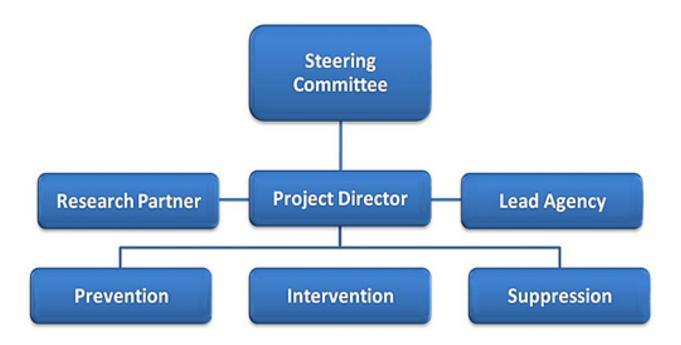# Chapter 5. Administrative Structure for Implementation

After the Steering Committee has developed an implementation plan, administrative structures will need to be created to carry out the planned activities, including hiring staff (if necessary), setting up data collection protocols, providing an employment structure through a lead agency, establishing memoranda of understanding and written agreements between key partners, and setting policies and procedures for the Intervention Team, Project Director, and outreach staff.

Developing and implementing the Model requires hours of planning and management, and dedicated staff members are needed to carry out the details that will make these things happen. This chapter provides a description of the key staffing roles in the implementation of the Model. It also discusses communication among all involved staff.

Comprehensive Gang Model Administrative Structure

The Steering Committee

After the completion of the implementation plan, the Steering Committee will:

- Assign responsibility for specific tasks to specific agencies.
- Identify a lead agency or agencies that will handle the administrative aspects of the project (employment/hiring, payment of salaries/benefits, contracting for services and

equipment, financial administration, and storage and maintenance of information on clients).

- Revise the job description, if needed, for the Project Director to reflect this individual's new responsibilities in implementation. The Director continues to report directly to the Steering Committee.

- Prepare the scope of work for the Research Partner. This scope of work should include the types of data that the Steering Committee will continue to collect and analyze during implementation, such as police incident report data, along with new tasks, such as collecting, maintaining, and analyzing client data. This partner may also provide feedback to the Steering Committee on project effectiveness using client data and gang crime data.

- Select the members of the Intervention Team (discussed later in this chapter, and in further depth in Chapter 7 on page 49).

- Ensure that a case management information system is designed to track service needs, services provided, and outcomes for target youth and their families.

- Ensure that gang crime data continues to be collected and analyzed on a timely basis.

- Assist in facilitating agency modifications in programs and policy to support the project.

- Develop community involvement strategies to support the project.

- Provide ongoing review and project modification.

- Identify ways to ensure long-term sustainability.

The Steering Committee should receive frequent reports from the Project Director regarding the number and general demographics of the youth being served, the services they are receiving and, as time passes, the progress or lack of progress being made by project youth as a group. Because the needs anticipated during planning may not accurately reflect real-time intervention efforts, the Steering Committee should also be briefed about unanticipated barriers or gaps in services that are affecting the target population. Occasionally, the Steering Committee may need to shift the direction of a planned activity to one more in line with the actual needs of project clients. To stay focused, the Steering Committee will need regular updates on gang activities and gang crime trends in the community.

Steering Committee members should be coached to provide information about the project to their organizations and stress that they, too, are a part of this project and its ultimate success. As part of an overall strategy of organizational change and development, staff within agencies represented on the Steering Committee need to know why the project was started, what it hopes to accomplish, who it serves, how to make referrals, and how they are expected to relate to the Intervention Team and the Steering Committee.

Public education also is important to the project. Steering Committee members can do their part by making presentations to community groups (civic and service clubs, neighborhood organizations, etc.) and by distributing written materials within and outside the target areas.

The members of the Steering Committee should be champions of the project as a vehicle for change within the community. The chair and/or cochair(s) should be passionate and committed to the project and should work to ensure that the Steering Committee maintains momentum.

Strategies used to maintain effective Steering Committees have included:

- Holding meetings consistently at a regular time/date.
- Developing a newsletter for project partners.
- Engaging Steering Committee members in gang awareness education and community mobilization activities.
- Identifying an active and committed chairperson with positive visibility in the community.
- Providing a formal orientation process for new members.
- Holding annual retreats to identify future activities and reinvigorate the group.
- Making personal contact with all members periodically (Project Director or chair).
- Acknowledging members' key contributions.
- Providing members with written materials and reports on project activities in advance of meetings.
- Using meeting time productively—not to report on activities, but for decision-making.

The Lead Agency

Unlike other initiatives, the lead agency in the Model does not assume control of the initiative but instead provides an administrative framework to facilitate the work of the Intervention Team and the Steering Committee. Based on lessons learned with implementation of the Model in a number of communities, it is recommended that the lead agency be a public, not private, entity. A wide variety of public agencies, from school districts to mayor's offices, have served as lead agencies. No matter which agency assumes administrative responsibility for this initiative, its credibility and influence within the community are directly correlated to the success of the project's activities. The lead agency has a number of important responsibilities:

- Providing a secure location to house client intake information, consent forms, and intervention plans.
- Tracking the activities of the partnering agencies.
- Providing an administrative framework for hiring and managing staff, as directed by the Steering Committee.
- Administering funds and grant contracts, as directed by the Steering Committee.

Each type of agency has advantages and disadvantages that will inevitably influence the selection of the lead agency. Each community has varying needs based on existing community dynamics (e.g., local politics, existing collaborations, history of agencies within the community, agencies' management capacities, and the location of the target area). See **Exhibit 5.1**.

Exhibit 5.1
Lead Agency, by Type

Lead Agency	Advantages	Disadvantages
Law Enforcement	• Law enforcement agencies involved in planning and implementation • Processes in place for crime and gang information sharing • Greater access to daily updates regarding criminal activity • Access to financial and business management support	• Outreach staff must be wary of being too closely associated with law enforcement. • Community members may have difficulty understanding the role of project personnel. • May be perceived as interested only in arresting/incarcerating gang members.
Prosecutors and Other Criminal Justice Entities	• Able to leverage the participation of law enforcement agencies • Access to police incident reports and law enforcement data • Access to financial and business management support	• May be perceived as interested only in prosecuting/incarcerating gang members. • May not have a strong connection to the target community. • There may be historic distrust between criminal justice entities and service providers.
City Government	• Access to key personnel in city departments and elected officials • Access to sensitive data from law enforcement • Credibility and buy-in from city agencies • Access to financial and business management support • Ability to set policy for key agencies	• Shifts in political leadership can destabilize the project. • City policies and/or budget constraints may make it difficult to hire personnel.

Lead Agency	Advantages	Disadvantages
School Districts	• Buy-in from school administrators to ensure local school participation in the Intervention Team • Access to comprehensive student and school-level data • Large enough to absorb the project once other funds are spent • Access to financial and business management support	• May be unwilling to provide services to out-of-school youth. • District policies may bog down decision-making. • Hiring policies may make it difficult for school districts to employ outreach staff.
Local Service Providers	• Working knowledge of the target area • Experience with community planning and action	• Private providers may lack the clout with governmental agencies and law enforcement. • Gang programming may not be given a priority. • Often lack the administrative structure to manage funds/grants.
State Agencies	• Resources and credibility • Expertise in grant management and administration • Access to financial and business management support	• The agency may be located well away from the actual project activities. • State agencies may often be perceived as outsiders without a strong connection to the target community. • There is less awareness of local politics and historical issues.

The lead agency may incur significant costs, including those associated with providing office space, administration of funds and contracts, management of key personnel, and improving technological infrastructure to maintain necessary records.

Important questions to consider when determining which agency will be the lead agency for implementation of the plan are:

1. Is the proposed lead agency the most appropriate one to supervise this effort?

2. Does the proposed agency have a history of respect and support from the target area residents?

3. Does this agency have the resources and authority to direct the planning effort?

4. Does this agency have the support of the Steering Committee? The support of the community? The support of the key community leadership?

5. Does the proposed agency have the ability to follow the effort through implementation, including management of information?

It should not be assumed, however, that a single agency or organization will be responsible for all the work. Each of the participating agencies may be able to devote a portion of a staff person's time to this effort. Additionally, some services, such as street outreach, may be subcontracted from other agencies. For example, a law enforcement agency serving as the lead agency might wish to subcontract outreach services from a local community-based agency. This way, some of the possible pitfalls of having outreach staff work directly for a police agency can be avoided.

The Project Director

The Project Director is responsible for the day-to-day management of the project and reports directly to the Steering Committee. The Director ensures that key agencies maintain proper representation on the Intervention Team and that the team meets regularly. The Project Director supervises other project staff, such as outreach workers. The Project Director maintains the smooth operation of the Intervention Team, including documentation of services provided to clients and handling of any disputes that may arise between team members. The Project Director should be in nearly constant contact with the Intervention Team members.

Other responsibilities are:

- Makes recommendations regarding policies and procedures for the Intervention Team, any prevention activities undertaken by the project, and community mobilization activities.
- Coordinates activities and reports regularly to the Steering Committee on the progress of these activities.
- Coordinates meetings of the Steering Committee and Intervention Team.
- Coordinates and monitors ongoing data collection.
- Develops public awareness documents and publicity materials.
- Provides or coordinates training and education on the project to community and civic groups, businesses, schools, and others.
- Ensures that all key partners receive appropriate training on serving gang-involved clients.
- Makes recommendations to the Steering Committee regarding additional activities that may be undertaken in conjunction with the project.

The Project Director is the key to successful implementation of the Model. The Steering Committee and lead agency must ensure that a Project Director with high-level skills is selected to lead this initiative. The position is a demanding one, and the person who fills this role must be extremely capable of a wide range of skills. Best results have been obtained where the Steering Committee and the lead agency jointly develop a written job description for this position and, in concert, select the Project Director. This step may raise some difficulty, especially where funding for that position is being raised through joint contributions or as a result of a grant. Refer to **Exhibit 5.2** at the end of this chapter for a sample Project Director job description.

The role of the Project Director requires the following skills:

- Ability to understand and work within complex systems such as criminal justice, education, and social services.
- Understanding of data collection and analysis protocols, as well as how to read, interpret, synthesize, and clearly explain data orally and in writing to a wide range of audiences.
- Ability to develop short- and long-term plans for implementation.
- Flexibility to move among a variety of complex tasks—from public speaking and writing grants to managing project funds and effectively supervising personnel.
- Professionalism in dealing with personnel at different levels of responsibility, from agency heads to grassroots personnel, and from a variety of disciplines: law enforcement, education, social services, justice systems, and outreach.
- Meeting facilitation, conflict resolution, and consensus-building skills that enable the Project Director to serve as an intermediary between agencies, resolve differences of opinion during meetings, and effectively address potentially inflammatory and emotional topics.
- Ability to learn and explain complex material such as risk factors leading to gang involvement, local gang activities and gang research, community dynamics and history, and prevention/intervention/ suppression strategies; and to explain these concepts to others from a variety of educational and cultural backgrounds.
- Skill in supervising, engaging, and motivating staff from a variety of agencies and racial/cultural/economic backgrounds, including staff over whom the director may not have direct supervisory authority. This is especially important when working with outreach staff who may have prior offending histories, prior gang affiliation, and unstable work histories.
- Ability to generate passion and enthusiasm to inspire others to achieve solid results.

The importance of the Project Director's role cannot be overstated.

The Research Partner

The Comprehensive Gang Model relies on continuous problem assessment even during implementation. The systems set up to collect and analyze data during the assessment should be examined by the Steering Committee, and measures put into place to maintain collection of law enforcement data and client performance data. Additional data may also be collected to measure the project's impact on the community over time, such as community perceptions surveys and other measures that were discussed in "Assessing Your Community's Gang Problem." A Research Partner can help the Steering Committee identify appropriate data to collect and analyze during the life of the project, and the methods by which this data will be gathered and analyzed.

The Research Partner can work through processes such as obtaining consent and ensuring and protecting confidentiality. The Research Partner also can perform more complex data analyses, as required. The

Research Partner may monitor project performance and progress towards meeting goals and objectives; prepare special reports about the target population or area; and keep the Intervention Team, Steering Committee, and others informed about new research and information related to the project. In addition to routinely collecting and analyzing data, the Research Partner may assist the Intervention Team in the development of data collection forms to document and track target youths' services and progress.

As with other service providers, staff should establish a detailed scope of work or a job description for the Research Partner to ensure that the project's data collection/analysis needs are met by the partner. The scope of work varies from project to project but should include a summary of the data reports to be developed and a timeline for completion. The scope of work also should include a process for addressing issues that may arise with the Research Partner's quality of work and timeliness. Refer to **Exhibit 5.3** at the end of this chapter for a sample Research Partner scope of work.

The Intervention Team

The Intervention Team is at the core of the Model's strategies and is the primary delivery mechanism for the social intervention and opportunities provision strategies of the model. The Intervention Team also plays a key role in identifying organizational change and development strategies that should be undertaken. Staff members should be carefully chosen to serve on this team and must be willing, interested, and able to perform the functions required by the team. Both the key agencies and the personnel assigned to the team will be required to demonstrate flexibility and, in some cases, work outside the traditional boundaries of their professional roles. Further, individuals assigned to this team should be assigned for a minimum of two years to ensure the continuity of this project.

Grass Roots Agency • Juvenile Probation • Social Services • Family Services • Job Developer • School • Mental Health • Law Enforcement • Outreach Worker • Adult Probation/Parole — **Targeted Gang Members**

The Steering Committee should determine the composition of the Intervention Team and assign representatives to serve on it. At a minimum, the following key agencies that are crucial to an effective Intervention Team should be represented on the team:

- Law enforcement representatives who are very familiar with local gang activity and the target community.

- Juvenile and adult probation/parole officers who will have frequent contact with project clients.
- School officials who can access student educational data for project clients and leverage educational services.
- Appropriate social service and/or mental health providers who can connect clients to services and provide outcome information to the team.
- A representative who can assist in preparing project clients for employment and place them in jobs.
- Outreach workers who can directly connect to project clients on the street, in their homes, or at school.

Other agencies may be asked to participate on an as-needed basis, including faith-based organizations, recreational projects, community development organizations, and grassroots organizations.

A more in-depth discussion of the day-to-day functioning of the Intervention Team can be found in Chapter 7.

Coordination of Effort

The Model centers on the timely sharing of information about the target population, gang activities, implementation activities, and progress toward reaching the project's objectives. Quickly disseminating this information to those who need it is critical to the successful implementation of the Model. There must also be a nearly constant flow of information between each of the administrative structures involved in the model (Steering Committee, Intervention Team, and Research Partner). While the Project Director can facilitate much of this information sharing, each member of the Steering Committee and Intervention Team also needs to play a role in educating/informing his or her own agency's personnel about the Model. Providing the Steering Committee with regular updates on the efforts of the Intervention Team is as important as the team members communicating among themselves.

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Exhibit 5.2
Sample Project Director Job Description

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SUPERVISION RECEIVED AND EXERCISED:

Receives direction from the Steering Committee; exercises direct supervision over professional and technical/clerical staff.

EXAMPLES OF DUTIES: Duties may include, but are not limited to, the following:

- Coordinates meetings and activities of the Steering Committee and the Assessment Work Group and prepares appropriate materials for meetings.

- Coordinates, monitors, and assists with all data collection by the Assessment Work Group and assists with compiling information required for Assessment Report.

- Coordinates and/or performs the completion and submission of quarterly and annual reports.

- Works as a liaison between the Research Partner, Steering Committee, and Assessment Work Group, updating personnel on progress and challenges and arranging joint meetings as necessary.

- Confers with participating agencies, including schools, juvenile courts, law enforcement officials, probation officers, government agencies, local elected officials, grassroots groups, and others.

- Develops public awareness documents and publicity materials. Provides training on the assessment process.

QUALIFICATIONS:

Desired Knowledge:

- Familiarity with local agencies (schools, social services, law enforcement, courts/corrections), local units of government, and grassroots organizations.

- Knowledge of principles and practices of budget preparation.

- Knowledge of principles and practices of strategic planning.

- Knowledge of principles of supervision, training, and performance evaluation.

- Basic understanding of gang intervention, suppression, and prevention strategies.

- Basic knowledge of youth gang involvement and gang-related activities.

- Basic understanding of statistical principles and data analysis.

Ability to:

- Network effectively with a variety of types of organizations, including government agencies, law enforcement agencies, schools, social service agencies, courts/probation/corrections, and grassroots organizations.

- Demonstrate organization, administration, and personnel management skills.

- Work effectively with key community leaders and residents, diverse population groups, and youth.

- Work with high-risk, gang-involved populations.

- Identify community resources to assist in implementation of the project.

- Interpret and apply federal, state, and local policies, procedures, laws, and regulations.

- Analyze problems, identify alternate solutions, project consequences of proposed actions, and implement recommendations in support of goals of the project.

- Gain cooperation and collaboration through discussion and persuasion.

- Exercise judgment regarding appropriate information sharing, confidentiality requirements, and human relations.

- Assist in selection of project staff and train, supervise, and evaluate those staff.

- Communicate clearly and concisely, both orally and in writing.

- Provide training on the OJJDP Comprehensive Gang Model.

- Establish and maintain cooperative relationships with those contacted in the course of work.

- Set priorities and work independently in the absence of supervision.

- Use word processing and spreadsheet software.

Exhibit 5.3
Sample Research Partner Job Description

Overview

The Research Partner works with the Steering Committee and Project Director to support the implementation of the OJJDP Comprehensive Gang Model through ongoing data collection and analysis. The Research Partner designs data collection protocols, assists with collecting and auditing project data, and analyzes raw data into formats that can be used by the Steering Committee for planning and policy purposes. The Research Partner should be familiar with the Model, the project's implementation plan, assessment data, the target population, and the target community.

Core Responsibilities

The Research Partner works with law enforcement to ensure that gang incident data collection and analysis are standardized and ongoing. In this role, the Research Partner may assist with developing new data collection protocols, tools, and systems. The Research Partner analyzes law enforcement data to generate reports that will be useful to the law enforcement agency, Project Director, and Steering Committee.

The Research Partner assists with developing ways to measure service delivery to clients and tracking client behavioral changes, including identifying types of data to be collected on clients. The Research Partner helps develop client-focused data collection protocols and systems for self-evaluative purposes and audits systems regularly to ensure that data collection and entry are timely and accurate.

The Research Partner works with the Project Director to prepare and deliver reports on the progress of the project, as measured by data collection. These reports might include gang crime trend analysis, demographics of clients involved in the project, and client outcome reports. The Research Partner assists the Steering Committee and Project Director with interpreting project data to define implications for project strategies.

Additional Responsibilities

The Steering Committee may request that the Research Partner assist with additional data collection and analysis tasks to determine whether the Model is accomplishing the desired goals. For instance, the Steering Committee may decide to conduct community resident surveys to determine whether community members have been affected by the activities of the project. The Steering Committee, Project Director, and Research Partner should work together to identify cost-effective and scientifically valid ways to measure the project's impact.

Exhibit 5.4
Sample Research Partner Scope of Work

The following information has been developed to serve as a guideline for tasks to be performed by the local Research Partner.

Product	Task	Responsible	Hours
Community Data			
Indicator (e.g., income, employment, abuse)	Gather	RESEARCH PARTNER	40
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20
Gang Data			
Gang identification and crime data	Gather	Police Department	na
	Interpret data	RESEARCH PARTNER	10
Gang interviews (100)	Train interviewers	RESEARCH PARTNER	4
	Interview	RESEARCH PARTNER	50
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	50
School Data			
School survey	Train teachers/administrators	Police Department RESEARCH PARTNER	4
	Implement	Schools RESEARCH PARTNER	10
	Gather	RESEARCH PARTNER	4
	Integrate data, analyze, graphing, writing	RESEARCH PARTNER	20

Student characteristics	Gather	RESEARCH PARTNER	10
Disciplinary reports	Gather	Schools Police Department RESEARCH PARTNER	10
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20
School staff interviews (24)	Train interviewers	RESEARCH PARTNER	4
	Gather	RESEARCH PARTNER	30
	Input data, analyze, graphing, writing	RESEARCH PARTNER	40
Community Perception			
Leaders (20)	Train interviewers	RESEARCH PARTNER	4
	Gather	RESEARCH PARTNER	30
	Input data, analyze, graphing, writing (quantitative and qualitative)	RESEARCH PARTNER	40
Parents (8)	Focus groups	RESEARCH PARTNER	40
	Input data, analyze, graphing, writing (quantitative and qualitative)	RESEARCH PARTNER	40
Community at large	Recruit, train, monitor interviewers	RESEARCH PARTNER	10
	Conduct survey	RESEARCH PARTNER	60
	Input data, analyze, graphing, writing	RESEARCH PARTNER	40
Current Services			
Community	Inventory	RESEARCH PARTNER	40
Criminal justice	Inventory	Mayor's Office RESEARCH PARTNER	10
	Input/integrate data, analyze, graphing, writing	RESEARCH PARTNER	20

Final Tasks			
Report	Writing	RESEARCH PARTNER	40
Report to various groups	Presentation of results	RESEARCH PARTNER (with Mayor's Office)	20
TOTAL (includes time for specific tasks, not all preparation/meeting attendance time, etc.)			**716**