>18 to 24 Total</b>			<b>67</b>	<b>51</b>	<b>50</b>	<b>168</b>
25 to 34	Female	Black	2	1	4	7
		Hispanic	1		1	2
		White	2			2
	Male	Asian		1	1	2
		Black	53	47	56	156
		Hispanic	2	2	2	6
		Other	1			1
		White	2	1		3
<b>25 to 34 Total</b>			<b>63</b>	<b>52</b>	<b>64</b>	<b>179</b>
35 to 44	Female	Black	6	4		10
	Male	Asian			1	1
		Black	24	28	25	77
		Hispanic		2	1	3
		White		1	1	2
<b>35 to 44 Total</b>			<b>30</b>	<b>35</b>	<b>28</b>	<b>93</b>
45 and over	Female	Black	5	5	3	13
	Male	Black	17	8	20	45
		Hispanic		1	2	3
		White	2	1	1	4
<b>45 and over Total</b>			<b>24</b>	<b>15</b>	<b>26</b>	<b>65</b>
Juvenile	Female	Black	2	1	3	6
	Male	Black	10	15	10	35
<b>Grand Total</b>			<b>196</b>	<b>169</b>	<b>181</b>	<b>546</b>

*Source: Homicide and Sexual Offenses branch homicide data as of 06/05/08. The statistics above are based on current police boundaries as of September 2, 2007.*

**Table 0.8. Homicide by Type of Manner: District of Columbia Residents, 2005- 2007**

<i>Homicides by Manner 2005 - 2007</i>				
<i>Manner</i>	<i>Year</i>			<i>Total</i>
	2005	2006	2007	
Blunt Force Impact Trauma	17	12	13	42
Other	2	3	1	6
Poisoning	0	0	1	1
<b>Shooting</b>	<b>157</b>	<b>140</b>	<b>143</b>	<b>440</b>
Stabbing	14	14	21	49
Strangulation	6			6
Unknown	0	0	2	2
<b>Grand Total</b>	<b>196</b>	<b>169</b>	<b>181</b>	<b>546</b>

*Source: Homicide and Sexual Offenses branch homicide data as of 06/05/08. The statistics above are based on current police boundaries as of September 2, 2007.*

**Table 0.9. Distribution of Homicide Rates by District of Columbia Ward of Residence: 2005-2007**

<i>Homicide Victims by Ward</i>				
<i>Ward</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>Grand Total</i>
1	19	20	13	52
2	5	7	7	19
3		2		2
4	14	7	12	33
5	36	26	23	85
6	22	21	28	71
7	38	39	35	112
8	62	47	63	172
<b>Grand Total</b>	<b>196</b>	<b>169</b>	<b>181</b>	<b>546</b>

*Source: Homicide and Sexual Offenses branch homicide data as of 06/05/08. The statistics above are based on current police boundaries as of September 2, 2007.*

## ***IMPACT OF YOUTH AND JUVENILE HOMICIDE***

In the District of Columbia, issues of serious and violent crime relating to juveniles are at the forefront of legislative, law enforcement and judicial efforts. Agencies across the city have focused on reaching youth before they commit or become victims of violent crime.

### ***Juvenile Fatalities***

In their 2006 Child Fatality Report, the Child and Family Services Agency (CFSA) reported that homicide has been the second leading manner of death for District children/youth (ages 0-20) since 1996, and that the majority of these victims were African American males. There were 142 children/youth fatalities identified by Child Fatality Report in the year 2006, representing a slight decrease from 154 deaths reviewed in 2005 (Child and Family Services Agency, 2007).

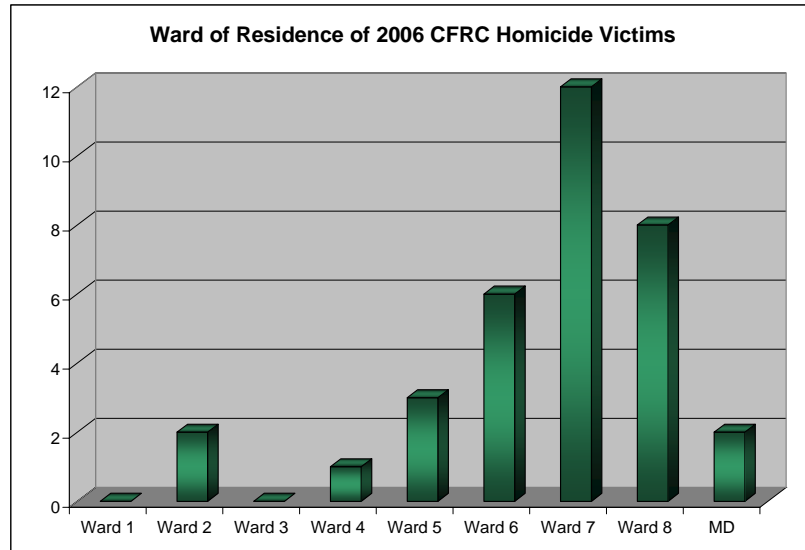
Of the 142 deaths of children in the District, the Child Fatality Review Committee reported that 34 of these deaths were homicides, with victims ranging from thirteen to twenty-three years old. The vast majority of these victims were males (33), and all of the youth homicide victims were African-Americans. Youth homicides are due in part to the availability of firearms in that 94% of the deaths were caused by gunshot wounds. Of the total homicides, 35% took place in Ward 7, which was a 71% increase in homicides in that ward since 2005. See Figure 0.14 below for a breakdown of homicide by ward.

*“We all know that crime is preventable and we need to focus on crime prevention. We also know that crime, and responses to crime in the District have a basis in greater social issues at work in the city. There are disparate reactions to crime based on color, socioeconomic status, sexual preference, or any other stereotyped variable. This strategy must reach youth before the age of ten. Efforts for crime and homicide prevention must examine issues at home and possible family functioning.”*

Quote: Kenny Barnes, ROOTS, Inc.

Figure 0.10 provides a breakdown of juvenile fatalities by Ward in the District of Columbia. As can be seen, the largest number of juvenile fatalities took place in Ward 7, followed by Ward 8. The least amount of fatalities, at zero, took place in Wards 1 and 3.

**Figure 0.10.** Youth Homicides in the District of Columbia by Ward



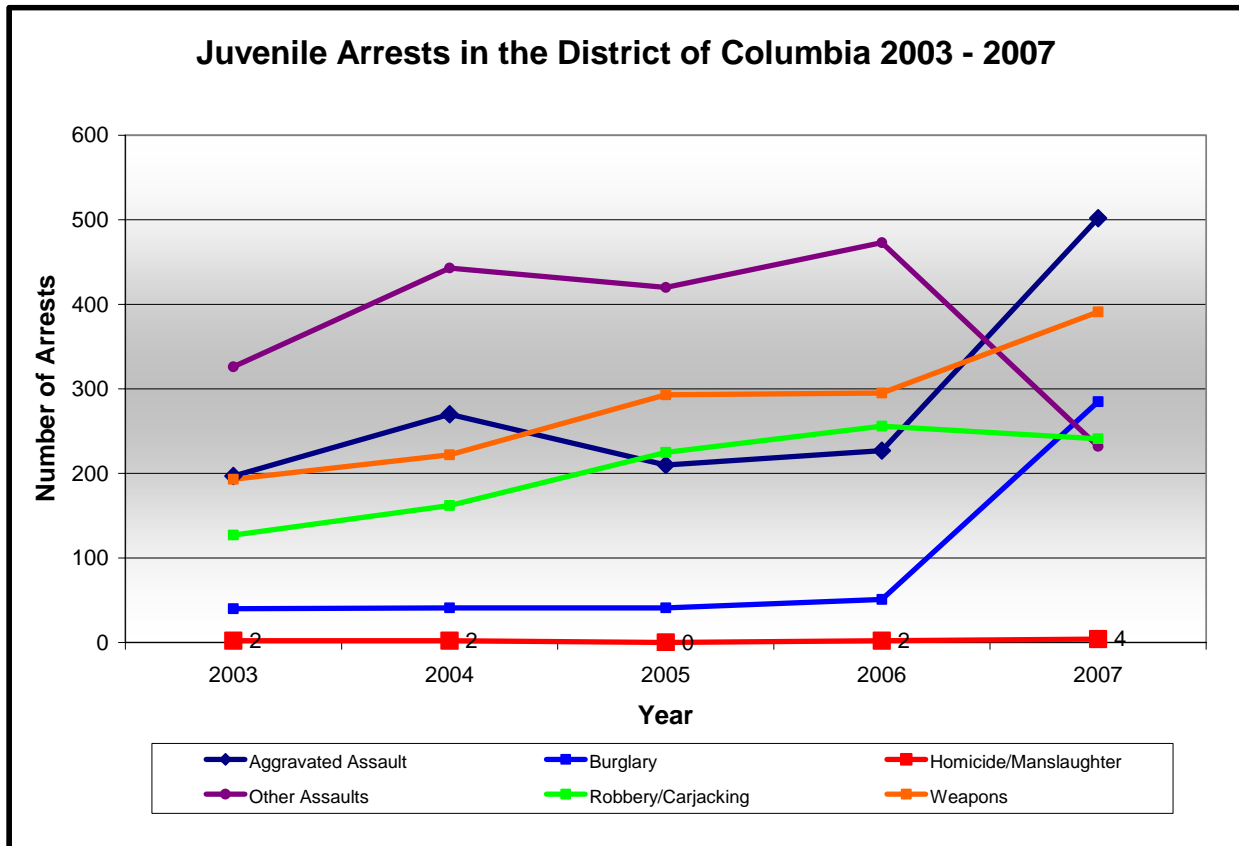
*Source: District of Columbia Child Fatality Review Committee:  
Special Report 2006 Youth Homicides*

Comparing 2005 to 2006, there was an eight percent increase in total juvenile crime from 2005 to 2006, with juvenile crime being 13 % of total crime in the District. Juvenile arrests for violence and weapons related crimes rose in 2006. Arrests for robbery and carjacking increased by 15 %, although there were only slight changes in arrests for weapons related charges, (a .01% increase).

### ***Homicides Committed by Juveniles***

Figure 0.11 shows arrests for juvenile violent crime, including homicide committed by youth. A quick glance at the graph shows that although there seems to be a low number of homicides, that number did increase from 2005 to 2007, (this graph shows arrests, not actual deaths, which can be seen in Figure 0.10). What can also be seen in Figure 0.11 is that there was an increase in every violent crime except “Other Assaults” and “Robbery/Carjacking” between 2006 and 2007 for juveniles.

Figure 0.11. Juvenile Arrests in the District of Columbia 2003 – 2007



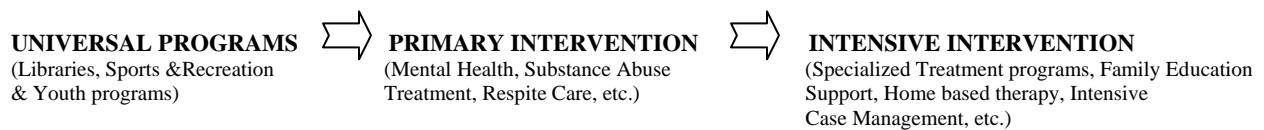
Source: Metropolitan Police Department

# Chapter 1: Crime Prevention

## Overview

Crime Prevention is a well documented effective approach to decreasing negative activities among young people. It is also an accepted notion that the more constructive activities in which youth and adults are involved, the less likely they will spend their time engaging in crime. Crime prevention spans a continuum from universal prevention activities to intensive intervention (to interrupt and constructively redirect criminal behavior).

Addressing the notion that homicides can be eliminated if dealt with properly requires the District's focused and informed commitment to a comprehensive prevention approach. This section of the report will focus on strategies to further that objective. The following continuum demonstrates points of interception that need to be supported on the prevention continuum, evolving from universal programs to intensive interventions. Due to the varied crime rates and the factors that affect them certain segments of the city require more intensive preventive measures than others.



### *Crime Prevention Continuum of Support*

In communities with low to zero homicide rates, one can find the resources and opportunities delineated above available to youth and adults. Urban planners generally incorporate these resources and opportunities into the designs of new progressive, up scale communities. Families that have resources can put these elements of the continuum in place privately.

However, within communities that are under resourced and have numerous quality of life stressors, local government must find the means to support and lift children and families up so that they can avoid the pitfalls that often lead to criminal behavior, violence and homicides. This section of the report will discuss three areas that the Taskforce identified with feedback from the community forums as important in crime and homicide prevention. The first area will be improving neighborhood and community care which will focus on strategies for community well being. Education and Occupational/Vocational Training will follow with emphasis on skill building for at-risk residents. And finally, mental health and substance abuse will be discussed, recognizing the toll that psychological stressors have on citizens as well as the fact that a large percentage of crime involves drug related activity.





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## ***1.1 Improving Neighborhood and Community Care***

### ***1.1a Overview***

Improving neighborhood and community care refers to improving the community environment, not only to reduce violent crime and homicide, but to also give residents resources to address various community problems. Specifically, there are programs that cater to children, adults, seniors, and victims that supply their particular needs while uniting the community. Many groups in the District have been working on efforts to decrease violent crime and homicide by using various approaches. However, the need to engage the community is often cited as one of the issues hampering the effectiveness of these crime reduction efforts. The development of the CHEST through legislation by the D.C. Council is an example of one way of utilizing community-based organizations to ascertain the communities' solutions for homicide and violent crime. However, effective crime reduction is a composite of various tested and experiential "national best practice" strategies and approaches. This section will discuss community planning, citizenship, and community partnerships.

## ***1.1b. National Best Practices***

### ***Urban Development***

Effective urban development organizes cities in order to be efficient for both the residents as well as the environment. This development takes place in a way that makes city spaces attractive to residents and includes aspects to foster a thriving day as well as night life. There are many factors that make a city, “city center”, or “urban village” desirable to residents. These factors include mixed income housing with affordable units, housing that appeals to the middle class, as well as those at lower socioeconomic levels. This housing also includes features that make it attractive to all types of households, from singles, to large families, young and old. In addition to this, good urban development fosters a thriving local economy, by supporting local jobs for residents and usable space, as well as room for small businesses. Ideally residents, organizations and businesses have a role in policy and planning for their community area. Other aspects include an efficient waste disposal system as well as public transportation. (Bromley, Tallon, & Thomas, 2005).

Residents and workers in local businesses feel safer in dynamic city spaces that foster public safety in a lively active daytime/nighttime environment with many residents close by (Bromley, Tallon, & Thomas, 2005). Additionally, residents have the tools they need to prosper and thereby avoid such factors as poverty and drug abuse, that may lead to crime.

*“There are specific political, social and behavioral characteristics that make the District unique. Unfortunately, small threads of gang culture are woven into the city’s social framework. This is often intensified by youth who choose to imitate gang culture. It is important to get a sense of the dynamic of the city. The District used to have go-go functions that provided youth a safe space to socialize and express themselves through music. The city will need to be creative in intertwining the city’s local and social cultures into the initiatives formed to connect youth. “*

Quote: Ron Moten, PEACEOHOLICS

### ***Teaching Citizenship and Accountability***

***The National Civic League (NCL) created The Community Visioning and Strategic Planning Handbook in 2000*** as a guide to help organizations or partnerships effectively organize efforts promoting community action. The NCL stressed that there were several factors that were key in making sure citizens were fully invested in their community and the initiatives developing within them. The first key to engaging citizens was to educate citizens on how to effectively become engaged. This involves educating residents about the structure of the larger community, local government, and national government. This also involves educating residents about the issues and policies currently affecting them. Another key to teaching citizenship and accountability is for community-based organizations to provide seminars to train residents about what it means to be a citizen. The NCL advocates for hopeful messages from community partners through public service announcements, town hall meetings, and other ongoing

interactive events (i.e., neighborhood meetings). Finally, the NCL specifically points to the need for community partners to provide intensive outreach to residents, and to serve as models of good citizenship.

### *Developing Unique Partnerships*

There are many different subsets within the District of Columbia with a particular interest in forming partnerships to reduce the number of murders and violent crimes that occur each year. There is the local government, which has an interest in keeping the city's residents protected in the interest of public safety. There is the federal government located within the city to keep Americans protected in the interest of national safety. Community members living in the District, who want to live in healthy neighborhoods that are safe. Also, there are temporary residents of the city (i.e., students, tourists, foreign dignitaries) who want their stay to be as enjoyable as possible. These individuals represent various ethnic/national and socioeconomic groups; all wanting to live in a city where they feel safe walking the streets. To effectively make the city neighborhoods a safer place to reside, there is a strong need for the development of culturally-relevant unique partnerships.

A large issue to address when developing unique partnerships is the need to ensure that initiatives are appropriate for the District. The District has implemented many best practices from around the country in an effort to reduce crime; however, thought must be given to how the best practices fit the communities within the District. Groups working on crime reduction efforts must revisit the composition of the District when adopting best practices. Borkowski, Smith, and Akai (2007) emphasize the need for efforts that are comprehensive in nature. They must target multiple needs; utilizing a variety of approaches. This includes an emphasis on socio-emotional and cognitive-linguistic issues arising for residents. More importantly, these efforts must be relevant to the culture(s) of the District.

Frazier, Abdul-Adil, and Atkins (2007) found that many cities did not address the basic needs of residents. The authors note that many urban areas tend to neglect low-rates of service use; high rates of attrition in programs; culturally sensitive service delivery; and individual needs, cultures and ecologies of low-income families. Borkowski et al (2007), highlight the need to accurately target the needs of the community. Often the community is not involved in the implementation of crime reduction efforts because it was not invited to participate in the planning and development of the efforts. There is also a need to be sensitive to the culture(s) of the residents to promote engagement in collaboration, and participation in initiatives. Moreover, the initiatives should be presented transparently and be easily comprehended in the communities involved. Many components of engagement are necessary for improving efforts for crime reduction in the District. There should be a focus on mentoring for both adult and youth in the most appropriate way. The efforts must also provide the appropriate quantity and quality of mentorship including: scope, duration, and continued support.

**The National Civic League (NCL)** outlines in its 2000 handbook how to best develop an effective partnership for community change. In order to promote steady forward movement, the NCL noted the importance of requesting local media enhanced coverage of positive events occurring within the community. They also stressed that the meetings for the partnership be created as a safe space for partners to freely participate. This involved focusing on solutions, and

refraining from taking sides or placing blame. A major strategy suggested was the use of the “go slow to go fast” approach. This is an approach where partnership is fully established with all necessary partners on board in the beginning. This is believed to prevent possible setbacks or hesitations due to differing points of view once the initiative has begun.

The NCL suggested ground rules necessary to develop effective partnerships, in which government, community organizations, and citizen partners felt comfortable about actively participating which were:

- Include people with varied interests and various perspectives.
- Traditional “power brokers” should view other participants as peers.
- No personal agendas or baggage; the group must stay focused.
- Strong leadership from all sectors and interests.
- All participants take personal responsibility for the process and outcomes.
- Produce detailed recommendations with specified responsible parties, timelines, and costs.
- Break down racial, economic, and sector barriers.
- Develop effective working relationships based on trust, understanding, and respect.
- Expect difficulties to occur at certain points, and realize they are part of the process.
  - During times of difficulty step up commitment and work harder to overcome barriers.
- Projects should be well timed.
  - New projects should be launched only when other projects geared toward the objective do not exist or are not working.
- Learn from past efforts, and apply what is learned to subsequent efforts.
- Use consensus to reach desired outcomes.

### ***1.1c Local Initiatives***

The city has used some of the lessons described above in the execution of the following initiatives.

#### ***Lifestarts (formerly East Capitol Center for Change)***

This program is a collaboration between the Center for Neighborhood Enterprise Violence-Free Zone Program, the Peaceholics and DC Government’s Safe Schools Initiative. It provides afterschool, in-school mentoring and character development for youths between 10-20 years of age. It promotes volunteerism, marriage, family stability and good parenting. It also connects families to services for jobs, financial literacy and asset accumulation. The Life Starts with Learning provides youth advisors who are para-professional mentors who work in schools as mentors, classroom aides, hall monitors and character development guides. Results have shown a 50% reduction in violent incidents at Johnson Jr. High, a drop in suspensions at Bladensburg Sr. High, and improved reading proficiency by 1.5 grade levels for H.D. Woodson Sr. High participants.

### *Peaceholics*

This organization, which was established in 2004, works with a number of partners including, but not limited to, the Alliance of Concerned Men; Clark Construction; East of the River Clergy, Police and Community Partnership; Children/Youth Investment Trust; and a number of churches. The programs include a Youth Leadership Council; peer and family mediation; job placement assistance; mentoring; technical assistance; Transition Back into the Community (Reentry); gang and neighborhood intervention; and youth and parent advocacy, to name a few.

### *Summer of Safety 2007*

The summer time tends to be a time in the District when homicide rates rise, especially those in which the victims and perpetrators are juveniles. For this reason, a crime emergency was announced for the summer of 2006. This crime emergency successfully brought down the overall homicide and violent crime rate for that summer. In the summer of 2007, a crime emergency was not called for, instead, Police Chief Cathy L. Lanier and the Washington, D.C. Metropolitan Police Department kicked off its first Summer of Safety Program (SOS). This program included several activities for the youth in the District. These activities included:

- Kids' safety programs
- Ice cream socials
- Rugby, martial arts and soccer camps
- Teen events, planned by teens
- Community softball games and more

Many of the events offered to the youth were free and also included block parties and summer camps. MPD also partnered with the Department of Employment Services (DOES) to offer summer jobs to youth who were old enough to work (Metropolitan Police Department, 2008).

### *Focused Neighborhood Improvement Effort*

In November of 2007, Mayor Fenty began a pilot program created to target at-risk communities in the District in order to reduce crime in these communities. These communities were labeled **Focused Improvement Areas (FIA)** and were located in the 3<sup>rd</sup>, 5<sup>th</sup>, and 7<sup>th</sup> police districts in Washington, D.C. Programs such as **Operation Full Stride** and the delivery of human services are being combined, not only to reduce crime in these areas, but to also increase job opportunities, involve youth in positive activities, decrease truancy, and clean up the appearance of neighborhoods. In order to achieve this, MPD has partnered with The Department of Employment Services, Department of Human Services, Department of Parks and Recreation, DC Public Schools, Office of the State Superintendent of Education, and Department of Consumer and Regulatory Affairs (Metropolitan Police Department, 2008).

### ***1.1d Recommendations***

- Increased number of active neighborhood associations which provide residents to make change within their neighborhood
- Increased collaboration between community and government entities for the purposes of crime prevention.
- The creation of School-Community Liaisons
- Special neighborhood events established to welcome and unify neighbors.
- Government and community partnerships for neighborhood beautification projects.
- Collaborations with religious entities to provide neutral spaces and comfort zones; welcoming and comforting residents in times of suffering.
- The development of seminars on financial literacy.
- Economic development efforts in all neighborhoods within the city.
- Increase the number of programs or collaboratives that work with youth to redirect negative forms of neighborhood pride (i.e., beefs) into positive forms.
- Social services such as affordable housing, sustainable employment, affordable daycare, and food banks should be made easily accessible to residents in need as well as residents in crisis.

## ***1.2 Education and Occupational/Vocational Training***

### ***1.2a Overview***

One of the first steps towards addressing societal factors that correlate with high rates of homicide is to enhance the employability of the marginalized and disadvantaged sectors of the District community. Education and vocational training can improve job skills, enable entrepreneurship, support small business and empower adults and youth to become productive members of the community.

A 2006 review found that the integration of education programs and occupational training is more beneficial to populations of low-skilled, low income, and limited English proficiency participants than either track alone. (Soricone, 2006). Integrated educational and vocational services include such activities as: employer-based services, sectorial workforce development initiatives, youth education and engagement, parenting skill development programs, programs targeted to ESL populations, teen pregnancy programs and career pathways.

### ***1.2b National Best Practices***

#### ***EMPLOYMENT TRAINING***

***Employer-based programs*** are delivered in the workplace and include separate sequential classes or basic skills curricula; they require the cultivation of relationships with the employers to integrate services that focus on employer needs. (Soricone, 2006).

***Sectoral workforce development*** initiatives focus on specific industries and the needs of low-income adults. Sectoral workforce development participants receive basic skills training, technical training, support services, and post-placement follow-up services. Pre-requisites for success include ample time for planning and research; strong partnerships; and the active

participation of all involved. (Choitz & Flynn, 2005; Soricone, 2006). Programs that target persons with limited English proficiency integrate English classes with job skills and social training to assist participants in obtaining long-term employment. (Soricone, 2006).

**Career Pathways** is a program that integrates basic education and job training for low-income workers. It encourages them to pursue higher education and long-term employment involving the partnership of employers, workforce agencies, community-based organizations, and educational institutions (Soricone, 2006).

**The National Welfare-to-Work Strategies** combined basic education and training depending upon individual needs. Along with the integration of training, this program also focused on obtaining jobs that paid more than minimum wage. It was found that there was a 25 percentage increase in wages, amounting to \$5000, which was sustained more than five years after completion of the program (Hamilton, 2002; Martison & Strawn, 2002; Soricone, 2006).

*“What was clear from our very first meeting was that homicide prevention could not be seen simply as a crime issue, but rather must be viewed through the prism of local community development and public health. Some things were obvious from the start. DCPS’ policy toward suspensions,, alternative education opportunities and workforce development are key in their impact, either positively or negatively, on our neighborhoods and those who live there. The only solution to crime is through unity between the agencies, community based organizations, faith based organizations, the workforce development community, the police and the citizens and the city’s leadership.”*

Quote: George Starkes, Excel, Inc.

**The Job Corps** prepares women and men between the ages of 16-24 for long-term jobs and careers, or higher education. This program provides a combination of educational programs, vocational training and social skills building to help participants become more employable and independent (<http://jobcorps.dol.gov/mission.htm>, 2007). One program evaluation determined that their out of school youth, compared to a control group, earned an average of \$1300 more money, had greater employment rates, were less likely to depend on welfare, and were more likely to attend college (Soricone, 2006).

The **Center for Employment Training (CET)** was established in San Jose, CA, but today is a national program operating in 11 states and the District of Columbia. This not-for-profit organization serves at-risk populations who take classes five days a week for six to seven hours at their own pace until they achieve 70 percent proficiency in a skill. Instructors are highly experienced in the private sector and work with students on acquiring skills that will help them obtain long-term employment in the private sector. <http://www.cetweb.org/aboutcet/index.html>, 2005). Compared to a control group, CET students made 40 percent more annually, about \$3000.

The following recommendations suggest ways to apply these program lessons to local initiatives:

- A) Support the development of ‘sectoral’ and ‘career pathways’ initiatives in high priority sectors, thereby addressing a critical employer need and advancing less-skilled, low-income workers by improving their basic educational and occupational qualifications.
- B) Coordinate efforts at the program level across existing workforce and educational systems to design an education experience that can lead to:
  - Attainment of a work readiness credential;
  - Acquisition of a high school diploma or equivalent;
  - Enrollment in community colleges and training leading to certification; and
  - Job placement or advancement supported by community college sources.
- C) Conduct follow-up investigations with:
  - States, such as North Carolina and Washington which have successfully pursued career pathways initiatives and developed systems for data collection analysis; and
  - Programs that seem particularly relevant to current circumstances in the District of Columbia and can offer models for effective design and delivery of integrated training and education (Soricone, 2006).

## ***EDUCATION AND YOUTH ENGAGEMENT***

Programs that target non-offending youth who may (or may not) be at risk are also important to focus on. Youth have a plethora of needs that should be addressed, from healthy eating to staying in school. Some programs attempt to address several needs while others have a narrower scope.

### ***An assessment of Truancy and Alternative Suspension***

Individual states tend to define truancy based on their compulsory school attendance laws and local and school district policies (Truancy Prevention, 2008) Truancy, characterized as a “status offense”, means that it is an offense that would not be considered criminal if an adult were to commit it (The Juvenile Justice and Delinquency Prevention Act, 1984).

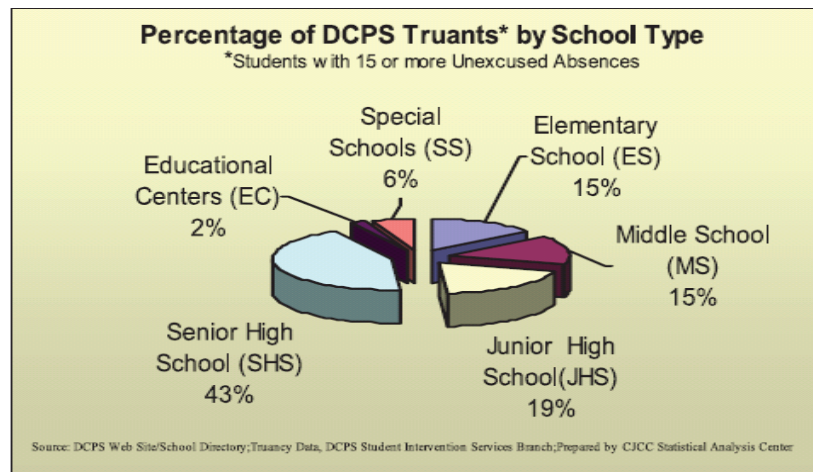
Truancy is not only an important problem to eradicate because children miss days of school, but also because truancy is a gateway to other maladaptive and harmful behaviors (Huizinga, Loeber, Thornberry, & Cothorn, 2000; Huizinga, Loeber & Thornberry, 1994; Morris, Ehren,& Lenz, 1991). Truancy can lead to substance abuse, delinquency, teen pregnancy and dropping out of school (U.S. Department of Health and Human Services, 2001; Blum, Beuhring, & Rinehart, 2000). Below in Figure 1.2 is a look at truancy in the District. It shows the percent of truants by school type, with senior high schools (43%) having the largest percentage of truants and educational centers having the smallest (2%).



*“Truancy is a community issue that the police are often tasked with managing. In Philadelphia there is a Welfare to Work model where mothers are employed as truancy monitors. This type of effort brings the community together, and provides jobs. There must also be a consideration of alternatives to suspension. DCPS has a list of protocols for most situations and the execution of almost all of these protocols. We need to ensure that city agencies are doing what they are supposed to do, and that they are connecting to the community in a real and effective way. There should be a way to monitor individual youth so that plans are instituted at the beginning of bad behavior, not as a last resort.*

Quote: Maia Shanklin Roberts, PEACEHOLICS, Inc.

**Figure 1.1. Percent of DCPS Truants by School Type (2005-2006 school year)**



Many programs nationwide have been designed to eradicate truancy employing methods that cater to the needs of their specific populations. **The National Center for School Engagement** has named four components of effective truancy reduction programs which include: 1) parent and guardian or whole family involvement in the program; 2) consistency which includes meaningful incentives for good attendance as well as consequences for absences; 3) collaboration between all relevant agencies and individuals including education, law enforcement, mental health workers, mentors, and social service providers; and 4) measurable goals for the program as well as student performance that leads to on-going and accurate evaluation of the program (Office of Juvenile Justice and Delinquency Prevention).

Involving parents in the process of eradicating truancy allows them to provide their expertise and advice based on their experiences with their children and their community. Parents should be proactively engaged in every phase of program development not just when truancy has become a problem. Research indicates that parent and family involvement greatly decreases truancy as well as other misbehaviors (Office of Juvenile Justice and Delinquency Prevention, n.d). Incentives and sanctions, including monetary rewards, used to create positive behavioral changes regarding truancy should be meaningful to students and their families, and may be used to address other behavioral problems (Office of Juvenile Justice and Delinquency Prevention).

Strong collaborations among school authorities, community leaders, and law enforcement increase the strength and sometimes the longevity of truancy programs. In support of this finding, OJJDP funding for truancy programs under the Truancy Reduction Demonstration Program for Title V Delinquency Prevention requires collaboration (Office of Juvenile Justice and Delinquency Prevention). Finally, truancy prevention and intervention programs must be evaluated so that providers know if their program is working and is cost-effective. (Office of Juvenile Justice and Delinquency Prevention).

Truancy programs across the nation work in different capacities. For example, the Truancy Recovery Program is a law enforcement based crime prevention program whose primary goal is to return truants to school as quickly as possible.

Another program that targets truancy through a more comprehensive lens is the *Wraparound Services Model* in Columbus Ohio. This program had several goals, which include: reducing truancy, avoiding expulsion and suspension, not running away from home, avoiding being picked up by police, and finally, not assaulting others (Office of Juvenile Justice and Delinquency Prevention).

### Figure 1.2. 10 Things a School Can Do to Improve Attendance

#### **10 THINGS A SCHOOL CAN DO TO IMPROVE ATTENDANCE**

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1. **Make students and parents/guardians feel welcome.** Make a point to say "hello" to every parent/guardian or student you see in the halls and outside--make it your business to know his or her names
2. **Create an environment that enables students to feel successful in something--no matter how small it may seem.** Award academic and attendance "letters," as you do for athletics.
3. **When a student is absent, immediately talk to the parent/guardian -- not their answering machine.** Make a personal phone call in the evening, or call parents/guardians at work during the day.
4. **When a student is absent, immediately talk with them about why they were gone--let them know you are aware...and that you care that they are at school.**
5. **Forge a relationship with local businesses where youth may congregate when truant--encourage them to keep students in school during school hours.** Create a poster that states "We support youth in school and will not serve anyone under 16 during school hours."
6. **Forge a relationship with local law enforcement--make them your allies in showing the community, families, and students that school is the place to be.** Empower community police officers to return youth to school.
7. **Don't provide the temptation for youth to be truant.** Close your campuses during breaks and lunch.
8. **Empower and expect classroom teachers to take action when they think a student may be truant.** Ask teachers to make calls to absent youth or families in the afternoon or evenings.
9. **Reward and recognize good attendance--not just perfect attendance.** Post large signs giving the daily attendance for the day. Reward individuals, classes, and the school for increased attendance.
10. **Make your school a place where students feel safe and respected.** Adopt a character education program that is planned and implemented by students.

***The Truancy Intervention Project (TIP)*** is a dropout prevention program that was developed by the Atlanta Bar Association in 1991. TIP was founded by Glenda Hatchett (former Chief Judge of the Fulton County Juvenile Court) and the leadership from the Atlanta Bar. The primary focus of this program is to address the needs of young people who are chronically absent from school.

***The Boys and Girls Club of America (BGCA)*** focuses on several related needs at once and targets children from late childhood through late adolescence in a community setting. BGCA teaches at-risk children pro-social behaviors and norms in order to decrease maladaptive and disruptive behaviors (Office of Juvenile Justice and Delinquency Prevention). Its five core program areas include Character and Leadership Development, Education and Career Development, Health and Life Skills, the Arts, and Sports, Fitness, and Recreation. The program was designed to provide:

- (a) a safe haven away from the negative influences of the street; (b) guidance, discipline, and values from caring adult leaders; (c) constructive youth development activities and programs in supervised, supportive environments; (d) access to comprehensive, coordinated services that meet the complex needs of youth at risk; (e) educational support, increased awareness of career options, and guidance in setting goals; (f) a comprehensive violence prevention initiative; and (g) a vision of a safer, healthier, and more productive life (Office of Juvenile Justice and Delinquency Prevention).

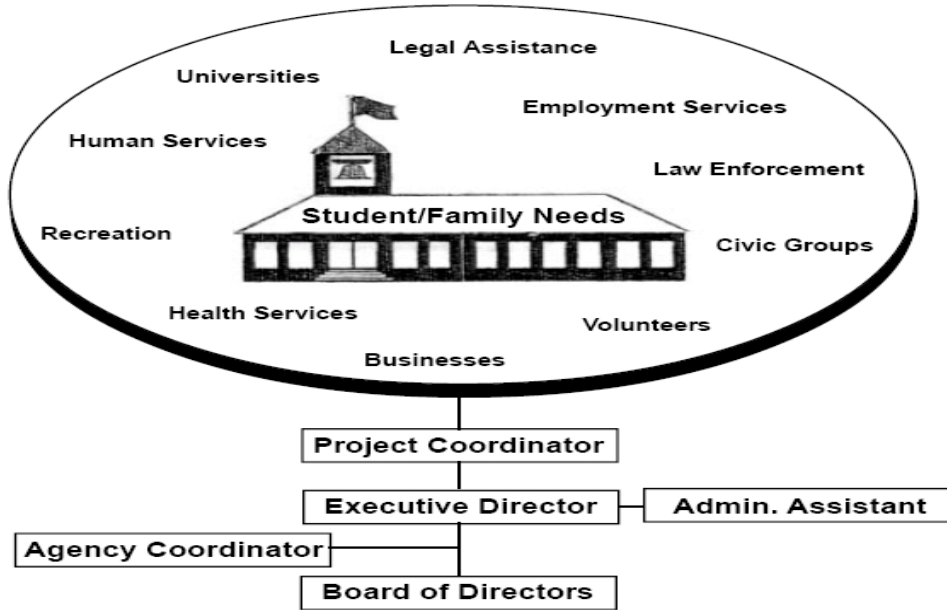
One evaluation of a BGCA program asked youth about club attendance, school performance, and substance abuse, among other areas. The participants who were 58% male and predominately Latino and White-American gave responses that demonstrated a positive correlation between club attendance and academic performance, with high club attendance related to higher academic performance and a decrease in substance abuse and truancy (Office of Juvenile Justice and Delinquency Prevention).

***The Big Brothers and Sisters of America (BBBSA)*** has a narrower focus as compared with the BGCA. BBBSA focuses on tutoring and mentoring at-risk children and youth from late childhood to late adolescence with goals similar to those of BGCA. BBBSA teaches pro-social behaviors and works to improve youths' academic performance, attitudes, and behaviors while promoting healthy peer and family relationships. Mentors and mentees, who are matched by their goals and interest, meet weekly over four to five hours for at least one year. BBBSA staff periodically contact the mentor and mentee and the family to evaluate their progress (Office of Juvenile Justice and Delinquency Prevention).

Two evaluations of male youth in BBBSAs programs were conducted: one study focused on social behaviors including academic performance and the other focused on academic performance as defined by standardized test scores. Students who participated in the first study were 55% White-American, with the remaining participants being African-American, Latino, biracial, and Native American. Many of the students came from poor, single-parent households. The four hundred and eighty seven mentored youth were less likely to use alcohol or narcotics and less likely to commit assault, compared to a control group of 472 youth who were not mentored. The second, smaller study of 17 youth compared to a control group of 17 youth who

were mostly White-American (with some African-American and Latino) found that boys in the program showed significant improvement over the control group in standardized test scores (Office of Juvenile Justice and Delinquency Prevention). BGCA and BBBSA employ different approaches while sharing many of the same goals, and both demonstrate the importance of improving the lives of at-risk youth by addressing their multiple needs concurrently.

**Figure 1.3. Needs-Based/Collaborative-Driven Organizational Chart**



Source: Cities In Schools, Inc. (1995). "Cities in Schools: A History of Partnerships."

**SCHOOL BASED PROGRAMS**

Figure 1.3 above shows the model used by *Communities in School (CIS)*, formerly known as Cities in Schools (Cities in Schools, Inc, 1995). The large bubble represents the proposed collaboration between various agencies and institutions in order to increase the resources and guidance given to students. The boxes below the bubble contain the hierarchy of individuals who work together to operate the CIS program. The importance of the CIS model is that it can be applied to the goals of many programs serving youth including those headed by the community and by law enforcement. Although it is based in a school environment and focuses on reducing school drop out rates, it involves collaboration between local, State and national partners to provide students with “a personal one-on-one relationship with a caring adult; a safe place to learn and grow; a marketable skill to use upon graduation; and a chance to give back to peers and the community.” (Cantelon & LeBoeuf, 1997).

Although CIS is specifically a program that has been developed as a new “wing” of an existing school that involves a 501(3) tax-exempt corporation, a management team with a executive director, and a new education, health, and human services delivery system, its principles and practices can be applied in other ways. The classroom model involves mentoring and tutoring on many of the topics that can be found in Figure 1.3. Community volunteers, with

teacher assistance, can instruct on topics like life-skills, employment, remedial education, and tutor in areas of student need (Cantelon & LeBoeuf, 1997).

An Urban Institute evaluation found that the CIS model allows for communities to supply their students with what they individually need-independent of state or national requirements. Moreover, community resources are effectively brought into the CIS classroom. “The functions of the community CIS program include strategic planning, effective community network and collaboration building, services integration and coordination, fundraising, and program and project monitoring for accountability”. The Urban Institute also found that a large number of CIS students graduated from high school and students with attendance and academic problems improved performance during their time with CIS. (Cantelon & LeBoeuf, 1997).

Two challenges that CIS faces are fundraising and more cohesive services: CIS must be able to effectively fundraise to make services available to students, and CIS must be able to provide students with what they need and not be limited by what is available in the community.

### ***TRAINING ON PARENTING SKILLS***

Researchers can demonstrate that poor parenting easily leads to antisocial behavioral and conduct problems among children (Dishion, French, & Patterson, 1995; Farrington, 1992, 1995; Ferguson, Horwood, & Lynskey, 1994; Gardner, 1989, 1994; Patterson, 1982, 1997; Rutter, Giller, & Hagell, 1998; Shaw et al., 1998). Antisocial behavior, beginning in childhood can lead to maladaptive behavior with peers, partners, and even offspring later in life (Coie & Kupersmidt, 1983; Dishion, Andrews, & Crosby, 1995, Capaldi & Clark, 1998; Giordano, Millhollin, Cernkovich, Pugh, & Randolph, 1999; Magdol et al., 1997, Patterson & Capaldi, 1991; Simmons, Wu, Johnson, & Conger, 1995). On the other hand, assistance with parenting and improved parenting skills can increase family intimacy and decrease children’s and parents’ substance use and abuse, which directly correlates with violent crime and homicide (Kumpfer & Tait, 2000).

A recent study hypothesized that poor parenting affects three generations of a family, including parents, children, and grandchildren. Furthermore, it was hypothesized that poor parenting is a learned behavior and that the resulting subsequent antisocial behavior compounds future poor parenting practices. The third generation not only experiences the effects of the first generation’s poor parenting techniques but also suffers the negative consequences of the second generation’s antisocial behavior. An effect of this dynamic would be especially evident in the disciplinary practices of the second generation, which might be ineffective and possibly abusive (Capaldi, 2003). Abusive discipline could lead to at-risk behavior among the third generation when they enter their adolescent years and result in their dropping out of high school, academic problems, poor employment history, and teenage parenthood. When the same teens become parents, their children are more likely to be premature and/or suffer injuries (Fagot, Pears, Capaldi, Crosby, & Leve, 1998; Scaramella, Conger, Simons, & Whitbeck, 1998; Serbin et al., 1998; Miller-Johnson, Winn, Coie, et al., 1999; Miller-Johnson, Winn, & Maumary-Gremaud, 1999; Underwood, Kupersmidt, & Coie, 1996; Hardy et al., 1998; Jaffee, Caspi, Moffitt, Taylor, & Dickenson, 2001, Serbin, Peters, & Schwartzman, 1996).

While the first generation of poor parenting did affect third generation children, the effect was exacerbated by the second generation's antisocial behavior developed in adolescence. The third generation children suffered the effects of their grandparents' poor parenting skills and the combined effect of their parent's poor parenting skills and antisocial behavior. (Capaldi, 2003). Based on this hypothesis, improving parenting skills will indirectly as well as directly affect manifestations of violent behavior. If poor parenting is addressed, the resulting antisocial behaviors of the children may be decreased, which is a first step in decreasing and perhaps eliminating violent crime in the community.

A research study by Mazza (2003) of young, at-risk, African-American fathers found that providing parenting information was not enough to change their behavior. Hendricks (1981) postulated that African-American, unwed, adolescent fathers face eight primary problems: "providing financial support for the children; relationships with the children's mothers; relationships with the mothers' families as well as their own; being restricted in their freedom due to the needs of the children; attending and completing school; employment; coping with the physical and emotional demands of being fathers; and responsibilities inherent in setting a good example for the children" (Mazza 2003).

To evaluate the effect of parenting training for this population, Mazza (2003) recruited 60 African-American males between the ages of 16 and 18 in New York City. The youth were randomly assigned to an experimental group or a control group. Both groups were interviewed twice, at pre-treatment and post-treatment. Information was gathered pertaining to the adolescents' self-perceptions, perceptions of their children and the children's mothers, their friends and family – support system, their own beliefs about manhood and what it means to be a man, and their future goals. Over a period of six months, the experimental group received weekly one-on-one counseling, bi-weekly group counseling, educational and vocational assistance, medical referrals, help with housing and legal matters, social and cultural activities, and finally, parenting skills training. The control group received only the weekly parenting skills training but was told that they could take part in case planning for their children. At the end of six months, both groups were re-interviewed with notably different outcomes.

In the follow-up interview it was found that unlike the first interview, 97% of the men in the experimental group were employed, while only 31% in the control group were employed. The number of vocational plans among the experimental group increased from 50% to 87% whereas the number of vocational plans among the control group decreased. (Mazzo, 2003). More men in the experimental group (77%) reported that their relationship with their child was "good" or "excellent" than in the control group (50%). Sixty-three percent of the men in the experimental group believed their future relationship with their child would be "good" or "excellent," compared to only 27% in the control group (Mazzo, 2003). Regarding support systems, 57% of the experimental group reported that they had two close friends, whereas men in the control group were more likely to report that they had no close friends. Participation in the program led to some of the men becoming friends with each other (Mazzo, 2003). These results demonstrate that although parenting skills training alone is important, a more comprehensive program that leads to overall life improvement is a more effective tool for working with adolescent African-American fathers.

*The Strengthening Families Program (SFP)* began in 1983 as a four year project funded by the National Institute on Drug Abuse (NIDA) to teach parenting skills to parents with substance abuse problems to ensure that their children did not subsequently develop narcotic or alcohol dependencies. However, since its inception, SFP has been used with at-risk and minority families (Kumpfer & Tait, 2000). The original program was empirically tested using four groups, three experimental groups and one control group. The experimental groups either had a parental skills training class; two separate classes for parents and children; or a separate class for parents and children, followed by a joined class for families. The model in which the parents and the children had separate classes as well as the joint class was the most successful (Kumpfer & Tait, 2000).

For the purposes of this review, the focus will be on the parental skills training classes and joint parent and child classes. This program was designed to last fourteen weeks, with two hour weekly sessions. The first part of the session includes separate classes for parents and children and the second part of the session is a joint class for parents and children. A brief description of what takes place at each parental skills training class can be found at <http://www.ncjrs.gov/pdffiles1/ojdp/180140.pdf> on page 3; the family skills training course description can be found on page 4 (Kumpfer & Tait, 2000). Once the SFP program was successful working with the (White-American) substance dependent population, researchers and community leaders made the program available to other populations. SFP has since been successfully implemented in different incarnations with different outcomes among rural African Americans, urban African Americans, Latinos, Asian/Pacific Islanders, as well as high-risk families. (Kumpfer & Tait, 2003).

The African-American samples included substance abusing parents. In the rural sample, there was a reduction in family conflict among “high-drug-use” families along with a documented 30-day reduction in substance use, as well as an increase in family organization in the “low-drug-use” families (Kumpfer, 1990, 1991). In the urban African-American sample, there was a decrease in drug use, depression, and the use of corporal punishment, as well as an increase in the self-perception of parental effectiveness (Kumpfer & Tait, 2000). Instead of being classified as at risk for substance abuse, the Latino sample was classified as at-risk for negative outcomes based on environmental factors including poverty and the program was modified accordingly. In this study, SFP was compared to a child-only Basic Prevention Program (BPP). Latino parents rated SFP slightly higher than BPP in satisfaction regarding a decrease in depression as well as substance abuse prevention/intervention; however they rated BPP higher in academic and social improvement, while children rated the programs as equally satisfying (Kumpfer & Tait, 2000).

Key aspects for successful implementation of SFP are: criminal justice agency collaboration with community groups to recruit families for participation; use of safe neutral sites for implementation that include childcare and transportation; engagement of local leaders and parents when modifying the program for an individual fit; collaboration to improve poor attendance; and follow-ups with those who miss sessions to create a more personal and caring environment (Kumpfer & Tait, 2000). As stated above, SFP has been successful providing parental skills training; child training; and family training in diverse populations, and as a result has created happier, more cohesive families.

*The National Institute of Child Health and Human Development (NICHD) uses a model called “RPM3” or Responding, Preventing, Monitoring, Mentoring, and Modeling, which is designed to help parents be effective raising children from birth until 14 years old. This program teaches parents to realize how their words and actions influence their children; model the behavior they expect of their children; be active in their children’s lives, and know what is going on in their children’s lives (Alexander, 2001). NICHD calls this a “no-frills” approach to parenting. Briefly, the model includes:*

- Responding to your child in an appropriate manner.
- Preventing risky behavior or problems before they arise.
- Monitoring your child’s contact with his or her surrounding world.
- Mentoring your child to support and encourage desired behaviors.
- Modeling your own behavior to provide a consistent, positive example for your child (Alexander, 2001).

RPM3 has the added benefit of offering a program design that is applicable to children and parents of all racial, religious, socioeconomic backgrounds, as well as children of all abilities: from the challenged to the gifted (Alexander, 2001).

The RPM3 training manual developed by NICHD addresses the above-mentioned topics in age appropriate increments for children between 0 and 14 years of age. The booklet also approaches the topics in the context of different backgrounds. Detailed information on the RPM3 training can be found at [http://www.nichd.nih.gov/publications/pubs/adv\\_in\\_parenting/index.cfm](http://www.nichd.nih.gov/publications/pubs/adv_in_parenting/index.cfm) (Alexander, 2001).

### ***1.2c Local Initiatives***

#### ***TRUANCY REDUCTION***

Truancy prevention in DC schools is a policy objective of the local government. The conventional thinking is that an engaged and educationally focused youth commits less crime and other kinds of anti-social activities. Behavioral and attitudinal problems are mitigated if not completely eliminated when children and youth are in school. Resources are targeted for school activities to engage the youth and to redirect their attention to productive ventures



According to the truancy reports for DC Public Schools below, truancy rates continue to be relatively high in secondary level schools.

Truancy in District of Columbia Schools (2004-2006) Academic Years

Academic Year: 2004/5

	<u>School Population</u>	<u>Truants</u>	<u>Truancy Rate (%)</u>
Elementary	29,843	4,659	15.6
Secondary	28,954	7,396	25.5
Total	58,797	12,055	20.5

Academic Year: 2005/6

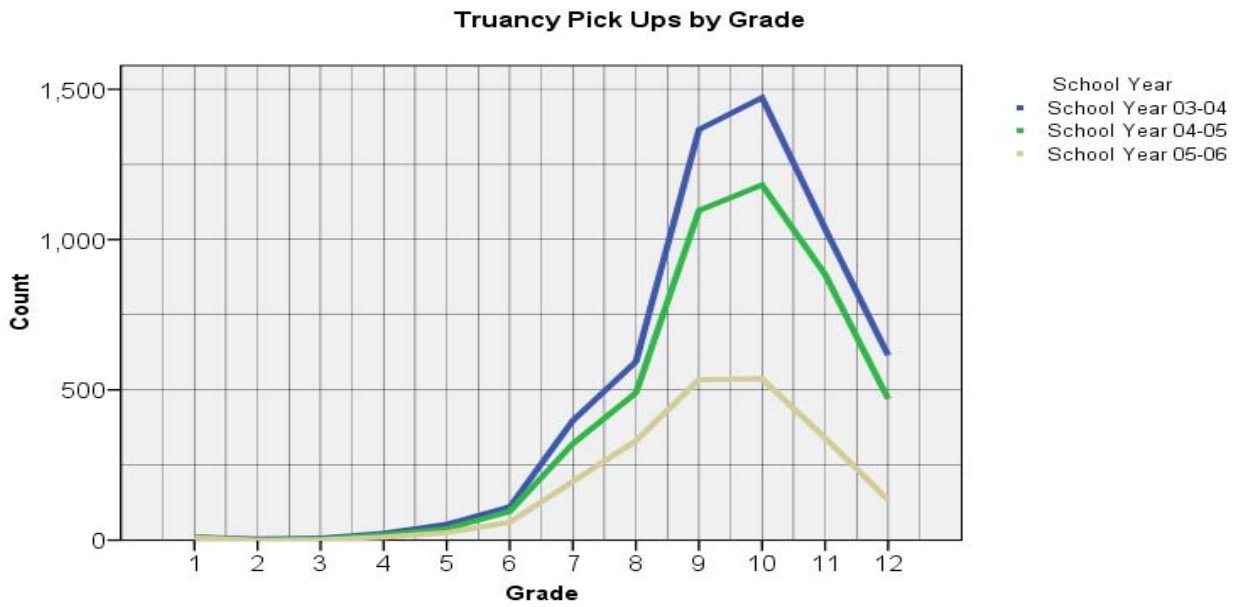
Elementary	31,229	3,752	12.0
Secondary	21,841	5,042	23.1 (reconcile with 43% showing in Figure 1.1 on page 46)
Total	53,070	8,794	16.6

Academic Year: 2006/7

Elementary	30,012	3,261	10.6
Secondary	25,852	5,858	22.7
Total	54,278	8,555	15.8

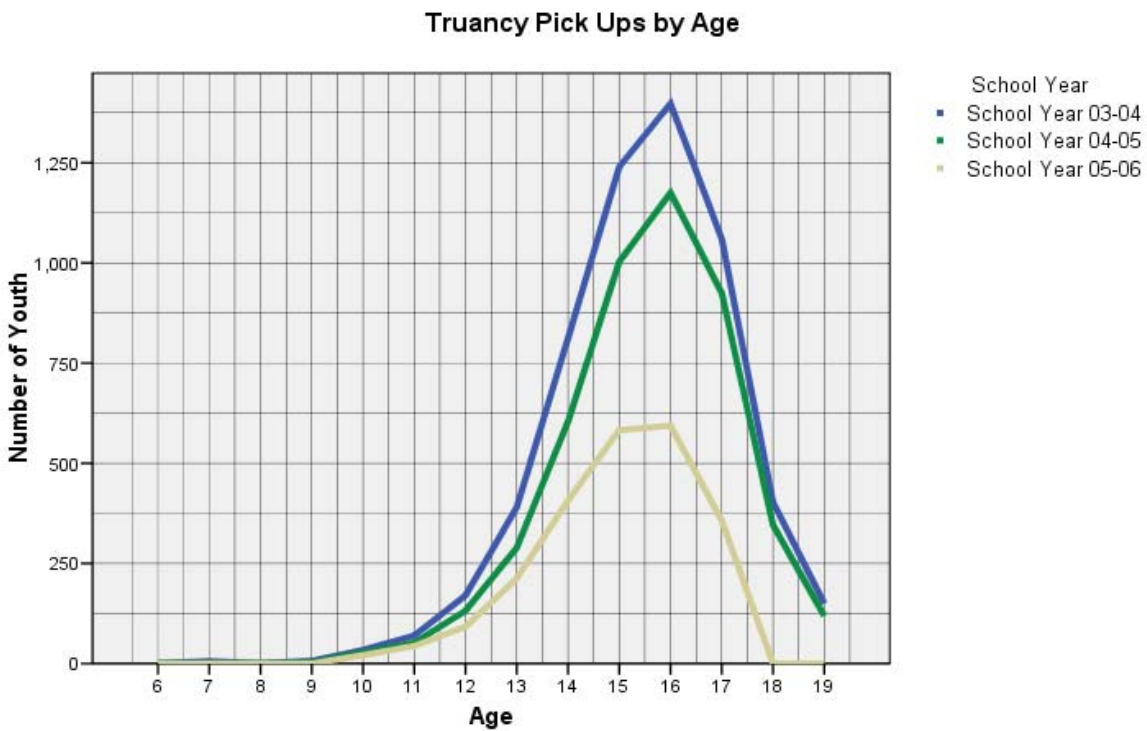
The next three figures are representations of truancy in the District. Figure 1.4 shows the number of truants picked up increasing by grade until ninth and tenth grade when it began to decrease. Figure 1.5 shows the number of truants by age and mirrors Figure 1.4 data. The number of truants picked up increased until the ages of 15 and 16 when it began to decrease. Figure 1.6 shows a somewhat different story. It shows the number of truants picked up by race, and demonstrates that African American youth were picked up far more than youth of any other race. However, the number of African American truants peaked during the 2004-2005 school year and marginally subsided the following year.

**Figure 1.4. Truancy Picks Ups by Grade**



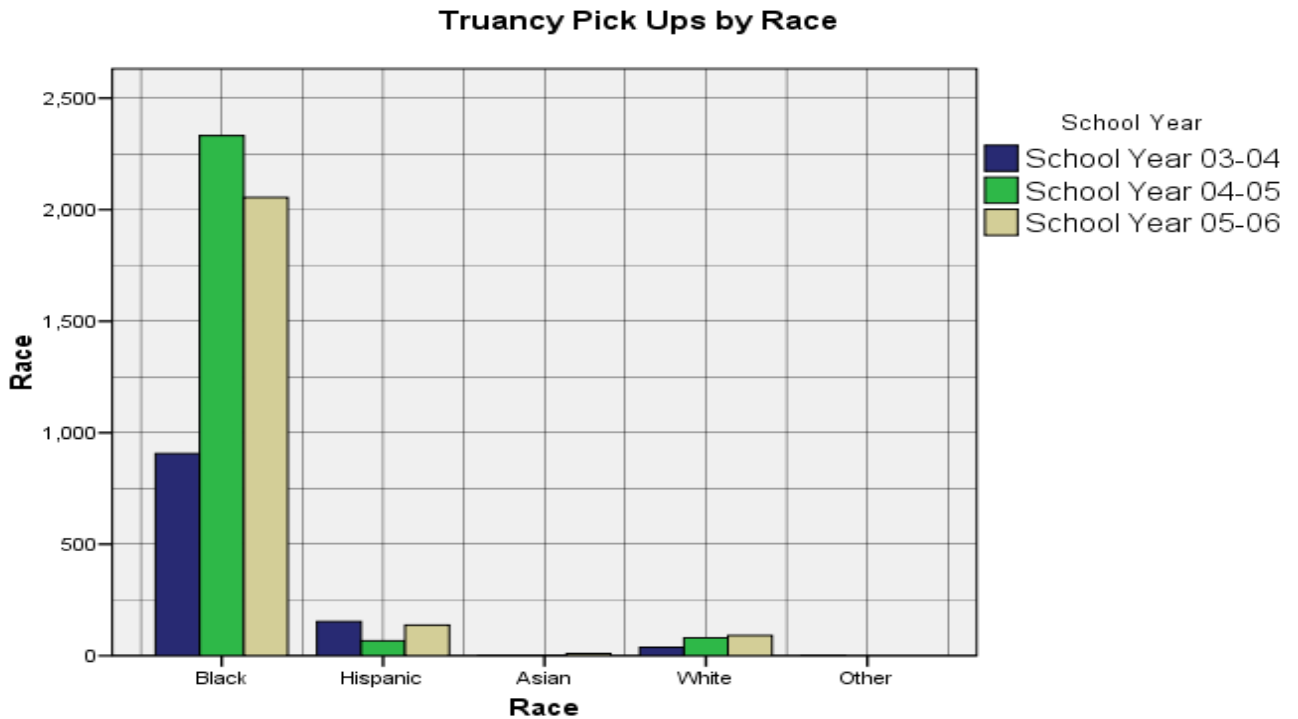
Source: District of Columbia Public Schools

**Figure 1.5. Truancy Pick Ups by Age**



Source: District of Columbia Public Schools

**Figure 1.6. Truancy Pick Ups by Race**



*Source: District of Columbia Public Schools*

From the 2004/5 to 2006/7 academic years, annual truancy rates were over 20% for the secondary school system. Even though there was a slight decline from 25.5% during the 2004/5 academic year to 23.1% (2005/6) to 22.7% (2006/7), this decline was small compared to that of the elementary schools which saw a significant decline in the truancy rate from 15.6% to 12.0% to 10.6% during the respective academic years.

Within the framework of a comprehensive homicide elimination plan, educational empowerment and truancy reduction strategies go hand in hand. For example during the 2003 through 2007 academic years, The DC Truancy Taskforce (a multi-agency committee of DC government and court representatives) noted that a truancy reduction among students 10<sup>th</sup> grade and beyond also saw a reduction in homicide rates among 18-24 year olds. One can underscore the fact that incremental changes in conventional school attendance and increases in occupational/vocational training are essential considerations to be palpably emphasized if further inroads into homicide reduction are to be significantly made.

Truancy as a term and phenomena in DC means any intentional or deliberate unauthorized absence from compulsory schooling, classes or activity. This is understood as a matter of policy and practice to mean that the action of such student is (a) done out of freewill, (b)illegal, (c)avoidable and, (d) unexcused.

The fundamental notion is that while there is no appreciable excuse, truancy is indicative of irresponsible behavior and is in many cases associated with juvenile delinquency. The commonly stated socio-psychological issues underlying truancy have been traced to dysfunctional families or a failure of the educational and criminal justice system to maintain

adequate supervision and control over juveniles or from the economic perspective, indicative of poverty. In other words, truancy has a high socio-economic correlation. One can therefore assume that truancy is more of a symptom than a cause. Among the eight wards of Washington, DC there is a great disparity in socio-economic indicators. Such disparity is reflective of the cases of truancy and homicides.

### ***The Fenty Administration's Reorganizing and Rightsizing of the District of Columbia Public Schools***

In order for truancy prevention to work the schools must be designed to engage students and increase their enthusiasm about attending school. To this end, in November of 2007, Mayor Adrian Fenty began his plan to revitalize the District of Columbia Public Schools (DCPS). The Fenty Administration is seeking to gear District public schools toward implementing and maximizing the use of effective academic programming. In order to do this, the mayor has teamed up with DCPS and the community in order to create an exemplary public school system. The proposed plan to do this involves closing down as well as consolidating some schools in order to maximize space and enrollment in a way that is cost efficient and leads to the implementation of much needed advanced academic programming. The upcoming changes are expected to allow school administration to be more accessible to parents and students, and allow for the upgrading of facilities, ensure that schools are safe, as well as improve special education programming (District of Columbia, 2008).

### ***The Truancy Intervention Project (TIP)***

As a partnership between the District of Columbia Superior Court, District of Columbia Public School System, State Superintendent of Education, Attorney General for the District of Columbia, and the D.C. Bar, the TIP Project would provide volunteer attorney and non-attorney partners to children who are involved with the juvenile court system due to excessive absences from school. The Truancy Intervention Project also has an early intervention initiative, which partners volunteers with children and families to intervene at the school level, before a juvenile court referral becomes necessary.

The Truancy Intervention Project ("TIP") in DC, expects to model many aspects of the Atlanta program. The main objective of the TIP is to provide early, positive intervention when children are noted for excessive school absences. The TIP is based on the assumption that once the reasons for the absences can be determined and resolved, and the child returns to school, then the child's life can be redirected to a more positive and constructive future.

A Resource Manual has been developed by TIP and the Family Court which lists possible sources of assistance. In addition, some funds are available through TIP to meet certain needs of the child. Experienced staff members within the Juvenile Court, including the probation officers assigned to the TIP and a school social worker are listed in each file sent to the volunteer. Along with the TIP staff, these individuals are available to discuss and explore programs that will best meet the needs of the child.

TIP volunteers will be trained utilizing the TIP manual and techniques and strategies that have been successful in Atlanta and other jurisdictions. Volunteers with the early intervention

initiative commit to attending two meetings with the child and his/her family at the child's school to address the issues related to the absenteeism as well as be a role model to and advocate for the child and family to help ensure the child's successful attendance in school. All volunteers also agree to serve as a role model and advocate for the child and to assist the family in identifying and utilizing community resources.

### *PARENT TRAINING*

#### ***DHS Strong Families program, Ballou Senior High School, and the Temple of Praise Church Parenting Training Classes***

In 2005, the Office of the Mayor, the Department of Human Services Strong Families program, Ballou Senior High School, and the Temple of Praise Church opened the Parenting Center at Ballou Senior High School in Southeast, DC. The center was the first of its kind in the District.

The DHS Strong Families program joined with several area churches to establish parenting centers that provide workshops and training for parents who are considered at-risk and those in high crime areas in the District. These courses are led by professionally trained staff. The parent centers were created to improve parenting and child development in the District.

The basic activities and services include: parent education classes; parent support groups; parent counseling; fathers only support groups; lunch bag seminars and workshops for working parents; evening parent-teacher workshops regarding roles, rights, responsibilities, and relationships; and, sponsored parent-child field trips and activities.

The classes cover such topics as: family literacy and GED; dealing with grief and trauma; teen pregnancy prevention; landlord tenant rights and free legal aide; the impact of domestic violence and substance abuse on children and families; and, anger management. Staff from each organization covers different areas, for instance, the Temple of Praise church staff will provide counseling, while DHS staff will provide case management services for families.

#### ***Teen Pregnancy Reduction in the District***

DC Department of Human Services (DHS) found that its Income Maintenance Administration (IMA) and Family Services Administration (FSA) substantially helped to reduce the teen birth rate for girls aged 15 to 19 by 37% between 1991 and 2002, and in 2002 resulted in a 10% improvement in the poverty rate for children under six and a 10% improvement in the proportion of children under age six living with a single mother. This led to a \$25 million bonus for this program in FY 2004. The program specifically targeted Wards 7 and 8; these wards had the highest number of at-risk teens in the District.

The National Campaign to Prevent Teen Pregnancy has found that there is a link between teen pregnancy and early childbearing with child poverty, as well as many other critical social issues. Children born to unwed, teenage mothers without a high school diploma are nine times more likely to be poor than children born to mothers who do not fall into those categories.

### *1.2d Recommendations from Community Residents*

Through the course of three public forums, a youth forum, and several interviews focused on the reduction of homicide; residents of the District provided several recommendations relating to juvenile offenders, and youth in general.

- The District should be more culturally competent regarding D.C. youth, and the current youth culture.
- More recreation centers should be established, with programming relevant to the needs of D.C. youth.
- Recreation centers, libraries, schools and other youth-focused institutions should be revamped to meet the needs and interests of the D.C. youth population.
- More activities, after school programs, and opportunities need to be provided for youth.
- The city should address parental neglect and child abuse; specifically, if the activity is reported by the child.
- Government agencies should actively listen to complaints that come in from youth, and engage youth in various initiative targeting youth.
- Schools should introduce curriculum promoting positive self-esteem, conflict resolution, drug awareness, and dating violence.
- The District should develop a MPD Go-Go Workgroup which could be a partnership among go-go bands, police, community and local business to promote public safety.
- The District should collaborate with various universities and social organizations to provide positive mentors for youth.
- Youth need to be included in civic organizations and community empowerment efforts.



## ***1.3 Mental Health and Substance Abuse***

### ***1.3a Overview***

Mental illness and substance abuse have long been associated with crime. In 2004 approximately 30,000 individuals with a mental health disorder resided in the District of Columbia, meaning an estimated one in every 16 District residents is living with a mental illness (D.C. Office of Planning, 2004). When considering the number of people in the District who interact with these individuals through family, work, and social ties; the number of residents affected by mental illness most likely grows exponentially. There is also a considerable issue of substance use among District residents. Approximately 11% of residents report having a serious drug and/or alcohol problem (D.C. Department of Health, 2001). When considering the estimates of District residents with both mental health and substance use disorders, Substance Abuse and Mental Health Services Administration (SAMHSA, 2002) found approximately seven percent of residents reported having co-occurring disorders.

The need for mental health services and substance abuse treatment was further demonstrated by a study of 578 defendants interviewed by the District of Columbia Superior Court in 2005 (DCSC, 2005). The Superior Court found that approximately 72% of those interviewed needed substance abuse treatment. About 24.2% of these individuals needed mental health services; while 11.2% were in need of both mental health services and substance abuse treatment. The District of Columbia mental health, substance abuse, and criminal justice

agencies have taken a particular interest in improving mental health and substance abuse services for District residents who have been involved in the justice system.

*“ROOT has conducted a series of surveys on school children from grades 5 - 12 and has uncovered some incredible statistics relevant to how violence and gun violence is impacting our youth. Statistics are indicating that upwards of 90% our youth either have a family member, friend or know of someone killed by gun violence; that upwards of 90% hear gunshots in their community: and that upwards of 90% have a family member or friend with a problem of drug use and alcohol. Yet results show that less than 10% are receiving any services from a mental health professional, i.e., social worker, therapist, psychologist, psychiatrist or even a member of the clergy. Results are being analyzed to be presented for publication in a collaborative effort between Howard University, the University of Tennessee, and ROOT.”*

*Kenny Barnes, ROOT, Inc.*

### ***1.3b National Best Practices***

#### ***The Risk, Needs, and Responsivity Model***

The purpose of substance abuse treatment is to eliminate the dependency on alcohol and narcotics. How treatment is designed depends on the targeted population and can vary substantially depending on that population. The Risk, Needs, and Responsivity Model (Andrews, Bonta, & Hoge, 1990) emphasizes that the most costly and intensive treatment should be used for those at the highest risk. The needs components refer to reducing criminal activity by addressing the offender’s crime-producing needs. These needs include “cognitive (thinking) distortions, deficits in problem-solving ability, egocentricity, employability, substance abuse and antisocial attitudes, sentiments and values” (Pearce & Holbrook, 2002). Finally, the model includes how the offender will respond to treatment.

The Risk, Needs, and Responsivity Model can be looked at as the first step in treating an offender. Next there must be screening, assessment, and treatment planning. Screening is an important component of treatment because it allows for individual differences among substance abusers to be taken into account. These differences will determine how treatment should be designed and can include educational background, personality, physical health, mental health, socialization, family support, job training, urban or rural background, as well as cognitive functioning. Not only does this screening prepare the offender for substance abuse treatment, but it also determines the range of services an offender will need to successfully reenter society upon release (CSAT, 1995; Pearce & Holbrook, 2002).

Assessment is similar to screening, but it goes one step further. Assessment determines the level of treatment needed specifically to address the substance addiction. The assessment looks at mental as well as physical health when determining the degree of treatment (CSAT, 1995; Pearce & Holbrook, 2002). Assessment is an on-going process throughout treatment, which can allow for modifications in treatment when necessary. Some



assessment instruments are the Offender Profile Index and the Addiction Severity Index (CSAT, 1995; Pearce & Holbrook, 2002).

Case management is another component of substance abuse treatment. Case management connects individual substance abusers with the services they require in order to eradicate dependency. Case management can be provided by various entities, usually criminal justice or treatment; however, whomever is involved, there must be an agreement among all parties on what services are needed and what type of treatment will take place (CSAT, 1995; Pearce & Holbrook, 2002).

### ***The Commission on Accreditation of Rehabilitation Facilities***

The Commission on Accreditation of Rehabilitation Facilities is an organization that has created standards that allow rehabilitative programs to obtain accreditation. These standards are based on the agreement of providers, consumers, and purchasers of services. These standards include screening, assessment, and case planning (CARF, 2001; Pearce & Holbrook, 2002). More information on CARF and what they do can be found at <http://www.carf.org/>.

### ***The Treatment Accountability for Safer Communities (TASC) Program***

The Treatment Accountability for Safer Communities (TASC) Program serves as a national model for case management. TASC provides a link between the criminal justice system and treatment for substance abusers (Cook, 1994; Pearce & Holbrook, 2002). For more information on TASC, the Bureau of Justice's TASC fact sheet can be found at <http://www.ncjrs.gov/pdffiles/tasc.pdf>.

There are two theories for substance abuse treatment that are used most often. They are the disease/medical model and the social learning model. Most programs are based on these models individually, or a synthesis of these models. The disease/medical model looks at substance abuse and alcoholism as an illness that individuals have, through no fault of their own, and one in which they must learn to cope and live with throughout their lives.

### ***Alcoholics Anonymous***

Alcoholics Anonymous is a program that relies on the disease/medical model, and both the model and the program sees substance dependency in three parts: affecting the body, the mind, and the spirit (Spicer, 1993; Pearce & Holbrook, 2002). Peer support is a central component of this model.

The social learning model emphasizes substance abuse as a product of using antisocial behavior to cope with problems in life. In this model, abusers resort to substance abuse in order to avoid facing their problems and as a way to receive instant gratification. In order to end substance abuse, participants are taught adaptive ways to think and cope, in addition to restricting the use of substances and receiving treatment (Parks et al., 1999; Pearce & Holbrook, 2002).

### ***Minnesota Model***

Further examples based on these theories include the Minnesota Model. This model is based on the disease/medical model. This model is based on the AA program using a multidisciplinary treatment team, a therapeutic community setting, small group therapy, a psycho-educational component, as well as aftercare used in and out of prison. This program can be used with non-professional, recovering addicts as the leaders, or it can be formal with a curriculum base. Unfortunately, there have been no evaluations of this program using offenders (Spicer, 1993; Pearce & Holbrook, 2002).

### ***Cognitive behavior therapy (CBT)***

Cognitive behavior therapy (CBT) is based on the social learning theory and involves a counselor that uses didactic information and helps the offender acquire new coping skills to supplant the need to use. There is also a short-term group therapy component in which abusers work together to learn new ways of thinking and behavior in order to avoid substance and alcohol dependency. There is also a homework component of CBT. An example of CBT is Moral Recognition Therapy (MRT). MRT focuses on moral reasoning and has been found to be effective with participants in Washington state (MacKenzie, & Hickman, 1998; Pearce & Holbrook, 2002).

### ***Therapeutic communities (TC)***

Therapeutic communities (TC) are another example of treatment that combines social learning theory and the disease/medical model. TC involves a residential stay ranging from 6 - 12 months or 15 -24 months. TC targets all aspects of life, believing the substance abuse will end when the abuser has achieved some kind of success dealing with areas outside of abuse which include, social, educational, vocational, familial, economic, and personality development (Pearce & Holbrook, 2002). TC addresses those issues and includes a AA or other 12-step programs. TCs include three main components: confrontation in order to rehabilitate, hierarchy, and community structure (CSAT, 1995).

It has been found that substance abuse disorders and mental health disorders are interconnected. That is to say, in many cases a person with a substance abuse problem also has a mental health disorder. This being the case, in many instances, treatment for one cannot exclude the other. It is logical, looking back to previously mentioned theories, that a person with a mental illness and not professional or familial support would resort to substance abuse to relieve pain and confusion, which may explain why it was found that 50% of those with mental health problems abused substances as compared with 15% of the rest of the population (Ridgely, Osher, & Talbott, 1987). To further emphasize the connection between substance abuse and mental illness, 90% of the prison population with mental illnesses have been found to abuse substances (Sciacca & Thompson, 1996).

***Sciacca Treatment Model for Dual Diagnosis Mental Illness, Drug Addiction, and Alcoholism (MIDAA)***

In order to address clients with mental illness and substance abuse disorders, a program was created to deal with both issues simultaneously. Because both diagnoses require a certain amount of sensitivity in different areas, program catering to just one or the other would not work for this population. This is why the Sciacca Treatment Model for Dual Diagnosis of Mental Illness, Drug Addiction, and Alcoholism (MIDAA) was created (Sciacca & Thompson, 1996). Table 1.1 below gives a brief overview.

**Table 1.1. Sciacca Treatment Model for Dual Diagnosis: MIDAA**

PROGRAM FORM and/or INTERVENTION	PROCESS AND OUTCOME
1. Screening: Mental health, D.D. CAGE. Substance Abuse, MISF. 2. Pre-group interview and readiness scale. Engagement. ; 3. Continuation of engagement (when applicable). 4. Provide group treatment.	Identification of potential clients with dual diagnosis.  a. Engagement into group treatment b. assessment of readiness level.(1-5). Client requires engagement beyond pre-group interview  Phase 1: client does not disclose personal situation, participates in discussions of educational materials/ topics, develops trust
5. Complete monthly data form for each group. 6. Administer comprehensive assessment (phase two). a. integrate information into treatment plan. b. make diagnosis.	Phase 2: a. Client discusses own substance abuse/mental health.
7. Client progress review updated periodically, includes readiness scale.  8. Client continues in treatment and/or relapse prevention. May include outside services.	Continuation of phase 2: b. client identifies adverse effects, and/or interactions between dual disorders. c. client recognizes impact of symptoms upon well being.  Phase 3: a. Client becomes motivated for treatment. b. client actively engages in treatment and symptom management until stability and/or remission is achieved. c. client participates in relapse prevention.

*Source: Sciacca and Thompson, 1996*

MIDAA was designed to address mental illness, substance abuse, and interactions between the two. The treatment is a non-confrontational as well as non-sequential approach that involves groups of two to eight members. In each group both mental health, as well as substance

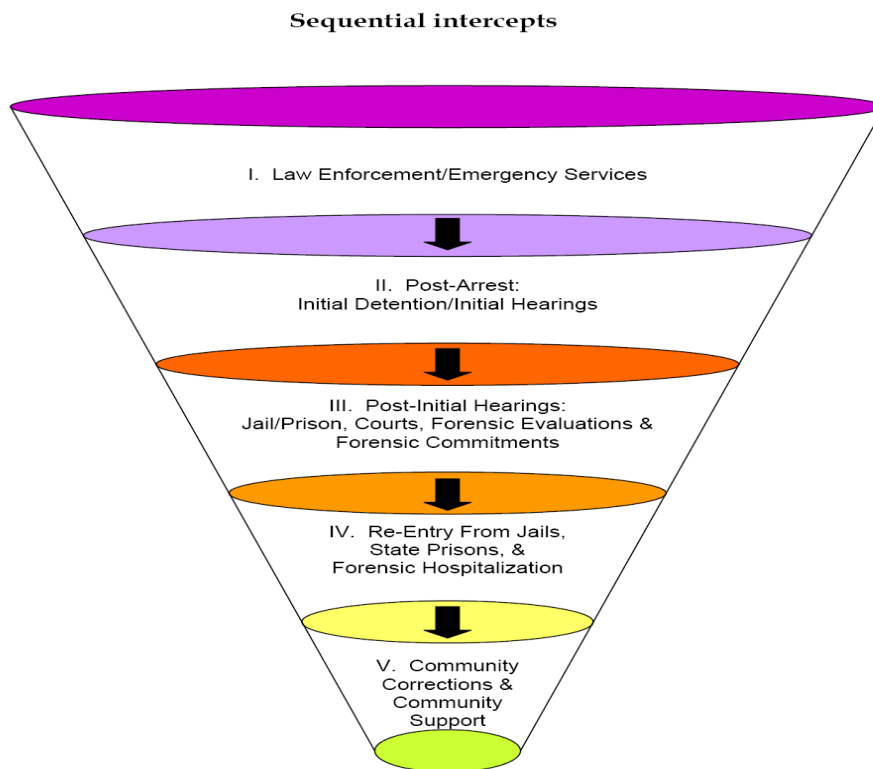
abuse experiences are processed. Gradually, participants are given educational materials to familiarize them with their illness(es) and symptoms. As trust develops clients progress to the point of being able to participate in their treatment and recovery, giving their own ideas and input. (Sciacca, 1991; Sciacca & Thompson, 1996). Clients are told to continue taking medications associated with their mental illness while also participating in the educational sessions mentioned above. From this point, clients are encouraged to move forward through the program, those who do not are given the time they need. (Sciacca & Thompson, 1996).

As clients move forward in the program, they progress from the education component to the more active component, where they are able to admit to substance use, determine why they have this problem, find the motivation to stop using, finally abstain and work on prevention of relapse (Sciacca, 1991; Sciacca & Thompson, 1996). Clients are taught to dispel judgments about substance use as well as stigmas associated with mental health disorders in order to move past shame and guilt and be able to fully recover. In group sessions, clients are encouraged to be candid in order to genuinely help others get through their experiences. When clients have gotten to the point where they can admit to substance use as well as apply the principles mentioned above they are then ready to implement other programs as needed, such as AA. Clients are taught that relapse is not an indication of failure, but an aspect of the illness. At this point family involvement is also heavily encouraged (Sciacca & Thompson, 1996).

### ***1.3c Local Initiatives***

To better understand how individuals with mental illness and/or co-occurring substance use disorders move through the criminal justice system, the Sequential Intercept Model was developed to pinpoint points in the justice system which have been problems in many jurisdictions. Given an accurate view of the problems facing this population, these points could also be thought of as possible points where diversion and services may be initiated. The District adopted the Sequential Intercept Model as a continuum with which to develop various diversion opportunities for this population. Please see Figure 1.7 below for a detailed look at these points.

**Figure 1.7. Sequential Intercepts**



*Source: Mark R. Munetz, MD and Patricia A. Griffin, PhD, APA (April, 2006)*

The substance abuse agency in the District, the Addiction Prevention and Recovery Administration (APRA) has undertaken several initiatives to expand services for District residents struggling with substance addiction. One effort APRA has made to expand connection to services, particularly for residents involved in the justice system, is placing three staff members in the D.C. Superior Court (DCSC) for immediate connection to services. Two of these staff members are focused on the two community courts within DCSC, but are open to anyone who has a need for services. The third staff member works within the DCSC Family Court. In addition to providing connection to services, APRA is providing immediate transportation to their detoxification facility when possible. APRA also has a mobile service unit which provides screening and connection services to District residents at various locations throughout the city. The agency has recently received an Access To Recovery grant which will allow for further expansion of services.

The DCSC has also taken an intensive approach to serving residents with substance abuse and mental health service needs. DCSC not only has a Drug Court calendar to focus on residents charged with drug-related crimes, in October 2007 the court also opened a Mental Health Diversion court. This mental health court works to provide defendants who are diagnosed with a mental illness diversion opportunities. The two community courts in DCSC—East of the River Community Court and D.C. Misdemeanor and Traffic Community Court—continue to have a special interest in mentally ill defendants who do not qualify for the mental health court.

As the mental health agency in the District, the D.C. Department of Mental Health (DMH) has taken a leadership role in creating promising collaborations to improve services for District residents who have a mental illness and/or a co-occurring substance use disorder. DMH is working to establish an emergency crisis response team to address residents who are in mental health crisis. The agency is also partnering with the DCSC to establish an Urgent Care Clinic within DCSC to provide services for mentally ill residents connected to one of DMH's Core Service Agencies (CSAs) in the period before their first appointment. DMH has also developed a special partnership with six of their CSAs to provide discharge planning for offenders reentering the District from the D.C. Jail.

Another agency with a large interest in improving services and contacts with mentally ill residents is the Metropolitan Police Department (MPD). MPD has agreed to utilize a Comprehensive Advanced Response model in interactions with residents with mental illness. DMH has teamed up with MPD to restructure the training program MPD uses to train officers on how best to handle, and divert when possible, mentally ill residents involved in police calls for service. MPD also teamed up with DMH to pilot a mobile response partnership to service these individuals in conjunction with mental health workers in an effort to increase chances of diversion from the justice system.

### ***Substance Abuse Treatment and Mental Health Services Integration Task Force (SATMHSIT)***

One group working to coordinate substance abuse and mental health service efforts and initiatives in the District is the Criminal Justice Coordinating Council's Substance Abuse Treatment and Mental Health Services Integration Task Force (SATMHSIT). The SATMHSIT is a partnership of the mental health, substance abuse, and criminal justice agencies in the District, in collaboration with consumer groups. In order to ascertain the needs of the District, the SATMHSIT commissioned a gap analysis to determine the points in the justice system where individuals with mental illness or substance abuse problems had the potential for falling through the cracks. This gap analysis was followed by the development of a six year strategic plan to present an organized method for addressing the District residents' needs with the assistance of a Bureau of Justice Assistance Justice and Mental Health Collaboration Program planning grant. The SATMHSIT has begun to implement a first-year work plan to immediately begin executing the strategic plan. The task force is also addressing the need for justice, mental health, and substance abuse data and information sharing among District agencies.

### ***The Citywide Substance Abuse Coalition***

There are also many community based initiatives to handle issues of mental illness and substance abuse. The Citywide Substance Abuse Coalition recently held a retreat to address substance abuse issues plaguing the city. The group made plans to have a representative lead an initiative in each ward of the city. Members of this group have worked with the D.C. Epidemiology Workgroup which has been working with the University of Maryland's CESAR center to create an epidemiology report on the impact of substance use in the District focusing on issues related to drugs, alcohol, and tobacco use. In addition, various community based organizations have played an active role in the many collaboration efforts focused on the mentally ill population in the city.

### *1.3d Recommendations from Community Residents*

Through the course of three public forums, a youth forum, and several interviews focused on the reduction of homicide; residents of the District provided several recommendations relating to substance use and mental health.

- Increase drug treatment and mental health services for District residents
- Place drug awareness programs in schools
- Place counselors within all schools and recreation centers
- Retool skills gained through bad behavior, such as business, accounting, and marketing skills
- Reduce the influx of drugs entering the community
- Provide functional family therapy
- Increase drug testing
- Provide mental health outreach to surviving loved ones of homicide victims
- Reconsider the barriers to services and support which are in place for residents with histories of substance abuse

## Chapter 2: Crime Enforcement

### 2.1 Crime Enforcement Initiatives

#### 2.1a Overview

##### *Gun Violence*

In the past decade or so, homicide as well as Part 1 crimes in the United States have fallen, in some places to rates that have not been seen in almost forty years, whereas in others there have not been any changes at all (Travis, 1997). The fall in homicide rates may be due, in part, to an overall reduction in gun violence. Gun violence has been a hot button issue in the United States for many years with concern about the increasing youth involvement. As seen previously, the use of firearms is prevalent in gang activity which involves mostly the youth. For some youth, carrying a gun is a means of protection, even when that child is not directly involved with gangs (Maxson, Klein, & Sternheimer, 2002; Gonzales, Schofield, & Schmitt, 2006).

Crime enforcement in the Washington DC Metro area is a collaborative effort by the various university police agencies, the Metro transit police, the Pentagon Police, the US Mint Police, the Capitol Police and the Metropolitan Police Department (MPD). The FBI, Secret Service and Park police also assist in crime enforcement that fall under their purview.

Factors underlying homicide and the causes thereof are as numerous and varied as the perpetrators, motives, distance, and weapons used. These factors were made manifest in the research findings of Elizabeth Groff and Tom McEwen (NIJ, 2006). In their “*Exploring the spatial configuration of places related to homicide events*” report (March 2006), Elizabeth Groff and Tom McEwen (NIJ, 2006) outlined causes of homicide (motives), how they are caused (weapons used), and where (place or distance from victim’s home).

Groff and McEwen (2006) indicated the predominant motives for homicide to be argument, domestic violence, drugs and drug related relationships, gangs, retaliation and robbery. These six motives, they contended, accounted for over 80 percent of all crimes while the remaining motives of arson, burglary, child abuse, sexual motivation and witnesses accounted for the remaining 20 percent. In all these homicides, firearms were the single most significant weapons accounting for 73 percent of the cases.

Answering the question as to where homicide occurs the most, Groff and McEwen (2006) found that, on average, homicide occurs 2.68 miles from the victims home and home location. Sex, age and motive as well as type of weapon used also varied with distance. They concluded that for any homicide committed:

1. The average distance was 2.74 miles and 1.68 miles away from the victim’s home.
2. The average distance increased with age until age 35 when the distance decreases. For juveniles 18 and under, the average distance was 1.57 miles compared to adults 24-34 years of age the distance was 3.59 miles.

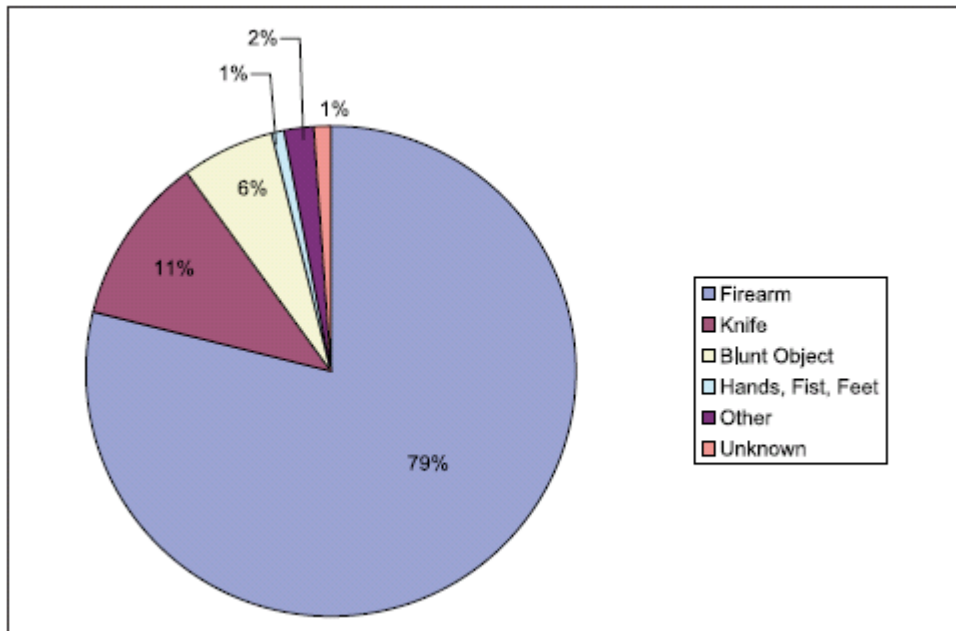


3. Motives for homicide varied with distance, with domestic violence averaging 1.72 miles while robbery and drug related homicide averaging over 3.0 miles.
4. Homicides distance for firearms averaged 2.85 miles compared to 2.10 for other homicides.

Thus in assessing the causal parameters of homicide and to adopt a strategic policy for proper prevention and redress it is crucial that the conclusion of Groff and McEwen be significantly incorporated.

Below is a look at weapons used to commit crimes by percentage in the District of Columbia. Figure 2.1 shows that 79% of the crimes were committed by firearms, while only 1% were committed using hands, fist, or feet.

**Figure 2.1. Types of Weapons used to Commit Crimes by Percentage in the District of Columbia 2005**



*Source: DC Metropolitan Police Department 2001 – 2005 Statistical Report*



## ***2.1b National Best Practices***

### ***Project Safe Neighborhoods***

Law enforcement agencies throughout the country have focused on providing collaborative efforts to reduce crime. Substantial parts of this effort include the development of national programs which provide guidelines and funding for effective collaborations of federal and local criminal justice and law enforcement agencies. One such program established on a national level is Project Safe Neighborhoods focusing on collaboration against gun crime. This initiative has worked to reduce drug, gang and firearm crime in the neighborhoods through the use of federal prosecution. In various states, Project Safe Neighborhoods has been instrumental in facilitating effective strategies for reducing crime.

Project Safe Neighborhoods was initiated in 2001 by the Department of Justice as an expansion of strategies used in Operation Ceasefire and Richmond's Project Exile. Since the program's inception, approximately \$1.5 billion has been allocated to various Project Safe Neighborhood collaborations around the country for assistance in hiring additional prosecutors, as well as assistance in creating programs focused on training and community outreach for law enforcement.

### ***Project Exile***

Another federal program within the state of Virginia initiated to reduce crime is Project Exile, which was created in the city of Richmond. Project Exile began as a collaboration of federal and city officials interested in reducing violence involving firearms and addressing the longstanding issue of gang violence. The program was based on the idea that individuals involved in violent crime would face immediate prosecution resulting in punitive prescribed sentences; thus exiling the individual from the community for some time. Within the first year of Project Exile in Richmond 300 individuals were arrested for firearm related crimes resulting in 247 convictions. The program was a large success for the city of Richmond in that 196 offenders were sentenced to federal imprisonment for an average of 55 months.

Every locality has adopted an approach that is pragmatic and specific to their needs, form and nature of crimes committed and the level of sophistication of the perpetrators. Successes in each of these approaches have varied. However, the ingenuity, persistence and perseverance on the part of various agencies have been beneficial . The approaches to crime enforcement have given rise to a multifaceted network of techniques, strategies, data and information-sharing and re-evaluation of goals and objectives with the sole purpose of reducing, if not completely eradicating crime. Replication of workable models both nationally and locally have made crime enforcement approaches “standard.”

Concerned about crime and the net social and economic impact, not to mention public safety, various states, agencies and organizations have undertaken quasi-standard approaches, policies *et al* to assist the traditional law and crime enforcement agencies in crime enforcement. Results, however, have varied.

### ***The National Governors Association Center***

The nation’s governors, through their National Governors’ Association (NGA) have adopted a unified approach to crime enforcement. Through the creation of the National Governors Association Center, the various governors have focused on five (5) areas as a matter of policy and urgency, which, they believe, prioritizes the current spate and form of criminal activity. As outlined in their manuals, website and brochures the NGA center, through research and projects, have been focusing on; (a) Criminal Justice Information Technology Integration, (b), Cyber and Electronic Crime Strategy, (c), Governors’ Criminal Justice Policy Advisors’ Network, (d), Prisoner Reentry Policy Academy and, (e) Improving Forensic DNA Policy.

### ***Criminal Justice Information Technology Integration***

By working with the US Department of Justice Office of Justice Programs (OJP) Bureau of Justice Assistance the NGA is working to improve communication among law enforcement agencies, the Court system, and the Department of Corrections at the state, local and federal levels through the use of information technology (IT) by increasing and enhancing political and policy leadership and inter-agency cooperation and collaboration towards crime enforcement. Governors’ staff and policymakers from federal, state, and local governments and criminal justice agencies come together to develop statewide plans to implement information technology solutions that integrate law enforcement, corrections, and criminal justice systems.

### ***Governors Criminal Justice Policy Advisors Network***

Through various networking efforts with criminal and juvenile justice policy advisors, the governors are creating and eliminating any hindrances by pulling together a diverse network of experts who are well versed in crime enforcement. Utilizing this network of policy advisors, governors formulate state criminal justice policy, defining issues, strategies, coordinating various agencies, and engaging communities and stakeholders as well as utilizing the best approach to crime fighting and the various resources that are to be allocated towards that goal. Inter-state information sharing, dissemination and implementation strategies are discussed and prioritized. Technical advice on criminal justice policy issues are sought and implemented. Annual retreats for advisors to engage in strategic and professional discussions and to learn about current criminal justice research and best practice models are undertaken and encouraged.

### ***Comprehensive Gang Model***

Complementing the NGA's approach is the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model. In developing a comprehensive Model towards fighting crime and especially Gangs and their activities, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) designed this *Comprehensive Gang Model* based on a study by Spergel (1995), Curry et al (1992), and Spergel and Curry (1993) and also through years of research and interaction. It has been the study that endemic and extensive gang activities lead to a lot of criminal activities and homicide. The five strategies that they came up with that they believe address the gang problem and aids in crime enforcement are:

- *Community Mobilization:* Involving local citizens, community groups, former gang-involved youth, agencies and the coordination of programs and staff functions across and within agencies.
- *Social Interaction:* Involving youth-serving agencies schools, grassroots groups, faith-based organization, police, juvenile and crime justice organizations in "reaching out" to gang-involved youth and their families as well as linking them with others and providing them with the services they need.
- *Opportunities Provision:* Developing education, training and employment programs targeting gang-involved youth.
- *Suppression:* Structured, formal and informal social controls and control procedures that include close supervision, and monitoring of gang-involved youth by agencies of the criminal and juvenile justice system as well as community-based agencies, schools and grassroots groups.
- *Organizational Change and Development:* Development of policies, procedures and programs and their implementation that will result in the most effective use of available and potential resources to address the gang problem.

### ***Internet Technology used to Share Crime Data***

The state of Maryland has put forth a statewide initiative that involves not only sharing crime data with the various criminal justice offices in the state, but also with civilians, as well as standardizing how crime data is collected and reported. The website is <http://www.crimereports.com> and it allows users to put in any address in the counties it covers. When the address is entered, a digital map appears with all reported crime in the area listed. The state is quickly making the site available for all counties. The website enables authorities to analyze crime patterns and trends with the goal being “seamless coordination and consistent information sharing to improve public safety (Zapotosky, 2008).” This initiative not only makes the public feel safer by allowing them up to date information on crime in their communities with the option of getting email alerts in addition to the information available on the site, but it also allows the criminal justice authorities in the state of Maryland to have data-driven policing that will allow for a faster and more efficient response to crime (Zapotosky, 2008).

### ***Collaborations among Law Enforcement Agencies***

In the Minneapolis/St. Paul area several collaborations have begun among law enforcement agencies for the summer of 2008 to combat juvenile crime in the areas. Among the collaborations are:

- The Brooklyn Park and Brooklyn Center police departments are conducting curfew sweeps this summer and started a curfew center, where officers from both departments can bring juvenile offenders to be cited and released to their parents.
- Columbia Heights is working with the Fridley Police Department to do curfew sweeps this summer. The Minnesota Gang Strike Force and the Anoka-Hennepin Drug Task Force are also working with Columbia Heights on surveillance.
- Several agencies have recently started sharing specialized equipment. Columbia Heights is planning to use Brooklyn Center's bait car, which is used to lure would-be car thieves. The Anoka County Sheriff's Office has also been sharing two vehicles that have equipment to read license plates. (Pabst, 2008).

All in all these strategies have become “standard” tools for crime enforcement at all levels, locally, nationally, and statewide. Data and information-sharing, the utilization of modern technology including GPS, rapid information access and satellite technology have become standard procedures and practice in crime enforcement. With adequate resources to all law enforcement agencies, crime can be drastically impacted.

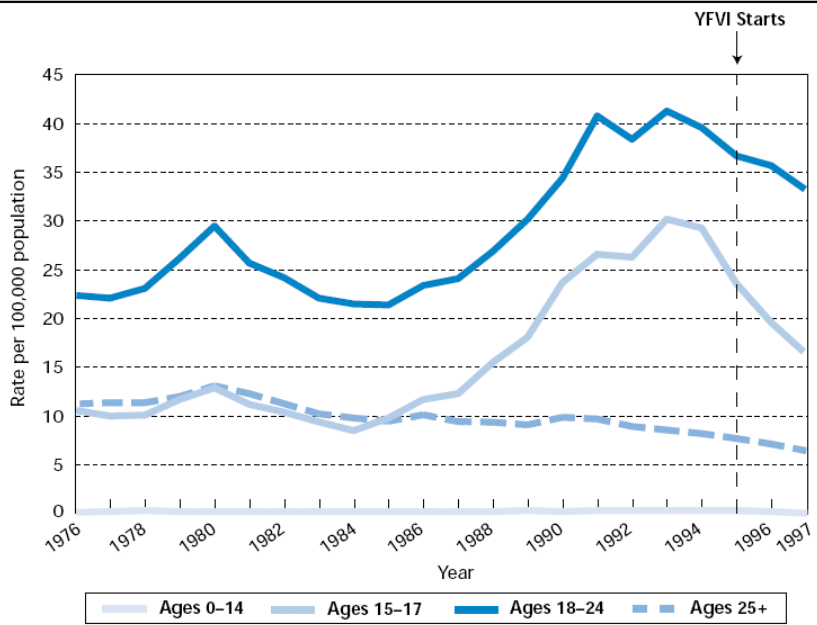
### ***Los Angeles Study***

A study was undertaken in Los Angeles to understand the differences between juvenile and adult violence, with a view to providing insight into ways to curb juvenile violence. A total of 548 homicides were sampled between 1993 and 1994. About half of these cases were juvenile cases, the remaining were adult cases. It was found that adolescent homicides were most likely to be the result of gang involvement and that the majority of these homicides included the use of firearms. Also, adolescent homicides were more likely to occur in public

settings, such as on the street or in vehicles, with over twice the percentage of juvenile homicides being drive-by shootings compared to adult homicides (Maxson, Klein, & Sternheimer, 2002).

Juvenile homicides were more likely than adult homicides to involve more than one perpetrator, with the victim and offender being more likely to know each other; this was especially true with gang activity. It was conversely found that drug motives in adolescent homicides was lower than in adult homicides, although that motive was particularly low for both types of homicides. Finally, it was found that for both types of homicide, the victim and the perpetrator were usually of the same race, with African Americans and Latinos being overrepresented. Numbers were higher for Latinos, however, African Americans were proportionally overrepresented according to their percentage in the overall population. See Figure 2.2 which shows homicide rates by age. As can be seen in the graph, homicide rates were the highest for those between the ages of 18 and 24 and the lowest for those between the ages of 0 and 14, with an increase between the years 1984 and 1991 (Maxson, Klein, & Sternheimer, 2002).

**Figure 2.2. Comparison of juvenile and adult homicide rates, 1976 - 1997**



*Source: FBI Supplementary Homicide Reports as cited in Samuels, 2000*

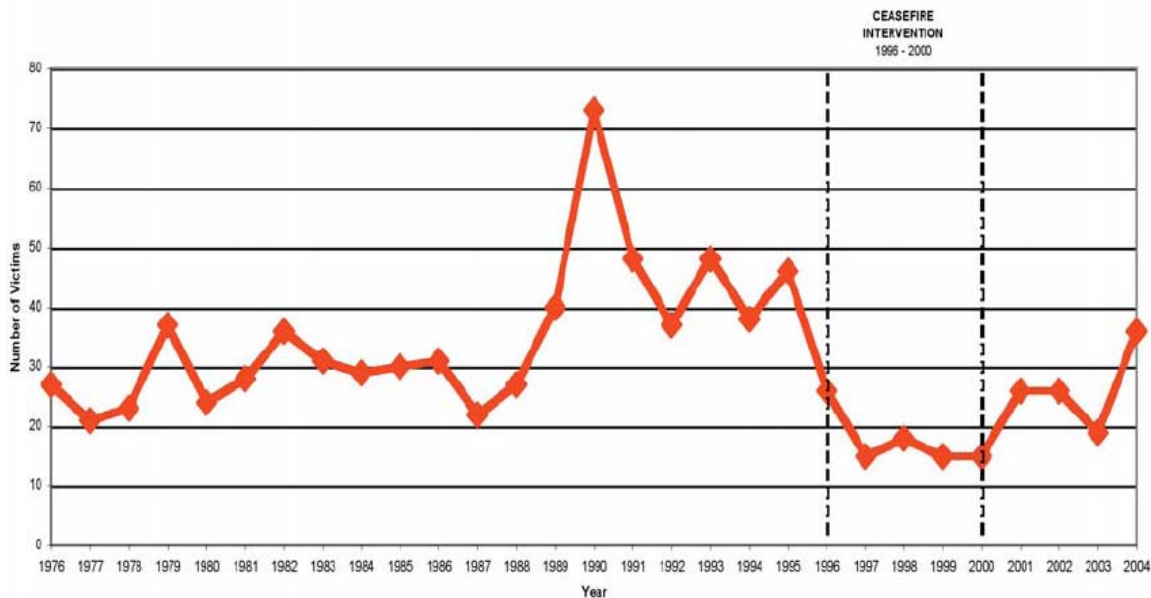
The previous study is just one example of how a comparison of juvenile and adult violence can be utilized to determine how juvenile violence can be abated. In Los Angeles, researchers determined the two most important factors to address were: (1) gang violence and (2) the acquisition and carrying of firearms among youth. Researchers suggested that creating more community activities could ensure that juveniles would be off the streets. Although this study was limited to looking at one geographic area in a time when the juvenile violence rate was especially high, it is not difficult to understand how the findings can be applied to other settings. This in-depth examination of juvenile violence is not only beneficial for Los Angeles, but also for other major cities in the United States.

## *Boston Study*

A successful effort to reduce youth violence and homicide was the Boston Operation Ceasefire, which was launched in 1996 and showed positive results for the four years after implementation. This program was based on establishing relationships among various criminal justice agencies, youth outreach programs and the community. The major component of this program was implementing a “pulling every lever” strategy. This was directed toward gang members. Gang members were told that violence and crime would no longer be tolerated and that criminal activity would lead to the harshest punishments available. Both gang members in the community as well as those who were incarcerated were told this in formal meetings, through police and probation officers, and by gang outreach workers (Braga & Winship, 2005).

The result of Operation Ceasefire was a 63% decrease in youth homicides per month in Boston, as well as a 32% decrease in shots fired, a 25% decrease in gun assaults, and in one area, a 44% decrease in juvenile gun assaults, see Figure 2.3 (Braga & Winship, 2005).

**Figure 2.3: Youth Homicide in Boston 1976 - 2004**



*Source: Creating an Effective Foundation to Prevent Youth Violence, 2005*

Unfortunately, it cannot be conclusively stated that the reduction in crime was completely due to Operation Ceasefire. In the 1990s there were also various youth programs initiated in the Boston area. One of these programs was the Youth Violence Strike Force. This program initiated Summer of Opportunity programs which gave at-risk youth leadership and job training skills. Although this program, as well as many others, were all involved in Operation Ceasefire, these programs alone may be more responsible for the reduction in youth violence. It cannot be said for sure; however, what is obvious is that change occurred when various criminal justice agencies as well as community agencies and residents came together to affect juvenile violence (Braga & Winship, 2005).

### ***The Youth Firearms Violence Initiative***

The Youth Firearms Violence Initiative (YFVI) was put into place in order to decrease the use of firearms among youth. This program was initiated in 1995, and involved 10 participating cities, Baltimore, Birmingham, Bridgeport, Cleveland, Inglewood, Milwaukee, Richmond, Salinas, San Antonio, and Seattle (Dunworth, 2000).

This initiative focused on the streets, schools, and communities. As a result of the initiative, San Antonio instituted the San Antonio Weapons Recovery and Tracking Team (WRAT) and Cleveland instituted a Residential Area Policing Program (RAPP). The WRAT allowed for officers to work on the YFVI in rotation which gave each officer a chance to work on the initiative, but did not allow expertise for any one officer. The RAPP involved changing old crack houses into police substations. This put officers in at-risk neighborhoods and allowed for residents to have easier communication with them (Dunworth, 2000).

After the institution of these various YFVI programs, five cities were analyzed in order to determine whether there was a decrease in gun violence. It was found that there was an overall decrease in juvenile gun violence; however, there was only a significant decrease in San Antonio, and it cannot be said that the decreases that were found were completely due to the Youth Firearms Violence Initiative. Also, it was found that the cities that had implemented new tactics to reduce gun crime did not continue to use those tactics when their funding period was over. Although, it cannot be conclusively said that YFVI had a strong impact on the reduction of gun violence, it does provide a framework for reducing gun violence as well as enhancing the relationship between law enforcement and the surrounding community.

### ***The Atlanta Project Pulling America's Communities Together (PACT)***

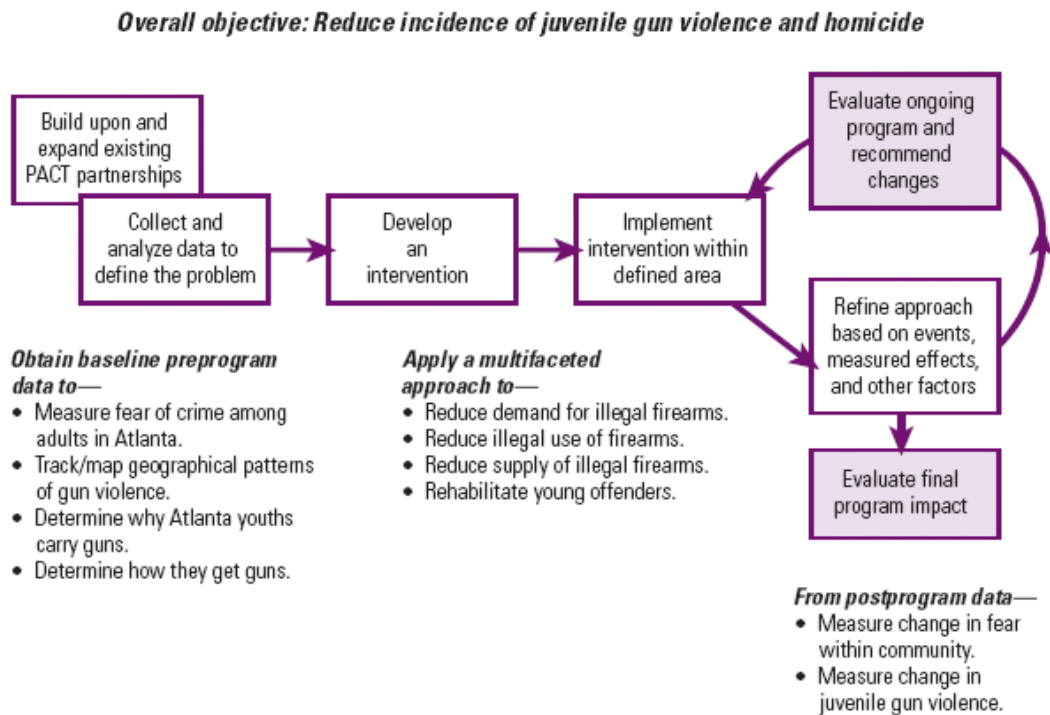
Another city in which gun violence among youth has been a problem is Atlanta, GA. In order to address their problem, Atlanta decided to use the Project Pulling America's Communities Together (PACT) problem-solving technique to address crime rate reduction. After identifying the crime related problems Atlanta was facing, a data analysis was done to determine if gun violence was a significant problem for Atlanta. It was found that it was a significant problem, after which project participants decided on a three step approach to addressing and eliminating the problem:

- Use a problem-solving approach to plan, implement, monitor, refine, and evaluate the program.
- Apply a strategic approach to violence prevention that combines the expertise of researchers with the experience of practitioners.
- Identify, implement, and evaluate a mix of strategies to prevent illegal carrying and use of firearms by juveniles (Gonzales, Schofield, Schmitt & 2006).

See Figure 2.4 for a comprehensive look at the goals and objectives of the program (Gonzales, Schofield, & Schmitt, 2006).



**Figure 2.4 Project PACT in Atlanta – Program objectives and design**



*Source: Reducing Gun Violence: Community Problem Solving in America, 2006*

After implementation of the PACT program, homicides in Atlanta decreased 27%. However, these changes could not necessarily be attributed to PACT. This is because many of the initiatives could not be implemented, a trend towards homicide decline began two years before the program was implemented, and crime did not decline more in the targeted areas as opposed to the untargeted areas. Despite this, there are some key factors to this program that can be used in other areas. One of the most important components of this project was the use of researchers to statistically determine what the problems were in Atlanta and possible solutions. Another asset of the program was the relationship built between the criminal justice agencies and community institutions, although in this case, that relationship could not be effectively maintained because community programs did not have the necessary funding to continue. Another key component was using local data to get local entities involved. Together these elements can serve as a foundation for building a successful program to reduce gun violence (Gonzales, Schofield, & Schmitt, 2006).

## ***2.1c. Local Initiatives***

### ***Local Legislative Initiatives***

The DC Council enacted comprehensive legislation as a matter of necessity to address crime and violence in the District. The over-reaching legislation was to cover every aspect of crime in the city and thus was captioned the “omnibus public safety emergency amendment act of 2006.” ***The Omnibus Public Safety Emergency Amendment Act of 2006*** contained 22 Titles aimed at addressing violent crime, protecting our children and the elderly, reducing property crime and prostitution, and protecting the privacy of District citizens. There was a focus on making technical adjustments to the law and filling in gaps to enhance public safety. A summary of pertinent Titles in the Act follows.

***Title I, the Gun Violence Amendment Act***, sought to increase the penalties for gun violence after all but 40 of the 198 murders in 2004 were committed with guns. The Act added public housing to possible gun free zone areas; prohibited felons from possessing not only pistols but all firearms; increased the maximum penalty for first time offense to 10 years; and, imposed a mandatory minimum of 1 year for a felon in possession of a firearm.

***Title II, the Anti-Violence Against Senior Citizens Amendment Act, and Title XIII, the Anti-Violence Against Juveniles Act*** sought to protect elders and children as particularly vulnerable victims. The Acts added all 'crimes of violence' - not just robbery and attempted robbery - as offenses for which enhanced penalties are available for senior victims; increased penalties for crimes against minors if committed by someone who is at least 2 years older than the victim; created a mandatory minimum prison term of 5 years for those who commit such offenses while armed; and, increased penalties by up to 1 1/2 times.

***Title IV, the Assault on a Police Officer Amendment Act***, sought to remedy a gap in the law regarding this charge. There are many levels of violence against police officers (APO), but the prior law had only two levels of penalty based on armed or unarmed violence. Many APO's are charged as misdemeanor assault and the prior law did not cover related law enforcement. The Act added APO to the definition of 'crime of violence', and creates two levels of offenses: misdemeanor and a ten-year felony; and, extended coverage to all law enforcement officers in the District of Columbia including probation, parole, pretrial release and supervised release officers, as well as officers from other jurisdictions who are authorized to engage in law enforcement functions in the District.

***Title V, the Police Protection Act***, provides additional protection for Police since pistol-fired bullets are capable of piercing body armor, and the only purpose of such ammunition is to seriously harm or kill law enforcement. The Act made it a felony to possess ammunition which, when fired from a pistol, is capable of penetrating Kevlar jackets; and, enhanced the penalties for possessing armor piercing ammunition to a mandatory minimum term of 7-14 years imprisonment.

***Title VII, the Crime of Violence Amendment Act***, sought to reconcile the fact that there were two different definitions of "crime of violence", but neither definition includes Assault on a

Police Officer. The Act amended all provisions of the D.C. Official code so that the term "crime of violence" is defined consistently; added to the list of "crime of violence" are: assault on a police officer (APO), and gang recruitment, participation, or retention in a gang by the use or threatened use of force, coercion or intimidation.

***“Crime Reduction Initiative Emergency Amendment Act of 2006.”*** This legislation provides law enforcement officers and prosecutors with additional authority to prevent and reduce crime in the District. The Crime Reduction Initiative Emergency Amendment Act of 2006 allows the use of surveillance cameras by D.C. police in some areas of the city. A report issued to the D.C. Council noted the positive impact of the cameras in areas of the city using them. The report sites a 19% decrease of crime within 250 feet of each of the cameras despite a 1% increase in crime citywide last year. Some have wondered whether the positive impact is just a shifting of the crime from the camera’s view. In the past, the cameras were mainly an investigatory tool, used to check the recording after crimes were committed. A more proactive approach now involves the monitoring of live images of a network of cameras prioritized based on crime trends.

***“Crime Reduction Initiative Congressional Review Emergency Amendment Act of 2007.”*** Purpose: To amend, on an emergency basis, due to Congressional review, Titles 16 and 23 of the District of Columbia Official Code to create a rebuttable presumption for detaining certain adults and juveniles charged with robbery or certain handgun violations pending a trial or disposition hearing; to amend Title 16 of the District of Columbia Official Code to require the Family Court of the Superior Court of the District of Columbia and the Director of the Department of Youth Rehabilitation Services to disclose specified information to the Chief of the Metropolitan Police Department; and to amend Chapter 25 of Title 24 of the District of Columbia Municipal Regulations governing the Metropolitan Police Department’s Closed Circuit Television system to authorize its use in the prevention, detection, deterrence, and investigation of crime.

***“District of Columbia Sentencing and Criminal Code Revision Commission Amendment Act of 2007”*** This legislation requires the Commission to implement and update voluntary sentencing guidelines, publish instructions for applying the guidelines, analyze sentencing data, conduct focus groups and outreach regarding the sentencing guidelines. The Commission would also make recommendations to increase the fairness and effectiveness of sentences in the District.

***“Intra family Offense Act of 2008”*** This proposed legislation would amend the D.C. Code to:

- (1) increase the legal protections available to minor victims of dating and domestic violence;
- (2) hold minor perpetrators accountable and provide them with appropriate interventions;
- (3) Compensate minor victims of dating and domestic violence for expenses relating to their abuse;
- (4) Grant minor parents the right to file for custody of their children;
- (5) Revise and clarify the definitions, procedures and roles of government agencies referenced in intra-family proceedings;
- (6) Clarify the continuing effectiveness of a temporary protection order when a default civil protection order is issued; and

- (7) Provide a timeline during which a victim of childhood sex abuse may file an action for damages.

***“Firearms Control Emergency Amendment Act of 2008”*** This legislation would amend multiple sections of the D.C. Code to allow District residents to register pistols for use in self-defense within the person’s home. Specifically, the proposed legislation would:

- (1) Allow a District resident to register a pistol for use in self-defense within the registrant’s home;
- (2) Require the Chief of the Metropolitan Police Department to conduct a ballistics identification procedure on all registered pistols;
- (3) Limit registration to no more than one pistol per registrant in the first 90 days after the effective date of the legislation; and
- (4) Allow a firearm to remain loaded and unsecured within the registrant’s home if the firearm is being used to protect against a “reasonably perceived” threat of immediate harm within the registrant’s home.

### ***Local Program Initiatives***

#### ***Project Safe Neighborhoods***

As part of the federal Project Safe Neighborhoods initiative, the D.C. U.S. Attorney’s Office, Court Services and Offender Supervision Agency for the District of Columbia, the Metropolitan Police Department, and the Office of the Attorney General for the District of Columbia began a neighborhood-based crime suppression and deterrence program to identify the most violent neighborhoods in the city. Once these neighborhoods were identified, the agencies collaborated to target and apprehend the most violent gangs/crews and criminals in those neighborhoods. The expectation was to use these individuals’ prosecution and incarceration to deter individuals citywide from getting involved in crime. More specifically, the agencies involved created a seminar to inform offenders, and ex-offenders of the expectations of their desistance from crime upon reentering the community.

#### ***All Hands on Deck***

This initiative involved emphasizing community policing focused law enforcement as well as community outreach by all sworn police officers on patrol throughout the District. This was done to encourage partnerships between MPD and District residents. **All Hands on Deck** took place in five phases, beginning in June 2007 and ending in December 2007. During this initiative, there were 2,400 arrests (Metropolitan Police Department, 2008). At various times throughout the year the Police Chief has called for full deployment of District police officers over the course of a set period. This initiative was established, and is used, to provide increased police presence in times when crime is likely to be elevated. The All Hands On Deck initiative also works to increase and improve police and community relationships with the understanding that through these relationships trust in law enforcement is also increased.



Washington DC saw some significant percentage decreases in overall crime from .07% in 2001/2002 to 17.99 in 2003/2004. While there was a decrease of 0.8 percent (2005), the net decrease was less than the previous year. The number of homicides, however, increased by 30 from 232 (2001) to 262 (2002) before decreasing by 14 (2003) and by 50 (2004) and by 2 (2005). After dropping to 169 homicides in 2006, the number of homicides in the District has increased to 181 in 2007.

### ***Homicide Closure Rate***

The homicide closure rate for 2007 was 69.9%. For the last five years, the homicide closure rate has been higher than 60% (Metropolitan Police Department, 2008).

The objective of the ***MPD and the Executive Office of the Mayor*** is to substantially reduce, if not completely eliminate crime in the city. Towards this goal the Mayor and the Chief of Police outlined policy initiatives. With a view to enhancing community policing efforts in minimizing crime, strategies and policies were outlined. It has been the objective that once properly implemented the following goals will be achieved.

- Crime Reduction and the reduction of the fear of crime in the community.
  - a. Customized community policing
  - b. Ensure that officers have the necessary tools to maximize efficiency and effectiveness
  - c. Enhance investigations to better address DC's neighborhood-based violent crime by moving to community-based homicide investigation.
  - d. Transform the Metropolitan Police Department in order to achieve the objective for which it was established.
- Redefine professionalism within the MPD. This will consist of strategic perspectives and specific objectives to help move MPD towards improved professionalism and higher quality of service.
- Integrate homeland security and emergency preparedness practices into the MPD culture and community without creating fear.
  - a. Partner with government agencies, the private sector and the community to enhance awareness of emergency preparedness and terrorist activities
  - b. Integrate homeland security and emergency preparedness into the responsibilities of the MPD employees
- Foster innovation in routine MPD activities while enhancing fiscal accountability.

It was also outlined by the Chief of Police, as a commitment to guiding principles in law enforcement to the community, colleagues and constituencies to:

- a. Change the culture of the MPD from reacting to crime to building and sustaining safe neighborhoods.
- b. Encourage teamwork and leadership at every level of the police department and throughout the community.
- c. Emphasize the need for every MPD employee to have the power and ability to influence positive change and the need for them to be encouraged to improve the service they provide to both community and department.
- d. The need to focus the entire MPD on engaging the youth, where, it is hoped, will have an impact on the young now and in the future.
- e. Re-enforcing what MPD is doing right.

### ***Fugitive Safe Surrender***

The United States Marshals Service introduced **Fugitive Safe Surrender (FSS)** to the Criminal Justice Coordinating Council in 2006. Careful planning began for this special Department of Justice initiative which holds offenders accountable for their actions through peaceful surrender. By eliminating the use of force and weapons, this initiative contributes to the safety of the community as well as families and children who might otherwise be subjected to home raids and potential violence. FSS also contributes to the safety of law enforcement personnel. Based on the experiences in the Cleveland and Arizona FSS sites, this initiative is expected to build a sense of trust in the community because it engages faith-based leaders as instrumental partners in the outreach and operations. Over 500 participants turned themselves into the program staff without any altercations over the three day period.

### ***Operation FREE/Full Stride***

In 2007 **Operation Focused Redeployment Enhancement Effort (FREE)** allowed recruits at the Metropolitan Police Academy who are nearing graduation to get out in the communities they will serve to meet and get to know the residents (Metropolitan Police Department, 2008).

In addition to Operation FREE, there was Operation Full Stride. Operation Full Stride reintroduced foot beat policemen to the District. This began in October 2007. Foot beat officers were deployed in seven police districts across the city. This operation allowed police and citizens to get to know each other in their own neighborhoods. Citizens were able not only to meet the foot beat officers, but also the sergeants and lieutenants who were a part of the leadership teams. This Operation was also created to help officers better solve crimes with citizen participation (Metropolitan Police Department, 2008).

### ***MPD Gun Amnesty Program and Gun Recovery Unit***

The **Gun Amnesty Program** allowed for District of Columbia residents to turn in their illegal firearms without fear of prosecution in the month of December 2007. There were two dates in the month, December 19 and December 25 in which residents were allowed to turn over their guns in police districts three, six, and seven. Residents turned in a total of 628 guns (Metropolitan Police Department, 2008).

The **Gun Recovery Unit** works differently from the Gun Amnesty Program. The Gun Recovery Unit or GRU works with other police jurisdictions, specifically Prince George's County to seize illegal firearms. The GRU was reintroduced in November of 2007, and as of the end of December, had made 121 arrests; with 48 being gun related; obtained and executed 32 search warrants, seized 67 firearms as well as 11 replica firearms, pellet guns, and BB guns. In addition to that, there were nine vehicle seizures, and \$60,853 in U.S. currency seized (Metropolitan Police Department, 2008).

## *Juvenile Homicide, Violent Crime, and Gang Violence*

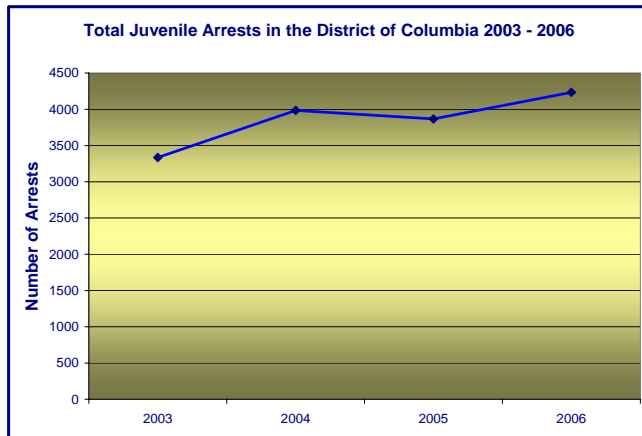
Nationally juvenile violence has been of concern for many years due to the rise in juvenile violence in the late 1980s and early 1990s. From 1985 to 1994, crime rates for teenagers and young adults jumped far beyond those for adults. The crime rates for those 15 to 17 tripled, while it doubled for those 18 to 24 (Dunworth, 2000). Juvenile violence seemed to be an epidemic. Not only were juveniles involved in the drug trade and gang violence, but homicide rates were up with juveniles murdering juveniles. The country felt that the only recourse for this outbreak of crime was to lock juveniles up at extreme rates, which led to increasing the amount of beds available in juvenile detention facilities across the country. Although this seemed like a “quick fix” that would make the nation a safer place, it became obvious that this was not the only solution, if the appropriate solution at all. In order to find an effective way to fight juvenile crime many studies were done across the nation and programs were implemented that catered to the specific city and situation (Maxson, Klein, & Sternheimer, 2002). Below is a brief look at juvenile crime rates in the District of Columbia.

Figures 2.5a through 2.5c show juvenile arrests in the District of Columbia, with 1.9b and 1.9c showing arrests for homicide as well as arrests for weapon-related crimes. Figures do not include juveniles charged as adults.

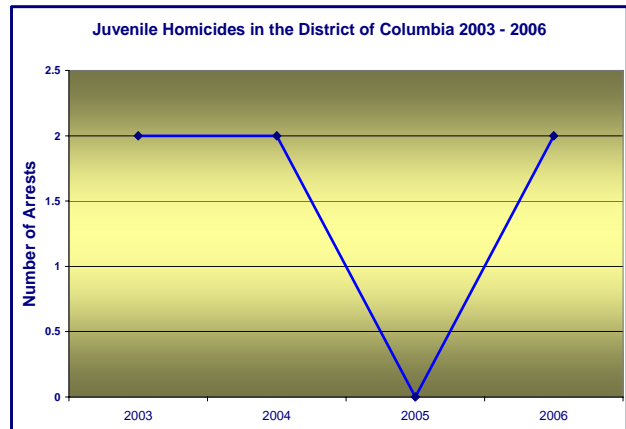
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**Figure 2.5a. Total Juvenile Arrests in the District of Columbia 2003 -2006**

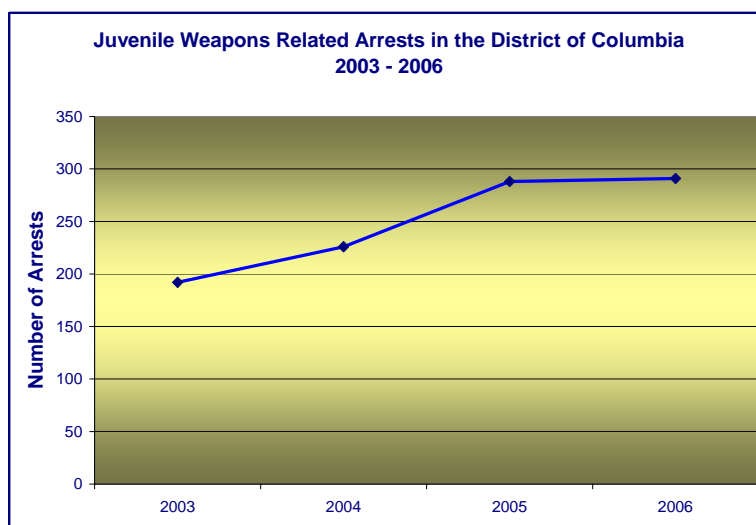


**Figure 2.5b. Juvenile Homicide Arrests in the District of Columbia 2003 - 2006**



*Source: District of Columbia Metropolitan Police Department*

**Figure 2.5c. Juvenile Weapons Related Arrests in the District of Columbia 2003 - 2006**



*Source: District of Columbia Metropolitan Police Department*

There are specific differences in juvenile violence compared with adult violence. There are three factors to take into account. The first is that juveniles tend to mature out of criminal behavior. Peer pressure may lead to criminal behavior that would otherwise not take place. Finally, young people are more likely to have much more free time on their hands than adults (Elliot, 1994; Elliot & Tolan, 1998; Flannery, Huff & Manos, 1998, Maxson, Klein, & Sternheimer, 2002).

### ***Juvenile Detention Alternatives Initiative (JDAI)***

The District of Columbia's Juvenile Detention Alternatives Initiative (JDAI) is a jurisdiction-wide effort to improve the conditions and outcomes for youth awaiting adjudication in the juvenile justice system. JDAI is a national program that is sponsored and supported by the Annie E. Casey Foundation (AECF).

Building upon JDAI's model for successful detention alternatives, the approach in the District has shifted towards community-based programs that are strength-based and culturally relevant. This approach hopes to divert more young people into rehabilitative alternative programs, and away from costly, and sometimes emotionally and socially detrimental, detention.

In the coming year, JDAI will continue to build on its successes and lay the groundwork for more improvements and system reform. Some of the main areas that JDAI will focus on in the upcoming year include developing additional detention alternatives that are needed in the District. This work includes the process of identifying gaps in the detention alternatives continuum and cultivating services and programs to fill those needs. In addition to developing and strengthening detention alternatives, JDAI will work to create new methods for measuring the quality of each program, in order to best cater to the population it targets. The ultimate goal is to detain as few youth as possible, with public safety always in mind, and offer young people options in rehabilitation.

### ***Gang Intervention Partnership (GIP)***

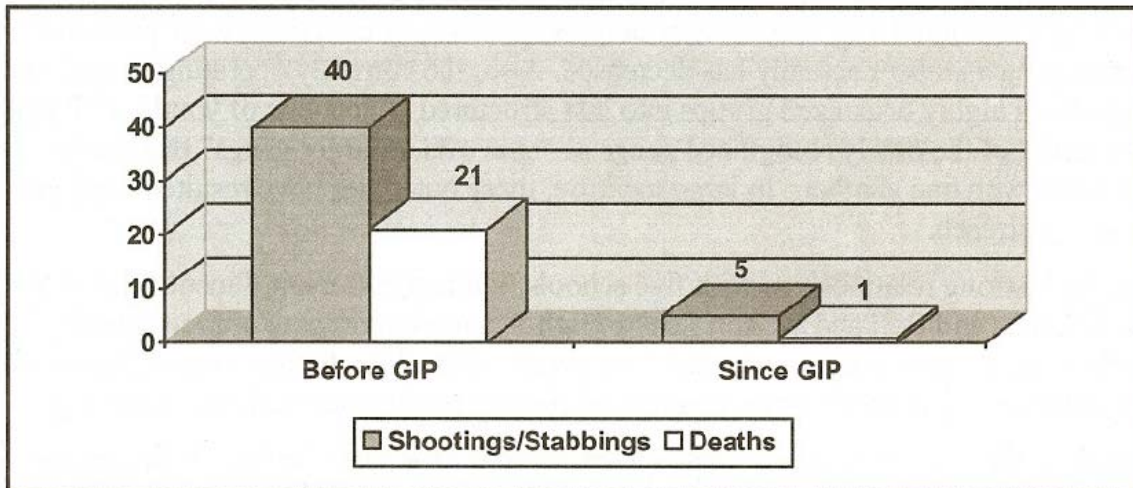
Recently, there was much success with the Gang Intervention Partnership (GIP) in the Columbia Heights/Shaw neighborhoods in Northwest D.C. This partnership developed out of a community's recognition that gang-related homicides were occurring at increasing rates along with criminal activity of Latino Gangs. During the period between 1999 and 2003, Latino gang-related homicides were such a large problem for the Columbia Heights/Shaw neighborhoods that the Metropolitan Police Department (MPD) partnered with several community agencies to form the GIP in August of 2003 (GIP Evaluation Report, 2006). Also, funding was provided through the Mayor's Office on Latino Affairs (OLA). The GIP set in place four goals to be supported by core strategies and activities through the partnership.

The program's goals are to

1. Reduce the incidence of gang-related violence in Ward 1;
2. Decrease gang-membership and stop the proliferation of new gangs operating in the target area;
3. Reduce the number of gang-related suspensions in targeted schools; and
4. Increase the involvement of at-risk youth in recreational and other productive activities.

**Figure 2.6. Shootings/Stabbings and Deaths:  
4 Years Prior to versus 3 Years Since GIP Inception**

**Shootings/Stabbings and Deaths:  
4 Years Prior to versus 3 Years Since GIP Inception**



**Source:** Urquilla, M. (2006). *Gang Intervention Partnership Chronology: Timeline of Key Events 1999 – 2005*.

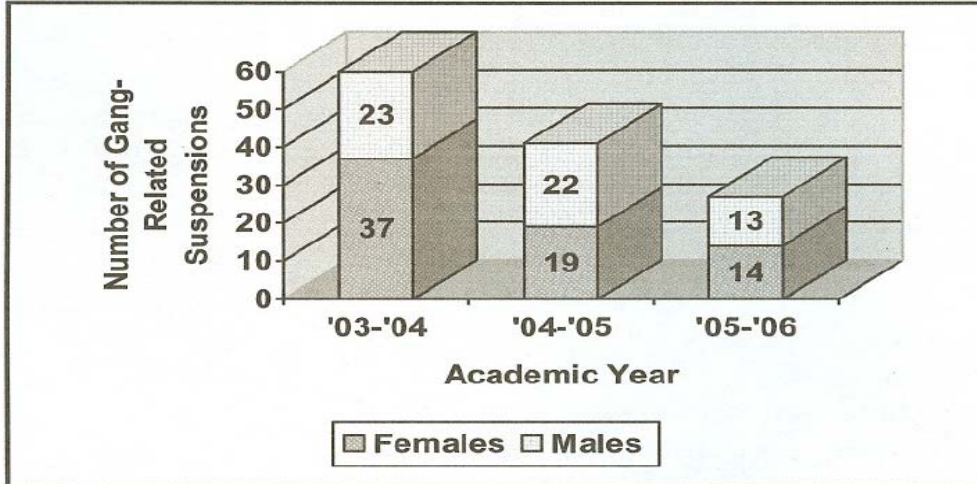
Figure 2.6 above shows the differences between shootings, stabbing, and deaths before and after GIP was put into place. It shows that shootings/stabbings decreased from 40 to 5 in the seven year period represented by the graphs, as well as deaths decreasing from 21 to 1.

In the four years prior to the creation of the GIP the Columbia Heights/Shaw neighborhoods experienced 40 stabbings/shootings with 21 ending in death. At the time of GIP's evaluation in August 2006, three years since its inception, the Columbia Heights/Shaw neighborhoods have only experienced five shootings/stabbings with one ending in death (see Figure 2.6). There was a dramatic impact on suspension during this period as well. Under the GIP program suspensions in the targeted neighborhood high school was reduced from 23 in the 2003-2004 school year to 13 in the 2005-2006 school year (see Figure 2.7).

The driving force behind the success of GIP is the commitment of funding, personnel, and inter-governmental advocates from the Office of Latino Affairs to help develop and sustain an extensive strategic coordination among the multiple partners. The GIP partnership recognizes success was due in large part to a comprehensive, multi-agency approach. There was a large commitment from MPD's Latino Gang Unit to provide highly specialized youth outreach, gang intervention and suppression, and intelligence; all of which were highly transparent to the community. *The Columbia Heights/Shaw Collaborative* played a major role by dedicating program management, direct services, and technical assistance. Neighborhood youth-serving organizations played a vital role in providing intervention with gang-involved youth.

**Figure 2.7. Reduction in Gang-Related Suspensions at Bell Multicultural High School: 2003 – 2004 to 2005 - 2006**

**Reduction in Gang-Related Suspensions  
at Bell Multicultural High School:  
2003-2004 to 2005-2006**



Source: Bell Multicultural High School suspension records.

**2.1d Recommendations from Community Residents**

- Police should work with communities to build, and expand upon, neighborhood safety activities and organizations (i.e., neighborhood watch, orange hats, etc.).
- The Metropolitan Police Department (MPD) should work harder to advertise their positive activities and programs.
- MPD should increase police availability.
- Improve community policing by developing, or expanding upon, the relationships between police and community. Also engage community residents in community policing by establishing block captains and a citizens' police academy.
- Build police trust through community-police events.
- The District should provide additional resources for MPD.
- MPD should provide an anonymous youth-hotline which seriously addresses calls related to abuse and neglect, and those involving intelligence related to future or past crimes.
- There should be continuity of officers in PSAs to establish and maintain a police-community relationship.



## ***2.2 Improved Witness Protection***

As a means of protecting persons against perceived or real threats, intimidation, physical or bodily harm before, during and after trials with a view to ensuring an effective and efficient means of justice administration, witness protection has become a necessity. This is especially so in violent crimes including those that involve the prosecution of gangs, drug dealers, and other crime syndicates. The DC government follows the standard of witness protection measures espoused and implemented by the US Marshal Service. However, given the need to involve community members these standards might not be far-reaching enough as reported cases, whether real or imagined, are being circulated that witnesses are left to their own devices once cases have been adjudicated. These persistent and latent fears have often led to the inability or unwillingness of witnesses to come forward. Therefore, there is the need to improve witness protection programs if homicide is to be reduced or eradicated in the District. Suggested improvement include the following:

- a. Adequate financial incentives and effective security for witnesses
- b. Protection for family members who might be targets
- c. Re-orientation of community perception of becoming a witness if the indicted individual is a community member.
- d. Increased police and community interaction and bonding
- e. Information dissemination to community about anti-social behaviors that are destroying the communities and the fact that crime should be abhorred in communities.
- f. Eradicating the fear of being given a new identity and the perceived psychological trauma associated with it.



## ***2.3 Reentry***

### ***2.3a Overview***

Until the late 1990s reentry was not addressed by the criminal justice system, this created a gap in the effectiveness of the criminal justice system because when reentry is not addressed by the system, offenders are likely to re-offend and reenter the prison system. In his 2004 State of the Union Address, President Bush asked Congress to allocate \$300 million to reentry efforts, highlighting the importance of addressing reentry in the United States (Collins, 2007). Today reentry is known to be a very important issue not only for those reentering society from prison, but also for the communities these individuals are entering. Reentry programs are important to American society because they provide inmates with the means to reenter society as constructive citizens, while simultaneously making the communities who receive these individuals safer in the long run. In other words, reentry programs allow the criminal justice system to assume responsibility for previously incarcerated persons and uphold its rehabilitative promises; ensuring ex-offenders will not reenter the prison system.

Though homicide does appear to be lower than it had been, it is important to get a sense of what contributes to reducing homicides in order to prevent any type of rise in crime and homicide whether that be due to youth violence, gang violence, gun violence, or crimes that lead to recidivism. Different cities have had different experiences and have tried to institute reentry programs that cater to their specific needs. As can be seen, in many cases the decrease in violence and homicide is more than likely due to an amalgamation of factors, not just the institution of one particular program. Factors that have shown effectiveness are establishing working relationships between various local criminal justice agencies as well as community buy-

in and involvement. These two elements serve as the framework to implement a working strategy to reducing recidivism and subsequently, homicide specifically and crime in general.

For many years United States federal and local governments have worked to address the large population of incarcerated individuals. In 2006, the United States continued to lead global incarceration with an incarceration rate of 738 inmates/100,000 persons. This rate is as high as seven times the rate of other Western countries, and 153% higher than the nation with the second highest incarceration rate—Russia (NCCD, 2006). Unfortunately, the high incarceration rates in the United States have not followed the same downward turn as crime rates in the U.S.

Although much work has been done to attempt to reduce the number of individuals incarcerated, it is imperative that federal and local governments understand that preventative measures employed now would largely reduce the amount of funding necessary for incarceration in the future. In 2006, the Administrative Office of the United States Courts reported that the costs of incarceration and supervision services could be over \$70,000 per individual per year. Costs per individual are itemized in the figure below.

<b>Type of Incarceration or Supervision</b>	<b>Average Annual Cost</b>
Imprisonment in BOP Facility	\$23,432
Community Correction Centers	\$20,844
Supervision by Probation Officers	\$3,450
Supervision by Pretrial Services Officers	\$2,080
Pretrial Detention Services	\$22,665

Using the estimations set forth by the Administrative Office of the United States Courts, it can be estimated that an individual with repeated involvement with the criminal justice system's incarceration and supervision services could cost the government as much as \$2.2 million over the course of 30 years. Conversely, this may be generalized as a savings of \$2.2 million per person potentially involved in the criminal justice system over the course of the next 30 years. When the benefits of keeping residents in the city rather than prison are considered, there is the added cost of revenue generated by the individual which the city as a whole may capitalize on. For instance, the amount of taxes and residential rent or mortgage produced by an individual could add as much as \$420,000 per person over a 30 year period. This creates a cost-savings of \$2.62 million per potentially incarcerated individual over the course of 30 years.

### ***2.3b National Best Practices***

#### ***Reentry Partnership Initiative***

A program designed to improve reentry was the **Reentry Partnership Initiative (REP)**. The program was instituted in Baltimore, MD from March 2001 until January 2005. This program's intent was to reduce re-arrest, re-conviction, and time to re-arrest. A cost-benefit analysis was also done for the program. In order to determine whether the program was successful, a control group of released prisoners was compared to the REP clients. It was found that REP reduced offending, however there was no significant difference between REP clients and the control population in regards to time to re-arrest and re-conviction, likelihood of a new

conviction or number of convictions (Roman, Brooks, Lagerson, Chalfin, & Tereshchenko 2007).

Roman et al., (2007) explained the methodology of REP as:

The REP treatment model is highly individualized and tailored to the assessed needs of the client. Upon release, the case manager or advocate meet the client at the prison gate, review the case plan, and assist in immediate post-release logistics (such as securing identification, medication, or transitional housing). The case manager revises the plan as necessary, and provides the client with treatment and service referrals. The services provided include education, substance abuse treatment, transitional housing, employment services, and vocational training. Some clients also participate in an ex-offender support group (Roman, Brooks, Lagerson, Chalfin, & Tereshchenko 2007).

Although not all the differences were significant, it was found that REP clients were less likely to be arrested than other offenders, as well as there being a longer period to re-arrest for REP clients. Inversely, REP clients were slightly more likely to be re-convicted than the control population; however, this changed after the follow-up period; REP clients were then less likely to be re-convicted with time to re-conviction being longer for REP clients. None of these findings were statistically significant. The cost-benefit analysis found that REP cost \$1.2M returning a benefit for \$3 for every \$1 spent. See Table 2.1 for a more in-depth look.

**Table 2.1. Outcome Analysis (Re-arrest)**

Offender Characteristics	Sample	REP	Non-REP
Any Re-arrest	75.4%	72% <sup>a</sup>	77.6%
Number of Re-arrests	2.54	2.36	2.66
Number of Re-arrests - Property Offense	0.40	0.39	0.41
Number of Re-arrests - Person Offense	0.39	0.34	0.42
Number of Re-arrests - Drug Offense	1.44	1.33	1.51
Any Re-conviction	57.7%	58.0%	57.5%
Number of Re-convictions	1.19	1.14	1.22
Offense	0.16	0.17	0.15
Number of Re-convictions - Person Offense	0.00	0.00	0.00
Number of Re-convictions- Drug Offense	0.83	0.77	0.86
Number of Days in Study	1219.9	1212.9	1224.3
Number of Days at Risk	1171.9	1171.9	1171.9
Number of Days until First Re-arrest	316.3	321.9	313.1
Number of Days until First Re-conviction	526.8	505.9	540.0
Monetized Cost of Offending to Victims	\$20,787	\$9,658	\$27,675
Monetized Cost of Offending to Prisons	\$37,715	\$38,147	\$37,448
Monetized Cost of Offending to Probation Agencies	\$2,195	\$2,354	\$2,097
Monetized Cost of Offending to Society	\$42,459	\$42,864	\$42,210
Monetized Cost of Offending to Society	\$63,247	\$52,522	\$69,884
N	599	229	370

Note: Significance: \* = p < 0.01; \*\* = p < 0.05; \*\*\* = p < 0.1; a = p < 0.15

Source: Maryland Department of Public Safety and Correctional Services Offender-Based State Correctional Information System I (OBSCIS I); Criminal Justice Information System (CJIS) Central Repository



### *Ohio's Transitional Education Program*

As demonstrated by the previously mentioned program, trying to help offenders reenter society and face all the obstacles that come with that task can be difficult, and in some cases unsuccessful; however, this is not always the case. A program that has proven to be consistently successful is **Ohio's Transitional Education Program (TEPOhio)**. TEPOhio is sponsored by the Ohio Central School System of the Ohio Department of Rehabilitation and Correction and Community Connection for Ohio Offenders, Inc. This program specifically addresses developing pro-social and employable skills for inmates who are faced with imminent release. TEPOhio teaches classes through distance-learning videoconferences technology from the Lima Community Communication studio with a textbook specifically designed with an interactive CD-ROM/PC-based platform. After release, individuals can use the TEPOhio's Website, email address or toll free number to contact a Community Connection caseworker (Collins, 2007).

### *Prisoner Re-entry Policy Academy*

Currently, the NGA works with the five states of Maine, Minnesota, Indiana, Washington and Pennsylvania in a prisoner reentry policy academy to reduce recidivism rates by providing access to services and support systems. The NGA's prisoner reentry policy academy is aimed at assisting governors and other state policymakers as they develop and implement strategies aimed at crime reduction. The *JEHT* foundation provides support to this academy. The activities of the reentry policy academy are being adopted in other states.

### *2.3c Local Initiatives*

#### *Comprehensive Reentry Strategy for Adults in the District of Columbia*

In FY 2007 The DC Council passed legislation to establish the Office on Ex-Offender Affairs and the Commission on Re-Entry and Ex-Offender Affairs. The purpose of the office is to coordinate and monitor service delivery to ex-offenders. The Mayor appointed a first time Executive Director who makes recommendations to the Executive Branch to promote the general welfare, empowerment, and reintegration of ex-offenders in the areas of employment and career development, health care, education, housing and social services. The Commission on Reentry and Ex-Offender Affairs will be fully established to advise the Mayor, the Council, and the Executive Director on the process, issues, and consequences of the reintegration of ex-offenders into the general population. The Commission will consist of 15 public voting members appointed by the Mayor including representation from the Office of the Attorney General; Department of Human Services; Department of Health; Department of Housing and Community Development; Department of Consumer and Regulatory Affairs; Superintendent of Education ; University of the District of Columbia; Metropolitan Police Department; Department of Youth Rehabilitative Services; Department of Employment Services; and Office of Human Rights. Two public forums have taken place to provide previously incarcerated individuals an opportunity to discuss some of the barriers they must overcome to become productive citizens of the city.

## **Office of Ex-Offender Affairs**

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### **DESCRIPTION:**

The Office on Ex-Offender Affairs (OEOA) provides direct services, resources and information to assist DC residents in making a successful reintegration after a period of incarceration.

Hours of operation: 9 am to 5 pm, Monday through Friday

Residents may call and make an appointment or they may walk-in on Mondays, Wednesdays and Fridays between 10 am to 2 pm.

Court Services and Offender Supervision Agency for the District of Columbia (CSOSA) supervises 15,000 offenders in the District. The greater majority is male (83%) and African-American (88%). CSOSA has partnered with many other criminal justice agencies as well as the community to create a reentry plan for the 15,000 offenders they supervise. This comprehensive plan involves several action items as well as several steps to insure that offenders' reentry into the local community is as seamless as possible. The plan covers several points of interest, such as: Pre-Release Planning, Education/Employment, Short-term and Long-term Housing, Substance Abuse and Mental Health, Public Education, Community and Family Support, and Legislative/Policy Issues. This plan was launched in 2004. Below is a brief look at the action items under each topic previously listed.

### ***2.3d Recommendations***

- Target reentry services in communities in which ex-offenders are returning.
- Provide targeted occupational training and opportunities for ex-offenders.
- Engage these individuals in activities and meetings regarding public safety.
- Engage successful ex-offenders in peer-to-peer mentoring for newly released ex-offenders.
- The District should promote programs for assisting ex-offenders reentering communities, and educate communities about reentry.
- Businesses should be educated on the employment of ex-offenders, and be provided incentives for hiring qualified ex-offenders.

See the table below for a brief description of the action items under each topic area:

Pre-Release Planning:

- Action Item 1: A reentry team will be created in order to complete a Reentry Plan for each individual reentrant as soon as possible during incarceration that includes a Federal Bureau of Prisons (BOP) or DC Department of Corrections (DOC) case manager, a CSOSA Community Supervision Officer, and a family member and/or mentor.
- Action Item 2: In order to assist offenders in needed services upon release, case management and support services must be integrated across agencies.
- Action Item 3: Make services necessary for survival available to reentrants upon release.

Education/Employment:

- Action Item 1: Analyze employment market data and reentrant skill set data in order to guide job training, and employment.

Short-term and Long-term Housing

- Action Item 1: Ninety days prior to release encourage inmates to begin the housing application by putting an additional family member's name on the public housing lease.
- Action Item 2: Enhance the above mentioned process by making adding a family member's name to the housing lease more accessible to reentrants.
- Action Item 3: Establish unique interest-bearing accounts for expenses upon release for reentrants after encouraging them to save wages made while incarcerated.
- Action Item 4: Help reentrants in Community Corrections Centers with housing, especially those who are released without supervision.
- Action Item 5: Create housing for new reentrants as well as those with custodial responsibility for children by using single room occupancy facilities and/or subsidized traditional housing.
- Action Item 6: Help those reentrants on substance abuse or mental health treatment as well as disabled reentrants to participate in programs that help to defray housing costs.

Substance Abuse and Mental Health

Action Item 1: Persuade reentry teams to create a transition plan that includes substance abuse and mental health treatment as part of the pre-release planning process.

Public Education, Community, and Family Support

- Action Item 1: Encourage the creation of support programs for children and families of offenders who are parents.
- Action Item 2: Create public education campaigns that emphasize the relationship between public safety and successful reentry.

Legislative/Policy Issues

- Action Item 1: Create legislation that improves public safety in that it addresses the need for a reentrant housing continuum and eliminating barriers to successful reentry.
- Action Item 2: Make recommendations to CSOSA and reentry stakeholders on ways to solve policy issues through MOU's and written protocols, etc. that would be added to DC's Reentry Strategy.

## Chapter 3: Victims



### 3.1 Victim Services

#### 3.1a Overview: Survivors of Homicide<sup>2</sup> in the District of Columbia

As of July 1, 2008, the DC Metropolitan Police Department reported 181 homicides in 2007 or 29.1 per 100,000 residents<sup>3</sup>-- one of the highest rates in the nation<sup>4</sup>. As of September 22, 136 people have been murdered in the District in 2008. Realistically, when considering the “ripple effect” that homicide has on families, it is safe to assume that at least 2-10 immediate and extended family members were directly affected by each homicide during 2007. In other words, the range of family members or survivors coping with the harmful impact of murders committed in 2007 is between 362 and 1,180 individuals. Since 1988, 6,415 individuals have been murdered in the District, which indicates that as much as 11% of the District’s population (over 64,000 survivors) has been directly and deeply affected by these senseless tragedies. Survivors’ experience of the criminal justice system (or lack thereof) and the quality of case management and support services they receive in the aftermath of murder are critical factors in their recovery process.

The ability of survivors of homicide to participate in the criminal justice process often depends on the progress of the investigation. A National Institute of Justice study of 32 survivors

<sup>2</sup> “SurvivorSurvivorsurvivors” or “survivors of homicide” are terms commonly used to describe the family members and other loved ones of homicide victims.

<sup>3</sup> Based on most current MPDC statistics at <http://mpdc.dc.gov/mpdc/cwp/view,A,1239,Q,561242.asp>

<sup>4</sup> Based on most current FBI’s Uniform Crime Reporting at: [http://www.fbi.gov/ucr/cius2006/data/table\\_05.html](http://www.fbi.gov/ucr/cius2006/data/table_05.html).

of homicide in an urban county found that knowledge of the status of the investigation directly impacts their emotional and psychological well-being over the long term. When interviewed about their experience of the criminal justice system, survivors reported that their inability to access information about the case felt like a loss of personal control and they associated the decreased personal control with poor psychological well-being.<sup>5</sup> It is important to point out that homicide detectives have a responsibility to protect the integrity of investigations, which supersedes survivors' desire to understand the case status. This point of contention between families and homicide detectives is often unavoidable and can result in a breakdown of communication and loss of trust in the process.

Moreover, the NIJ research found that survivors do not believe that the criminal justice system can heal their loss but view the prosecution of the case as providing a "partial resolution to the experience of their loss." Many survivors "explained that the loss is not something that they ever "get over," but they do learn to "move on." The criminal justice system appears to embody one step forward in that move."<sup>6</sup>

The current system of response in the District from governmental agencies includes the Metropolitan Police Department, the DC United States Attorney's Office, the DC Office of the Attorney General, and the Crime Victims Compensation Program at the DC Superior Court. Each of the agencies has victim advocates on staff that provides vital support and assistance to survivors as they move through the criminal justice process.

Support services in the aftermath of murder are critical to the recovery process. Homicide can impact every aspect of survivors' lives from their emotional and psychological wellbeing to their employment, their housing, and their ability to continue their education. Grassroots organizations in the District have made considerable effort over the past twenty years to develop programs and services to meet the needs of survivors of homicide. Organizations like Survivors of Homicide and M.O.M.s Inc. were established to provide support to families grieving the loss of their loved ones. Reaching Out to Others Together Inc. has focused on youth and the prevention of gun violence. East of the River Clergy, Police, Community Partnership launched a volunteer-based crisis response team to assist survivors of homicide in Wards 7 and 8.

Today, in addition to the above-mentioned groups that continue to serve the District, the community-based continuum of care for survivors includes a range of Ward-specific and District-wide programs, including the Coalition to Stop Gun Violence, Columbia Heights/Shaw Family Support Collaborative, East of the River Far Southeast Collaborative, Ridge Road Parent Association, Ward 7 Non-Profit Association, Kendra Smith Life Line Movement, KSA Youth Foundation, Parent Watch, Peaceoholics, and the Wendt Center for Loss and Healing, among others. Services include support immediately following the crime; individual and group counseling; psychiatric consultation; medication management; support groups for children, adolescents, and adults; training and education for survivors and service providers; and crisis response in the home, school and work settings.

The traumatic aftermath of homicide on a family is long term and far reaching. While the District has extensive services in place, the next step in the development of a truly coordinated

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<sup>5</sup> Goodrum, Sarah D. and Stafford, Mark C.: 2001. *Homicide, Bereavement, and the Criminal Justice System, Final Report*. US Department of Justice, Office of Justice Programs, National Institute of Justice. 7.

<sup>6</sup> Ibid. 149.

community response to survivors of homicide will be the creation of ongoing case management for all members of the victim's immediate family and other family or friends of the victim who are requesting services. Ideally, case management includes needs assessment, service planning, individual and group counseling, support groups, criminal justice system advocacy, assistance with crime victim compensation, follow-up contacts and all appropriate referral services based on the presenting need (i.e. counseling for children, teens and adolescents, substance abuse treatment, housing needs, immigration issues, etc.).

The development of an expanded range of comprehensive and coordinated services to immediate and extended family members of homicide victims will require targeted and sustainable resources and extensive capacity-building among providers. To be successful, providers will need a background in working with culturally and linguistically diverse populations and experience working in the communities where homicides are most prevalent.

Furthermore, the ability to deliver case management services to survivors will require extensive community outreach and an effective referral process. It may be necessary to collaborate with other crime victim organizations since many of the families impacted by homicide may also have experienced other forms of victimization such as domestic violence, sexual assault or child abuse. Overall, the primary goal will be to support a coordinated system of care that minimizes duplication of services and enhances a best practice case management model.

Due to the high rate of homicides among victims ages 25 years and younger, special attention should be paid to children and youth who are impacted by homicide. The District government, in collaboration with community-based providers, has initiated the formation of a "Learning Collaborative" using the model developed by the National Child Traumatic Stress Network<sup>7</sup> to implement the use of evidence-based trauma response for children and adolescents. Over a period of eighteen months, beginning in summer 2008, sixty practitioners will learn and practice Trauma-Focused Cognitive Behavior Therapy (TF-CBT), a highly successful research-based treatment for child and adolescent victims of violent crime suffering from post traumatic stress disorder. The therapy will be available to youth under a variety of treatment programs through the DC Department of Mental Health, Child and Family Services, Department of Youth Rehabilitation Services, and community-based treatment programs that serve child and adolescent victims.

### ***3.1b National Best Practices***

#### ***U.S. Crisis Care/US Community Chaplaincy Inc.***

US Crisis Care provides technical assistance to public safety agencies to collaborate with community-based organizations to develop volunteer programs that provide immediate on scene support to traumatized individuals following homicides and other violent deaths. US Crisis Care (which is administered by US Community Chaplaincy Inc, a California-based not-for-profit organization) has established programs in six cities nationally. The program is designed to

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<sup>7</sup> The National Child Traumatic Stress Network is a group of research and treatment centers that develop, test, and disseminate interventions for children and families experiencing trauma.

facilitate communication between law enforcement and community based organizations that provide crisis intervention services with the goal of developing a coordinated victim-focused program that conforms to law enforcement operations. In the US Crisis Care model, trained volunteers arrive within thirty minutes of being contacted to provide support and services to survivors. They serve as liaisons with the officers; they assist survivors in contacting family members and friends; they advise survivors on what to expect as the criminal justice process moves forward--from identifying the murdered loved one, to speaking to the press, to applying for crime victim compensation; and they make referrals to agencies and organizations for long term support. The community-based organization enters into a relationship with law enforcement that is formalized through a Memorandum of Understanding and, in a successful program, the trained crisis care volunteers become a critical element in the coordinated community response to homicide survivors. Crisis Care programs have been established in Los Angeles CA, Chicago IL, Sacramento CA, San Diego CA, Dallas TX, Portland OR and Seattle, WA.<sup>8</sup>

The DC Crisis Response Team, which is based at the Wendt Center for Loss and Healing, developed independently of US Crisis Care through the efforts of East of the River Clergy, Police, Community Partnership but follows many of the same procedures.

***Child Development-Community Policing Program  
National Center for Children Exposed To Violence,  
Yale School of Medicine***

In 1991 the Child Study Center at Yale University School of Medicine entered into a partnership with the New Haven Department of Police Services to develop a response to youth who have been exposed to homicide and other violent deaths. From this effort evolved the Child Development-Community Policing Program (CDCP) model, which brings together mental health experts, law enforcement, juvenile justice agencies, the schools, the judiciary, and social workers to address the traumatic effects of violence on children. Today, the CDCP Acute Response Service at Yale Child Study Center serves as a model for police-mental health partnerships in communities across the nation.

For the Acute Response Service to be successful, several key components should be in place, starting with the implementation of extensive cross training among stakeholders on a coordinated response to traumatized youth that takes into account human development and behavior as well as policing strategies. Second, a group of trained volunteers<sup>9</sup> must be available 24/7 to respond with law enforcement to scenes where youth are survivors of homicide or have witnessed extreme violence. Third, stakeholder meetings should be held regularly (preferably weekly) where law enforcement, domestic violence and child advocates, juvenile justice practitioners, and mental health professionals review cases and discuss support services and treatment plans for youth referred to the program.

The CDCP also introduced a program in New Haven in conjunction with the Acute Response Service specific to domestic violence interventions where stakeholder make home

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<sup>8</sup> <http://www.crisishelp.us> (site visited 7/3/2008)

<sup>9</sup> At Yale Child Study Center, the faculty volunteers for the Acute Response Service.

visits following traumatic incidents to improve safety, increase parental awareness of child trauma in response to violence, and increase access to other community support services.<sup>10</sup>

### ***3.1c Local Initiatives***

#### ***The Homicide Outreach Project Empowering Survivors (HOPES) Wendt Center for Loss and Healing***

The Homicide Outreach Project Empowering Survivors (HOPES) at the Wendt Center for Loss and Healing supports survivors in the first hours after the homicide. It aims to educate them about available resources and programs; and to provide on-going community-based assistance throughout the criminal justice process surrounding the death, including the provision of therapeutic support necessary to cope with traumatic grief. The RECOVER program at HOPES provides licensed clinicians at the Office of the Chief Medical Examiner, seven days a week, to assist identified next-of-kin in completing the identification process at the morgue following a homicide and to offer on-going care.

#### ***DC Crisis Response Team (DCCRT)***

The original DC Crisis Response Team (DCCRT) that was created through the efforts of the East of the River Clergy, Police, Community Partnership is currently housed at the Wendt Center within the HOPES program. The DCCRT has expanded to include over 70 trained community volunteers who provide crisis intervention services for MPD identified next-of-kin, including home visits during the hours following the homicide. While the Crisis Response Program has developed independently of national models, it is analogous to the U.S. Crisis Care program administered by U.S. Community Chaplaincy, Inc.

#### ***The DC Homicide Coalition***

The DC Homicide Coalition is a diverse partnership of governmental and community-based homicide service providers that have collaborated since 2005 to capacity-build; to increase awareness in the community about the needs of survivors; and to improve access to services through broad-based community outreach. Coalition members conduct group forums where survivors can receive support and psycho-education in coping with their traumatic loss; create training programs to enhance the providers' knowledge of homicide grief and trauma; and train volunteers from the communities who have been impacted by homicide. An e-version of the Coalition's comprehensive directory of homicide service resources can be found at [http://www.wendtcenter.org/pdfs/DC HomicideResourceGuide Layout1\\_001.pdf](http://www.wendtcenter.org/pdfs/DC HomicideResourceGuide Layout1_001.pdf)

#### ***Family Liaison Specialist Unit (FLSU) and Major Case Victims Unit (MCVU) Metropolitan Police Department (MPD)***

The current system response in the District from the Metropolitan Police Department (MPD) includes two special victims units assigned to provide survivors with support and referrals for assistance.

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<sup>10</sup> <http://childstudycenter.yale.edu/services/cdcp.html> (site visited 07/03/08)



The Family Liaison Specialist Unit (FLSU) at MPD forms a crucial direct services link between the homicide detective and survivors for the investigation of cases. FLSU advocates make contact with the identified next-of-kin within days following the murder to explain the process and to facilitate the communication to survivors of information from the detective conducting the investigation. While access to information about the murder is extremely important to loved ones, it is necessarily limited by the investigation process and often becomes a point of contention between the families and law enforcement. FLSU advocates work with survivors to keep them up-to-date, to the degree possible, on the case status.

In 2007, MPD formed the Major Case Victims Unit (MCVU) that focuses exclusively on meeting the advocacy, case management, and informational needs of survivors regarding unsolved (inactive) cases. Unsolved cases often leave survivors feeling frustrated that the system has not done enough to identify perpetrators. Reopening unsolved cases after a period of time has passed may also retraumatize survivors. MCVU advocates provide support to survivors of unsolved cases, provide them with case updates and refer them to community based services that can provide emotional and psychological support during the reinvestigation process.

### ***Family Violence and Homicide***

Domestic violence generally begins as non-lethal violence and may include acts of manipulation, threats, intimidation, stalking, and physical battery. Over time the violence escalates and frequently leads to serious physical harm and potentially fatal violence. According to the Bureau of Justice Statistics at the U.S Department of Justice, one third of all female homicide victims in the nation are killed by intimate partners and the proportion of women killed by intimates is increasing.<sup>11</sup> (See Figure 3.1).

From 2001-2005, domestic violence/family violence homicides accounted for 9% of all murders in the District. Of the cases where motives could be established, 21% of the female murders and 3% of the male murders were domestic/family violence related.<sup>12</sup> In 2007, 14 out of 181 murders have been deemed domestic/family violence homicides. Current rates of domestic/family violence homicides in 2008 are similar to prior years. As of July 1, 2008, ten adults (one male and 8 females) and five children have been murdered in the District as a result of domestic/family violence.<sup>13</sup>

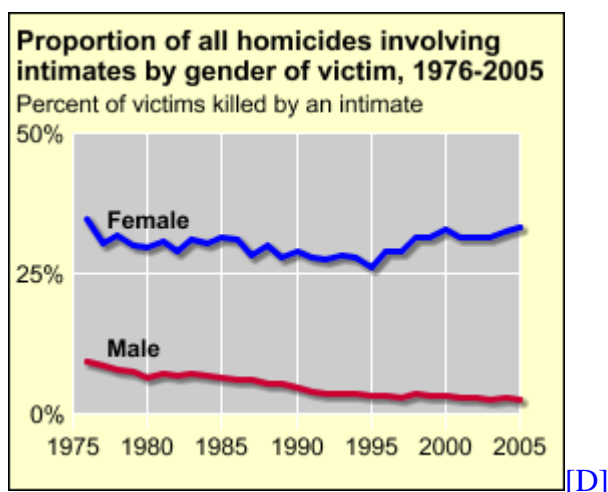
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<sup>11</sup> U.S. Department of Justice. Office of Justice Programs. Bureau of Justice Statistics 2008. *Homicide trends in the U.S.* <http://www.ojp.gov/bjs/homicide/intimates.htm> (site visited 7/3/08)

<sup>12</sup> Metropolitan Police Department, 2006. "A Report on Juvenile and Adult Homicide in the District of Columbia 2001-2005."

<sup>13</sup> Metropolitan Police Department. Domestic Violence Unit 2008.

Figure 3.1



Domestic/family homicide is generally the end result of years of physical and emotional abuse. In 2007, MPD received 31,304 calls related to domestic violence--averaging one every 16 minutes. Of this number, 11, 157 calls reported domestic violence (30 per day) and 20, 147 reported family dispute crimes (45 calls a day).<sup>14</sup> Each year several thousand men and women visit the Domestic Violence Intake Centers at the DC Superior Court and the Greater Southeast Hospital to receive assistance and legal advice and to acquire civil protection orders in an attempt to secure some degree of safety from their abusers.

### *The Domestic Violence Intake Center (DVIC)*

The Domestic Violence Intake Centers (DVIC) are a joint project of local and federal government agencies and community-based organizations with support from the DC Office of Victim Services that provides comprehensive services to domestic violence survivors in the District of Columbia. These services include assistance with civil protection orders, legal advocacy, assistance with Crime Victim Compensation, assistance with safe housing, referrals for substance abuse issues, and referrals for counseling and case management. Partner agencies on the project include: the US Attorney's Office, DC Office of the Attorney General, the Metropolitan Police Department, Women Empowered Against Violence (WEAVE), Survivors and Advocates for Empowerment Inc. (SAFE), the Crime Victims Compensation Program, Legal Aid Society, Ramona's Way, Center for Child Protection/Victim Service Center, and the DC Superior Court Clerk's Office.

<sup>14</sup> Metropolitan Police Department 2004-2006.

In 2007, 4,811 people were served at the Domestic Violence Intake Center (DVIC) at the DC Superior Court and the Domestic Violence Intake Center-South East at Greater South East Hospital. Over half of the individuals served lived in Wards Seven and Eight.

- Of the total number of individuals served, 85% were female and 15% were male.
- 85% were African-American
- 7% were Latino
- 4% were Caucasian
- 1% each were Asian, multi-racial or other.

Of the 4,811 people who received services at the DVICs, 68% cohabited or were married to their partner; 11% were abused by another family member; 4% were roommates; 2% were being stalked; and the others received DVIC services for various reasons including dating violence. Thirty-four percent of victim served at the DVICs in 2007 were individuals who had received full DVIC services previously.<sup>15</sup>

Domestic violence has many correlating factors in the District including poverty, mental health and substance abuse, inadequate education to become economically self-sufficient and lack of housing alternatives. As is the case with homicide, to reduce the rates of domestic violence in the District, the community must address all of the above-mentioned factors.

### ***3.1d Recommendations***

- A critical gap in the coordinated community response to survivors of homicide is case management, i.e., programs that specifically address the individual needs of surviving family and friends of homicide victims from the weeks following the murder until they have been able to stabilize their lives. The scope of services should be broad enough to include assistance with housing, education, employment, counseling, and relocation.
- All individuals who notify families of homicides should be trained to deliver sensitive and appropriate death notifications.
- Young survivors who have lost friends and family members to homicide and those who have witnessed violent deaths require focused counseling and support. Training for individuals who work with youth should be able to act as effective brokers in directing youth to services that can effectively assist them with trauma. Counselors providing services to youth should be trained in and use evidence-based trauma response in treating youth survivors of homicide.
- Neighborhoods and communities should be supported in ways that can enhance their ability to assist survivors in their midst during the aftermath of homicide. Grassroots groups who demonstrate the knowledge and experience in effectively assisting survivors can be engaged to disseminate their knowledge and experience through local community activities at churches, schools and community centers.

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<sup>15</sup> DC Metropolitan Police Department, Domestic Violence Unit. 2008.

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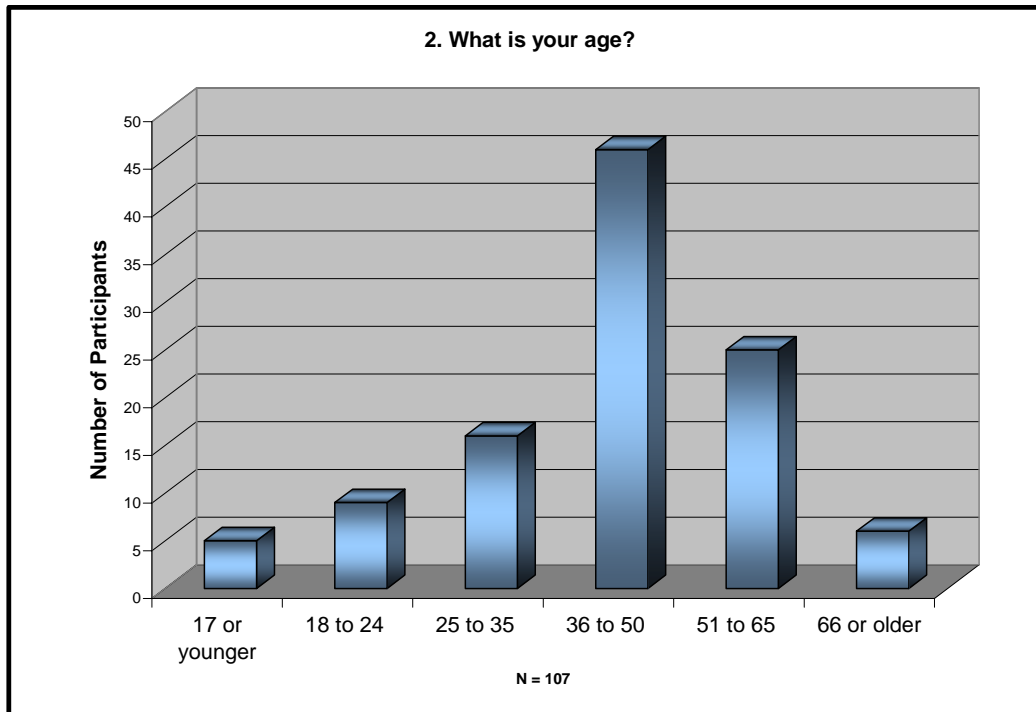
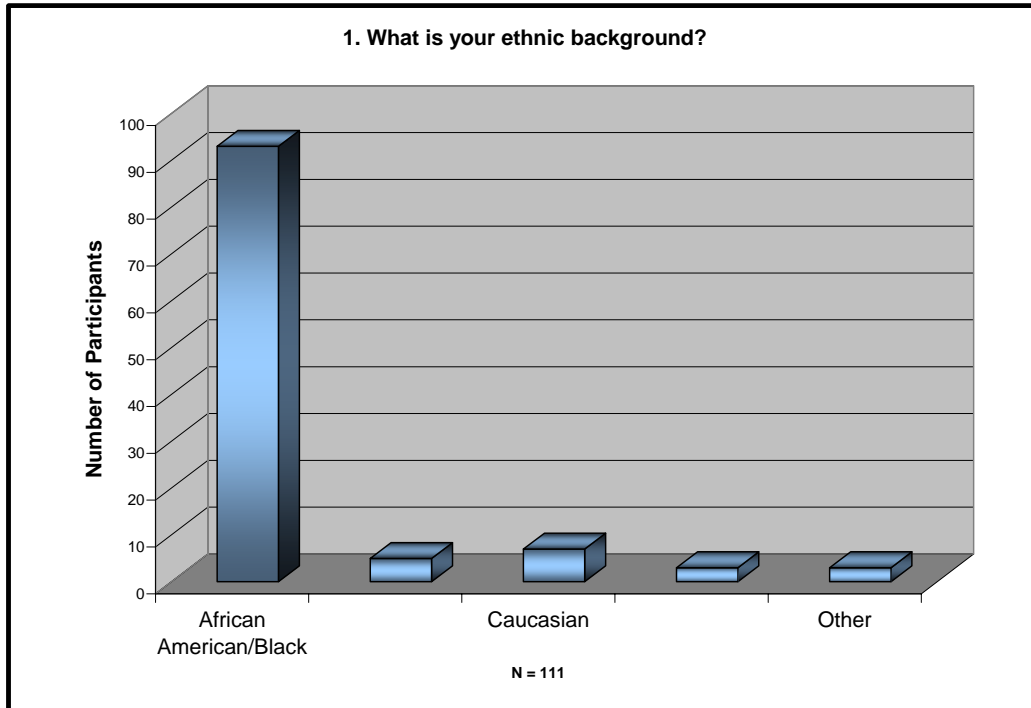
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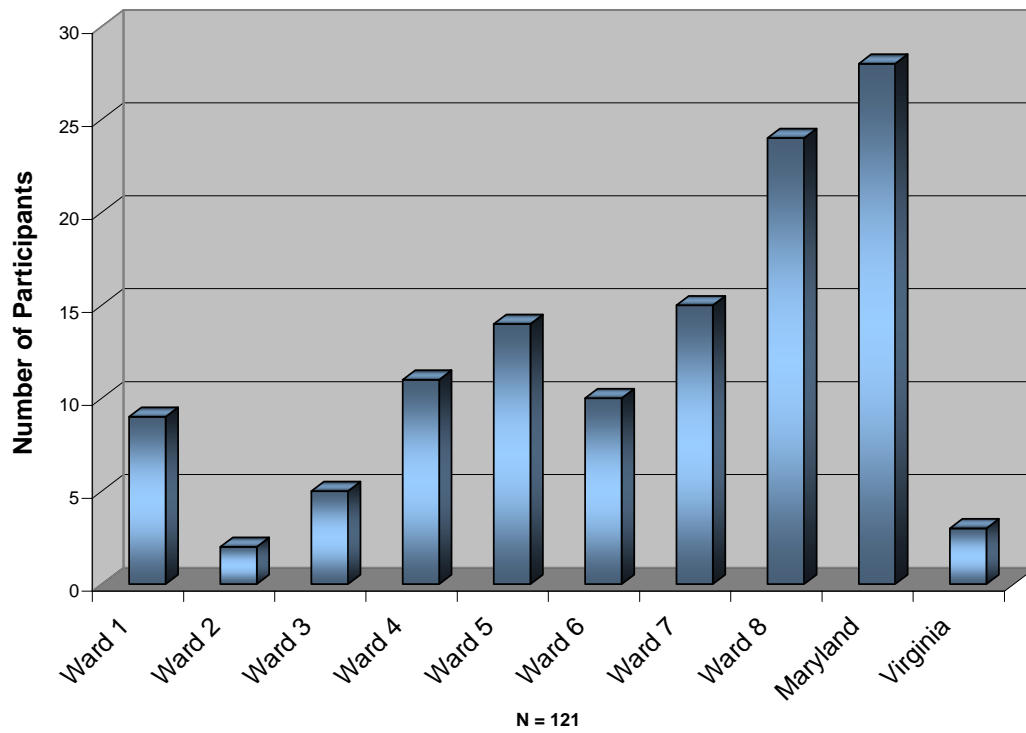
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## Appendix A

Four community forums were held in various locations in the District. Participants in the forums were given questionnaires to assess how they felt about the issues surrounding homicide and what needs to be done to eliminate homicide in the District. They were also asked demographic questions to give some personal background. The following appendices have their answers.

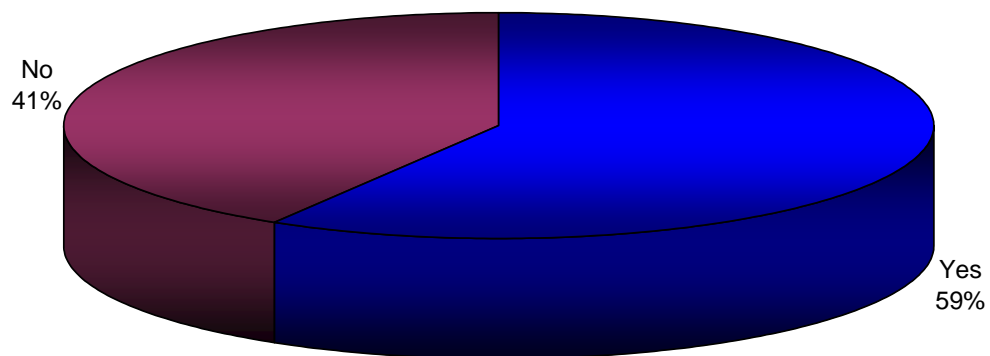


### 3. What part of the DC Metro Area do you live in?



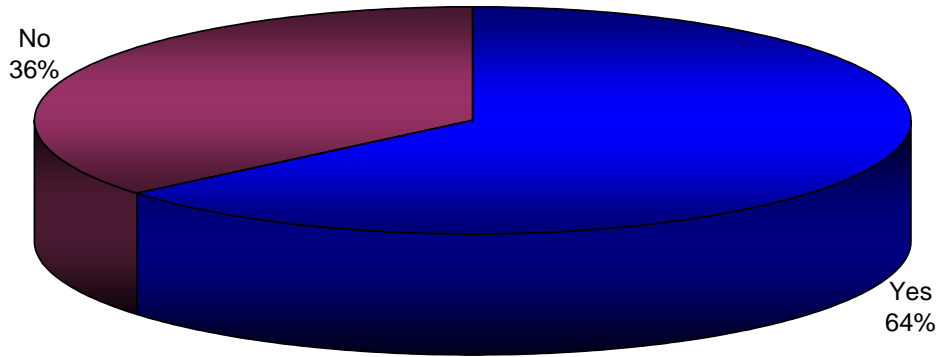
### 4. Have you experienced the murder of a loved one?

N = 123



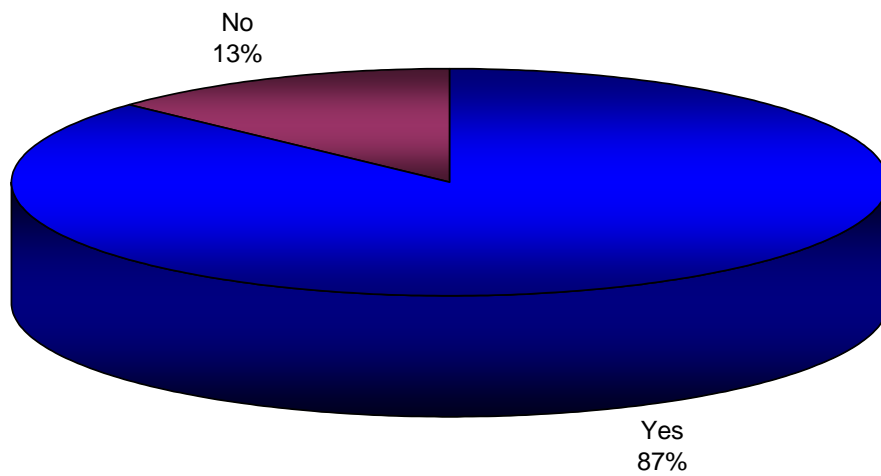
5. Have you been directly impacted by homicide?

N = 122

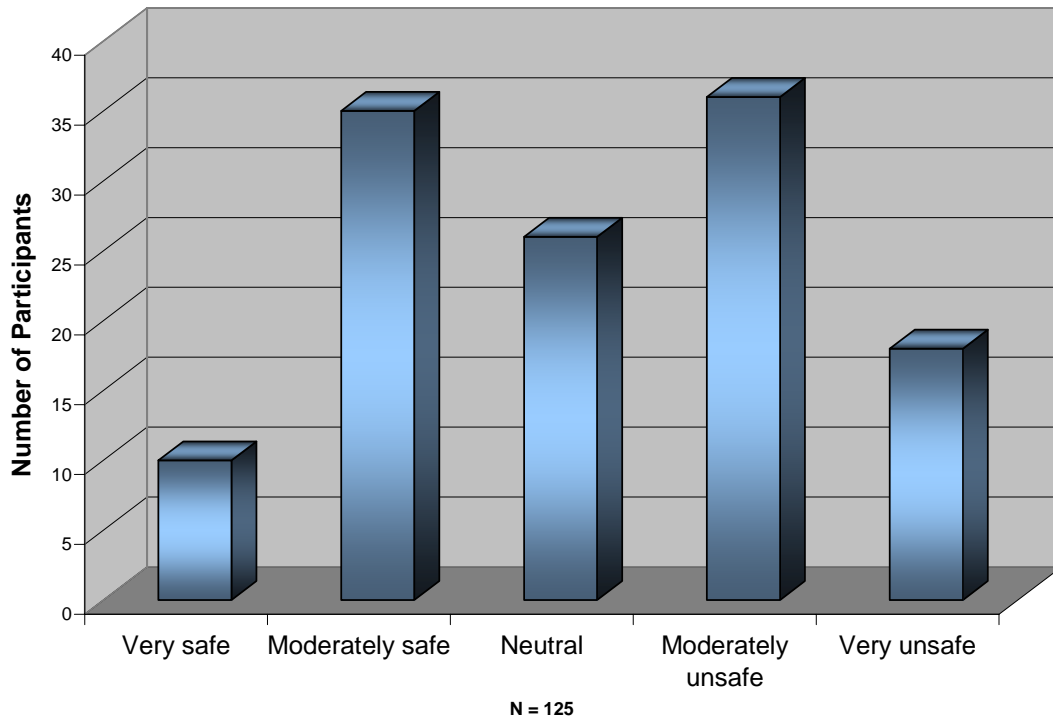


6. Have you been indirectly impacted by homicide?

N = 69

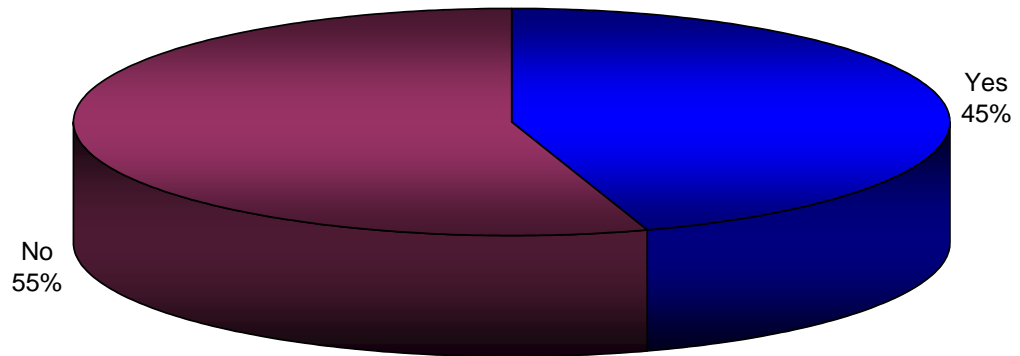


7. Do you feel your community is safe?

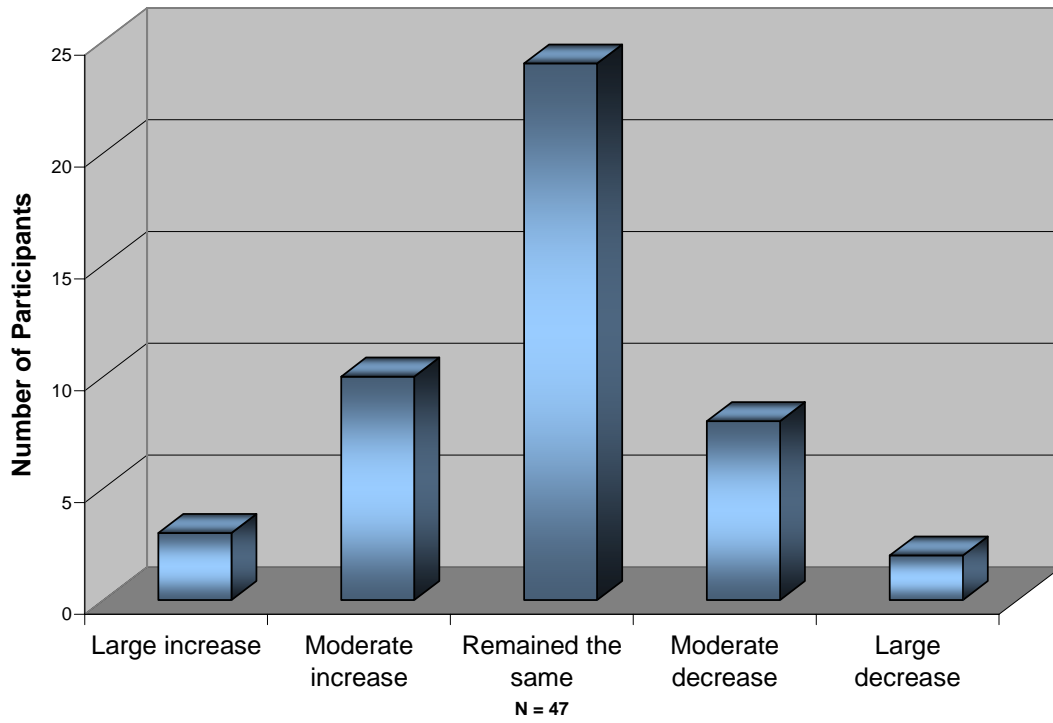


8. Do you know your neighbors well?

N = 51

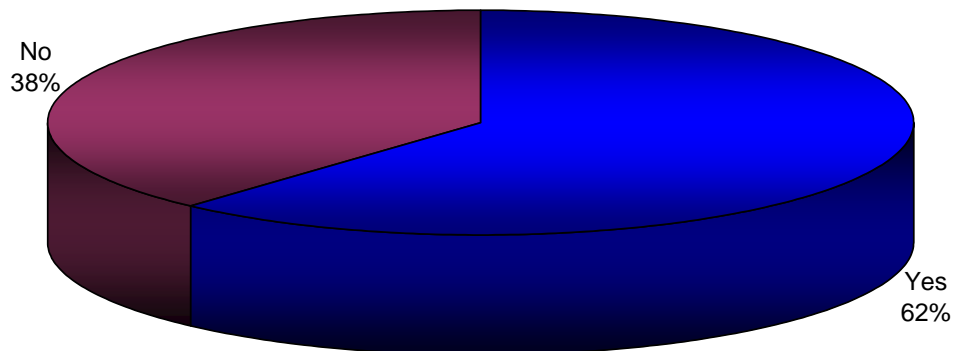


9. Do you feel violent crime has increased in your neighborhood?



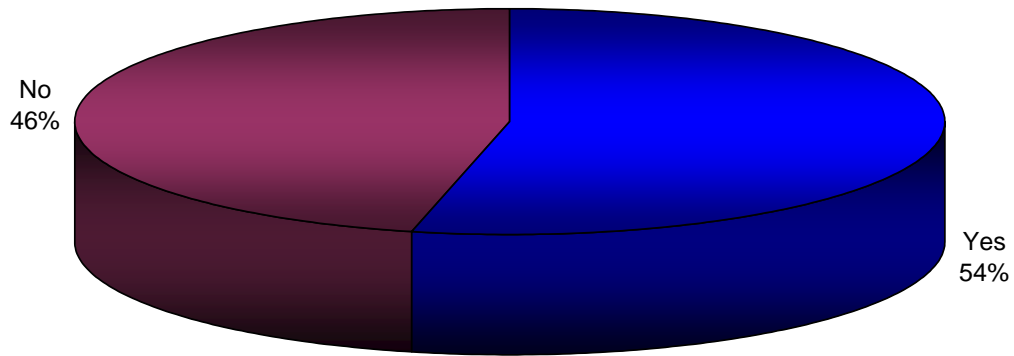
10. Have you been involved in community efforts related to homicide prevention?

N = 125

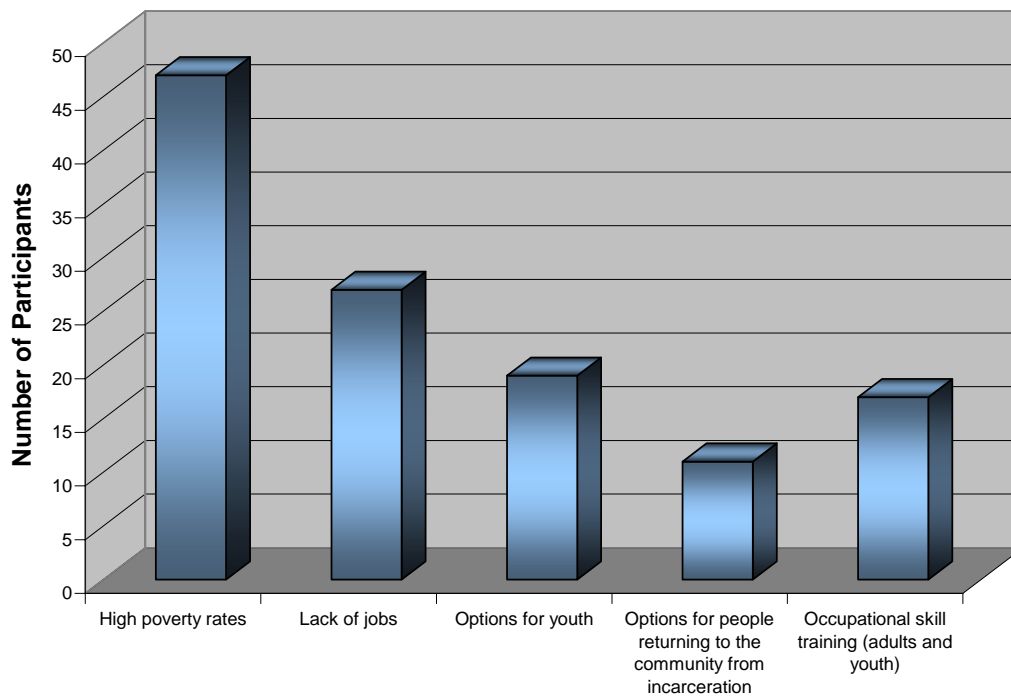


11. Have you been involved in government efforts related to homicide prevention?

N = 121



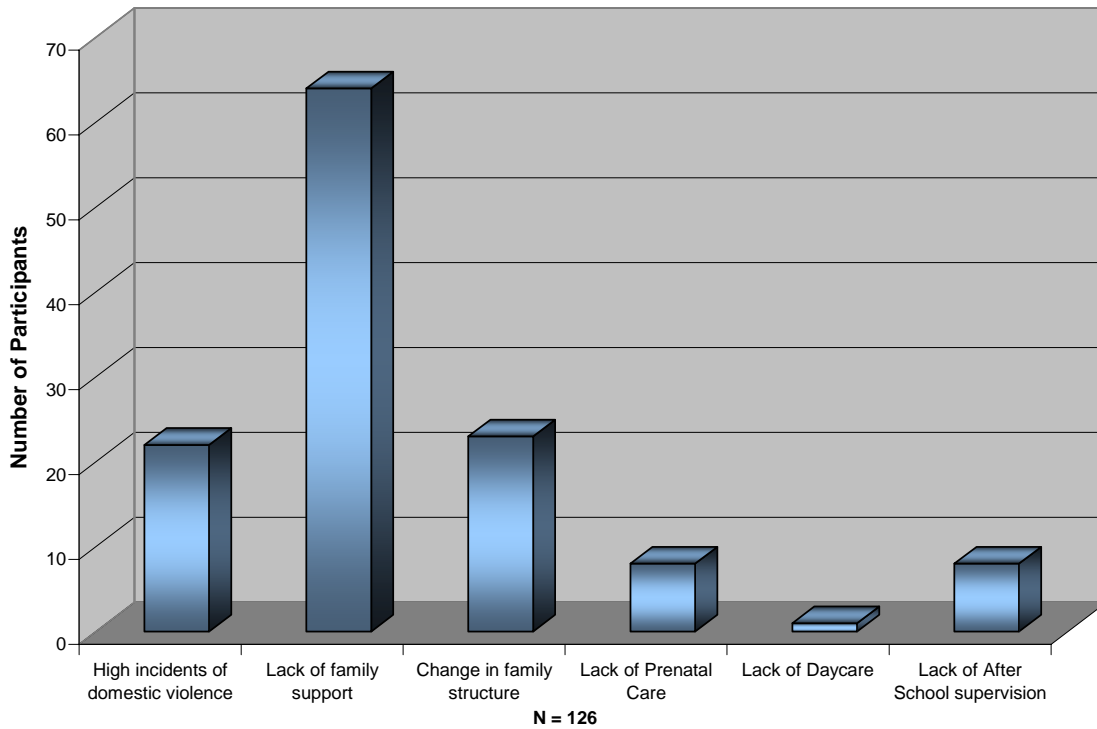
12. What issue related to employment has the largest impact on homicide?



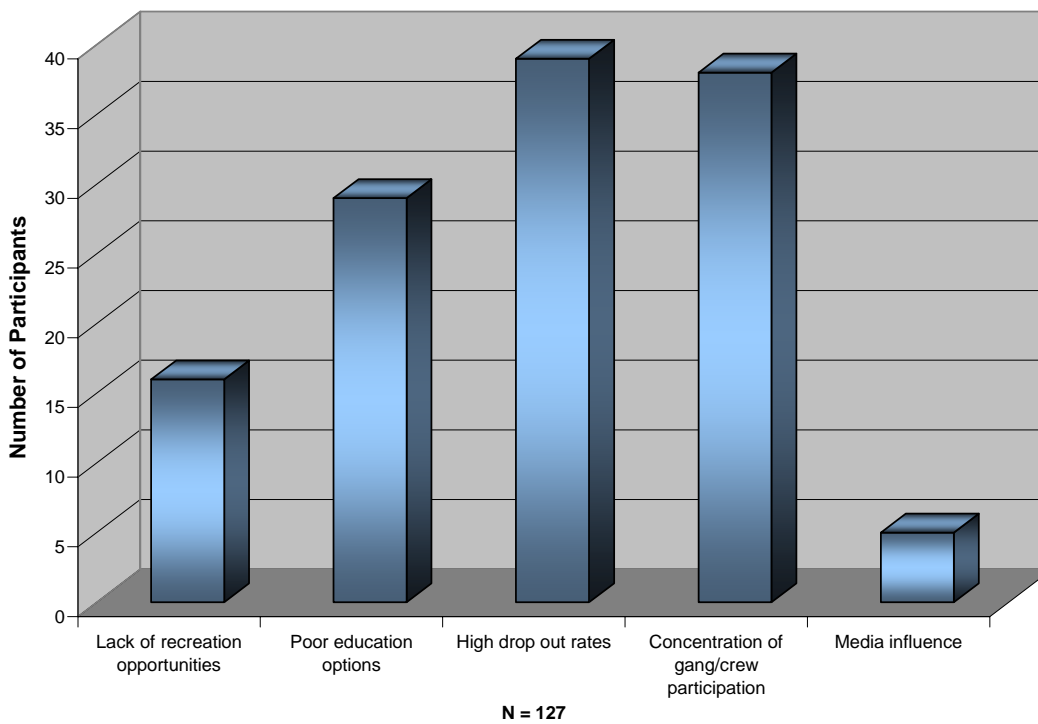
N = 121



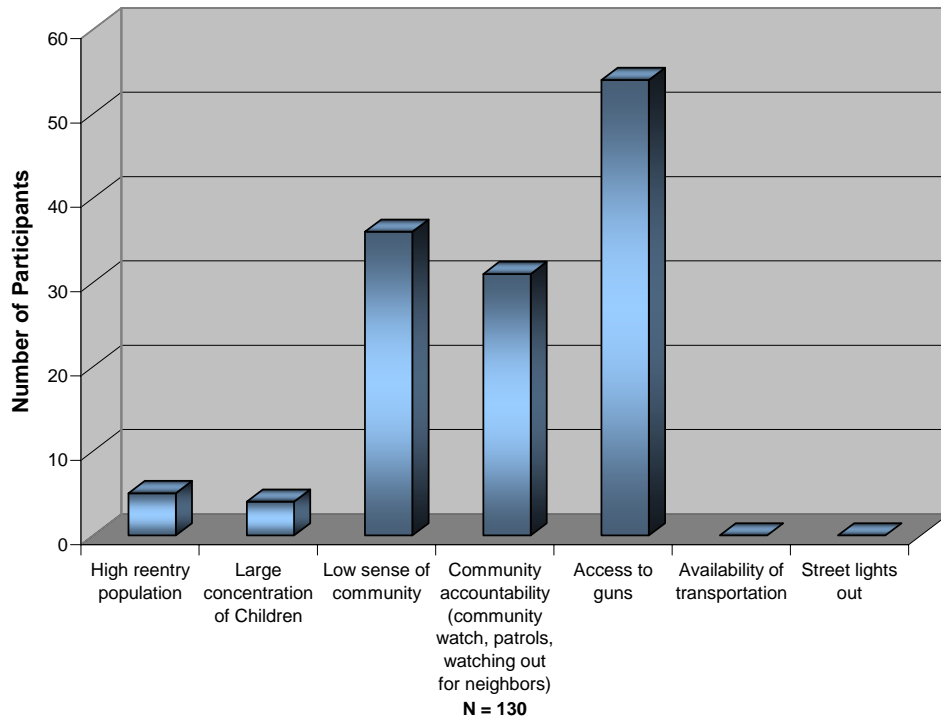
**13. Which family related issue has the largest impact on homicide?**



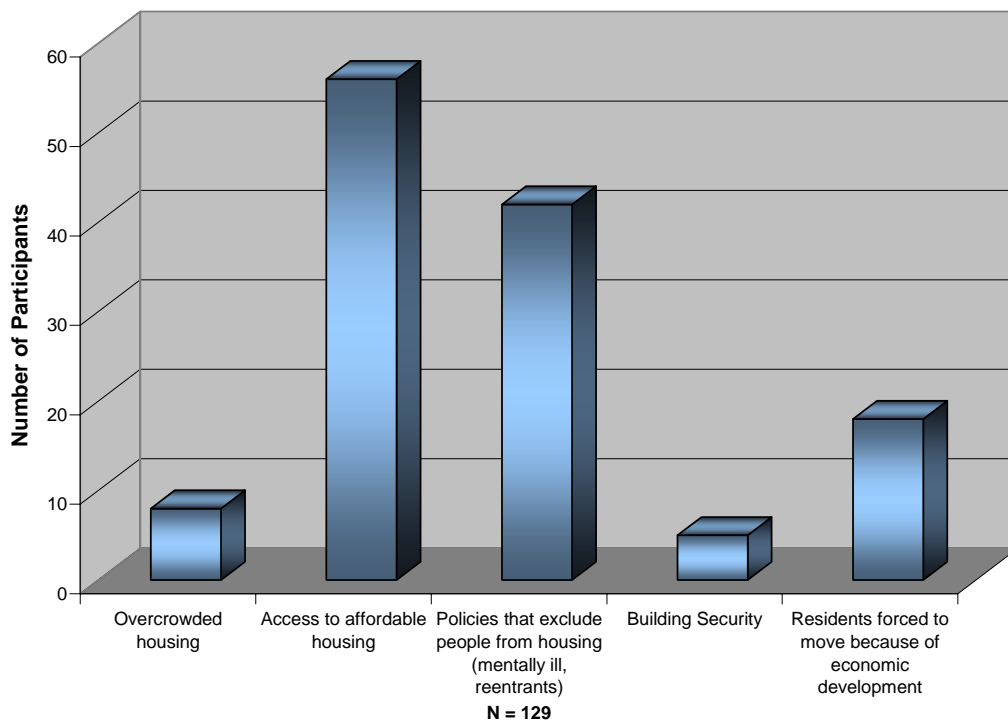
**14. Which youth related issue has the largest impact on homicide?**



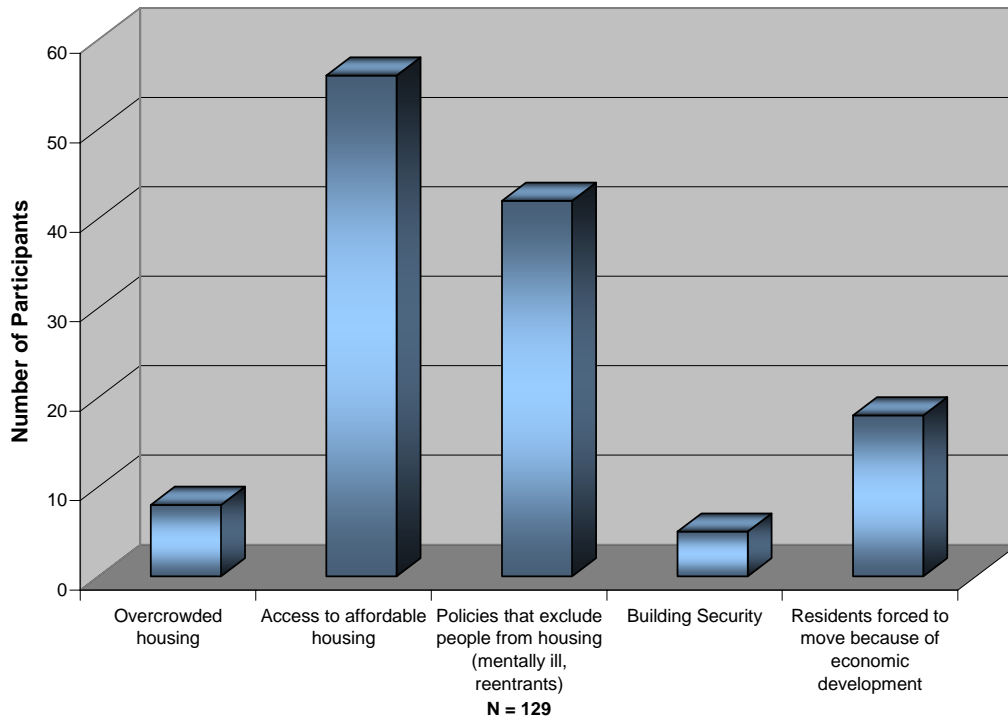
**15. Which of these environmental issues has the largest impact on homicide?**



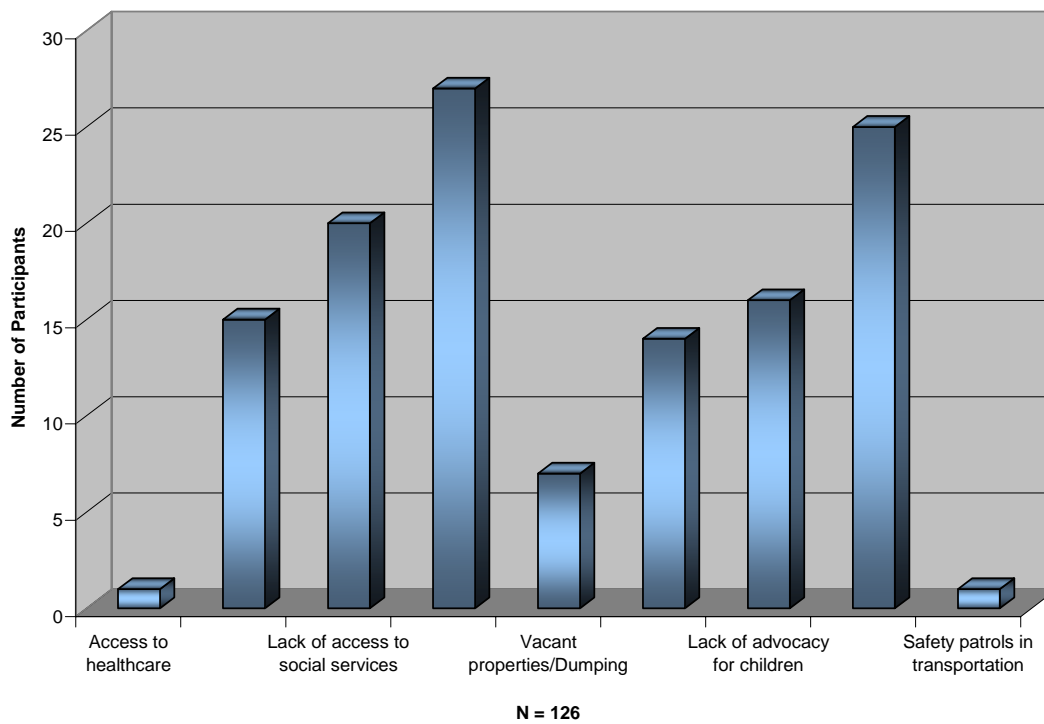
**16. Which housing issue has the greatest impact on homicide?**



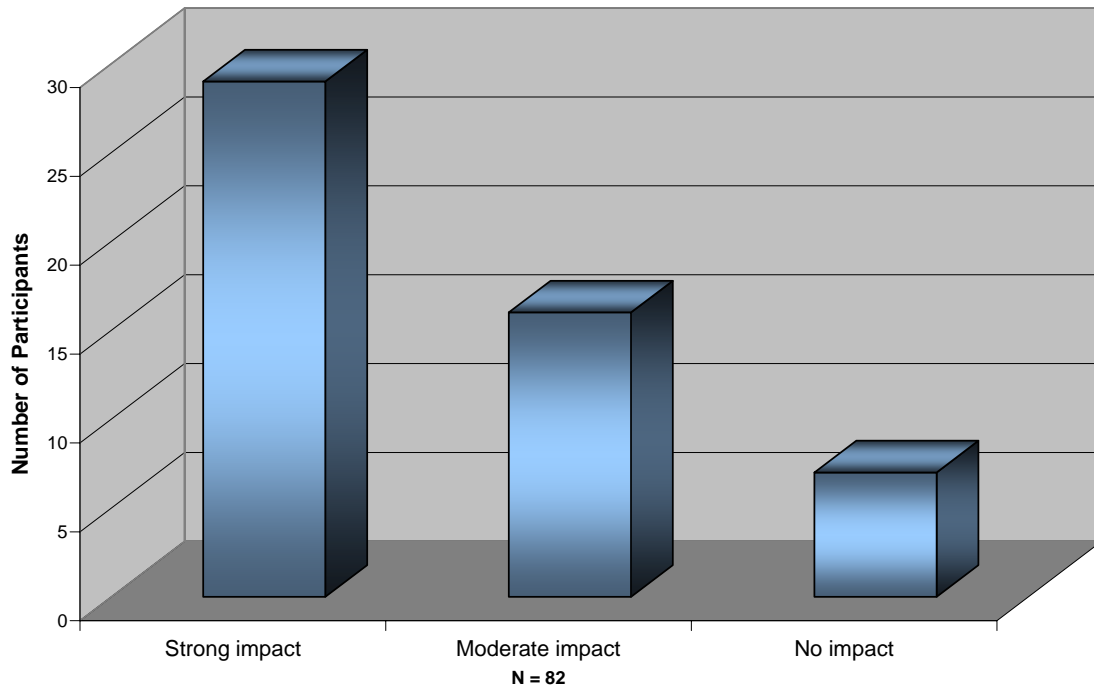
**17. Which housing issue has the greatest impact on homicide?**



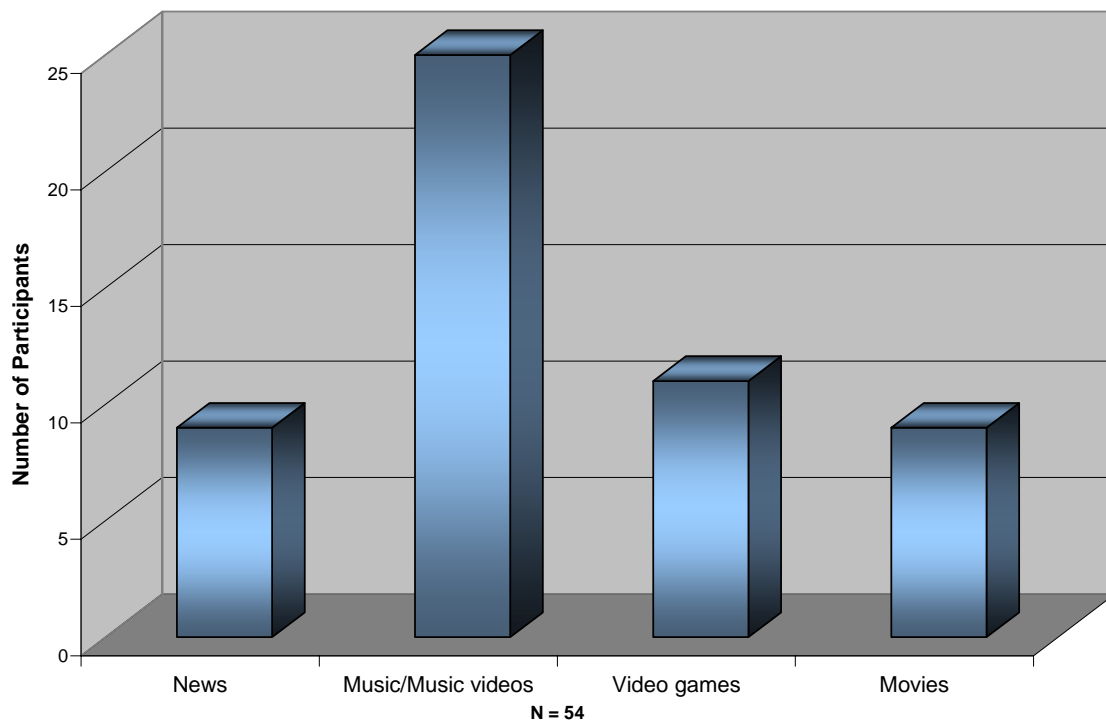
**18. Which of the following issue has the largest impact on homicide?**



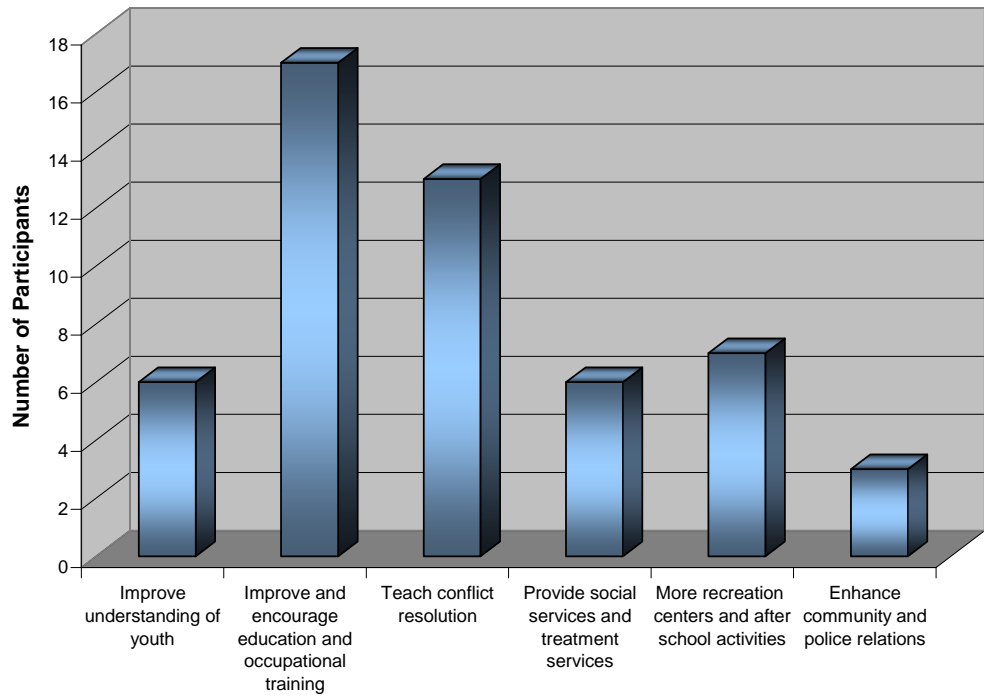
**19. Does the overrepresentation of violence in the media have an impact on homicide?**



**20. Which of the following media sources has the greatest impact on homicide?**

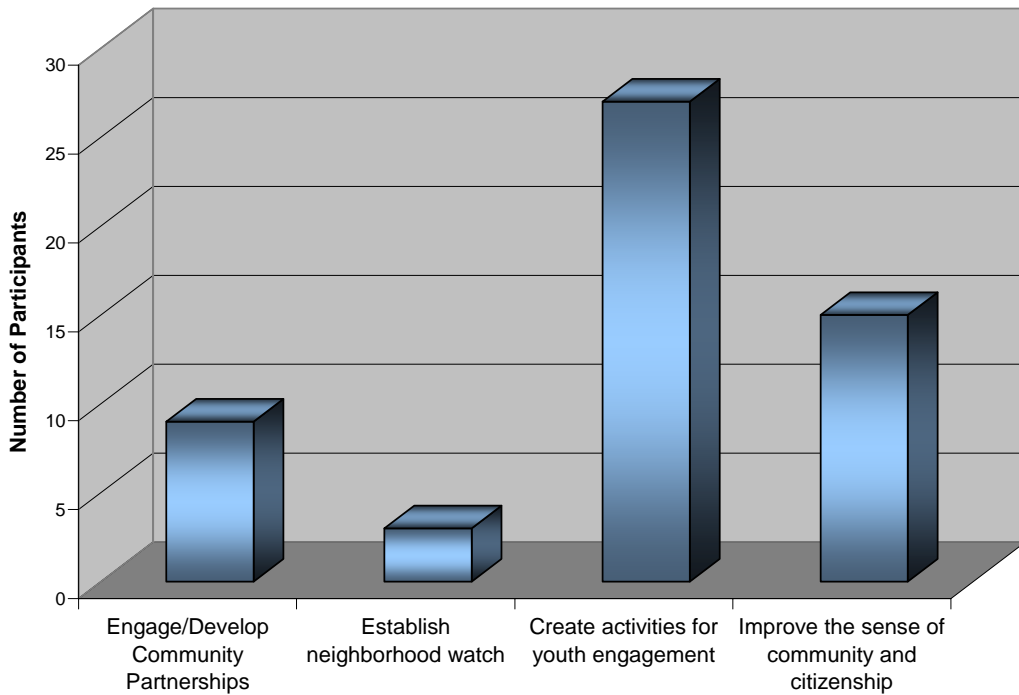


### 21. What recommendations can we share to prevent homicides



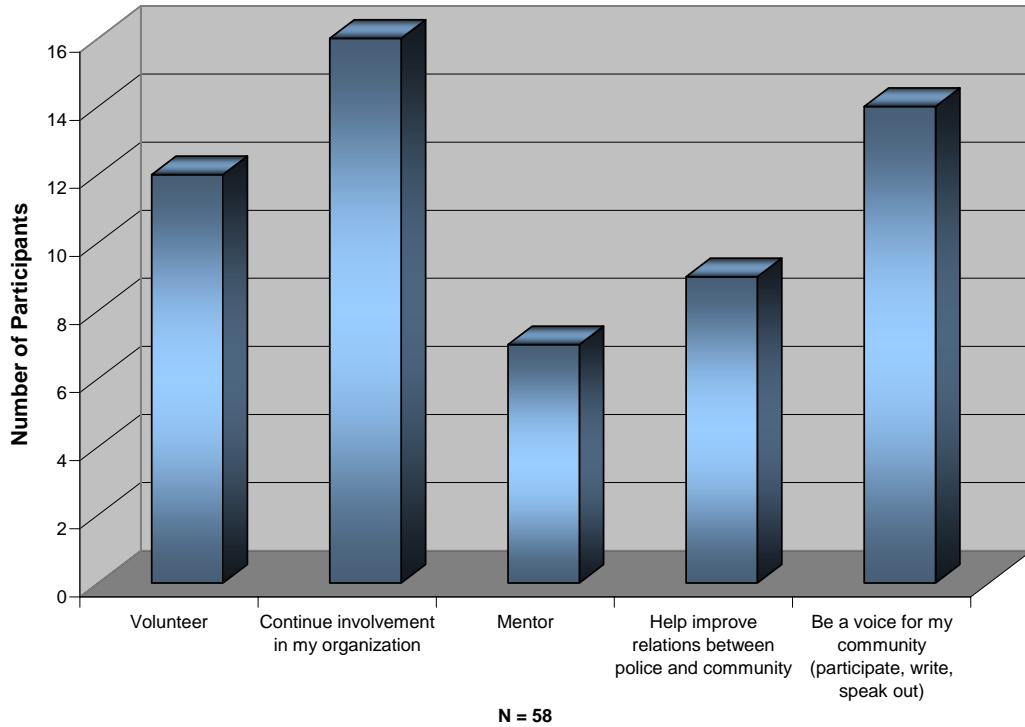
N = 52

### 22. How can we stimulate community involvement?

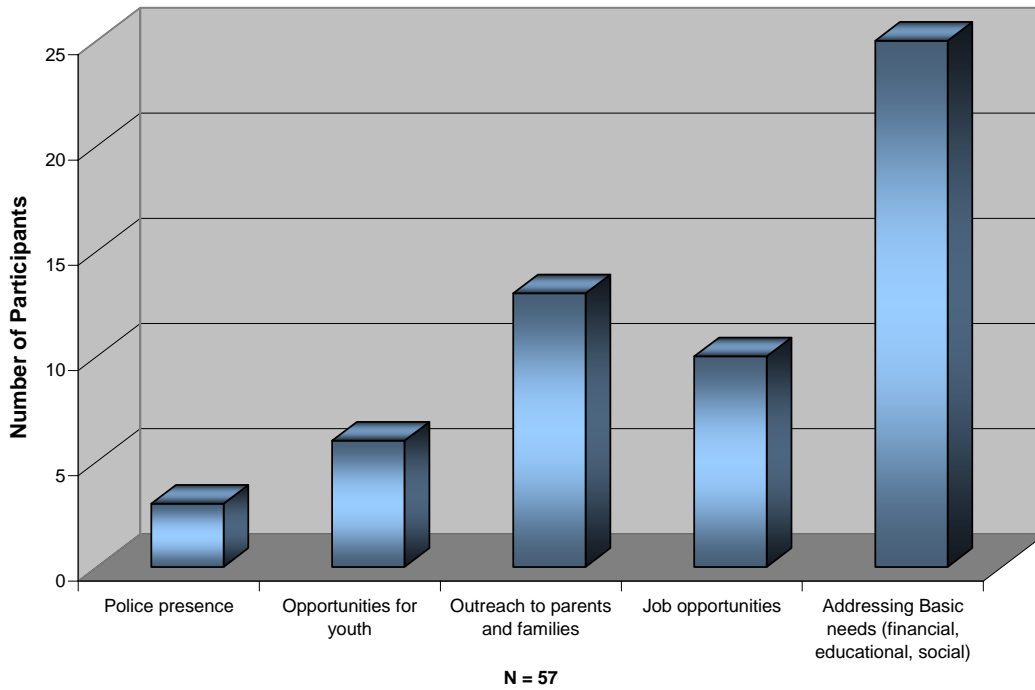


N = 54

**23. What are you willing to do to impact homicides in your community?**

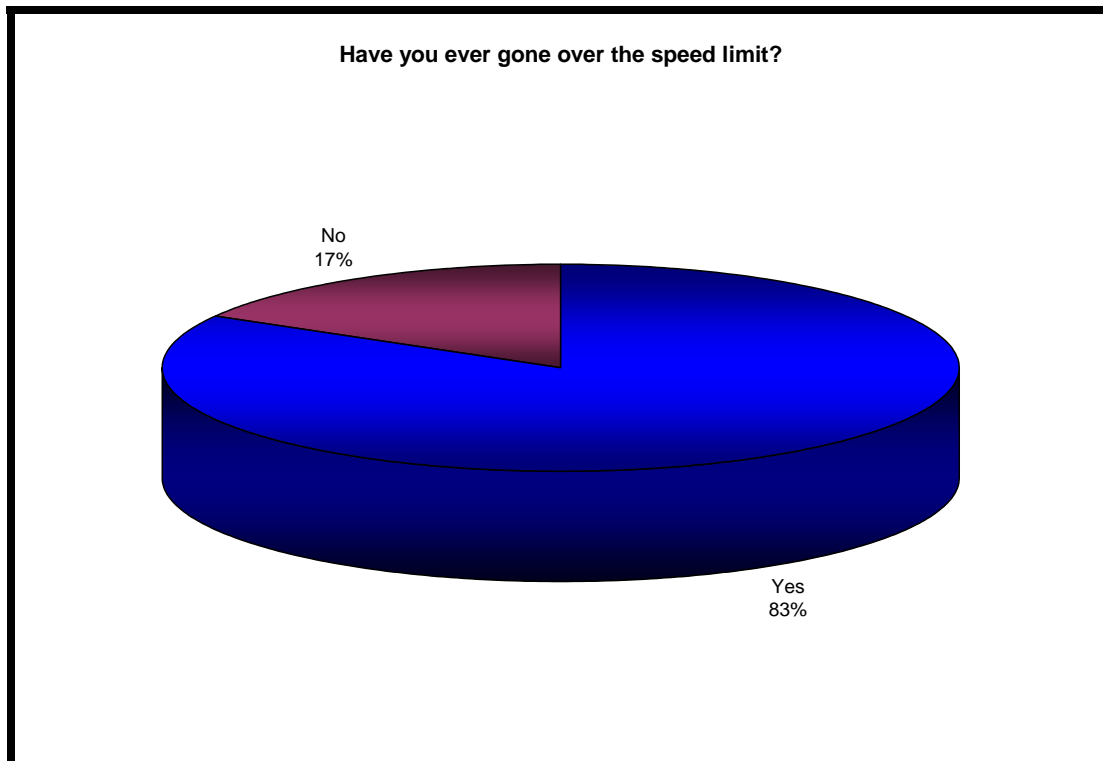
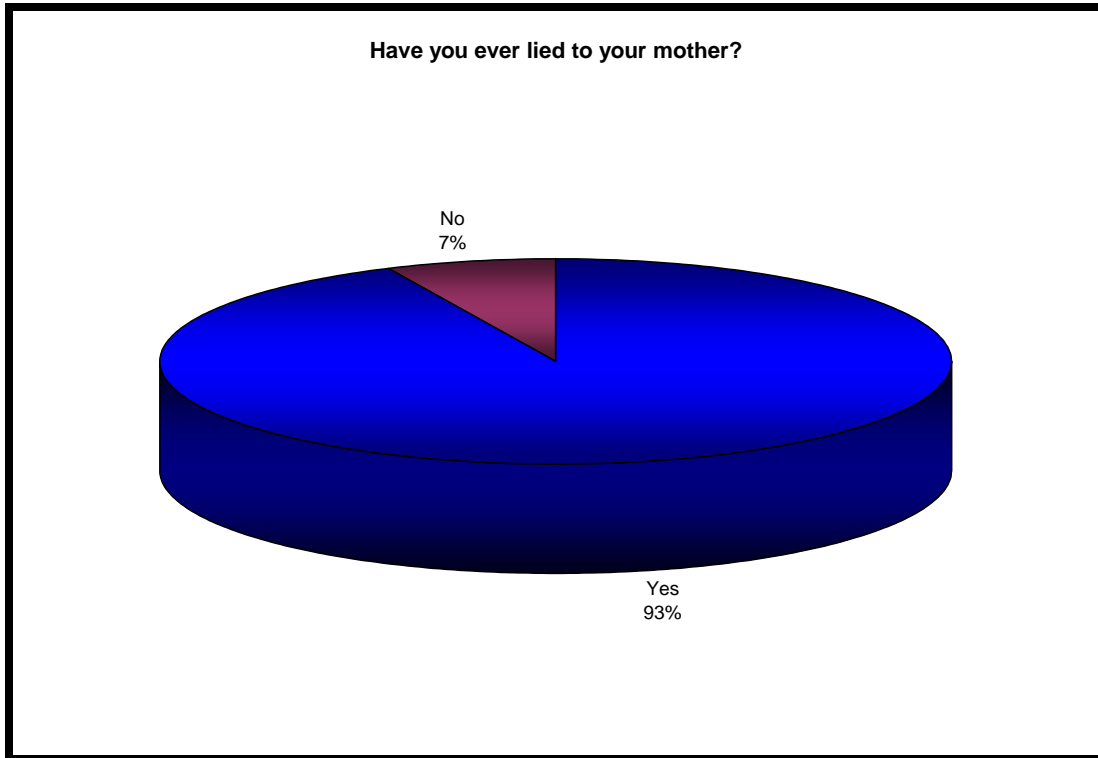


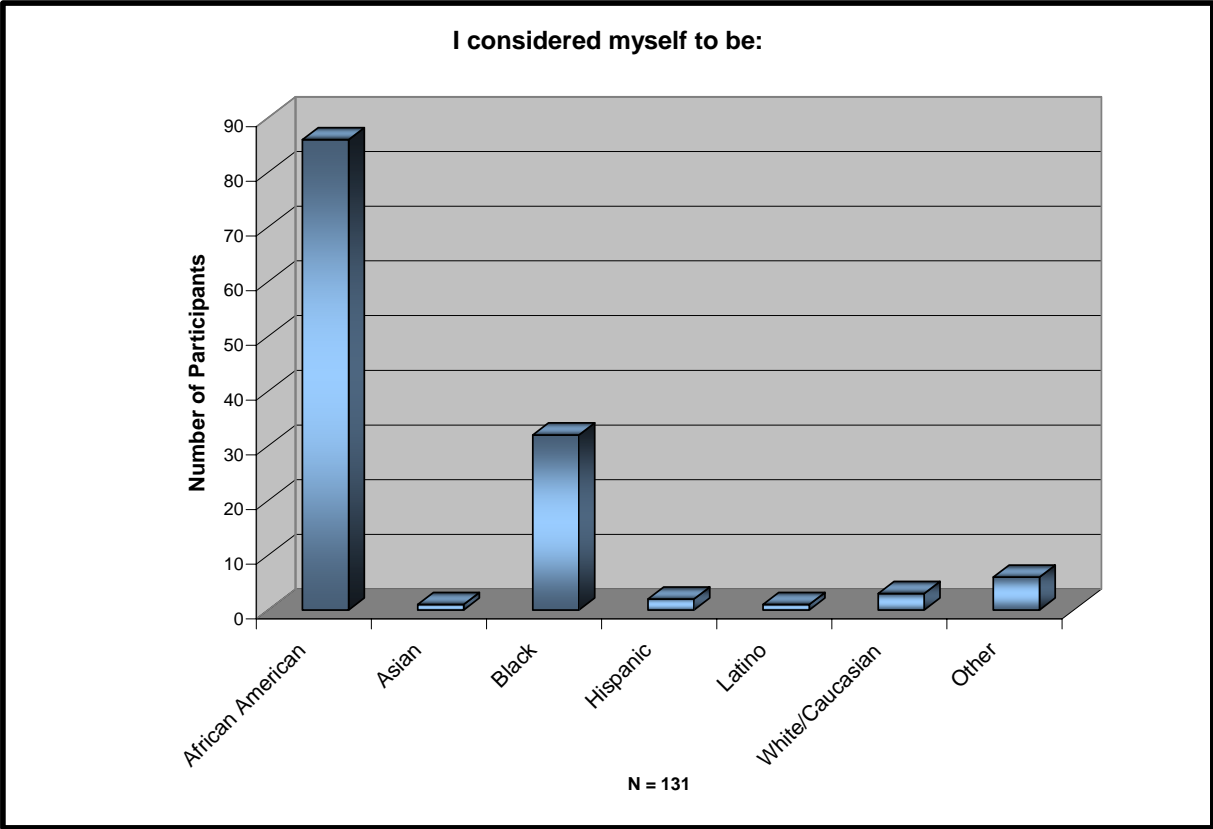
**24. What are some solutions that would address the impact of homicides on the community?**



## Appendix B

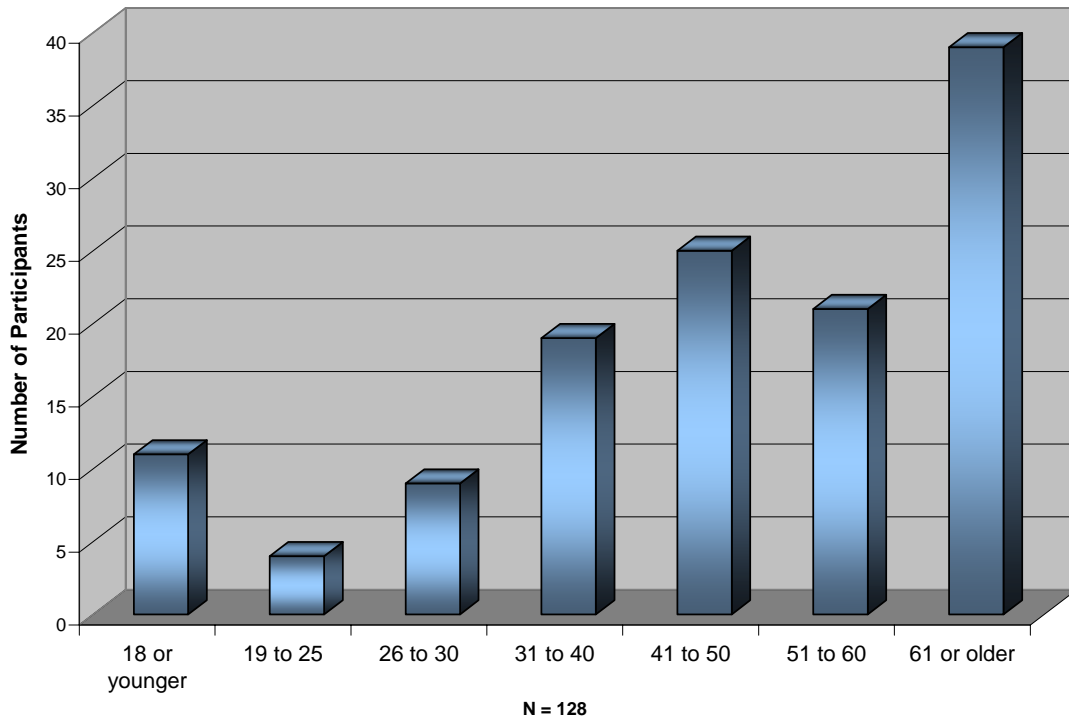
The following questions were asked at a special youth forum. Youth as well as adults participated in this forum, however the issues discussed especially pertained to youth.



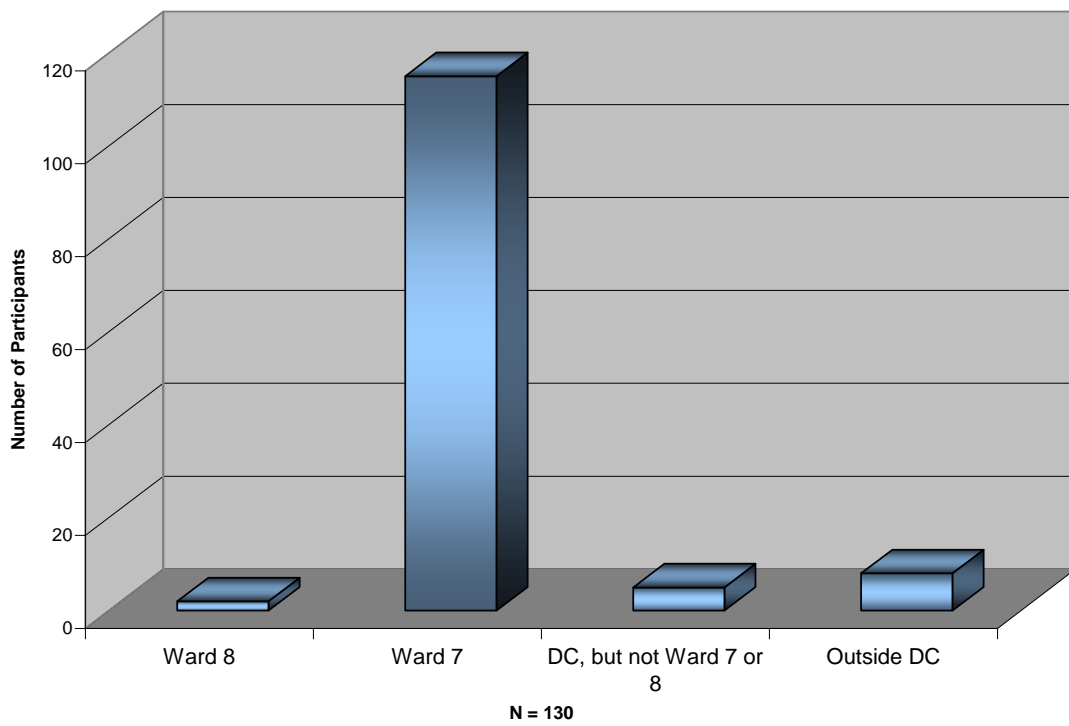




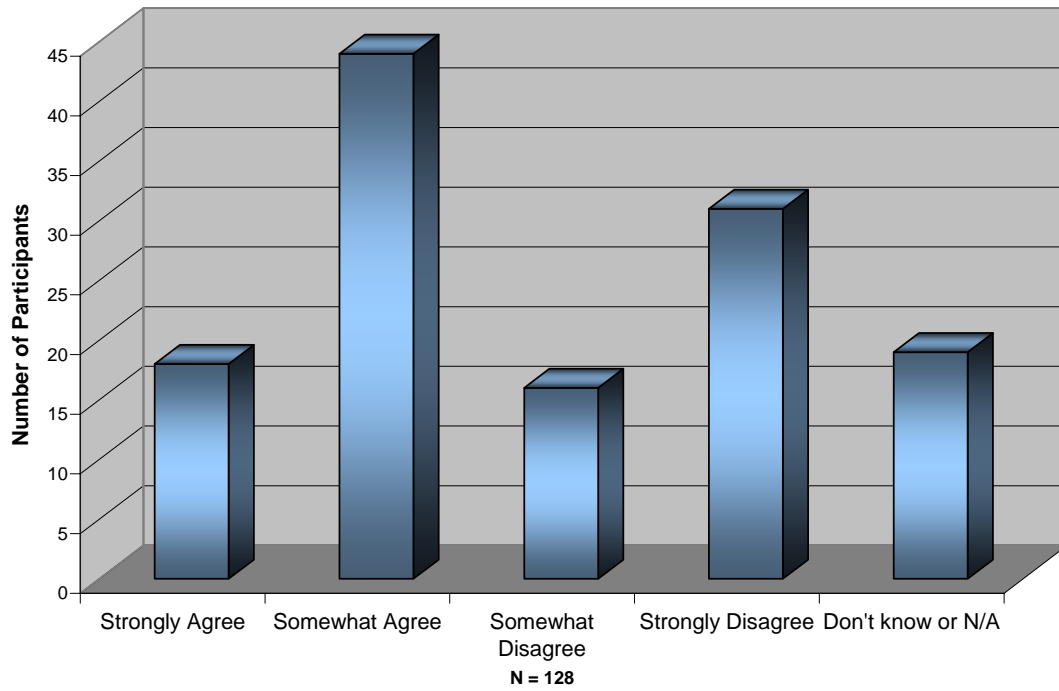
How old are you?



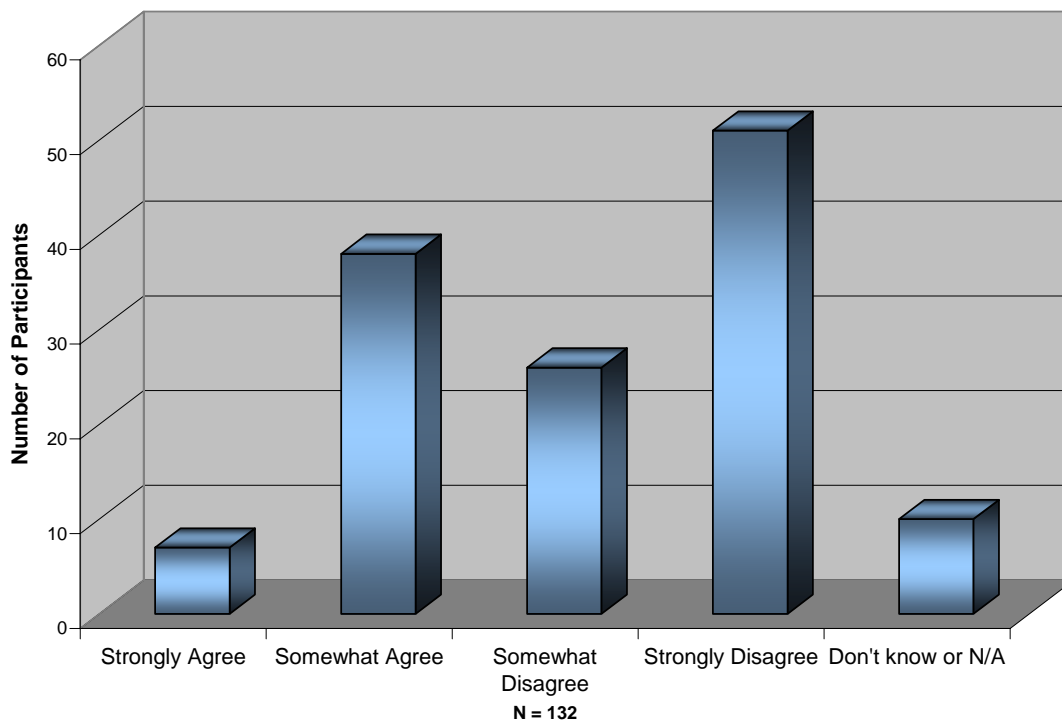
Where do you live?



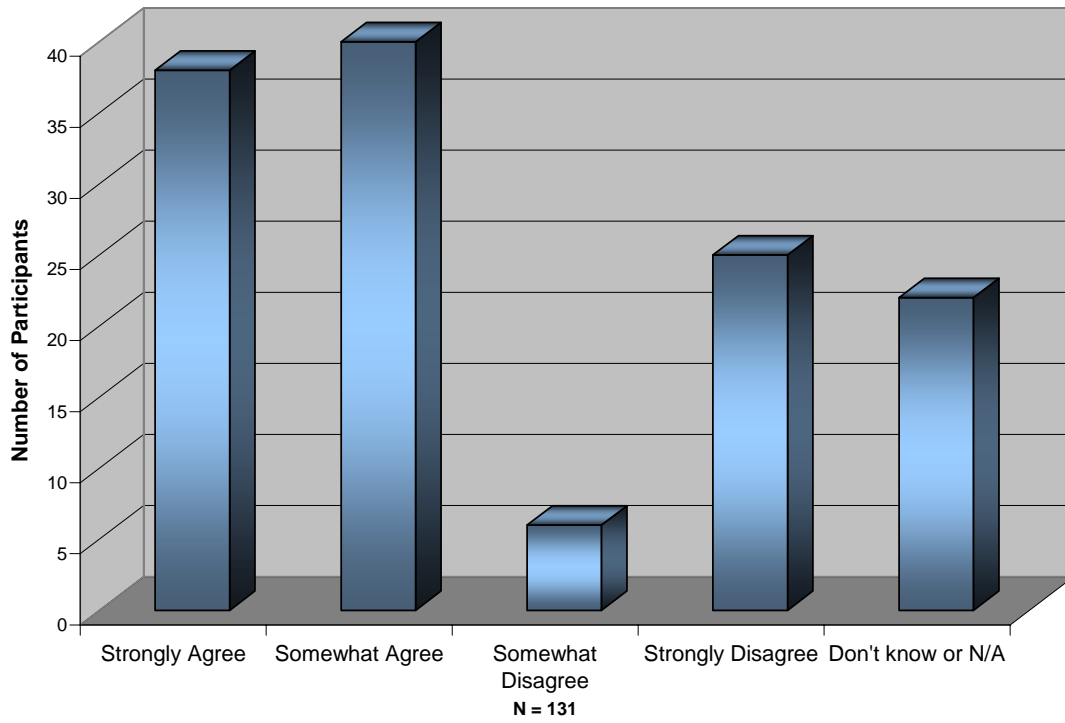
**Police who serve the neighborhood where I live and/or work listen my concerns.**



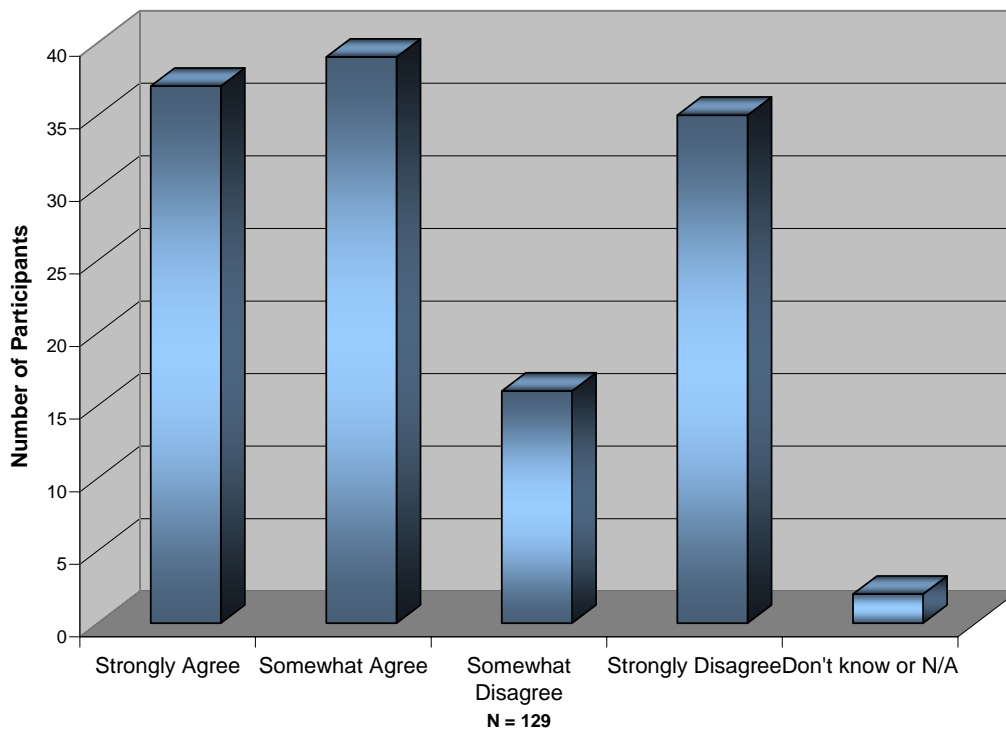
**The police respond quickly when I call for service.**



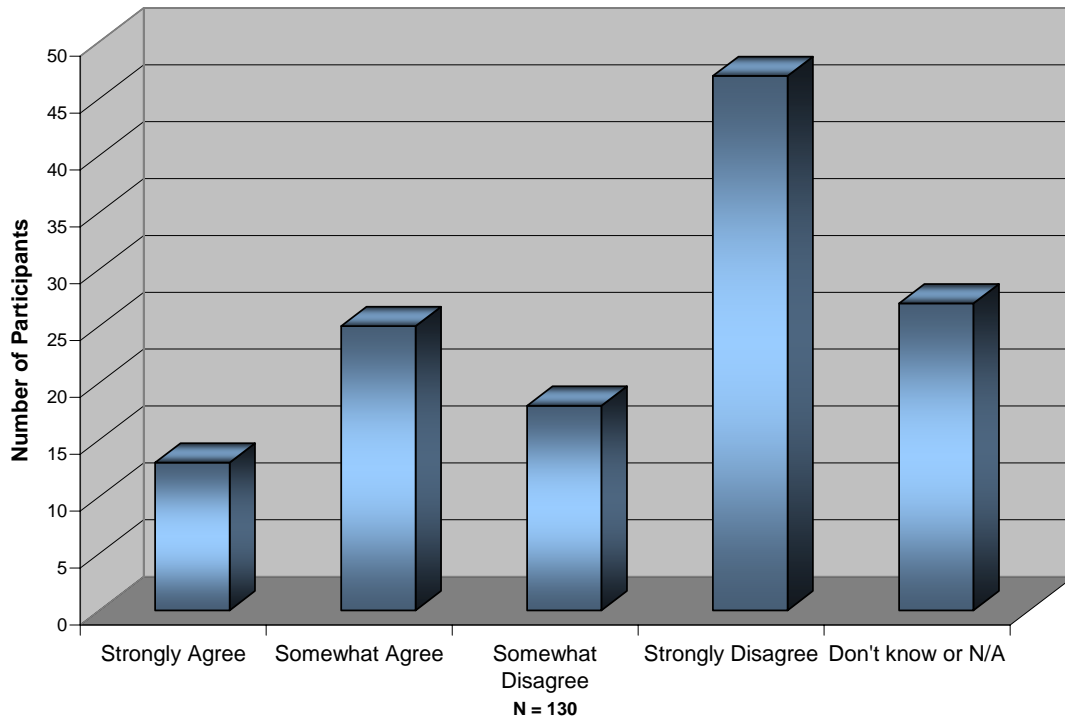
**I have had a positive interaction with an officer in my neighborhood.**



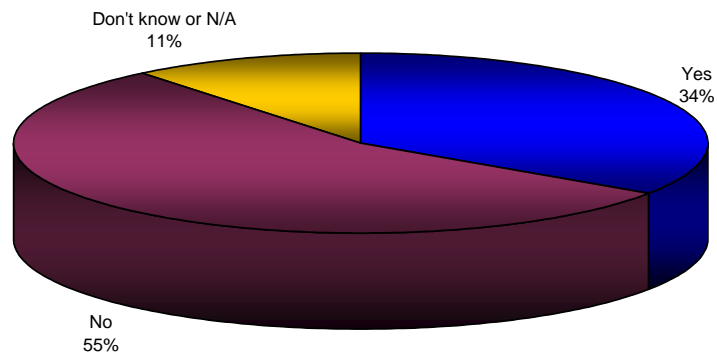
**Police officers are visible in my neighborhood.**



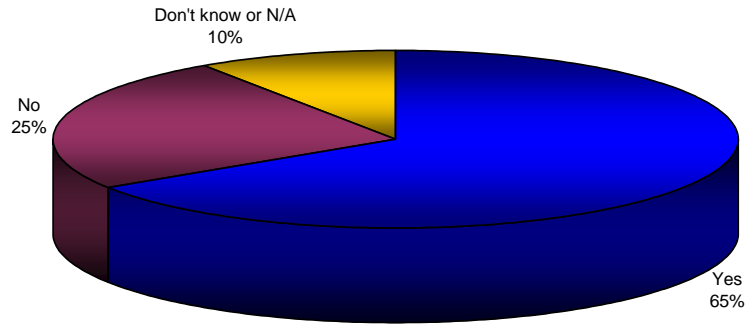
**Police in my neighborhood work with residents to develop partnerships.**



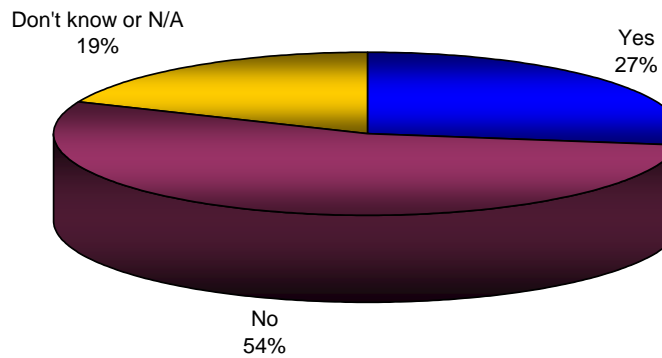
**I am notified monthly of Police Service Area (PSA) community meetings that are being held in my neighborhood.**



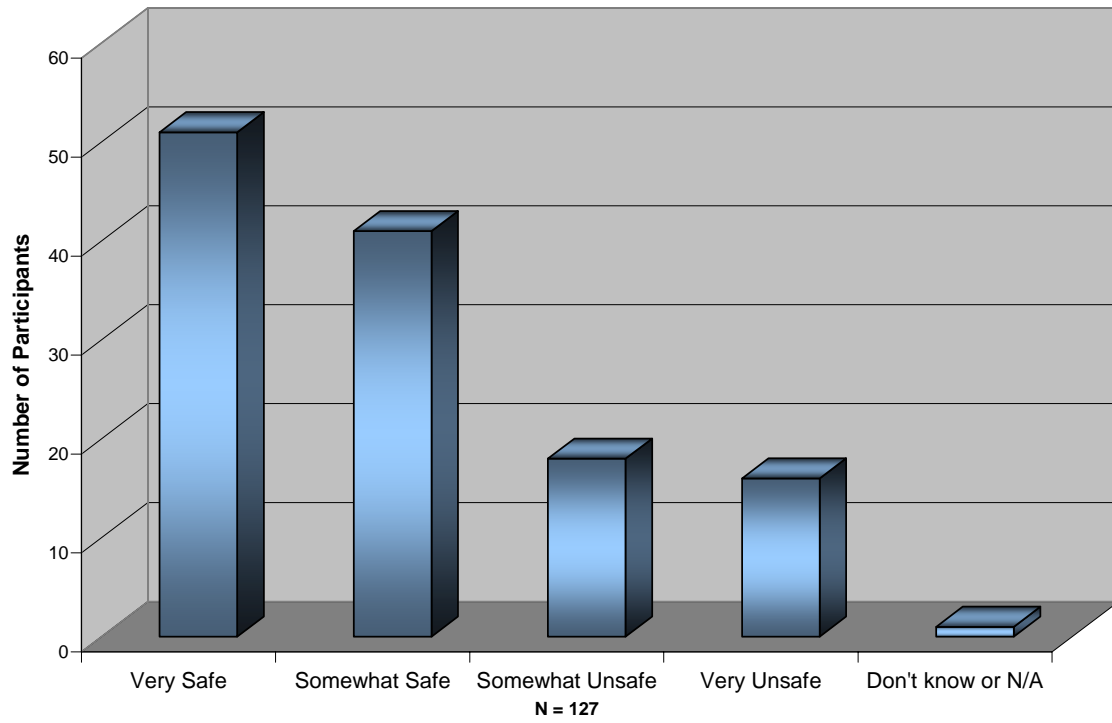
I am aware of at least one local police event or program such as National Night Out, Summer of Safety or Toys for Tots.



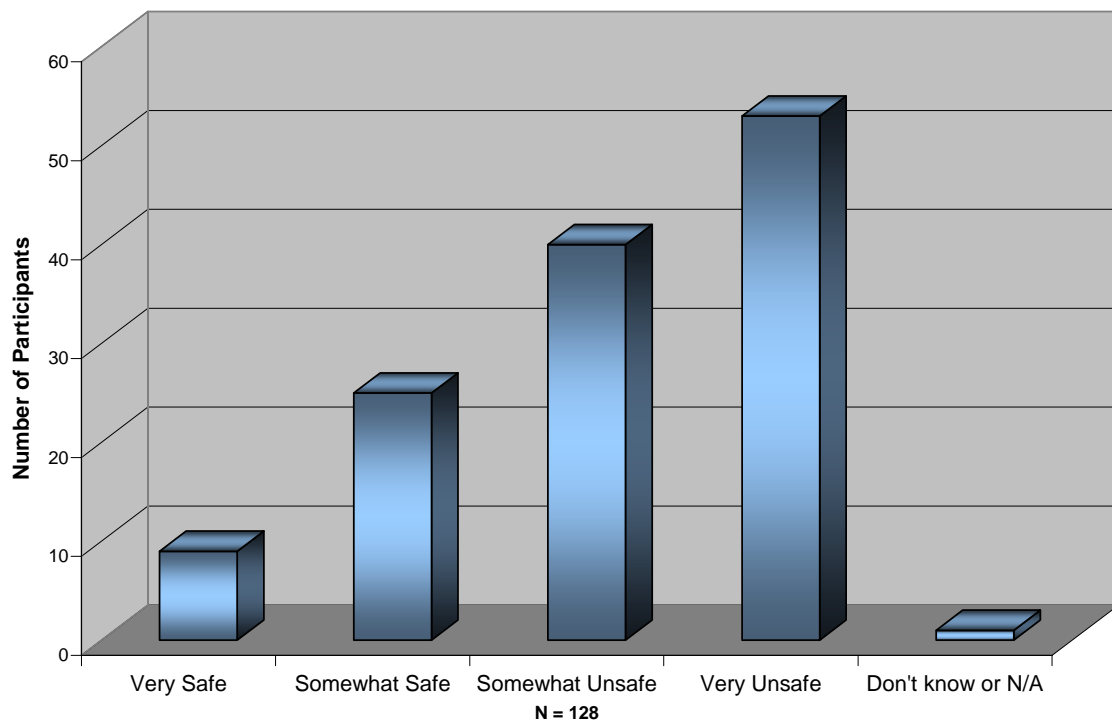
Are you aware of the MPD community Listserv?



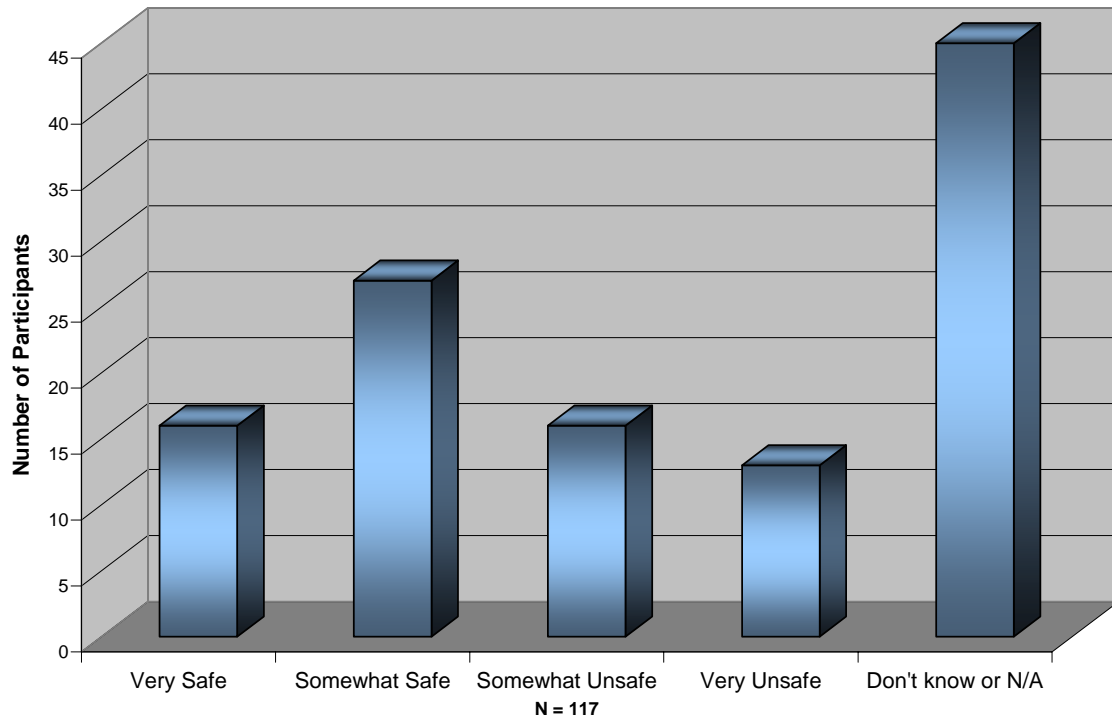
**How safe do you feel in your home at night?**



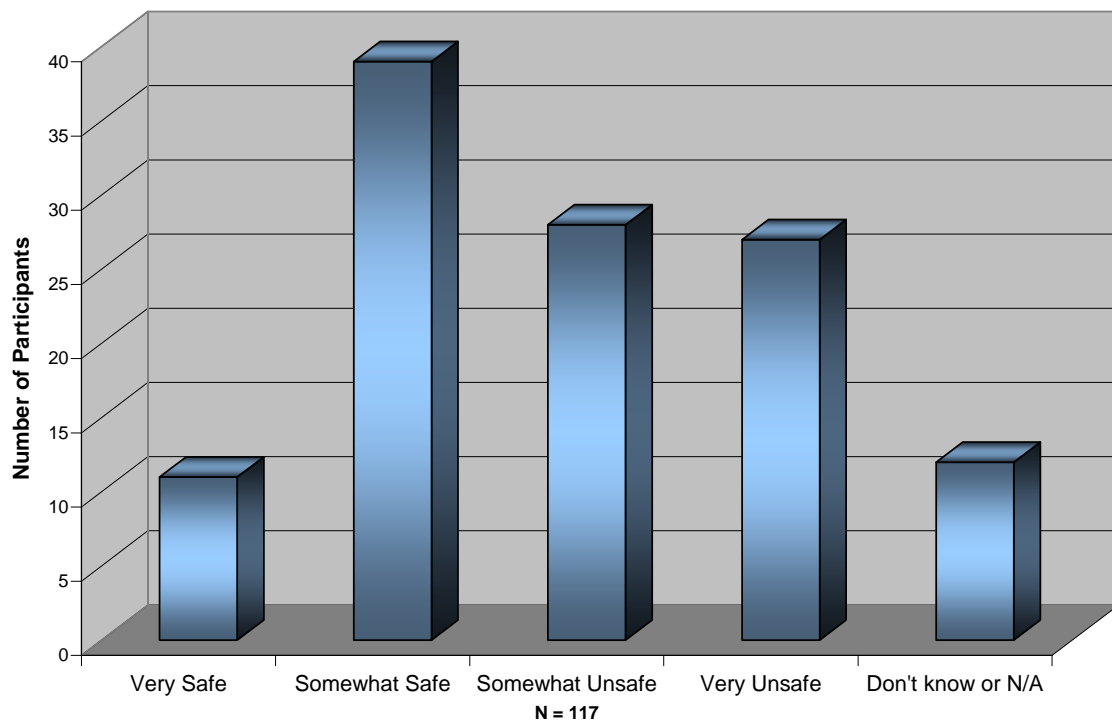
**How safe do you feel walking in your neighborhood at night?**

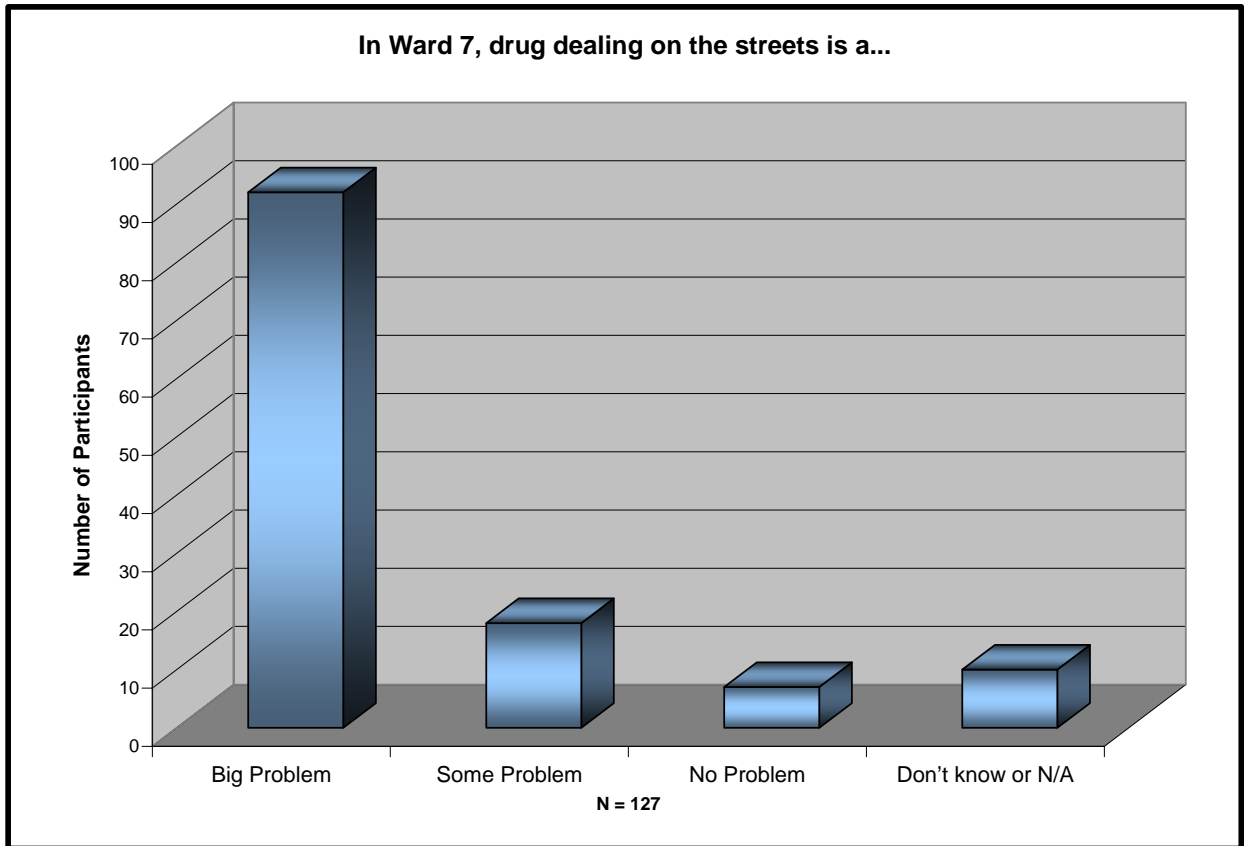
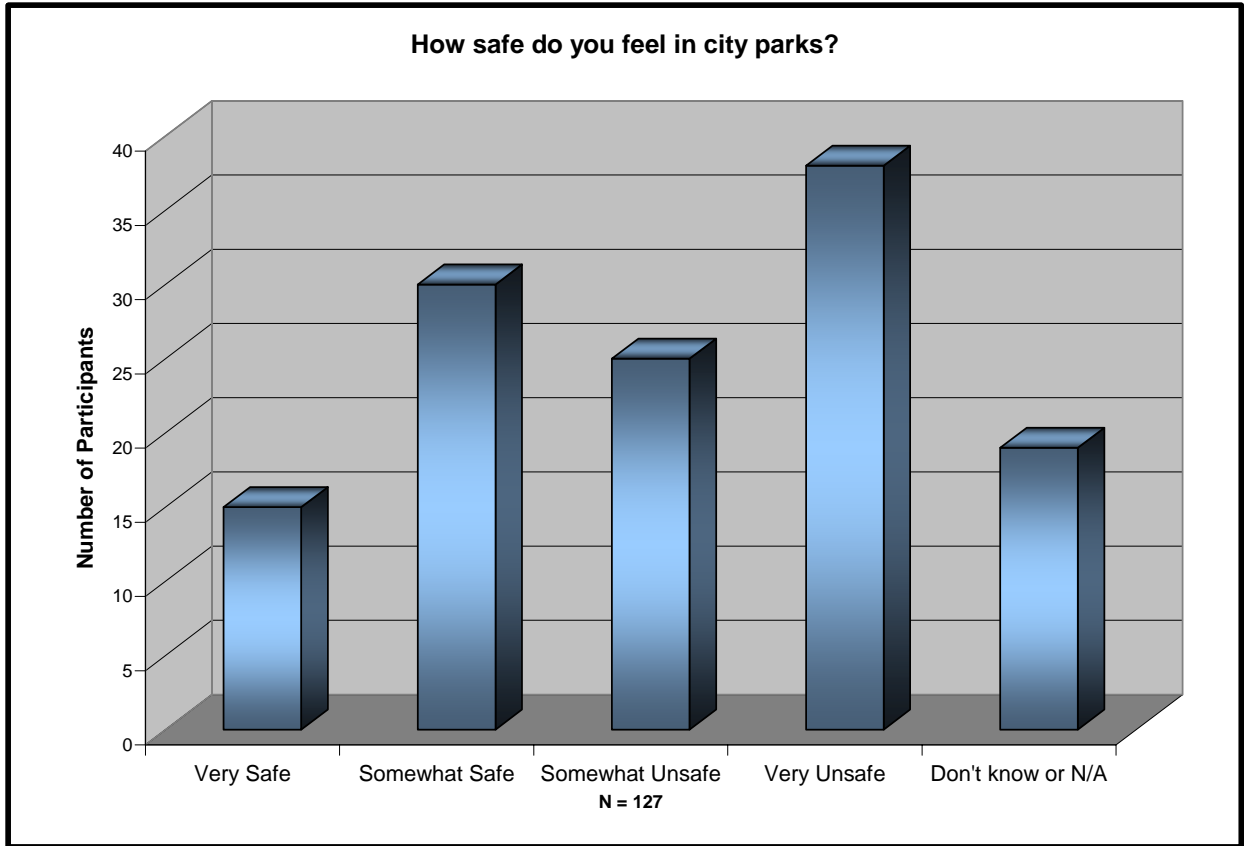


How safe do you feel in and around where you work at night?



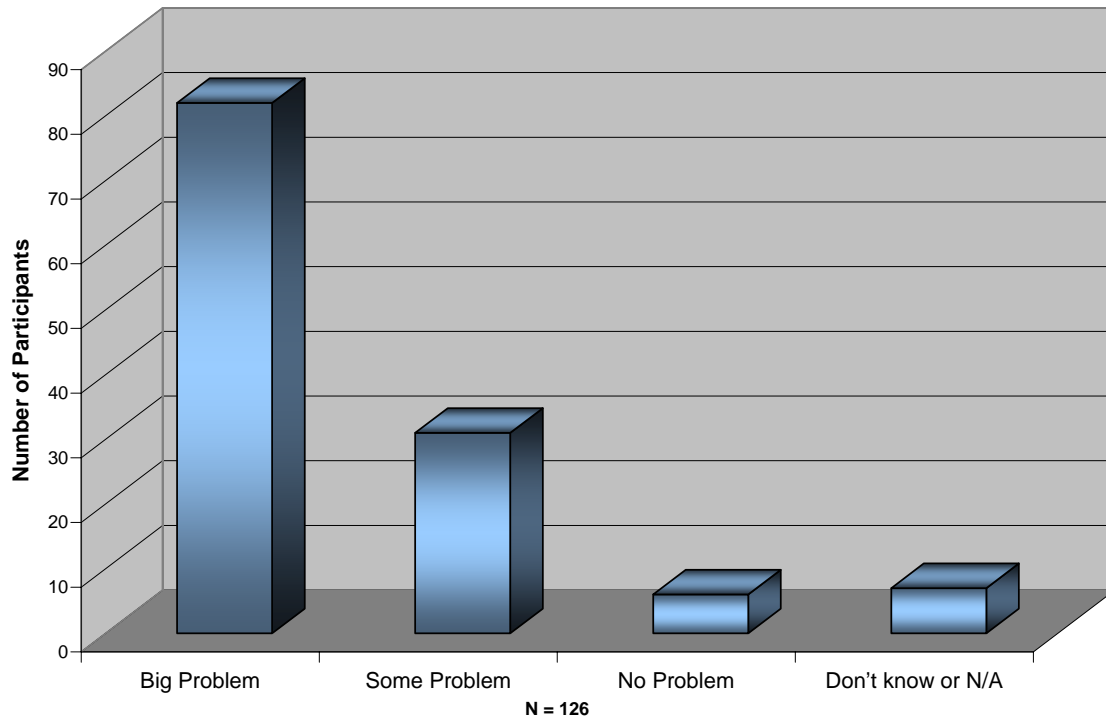
How safe do you feel in retail areas at night?



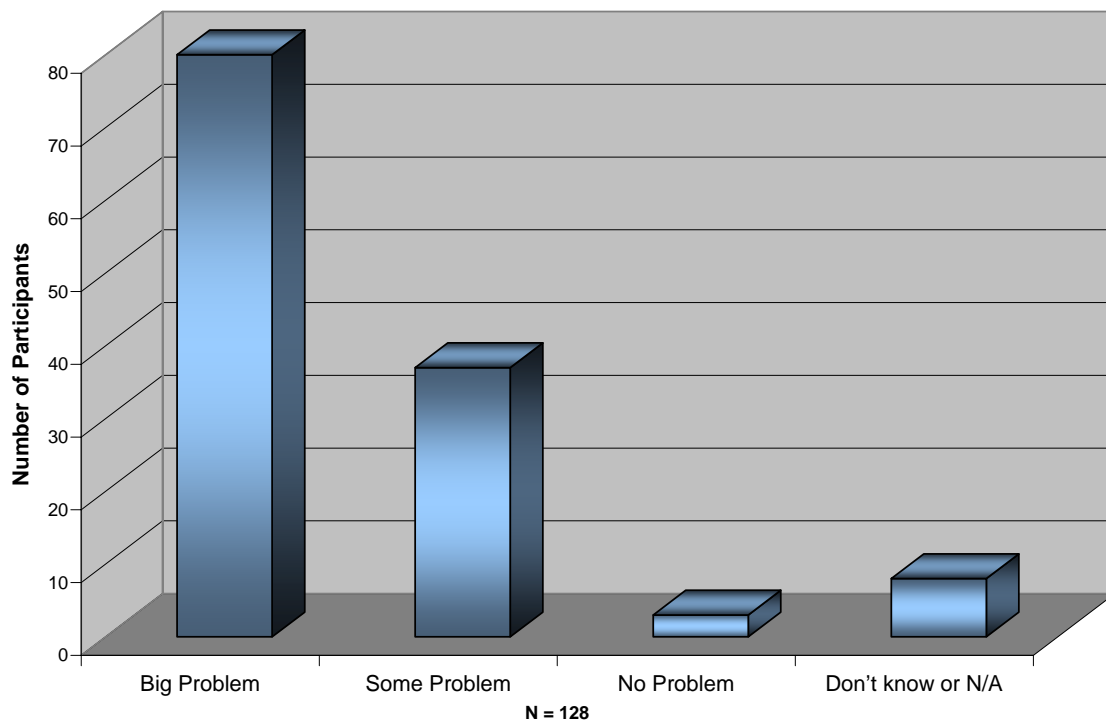




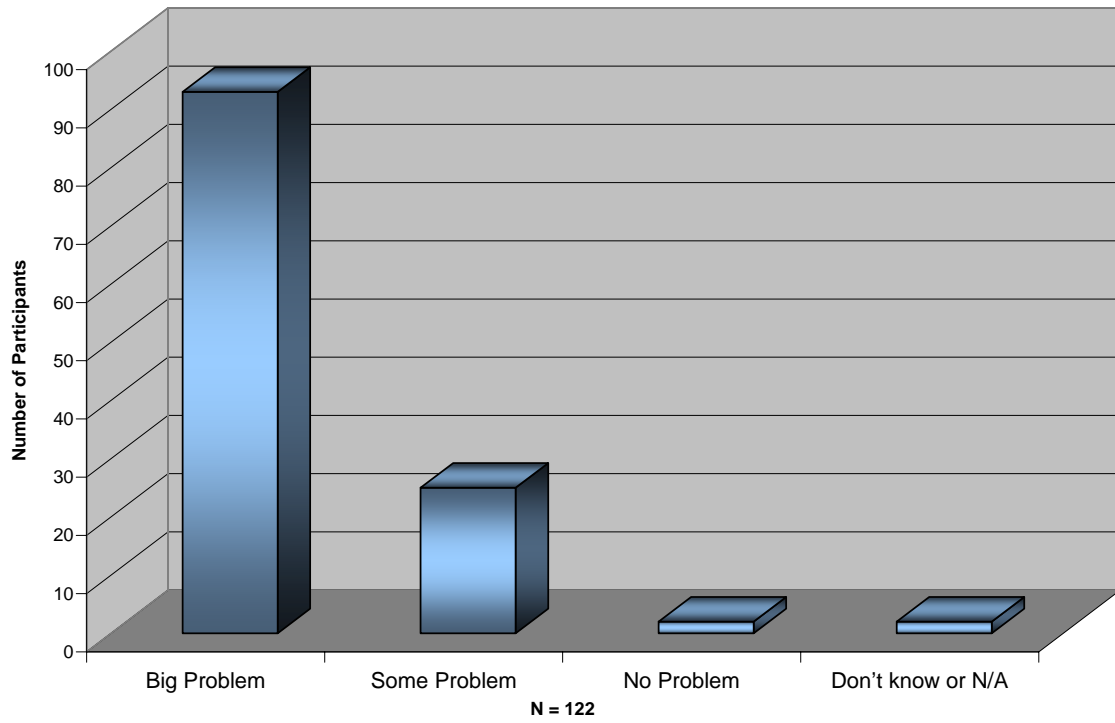
In Ward 7, loitering on street corners is a ...



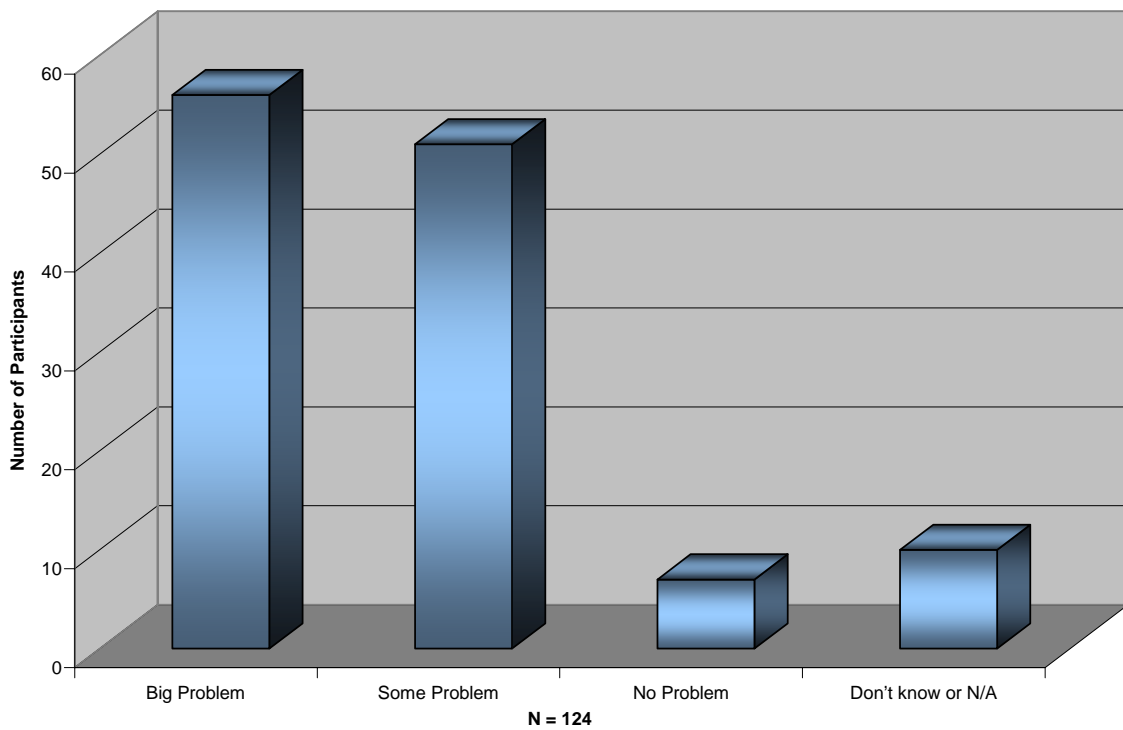
In Ward 7, shootings on the streets is a ...



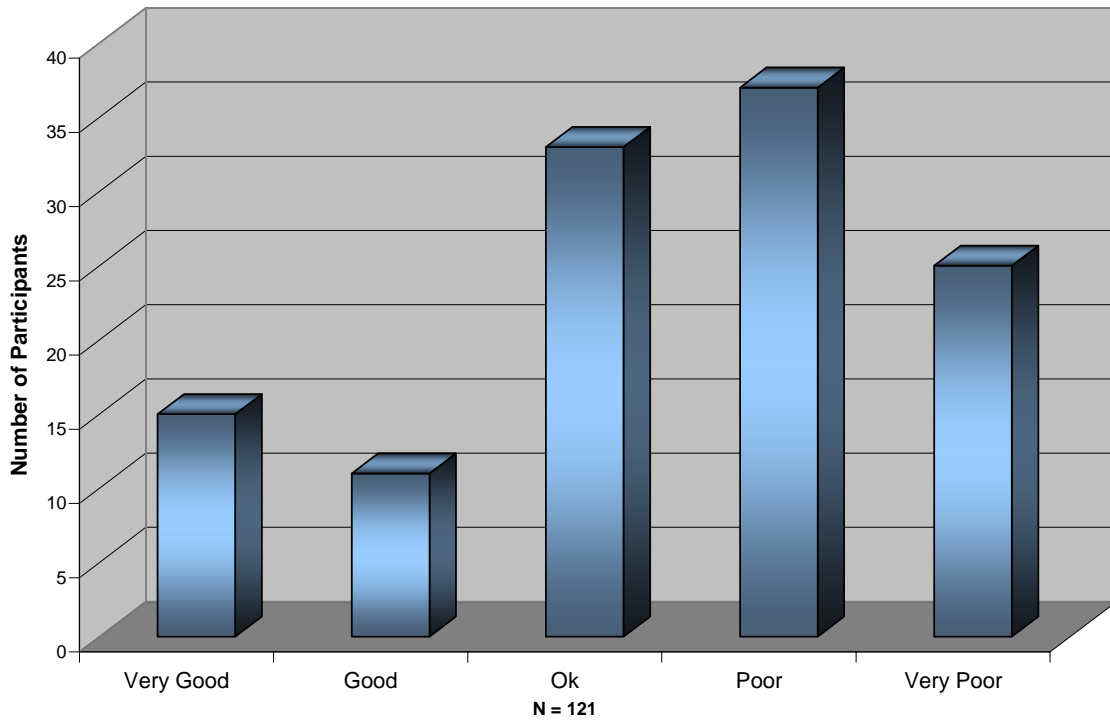
In Ward 7, cars being vandalized, broken into or stolen is a ...



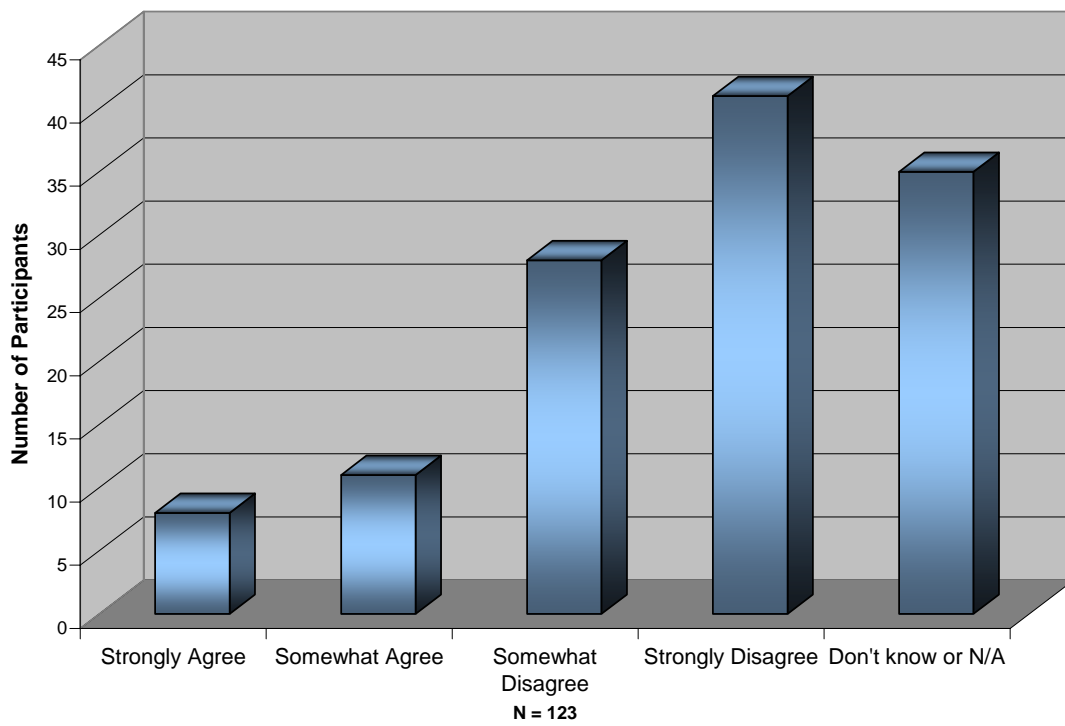
In Ward 7, abandoned house or other empty buildings is a ...



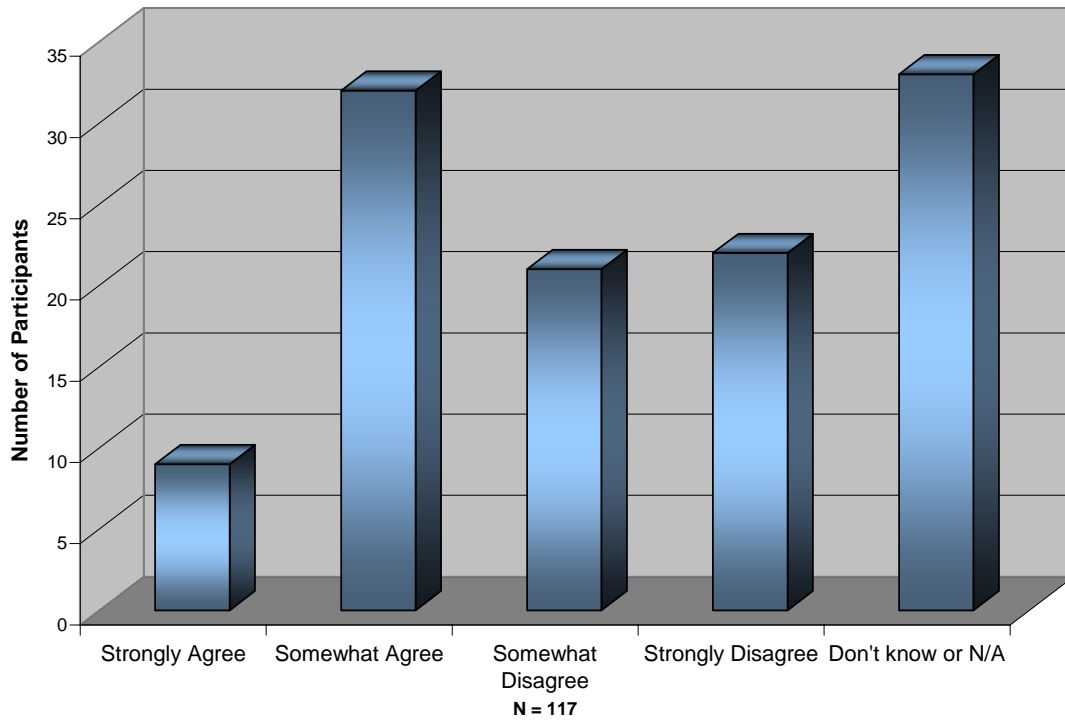
**Your knowledge of the Community Courts is...**



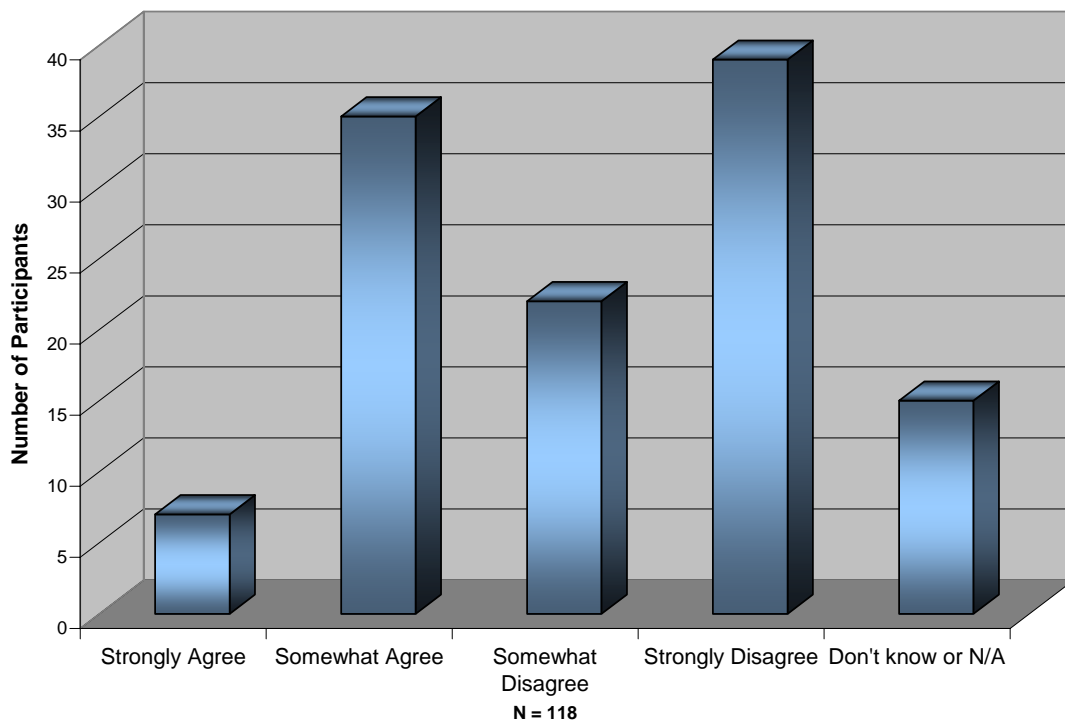
**The Courts are in touch with what is happening in Ward 7.**



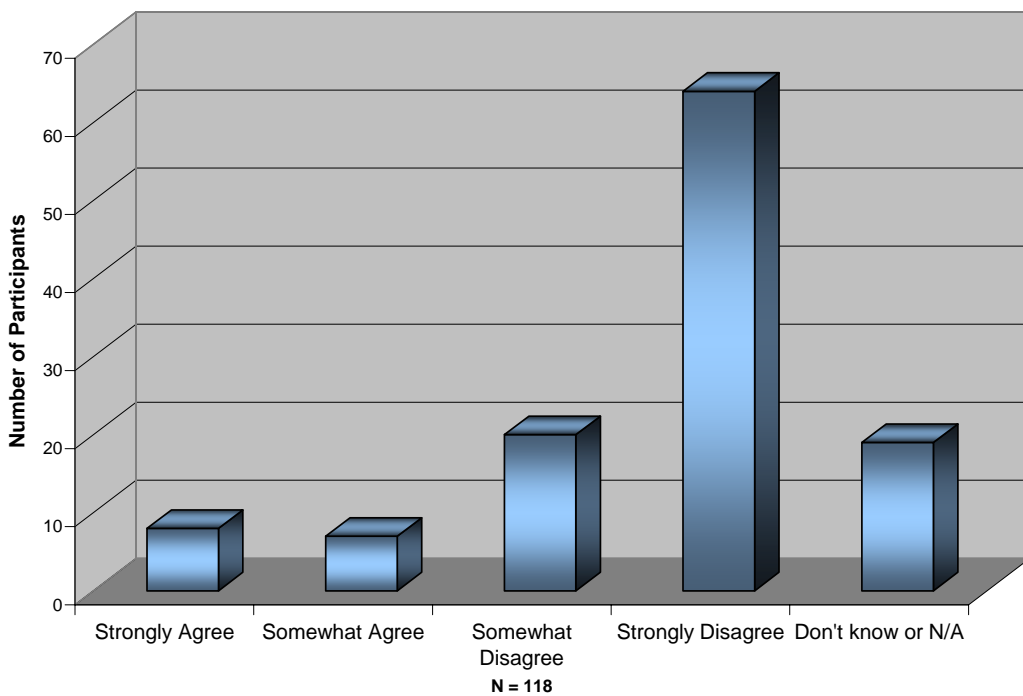
**The Courts treat people with dignity and respect.**



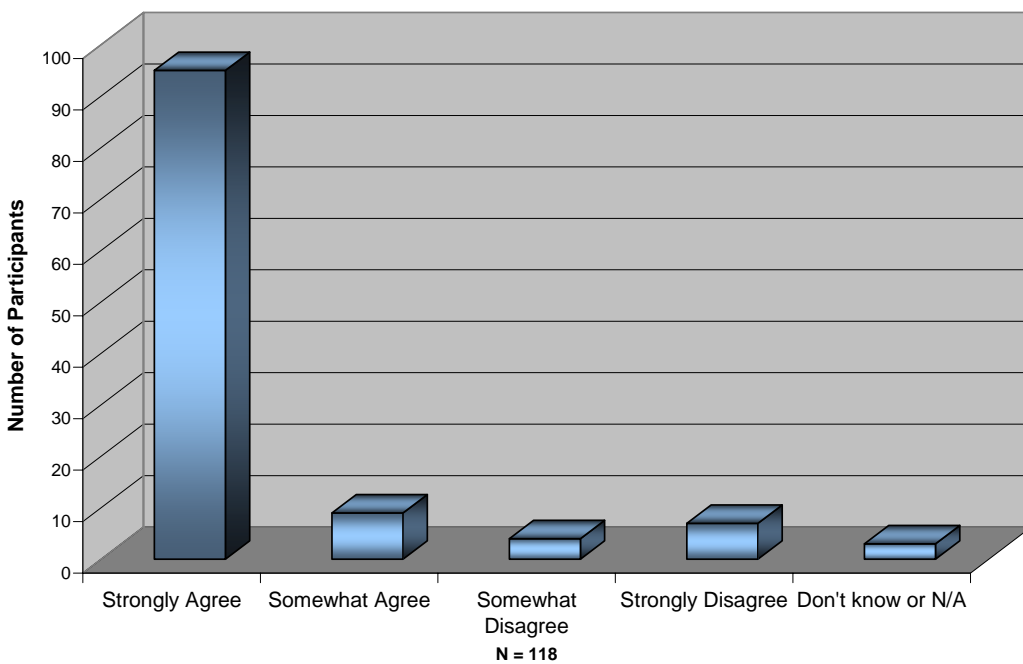
**I trust the Courts and have confidence in them.**



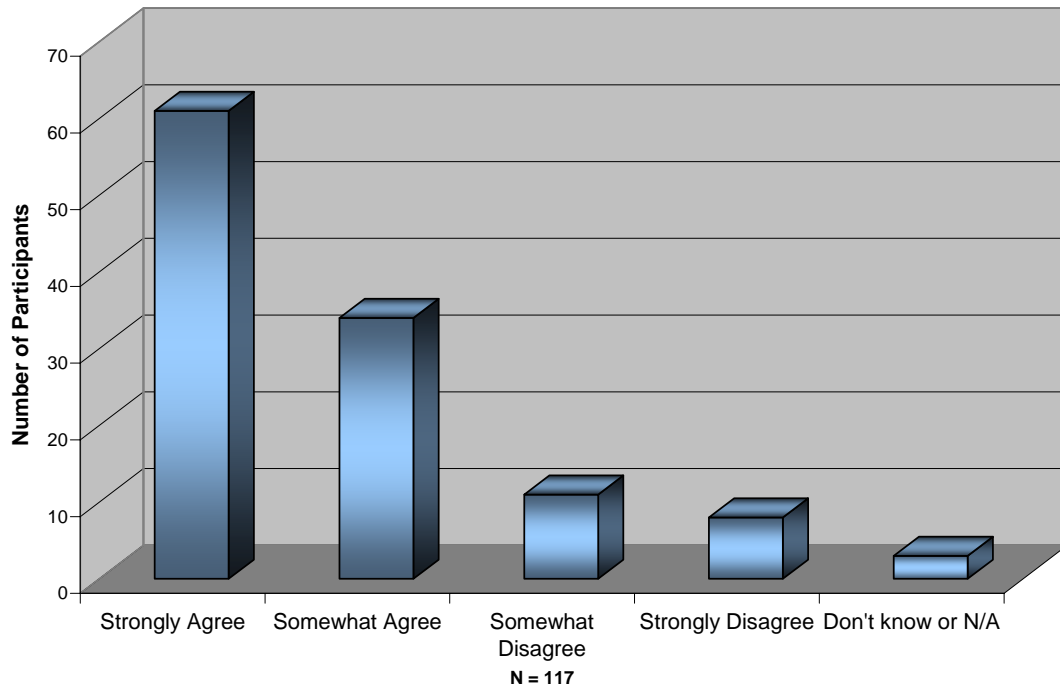
**The Courts treat people of all races and ethnic groups equally.**



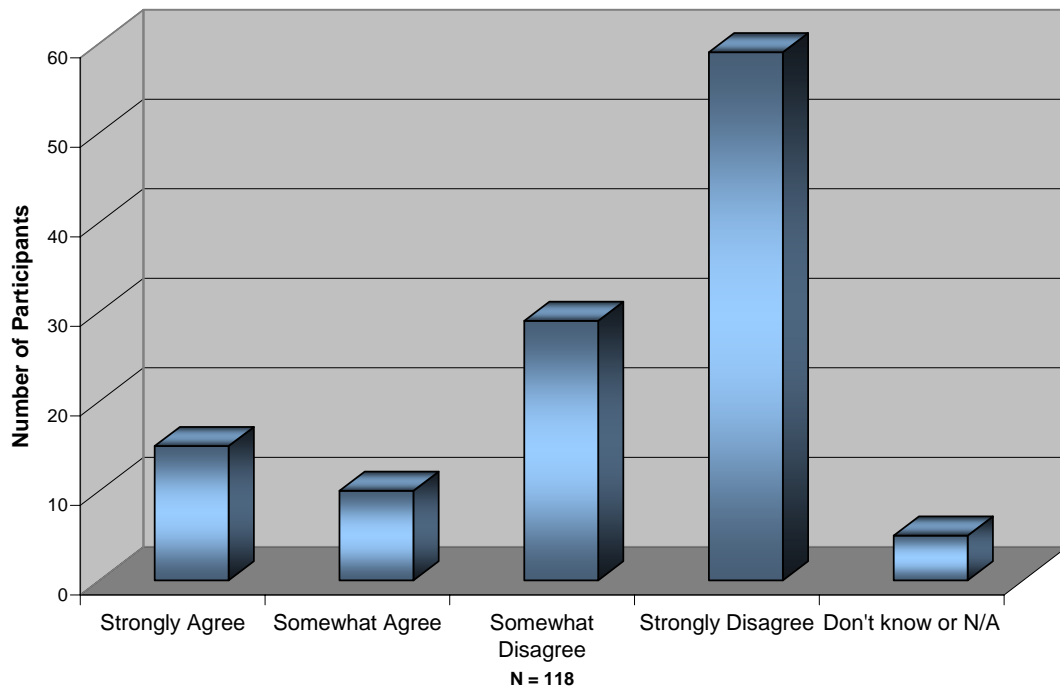
**In dealing with low level and quality of life crimes, defendants should reimburse victims for any monetary loss they suffered.**



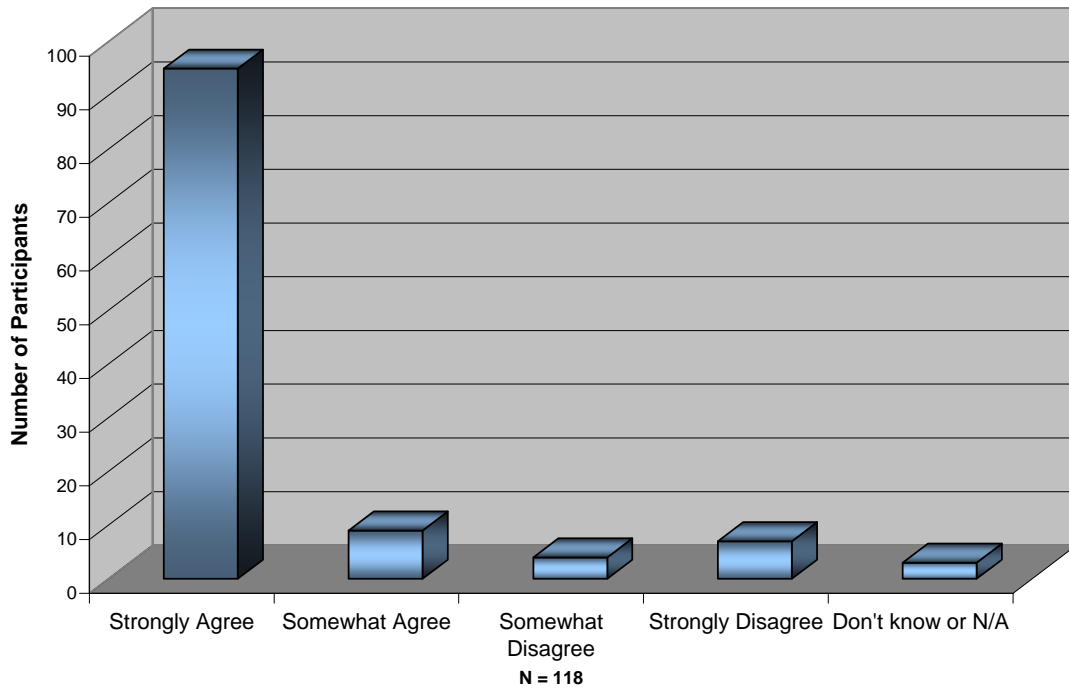
**In dealing with low level and quality of life crimes, defendants should perform community service instead of serving time in jail.**



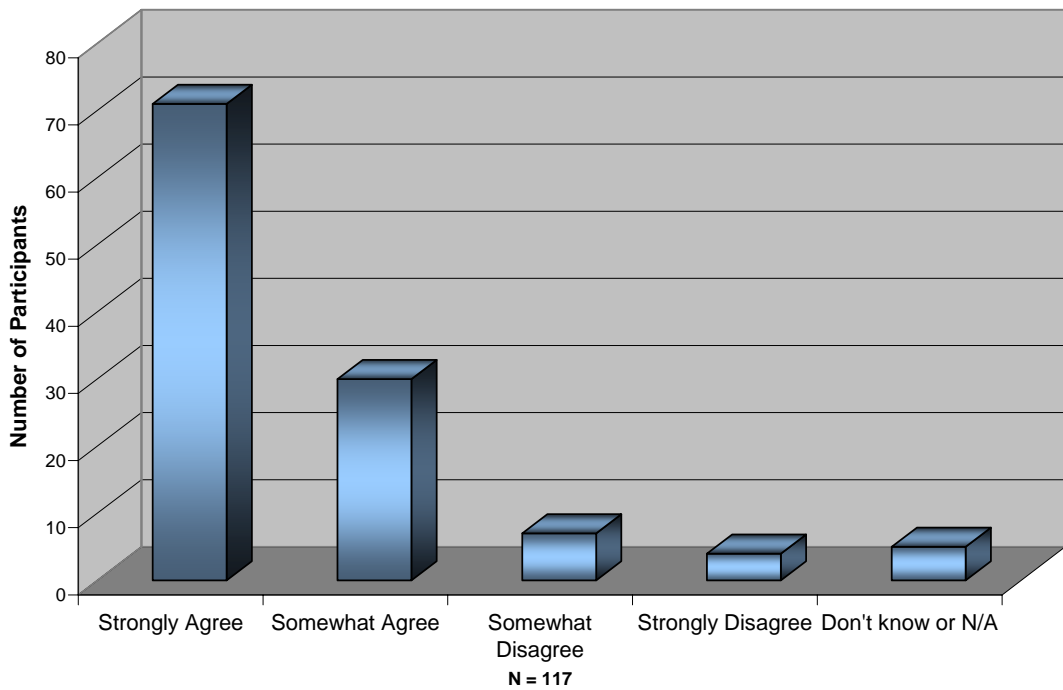
**In dealing with low level and quality of life crimes, defendants should serve more time in jail.**



**In dealing with low level and quality of life crimes, defendants should reimburse victims for any monetary loss they suffered.**



**In dealing with low level and quality of life crimes, the Courts should refer defendants to social services.**



## Appendix C

In addition to the surveys given at the forums, personal interviews were also done with local community leaders in order to get their perspective on how to eliminate homicide in the District.

### **COMPREHENSIVE HOMICIDE ELIMINATION STRATEGY TASK FORCE SURVEY**

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Please take the time to answer the questions below. Please focus on specific recommendations that you, your neighbors, government agencies or non-government organizations can implement. Thank you for your time.

1. What do you believe are some of the causes of murder in Washington, D.C.?

Our homes are broken and unlike years passed, our schools are now broken as well. Children are rearing themselves with television, radio and videos as their supervisors. We live in a society where immediate gratification, minus hard work and struggle, have become the expected norm to which we all feel we are entitled. The “shooters” do not think beyond the moment they pull the trigger. Tomorrow is not a consideration.

As a teacher at Backus Middle School, I regularly gave an assignment in which children had to write about their lives 15 years in the future. The students were permitted to have any profession and income. They loved it and completed it with ease. When I became a teacher at CHOICE Senior High School (children who have been suspended for 25 days or more) my population was predominately “at-risk” students. Given the same assignment, I was puzzled when only two students began writing. The remainder were confused and inquired as to whether or not they could be dead or in jail. When instructed that the only parameters were that they must be alive and living positive lives, the students were unable to complete the work without intensive prodding/assistance. This experience spoke volumes to me about my students’ frame of reference. As children, my generation fantasized about “when I grow up”. Many in this generation truly do not believe “growing up” is a reality for them.

If there is no tomorrow for which to prepare and no one guiding or advising children, what’s to stop them from killing another. If they don’t value their own lives, why value that of another?

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)



As an educator, I think much of the problem falls on schools. We are quick to claim success for students who exceed expectations in our class and equally as swift in blaming “the home” for the failures of those that we are not able to engage.

The question calls for something that is not needed. We don’t need some humungous life-saving plan. We need to go back to the basics. We need teachers that TEACH. We need teachers with a sense of pride and the integrity to know that classroom management is not running in the hall calling for security. You can’t teach children that you fear.

We must bring back the Arts, recreation centers, and a more expansive athletic program and extra-curricular activities. Teachers must be trained to diversify and differentiate their instruction in order to effectively reach students with various learning styles and interests. Teachers must not only be highly qualified, but highly motivated and highly interested in the well-being of “our” children. They must have high expectations and both on the local school level and at the level of central administration, we must take the steps necessary to reach children where they are and work with them until they are where they should be, rather than accepting their present level and adjusting our low expectations to match. Our children need rigorous instruction, activities, stimulation and engagement in the classroom and beyond. We must stop being the dumping ground for those attempting to complete their certification and/or the hiding place for those not yet prepared to turn in the retirement papers.

Despite complaints about the costs of the suggested implementations or the manpower required, I believe the sacrifice of these programs yields the sacrifice of young lives. “You never get more out of children than what you put into them and sometimes not as much.”

3. How can we stimulate community involvement?

I truly don’t know. I think schools and churches are a great place to speak and explain the dire need for involvement. Students are definitely impacted by the Peaceholics and other reformed troubled youth or criminals. However, it really seems like many people don’t care until murder knocks on their door.

4. What are you willing to do to help end murder in your community?

I am willing to continue to train teachers in DCPS in an attempt to improve lesson planning and instructional delivery. Ultimately, this will yield an increase in student engagement and progress. If students are interested in school and successful in school, they will be more willing to focus on education and will not view higher education as unattainable. A more intense focus on education and individual interests will distract them from the ambition-eating cancer called

streetlife. They will believe in a “future” and that alone, will minimize their likelihood to damage their lives or those of others.

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1. What do you believe are some of the causes of murder in Washington, D.C.?

I believe that our communities continue to be decimated by drugs such as crack, angel dust and heroin. Parents and their children are becoming addicted which results in environments where proper nurturing is non-existent. Babies are born addicted to drugs and don't receive proper care and attention. There is also a lack of values education for youth. Youth are not taught by their elders to respect and value life. There seems to be a culture that has been developed with an instinct of constantly taking from as opposed to giving to society to create a better place for all.

Another cause that is not discussed or focused in on in the African-American community is the lack of true African-American history being taught in the communities. There are generations that have not learned the real stories of how they have come to be African-American, their true origin, they have no knowledge of slavery, Jim Crow and the Civil Rights Movement. What you have is a culture without knowledge of their heritage. I don't believe that our families and youth will receive that true history education in our federally funded public, charter schools and recreational facilities, but our faith-based institutions and privately funded organizations could have a significant impact in providing these education and history lessons. Funds should also be made available to allow people to trace their roots especially children to connect them with their ancestry.

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

That is a very daunting task but I think that whatever it is has to be a coordinated effort with continuous reinforcement at different levels. For instance, say that a solution is to provide drug treatment for a parent that has a long history of drug use and who has been incarcerated. The parent in addition to the children should receive treatment and counseling reinforced with social services, mentoring and counseling. This should not end after 2 years but there should be a lifelong reinforcement system in place. I think there should be a better monitoring and management of our foster care system where foster children

receive constant oversight until the age of 25. Also for persons incarcerated, treatment should occur while incarcerated and once they are released. We should enhance the education and job skills training with also job placement assistance. Those who have served their time should also be allowed to enter the armed forces if physically and mentally able.

3. How can we stimulate community involvement?

I think that you have to reach people where they live, work and play. Whatever the initiative, program or activity you have to promote it through the schools, businesses, churches, hospitals, public and private entities.

4. What are you willing to do to help end murder in your community?

I would be willing to volunteer to work with faith organizations that are willing to teach true African American history. I would work with others to identify an appropriate curriculum and become a "train the trainer" trainer. Also would work as an evaluator of the curriculum.

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Please take the time to answer the questions below. Please focus on specific recommendations that you, your neighbors, government agencies or non-government organizations can implement. Thank you for your time.

1. What do you believe are some of the causes of murder in Washington, D.C.?

Lack of employment and lack or limited education

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

Create more public/private partnerships with vocational programs and adult education programs so that people are educated and trained in areas that are currently needed in the workforce. There is also a need for a detailed analysis and plan to identify current problems in the educational system that leads to school drop out. Once there is a plan in place, there needs to be swift implementation.

3. How can we stimulate community involvement?

Communities need to be engaged in resolving the problem. Ask people to make suggestions, find out what talents they bring to the table that can assist in resolving the problem. Ask the community to volunteer their time in schools, mentoring, tutoring, training, keeping the neighborhoods clean, reporting suspicious activities, etc. Some people may also volunteer to keep a watchful eye on the community by walking the streets in the evening, creating anti-crime phone trees or encouraging a sense of pride or comradery in each neighborhood.

4. What are you willing to do to help end murder in your community?

Report suspicious activity and encourage others to volunteer their time to helping a child.

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Please take the time to answer the questions below. Please focus on specific recommendations that you, your neighbors, government agencies or non-government organizations can implement. Thank you for your time.

1. What do you believe are some of the causes of murder in Washington, D.C.?

There is such a prevailing disregard for human life today that it is utterly beyond my understanding. I think its roots lie in poor economic conditions, poor schools and eroded family structures.

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

We must find effective means of getting guns off the streets. I think increased police presence, more programs for kids, and the eventual improvement of our schools are all steps in the right direction...but ridding the streets of guns has to be the priority.

3. How can we stimulate community involvement?

Seek out adults in the 25-40 demographic and ask them to take on greater leadership roles within their communities. Place a greater emphasis on training and mentoring our young people. The Mayor's youth leadership institute was a great example in years past.

4. What are you willing to do to help end murder in your community?

Be a father to my son. Be a role model and mentor to young people I am in contact with.

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Please take the time to answer the questions below. Please focus on specific recommendations that you, your neighbors, government agencies or non-government organizations can implement. Thank you for your time.

1. What do you believe are some of the causes of murder in Washington, D.C.?

Juvenile boredom; lack of adequate educational system to address ever changing learning styles of youth thus leading to delinquent behavior; inability for persons to properly grieve loss of loved one; city lacking resources to provide ALL citizens with suitable standard of living; lack of effective training programs for parents; no knowledge of God.

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

Officers need to undergo intensive training in effectively interacting with youth and respecting youth as youth. Moreover, interacting with the public and eliminating the superiority complex many officers exhibit when interacting with public. Implement and ensure adherence to community policing. Reinstatement of Youth Services division within each District, reinstate officially officer friendly and the Side by Side band to engage children with law enforcement. Eliminate barriers to policing. Actively engage the community in dialogue; outside of meetings, but walking the beat (officials) throughout ALL sectors of the city and learning first hand community concerns. As one resident has emphatically offered, start enforcing the little things so that persons are not bold enough to try more harmful measures. Collaborate with social service agencies with accountability built in. Though MPD is not a social service agency, the public believes so and as such, should have a direct referral established.

3. How can we stimulate community involvement?

Remove some of the possessive historic persons from positions. Include community on discussion, BUT implement community suggestions. Talk with residents, not down to them or around. Interact even when you don't need anything. Mandate officers stop by at least four (4) residences during their shift to ensure proper interaction. As community becomes familiar and trusting, involvement will be stimulated. In the Sixth District, transition of personnel appears to be the major challenge. The Chief must understand moving persons

without regards to the effective impact they are having in the community is not acceptable; especially lateral moves.

4. What are you willing to do to help end murder in your community?

Plant a tree in front of the Wilson Building at Freedom Plaza every time someone is murdered between 12-25 East of the River until persons in the community are freed from the bondage of violence they endure every day. Begin a mass prayer circle to convene every day at the same time to pray for God's mercy and grace.



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Please take the time to answer the questions below. Please focus on specific recommendations that you, your neighbors, government agencies or non-government organizations can implement. Thank you for your time.

1. What do you believe are some of the causes of murder in Washington, D.C.?

I believe that the people committing these crimes have no fear of consequences. They don't care if they go to jail or even if they die.

I live in Trinidad and there was a murder just outside my home. I learned that the man killed was someone who I would always see hanging out on the corner every afternoon and every night. Being a native Washingtonian I always knew they were selling drugs, but they never bothered me or my family. By me turning the other way, the result is that I live on a block where selling drugs is acceptable.

I juggle with trying to get involved by calling the police about all the young men that loiter on the corner every night. I called the police the night that the young man was killed. The shots were so close that I jumped out of my sleep. I knew someone was just killed. When you decide to get involved and call the police you risk being an outsider (a snitch). The police officers have to keep the callers name to themselves. A lot of times I find that the police officers will tell them that the person who lives in the house over there called them. This in turn makes for a very uncomfortable situation. People become hostile. You try to keep the peace where you live because we (the neighborhood) should be looking out for one another. But this is not the case where I live.

2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

Parents need to be held accountable for there kids that loiter during late night hours. I think that the curfew should really be enforced. Why are these kids out so late at night? Why are parents not concerned that their kids are out this late? I try to talk to the kids in my neighborhood, but they have no respect for adults. They have no respect; no fear...no fear of consequences.

3. How can we stimulate community involvement?

I'm not sure how to answer this one.

4. What are you willing to do to help end murder in your community?

I am willing to keep my eyes and ears open and tell the police if I see or hear anything.

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### 1. What do you believe are some of the causes of murder in Washington, D.C.?

Murder can stem from many different types of situations: inappropriate reactions to anger, individuals caught up in the heat of an argument, crimes like robbery that escalate into more dangerous violence, etc. But from my standpoint there are two types of murder: murders involving teenagers and all other types of murders. The root cause for these two types of murder might be different.

As a generic answer, however, I would say that two primary causes of murder in Washington, D.C. are poverty, and also the breakdown of the family unit (specifically, black families in the District).

We live in a society where the “haves” do not seem to care about the “have-nots.” Many residents of our city seem to believe that in order to get what they need, they must take it from others. That’s why simple arguments so often lead to murder, robbery and mayhem.

This is the mark of a society that is not taking adequate care of its citizens. There is both an institutional responsibility here, and a responsibility at the family level.

### 2. What recommendations do you have for actions that need to be taken to end murder in Washington, D.C.? Please focus on specific solutions, especially for those in your sector (i.e. business, education, law enforcement, mental health, social services, etc.)

The statistics I have seen seem to indicate that when you have a society where people are (fully) employed, this will result in lower crime rates. A society that provides adequate education for its citizens (i.e., finishing high school, or getting training for a trade or profession) will also enjoy lower crime and homicide rates. Finally, a society must have a sense of community, where residents support one another and work together to solve problems. All of these are interconnected. All three must go hand-in-hand.

You have to maintain law and order, but you must also implement programs that will start this process. And frankly, it may take a generation for us to start to turn the corner on this problem.

From my perspective, we need to train teenagers and young adults and give them the skills they need to get a job. In D.C. last year, approximately 70,000 new jobs were created, but the unemployment rate actually went **up**. Something is wrong with that picture. The problem is one of **skill**. Unfortunately, potential solutions are getting lost in bureaucratic maze.

Government should be **ensuring** that some type of training exists for D.C. residents. Individuals should be allowed to earn while they are training on the job. Pay them to do their training so they are not distracted with other jobs or activities. In union programs, if you are doing a training program, you **cannot** work in another job. You do, however, require some basic skills to become an apprentice, like math. And you need to apply yourself (e.g., getting up early, being responsible, taking the necessary classes, etc.). There are long, tough days, but they bring significant rewards.

The problem now is that our youth are out on the street, with no productive activities to focus their attention on. And even when they come and take the test in order to begin their union training, they can't pass it. Too many are graduating without basic learning skills such as reading comprehension and math, and they can't get into apprenticeship programs. They are also required to pass drug tests, and the failure rate is very high for teenagers and young adults in the District.

Education and training (earn-while-you-learn)—we must encourage families to support and get involved in these particular activities. The key to all of this, however, is a functional family unit. Young adults must feel that they have a home to go to; that during the evening they don't have to be out in the street and looking for something to do.

### 3. How can we stimulate community involvement?

Our leaders have got to step up. They have to make the commitment and have the energy, and they must recognize that this will be a long-term campaign. The mayor, the D.C. Council, the Superintendent of DC schools, teachers, the business community, etc....they all must come together and have a serious discussion about this issue.

Too many times, however, the roundtables and commissions are done for political reasons; they are public relations stunts. The commitment isn't really there. The D.C. Council must serve as a coordinating group and bring people to the table in an earnest manner to help solve this problem. We must put our shoulders to the wheel.

In my view, when you need an effort from the bottom-up, you have had a failure of leadership. Orange Hat Patrols are an example of citizens overseeing functions at which government has failed. After a murder, politicians move on far

too quickly—they pay their respects and then there is no follow-through, no urgency in the days that follow. That must change.

4. What are you willing to do to help end murder in your community?

My community is the District of Columbia, although I live in Ward 6.

I am willing to commit to help D.C. residents (in particular, young people) get jobs. The unions have said to the D.C. government, “we are willing to help train individuals through our apprenticeship programs for jobs that are currently in the pipeline.” Such a program was just implemented for the building of the Nationals baseball stadium in Anacostia. When you bring young people into productive employment in this fashion, the chances of them becoming involved in crime is greatly diminished.

But this effort must be undertaken in a coordinated fashion. Right now, many pre-apprenticeship programs are being run by non-profit organizations because young people are unable to pass the basic exams needed to enter training programs. And there is a total lack of centralized coordination in this area in the D.C. government in terms of understanding which organizations are engaged in this activity and how they can better (mutually) channel their resources. The Office of the Mayor (through the Deputy Mayor for Economic Development) and the Superintendent of D.C. schools must take the lead in this area and make sure our young people are prepared to enter these training programs.

Finally, the unions must have the opportunity to train D.C. residents. We can't train them unless there are jobs to train them on. Many projects today are being contracted to companies who employ workers from outside the District. We must begin to apprentice D.C. residents and build up a future labor base that can contribute to the great projects in our city. Working together—as elected officials, educators, and employers—this goal is achievable over the next generation.

## Appendix D

### 2. Arrest and Adjudication Statistics

Compilation of data associated with crime in the District is undertaken by the seven Police districts. Dissemination of data is done from a central office after it has been categorized by the nature of crime. Crime statistics compiled by each of the seven districts and city-wide for the years 2001-2005 are shown below.

**Table 2.1. Crime Statistics: MPD First District (2001-2005)**

Crime	2001	2002	2003	2004	2005
Homicide	17	31	34	22	22
Sexual Assault	15	29	17	21	16
Robbery	599	608	580	461	520
Aggravated Assault	602	542	537	517	551
Burglary	752	716	551	770	650
Larceny/Theft	4,944	3,989	2,991	2,846	3,108
Stolen Auto	1,061	1,058	1,028	1,144	1,099
Arson	6	10	29	7	11
<b>Total</b>	<b>7,996</b>	<b>6,983</b>	<b>5,767</b>	<b>5,788</b>	<b>5,977</b>
<b>% Change Previous Year</b>	<b>N/A</b>	<b>-12.67%</b>	<b>-17.41%</b>	<b>0.36%</b>	<b>3.27%</b>

Source: MPD

**Table 2.2. Crime Statistics: MPD Second District (2001-2005)**

Crime	2001	2002	2003	2004	2005
Homicide	0	4	1	3	0
Sexual Assault	19	22	8	7	7
Robbery	240	187	184	131	130
Aggravated Assault	159	168	139	93	83
Burglary	634	609	675	479	455
Larceny/Theft	3,585	3,488	3,146	2,132	2,027
Stolen Auto	456	441	376	274	240
Arson	3	4	7	3	3
<b>Total</b>	<b>5,096</b>	<b>4,923</b>	<b>4,536</b>	<b>3,122</b>	<b>2,945</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>-3.39%</b>	<b>-7.86%</b>	<b>-31.17%</b>	<b>-5.67%</b>

Source: MPD

**Table 2.3. Crime Statistics: MPD Third District (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	36	29	23	13	24
Sexual Assault	28	37	22	24	24
Robbery	834	723	711	740	975
Aggravated Assault	721	721	559	593	681
Burglary	922	1,186	824	680	883
Larceny/Theft	5,120	5,021	4,067	3,383	3,900
Stolen Auto	1,230	1,378	1,168	1,159	1,243
Arson	9	18	6	11	4
<b>Total</b>	<b>8,900</b>	<b>9,113</b>	<b>7,380</b>	<b>6,603</b>	<b>7,734</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>2.39%</b>	<b>-19.02%</b>	<b>-10.53%</b>	<b>17.13%</b>

Source: MPD

**Table 2.4. Crime Statistics: MPD Fourth District (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	14	28	19	17	14
Sexual Assault	24	43	50	32	17
Robbery	557	717	787	430	375
Aggravated Assault	773	798	776	508	408
Burglary	798	829	769	469	279
Larceny/Theft	2,834	2,958	2,229	1,453	1,335
Stolen Auto	1,448	1,928	1,552	1,145	1,062
Arson	12	26	15	16	8
<b>Total</b>	<b>6,460</b>	<b>7,327</b>	<b>6,197</b>	<b>4,070</b>	<b>3,498</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>13.42%</b>	<b>-15.42%</b>	<b>-34.32%</b>	<b>-14.05%</b>

Source: MPD

**Table 2.5. Crime Statistics: MPD Fifth District (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	54	49	42	36	36
Sexual Assault	26	45	52	33	30
Robbery	557	578	610	404	518
Aggravated Assault	861	795	754	631	635
Burglary	710	749	689	613	465
Larceny/Theft	2,793	2,504	2,368	1,853	1,810
Stolen Auto	1,353	1,502	1,603	1,367	1,276
Arson	33	20	17	19	10
<b>Total</b>	<b>6,387</b>	<b>6,242</b>	<b>6,135</b>	<b>4,956</b>	<b>4,780</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>-2.27%</b>	<b>-1.71%</b>	<b>-19.22%</b>	<b>-3.55%</b>

Source: MPD

**Table 2.6. Crime Statistics: MPD Sixth District (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	50	62	64	52	37
Sexual Assault	40	47	63	55	39
Robbery	560	513	505	473	503
Aggravated Assault	910	867	701	656	753
Burglary	577	573	548	423	375
Larceny/Theft	1,722	1,791	1,504	1,186	1,046
Stolen Auto	1,539	1,837	2,671	2,171	1,629
Arson	15	17	26	7	16
<b>Total</b>	<b>5,413</b>	<b>5,707</b>	<b>6,082</b>	<b>5,023</b>	<b>4,398</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>5.43%</b>	<b>6.57%</b>	<b>-17.41%</b>	<b>-12.44%</b>

Source: MPD

**Table 2.7. Crime Statistics: MPD Seventh District (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	61	59	65	55	63
Sexual Assault	29	39	61	46	32
Robbery	430	405	459	418	481
Aggravated Assault	977	963	1,016	865	743
Burglary	554	505	614	509	464
Larceny/Theft	1,276	1,152	1,057	903	936
Stolen Auto	883	1,024	1,151	876	918
Arson	26	14	26	18	9
<b>Total</b>	<b>4,236</b>	<b>4,161</b>	<b>4,449</b>	<b>3,690</b>	<b>3,646</b>
<b>% Change, Previous Year</b>	<b>N/A</b>	<b>-1.77%</b>	<b>6.92%</b>	<b>-17.06%</b>	<b>-1.19%</b>

Source: MPD

**Table 2.8. City-wide Crime Statistics (2001-2005)**

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Homicide	232	262	248	198	196
Sexual Assault	181	262	273	218	165
Robbery	3,777	3,731	3,836	3,057	3,502
Aggravated Assault	5,003	4,854	4,482	3,863	3,854
Burglary	4,947	5,167	4,670	3,943	3,571
Larceny/Theft	22,274	20,903	17,362	13,756	14,162
Stolen Auto	7,970	9,168	9,549	8,136	7,467
Arson	104	109	126	81	61
<b>Total</b>	<b>44,488</b>	<b>44,456</b>	<b>40,546</b>	<b>33,252</b>	<b>32,978</b>
<b>% Change, Previous Year</b>	<b>NA</b>	<b>-0.07%</b>	<b>-8.80%</b>	<b>-17.99%</b>	<b>-0.82%</b>

Source: MPD