

# **SHANNON COMMUNITY SAFETY INITIATIVE YEAR ONE REPORT**

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## **I. INTRODUCTION**

In June of 2006, the Massachusetts legislature provided \$11 million for anti-gang grants through the Senator Charles E. Shannon Jr. Community Safety Initiative (Shannon CSI). The goal of the Shannon CSI is to reduce gang and youth violence in Massachusetts through coordinated programs for prevention and intervention (see Appendix A). In support of this program, the Executive Office of Public Safety and Security (EOPSS) funded Local Action Research Partners (LARP) to provide strategic, analytic, and research support to nine Shannon CSI partnerships. Additionally, EOPSS funded Northeastern University's Institute on Race and Justice (NU) as the Statewide Youth Violence Research Partner to provide technical assistance to all Shannon activities

The Shannon CSI encouraged communities to adopt the national best practices model of combining strategies which have proven to be successful in reducing youth violence and gangs nationally in a comprehensive local program. In the early 1990s, researchers developed a typology of promising gang intervention strategies that address the fundamental causes of gangs, gang crimes, and the other problems that gangs cause.<sup>i</sup> These strategies were later adopted by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) as best practices to reduce gang violence.<sup>ii</sup> Five strategies identified were:

(1) Social Intervention – programs include: crisis intervention, substance abuse treatment, trauma counseling for youth and their families, and social service referrals.

(2) Opportunity Provision – programs include: education and job related services, organized pro-social team events, and after school activities.

(3) Suppression – programs include: law enforcement and criminal justice interventions such as arrest, prosecution, imprisonment, and surveillance.

(4) Community Mobilization – programs include: cross-community collaboratives focused on cooperation across agencies to produce better coordination of existing services, and community education meetings and dialogues.

(5) Organizational Change – programs include: development of task forces to address to gang problems, using data and information to narrow scope of problem.

These five strategies differ from many other youth violence programs that focus the majority of their efforts on suppression, which has been the predominant strategy in responding to gangs in most communities across the United States. While suppression remains one of the five strategies in the OJJDP model, the remaining strategies that comprise the recommended OJJDP comprehensive approach have been adopted somewhat less often in American communities. Each community funded under the Shannon CSI was encouraged to incorporate programming across at least four of the five strategy areas when developing their proposed approach. By spreading resources throughout each OJJDP strategy area, Shannon funded communities can provide resources offering youth with a comprehensive selection of alternatives to future or continued gang involvement.

The goal of the Statewide Youth Violence Research Partner (SYVRP) is to share lessons learned from the Shannon CSI grantees and Local Action Research Partnerships and to assess and document the results achieved by both the Shannon CSI grantees and their LARPs. As the SYVRP, NU held five technical assistance meetings, provided technical assistance to multiple LARPS and Shannon CSI sites, and published the first of a series of policy briefs entitled Comprehensive Approaches to Reduce Youth Violence and Gangs in Local Communities in October of 2007.

One of the initial activities of SYVRP was to offer training and technical assistance to Shannon sites in refining their gang violence problem definition. Each site had an existing

definition of their gang problem, but often that definition was based on anecdote and history rather than data and analysis. NU brought in outside experts and worked with each Shannon site to help them develop a more precise process for defining their gang violence problem. By refining this definition, Shannon sites were able to focus their prevention and suppression activities on a narrower set of individuals involved in violence and, in many cases, a targeted area within their city where gang violence was concentrated. For example, an analysis of arrests and intelligence reports from some Shannon CSI sites determined that youth were becoming gang involved at an earlier age than the police or service providers had previously thought.

A challenge facing Shannon anti-gang violence efforts involved reaching those youth most at risk to become involved in gang violence. Across the country, police and service providers have had a difficult time reaching these youth. They are generally among the most challenging to work with, since many are already involved in violence and they have also often had negative experiences in prior support programs. Through the problem definition process, many sites committed to identify and offer services to the youth identified as being at the highest risk for gang involvement and violence. Programs such as Youth Opportunity Boston, ROCA in Chelsea, as well as Shannon sites with street outreach workers specifically target the hardest to reach youth and have had some success supporting these youth and helping them turn away from violence and continued gang involvement.

With the investment of significant state and federal resources in the Shannon CSI during the initial year of the project, there is a need to document the activities of the first year of Shannon CSI for the citizens of the Commonwealth. While one year may be too soon to hope to have a substantial impact on crime and gangs in the Commonwealth, it is an opportune time to describe the activities taken by grantees to reduce youth violence in their communities and begin to understand the type and range of activities that are being conducted as a result of Shannon

CSI. Using data provided by the grantees, this report describes the general patterns of activities within each of the OJJDP strategy areas, which are: (1) social intervention, (2) opportunity provision, (3) suppression, (4) community mobilization and (5) organizational change.

## **II. METHODOLOGY FOR YEAR 1 REPORT**

### **i. Sources of Data**

The cities participating in the Shannon CSI documented their first year activities through a series of quarterly reports. As Shannon CSI was originally conceived as a one year program, the quarterly reports did not require sites to capture consistent data on the number of youth served by programs. However, these reports did include information on numbers of programs, program challenges, successes, and lessons learned. As a supplement to the quarterly reports, a case study was compiled for each participating site by researchers from Northeastern University and the Executive Office of Public Safety and Security. In some cases, these reports provide information not available in the regular quarterly reports. Additionally, researchers from Northeastern University and EOPSS created a series of program descriptions (“Activities Matrices”), conducted interviews with program coordinators, and reviewed program information such as brochures or reports provided by the site.

Researchers from Northeastern University coded information from these sources into a database that categorized all the first year activity for each Shannon site into each of the five OJJDP strategy areas. In addition to categorizing these activities, researchers also coded each program as to whether it was a new initiative that was implemented with Shannon resources or whether the initiative was expanded through the allocation of Shannon resources. For example, the city of Lawrence allocated Shannon CSI funds to the Merrimack Valley YMCA, who in turn used this increase in resources to develop a new after school computer lab as well as expand their Junior and Teen Achievers Prevention Program to service additional youth. The new computer

lab was then coded as a new program and the Junior and Teen Achievers Prevention Program was coded as an expanded program. It should be noted that information on whether a program was new or expanded was not required as part of the quarterly reporting process during the first year of Shannon CSI. Therefore, although many programs provided that information, the figures provided in this report should be viewed as our best estimate of the activities funded by Shannon CSI during the first year of the program.

## **ii. Analytic Design**

For each of the OJJDP strategy areas, we report on four categories of information. First, we report if programming from that particular strategy area (e.g., social intervention, opportunity provision) was implemented in each Shannon site. Second, we tabulate the total number of programs that were supported either entirely or in part during the first year of Shannon CSI for each strategy area. In many instances, Shannon resources helped communities to continue to provide certain programs that were already in place at the start of Shannon CSI. In the third category of information we indicate the number of new programs that were developed and implemented with Shannon support. Finally, we indicate the number of programs that were able to expand services with the help of Shannon CSI resources.

### III. OVERVIEW OF SHANNON CSI ACTIVITIES IN YEAR ONE

Across the 15 Shannon funded sites<sup>1</sup>, state grant funding provided resources that supported 819 gang and youth violence reduction programs. While this 819 figure may seem quite high, it includes all the programs that were supported either entirely or in part by any Shannon resources during the programs' first year. In many sites a single vendor or service provider, such as the Boys & Girls Club, was responsible for multiple programs, and for this analysis each program was counted individually. For example, in Brockton the youth service program MY TURN provided services to Shannon youth in seven different programs, from case management to peer tutoring, and from job readiness training to GED classes. When we tabulated the number of single vendors or service providers participating in each community, we found that, on average, each site worked with approximately 16 new or existing partners. This is about the size of most Shannon community task forces. It should also be noted that a large number of programs were one-time events, such as conferences or meetings, summer trips, or cultural enrichment events. Again, all the data in this report reflect programs identified in the grantees' quarterly reports. Table 1 shows the breakdown of programs supported by Shannon CSI by each of the five OJJDP strategies.

**Table 1: Shannon CSI Programming Year One**

Strategy Area	Total Programs Identified		New Programs Identified	Expanded Programs Identified
Social Intervention	321		63	20
Opportunity Provision	221		27	9
Suppression	120		19	16
Organization Change	81		16	5
Community Mobilization	76		21	1
<i><b>Total</b></i>	<i><b>819</b></i>		<i><b>146</b></i>	<i><b>51</b></i>

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<sup>1</sup> These 15 Shannon CSI communities represent 37 municipalities in Massachusetts. Please see appendix B for the complete list of Shannon communities.

Among the programs, 146 or 18% were identified as new gang and youth violence reduction programs developed with Shannon support. In addition to new programs, Shannon funds allowed 51 existing successful programs to expand their services to additional at-risk individuals. The remaining funds were used to support existing programs that were already targeting at risk youth in the community. Of the 622 remaining programs, it is likely that a number are new or expanded, but, as noted above, since Shannon sites were not required to report that detail in their quarterly reports, we could not identify all the new or expanded programs.

The following section examines in more detail the programs that the first year of the Shannon Community Safety Initiative supported in each of the OJJDP strategy areas.

#### **i. Social Intervention**

Social intervention activities reach out to youth who are not connected with legitimate social institutions such as the family or school. These include “Youth-serving agencies, schools, grassroots groups, faith-based organizations, police, and other criminal justice organizations ‘reaching out’ and acting as links between gang-involved youth (and their families) and the conventional world and its needed services” (National Youth Gang Center, 2008).

Table 2 demonstrates the distribution of social intervention programming across all of the Shannon CSI sites in the first year of grant activity. All 15 sites implemented some form of social intervention programming during year one.

**Table 2: Social Intervention Programming Year One**

Community	Does Program Exist in this Strategy Area?	Number of Programs in this Strategy Area		Number of New Programs in this Strategy Area	Number of Expanded Programs in this Strategy Area
Boston	Yes	11		3	0
Brockton	Yes	10		4	0
Fall River	Yes	16		6	3
Fitchburg	Yes	25		0	3
Haverhill	Yes	18		1	0
Holyoke	Yes	25		9	4
Lawrence	Yes	26		12	3
Lowell	Yes	35		10	0
Lynn	Yes	12		2	2
MAPC	Yes	52		11	3
New Bedford	Yes	30		5	1
Salem (SEC)	Yes	4		0	1
Springfield	Yes	45		0	0
Taunton	Yes	9		0	0
Worcester	Yes	3		0	0
<b>Total</b>		<b>321</b>		<b>63</b>	<b>20</b>

Across all Shannon sites, social intervention strategies were implemented more frequently than any other of the OJJDP strategy areas, representing 39% of all the Shannon programs supported in the first year of the program.

Statewide, Shannon communities provided a total of 321 social intervention programs to youth. On average, each Shannon site provided 21 separate social intervention programs. Of these programs, 63 (20%) were newly created with Shannon funds, and 20 (6%) were existing programs expanded under Shannon. Of the 15 Shannon sites, 10 implemented new programs with Shannon CSI support (67%), while 8 used Shannon CSI resources to expand existing social intervention programming (53%). Street outreach, educational support activities, anti-gang education programs, and after school and weekend enrichment programs were among the most common social intervention activities funded in the first year of Shannon CSI.

**Illustration 1**  
**Social Intervention Programs**  
**Youth Opportunity (YO) Boston and Worcester Community Action Council (WCAC)**

*Youth Opportunity Boston*

Youth Opportunity (YO) Boston provides comprehensive employment readiness and job placement services to court involved youth and young adult re-entry offenders in the Boston area. The focus of YO Boston is providing case management services to the most at risk youth in the City of Boston. YO Boston offers three phases of support for their clients: (1) intake, assessment, and case management, (2) referrals to alternative education and GED programs, and (3) transitional employment programs which provide stipends to participants for community service work while preparing young people for placement into private sector employment. The young people served by the YO program face some of the most severe challenges to securing successful employment and transitioning out of activities that may put them at risk for violence. YO's comprehensive approach is critical to helping high risk youth experience successful and rewarding employment opportunities. This strategy is aimed at improving self sufficiency and self esteem as deterrents to future criminal activity and violence.

Through the Shannon CSI funding, YO Boston was able to increase the reach of its programming to serve more youth in need. During the first year of the CSI initiative, YO provided 628 youth with comprehensive case management services; 460 youth with employment services, including subsidized transitional employment placements; and 118 youth with education services, including GED preparation, alternative education, and vocational training.

*Worcester Community Action Council (WCAC)*

The Shannon CSI funding helped WCAC develop a new employment readiness program, Start Our Success (SOS), which places up to 20 referred youth into paid part-time employment opportunities including positions at the Boys & Girls Club, the Friendly House, Worcester State College, and the Worcester Youth Center. SOS provides job development, training, assessment, and offers stipends to employers who agree to hire SOS youth. Additionally, they provide referrals for mental health and substance abuse counseling and work with clients on life skills training.

**ii. Opportunities Provision**

Opportunity provision programs recognize that youth have differing needs depending on their age and social situation. These programs can range widely but generally include a variety of specific education, training, and employment programs targeted at gang-involved youth (National Youth Gang Center, 2008). As illustrated in Table 1, opportunity provision programs were the second most popular strategy area, employed by all 15 sites during the first year of Shannon CSI.

**Table 3: Opportunity Provision Programming Year One**

Community	Does Program Exist in this Strategy Area?	Number of Programs in this Strategy Area		Number of New Programs in this Strategy Area	Number of Expanded Programs in this Strategy Area
Boston	Yes	16		3	2
Brockton	Yes	6		0	0
Fall River	Yes	18		1	2
Fitchburg	Yes	7		0	0
Haverhill	Yes	13		0	0
Holyoke	Yes	31		7	2
Lawrence	Yes	6		1	1
Lowell	Yes	37		6	1
Lynn	Yes	5		0	1
MAPC	Yes	10		5	0
New Bedford	Yes	16		4	0
Salem (SEC)	Yes	2		0	0
Springfield	Yes	47		0	0
Taunton	Yes	2		0	0
Worcester	Yes	5		0	0
<b>Total</b>		<b>221</b>		<b>27</b>	<b>9</b>

Shannon communities provided 221 programs (27% of total programs) focused on providing opportunities to at-risk youth in their communities, an average of 15 programs per site. Of these 221 programs, 27 (12%) were new programs created with support from Shannon CSI. In addition, 9 (4%) programs expanded their services with Shannon resources. Of the 15 Shannon sites, 7 (47%) implemented new programs and 6 (40%) enhanced existing programs under the initiative. Among the most frequently used opportunity provision programs were job skills development programs, employment referral programs, and a large number of employment opportunities, including both summer jobs and year-round employment opportunities.

## **Illustration 2**

### **Opportunity Provision Programs**

#### **Youth Outreach Program, Fall River**

The Fall River Youth Outreach Program is operated by Youth Services in the city's Department of Health and Human Services and focuses on referring youth to employment and other services. United Interfaith Action worked with Youth Services to develop the program, which began October 18th in 2006 and employs three full-time and two part-time outreach workers. The youth outreach workers collaborate with the schools, the Shannon partners, the Housing Authority and many other organizations to identify at risk youth and make appropriate referrals. They are in frequent contact with school resource officers and in regular communication with police, parole, and probation officers, providing a critical relationship with law enforcement.

Program staff conduct extensive street outreach. By mid-July 2007, the five outreach workers had made 1,235 contacts and identified 542 at risk youth. The outreach workers received 1,073 referrals from 14 Fall River Shannon partner agencies and additionally made 2,275 referrals to a variety of services within the city. Contacts were made in several different environments, most frequently in a school (29%), at a community center or special event (24%), or on the street or in a park (20%).

Through their efforts, the outreach workers have developed numerous relationships and established many linkages in the community that provide at risk youth with valuable opportunities. With jobs being a major concern of many 17 and 18 year olds, the outreach workers have taken youths to a local career center, which many kids are often reluctant to visit, and help set up appointments for job interviews. Several local fast food restaurants have been very helpful in assisting outreach clients by making job openings available to youths identified by outreach workers. The Boys & Girls Club provided 50 free memberships as well as transportation for outreach clients. Services are also offered to youth who have left group homes and are particularly vulnerable. Ex-gang members are brought in to speak with these youth in order to dissuade them from getting involved in gangs.

When added together, social intervention and opportunity provision programs account for two-thirds of all programs supported by Shannon CSI (542 of 819 programs or 66% of all programs).

### **iii. Suppression**

Suppression activities “include both formal and informal social control procedures, including close supervision or monitoring of gang youth by agencies of the criminal justice system and also by community-based agencies, schools, and grass-roots groups” (OJJDP, 2002).

The most common suppression activities included directed “hot spot” patrols targeting gang

members or gang neighborhoods, as well as joint (federal, state, and local or multiple community) investigations.

**Table 4: Suppression Activities Programming Year One**

Community	Does Program Exist in this strategy area?	Number of programs in this strategy area		Number of New Programs in this Strategy Area	Number of Expanded Programs in this Strategy area.
Boston	Yes	22		4	3
Brockton	Yes	6		3	3
Fall River	Yes	15		2	4
Fitchburg	Yes	5		2	2
Haverhill	Yes	5		0	0
Holyoke	Yes	5		0	1
Lawrence	Yes	5		2	1
Lowell	Yes	9		1	1
Lynn	Yes	2		0	0
MAPC	Yes	28		3	1
New Bedford	Yes	8		1	0
Salem (SEC)	Yes	2		1	0
Springfield	Yes	3		0	0
Taunton	Yes	3		0	0
Worcester	Yes	2		0	0
<b>Total</b>		<b>120</b>		<b>19</b>	<b>16</b>

Suppression programs were the third most popular type of programming across the Shannon grantees, comprising 15% of the total number of Shannon programs. Shannon CSI funding supported 120 suppression-oriented programs. This is another area where the Shannon CSI has been unique nationally. In most anti-gang programs, the vast majority of funding has gone to suppression activities. This has been the case, for example, in the national Project Safe Neighborhood program, where the vast majority of resources have been spent on suppression efforts by police and prosecutors (Decker et al, 2007).<sup>iii</sup> In Massachusetts, the Shannon CSI has produced a much more comprehensive approach to dealing with gang violence, as evidenced by the distribution of programs across the five OJJDP strategy areas.

On average, 8 suppression programs were supported in each community during the first year of Shannon. There were 19 new programs developed with Shannon funding (16% of total programs) and 16 programs were expanded (13% of total programs). Nine sites (60%) implemented new programs and 8 communities (53%) expanded existing suppression programs.

**Illustration 3**  
**Gang Violence Suppression Activities**  
**Metro Mayors Shannon Community Safety Initiative**

During the first year of Shannon CSI, the 10 Metro Area Planning Council Communities (MAPC) formed the Metropolitan Anti-Gang Violence Regional Enforcement Coalition (MAGVREC). The coalition was based on the experience gained from many MAPC communities that much of the gang violence they were seeing was caused by gang members from other towns. Until the Shannon CSI, there were insufficient resources to implement a systematic regional anti-gang initiative across these 10 communities.

The MAGVREC includes police officers from the 10 member communities as well as officials from the Massachusetts Bay Transit Police and the Immigration and Customs Enforcement. The group meets at least once per week to share information on gang activity in the member communities and to jointly patrol identified hot spots for gang activity. The group has developed a much deeper understanding of gang dynamics in the MAPC area and, during the initial year of Shannon CSI, has been able to disrupt a number of potential incidents of gang violence. The group implemented 39 joint enforcement operations in Shannon's initial year, with officers completing 261 Field Investigation Orders (FIOs) documenting gang involved youth they encountered and making more than 38 arrests. In addition, members of the MAGVREC have established relationships with local gang involved and gang at risk youth. According to the officers involved in this initiative, one of the major benefits of this regional approach occurs when youth encounter police from their own community patrolling in another town. The youth learn that they are much less anonymous when they leave their local community.

**iv. Community Mobilization**

Community organization and mobilization refers to the involvement of local citizens, including police, street workers, former gang youth, community groups and agencies, and the coordination of programs and staff functions within and across agencies (OJJDP, 2002). As Table 5 illustrates, community mobilization is the only strategy area in which not every site focused programming. The most common planning and community organization activities

involved the regular meetings of the anti-gang task forces that had been organized through the Shannon CSI program.

**Table 5: Community Mobilization Programming Year One**

Community	Does Program Exist in this strategy area?	Number of programs in this strategy area		Number of New Programs in this Strategy Area	Number of Expanded Programs in this Strategy area.
Boston	Yes	9		2	0
Brockton	Yes	5		3	0
Fall River	Yes	7		3	0
Fitchburg	Yes	6		2	1
Haverhill	Yes	6		0	0
Holyoke	Yes	3		1	0
Lawrence	Yes	7		1	0
Lowell	Yes	7		3	0
Lynn	Yes	3		0	0
MAPC	Yes	11		1	0
New Bedford	Yes	5		3	0
Salem (SEC)	Yes	3		2	0
Springfield	Yes	1		0	0
Taunton	Yes	3		0	0
Worcester	No				
<b>Total</b>		<b>76</b>		<b>21</b>	<b>1</b>

There were 76 programs promoting community mobilization during year one in 14 of the 15 Shannon sites. The total number of programs includes 21 newly established programs under the Shannon CSI (28%) and 1 expanded existing program (<1%). Ten communities implemented new programming (67%) and 1 site expanded an existing program (7%). Nine percent of the total programs supported with Shannon CSI resources during the project's first year were related planning and community organization.

**Illustration 4**  
**Community Mobilization Strategies**  
**New Bedford's H.O.P.E. Collaborative**

During the first year of Shannon funding, the city of New Bedford engaged in extensive community organization through the establishment of a large collaborative group of law enforcement agencies, service providers, faith-based groups, and arts-based organizations—18 different groups. Despite the fact that many organizations had similar missions, most had never before worked together. Each had worked within its own capacity to address high risk populations, however, the Shannon CSI provided the impetus to identify a more coordinated partnership. Shortly after its inception, the group named itself the H.O.P.E. Collaborative (Healthy Opportunities for Peaceful Engagement). H.O.P.E. went on to establish an executive committee and several subcommittees comprised of members from the full collaborative on prevention, intervention, suppression, reentry, and youth.

Although occasional disagreement among members is a challenge for all such partnerships, many positive changes have emerged from this new innovative partnership. One development in particular was the establishment of a productive relationship between the police and street outreach workers. Historically suspicious of each other's mission, both organizations began to recognize the value of the other and created new channels of communication. Now the police and outreach providers are in contact to prevent violence as well as to reduce the consequences when violent incidents occur. Moreover, after dealing with many of the issues facing a new collaborative body, the relationships formed amongst the members of the H.O.P.E. Collaborative made it possible in the second year of funding to organize a case management system for youth being served by the collaborative. Meeting monthly, members of H.O.P.E. service providers identify youth involved in any member program who could benefit from the services of another organization in the group and coordinate the provision of those services. The project director also forwards community and partner agency events to those on H.O.P.E.'s email list, another way that the collaborative helps to enhance community awareness and involvement.

**v. Organizational Change and Development**

Organizational change and development refers to “Development and implementation of policies and procedures that result in the most effective use of available and potential resources, within and across agencies, to better address the gang problem” (OJJDP, 2002). A number of the organizational change activities involved new or expanded partnerships. Many of these partnerships involved local probation and police officers working together while others involved gang units from neighboring towns working together.

As illustrated in Table 6, across the 15 sites Shannon CSI resources supported a total of 81 organizational change-related programs. Sixteen of these programs (20%) were newly implemented and 5 (6%) were programs expanded with Shannon funding. One third of the sites (33%) added new programs and one third (33%) expanded existing programs under the grant. In total across all the Shannon communities, almost 10% of total programming supported with Shannon resources involved organizational change.

**Table 6: Organizational Change Programming Year One**

Community	Does Program Exist in this strategy area?	Number of programs in this strategy area		Number of New Programs in this Strategy Area	Number of Expanded Programs in this Strategy area.
Boston	Yes	6		0	1
Brockton	Yes	1		0	1
Fall River	Yes	9		4	0
Fitchburg	Yes	4		0	0
Haverhill	Yes	4		0	0
Holyoke	Yes	8		2	1
Lawrence	Yes	11		2	0
Lowell	Yes	5		4	0
Lynn	Yes	3		0	1
MAPC	Yes	13		4	0
New Bedford	Yes	9		0	0
Salem (SEC)	Yes	3		0	1
Springfield	Yes	3		0	0
Taunton	Yes	1		0	0
Worcester	Yes	1		0	0
<b>Total</b>		<b>81</b>		<b>16</b>	<b>5</b>

**Illustration 5**  
**Organizational Change Strategies**  
**Operation Safe Parks, Lawrence Police and Probation Departments**

In Lawrence, the initial problem analysis identified a number of local parks as a locus of gang activity and frequent gang violence. Representatives from the Lawrence Police and the Lawrence Probation Department came together to develop Operation Safe Parks, which expands on the existing Operation Ceasefire types of police and probation partnerships that were originally developed in Boston and have been implemented in a number of Massachusetts communities. Operation Safe Parks focuses joint probation and police patrols within local parks and areas surrounding these locations.

Much like Operation Ceasefire, officers involved in these joint patrols utilize field visits to enforce curfew checks and other probation restrictions to reduce gang violence, particularly around local parks that have developed into gang hangouts. The goals of the patrols are twofold. First, the patrols strive to assure community members that the parks are safe and to develop relationships with those community members that would result in increased trust and confidence in the police. Second, the patrols contact local gang members who live or hang out near the park to help send the message that violence in or near local parks will not be tolerated.

#### **IV. FINANCIAL ANALYSIS YEAR I OF SHANNON COMMUNITY SAFETY INITIATIVE**

The enabling legislation providing funding for the Shannon CSI (see appendix A) authorized EOPSS to administer \$11 million dollars through a competitive grant process to applicants “demonstrating high levels of youth violence, gang problems and substance abuse” and with a commitment to collaborations across law enforcement agencies, government agencies and community-based organizations. EOPSS funded 15 sites representing 37 municipalities with the amounts shown in Table 7.

**Table 7: Shannon Award Across Grantees**

<b>Shannon CSI Grantee</b>	<b>Grant Award Amount</b>
City of Boston	\$3,000,000
City of Brockton	\$685,000
City of Fall River	\$370,000
City of Fitchburg	\$175,000
City of Haverhill	\$220,000
City of Holyoke	\$890,000
City of Lawrence	\$415,000
City of Lowell	\$820,000
City of Lynn	\$255,000
MAPC	\$1,000,000
City of New Bedford	\$1,000,000
City of Salem	\$200,000
City of Springfield	\$1,400,000
City of Taunton	\$38,000
City of Worcester	\$510,000
<b>TOTAL</b>	<b>\$10,978,000*</b>

\* The enabling legislation provided EOPSS no more than \$100,000 for the administration of the Shannon Grant. EOPSS allocated \$22,000.

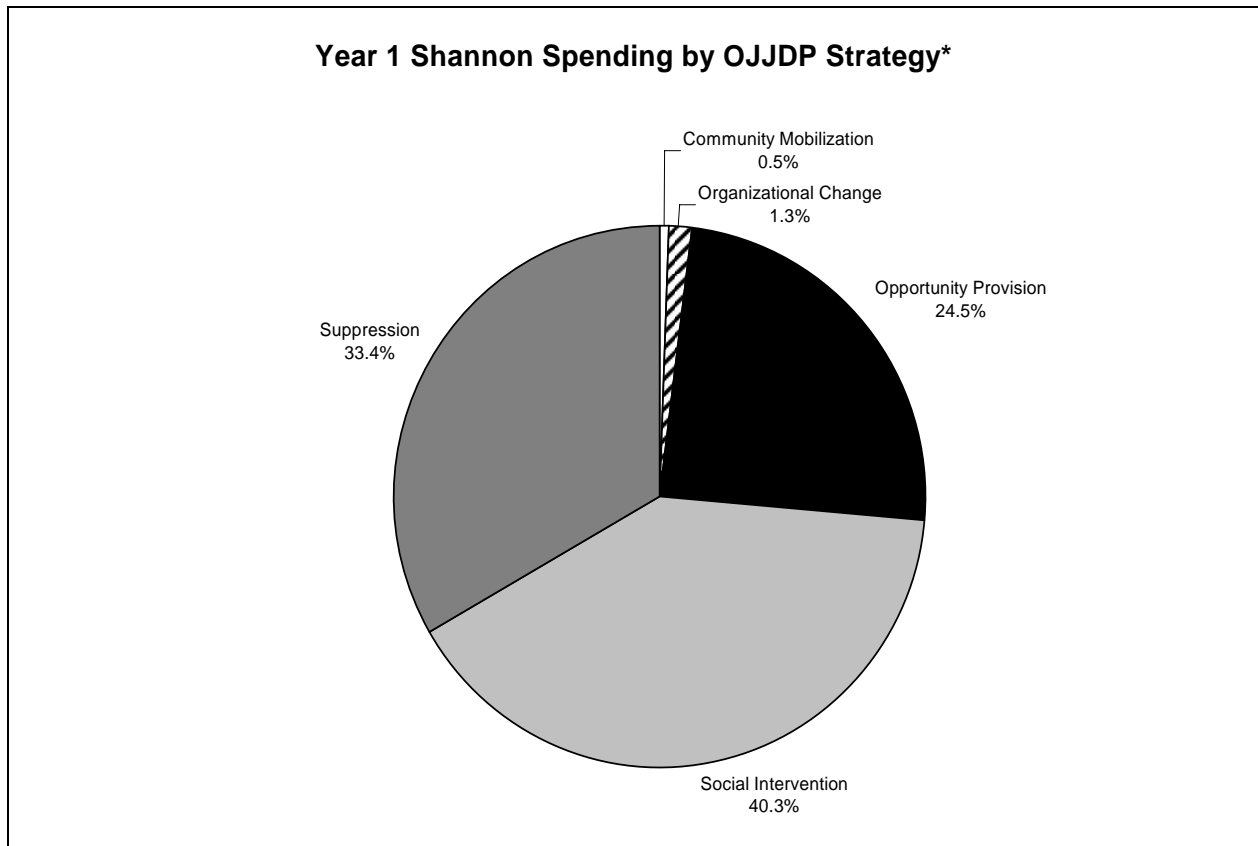
Shannon sites were required to submit a proposed budget to EOPSS detailing how they plan to allocate their grant award. In addition, they were required to submit detailed quarterly fiscal reports to EOPSS<sup>2</sup>. EOPSS used this information to track spending across the five OJJDP strategy areas, types of spending, and organizational type.

Figure 1 displays Shannon spending across the five OJJDP Comprehensive Gang Model strategy areas.

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<sup>2</sup> The financial reporting requirement was established during the second quarter of the Shannon CSI. EOPSS worked with communities to ensure spending allocations for the 1<sup>st</sup> quarter were documented and reported in a timely manner.

**Figure 1**



\* Represents \$10,594,597 (97.1%) of Shannon funding. Does not include \$317,782 (2.9%) spent by communities for administration and management of grant monies.

All Shannon program partners were categorized according to the strategy that they most closely supported. For example, if a YMCA provides prevention and intervention services, as well as after school tutoring and job training programs, the YMCA was coded with the OJJDP strategy area where most program resources were spent.

As would be expected from the analysis of programs above (Figure 1), social intervention programs received the most grant money (40.3%) and were the most common programs implemented. Approximately one-third of Shannon funding went towards suppression programs. Opportunity provision received approximately one quarter of Shannon dollars. Organizational change and community mobilization programs received far less Shannon funding. This might be a result of these two strategies requiring less resources and staffing. The distribution of Shannon

grant dollars across the five strategies highlights Shannon CSI's commitment to ensure that youth violence problems are addressed in a holistic and comprehensive way by each site.

Figure 2 shows Shannon spending by resource type. The vast majority of funding went to support personnel, either through direct payments to staff working on Shannon activities or through subcontracts to cover staff working at partner agencies. Less than 5% of the Shannon CSI funding was spent on equipment, most of which aided law enforcement operations or supported Youthbuild training programs. Nearly 4% of funding went towards "other," which often included costs associated with administering the grant. Just over 2% of Shannon funding was spent on supplies.

**Figure 2**

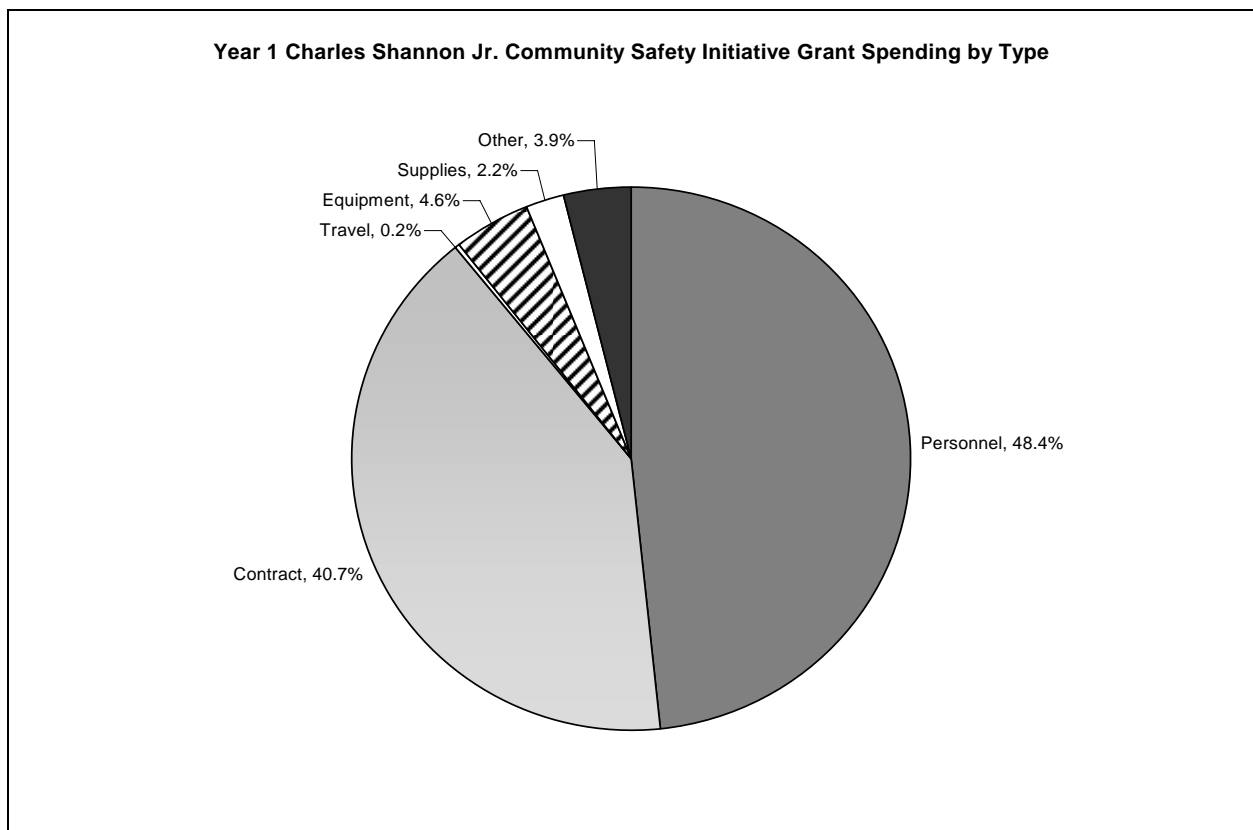
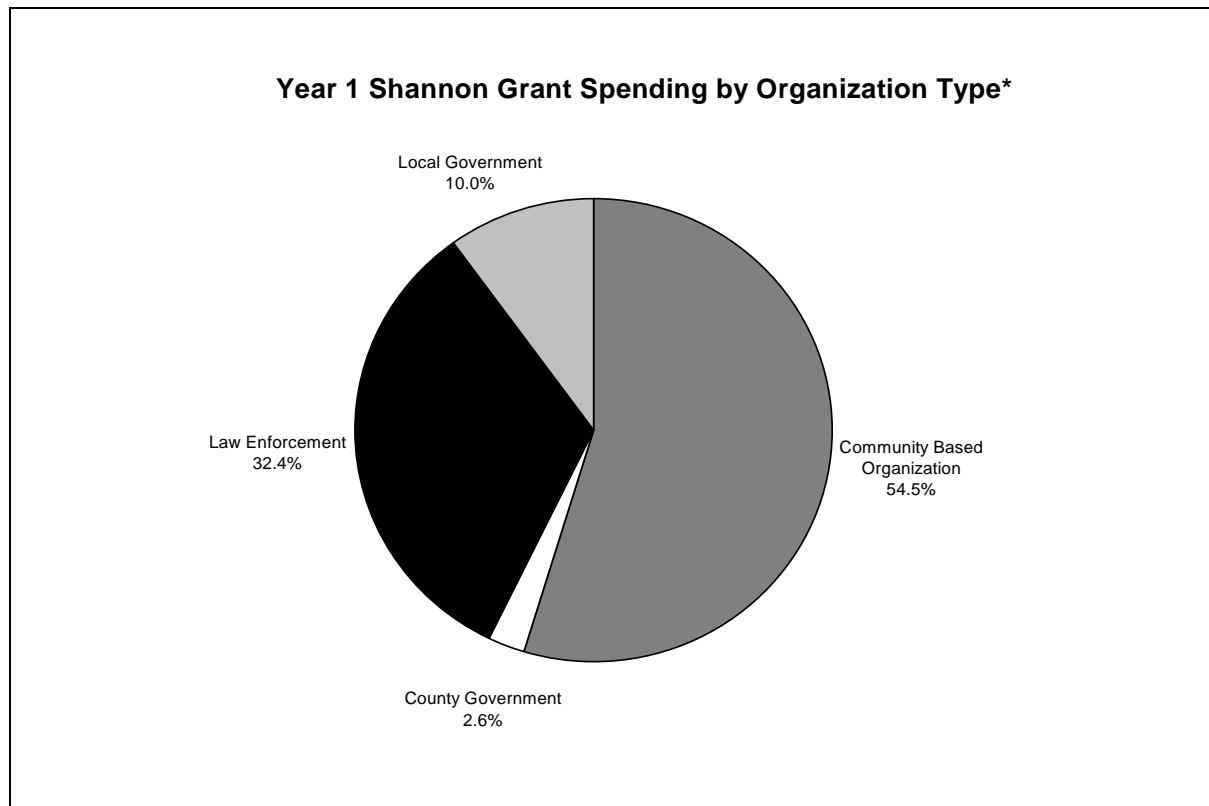


Figure 3 illustrates Shannon grant spending by organization type. The majority of Shannon funds went towards non-profits or community-based organizations (54.5%). Organizations included in this category are small community non-profits as well as larger Boys & Girls Clubs and YMCAs. Law enforcement agencies received approximately a third of the Shannon grant dollars. Local government, such as mayors' offices, schools, and other municipal agencies, received 10% of the Shannon funds. Two percent of the Shannon funds went to county government agencies. Agencies and organizations placed in this county government category include district attorney's offices and county juvenile probation departments.

**Figure 3**



Represents \$10,853,138 (99.5%) of Shannon spending. Does not include \$32,584 (0.3%) for State Government agency spending and \$26,657 (0.2%) "Other" spending.

## **V. LESSONS LEARNED AND SUCCESSES FROM YEAR ONE**

Based on the data described above and the experiences of hundreds of programs during the first year of Shannon CSI, the authors have identified a number of successes and lessons that have been learned during the first year of Shannon CSI.

- A significant number of programs benefited from Shannon CSI funding in the initial year of the program. Based on information provided by the communities themselves, a total of 819 individual programs received some support from the Shannon CSI.
- All Shannon communities took a comprehensive approach to reducing gang involvement and youth violence as envisioned by the original Shannon legislation. All communities spread the resources across the four or five OJJDP recommended areas for reducing gang involvement: social intervention, opportunity provision, suppression, planning and community organization, and organizational change. This comprehensive approach differs from the types of anti-gang initiatives that have been implanted in most communities across the country.
- The majority of programs were in the areas of social intervention and opportunity provision with many Shannon resources supporting street outreach workers, educational support programs, and employment training programs for at risk youth. This is unique from most other anti-gang and youth violence programs that are typically suppression only programs.
- Most communities looked to partner with agencies with whom they had existing relationships and organizations that were already working with at risk youth. This process of working with organizations already engaged in youth development activities locally was one of the reasons that so many programs were able to be implemented so quickly.
- Many Shannon CSI communities formed task forces that opened up communications across programs that had previously competed against each other for resources, allowing for a more comprehensive discussion about local challenges.
- Working with the SYVRP and community task forces, communities were able to modify their problem definitions by narrowing their focus on specific gangs, geographic regions, schools, etc.
- Task forces were also developed both between the local police and service providers and between local police and district attorneys offices. These new relationships have resulted in increased communication and trust particularly across groups that had not previously worked together.

## **VI. CHALLENGES FOR YEAR TWO**

The authors have also identified challenges that we hope to address in year two of the Shannon CSI.

- Shannon communities will need to maintain their focus on those youth at greatest risk for gang involvement. Across the country, programs have tended to move services toward youth who are less difficult to work with and less at risk for gang involvement.
- During the first year of Shannon CSI, communities supported a wide range of programs to support youth in their cities. Communities now should seek to build on existing and new partnerships and coordinate better across these programs, particularly those that are providing services to the same at risk youth.
- Working with EOPSS and the SYVRP, Shannon communities should collect more refined information and data about the services being provided to youth in their community. This process has already begun with the introduction of new quarterly reporting requirements by EOPSS in January of 2008.
- As older gang members reenter Shannon communities from time in prison, plans need to be developed to specifically address these returning gang members. Re-entry panels such as those being conducted in Boston, Lowell, and Brockton may serve as useful models. Partnerships with the local business community should also be considered.
- As some communities determine that their gang violence problem is being fueled by youth in their early teens, programs will need to be developed to reach these youth. Middle schools may be a useful locus for these programs.
- Communities should work with their Local Action Research Partner (for communities who have a LARP) or with the Statewide Research Partner and EOPSS staff to begin to evaluate the effectiveness of the various programs being funded with Shannon CSI resources.

## VII. CONCLUSION

The Senator Charles E. Shannon Jr. Community Safety Initiative has allowed Massachusetts to take a new approach to reducing gang violence by prioritizing collaboration between law enforcement, community based organizations, state and municipal governments, and research partners. By following the OJJDP Comprehensive Gang Model, communities are able to create their own collaborative approach to decrease gang and youth violence. This collaborative approach has fostered active dialogues between agencies and organizations, as well as communities that had not previously worked together. The increased dialogues both within communities, between communities as well as with research partners, has provided Shannon sites more complete information and new ideas to make better decisions on how to address the growing gang and youth violence problems in their communities.

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<sup>i</sup> Spergel, I. and Curry, G.D., 1993. "The National Youth Gang Survey: A Research and Development Process." In A.P. Goldstein and C.R. Huff, eds., *Gang Intervention Handbook*. Champaign, IL: Research Press.

<sup>ii</sup> Office of Juvenile Justice and Delinquency Prevention., 2002. *OJJDP comprehensive gang model: A guide to assessing your community's youth gang problem*. Washington, DC.

<sup>iii</sup> Decker, S., McDevitt, J, Eggimann, C., and Farrell, A., 2007. "Comprehensive Approaches to Reducing Youth violence and Gangs in Local Communities: Innovative Practices from the Shannon Community Safety Initiative Series" For the Charles E. Shannon, Jr. Community Safety Initiative.

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## Appendix A: Enabling Legislation Creating the Senator Charles E. Shannon Jr. Community Safety Initiative

### Chapter 167 of the Acts of 2005

8100-0011

For a grant program to be known as the "Senator Charles E. Shannon Jr. Community Safety Initiative", to be administered by the executive office of public safety, to support regional, multi-disciplinary approaches to combat gang violence through coordinated programs for prevention and intervention; coordinated law enforcement, including regional gang task forces and regional crime mapping strategies; focused prosecutions; and reintegration strategies for ex-convicts; provided, that the secretary of public safety shall distribute grant funds through a competitive grant program that gives preference to applications that:

- (1) demonstrate high levels of youth violence, gang problems and substance abuse in a region;
- (2) demonstrate a commitment to regional, multi-jurisdictional strategies to deal with those community safety issues, including written commitments for municipalities, law enforcement agencies, community-based organizations and government agencies to work together;
- (3) clearly outline a comprehensive plan for municipalities to work with law enforcement, community-based organizations and government agencies to address gang activity;
- (4) make a written commitment to match grant funds with a 25 per cent match provided either by municipal or private contributions; and
- (5) identify a local governmental unit to serve as fiscal agent;

provided further, that clusters of municipalities, in partnership with nonprofit organizations and other agencies, including district attorneys' offices, shall be eligible to apply for these funds; provided further, that those funds shall be considered one-time and grants awarded to public agencies shall not annualize in fiscal year 2007; provided further, that administrative costs for successful grant applications shall not exceed 3 per cent of the value of the grant; provided further, that no grants shall be awarded to the department of state police; provided further, that no grant funds shall be expended on food or beverages; provided further that the executive office of public safety shall publish guidelines and an application for the competitive portion of the grant program not later than April 15, 2006 and that awards shall be made to applicants not later than June 15, 2006; provided further, that the executive office of public safety may expend not more than \$100,000 of the sum appropriated in this item for its costs in administering this program; provided further, that the executive office of public safety shall submit a report to the house and senate committees on ways and means detailing the amount of the grants awarded to recipients and descriptions of the grants; and provided further, that each grant recipient shall provide the executive office of public safety with a comprehensive list of the best practices that have been instituted as a result of these grants ..... \$11,000,000.

## Appendix B: Shannon Awardees and Partnering Cities

<b>Applicant</b>	<b>Partnering Cities</b>
City of Boston	Boston
City of Brockton	Brockton
City of Fall River	Fall River
City of Fitchburg	Fitchburg
	Gardner
	Leominster
City of Holyoke	Holyoke
	Chicopee
City of Lawrence	Lawrence
City of Lowell	Lowell
City of Lynn	Lynn
City of New Bedford	New Bedford
Southern Essex Coalition	Beverly
	Danvers
	Marblehead
	Peabody
	Salem
	Saugus
	Swampscott
City of Taunton	Norton
	Taunton
City of Worcester	Worcester
Haverhill Police Department	Haverhill
	Methuen
Metro Area Planning Council	Cambridge
	Chelsea
	Everett
	Malden
	Melrose
	Quincy
	Revere
	Somerville
	Winthrop
City of Springfield	Springfield