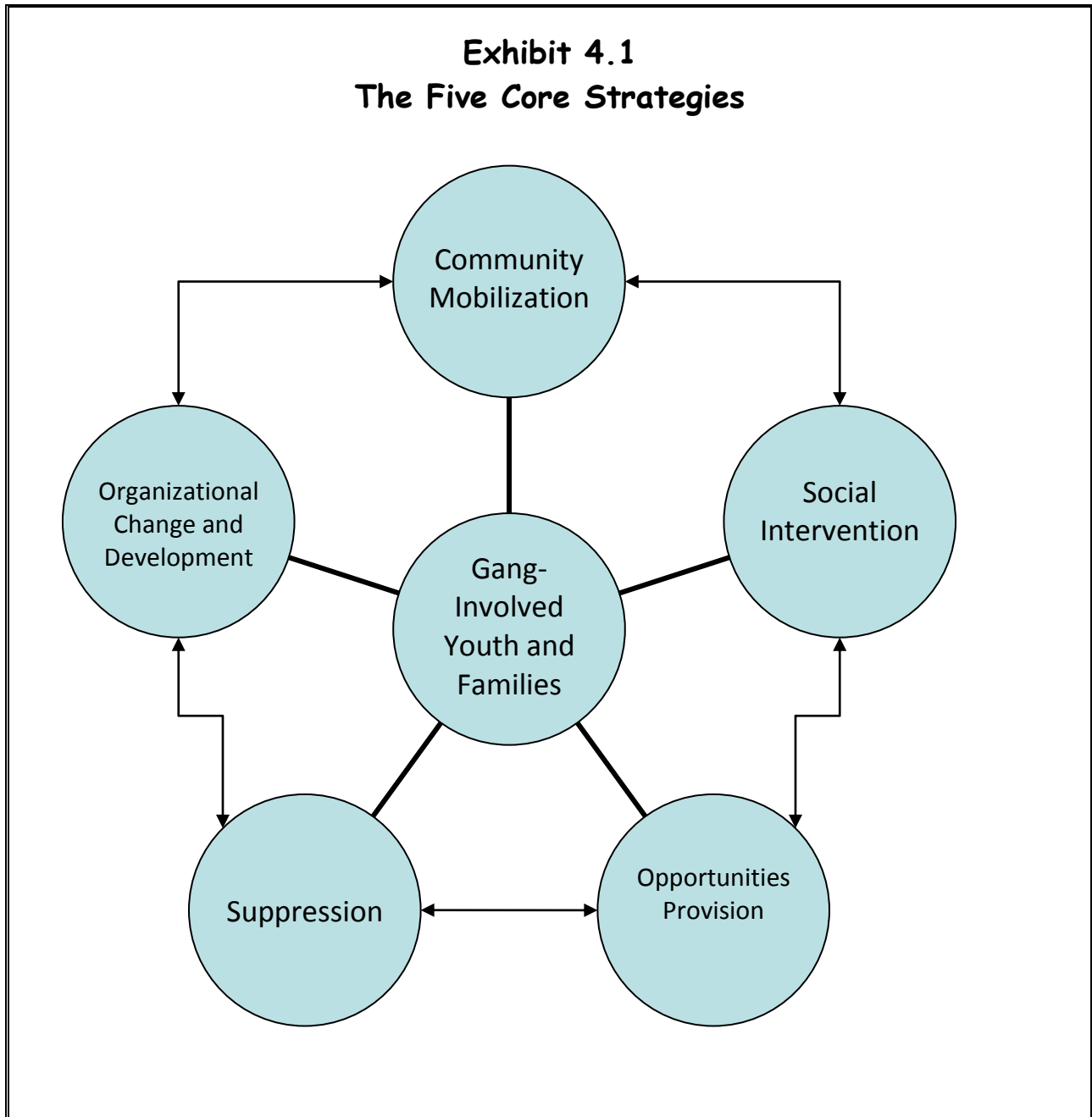# Chapter 4. Five Core Strategies

This section lists the indicators that demonstrate that each of the OJJDP Comprehensive Gang Model's five core strategies is being implemented. The Model is a flexible, community-driven process that may vary in replication from community to community based on the identified needs and problems. At a minimum, however, the indicators listed below each strategy should be implemented. Complementary activities for each strategy are listed in the table in **Exhibit 4.2** at the end of this chapter. This section should be reviewed during the process of planning for implementation.

Exhibit 4.1
The Five Core Strategies

- Community Mobilization
- Organizational Change and Development
- Social Intervention
- Gang-Involved Youth and Families
- Suppression
- Opportunities Provision

Community Mobilization

A Steering Committee involves representatives of key organizations and other community leaders within the local target area. It guides implementation of the Model by responding to barriers to implementation, developing sound policy, lending support to the project where and when appropriate, and taking general ownership of the communitywide response.

The Steering Committee creates and maintains interagency and community relationships that facilitate project development. For example, the Steering Committee might be engaged to work out policies and procedures for law enforcement/outreach worker interactions and information sharing to meet the needs of target youth and their families.

Steering Committee members and project staff work with residents in the target area and community leaders to elicit their ideas and afford them a voice in identifying services and activities in the community. The committee helps facilitate the development of community groups (e.g., block watches, neighbors/mothers against gangs, or other community alliances and coalitions).

Insofar as practical, the project is supported and sustained across all levels (policymakers/agency heads, middle-level managers, and line staff) of the criminal and juvenile justice systems (police, probation/parole, courts/judges, prosecutors, corrections), schools (superintendents, principals, counselors, teachers), community-based service and grassroots organizations, and government.

Community residents in the target area(s) are offered programs and training to educate parents, business owners, and neighborhood groups about gangs.

Opportunities Provision

Special access to economic opportunities in the local and wider community is provided for gang-involved youth.

Job-related education opportunities such as special educational and vocational skills and readiness training are structured, to the extent possible, within regular schools, training programs, and mainstream job opportunities. Care is taken to avoid segregating or alienating gang members from mainstream institutions unless serious safety concerns warrant it.

Job-related education opportunities are also structured to meet special needs of gang members returning to the community after being incarcerated or in short-term custody.

Education, training, and job opportunity strategies are integrated with those of social service, particularly youth outreach work, along with close supervision and social control, as necessary.

Grassroots, faith-based, and community youth agencies are involved by sponsoring training, tutoring, remedial education, vocational, and job development/placement programs for gang youth.

Social Intervention

Although understanding and sensitivity to gang structure and "system" are essential to influencing individual gang youth and providing effective intervention, social intervention is directed to the target youth individually and not to the gang as a unit.

Access to social intervention services is provided to associates of the targeted gang members because these peers may contribute to a target youth's gang involvement.

Care is taken to ensure that services such as substance abuse programming, mental health counseling, and other services required by gang members are available and accessible, and, preferably, located within the target community.

All key organizations and associated service providers are provided with training and support to ensure that their facilities are safe while providing needed services to gang members.

Agency personnel are urged to contact target gang members in prison or detention centers to plan for provision of wrap-around reentry services for these clients when they are released into the community.

Targeted youth (and their families) are provided with a variety of services that assist them in adopting nondeviant values and in accessing programs and organizations that will meet their social, educational, vocational, and sometimes health, housing, and income needs.

Street outreach is established to focus on core gang youth, with special capacity to reach youth, both nonadjudicated and adjudicated, in the local community setting.

The primary focus of street outreach services is building an ongoing and prosocial relationship with youth and families while linking them to appropriate services.

The safety of gang-involved clients, their families, Intervention Team members, and the wider community remains a primary consideration in service delivery, including interactions with street outreach staff.

Outreach activities such as recreation and arts are carefully arranged so as not to become a primary focus, but rather a means to build relationships with clients and provide access to essential resources or services.

In-school and after-school prevention and education programs such as the Gang Resistance Education and Training (G.R.E.A.T.) Program, anti-bullying, peer mediation, tutoring, and others are being offered within the target area(s).

Suppression

Gang suppression activities expand the traditional roles of policing to include informal contacts with target youth, their families, and other members of the community.

Police administration and police officers on the Intervention Team have a key role in the development and implementation of the project, not only through suppression but by participating in development of intervention plans, positive social contacts with target gang members, community mobilization efforts, and gang prevention activities focused on the target area(s).

Gang crime data collection and analysis (i.e., crime analysis) methods are used on an ongoing basis to track gang-related crimes, measure project effectiveness, and determine law enforcement strategies.

Definitions of gang-related incidents, gangs, and gang members are used consistently by all key partners.

Gang intelligence is routinely collected, analyzed, and shared with other law enforcement and criminal justice entities.

Police contact with target youth is quantified and discussed with other members of the Intervention Team for purposes of team planning and collaboration. Contacts should be generally consistent with the community policing policy.

Parolees and probationers are closely supervised, and parole conditions and probation terms target gang behaviors and are shared with the rest of the Intervention Team, whose members consistently support and enforce these terms and conditions.

Aggregate-level data on the gang problem is regularly shared with all of the key agencies involved in the project, particularly the Steering Committee.

Professional respect and appropriate collaboration between police, street outreach workers, and other team members are established.

Tactical, patrol, drug/vice, community policing, and youth division units that have contact with targeted youth and gang members are briefed on the Model, and communication structures are established between these entities and members of the Intervention Team. These units may modify procedures to meet and sustain the goals of the Model.

Targeted enforcement operations are consistent with current gang data and Model program goals and are coordinated to avoid negative impacts on intervention activities.

Organizational Change and Development

The policies and practices of organizations, particularly of agencies providing Intervention Team staff, accommodate the goals and objectives of the Model.

Each program, agency, or community representative on the Steering Committee ensures that its internal units are cooperating with one another and supporting the work of the Intervention Team.

The team approach means a maximum sharing of information about target youth such that the role of each member is expanded outside the normal professional boundaries (e.g., police may become involved in social intervention, and outreach workers may assist with crime suppression by discouraging criminal acts by their clients).

Case management and associated data systems are established so that contacts and services by all members of the Intervention Team are quantified to track youth entry into and exit out of the project, and measure outcomes and intervention dosage (by contacts and services) at individual and program area levels.

Staff development and training for the Intervention Team are conducted for the different types of team participants separately and collectively, especially around data sharing, joint planning, and intervention activities. Intervention Team and Steering Committee members also receive training on the entire implementation plan.

Special training, close supervision, and administrative arrangements are established for street outreach workers and law enforcement to carry out their collaborative roles in a mutually trustworthy fashion.

Organizational policies and practices become inclusive and community-oriented, with awareness of the interests, needs, and cultural backgrounds of local residents and target youth.

Exhibit 4.2
Table With Recommended Activities, by Model Strategy

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
Neighborhood hot spots, parks, streets, roads	Targeted gang surveillance, monitoring, communication, warning, setting limits, dispersal, arrest, sweeps, incarceration	Outreach, contact with target youth (gangs) outside mainstream institutions, brief counseling, crisis intervention, mediation, referral for services, recreational programming	Referral for training, jobs, paid community service projects; e.g., graffiti removal, beautification, sidewalk/street repair, painting, cleanup	Staff availability—evenings and weekends; use of beepers and field supervision, mobile service vehicles for crisis intervention	(Networking) multiagency team patrols, availability of neighbors or local citizens as role models and mentors, use of agency workers and citizens to facilitate and supervise street events
Home (parents)	Advice and supervision by schools, community-based youth agency staff, probation/parole officers; home visits by grass-roots groups; e.g., parent groups, ministers	Counseling, support, advocacy, parent education regarding gangs, referral for services, including drug treatment, medical services	Referral of targeted youths' parents for jobs, training, and educational development	Case management by a particular agency to coordinate service to families of gang youths	Parent participation in school and community meetings about gang problem; citizen patrols; community action to deal with crime and community improvement
Police	Investigation, intelligence, analysis and appropriate information sharing, gang problem surveillance with other police units; enforcement, education of criminal justice, community-based agencies and grassroots groups, as to scope and seriousness of problem; close collaboration with prosecution	Mentoring of at-risk and gang-involved youths, brief counseling, referral for social services, gang conflict mediation, case conferences around specific youth, conduct of anti-gang programs at school and community (e.g., G.R.E.A.T.)	Direct placement and referral of youth for jobs, training education, job development, supervision of youth in special training and job projects	Development of specialist gang officers, gang units, law enforcement task forces, computerized information systems, improved crime analysis procedures; e.g., definitions of gang incidents, gangs, gang members; internal agency coordination of policies and procedures; increasing emphasis on community involvement around gang problem solving	Participation in interagency community task force, collaboration with grassroots patrols and community agency and business anti-gang as well as school and job development programs
Schools	In-school monitoring, use of metal detectors, uniform discipline code (including gang offenses), communication and application of fair rules re: gang symbols, dress, activities; use of in-school suspension, no tolerance of gang behavior (but inclusion of gang youth) in school; "outreach" parent contacts, street patrols, collaboration with criminal justice agencies	For students: anti-gang as part of social/educational development programs, conflict resolution instruction, peer group counseling (re: gang problems), crisis intervention, provision of school-based social and health services, after-school recreation programs

For parents: outreach, referral for services, parent education regarding gangs | Remedial and enriched educational programs for gang youths with academic problems; vocational and apprentice training; joint school-work experiences and related tutorial and mentoring; field visits to business/industrial settings | Gang security units; outreach school-social service, community agency teams focused on gang problems; special systemwide curricula, social and academic development coordinating structures; incentives to teachers to work with gang youth and those at high risk; use of alternative schools to mainstream gang youth back to regular school, training, jobs | School-community advisory groups, participation in anti-gang community task forces, development of policies and procedures for sharing certain kinds of student information with other agencies, development and use of parent patrols and volunteers to assist with gang intervention, control, and prevention |

Adapted from: Spergel, I. *The Youth Gang Problem: A Community Approach*. Oxford University Press, New York, NY, 1995.

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
Prosecution	Investigation, case selection, knowledge of gang-applicable law, and development of recommendations for new gang laws, collaboration with police, development of case strategies (re: ball, detention, waivers, use of witnesses, witness protection, disposition recommendations)	Development of community service resource manuals for gang offenders, parents; focus on sentences directed to rehabilitation and use of community-based treatments	Collaboration with business groups and chambers of commerce in job development for gang youths	Special unit vertical prosecution; also development of policy and procedure for general prosecution re: gang processing, collaborative information sharing across law enforcement agencies and jurisdictions	Coordination with other criminal justice and community organizations, leading and assisting in the formation of task forces, communication with media re: nature of problem and potential social solutions that are community-based
Judges	Ensure that gang members obtain fair hearings, concern with both protection of community and youths from violent gang activities, pretrial supervision for chronic offenders, appropriate sentencing especially to community-based institutions, limited use of waivers of juveniles to adult court	Court orders to facilitate rehabilitations (e.g., diagnostic testing, psychiatric treatment, compulsory school attendance); recommendation of family services to gang youths and parents, pretrial services for chronic offenders; emphasis on community-based corrections	Recommendation of special programs, and pressure on schools, agencies, and advising businesses to provide appropriate education and training opportunities for gang youths	Regular supervisory meetings with probation officers; meetings with groups of probationers, access to computerized information on gang youth history and social adjustment	Provision of community leadership on gang problems and focus on need for more resources, sitting on community boards in advisory capacity and avoiding conflict-of-interests situations
Probation	Use of range of intermediate and flexible control procedures; close supervision of gang youths, enforcing court orders, appropriate use of detention, home confinement, collaboration with police (joint patrols), parole and prosecution; home and neighborhood visits	Counseling, referral for individual, family, mental health, medical and dental services, teaching of conflict resolution skills, mediation, and crisis intervention, organization of parent support groups of probationers; parent education as to gang problem; development of special programs for younger and older offenders, in collaboration with schools and youth agencies	Provision to youths of court-sponsored vocational assessment, training, and job opportunities; special remedial academic programs; placement and referrals for jobs	Development of risk/needs assessments, computer information systems (re: gangs and gang members, and available community resources), intensive supervision, vertical case management; outreach to employers, schools, youth agencies, neighborhood groups re: control of and collaborative services to gang youths	Simulation of community groups, including parents and former gang members, to form community anti-gang patrols; sponsorship and coordination of community agency and grassroots collaborative programs, including job development; participation in interagency community task forces
Corrections	Identification and close supervision of gang youths; application of clear policy (re: participation in gang activity in institutions), dispersion of gang members throughout institution, if feasible; collaboration with police, prosecution, parole (re: information sharing and joint approaches), transfer of selected hard-core gang youths to other institutions, as appropriate	Values change programs, conflict resolution instruction; drug/alcohol programs, personal group counseling, use of volunteer mentors, referral for services, including psychological, medical, dental	Remedial and advanced educational programs, training and job opportunities within institution and outside facility	Special staffing/team arrangements for institutions with serious gang problems, development of information systems on gang members/incidents, and risk/needs assessments	Community groups involved in institutional living programs, participation by staff in interagency and community task forces

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
Parole/after-care	Close supervision of gang youths, enforcement of parole orders, appropriate use of detention and revocation of parole, collaboration with probation, police, other justice system officials, home, social agencies, neighborhood visits	Individual and group counseling; referral for social, medical, psychological services; development of parent support groups; development of housing arrangements; family counseling, crisis intervention, teaching conflict resolution skills; close case collaboration with institution prior to youth release	Provision of training and remedial education opportunities, direct job referrals, job development; close collaboration with schools, employers, to sustain youth in programs	Developing risk/needs assessments; use of case managers, trainers, specialized gang parole officers; use of halfway homes, special residence facilities, sometimes out-of-area facilities	Collaboration with variety of agencies and development of services and job opportunities for paroless; participation in community task forces re: gangs
Employment and training	Liaison with probation, parole, awareness of gang culture and potential problems; clear rules (re: proscribed behavior) in training and on job	Career counseling, peer worker support arrangements, collaboration with mentors, referral for services, social support for parents and family, crisis management	Intake screening and assessment, tutoring, work acclimation training, job placement and follow-up, academic and job skills training and/or referral	Integrated school/job training, multifunctional staffing, use of neighborhood mentors, monetary incentives for youths to participate in education, training, and special job preparation programs	Collaboration with various agencies (re: recruitment of gang youth and development of support services), staff participation as members of interagency and community task forces on job training and development
Community youth-based agencies (social and treatment agencies)	Setting clear, fair rules and implementing them; monitoring and supervising youths in agency and community hot spots, appropriate collaboration with police, probation, parole, and other justice system officers; contracting with justice system to provide services for adjudicated youth under prescribed conditions	Outreach efforts to gang youth on streets; extensive mentoring, limited use of supervised recreation and group work activities; focus on individual, group, family counseling, parent education (re: gangs); referral for service; job support; crisis intervention, mediation; home visits; victim assistance	Tutoring, remedial education, job training, job development and placement, provision of small business opportunities, close collaboration with schools, re: involvement of gang youths and their families in the educational process	Case management outreach, decentralized centers; use of paraprofessional and professional teams of workers; joint case management with police and probation	Sponsor of neighborhood gang prevention and control programs, member of interagency task forces, advocate for additional services and resources on behalf of gang youths, organizer of parent patrols in collaboration with schools and police
Grassroots organizations (especially churches)	Collaboration with police, probation, and other justice agencies, organizing parent patrols, advocating improved law enforcement supervision of youth activities in the neighborhood, supporting more victim involvement at court in prosecution of gang cases	Counseling, tutoring, referral of youths for services, parent education (re: gang problem), sponsor of youth activities, crisis intervention and mediation	Sponsoring special training, educational, and job development programs for gang youths; stimulating local business development focused on job opportunities for gang youths	Outreach programs to youths, including gang youths, use of specialist gang workers in conjunction with social agency outreach workers, use of court watchers for gang cases	Sponsor local interagency and community gang task forces, advocate for improved agency services, support parent patrols, especially in school areas; social action for greater official attention to, control of, and better use of resources directed to gang problems; organization of block clubs and parent support groups both to prevent and intervene in the problem

Setting/Agency	Suppression	Social Intervention	Opportunities Provision	Organizational Change and Development	Community Mobilization
Emerging gang problem context emphasis	Identification and close supervision of juvenile gang members, and those at special risk for gang membership; arrest and prosecution of older gang members	Counseling, recreation programming, family services, G.R.E.A.T., anti-gang curricula, parent education programs	Referrals of youth for part-time jobs and volunteer services, coordination of training and better use of existing job opportunities for gang youth and their families	Outreach to newcomer and/or race/minority ethnic groups in community, use of local citizens and volunteers, focus on generalized or mainstream rather than specialized approach to problem	Development of informal as well as formal links among agencies and community groups; special emphasis on establishing links among schools, parents, and churches
Chronic gang problem context emphasis	Targeting older gang youths and leaders as well as younger high-risk, gang-prone youths; collaboration between justice system and as many community-based agencies as possible	Crisis intervention, mediation, special service support projects to core gang youths at school and in neighborhood	Development of major job programs, alternative schools related to special educational mainstream programs for gang members to the extent possible	Facilitation of formal, specialized outreach worker units and procedures; use of computer information systems; development of multiagency field teams	Development of formal interagency and community anti-gang councils, monitoring of agencies so that they target hard-core gang youths as well as high-risk, gang-prone youths in a variety of social settings in the community