U.S. DEPARTMENT OF JUSTICE

President's Commission on Law Enforcement and the Administration of Justice

Juvenile Justice

May 5-7, 2020

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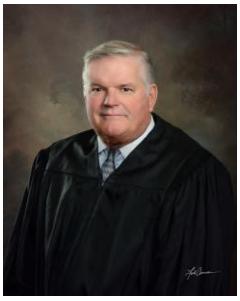
Tuesday, May 5, 2020

Tim Irwin

Juvenile Judge, Knox County, TN



After graduating from Knoxville Central High School in 1976, Tim attended the University of Tennessee, where he earned all S.E.C. and Academic All American before being drafted in the third round by the Minnesota Vikings. After a fourteen year N.F.L. career and graduating from the University Of Tennessee College Of Law he was in private practice for fifteen years. Tim has been the Judge of the Knox County Juvenile Court since August of 2005.

Tim has served on the Board of Governors for the Knoxville Bar Association. He is currently serving on the Tennessee Juvenile Court Judges Executive Committee and serves as a delegate to the Three Branches Institution. In 2013 he also received the Law and Liberty award from the Knoxville Bar Association Barristers. In 2014, Judge Irwin received the McClain-Abernathy Award for Outstanding Service and Dedication to the Children of Tennessee.

Framing the Issue of Juvenile Justice / Need for Accountability
Tim Irwin, Juvenile Judge, Knox County (TN)

Discussion on juvenile justice issues and how to most effectively hold juveniles accountable.

- Demographics
    - 432,226 population (as of 2010 census)

- Initial state of engagement upon arrival to bench
    - Last juvenile court system-wide mtg. occurred 5 yrs. prior
    - Commitments in 2005
        - 299 Social Services commitments
        - 51 Juvenile Justice commitments
        - Daily bed population between 40 and 45 youth

- Current reality
        - 702 Social Services commitments
        - 26 Juvenile Justice commitments
        - Total of 17 youth in the Richard L. Bean Juvenile Service Center (120 bed detention facility)
            - 7 State
            - 4 Other Counties
            - 6 Knox County youth

- Critical principles upheld that got us where we are today

    - **Engaging community partners in appropriately addressing juvenile needs**
        - Bi-monthly Safe Policy Meetings
            - Includes all Magistrates, Police Chief, Sheriff, Law Director, SRO Lead, Federal Prosecutors, District Attorney, community mental health agencies (specifically dealing with indigent youth), shelter care representatives, Dept. of Children Services, Community Service Coordinator from Knox County Courts, and metropolitan drug coalition.

    - **Ensuring Accountability**
        - As an offender
        - As a service provider
            - Serious Habitual Offender Comprehensive Action Program (SHOCAP) example
                - List reviewed – who is missing bed checks – call out any issues – identify accountable party

- **Placing Public Safety First**
  - Juvenile rehabilitation second
    - Juvenile court is not an independent kingdom- need to work with all other pieces – especially the social services piece in keeping kids safe, rehabilitating children, and in keeping the community safe.

- **Focusing on Importance of Prevention**
  - Boys and Girls Club of America Study *(January 2019)*
    - 772 children in the Boys and Girls Club study. Only one child in the study appeared before the Judge or a Magistrate in Juvenile Court.

Recommendation: *If your court is not fully engaging law enforcement, consider serving as a community convener to establish a Memorandum of Agreement (MOA) in support of multidisciplinary teams in support of community youth.*

Law enforcement is a critical partner in standing up this multi-disciplinary approach. If an MOA doesn't currently exist, model from other jurisdictions and adapt to meet your specific needs, and utilize positon in law enforcement to support an enhanced collaborative approach that shares the burden of accountability across components of the support network that exists.

I am submitting a MOA of the Safe Policy Initiative in Knox County, Tennessee.

SAFE POLICY
MEMORANDUM OF UNDERSTANDING

Updated
April 2017

WHEREAS: Providing for the safety and security of run away, neglected, or abandoned children is a top priority for Knoxville and Knox County; and

WHEREAS: Prevention programs, to have an impact, must be available from birth through age eighteen; and

WHEREAS: Intervention services must be implemented for at-risk youth at the earliest age possible; and

WHEREAS: School violence continues to be perceived as a problem by the citizens of Knox County; and

WHEREAS: The incidence rate of serious, habitual, and violent offenders continues to afflict our community; and

WHEREAS: The mission of SAFE POLICY is to bring together chief executives to present a process and method of information sharing, cooperation, and coordination leading to improved public policy for troubled, neglected, abandoned, problem, and delinquent youth in our schools, our community, and in the juvenile justice system.

We, the policy makers of Knox County, vested with the responsibility of ensuring the safety, education, and well-being of our children and youth, agree to adopt this Memorandum of Understanding in order to:

1. Promote information sharing strategies that support comprehensive, proactive partnerships between juvenile court, law enforcement, schools, government agencies, and social service providers.

2. Share information for planning and research purposes in a manner that is both legal and appropriate.

3. Establish an interagency working group to identify and address juvenile crime, victimization, family violence, school, and public safety issues.

4. Develop a school safety implementation plan.

5. Maintain a comprehensive strategy that coordinates, assesses, plans, and acts upon identified implementation phases.

6. Develop organizational processes and policies to coordinate information and services in collaborative manner to improve systemic responses to youth related issues.

7. Share resource information, juvenile justice records, photographs, fingerprints, and other appropriate resources to provide public safety.

8. Share information among participating agencies within the justice system regarding internet crimes against children.

The continued success of this interagency effort is predicated on the mutual agreement to meet regularly for the purpose of discussing at the policy making level issues, concerns, and strategies to address the complexities associated with preventing and/or controlling the growth of the juvenile offender and improving the strategies and responses of the juvenile justice system. The involved parties agree to continue to commit policy level persons to represent their agencies in the development and implementation of operational strategies and policies to improve the juvenile justice system.

There are several specific programs presently in existence that the signatories of this document will continue to support. The programs and brief descriptions of each are as follows:

KNOX COUNTY TRUANCY INITIATIVE:

The Knox County Truancy Initiative deters juvenile crime activities through a systematic approach to identify youth and parents who are in violation of the state's truancy laws. The school system advises Juvenile Court and the District Attorney's office of all students who have 10 or more days of unexcused absences. Families of students identified are required to attend an evening meeting with authorities. If the truancy continues, they are required to attend a Truancy Review Board. All necessary resources provided by participating agencies are made available to the families and students to solve the problems related to the truancy. The program has been in effect since 1998, and significant success has resulted in higher attendance rates and lower dropout rates. Appropriate agencies will be notified to determine any further action needed, and the parents will be notified to pick up their child at the Center.

SERIOUS HABITUAL OFFENDER COMPREHENSIVE ACTION PROGRAM (SHOCAP):

SHOCAP policies and procedures were developed in 1988 among the participating agencies to identify serious habitual juvenile offenders and to further their rehabilitation and interdict the habitual offender cycle regarding serious and violent juvenile offenders. Juvenile offenders are designated by court order as a serious habitual offender based on a point system and other relevant factors resulting from delinquent offenses. They are required to carry a SHOCAP identification card, have strict probation/aftercare rules, and are subject to curfew checks by law enforcement. A detailed database is maintained on all SHOCAP offenders. The SHOCAP committee meets monthly to discuss the status and intervention for each juvenile.

GANG OFFENDER COMPREHSENSIVEACTION PROGRAM (GOCAP):
The GOCAP initiative, instituted in 1994, focuses on an interagency response to gang offenders similar in nature to that used in SHOCAP. It is an information, case management, and enforcement program that outlines gang definition and criteria for identification of gang offenders who have demonstrated a propensity to commit serious crime. Monthly meetings of the GOCAP committee are held to discuss gang activities and trends. Adult offenders are included in this program, and adult probation and parole agencies, federal agencies, and representatives of neighboring law enforcement agencies are members of the committee.

TRANSITION SCHOOL:
The Transition Program, initiated in 1997, is a transitional educational placement for students who have just been released from the custody of the Tennessee Department of Children Services prior to their placement back into a regular school setting, or serious offenders who have been ordered, via court order, into the program prior to commitment. The objectives of the Transition Program are:

- To maintain the serious offenders in a controlled situation, where their behavior is closely monitored and any violations are corrected.
- To protect innocent students from the potential delinquent activity of the serious offenders.
- To separate easily influenced at-risk students from the serious offenders.
- To eliminate truancy and out-of-school suspensions among the serious offenders, which will in turn prevent an increase in daytime crime rates.
- To prepare the serious offenders for a smooth transition back to their base schools, so they might earn enough credits to graduate, or obtain their GED's.

SCHOOL RESOURCE OFFICERS (SRO):
Policies and procedures for the participating agencies were developed to maintain a safe and secure environment within our schools. Trained school resource officers are placed in elementary, middle and high schools to work in partnership with Knoxville and Knox County Law Enforcement.

THREAT ASSESSMENT TEAM:
A School Threat Assessment team meets regularly to discuss policies, strategies, concerns and referrals regarding the complex issues of group or individual threats to staff, students, or the institution of the Knox County Public School System. This process includes:

- The team established indicators of serious threat behaviors.
- Identifies individuals involved in threatening behavior.
- Identifies level of interdiction needed.
- Makes referrals to proper interdiction agencies.
- Coordinates all pertinent information regarding individuals referred to team.

RESTORATIVE JUSTICE:

Non-violent juvenile offenders who are required to complete community service work hours while under court supervision are placed in the Restorative Justice program. Many juveniles commit crimes because they lack empathy, and an understanding of how their acts impact their community. Restorative Justice changes the philosophy that a criminal offense is a crime against the government to that of an offense against the community. Thus these juveniles are required to give back to their community in order to establish accountability, and the community becomes significantly engaged in the lives of these youth. The Compassion Coalition, a partnership of churches and faith based organizations, works with the juvenile justice system to identify appropriate work sites, and to supervise the youth while they complete their community service hours by working in food pantries, furniture repair and distribution to the needy, car care, and other charitable activities.

Detailed policies and procedures are contained in existing agreements for each specific program and are maintained in the Safe Policy file.

This Memorandum of Understanding is agreed upon this the _____ day of April, 2017.

Knox County Juvenile Court

Knox County District Attorney General

U.S. District Attorney ~~Assistant~~ U.S. Attorney | by Brooklyn Sawyers Belk

See Following Page

Knox County Law Director

Knox County Schools

~~Knox County~~ Police Department
Knoxville

Knox County Sheriff's Department

Tennessee Department of Children's Services

Boys and Girls Club of Greater Knoxville

Helen Ross McNabb Mental Health Center

Catholic Charities – Columbus Home – Assessment Center

Restorative Justice

University of Tennessee Police Department

CHRIS CIMINO
SR. VICE CHANCELLOR
9-1-17

Metropolitan Drug Coalition

Knox County Mayor

Knoxville Mayor

Contract No.: 17-273

APPROVED AS TO LEGAL FORM

Richard B. Armstrong 9/28/17

Knox County Law Director Date

APPROVED AS TO FORM:

CHARLES W. SWANSON
LAW DIRECTOR
C-18-0073

Brett Kyker

Assistant Prosecuting Attorney in the Criminal Division of the Cuyahoga County Prosecutor's Office

Brett Kyker is an Assistant Prosecuting Attorney in the Criminal Division of the Cuyahoga County Prosecutor's Office. Since joining the Office in June 2004, he has worked in several units, including the Children and Family Services Unit, the Juvenile Justice Unit, and the General Felony Unit. In August 2010, Assistant Prosecuting Attorney Kyker joined the Major Trial Unit, where he was assigned to the Elder Protection Section and also worked with the FBI Violent Crimes Task Force. As part of his work with the FBI Violent Crimes Task Force, he was sworn in as a Special Assistant United States Attorney and participated in prosecutions in the United States District Court for the Northern District of Ohio. In April 2011, Assistant Prosecuting Attorney Kyker joined the Internet Crimes Against Children (ICAC) Unit. Approximately one year later, he was named Director of the Ohio Internet Crimes Against Children (ICAC) Task Force, a statewide task force committed to combatting the online exploitation of children. In December 2014, Assistant Prosecuting Attorney Kyker took over as Project Manager of the Cuyahoga County Sexual Assault Kit Task Force, a team of investigators, law enforcement officers, assistant prosecuting attorneys, and victim advocates assembled to address a backlog of untested sexual assault kits dating back to the early 1990s. In December 2018, Assistant Prosecuting Attorney Kyker was named Chief of the Juvenile Justice Unit. He is a graduate of John Carroll University and the Cleveland-Marshall College of Law.

Brett Kyker, Juvenile Division Chief, Cuyahoga County Prosecutor's Office
Working Group Topic: Juvenile Justice and Youth Crime

Approach:

The approach to juvenile justice in the Cuyahoga County Prosecutor's Office has been simple: divert low-level, non-violent youth away from the justice system while taking an aggressive stance against repeat, violent offenders.

Enhancing Diversion Opportunities:

The Cuyahoga County Prosecutor's Office has worked in collaboration with Cuyahoga County Juvenile Court to launch the Early Intervention and Diversion Center, which officially began accepting cases in February of 2019. The purpose of the Early Intervention and Diversion Center is twofold: (1) to link juveniles with necessary services at the frontend of their cases rather than months down the road when a case is resolved and (2) to maximize diversion for low-level, non-violent offenders. Basically, we asked, "is there a better way to do things?" When we began looking around, we saw places like Montgomery County, Ohio that saw a decline in juvenile crime following the opening of an Intervention Center nearly two decades ago.

Recommendation: Assess juveniles on the front-end of their cases to identify needs.

Under the old way of doing things, the decision to divert or go official was made based on the facts of the case and the juvenile's delinquency history. If the decision was to divert, the juvenile would be referred to one of 50 plus community diversion programs in Cuyahoga County depending on where the juvenile lived and where the offense was committed. Each of these community diversion programs looked different, having different requirements and offering different services. Some of these community diversion programs attempted to assess the juvenile, trying to identify the root of problem. Unfortunately, many did not. If the decision was to go official, individual needs and services were typically not addressed until months down the road when the case went to disposition. This often resulted in juveniles picking up additional cases along the way.

Under the new way of doing things, all juveniles, whether their cases are diverted or go official, are assessed and linked with services out of the gate. When a case is submitted to the Prosecutor's Office, the intake prosecutor has the option of waiting on the results of the assessment before making a charging decision. Does the child have mental health issues? Does the child have a learning disability? What is going on inside the child's home? This is the kind of information that should be considered before thrusting a juvenile into the justice system. Unfortunately, this information is not always captured in police reports.

Recommendation: Develop diversion programming that addresses specific needs and behaviors.

Under the Early Intervention and Diversion Center, there are two basic tracks to diversion: care coordination and the more traditional community diversion programs. If an assessment identifies a behavioral or mental health need, the juvenile is referred to a care coordinator, who oversees a diversion program that may include things like multi-systemic therapy or cognitive-behavioral therapy. If an assessment does not identify a behavioral or mental health component, the juvenile is referred to a community diversion program where the diversion program consists of more traditional elements like community service and restitution. Beyond this dual track approach to diversion, Cuyahoga County has worked to develop several specialized diversion programs that are designed to address specific behaviors:

- *Project CALM* – CALM, which stands for Coordinated Approach to Low-Risk Misdemeanors, is a diversion program geared toward low-level domestic violence offenses. Oftentimes, police are called out to a home for a family dispute that falls more under the category of unruliness than domestic violence. For example, maybe a child makes an idle threat to a parent during an argument over chores or curfew. Maybe a child inadvertently brushes up against a parent trying to exit a room following an argument. Prior to CALM, many of these juveniles would have been arrested and admitted to our Detention Center. CALM provides officers with a drop-off location for these juveniles who then meet with a mental health clinician for a brief screening. Based on the screening, juveniles may be referred for ongoing community-based services. CALM also gives officers and families the option of placing juveniles in respite care for a cooling down period. Researchers found that, of the youth served by CALM, only 14.5% were charged with a new offense in the follow-up period, and of these, only 8% were new domestic violence charges.
- *Behavioral Diversion and Education* – Behavioral Diversion and Education, or BDE, is a voluntary diversion program designed to divert children 13 years of age or younger who have been accused of committing a sex offense against a family or household member. The alleged offender must not have any prior adjudications for sex offenses or serious felonies and must not have past or current treatment for sex offending apart from the current matter. Additional factors that may rule out eligibility include things like age discrepancy between the offender and the victim, physical injury to the victim, multiple victims, and the length of time in the home. Eligible offenders are referred to Ohio Guidestone, one of the largest behavioral health agencies in the state, where they receive counseling, psychiatric care, and other services. The length of the program can range from a couple of months to a couple of years depending on the needs and progress of the individual.
- *Sexting Diversion* – Cuyahoga County, like most places, has seen an explosion in sexting-related cases over the past decade. Unfortunately, Ohio does not have a law that specifically addresses sexting amongst youth. Under Ohio law, this conduct falls under one of the child pornography statutes and ends up being a high-level felony that may require sex offender registration. As a result, we typically reserve official charging for those sexting cases involving widespread dissemination, blackmail, or repeat offending. The run of the mill sexting case, so to speak, is sent to the Sexting Diversion program, which is run in part by the Ohio Internet Crimes Against Children Task Force. In addition to other elements of community diversion, the Sexting Diversion program requires the juvenile to attend a class put on by the Task Force and to submit an essay afterwards.
- *Drug Court* – Drug Court is a post-adjudicatory program. If an assessment reveals substance issues and there is a recommendation for Drug Court, the Prosecutor's Office will often follow the recommendation, take the case official, and offer a plea with agreed participation in Drug Court, which involves regularly-scheduled court appearances, weekly check-ins with case managers, regular and random urine screens, and treatment for substance abuse. If a juvenile successfully completes all three phases of the Drug Court program, which typically takes 9-12 months, charges are dismissed, sealed, and expunged.

Recommendation: Develop a diversion criteria grid to guide diversion determinations.

In planning for the Early Intervention and Diversion Center, the Cuyahoga County Prosecutor's Office worked with Cuyahoga County Juvenile Court to develop a diversion criteria grid. The grid, which looks at the offense and the juvenile's risk level, serves as a guide in making diversion determinations. Certain offenses and juveniles are presumed to be divertible while others are left to the discretion of the Prosecutor's Office. In addition to adding an element of consistency to the diversion referral process, the

grid has functioned to expand diversion eligibility for youth offenders. In 2019, the first year of the Early Intervention and Diversion Center, the Prosecutor's Office diverted 1,357 out of 2,734 (49.6%) of all low-level felony and misdemeanor cases. An increase in diverted cases allows staff to focus on more serious cases and offenders.

Prosecuting the Repeat, Violent Juvenile Offender:

Looking at data published in Cuyahoga County Juvenile Court annual reports, the number of official delinquency cases have drastically declined over the past decade, going from 8,584 in 2009 to 3,738 in 2018. Part of this decline can be attributed to efforts to ramp up diversion, but we have seen an overall decline in case submissions by law enforcement too. While cases may be down, the same does not necessarily hold true for high-level felonies, offenses of violence, and gun offenses. For example, there were an average of 26 homicide-related charges per year in the three years spanning 2009-2011 compared to an average of 73 homicide-related charges per year in the three years spanning 2016-2018. Looking at felony weapon charges, there were an average of 188 felony weapon charges per year in the three years spanning 2009-2011 compared to an average of 459 felony weapons charges per year in the three years spanning 2016-2018. We have noticed other disturbing trends in juvenile crime: increases in carjackings; increases in cell phone store robberies; increases in technology-fueled incidents, including robberies using buy and sell apps. A small portion of the juvenile population is responsible for these offenses with spree-like behavior becoming more commonplace. Here are some recent examples:

- Juvenile A – 16-year-old convicted in three shootings between 12/4/18 and 1/27/19. In the first two shootings, shots were fired into occupied vehicles. In the third shooting, shots were fired into a residence that was occupied by adults and children.
- Juvenile B – 16-year-old charged with participating in six carjackings between 11/21/19 and 12/5/19, the last of which also involved a sexual assault.
- Juvenile C – 15-year-old charged with participating in carjackings on three consecutive days in December of 2019, the last of which involved a pursuit that ended in the death of 13-year-old girl who was walking to the library after school.
- Juvenile D – 15-year-old was part of a crew that stole 17 vehicles and broke into and stole property from an additional 22 vehicle between 1/7/20 and 2/20/20. Many of the thefts occurred at gas stations as vehicles were left unattended or as drivers were pumping gas.

So, how do you combat these crime drivers?

Recommendation: Dedicate experienced staff to identify and prosecute repeat, violent juvenile offenders.

Several years ago, the Cuyahoga County Prosecutor's Office created a Crime Strategies Unit, which functions much like a fusion center. The Unit consists of analysts and prosecutors who help piece together crimes by monitoring social media, reviewing police reports, and putting law enforcement agencies in touch with one another. Crime does not happen in a vacuum. Cuyahoga County has close to 60 police departments. It is important that they talk with one another on a regular basis. The Crime Strategies Unit helps encourage and facilitate this communication. The five prosecutors assigned to the unit, including one who is detailed to the Juvenile Division, attend regular meetings with the FBI Violent Crimes Task Force, the ATF, the Cleveland Police Department Gang Impact Unit, and other agencies to identify offenders.

When juvenile crime drivers are identified, prosecutions are often handled by experienced vertical prosecutors and often involve the use of statutory tools such as bindover provisions and serious youthful offender (SYO) designations. The bindover provisions allow for certain juveniles, based on age, conduct, and delinquency history, to be transferred to the adult system for prosecution. Serious youthful offender (SYO) designations allow for certain juveniles, again based on age, conduct, and delinquency history, to receive blended sentences. With a blended sentence, the jurist has the option of imposing the adult portion of the sentence down the road should the juvenile's negative behavior continue.

John F. Clark

President and Chief Executive Officer of the National Center for Missing & Exploited Children (NCMEC)

John F. Clark is president and CEO of the National Center for Missing & Exploited Children, the nation's leading nonprofit organization on the forefront of child protection for more 36 years.

Since 1984, NCMEC's mission has been to help find missing children, reduce child sexual exploitation and prevent child victimization. The organization has helped law enforcement recover more than 311,000 missing kids, distributed billions of missing posters, and operated a 24/7 missing children hotline, offered comfort to countless families and trained and provided free resources to law-enforcement and other professionals across the country.

Clark has served as NCMEC's leader for four years. He has extensive law-enforcement background, including 28 years with the United States Marshals Service. Before joining NCMEC, Clark was director of security at Lockheed Martin Corp., the nation's largest defense contractor.

As CEO, Clark oversees a staff of nearly 350 employees and offices in four states, including Virginia, New York, Florida and Texas. In December 2018, Clark ushered in a new era for NCMEC as the organization moved to its new headquarters in Alexandria, Virginia.

For 22 years, NCMEC has operated the CyberTipline, a centralized mechanism for reporting child sexual exploitation. During his tenure at NCMEC, Clark has seen an exponential rise in these reports, with more than 35 million reports made to the CyberTipline in the last two years alone.

What makes NCMEC truly unique is its 30,000-foot view of the evolving threats to our nation's children. Clark is passionate about sharing this knowledge with families and communities to better protect children.

Throughout his career, Clark has been a leading child advocate. During his tenure at USMS, Clark implemented and administered Title I of the Adam Walsh Child Safety and Protection Act, which directed USMS to locate and apprehend fugitive sex offenders. He also oversaw the implementation and operation of the National Sex Offender Targeting Center.

Clark was appointed director of the USMS in 2006 by then-President George W. Bush as its ninth director, a post he held for five years. Before joining the USMS, Clark worked for the U.S. Capitol Police and U.S. Border Patrol. He earned a Bachelor's of Science Degree from Syracuse University.

Combatting Online Child Sexual Exploitation and Preventing Internet Crimes Against Children
John Clark, President & CEO, the National Center for Missing & Exploited Children

I. Background on NCMEC and Its Programs to Combat Online Child Sexual Exploitation

Since its founding in 1984, the National Center for Missing & Exploited Children (NCMEC) has become the leading nonprofit organization and the nation's congressionally designated clearinghouse on missing and exploited children issues. Today NCMEC has more than 340 employees working to fulfill NCMEC's mission to prevent child abduction, recover missing children, and combat child sexual victimization through five main programs of work relating to: (1) missing children; (2) exploited children; (3) community outreach; (4) training and education; and (5) family resources.

A. NCMEC's Programs to Combat Child Sexual Exploitation

After the Internet became more accessible to the general public in the 1990s, NCMEC started to see a growing threat to children being sexually exploited, enticed, and groomed into abusive situations by online predators. In response to this threat, NCMEC created two core programs to combat online child sexual exploitation: the CyberTipline and the Child Victim Identification Program (CVIP). NCMEC utilizes the expertise it gains from these two core programs to create and provide prevention and educational programs to families, children, educators, law enforcement, and other child-serving professionals. Procuring data from actual child sexual exploitation reports enables NCMEC to craft data-driven messaging that takes into account real-life incidents and actual trends we see regarding how offenders seek to entice and abuse children online. This unique insight enables NCMEC to provide targeted prevention and educational resources to address these issues so that we can use our operational knowledge to break the cycle and prevent and disrupt child sexual victimization whenever possible.

Since its creation in 1998, the CyberTipline has served as the online mechanism for members of the public and electronic service providers to report incidents of child sexual exploitation including: child sex trafficking; online enticement of children for sexual acts; child sexual molestation; child pornography; child sex tourism; unsolicited obscene materials sent to children; misleading domain names; and misleading words or digital images. To date, NCMEC has received over 71 million CyberTipline reports, and the volume of content reported to the CyberTipline continues to rise each year. In 2018, NCMEC received over 18 million reports containing 45 million suspected child sexual exploitation images, videos, and related content. In 2019, NCMEC received slightly fewer reports – just under 17 million – but these reports contained over 69 million images, videos, and related content. Today the CyberTipline is a key tool in helping ESPs; members of the public; federal, state, and local law enforcement; and prosecutors combat online child sexual exploitation.

A majority of reports received by the CyberTipline are submitted by ESPs (99%), and most involve international offenders (93%) rather than U.S.-based offenders. Regardless of whether a CyberTipline report is submitted by a member of the public or an ESP, NCMEC's process for receiving, adding value, and making reports available to domestic law enforcement is the same. NCMEC's primary goals are to prioritize reports indicating imminent danger to a child and to determine where the reported incident is occurring so the report can be made available to the appropriate law enforcement agency for its independent review, investigation, and potential

prosecution. Every day, NCMEC receives tens of thousands of reports to the CyberTipline, and the volume and complexity of reports continues to escalate. Most reports to the CyberTipline relate to transmission of child sexual abuse material. However, in recent years, the increase in chat and other social media platforms has increased the danger to children for new types of exploitation, including enticement, sextortion, and online grooming. This development will be further discussed in Section II.

The second program NCMEC operates is the Child Victim Identification Program (CVIP), which has a dual purpose to help: (1) track and provide information regarding previously identified child victims; and (2) locate unidentified child victims depicted in sexually abusive images, so law enforcement can identify and rescue them. Currently, many law enforcement agencies send copies of child sexual exploitation content seized from offenders to CVIP, and NCMEC triages this content to determine which images/videos are new so efforts can be made to identify the child, and which images are of children who have been previously identified.

B. NCMEC's Collaborations with Domestic and International ESPs, Law Enforcement, and Nonprofits

Given the complexity and sheer volume of child sexual exploitation online, combatting these crimes against children requires that NCMEC collaborate closely with ESPs, nonprofit organizations, and law enforcement agencies around the world and at the federal, state, and local level in the United States. This collaboration is essential to successfully track and identify trends in online crimes against children; identify and rescue victims; identify and investigate offenders; and support survivor services for children who have been victimized.

NCMEC facilitates collaboration among these different entities who all share a mission to combat online child sexual exploitation through a variety of initiatives and programs. As one example, NCMEC is dedicating increased resources to streamline the handling of CyberTipline reports for each of the 61 Internet Crimes Against Children (ICAC) units. This will enable NCMEC analysts to provide full analysis and prioritization on each domestic CyberTipline report made available to an ICAC unit. NCMEC also actively participates in trainings around the world to provide technical assistance to international law enforcement agencies that are receiving CyberTipline reports and to provide support to international nonprofits that are supporting victims of online child sexual abuse. As a third example, NCMEC convenes CyberTipline Roundtables every two years at NCMEC headquarters. These Roundtables have grown over the past 6 years to include federal, state, local and international law enforcement, as well as child-serving nonprofits and the Department of Justice, for facilitated discussions regarding the CyberTipline process, reporting, technology trends, and potential improvements to detect and deter the circulation of child sexual abuse material.

II. The Victimization of Children Online Through Online Enticement and Sextortion

In addition to the prevalent transmission of child sexual abuse images and videos online, NCMEC has witnessed an increase in reports relating to online enticement and sextortion, which are forms of online child sexual exploitation where children are lured into victimization by a predator through online interaction. Online enticement covers a broad spectrum of exploitation and occurs on every type of online platform and online app in which an offender can communicate with a child. Often online enticement involves luring a child to share sexually explicit images, meeting

in person for sexual purposes, engaging the child in sexual conversation or role-playing, compelling the child to perform sexually by themselves or with another child via live-streaming, or, in some instances, to sell or trade the child's sexual images to others.

Over the past 7 years, NCMEC has tracked trends in sextortion and has witnessed a dramatic increase in sextortion cases being reported. Sextortion involves the use of non-physical forms of coercion, such as blackmail, to acquire sexual content from a child, engage in sex with a child, or acquire money from a child. NCMEC attributes the rapid growth in sextortion reports to multiple factors, including: (1) an increase in the occurrence of the crime facilitated by the use of message and chat functionality online; (2) increased recognition and public awareness of the crime resulting in increased media reporting; and (3) proactive steps taken by some ESPs to identify this type of child sexual exploitation on their platforms and report it to NCMEC's CyberTipline.

Unlike some other forms of child sexual exploitation, incidents of sextortion and enticement can vary dramatically based on the child and the offender. In 2016, NCMEC conducted a detailed analysis of sextortion reports that had been submitted to the CyberTipline and identified several red flags and risk factors relating to incidents of sextortion. A summary of this research is available on NCMEC's website (see https://www.missingkids.org/theissues/sextortion).

One of the more devastating aspects of sextortion is the speed at which this exploitation occurs. NCMEC's review of the sextortion reports it receives indicates that when an offender's goal is to obtain sexually explicit content from a child, the blackmail consistently occurs almost immediately, mostly within hours or days after the offender first obtains any sexually explicit content from the child. This trend highlights the urgency in detecting and reporting this victimization so that appropriate intervention can remove the child from the situation and safeguard them from continuing harm.

Many enticement and sextortion cases involve an offender who is posing as an age-appropriate peer to lure a child into sexual activity online. However, NCMEC is aware that children also can be victimized by other children. This can occur when a child is pressured by a classmate or peer to make and send explicit images or engage in online sexual activity or when a child shares such images voluntarily and the images are then circulated to others or shared online without that child's consent. NCMEC receives sexual exploitation reports relating to each of these different types of abuse and recognizes that the commonality is the lasting and devastating harm to the child victim in these cases. In order to provide child victims and their families with appropriate resources and guidance, NCMEC facilitates several survivor services (see https://www.missingkids.org/theissues/csam) and also provides guidance on how child victims can interact with ESPs to try to have their explicit images removed from an online platform, even if the images do not meet the legal definition of child pornography (see https://www.missingkids.org/gethelpnow/isyourexplicitcontentoutthere).

III. Recommendations

NCMEC respectfully provides the following specific recommendations for consideration as the Commission studies how to best curtail and prevent online child sexual exploitation:

1. Continue enhancing communication and collaboration among law enforcement, ESPs, NCMEC, and other child-serving nonprofits to keep children safer online

It is critical for NCMEC, other child-serving nonprofits, law enforcement, and ESPs to continue expanding opportunities to communicate on improving the identification of new trends and offender behaviors; technological developments; and collaboration to keep children safer online.

2. ESPs should adopt up-to-date, consistent best practices
   It is critical for ESPs to adopt consistent, industry-wide best practices to detect, report and remove child sexual exploitation material from their platforms. NCMEC specifically recommends the following best practices for ESPs:

   i. Make Timely and Robust Reports to NCMEC's CyberTipline: ESPs should register to report CSAM content on their platforms to the CyberTipline; consistently make efforts to detect and moderate CSAM; and report substantive, actionable information regarding the reported incident.
   ii. Implement Appropriate Technologies: ESPs should implement readily available image and video hashing technologies to facilitate voluntary detection of CSAM.
   iii. Prioritize Time Sensitive Reports: ESPs should ensure they escalate reports as high priority when they suspect a child is in imminent danger. Companies should also provide information on how law enforcement can submit legal process or emergency disclosure requests as necessary.
   iv. Engage in Voluntary Industry Initiatives: NCMEC actively facilitates several voluntary hash-sharing initiatives that ESPs can participate in to share and obtain CSAM hashes to improve their ability to moderate CSAM content.

3. Promote and expand child safety education
   Continue emphasis on preventing online child sexual exploitation by providing appropriate education to children, their families and child-serving professionals. NCMEC provides age-appropriate safety and prevention resources focusing on the topics of online and real-world safety, including skills on how to handle a variety of situations ranging from staying home alone to knowing what to do in case of an emergency, to abduction and child sexual exploitation prevention. Prevention education and awareness is especially essential in times of unpredictability for children, such as this current timeframe when COVID-19 stay-at-home orders are in place.

4. Expand survivor services for child victims and their families
   As NCMEC continues to expand its survivor services, it is important that it be joined in these efforts by the Department of Justice and federal, state, and local law enforcement and social service agencies. A uniform, consistent approach among these agencies and NCMEC to create consistent, increased support services for victims and their families, including crisis intervention, emotional support, referrals to appropriate community agencies and mental health professionals, and enhanced opportunities to seek restitution, will greatly enhance the current disparate resources available to survivors.

5. Ensure that end-to-end encryption is not implemented without exception for detecting CSAM
   As companies consider moving towards implementing end-to-end encryption, ensure that adequate measures are put in place to make sure the encrypted system is not used to entice

children into sexually abusive situations or distributed CSAM images and videos. See https://www.missingkids.org/theissues/end-to-end-encryption#whatncmecisdoingaboutit.

6. Change terminology from "child pornography" to "child sexual abuse material"
Currently, the federal criminal code uses the term "child pornography," which is a sanitized term that distorts the actual circumstances of a child's abuse and trauma. These images depict the rape and sexual abuse of children, who can never consent to any sexual activity with adults. NCMEC supports referring to these crimes with the phrase "child sexual abuse material" to reflect the true criminality of the recording, dissemination, and possession of material depicting the rape and sexual abuse of children as well as the actual circumstances of crime done against the child.

Wednesday, May 6, 2020

Addison Davis

Superintendent of Schools, Hillsborough County Public Schools

Addison Davis is the Superintendent of Schools for Hillsborough County Public Schools where he took office in March 2020. HCPS is the seventh largest school district in the nation with more than 25,000 employees that serve nearly 220,000 students.
Mr. Davis believes in putting students' best interests at the heart of all decision-making, goal-based management, and building a school system that embraces the entire community.

Mr. Davis' experience in transforming schools has resulted in increased student achievement in large urban and mid-size suburban Florida school districts. Before arriving in Hillsborough County, he served as the Superintendent of Schools for Clay County. Under his leadership, the Clay County School District had dramatic improvements across all performance metrics. Additionally, Clay County's graduation rate rose 6.4 percentage points, improving from twentieth in the state to eighth.

Prior to his responsibilities as Superintendent of Schools in Clay County, Mr. Davis was the Chief of Schools for Duval County Public Schools, the nation's twentieth largest school district serving more 120,000 students. He worked for Duval County Public Schools for eighteen years, starting as a teacher, moving to an Assistant Principal, Principal, Executive Director of Turnaround, Middle School Cluster Chief, and Region Superintendent.

In December 2019, Mr. Davis was named the Sunshine State Public Relations Association's 2019 Superintendent Communicator of the Year. Within his first year in Clay County, he was named a 2017-2018 Superintendent to watch by the National School Public Relations Association. This award recognizes superintendents for their dynamic, fast-paced leadership and strong communication skills.

Addison Davis was born and raised in northeast Florida and has a master's degree in Educational Leadership from Jacksonville University. He and wife Natalie have two daughters, Madisyn and Kaitlyn.

Testimony to the President's Commission on Law Enforcement and the Administration of Justice

Addison Davis, Superintendent
Hillsborough County Public Schools
Juvenile Justice and Youth Crimes

Good afternoon Chairman, Commissioners and Working Group Members.

My name is Addison Davis, and I am the proud Superintendent of Hillsborough County Public Schools (HCPS), the seventh largest district in the nation and the third largest in the State of Florida. HCPS serves more than 220,000 students, at 249 school sites and employs nearly 25,000 teachers, staff and support personnel.

The purpose of my testimony today is to urge you to consider instituting a standardized Threat Assessment Instrument that is accessible to all school districts in our nation. This instrument should be one that prescribes to an accepted school-based threat assessment model, and it must include the development of Threat Assessments Teams. The members of these TATs must include the participation of law enforcement, school personnel and other school site based practitioners whenever a substantive threat in or around a school campus exists.

Our district embraces the programs and mission of the STOP School Violence Act of 2018, which seeks to improve school security by providing students and teachers with the tools they need to recognize, respond quickly to, and prevent acts of violence. The request for you to consider the proposed Threat Assessment Instrument reinforces that commitment.

In response to the tragic mass shooting at Marjory Stoneman Douglas High School in Parkland, Florida on February 14, 2018, former Governor Rick Scott signed Senate Bill 7026, the Marjory Stoneman Douglas High School Public Safety Act, into law on March 9, 2018. In addition to tasking the newly established Marjory Stoneman Douglas (MSD) High School Public Safety Commission with investigating the incident and formulating recommendations, he also mandated specific protocols and procedures to be established across the state to assist schools in providing safe and secure learning environments for all teachers, staff and students.

On January 2, 2019, the Marjory Stoneman Douglas High School Public Safety Commission submitted its initial report to Florida Governor Ron DeSantis. Incorporated in this report were findings and recommendations. As it relates to behavioral threat assessments, the MSD Public Safety Commission recommended the development of a statewide, behavioral threat assessment process that provided accountability, identified stakeholders, to include law enforcement, and emphasized behavior indicators that had the potential to manifest into threats of violence.

The MSD Public Safety Commission Initial Report to the office of Governor DeSantis on January 2, 2019, read in part:

> *"The Florida Department of Education (FDOE) should develop a standardized, statewide behavioral threat assessment instrument and create a statewide threat assessment database that is accessible to all districts and appropriate stakeholders. Florida should consider the model used by the State of Virginia, which is widely recognized as the leader in school-based behavioral threat assessment.*
>
> *The legislature should pass a bill requiring this process be implemented by FDOE by a certain date. FDOE should be provided oversight authority for the threat*

assessment process. All Threat Assessment Teams (TATs) should be comprised of specific (static) members, with at-large positions in each case for school personnel with personal knowledge of the child. TATs should be required to meet at least monthly and be proactive, not just reactive. The TATs should receive regular training on threat assessments.

TATs should be required to convene within 24 hours of receiving a referral when school is in session. If school is not in session, the TAT must refer the matter to law enforcement for evaluation, and the TAT must meet no later than the end of the first day school is back in session to consider the matter and ensure it is resolved.

All school personnel should receive mandated training on behavior indicators that should be referred to the TAT for assessment. Reporting observed behaviors to the TAT should be mandatory. There should be sanctions for non-reporting.

There must be adequate resources to which the TAT can refer a child—the TAT is a problem identifier and not a problem solver."

Marjory Stoneman Douglas High School Public Safety Commission Initial Report, January 2019, p. 286-7.

Challenges/Areas of Improvement for HCPS

After the MSD Commission hearings and findings, HCPS conducted a review of existing Mental Health related processes to determine if the findings noted by the MSD Commission were applicable to our district with regard to a threat assessment process.

Before 2019, threat assessments were documented via an antiquated paper-based format. A paper-based system is troublesome for many reasons; chiefly, the student mobility rate makes it difficult to share threat and suicide assessment information across sites in such a large district.

Site-based Threat Assessment Teams were noted to be at a disadvantage as they are not quickly informed of new students who have exhibited concerning behavior, and district leaders are challenged with ensuring that the appropriate individualized management plans with identified resources are created and enacted. The lack of consistency in the way the protocols were implemented also translated into disparate reporting across school sites. Finally, the lack of mandated law enforcement participation when conducting a substantive threat assessment of a student was very inconsistent.

The District's Response

First, HCPS recognized that it must ensure that protocols are followed and communication of student interventions and outcomes are shared with appropriate stakeholders in a timely manner. Second, the district must comply with legislation and School board policy and require that Threat Assessment Teams be established at all school sites. Finally, HCPS must expect that a school resource officer/law enforcement officer will be part of the Threat Assessment Team at each site; this is critical in ensuring a viable solution to the issue revealed in the threat assessment is triaged.

To that end, the district's mental health team, in collaboration with the district's Safe School Specialist, reviewed and refined its comprehensive threat assessment protocol to align with the state recommendations to follow the Comprehensive School Threat Assessment Guidelines

(CSTAG). Based on this model, Hillsborough County Public Schools now adheres to the following recommendations:

(1) Establish a multidisciplinary threat assessment team
(2) Define prohibited and concerning behaviors
(3) Create a central reporting mechanism
(4) Determine the threshold for law enforcement intervention
(5) Establish assessment procedures
(6) Develop risk management options
(7) Create and promote safe school climates
(8) Conduct training for all stakeholders

Training of school leaders and key school-level personnel was required to ensure fidelity of implementation. HCPS clearly defined the process and governance concerning student behaviors that may indicate the need for a threat assessment so that specific services may be deployed. This clarity and oversight of threat assessment protocols has resulted in more consistency and quality assurance in the reporting of prohibited behavior from one school site to the next and across grade-level bands.

Contracted Solution-BTA

In order to improve the efficiency, effectiveness and accountability of the district's current Behavioral Threat Assessment processes, the district sought out and contracted with a national consultant who provided a potent combination of consultancy, training, and web-based tools that are evidence-based and aligned with the National Threat Assessment Center recommendations.

Through this contract, the district adopted the Behavior Threat Assessment (BTA) Solution. The BTA Solution is based on the **Virginia Model**, referenced in the National Threat Assessment Center, and complies with district protocols, along with state legislative requirements. This is an evidence-based model for use in conducting assessments developed by Dr. Dewey Cornell.

The national consultant worked with district staff to customize the tools of its BTA Solution to meet the needs of the district, its schools, and its students before the tools were rolled out to school sites. Then beginning in October 2019, HCPS utilized a train-the-trainer format to provide professional development to school leaders and a representative from their student services team. This training provided an overview of the BTA Solution. The school leaders and their student services representative then returned to their own site and trained their own TATs.

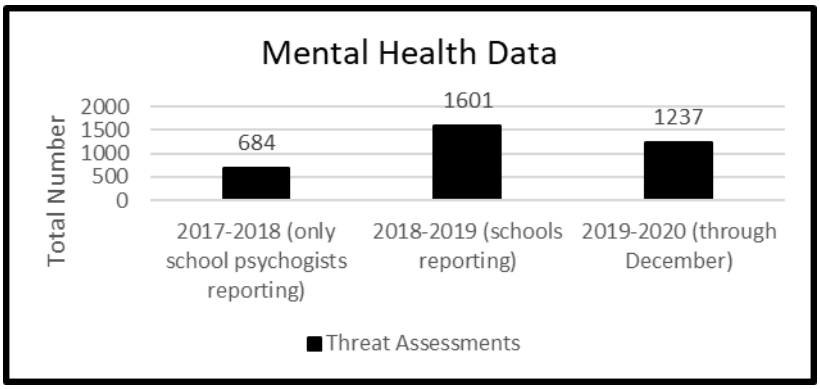
The BTA Solution utilizes a case management approach with three key steps to attain a best-practice risk assessment and adds a fourth planning step to mitigate risk:

- document a student threat incident and follow immediate and critical protocol for imminent risks;
- gather, share, and consider data from various sources – from school records to social media – to make informed decisions;
- consider key questions for assigning risk level and determining the next steps for intervention; and
- prepare a student supervision/action plan to monitor and address underlying issues, and hence mitigate risk.

System-generated email and text alerts increases visibility to and accountability of school-based Threat Assessment Teams, as well as district administrators and law enforcement according to district and state policies. Likewise, teams are able to create robust reports to

analyze trends and guide decision-making. This unifying electronic assessment tool is assisting district and school-based Threat Assessment Teams to implement a consistent, structured approach to recognizing, responding to, and helping prevent acts of violence. This platform and solution lends itself very well to a standardized assessment instrument.

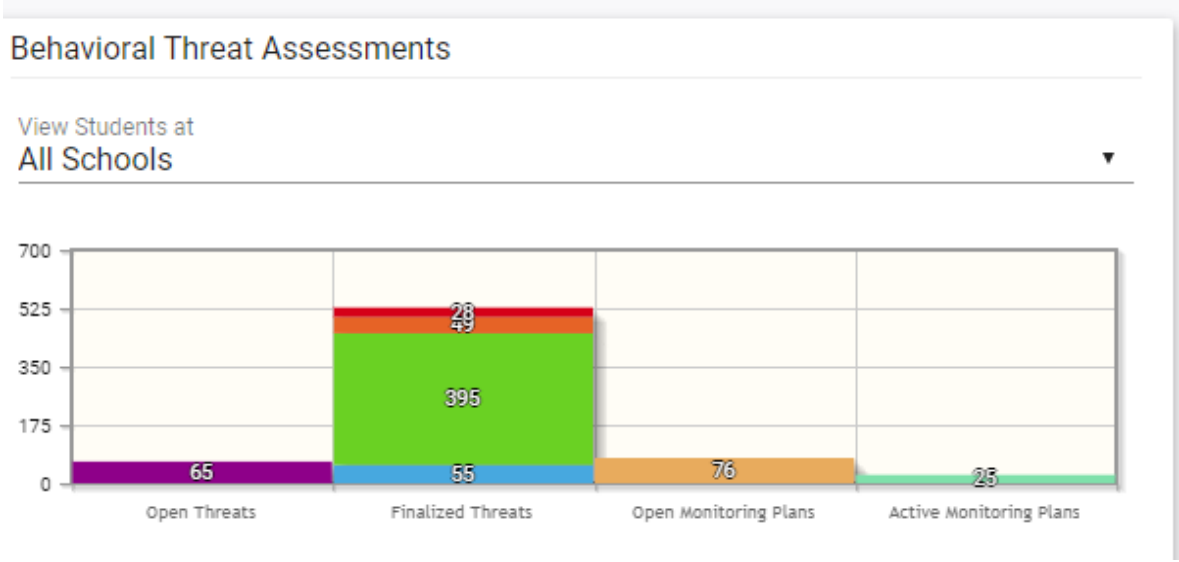
The district began collecting the total number of threat assessments during the 2018-2019 school year as an initiative through its Mental Health Plan. In prior years, school psychologists only collected this information. This may explain the lower numbers for the 2017-2018 school year cited in the graph. The data collection at the time relied on a paper-based version of threat assessment and the assumption that schools were collecting this data and accurately reporting their findings.



Provided by Michael T. Kelleher. Supervisor, Clinical Care
Division of Student Services, Hillsborough County Public Schools

For the 2019-2020 school year, the district began using the paper-based assessment and transitioned to the online reporting system beginning in October. After training representatives from each school in a train-the-trainer format, every school went online in January 2020.

Looking at the next graph, you can see the impact of having a standardized, digital platform in which to access behavioral threat assessments. Currently, we have 527 finalized threat assessments in the platform. These threats are easily assessable in real time and Threat Assessment Teams and district personnel can use this data for student intervention and safety. The graph below depicts the most updated threat assessment numbers as reported through the online platform as of May 2020. We continue to train schools as they become comfortable with this new form of documentation, data collection, and progress monitoring as we enter our first full year of online threat assessment in the 2020-2021 school year. Our District Behavioral Threat Assessment Team (DBTAT) began monthly meetings in the spring of 2019 to review processes, procedures, and provide recommendations and interventions for students with significant challenges. The DBTAT is currently assisting with mental health supports and safety measures for 14 students.



Provided by Michael T. Kelleher. Supervisor, Clinical Care
Division of Student Services, Hillsborough County Public Schools

Funding

The cost to move from a paper-based system to a comprehensive, digital platform that allows for information sharing, multi-levels of accountability and effective mental health service solutions is expensive for any school district. However, these platforms are necessary to ensure the safety and well-being of our students and staff, as well as to deliver the mechanism to provide the exact mental health services to a student whose behavior rises to the level of interdiction. Funding opportunities for behavioral threat assessment instruments must be made available if we expect real transformational change with regard to how we identify and treat threats made by our students. Though the threat assessment solution I have described is aligned with existing efforts within the district and required by state laws, it is not financially supported by our state. Many districts across our nation are not able to bear the financial strain of acquiring this kind of tool as a way to identify students who may do harm to self or others. For a district our size, the annual cost is approximately $247,000 per year.

Conclusion

Hillsborough County Public Schools is taking a proactive, strategic approach to school safety. We have implemented many harm mitigation/target hardening projects on our campuses that address gaps and vulnerabilities identified at our sites. We have adopted and embraced all of the recommendations borne of the Marjory Stoneman Douglas Commission and subsequent legislation and are constantly seeking ways to improve efforts to make our district as safe as possible. We enjoy and foster a great working relationship with our law enforcement and public safety partners. However, the creation and funding of a standardized, national Threat Assessment Instrument that is accessible to all school districts that prescribes to an accepted school-based threat assessment model to include the participation of law enforcement, is essential. In the aftermath of so many violent, horrific tragedies on school campuses across the United States, I strongly urge you to consider funding the provision of such a tool to all public schools in our nation.

If you have questions, please feel free to reach me at addison.davis@hcps.net or 813-272-4047.

John Newman

Chief of Security and Emergency Management, Hillsborough County Public Schools

Chief John Newman oversees the Security and Emergency Management Division for Hillsborough County Public Schools (HCPS), the seventh largest school district in the nation with more than 25,000 employees that serve nearly 220,000 students.

Before his appointment to HCPS in 2014, Chief Newman was a 29-year veteran of the Tampa Police Department, retiring as the Assistant Chief. He holds both a BA in Criminal Justice from the University of South Florida as well as a MA in American Studies from the University of South Florida. He is a graduate of the prestigious Southern Police Institute at the University of Louisville. Chief Newman has experience in a variety of law enforcement areas such as patrol, tactical response team, narcotics, school resource program, criminal intelligence and internal affairs. In his position as Assistant Chief for the Tampa Police Department, Chief Newman oversaw training, recruitment, policy development, all specialty teams, large event planning, and major crime operations.

In his current position, Chief Newman is responsible for deploying and managing the security assets on all 277 sites operated by HCPS. He oversees 368 men and women armed security officers, as well as more than 100 law enforcement personnel assigned to our middle and high school campuses. HCPS appointed Chief Newman as one of Florida's 67 Safe School Specialists that report to the Florida Department of Education's Office of Safe Schools. With the passage of the Safe Schools legislation in Florida, Chief Newman has overseen the most aggressive expansion of HCPS Security and Emergency Management in the organization's history.

As a tenured police executive, Chief Newman has professional relationships with local, state and federal government agencies. He is a member of the Tampa FBI Joint Terrorism Task Force, Tampa Bay Area Chiefs of Police Association, and the Florida Department of Law Enforcement State Wide Working Group for Homeland Security.

Chief Newman and his wife have been married for 36 years and have two daughters, all of who are teachers for Hillsborough County Public Schools.

Mo Canady

Executive Director, National Association of School Resource Officers (NASRO)

Mo Canady holds a Bachelor's degree in Criminal Justice from Jacksonville State University. He is a former Lieutenant with the City of Hoover Police Department in Hoover, Alabama. The last twelve years of his career were spent as the supervisor of the School Services Division. After a 25 year career, He retired from the Hoover Police Department in 2011.

He was appointed as an instructor for the National Association of School Resource Officers (NASRO) in 2001 and a NASRO board member in 2005. He is a past President of the Alabama Association of School Resource Officers.

Mo now serves as the Executive Director for NASRO. He recently testified on the matter of SRO National Standards before The Federal Commission on School Safety. He has also testified on the matter of school safety before the United States House Committee on Education and the Workforce. He is a co-author of the national report; "To Protect and Educate – The School Resource Officer and the Prevention of Violence in Schools".

May 6, 2020

Presidential Commission on Law Enforcement and The Administration of Justice
Phil Keith | Chairman

Testimony of James "Mo" Canady, Executive Director, National Association of School Resource Officers (NASRO)

Thank you for inviting me to testify on behalf of the National Association of School Resource Officers. It is my honor to serve as the Executive Director for this outstanding group of law enforcement and education professionals. NASRO is a not-for-profit association founded in 1991 with a solid commitment to our nation's youth. NASRO is comprised of school-based law enforcement officers, school administrators, and school security and safety professionals working as partners to protect students, faculty and staff, and their school communities. The "school resource officer" (SRO) refers to a commissioned law enforcement officer selected, trained and assigned to protect and serve an educational environment. I cannot emphasize enough how critical it is for officers to be *carefully* selected and *specially* trained to function in the school environment. This is always a factor in the success or failure of the SRO program.

The SRO program is most effective when it is built on the foundation of interagency collaboration. Through a formal memorandum of understanding between a law enforcement agency and a school district, each collaborator has a clear and properly enforced understanding of his or her role in the school environment.

The role of the SRO should utilize the triad concept of school-based policing, in which an SRO functions in a school environment in three capacities: (1) as a Law Enforcement Officer, (2) as a Teacher or Guest Speaker, and (3) as an Informal Counselor or Mentor. These elements should be based on a set of well-established best practices, which NASRO has spent nearly 30 years crafting. The NASRO Board of Directors recently commissioned a group of dedicated association members to create a formal document of standards and best practices for school resource officer programs. On July

13th, 2018, this important document was completed. A copy of these best practices is included with this written testimony.

These best practices are organized into four sections, each of which encompasses an essential component of a successful SRO program.

The first section outlines administrative standards, including an outline of the definition and purpose of an SRO and recommendations for the establishment of a thorough memorandum of understanding between a law enforcement agency and a school. An SRO should be a sworn, certified law enforcement officer assigned to a community-based policing program who is actively working in a collaborative effort with the school district. When this definition is followed, the SRO program serves to significantly benefit its school community. However, without adherence to this definition, the effectiveness of the SRO program will, at best, be substantially hindered, and, at worst, be drastically detrimental to the school, the law enforcement agency, and the community. The number one goal of any successful SRO must be to "bridge the gap" between law enforcement and youth. Positive relationships between students and SROs lay a powerful foundation for the exchange of information and the protective support of students. These relationships, along with those the SRO builds with the school administration and with parents, can prevent, and have averted acts of school violence before a shot is ever fired.

I would like to share with you just one case study I pulled from the national Averted School Violence (ASV) Database, which speaks to the importance of the SRO "bridging the gap" between students and law enforcement.

The ASV Database was created through a cooperative agreement between the COPS Office of the U.S. Department of Justice with the National Police Foundation (NPF) and funded by the Comprehensive School Safety Initiative passed by Congress in the aftermath of the Sandy Hook mass casualty school shooting in December 2012. More information about the ASV Database can be found at: www.avertedschoolviolence.org.

In this case, an 18-year-old student told a peer that he was going to "shoot up" their high school and that he had access to guns that were kept in a safe at his house. The 18-year-old also posted a threat on social media. The peer reported the threat to the school resource officer (SRO) and an investigation was initiated. Law enforcement made contact with the student at his residence. He was interviewed, along with his parents, and a

search was conducted. During the search, police found four rifles and one handgun, which were confiscated, and the student was taken into custody. He faces a felony charge of terroristic threats, causing a serious public inconvenience, and misdemeanor disorderly conduct. Although open-source reports do not indicate a motive for the possible attack, it was planned for the day before the 2nd Anniversary of the Marjory Stoneman Douglas school shooting in Florida.

According to the ASV Database, clearly educating members of the school community (students, parents, teachers, and staff) about the indicators for potential self-harm and targeted violence, and how to report concerning behavior, assisted in averting this potential act of school violence. It is essential that every student have at least one adult in their school community whom they trust enough to share concerning behavior. In this case, the SRO was that trusted adult. A student and a parent reported concerning behavior, and school administrators and law enforcement took the report seriously and acted expeditiously to neutralize the threat. The presence of an SRO within the school community made it possible to immediately assess the viability of the threat and take preventive action.

The second section of NASRO's Best Practices document speaks to the importance of the selection process. The SRO position is a unique assignment in law enforcement, and it requires a unique officer to properly serve in it. Due to the nature of the assignment, the SRO will become one of the most well-known officers in the community. First, it is critical that the officer selected for this position have several years of law enforcement experience in order to ensure effective real-world application of enforcing the law in the community prior to carrying out this responsibility within the school setting.

The selected individual should also have excellent verbal and written communication skills, which enhance an SRO's ability to work with a diverse community of school administrators, teachers, counselors, parents, and students. The selected SRO must also be of good moral character in order to effectively serve as a mentor and positive role model to students. Finally, a law enforcement officer should have a sincere willingness to engage with and develop students to serve as an SRO. Those who have prior experience in youth or community policing programs or who have previously coached, mentored, taught, or volunteered with students or youth generally demonstrate this interest.

The third section outlines the essential details of an SRO's specialized training. Once the officer has been carefully selected, it is then crucial that he or she be specifically trained to work in a school environment, employing the triad approach. Every SRO should complete NASRO's Basic SRO Course, which includes topics such as: Foundations of School Based Policing, Understanding the Teen Brain, School Law, and Emergency Operations Plans. An SRO's training must be ongoing as educational trends and school culture change and should include topics such as: Adolescent Mental Health and Brain Development, Active Shooter Response, Constitutional and State Law, Driver Safety, Human Trafficking, Interview and Interrogation, Resiliency and Wellness, School Safety, Social Media, Threat Assessment, Trauma-Informed Practices, and Youth Decision-Making, Victimization.

The final section highlights the vital importance of interagency collaboration between the school district and the law enforcement agency. Proper collaboration between school officials and SROs will most definitely enhance preservation of the campus from disruptive forces while nurturing and protecting youth who are compelled to attend school. This collaboration should be formalized in a Memorandum of Understanding.

Relationship building is certainly an important factor in the success of an SRO program. The SRO must endeavor to build positive working relationships with the school administration. One way to help build these relationships can be through the SROs role on the school safety team. Properly trained SROs are prepared to be a member of safety teams and can also take a leadership role in helping to develop teams where none exist.

I spent nearly half of my law enforcement career in school based-policing. It was without a doubt the most rewarding period of my career. It was more than just a job. It became my life's work. I developed positive relationships with administrators, faculty members, students and parents. I became an integral part of the Hoover, Alabama, City Schools District Crisis Team. By being a part of a school safety team, the SRO becomes fully engaged in crisis planning to include Prevention, Preparedness, Response and Recovery. SROs can provide value to the written plans for a school district. They can also assist with campus site assessments as well as by conducting safety drills.

I had not given a great deal of thought to "Recovery" during the early phase of my career in school-based law enforcement. It was not until the days following November 19, 2002, that the importance of the role the school resource officer can play in the recovery of a school community following a critical incident became clear. The unthinkable had happened at our largest high school. One student had taken the life of another in the hallway during the change of class periods.

This resulted in a very large crime scene that took some time to secure. The students had to remain in a modified lockdown for several hours. We all knew this put quite a burden on teachers, in particular. However, they did exactly what they were supposed to do, as they had been trained. The principal asked me to join him in a faculty meeting after the students were released. I took the opportunity to praise the staff for their good work. Faculty members were well prepared for an incident such as this because of the school's commitment to maintaining a solid school safety team.

I believe that this faculty meeting was actually the beginning of the recovery process. Plans were developed for the next day. We thought that our most important job on November 20th would be to keep this from happening again. To keep weapons out of the school. To make sure that no retaliation occurred. While all of those things were important, it paled in comparison to the needs of the student body to be comforted and reassured. The need for trusted and caring adults became the more important issue in this recovery process. The school resource officers were certainly still focused on security; however, we were most definitely more engaged in the emotional and mental recovery process. The reason for this is because we were much more than just a law enforcement presence. We were trusted adults who had developed positive relationships with the students and faculty we served. Because of that, we helped to make a difference in the lives of children during the days prior to, and most definitely following, November 19, 2002.

Trained and committed police officers are well-suited to effectively protect and serve the school community. School resource officers contribute by ensuring a safe and secure campus, educating students about law-related topics, and mentoring students as informal counselors and role models. Over the last 29 years, the National Association of School Resource Officers has become the world leader in school-based policing. We have trained thousands of officers based on the Triad model of school-based policing, and we continue to train officers to address emerging issues and trends. These school resource

officers are having a positive impact on the lives of children every day throughout the United States and the world.

As "The World's Leader in School Based Policing," NASRO has regularly spoken to the critical need for best practices for SRO programs. We are proud to have authored Standards and Best Practices for School Resource Officer Programs. This important document was created in the furthering of our mission to keep every school and every student safe. I trust that you will agree with its tenets. Thank you.

Standards and Best Practices for School Resource Officer Programs

Mo Canady
NASRO Executive Director
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The Standards and Best Practices presented here are separated into two classifications: Mandatory (M) and Recommended (R) to identify the importance of each Standard and Best Practice.

NASRO
National Association of School Resource Officers
THE world's leader in school-based policing

Forward

1.0 PURPOSE OF THE STANDARDS

1.1 General

This publication represents a standard for domestic and international agencies and departments. This *Standards and Best Practices for the School Resource Officer Program*s was developed and is maintained by the National Association of School Resource Officers, Inc., (NASRO) a section 501(c)(3) IRC membership association established pursuant to Chapter 617 of the laws of the State of Florida**.**

1.2 Applicability

This document contains professional standards and recommended best practices for law enforcement agencies both within and outside of the United States, regardless of size or level of government (federal/national, state/provincial or local).

NASRO has adopted this *Standards and Best Practices for the School Resource Officer Program*s and supports the need for the standards to be used as a guide for new and existing SRO units and for the best practices to be reviewed and adopted by all law enforcement, school safety agencies and school boards, as recommended.

NASRO has adopted these standards and best practices as the bases for future law enforcement certification or accreditation and supports the need for the standards to be used as a guide for all SRO law enforcement administrations and operations.

1.3 Intent

These standards and best practices are intended to provide a foundation of safe operating practices in the performance of the unit's mission and were formulated based on what has been identified as the two highest priorities of school-based law enforcement programs:

1. Safety first in all aspects of the operation.
2. Provide excellence in SRO services in support of the agency's mission.

1.4 Scope

The scope of this document is intended to encompass all aspects of SRO law enforcement and has been divided in four (4) major sections: Administration, Selection, Training and Collaboration. The subsections are intended to encompass the primary aspects of SRO law enforcement unit administration and operations.

2.0 THE MAJOR BENEFITS OF ADOPTING THESE STANDARDS

Agencies are strongly encouraged to adopt and implement the standards and best practices outlined in this publication. They have been designed as industry standards intended to foster a universal application of best practices throughout the SRO law enforcement community. Although adoption and implementation of these standards and best practices is strictly voluntary, agencies that choose to adhere to them set themselves apart from others, becoming exemplars of SRO safety and operational excellence.

2.1 Safe, Effective and Cost-Efficient SRO Law Enforcement Operations

Compliance with these standards and best practices provides agencies with a foundation upon which a culture of safe operating practices may be formulated and establishes a mark of excellence to further develop and enhance the SRO unit's professionalism, efficiency, and overall effectiveness.

2.2 Greater Accountability with the Agency

These standards and best practices provide the respective agency chief, sheriff, or department head sound training principles, personnel qualification requirements, clearly defined lines of authority, and examples of accepted industry standards that support informed decision-making and resource allocation.

2.3 Controlled Liability Insurance Costs

Compliance with these standards and best practices may allow for agencies to more easily purchase SRO law enforcement and liability insurance, increase the limit of their insurance coverage, and, in many cases, lower their insurance premiums and/or gain other financial incentives.

2.4 Stronger Support from Government Officials and the Community

By complying with these standards and best practices, agencies establish credibility as professional operations, which provide safe, cost-effective, and essential SRO support to law enforcement operations in a variety of missions.

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Limitation of Liability

The National Association of School Resources Officers, Inc., makes no warranty, expressed or implied, for the benefit of any person or entity with regard to any aspect of the standards and best practices contained herein. These standards were adopted for the sole purpose of developing best practices by law enforcement agencies, SRO units or division, school safety organizations, and school boards throughout the U.S., and various foreign countries to obtain and maintain certification, there being no intended third-party beneficiaries hereof, expressed or implied. Nothing herein shall be construed so as to create any right, use, property interest, or entitlement on the part of any applicant agency or third party. These standards shall in no way be construed to be an individual act of any director, employee, agency, member, individual, or a legal entity associated with NASRO or otherwise be construed so as to create any liability in an individual or official capacity on the part of any NASRO, director, employee, agency, member, individual, or legal entity associated with NASRO.

SECTION ONE | ADMINISTRATION

01.01.00	Administrative Standards	Compliance
01.01.01	**Definition** A school resource officer (SRO) is a full-time law enforcement officer with sworn law enforcement authority, trained in school-based policing and crisis response, assigned by the employing law enforcement agency to work with the school using community-oriented policing concepts.	(M)
01.01.02	**Purpose** The purpose of a successful SRO program is to "bridge the gap" between law enforcement and youth. This purpose is best accomplished by using the TRIAD model: Law Enforcement (LEO), Teacher (Guest Speaker), and Informal Counselor (Mentor). Each element of the TRIAD will be further explained throughout this document.	(R)
01.01.03	**Knowledge and Support from Agency Administration** For the SRO program to be successful, the law enforcement agency head and the superintendent of the school district must understand and fully support the SRO program, including an understanding of the standards and best practices put forth in this document.	(M)

Memorandum of Understanding

A Memorandum of Understanding (MOU) or a similar contractual document should be established between the operating law enforcement agency and the school district. This document will assist in developing program goals and evaluating the program to assess the success in meeting identified goals.

Example MOU topics include but are not limited to:

- **Defining the roles and responsibilities of formal school discipline (M)**
  - SROs should not be administering formal school discipline such as detentions, suspensions, or expulsions. These decisions are the sole responsibility of the school personnel.

- **SROs act in accordance with the recommended TRIAD roles (R)**
  - As a law enforcement officer, the SRO shall abide by federal, state, and local laws.
  - As an informal counselor/mentor, the SRO may address school violations in an effort to positively impact student behavior and character and may refer students to school personnel as necessary.
  - As a teacher/classroom presenter, the SRO may address school-related education law to positively impact student behavior and character to mitigate more serious behaviors.

- **Defining roles and expectations pertaining to decision to arrest (M)**
  - According to federal law, the responsibility and decision to arrest lies solely with the SRO, respective to state law, local ordinances, and the SRO's departmental standard operating procedures or standing order.
  - The SRO's continual collaboration with school personnel and his or her understanding of each student's needs may impact the decision to arrest but the responsibility is that of the SRO alone.

- **Chain of Command (M)**
  - The SRO shall abide by the law enforcement agency's policies pertaining to the chain of command.

- **Uniform Use (M)**
  - SROs must be clearly identified as law enforcement. The uniform apparel and law enforcement equipment shall be defined by the agency policy. If a "soft" uniform is agreed upon, the uniform should not detract from clearly identifying the SRO as law enforcement.

- **Weapons Storage (M)**
  - Normal duty gear is to be defined by the SRO's agency policies.
  - In the event additional weapons or gear is to be utilized, the storage of these items shall be defined by the law enforcement agency

- **Use of Less Lethal Tools (R)**
  - The SRO should abide by agency policies pertaining to the use of less lethal devices.
  - If there is a desired deviation from the policies, the cost, storage, and use must be agreed upon.

- **Sharing of Information (M)**
  - SROs and school personnel shall share information in accordance with their respective state laws.
  - Access and use of school camera footage, body-worn cameras, student database information, and any other information sharing practices should be defined by the MOU.

- **Documentation and Reporting Requirements (M)**
  - The SRO shall be under the immediate supervision and direction of his or her law enforcement agency.
  - The agency policies shall identify the documentation and reporting procedures to be used.
  - Any documentation requested by the school personnel shall be addressed by the MOU or similar contractual document.

- **Expenses (M)**
  - The salary (including overtime), benefits, and equipment costs should be established in the MOU and/or in an agreed upon contract between the law enforcement agency and the school district.

- **Office Space and Office Supplies (R)**
  - A clearly defined location should be established for the SRO to conduct school and law enforcement business.
  - Due to the nature of law enforcement related to juveniles, a dedicated location with a closable door should be available.
  - Access to office supplies such as paper, a printer, computer, etc. should be addressed in the MOU.

- **Hours on Campus (M)**
  - Clearly defined expectations of the hours the SRO shall spend on campus should be agreed upon by the operating law enforcement agency and the school district.
  - Due to the nature of law enforcement, there may be a need for the SRO to be out of the building(s) for a period of time.
  - This should be understood and agreed upon by all parties involved.

- **Day-to-Day Duties (M)**
  - As formerly described, the SRO shall utilize the TRIAD model: Law Enforcement (LEO), Teacher (Guest Speaker) and Informal Counselor (Mentor).
  - Quality law enforcement practices should be assumed and agreed upon.
  - The SRO should not be assigned to specific locations or duties on a daily basis, but rather be available to assist teachers, administrators, and students when requested and as consistent with their roles as a law enforcement officer, informal counselor/mentor, and teacher/classroom presenter.
  - The expectations of the SRO's daily duties must be agreed upon by the law enforcement agency and the school district.

- **Extracurricular Activities (R)**
  - There is a demonstrated benefit to the SRO's involvement in extracurricular activities.
  - Expectations of attendance and compensation should be agreed upon by the law enforcement agency and the school district.

SECTION TWO | SELECTION

02.01.00	The SRO Selection Process	Compliance
02.01.01	**The SRO Selection Process** • There shall be a clearly defined process of selection for the SRO to be employed. • This selection process shall be agreed upon between the agency and the school administration. • The school administration shall be involved in the selection process, including but not limited to, the interviews of SRO candidates.	**(M)**
02.01.02	**Experience** • It is recommended that the officer selected have at least three (3) years of law enforcement experience. • This level of experience will help the officer obtain credibility among the school faculty, students, and parents. • This level of experience will also allow the SRO to have a greater understanding of the local agency's policies and procedures.	**(R)**

02.01.03	**Number of SROs Selected**
	• It is recommended that each school have at least one (1) SRO on campus.
	• It is recommended that the determination of the number of SROs needed for each school be based on but not limited to:
	  ○ School enrollment
	  ○ Discipline history
	  ○ Number of campus buildings
	  ○ Campus acreage
	  ○ Calls for service
	  ○ Location in the community
	  ○ Number of non-sworn safety personnel in the building
		(R)

02.01.04	**School Climate**
	• Several factors pertaining to school climate should be considered when considering the best SRO fit:
	  ○ Student enrollment
	  ○ School discipline history
	  ○ Cultural and minority representation
	  ○ Special Education programs
	  ○ English as a Second Language programs
		(R)

02.01.05	**Willingness in Developing Youth** • Effective SROs have a willingness to engage with youth. • This can be demonstrated in the candidate's previous participation in youth or community policing programs.	**(M)**
02.01.06	**Communication Skills** • Must have excellent verbal and written communication skills.	**(M)**
02.01.07	**Probationary Period** • The selected SRO should have a probationary period agreed upon by the operating law enforcement agency and the school district to allow all parties to best determine if the selected officer is a proper fit for the school community.	**(R)**

SECTION THREE | TRAINING

03.01.00	Training Standards	Compliance

03.01.01	**Importance**
	• The SRO must be specially trained in school-based policing, as the duties and responsibilities of an SRO are inherently different than that of other law enforcement specialties.
	• At a minimum, the SRO should attend annual training related to school safety topics. These topics may include, but are not limited to:
	  ○ Crisis Planning
	  ○ Active Threat Response
	  ○ Adolescent Mental Health
	• Such trainings enhance and maintain the relevancy of the SRO's skill set.
	• It is recommended that a school administrator also attend with his or her SRO to support ongoing collaboration.
	• Some opportunities for these training programs include SRO conferences such those offered by the National Association of School Resource Officers and its affiliated state associations.
		(M)

03.02.00	The Basic SRO Training Course	Compliance
03.02.01	**Basic SRO Course** • The SRO should complete a foundational school-based policing course, such as the NASRO Basic SRO Course, prior to being assigned. • If it is not practical for the new SRO to complete a foundational school-based policing course prior to the assignment, the new SRO shall complete a foundational school-based policing course within one (1) year of beginning the assignment.	**(M)**

03.02.02	**The TRIAD Approach** • SROs must be trained to utilize a TRIAD approach to school-based policing. • This concept includes understanding and applying the principles of each TRIAD component: Law Enforcement (LEO), Teacher (Guest Speaker) and Informal Counselor (Mentor). • The specifics of each component include but are not limited to: o To be an effective law enforcement officer (LEO) in a school environment, the SRO should have a working knowledge of: ▪ Constitutional and state law ▪ Armed response ▪ Crime prevention and mitigation ▪ Interview and interrogation ▪ Investigations ▪ Crime Prevention Through Environmental School Design ▪ Patrol operations (high visibility) ▪ Advocacy within the juvenile justice system ▪ Mandatory reporting o To be an effective teacher/guest speaker, the SRO should be capable of delivering law-related education lessons on topics such as: ▪ Crime prevention ▪ Social media ▪ School safety ▪ Victimization ▪ Laws pertaining to students ▪ Safe traffic stops ▪ Driver safety ▪ Decision making ▪ Other topics requested by staff/parents o To be an effective informal counselor/mentor, the SRO should be properly trained in: ▪ Mentoring ▪ Crime prevention ▪ Empowering youth ▪ Resiliency and overall wellness ▪ Adolescent brain development ▪ Social and emotional development ▪ Recognizing and supporting diversity ▪ Improving youth decision-making skills ▪ Trauma-informed practices	**(M)**

03.02.03	**School Administration Policies & Procedures**
	• Additional school-related training topics in support of an effective SRO program should be ongoing.
	• Examples of these include but are not limited to:
	  ○ Structure of the school's discipline policy.
	  ○ Family Educational Rights and Privacy Act (FERPA) and other school-related law issues.
	  ○ Working with special needs students and the special education department within the school.
	  ○ A school-utilized behavioral intervention program.
		(R)

03.03.00	**The Advanced SRO Training Course**	**Compliance**
03.03.01	**Advanced SRO Course** • It is recommended that the SRO successfully complete an advanced level school-based policing course approximately one (1) year after successful completion of the basic foundational course. • This course will build on and further expand the SRO's foundational knowledge and skills.	**(R)**

03.04.00	**Single Officer Rapid Deployment Training**	**Compliance**
03.04.01	**Single Officer Rapid Deployment Training** • The SRO should successfully complete bi-annual training for single officer rapid deployment. • This training should provide appropriate methods for the SRO to be able to respond to active assailants or threats in the school.	**(R)**

SECTION FOUR | COLLABORATION

04.01.00	**Collaboration Between Law Enforcement and the School Community**	**Compliance**
04.01.01	**Definition** • A successful SRO program must have a strong collaboration between the law enforcement agency and the school community. • Although various elements of the job are defined by each party, it is important that these elements are clearly defined and communicated.	**(M)**

04.01.02	**Defining Roles of the School Administrator and the SRO**
	• It is recommended that each party establish the role of the school administrator and the SRO in this partnership to ensure that all district policies, department policies, local laws, state laws, and federal laws are followed.
	• It is recommended that a school administrator who will be partnering with the SRO also complete Basic and other school-based policing courses with the SRO.
	  ○ This strengthens the collaboration and the understanding of this partnership in support of an effective SRO program.
	• Effective partnerships can be supported through but are not limited to the following methods:
	  ○ The MOU and its annual review for program improvements and updates.
	  ○ Shared trainings to best understand school and law practices, policies and programs.
	  ○ Regular meetings to review existing and potential school-related issues.
	  ○ Teachers correctly following the school's chain of command and the SRO correctly following agency's chain of command.
	  ○ Established sharing of information on policies and procedures.
	  ○ Regular review of CPTED at the school.
	  ○ Crisis management planning and practice.
	  ○ Community education in school-related law concerns of parents.
		(R)

04.01.03	**The Administration's Role in SRO Selection**
	• The selection process of the SRO must include both the law enforcement agency and the school administration.
	• Factors of selection should include, but are not limited to:
	  ○ School enrollment
	  ○ Discipline history
	  ○ Number of campus buildings
	  ○ Campus acreage
	  ○ Calls for service
	  ○ Location in the community
	  ○ Number of non-sworn safety personnel in the building	

04.01.04	**The Administration's Role in SRO Evaluation**
	• The effectiveness of the individual SRO must be based on the established performance goals agreed upon by the law enforcement agency and the school district.
	• An evaluation tool specific to the position of the SRO must be developed and utilized.
	  ○ This will include evaluating the relationship between the SRO and the school administration and the effectiveness of the SRO related to the training and expectations.
	  ○ This tool should include language specific to the law enforcement agency's expectations as well as the school district's expectations.
		(M)

04.01.05	**The Administration's Role During the SRO Probationary Period** • The school administration shall participate in the probationary review of the selected SRO as agreed upon by the agency and the school district to allow all parties to best determine if the selected officer is a proper fit for the school community.	**(M)**

Bill E. Waybourn

Tarrant County Sheriff, TX

Bill began his career in service when he joined the U.S. Air Force in 1978, serving in both the active duty and reserves. On April 30, 1981, after serving active duty, Bill began working for Dalworthington Gardens Police Department. Bill was promoted to Chief of Police on June 1, 1984; making him the youngest police chief in the state of Texas. Later, he united the city through combining the police and fire services making him the Chief of Public Safety. In his 31 years as Chief of Dalworthington Gardens, he has testified on numerous cases as an expert witness, pioneered the Texas model for DWI "No Refusal" program—which has been credited with lowering the fatality and DWI rate and is now being used as the model for several surroundings states; testified before the state legislature on a diverse array of issues relating to the Second Amendment and civilians carrying firearms. He worked with the state legislature on Texas' original concealed handgun license laws in the 1990's, as well as the most recent open carry law that passed in 2015. Bill is also extremely honored to have helped the Chris Kyle Bill become a law in Texas—a bill that streamlines the process for military service men and women to become police officers.

He has a Bachelor's Degree in Criminal Justice and a Master's Degree in Conflict Resolution. Bill is a graduate of the FBI National Academy, the Texas A&M Police Academy, and is a black belt in Tae Kwon Do. During Bill's first term as Sheriff, he has created a Human Trafficking Unit, a Department of Intelligence, aggressive inmate service programs, several less than lethal programs, and numerous other training initiatives. Both Intelligence and Human Trafficking have gained state and national prominence by being on the tip of the spear. Bill often is speaking publicly about various topics to: churches, civic organizations, colleges, and police related events.

Bill is married to Laura Waybourn and together have ten children, eight of which have been adopted. Bill and Laura are zealous and passionate advocates for the fatherless.

Written Statement of Sheriff Bill E. Waybourn
Tarrant County (TX) Sheriff's Office
Juvenile Justice Issues
President's Commission on Law Enforcement and the Administration of Criminal Justice
May 6, 2020

Honorable Commission Members:

I appreciate the opportunity to submit this statement for your consideration. I am currently the Tarrant County Sheriff. Tarrant County is the 15th largest county in the United States with a population of approximately 2.2 million citizens. Prior, I was a municipal police officer for a total of 34 years – including 31 as Police Chief of a small suburb in the greater Dallas Fort Worth area. My statement is based on my personal experience and that of my Juvenile Services counterpart in Tarrant County.

Current trends and profile

Approximately 50,000 juvenile offenders (ages 10-16) are incarcerated in Texas. There are approximately 4,000 juveniles incarcerated in Tarrant County each year. 70% of these juveniles come from single parent homes. 40% are dually involved with Child Protective Services (CPS) and the juvenile justice system. 70% have been diagnosed with a mental health disorder. 70% have a substance abuse issue. It is believed that most juvenile offenders have experienced some type of trauma. Notably, very few juvenile offenders in Tarrant County are gang affiliated.

Like adult offenders, most juvenile offenders have a lengthy criminal history. The juvenile offender typically has a high truancy rate and places a low priority on education. This is similar to their adult counterpart offenders – as 80% of adults housed in our county detention facilities do not possess a high school diploma. Also like adult offenders, juvenile offenders have high rates of mental illness, but the rate for juvenile offenders is staggering – 70% have mental health issues, compared to 45% of adult offenders.

The cost to house a juvenile offender in Tarrant County, on average, is between $300-$345 per day (or over $100,000 per year). Comparatively, the cost to house an adult offender in the county jail is an average of $75 per day.

Many juvenile offenders are incarcerated for crimes against persons, including murder, aggravated robbery, violence on a family member, burglary of a habitation, and assault. Juveniles facing lesser criminal charges are often dealt with out of custody by the filing agency. In fact, most juveniles in Tarrant county are released to parents and their case is filed out of custody.

Due to Tarrant County being one of the fastest growing counties in the country, we expect the number of juvenile offenders to increase. In many cases juvenile offenders will graduate to

adult offenders. We have seen a rise in violence related charges for both categories of offenders. The percentage of female offenders in each category is also rising.

Root causes

As we review the juvenile offender profile, we can see that it mimics the adult offender in many ways. One staggering statistic related to both juvenile and adult offenders is that 70-80% grew up in a home without a father. In fact, many never know their father at all. And because a single mother is often the sole financial provider, in her quest to provide for her family she is frequently absent from the home, resulting in a lack of youth supervision. In cases where the single mother is herself entangled in criminal activity, the result is a perfect storm of instability, insecurity, and a lack of guidance. We see that this leads to unsafe environments and youth trauma. Violence, drug abuse, alcoholism, and other criminal behavior are a constant presence in the lives of these youths. Many children who are raised in these settings see and experience things at an early age that most of us cannot fathom. Based on my observations over decades of experience, I believe fatherless homes are the number one contributing factor behind the behavior of juvenile offenders.

Also based on my observations, another significant factor in juvenile offender behavior is a lack of emphasis by caregivers on education early in their lives. An increased truancy rate is usually the first sign we see in a juvenile offender. It often starts early – in some cases, an elementary school child's guardian simply does not place a priority on education and get them to school – even in grades K-5. This often leads to a path toward criminal behavior.

Uncertain or inconsistent guardianship is another key factor. Many children who grow up in juvenile services have been bounced from one home to another in both formal and informal foster care throughout their childhood. Informal foster care refers to situations where a child stays with a grandparent or other relative or friend of their parent. Despite best intentions of the parent or relatives who strive for family reconciliation, in many cases I have seen this highly unstable situation for children continue during early childhood, ultimately resulting in State termination of parental rights when the child is in elementary school and placement of the child in long-term foster care. Children in these situations become offenders at a greater rate and become consumers of mental health services at a greater rate.

In extreme cases, foster children become forgotten children. Currently in Tarrant County over 350 kids between the ages of 8 and 17 are up for adoption and nobody is taking them. These kids have nothing - no home, no family, no real future. The estimated number of juvenile orphans in this situation nationwide is about 100,000. Many are on the streets and many get caught up in human trafficking.

While there are many adults with good intentions involved with trying to help at-risk children, I believe we need to be mindful of the conditions that are being created to deal with their

situations. In some cases we may be increasing a juvenile's odds of going down the wrong path. We should be aware of risks associated with the following settings:

- *An unsafe and unstable home:* values that lead to delinquency can be established early.
- *Juvenile detention settings:* sometimes when we incarcerate an offender, that person sharpens their skills among like-minded peers who often see delinquent behavior as a rite of passage.
- *Group homes:* sometimes when foster kids are placed in group homes, even social workers who are trying to be helpful know they have no choice but to put children in difficult settings. As with juvenile detention, children in group homes meet peers with similar stories and experiences and many times the interventions with these children do not deter risky behavior. These kids are prone to run away and resort to criminal activity to simply survive the day.
- *Juvenile mental health facilities:* While parents who seek services for their children at these facilities are well-intentioned, and while the professionals who provide services are well-intentioned, my observations are that these facilities are a last resort for parents of kids whose behavior is out of control. Like group homes and juvenile detention facilities, kids are in settings with peers who are experiencing similar problems and have a similar outlook. In some cases children in these settings are exposed to harmful behaviors for the first time.
- *Alternative schools:* Alternative schools for middle school and high school aged children are also settings where troubled youth are grouped with other troubled youth. Negative values can be reinforced despite best intentions.

Recommendations

Having identified areas of concern, it is critical to attempt to mitigate the negative and unhealthy input the child has been subjected to. There must be a plan for success. A stable two-parent home is the best starting point, but if that is not in place, safe schools with positive role models are critical. School systems in at-risk areas should have a comprehensive before-school and after-school program available. In many cases this would allow single parents to be able to drop their child off for school before work and pick them up after work. School uniforms have been demonstrated to have a positive effect on behavior. Active anti-truancy programs are important.

After-school programs are important for many reasons. The programs can encourage team activities and bring volunteers in from the community to partner with the schools. These partners are often identified from the faith-based community and law enforcement. Those individuals can develop trusting relationships with children and provide guidance that often is lacking in the household.

Law enforcement should also partner with the schools to include school resource officers in elementary schools and receive training regarding accessing support for at-risk children who

they identify. Ideally, these officers would work with the school and community to develop a variety of after-school programs and become long-term role models. Resources should be dedicated to Police Athletic Leagues and other athletic programs in neighborhoods.

Law enforcement should consider creating specific positions for evening shift beat officers who are trained on issues regarding adolescent needs. These officers should be equipped with resources at their fingertips such as where kids can get food, where kids can look for sports scholarships, and training on how to mentor kids wherever they are encountered in the neighborhood. These officers should be empowered to create opportunities for youth to carry out voluntary responsible behaviors such as helping to train service dogs. Ideally, officers in these positions should be in that role for a long time so that they become known and trusted by youth in the community. That requires specialized training and unique pay incentives.

If a child does become involved with the juvenile justice system, he or she must be held accountable for their actions. But a successful and positive re-entry environment must be immediately available once the child is eligible. If there is not strong and evidence-based intervention at an early age, then the chance for that child's successful growth into a productive citizen who respects the law is greatly diminished.

A child's needs for food, security in the home, and hope for a positive productive future must be met early. For us to be successful we must be willing to nurture the body, mind, and spirit. Too often I have seen over my three decades of serving the public that when those needs are not met, the die is cast. It is a tragedy that I have witnessed in slow motion too many times. But I am hopeful that we can learn from best practices and experiences, set clear expectations, and hold all members of our communities accountable for attaining those expectations. As our generation passes the torch, I have hope that law enforcement can play a critical role in shining a light on the forgotten children and illuminating a path to hope.

Thank you again for this opportunity.

At your service,

Sheriff Bill E. Waybourn

Thomas J. Lemmer

Fraternal Order of Police Lodge #7 Member, Deputy Chief, Chicago Police Department

Thomas Lemmer is dedicated law enforcement professional and member of Chicago Lodge 7 of the Fraternal Order of Police (FOP), the world's largest organization of sworn law enforcement officers. He first became a member of the FOP in 1985, while he was a U.S. Department of Defense Police Officer at the Great Lakes Naval Training Center. Since joining the Chicago Police Department (CPD) in 1986, and becoming a member of Lodge 7, he has been a beat officer, gang tactical officer, sergeant, the CPD's gang violence project coordinator, as well as a field lieutenant, the department's commanding officer for research and development, a captain directing patrol operations, the commander of the department's Youth Investigations Division, and he is currently the deputy chief who oversees the department's management accountability processes.

Overall, he has nearly four decades of experience in public safety positions, including more than twenty years of experience as a law enforcement supervisor and executive. He has served in ethnically diverse and predominately minority communities, as well as within college, military, and public transportation settings, and he has extensive expertise in addressing the complexities of criminal gang activity and juvenile crime. For his work in the area of juvenile delinquency intervention, he has been a recipient of both the Chicago Crime Commission's *Star of Distinction Award* in 2003 and the Illinois Bar Association's *Law Enforcement Award* in 2018.

As a committed lifetime learner, researcher, and educator he holds a bachelor's degree from Saint Xavier University, and a master's degree from Loyola University Chicago, both in the field of criminal justice. He has conducted research in the area of gang activity, and he has seven years of experience as an undergraduate criminal justice instructor with Loyola University Chicago on the topics of policing and gang activity, for which he received the *Mangus Seng Teaching Excellence Award* in 2011. He is also a graduate of Northwestern University's School of Police Staff and Command, and drawing upon his juvenile crime, law enforcement policy, program development, and management accountability expertise, he continues to be an active police trainer, including as a contributing presenter for the Illinois Law Enforcement Training and Standards Board.

In addition to the FOP, he serves on the Illinois Juvenile Justice Leadership Council, and he is also a member of the Illinois Association of Chiefs of Police, the International Association of Chiefs of Police, and the Police Executive Research Forum.

A citizen concerned about Chicago's youth, he was elected three times to the Mount Greenwood Local School Council (LSC), a Chicago public elementary school of approximately 500 students from kindergarten through eighth grade. Under Illinois law, each CPS school has an eleven-member LSC that is charged with providing school management oversight and monitoring of educational quality. Lemmer was twice elected as the Mount Greenwood School LSC chairman, serving in this leadership role from 1991 thru 1996, after having previously served as the vice chairman from 1989 thru 1991.

How Law Enforcement Addresses Juveniles Involved in Crime
Juvenile Justice Hearing - Wednesday, May 6th, 2020, 2:00pm to 3:00pm, Eastern Time

Written Testimony of Thomas J. Lemmer
Fraternal Order of Police, Chicago Lodge 7, Member

Opening Statement

I would like to thank the President of the United States, Donald J. Trump, and United States Attorney General William P. Barr for having established the *President's Commission on Law Enforcement and the Administration of Justice*. I would also like to thank Commission Chairman, Phil Keith, and each of the commissioners, for their time and commitment to the work of the commission. Finally, I would like to thank the National President of the Fraternal Order of Police (FOP), Patrick Yoes, and Chicago Lodge 7 President Kevin Graham for their commitment to the law enforcement profession. The FOP is the world's largest organization of sworn law enforcement officers, with more 330,000 members, and I am honored to speak today on their behalf regarding the challenges of juvenile crime.

The Mission of Law Enforcement and the Connection to Juvenile Crime

The goal of the modern police agency is crime prevention. While the apprehension of offenders and enforcement activities, such as arrests and citations, are strategies used by the police – the goal is crime prevention, not more arrests – not more prosecutions. Such is particularly true relative to juvenile crime. Police officers are instinctively protective of children, and even with juveniles engaged in delinquency, police officers seek the implementation of the intervention approaches most likely to prevent those youths from continuing to be involved in delinquent behaviors. Secondly, police officers on the beat have always engaged in persuasion and warning as core approaches in encouraging youth to avoid "getting into trouble." Nothing has changed; these remain key delinquency response approaches. Thirdly, police officers also fully support – and in many communities actively assist with – pure delinquency prevention approaches, including athletic leagues; explorer, "officer friendly," DARE, and GREAT programs; as well as other community recreation and outreach efforts. Fourth, even when the arrest of a juvenile is seen as necessary, police officers see the value, and regularly make use of diversion as an outcome approach. Under Illinois law, diversion can occur at two levels – by the police juvenile officer, using a process known as a "station adjustment," and then also through the prosecutor's office. In both instances, the youth is returned home without the filing of a formal court case, and the youth may be referred to support programming or services (see the Illinois Juvenile Court Act, 705 ILCS 405/Art. V Pt. 3). In Chicago during 2019, police station adjusted (diverted) nearly one-third of all juvenile arrests (CPD data).

Foundational Role of Juvenile Court and the Police

In 1899, with the establishment of the nation's first juvenile court, Chicago played host to what many observers have described as the single greatest leap toward the ideal of an effective system of juvenile delinquency intervention. However, by 1965, rising social unrest, as well as specific concerns over crime and violence, including juvenile crime, led President Lyndon B. Johnson to establish the first President's Commission on Law Enforcement and the Administration of Justice. After months of study, among the extensive findings brought forward by the commission, and its Task Force on Juvenile Delinquency, was the conclusion that the juvenile court system was falling short of its mission. The first commission wrote:

> *"To say that juvenile courts have failed to achieve their goals is to say no more than what is true of criminal courts in the United States. But failure is most striking when hopes are highest"* (President's Commission on Law Enforcement and Administration of Justice 1967: 80; Task Force on Juvenile Delinquency 1967: 7).

What a powerful statement: *"But failure is most striking when hopes are highest."* It is difficult to find unanimity in national opinion on any given public policy matter. Nonetheless, since the 1820s, there has been wide support for the premise that relative to crime and our response to it, juveniles are, and need to be handled as, special cases. Even as the public policy debate over how to best address this special

population has fluctuated over the past 200 years, finding an effective response to juvenile delinquency has been a continuing and high hope. While President Johnson's commission acknowledged the struggle of the juvenile court process to meet its mission, the commission neither abandoned the longstanding hope for a special response to the juvenile offender nor advocated for the end of our juvenile courts. The commission's Task Force on Juvenile Delinquency wrote: *"What is required is rather a revised philosophy of the juvenile court based upon the recognition that in the past our reach exceeded our grasp"* (Task Force on Juvenile Delinquency 1967: 9).

In Chicago, and in communities across the United States, there is continuing hope that we can improve the response to juvenile crime. It is the hope of those of us in law enforcement that this *President's Commission on Law Enforcement and the Administration of Justice* will be able to strengthen support for our juvenile courts as a foundation for wider and more effective delinquency intervention, and in so doing, make the next great leap toward improving the nation's response to juvenile crime.

The Johnson Commission feared that the abandonment of juvenile court would simply return the nation to using the criminal courts to address juvenile crime – and they firmly rejected that outcome. As I will touch on further in the "All of the Above Response" section of my testimony, we should not allow the question to be one of the juvenile courts "or" diversion and deflection approaches. The complexities of the nation's juvenile crime issue require a multi-layered "and" approach. As such, this Commission should once again encourage those frustrated with the juvenile justice system not to abandon our juvenile courts. Just as returning all juvenile offenders to the jurisdiction of the nation's criminal courts is an idea to be rejected, so too is the idea that the complexities of juvenile crime can be adequately addressed solely through the use of full deflection to non-court, community alternatives. Since the 1960s and 70s, our juvenile courts have made greater strides relative to including community-based, diversion programs for use with lower-level delinquency and youth with limited arrest histories. Police officers support expansion of such efforts, when consistent with the restorative justice model, and when such approaches can reasonably be expected to: (a) effectively address the needs of the involved youth, (b) ensure the safety of victims, and (c) reduce the potential harm to the community from possible continuing delinquency.

Without question, it is hoped that parents, schools, faith-based organizations, and other community programming and service approaches will both: (1) have the tools necessary to assist each young person involved in delinquent activities, and (2) have the level of cooperation among those same young people and their parents or guardians to actually get them in and through the needed services. However, the reality is that a great many youth – particularly those most deeply involved in gang activity and drug dealing – may not yet be in a place where they are ready to willingly engage in services. Absent follow-up monitoring by the police for services connected via a station adjustment, or via the prosecutor's office or juvenile probation department for prosecutor-level diversion, such youth simply dropout, and do not receive the services needed. If we draw from a medical model, it is as if a prescription was written for the involved young person, but that young person never received the medicine or failed to take the full dose as prescribed. How can we expect the services to work if the young person never actually received them?

All delinquency intervention – beyond the young person's self-motivation to actively participate – relies upon the existence of a support structure to guide the youth toward positive change. When home, schools, or community programs are unable to reach a youth resistant to change, it falls to our juvenile courts to provide the structure essential for the needed change to have any chance to occur.

Juvenile Crime – the Adult Factor

A significant portion of the violent crime involving juvenile offenders in Chicago, and countless towns and cities across the country, has gang connections. Particularly with respect to the more established gangs and those actively involved in the drug trade, these organizations can be multi-generational in nature, and they are controlled by adults with extensive criminal histories. Juveniles can be easily influenced, and if caught selling drugs or carrying a gun, given they are juveniles, they are far less likely to receive the same level of consequences in court that an adult would. Such provides an incentive for gangs to seek out

juveniles to perform the basic criminal activities of the gang. In larger, more organized gang structures, the leaders will use layers of intermediaries to further shield them from legal accountability for the criminal acts they encourage or direct juveniles to perform. A harsh secondary reality, from the view of the adults controlling a gang, when "necessary" juveniles are more easily replaced and expendable.

On August 28, 1994, a 14-year-old girl named Shavon Dean was murdered as she played near the front of her home in Chicago. Had she lived, Shavon would now be a 39-year-old woman. Sadly, beyond her family, few probably recognize her name, even though in 2016 the city designated an honorary street name – her name – at 108th Place and Wentworth Avenue, the block where she lived and was murdered. The nickname, "Yummy," by which her 11-year-old killer Robert Sandifer was known, is more widely remembered, and it remains a haunting reminder to many veteran Chicago police officers, the Dean family, and countless older community members of the worst that can come from juvenile crime. In 1994, Time magazine reporter Julie Grace captured the pain.

> *"Deborah Dean rubs her arms for warmth and shakes her head. The gunshots still echo; the memory of panicked footsteps raises the hair on her arms. 'Deborah, call an ambulance!' her nephew had cried. And then she saw her husband standing over the body of her daughter Shavon, 14. 'My 12-year-old had to call the ambulance. I just collapsed.' The family had been in the middle of an evening barbecue at their home in the Roseland section of Chicago when gunfire from what was believed to be a gang-initiation rite sent the fatal bullet into Shavon. 'There's no words to say how I feel,' says Dean. 'Whatever I say, it's not going to bring my daughter back'" (Time, "There are no children here," Sep. 12, 1994).*

Prior to Shavon's murder, "Yummy," at age 11 was already involved in the drug trade of a major Chicago street gang, and he had already been arrested 40 times, including for drug crimes and armed robbery. He had been prosecuted in juvenile court eight times for felony cases, and sentenced twice to probation. On that August evening in 1994, Sandifer had been assigned by older gang members to shoot at a group of boys playing football, who were believed to include rival gang members. "Yummy" shot one boy in the hand, and one bullet went past the group of boys and struck Shavon in the head killing her. And yet, the maiming of one boy and the murder of a 14-year-old girl, in an act of extreme gang violence by an 11-year-old, was not the end of this story. Quickly identified as the murderer, a massive police response led the gang to hide Sandifer. Concerned "Yummy" might talk to police if caught, and then implicate those who sent him, gang leaders ordered two other juveniles – gang members – Derrick (age 14) and Craig Hardaway (age 16) to kill Sandifer. Sandifer was picked up by the Hardaway brothers from a safe house, and he was told that he was going to be moved out of the city. Instead, "Yummy" was taken just nine blocks from where he had been picked up, and under a neighborhood railroad viaduct he was executed. Not for killing Shavon; he was executed because of the danger he represented to those who had sent him. No adult gang members were ever prosecuted in the murders of Dean or Sandifer – the shield held.

The involvement of juveniles in serious, violent and chronic delinquency often has a connection to the criminal conduct of adult offenders. This adult connection to juvenile offending is particularly evident when the influences of criminal gang activity are involved. However, rarely are the adults that are at the root of the "pushes" and "pulls" of juvenile delinquency held accountable. Existing statutes regarding compelling gang membership and intimidation require the proving of a direct victimization of the involved juvenile by the adult, and such cases are difficult to prove absent the full cooperation of the involved juvenile. Secondly, many juveniles in these circumstances do not cooperate based upon a belief in the false promises of solidarity from the gang, and still others do not cooperate based on fears of retaliation. Such was the case with the Hardaway brothers. In a 2014 WGN-TV News interview from an Illinois prison, Craig Hardaway spoke of how Sandifer's murder was *"not in my control,"* and how he feared for his own life had he not carried out the murder. When Derrick Hardaway was asked by reporter Tonya Francisco: "Why not tell?" He responded: *"Because I believed in the foolishness that they were tellin' me, far as the gangs and that lifestyle"* (WGN News, Dec 12, 2014).

When we do see 11-year-old, 14-year-old, and 16-year-old children being arrested with non-family-member adults age 18 or 19, or in their 20s, or even older – such requires a response that discourages these and other adults from using juveniles to further their own criminal objectives. Existing statutes regarding acts that contribute to the delinquency or criminal delinquency of minors are structured as an additional offense, requiring prosecutors to prove that the involved adult actively solicited, compelled, or directed a minor to engage in the commission of the offense. These statutes are difficult to prove (particularly without the cooperation of the involved juvenile), and they are infrequently charged. When these statutes are charged, they are likely to be dropped as part of the plea-bargaining process. As a result, these two factors diminish their potential to deter criminally-motivated adults from continuing to make use of juveniles to further their own criminal objectives.

To address this contributing adult factor of juvenile crime, the adoption of sentence enhancement approaches for use at both the federal and state prosecutorial levels is recommended. Such provisions could be enacted similar to those that currently exist for convicted offenders who used a firearm when committing their crimes. The sentence enhancement approach would not require the charging of a separate offense, rather only the inclusion, as part of the factual basis of the offense charged, proof that a co-offender was a juvenile at the time of the crime.

All of the Above Response

Gang leaders, who seek out the children of others to advance their own criminal agendas, do not pose the only dangers contributing to the risk that a juvenile may become involved in delinquent behavior. Sadly, for too many children there are risks in their homes as well. Research has shown that there is a connection between the maltreatment and abuse of children and their subsequent involvement in delinquency. Such was the case with "Yummy" Sandifer. Now publicly available information regarding his childhood experiences show that Robert Sandifer had been an abused child, and the earliest state child protective services agency records dated back to when he was just 22 months old. Regarding the pattern of abuse and neglect experienced by Sandifer, then Cook County Public Guardian Patrick Murphy said in 2001: *"If ever there was a case where a kid's future was predictable, it was this case"* (Time, *"Murder in Miniature,*" June 24, 2001). Fortunately, research also indicates that while abuse and neglect are associated with future delinquency – future delinquent behavior is <u>not</u> inevitable and intervention is possible (see *"Understanding Child Maltreatment & Delinquency,"* CWLA Press, 2003).

It is recommended that the Commission encourage greater collaboration between child welfare agencies and juvenile court, and within our juvenile courts themselves, between the child protection and the delinquency sides of the courthouse. Releasing delinquent children back into homes where they are being neglected and abused is both wrong and a failed approach in reducing delinquency among these children.

Getting Arrest Record Expungement Right

There are valid concerns that the consequences of a permanent record of youthful behavior can linger into adulthood in harmful ways. Juvenile arrest and court records must be strictly confidential, and the expungement of these records (except in the most extreme cases) can appropriately occur quickly (even immediately upon reaching adulthood, provided that all sentence obligations have been completed and the offending is not ongoing). However, expunging these records while youth are still youth is problematic, as it leaves police and social service workers blinded, as they seek to identify the intervention approaches appropriate for those youth. Consider again the medical model. What may be symptoms indicating a minor ailment (a cold perhaps) and correctly diagnosed at an urgent care center, may also be the early signs of a more serious illness requiring far deeper care. If after each visit (arrest) we are wiping the medical (arrest) history clean – then those seeking to identify the most effective treatment approach will only detect cases with emerging levels of seriousness <u>after</u> serious – even violent offending has already occurred. Such is neither in the "best interests" of the involved youth, nor the community. More succinctly: there are no *"Men in Black"* memory wiping devices, and even when those in the system have forgotten, the involved youth remember. Some juvenile offenders will equate the system's memory loss

with the notion that their involvement in delinquent acts is not a problem – giving them false confidence that they can continue in their problem behaviors without the risk of serious consequences.

In 2018, the Chicago Police Department's (CPD) Youth Investigations Division released a brochure to the parents of arrested youth, entitled: *"Help Us Keep Kids Always from Crime in Your Area."* In the brochure, parents were reminded that adults and older teens can influence younger children into behaviors *"their parents would not approve."* Parents were also advised that in 2016, a youth age 10 to 17, who had not been arrested, had a risk of being murdered of just 0.4 in 10,000. A similar youth arrested just once had a murder risk of 15.0 in 10,000 (38 times higher), and a youth arrested four times had a risk of 64.0 in 10,000, a full 160 times higher than the youth who had not been arrested. Of course, it is not the arrest that raises the risk. The increased risk comes from the fact that the behaviors causing youth to come to the attention of police also bring those youth into contact with others – some of whom are inclined toward violence. Expunging juvenile arrest records does nothing to lower the victimization risk for the involved youth, it only conceals that risk from police and others seeking to identify the need for intervention approaches. An expungement process that leaves youth vulnerable to victimization is not in their best interests.

Overall Recommendations for Consideration by the Commission

The following recommendations are offered to the Commission:

Recommendation 1: Harness the Potential of the Juvenile Court Structure

Once again acknowledge the importance of the nation's juvenile courts as essential to the effort to address juvenile crime.

Recommendation 2: Multi-Layered Community Response

Encourage the establishment of a full, comprehensive response continuum relative to youth actively engaged in delinquency. Such efforts should include: (1) robust prevention programming that increases the abilities of parents to effectively respond at home; (2) effective child welfare monitoring whenever neglect or abuse is detected; (3) deflection programming options for first-time, non-violent youth, without service mandates by police, prosecutors, or the courts; (4) diversion programming options that include service completion requirements, and appropriate re-engagement collaboration efforts by police, juvenile probation, or prosecutors for those youth with emerging patterns of delinquency; (5) intervention support efforts for youth unable or unwilling to meet service engagement requirements, to include juvenile court itself; and lastly (6) the formal filing of delinquency petitions seeking court intervention with all youth that are involved in serious acts of violence or chronic patterns of delinquency harmful to the community.

Recommendation 3: Balanced Approach to Records Expungement

Encourage the states to delay the automatic expungement of juvenile arrest and court records until the individual has reached adulthood and has successfully completed all disposition requirements.

Recommendation 4: Address the Contributing Adult Factor

Encourage legislation mandating sentence enhancements at both the federal and state levels for adult offenders who knowingly engage in felonious crimes with non-family-member juveniles as accomplices. Such enhancements should be on a graduated scale consisting of: in non-violent felony offenses, an additional year; for violent crimes that did not result in great bodily harm or death to any victim, an additional five years; for violent crimes resulting in great bodily harm to a victim, but not a death, an additional ten years; and for any violent crime resulting in the death of a victim, an additional 20 years.

Closing Statement

I share the enthusiasm for the work of this Commission expressed by National FOP President Patrick Yoes, and I would like to once again thank the members of the Commission, and the members of the Juvenile Justice and the Youth Crimes Working Group, for your efforts and the opportunity to speak to you today. I look forward to answering any questions that you may have.

Thursday, May 7, 2020

Pam Iorio

President and Chief Executive Officer

Pam Iorio is the President/CEO of Big Brothers Big Sisters of America, the country's oldest and most effective mentoring organization. Iorio has led the organization since March 31, 2014.

BBBSA is reinvigorated as it continues to be the nation's gold standard in mentoring. In 2017, the National Board of Director's adopted a five-year strategic plan focused on building needed infrastructure for the 240 BBBS agencies across the country. In 2018, BBBS unveiled a rebranding, modernizing their look and message. In 2019 BBBSA transformed their technology to a national state-of-the-art system that tracks each mentoring match and outcomes.

Iorio, the former two-term Mayor of Tampa, Florida, (2003 – 2011) successfully led the 54th largest city in the United States, leaving office in 2011 with an 87 percent approval rating. Elected in 2003, Iorio's tenure was noted for: a revitalized downtown, including the construction of the Curtis Hixon Waterfront Park and major segments of the Riverwalk; an unprecedented reduction in crime; a massive investment in infrastructure; redevelopment throughout the city; a commitment to the arts; and fiscal soundness, with financial reserves tripling even during a recession. In 2011 she received The University of Tampa's Center for Ethics, Tampa Bay Ethics Award.

First elected to public office at age 26, Iorio was the youngest person ever to win a seat on the Board of County Commissioners for Hillsborough County, Florida. In 1992 she was elected for the first of three terms as the county's Supervisor of Elections. In 1999 she served as the president of the State Association of Supervisors of Elections, where she served as spokesperson for the organization during the highly publicized 2000 presidential election in Florida. In 2002 she was awarded Leadership Florida's Distinguished Alumnus Award for her statewide efforts on election reform.

In 2012, after three decades in public life, Iorio authored a leadership book, "*Straightforward, Ways to Live and Lead,"* and helped organizations build strong and effective leaders. She also served as the Leader-in-Residence at the John H. Sykes College of Business at the University of Tampa. In 2012, Iorio was asked to serve as the interim CEO of The Children's Board of Hillsborough County after the agency went through significant leadership challenges. She served in that capacity until July 2013, setting the agency on a positive course.

Iorio graduated from The American University in Washington, D.C. with a B.S. degree in Political Science and holds a master's degree in History from the University of South Florida.

Testimony of Pam Iorio, president and CEO of Big Brothers Big Sisters of America to the Presidential Commission on Law Enforcement and the Administration of Justice
May 7, 2020

Chairman Keith and Commissioners, I am Pam Iorio, the president and CEO of Big Brothers Big Sisters of America. I appreciate this opportunity to testify before this Commission about our one-to-one mentoring model and innovative law enforcement mentoring that speaks to the Commission's goals of reducing crime, reducing the number of youths involved in the juvenile justice system, and growing understanding and respect for law enforcement.

Since 1904, Big Brothers Big Sisters has been using the power of one-to-one mentoring relationships to help children reach their full potential. Our mission is to create and support one-to-one mentoring relationships that ignite the power and promise of youth. We have been devoted to changing the life trajectories of vulnerable youth since the program was first founded as a court diversion program in New York City. We call our volunteer mentors "Bigs" and the young people they mentor, "Littles."

In 2019, BBBSA agencies served more than 135,000 Littles across the country. Of these, 73% were eligible for free lunch; 15% had one or more parents incarcerated, and 57% were being raised in a single-parent home; 35% live with a family member experiencing mental health concerns; 26% have a family member struggling with substance abuse. Our programs are evidence-based, and our data shows that mentoring builds key social and emotional skills youth need to succeed in academics, career, and life.

The one-to-one mentoring model works and should be endorsed to prevent young people from entering the juvenile justice system.

Our one-to-one mentoring model is designed to promote emotional support, positive social skills and behaviors, feelings of safety and security, academic skills, and positive relationships with family and peers. Research on our Community-Based Mentoring Program has shown that overall, youth enrolled in Big Brothers Big Sisters programs are 46% less likely to begin using illegal drugs, 27% less likely to begin using alcohol, and 52% less likely to skip school. Over the past 10 years BBBSA has served a total of 2,689,388 youth with caring adult mentors, changing the trajectory of young people's lives for the better. When you consider the annual cost of juvenile incarceration of $35,000-$64,000 compared to Big Brothers Big Sisters annual cost of $1800 to serve each youth, the potential savings from successful mentoring is billions of dollars.

Funding for OJJDP mentoring programs should be expanded.

We receive yearly funding from OJJDP which is allocated to our agencies to make matches, carefully vetted and professionally supported, between adult mentors and their mentees. With this grant funding received from OJJDP, we were able to offer impactful mentoring to over 7,900 youth in the last year. And here is the statistic that the Commission might find most interesting: Of the young people mentored through OJJDP grant funding who had previously been in the criminal justice system, 99.9% did not re-enter after being matched with their mentor. Why? Because of the nature of the strength of the relationship built with a trusted adult in their lives - their mentor.

Bigs in Blue/Bigs in Badges should be a robust, national program and encouraged on the state and local level.

A few years ago, concerned about the increasing tensions in many communities between police and the communities they serve, we took a local BBBS program that connected law enforcement with young people in a one-to-one mentoring model, and scaled it nationwide. Bigs in Blue/Bigs with Badges has grown from fewer than 20 agencies to 103 agencies in 35 states across the country. Mentors come from the ranks of the local police and sheriff departments to the FBI, Highway Patrol, and other law enforcement entities and court officials.

If the only time a child sees a law enforcement officer in their community is to make an arrest of a neighbor or family member, there begins a lifetime of distrust. But when a police officer becomes a Big Brother or Sister to a young person, taking an interest in his or her life and future, the attitude can change. We have seen so many instances of real friendships forming, not just with the young person, but with entire families.

In my former life as Mayor of the City of Tampa, our Police Chief at the time, Chief Hogue, was a Big Brother. His Little Brother was nine years old and lived in one of the most economically challenged communities in the city. One day, when talking about career choices, the Chief gave his Little his Chief's cap to keep. The Little's mother called the Chief to tell him that every night her son slept next to the Chief's cap and now wanted to be a police officer.

In Florida, Attorney General Ashley Moody is a strong supporter of Bigs in Blue and has formally asked all statewide law enforcement officials to become mentors. That kind of leadership, if multiplied across the country, could make a significant difference in our police/community relations.

Virtual mentoring initiatives should be encouraged and supported during this pandemic.

The coronavirus pandemic is changing so many aspects of our lives. Our organization is all about the strength of each relationship, and the many activities our matches enjoy. Social distancing is making it difficult for our Bigs and Littles to be together. But it has not stopped the creativity and innovative spirit of the BBBS Federation.

The National Office is currently building an e-mentoring platform to be integrated into our national database that tracks the progress of each match. This will be done in mid-June and will open many more possibilities for Bigs and Littles to engage virtually. Making new matches, and keeping current matches together, and doing so in a safe, virtual environment, takes expertise and skill. BBBSA has been a leader in the industry in providing safe, effective mentoring programming through our affiliate

network, partnering closely with organizations like the National Center for Missing & Exploited Children to address evolving technology-based safety risks to children and youth.

Commissioners, I thank you for the time and the interest you are demonstrating by serving on this important Commission and listening to this and other testimony.

Our recommendations from Big Brothers Big Sisters of America include the following:

1. **The one-to-one mentoring model works and should be endorsed to prevent young people from entering the juvenile justice system.**

2. **Funding for OJJDP mentoring programs should be expanded.**

3. **Bigs in Blue/Bigs in Badges should be a robust, national program and encouraged on the state and local level.**

4. **Virtual mentoring initiatives should be encouraged and supported during this pandemic.**

All of us have the capacity to ignite and defend the potential of young people. It is a privilege for me to represent an organization that reflects this can-do spirit of America, and to see the positive results. We can do more. Each year we have tens of thousands of young people on our waiting lists at agencies throughout the county, hoping to be matched with a Big Brother or a Big Sister. As you continue your worthwhile work, which will undoubtably result in positive changes, I hope you will include the mission of Big Brothers Big Sisters as part of the solution.

Thank you.

Steve Salem

President & Chief Executive Officer, Cal Ripken Sr. Foundation

Steve Salem joined the Cal Ripken, Sr. Foundation (CRSF) as its President and CEO in March of 2006. In this capacity, Steve has helped to build the CRSF into a truly impactful national organization. He has overseen the development of a significant national Board of Directors; the growth of the organization staff infrastructure; the creation of a broad program direction, including the development of the CRSF National Youth Development Park Initiative; and the creation of a sustainable, comprehensive resource development plan.

Prior to joining the Foundation, Steve served as Vice President of Government Relations for Boys & Girls Clubs of America, where he helped to raise more than $500 Million for local Clubs serving our country's most at-risk communities. In addition, he has worked closely with leading youth advocates to help pass critical child safety legislation including, the Adam Walsh Child Safety and Protection Act of 2006, and the National Amber Alert program in 2003.

In his volunteer capacity, Steve serves on the Board of Trustees at the Mystic Aquarium and Institute for Research in Mystic, CT, and on the Board of Directors at the National Center for Missing & Exploited Children, based in Alexandria, VA.

Steve and his wife Gregg have twin sons, Alex and Jake, and reside in Gaithersburg, MD.

Written Testimony
Steve Salem, CEO & President
Cal Ripken, Sr. Foundation
Mentorship of Juveniles & the *Badges for Baseball* Program

Organizational Background and Mission: Incorporated in 2001, the Cal Ripken, Sr. Foundation ("CRSF") is a national 501(c)(3) nonprofit organization based in Baltimore, Maryland that implements youth development mentoring programs in 48 states, and Washington, D.C., impacting over 1.5 million at-risk youth each year. In 2008, CRSF created our evidence-based juvenile crime prevention and youth mentoring program, *Badges for Baseball ("Badges")*, in collaboration with the U.S. Department of Justice. We use sports-themed afterschool activities to bring police officers, youth mentors, and underserved kids primarily ages 9 to 14 together to teach critical life skills and build trust within the community by introducing law enforcement and public safety officers as mentors and role models. Through our year-round mentoring program, we are able to nurture and develop socio-emotional outcomes in our mentees which enable at-risk youth to change their trajectories in life and make good choices that help them to avoid negative behaviors and the juvenile justice system.

The Need for Youth Mentoring & the *Badges for Baseball* Program: The need for programming that pairs youth with caring adults has never been greater. Child poverty has reached record levels with one in five children (16.1 million) living in poverty.[i] Each day, nearly six million youth return home to an empty house, and nearly 15 million children are in need of mentors.[ii] To break this cycle of vulnerability, programs must encourage and empower youth to make positive choices, by allowing them to grow in a safe and nurturing environment. In fact, youth participating in team sports and effective mentoring programs statistically have better academic performance and improved classroom behavior, in addition to lower rates of cigarette smoking, teen pregnancy, and illegal drug use.[iii]

CRSF provides the resources, on-going training, and curriculum materials to run an instructive program, so that our law enforcement mentors and youth partners can focus on mentoring youth and harnessing their energy in positive directions. Studies have shown that children participating in well-implemented, quality, out-of-school programs reap a range of positive benefits, including higher reading and math scores, increased self-esteem, higher school attendance, and decreased dropout rates.[iv]

Badges program mentees struggle with multiple risk factors which include living in disadvantaged communities. The percentage of adolescent children living in low-income families has been on the rise – increasing from 36 percent in 2006 to nearly 41 percent in 2011.[v] Successful strategies for lifting families out of poverty include creating relationships between youth and supportive role models/mentors that can increase academic achievement, reduce truancy and substance abuse, improve relationships with others, and reduce high school dropout rates (a contributing factor to the cycle of poverty).[vi]

There is also a strong correlation between youth from single parent homes, specifically fatherless homes, and juvenile difficulties or delinquent behavior. Some alarming statistics about at-risk youth that come from a fatherless home include: 63% of youth suicides; 85% of all youths in

prison; and 75% of all adolescent patients in chemical abuse centers. “A study of 109 juvenile offenders indicated that family structure significantly predicts delinquency. Adolescents, particularly boys, in single-parent families were at higher risk of status, property, and person delinquencies.”[vii]

Badges participants are challenged by the following high-risk factors:

- 79% are eligible for free or reduced-price school lunch.
- 66% are economically disadvantaged.
- 54% are from single-parent homes.

Overall, the *Badges* program has been implemented in 536 communities across the country, primarily in economically distressed communities. Many youth today do not come into contact with law enforcement outside of the constructs of the juvenile justice system, particularly those youth identified as at-risk. Not surprisingly, studies have found that such youth tend to have significantly less favorable attitudes toward police than those who have experienced no contact, positive or neutral.[viii] These negative interactions contribute to the cynical perception of law enforcement that has become all too common in communities today.

Even youth who are exposed secondarily to negative interaction with law enforcement, through that of family or friends, consequently, have difficulty trusting in procedures and decisions put into place by police officers. This often results in a rejection of law enforcement completely. These negative concepts create a major gap in trust and, subsequently, increase juvenile delinquency, in that adolescents who do not show any trust in the police are 4.3 times more likely to believe that laws and orders can be disobeyed.[ix]

Clearly, the concept of establishing trust is essential to building positive, constructive relationships because without it, there is little reason to respect and follow the requests or expectations of authority figures. Waiting until youth have had a negative experience with law enforcement, creates a stigma that is difficult to debunk. It is prior to this experience that law enforcement can bridge the gap with youth in their community to begin building a foundation for positive relationships. When officers are proactively engaged with community youth (and the community in general), it can help eliminate the perception that all police officers are untrustworthy or “bad.” The earlier youth experience positive interactions with police officers through programs like *Badges*, the more likely they will build lasting relationships and be encouraged to be active contributors to society. When law enforcement, citizens, businesses, and social services work together, it helps to bridge the gap in trust between law enforcement and the community.[x]

Badges is designed to mitigate risk-factors by providing weekly, year-round mentoring programs that address the challenges these kids face each day. *Badges*, in conjunction with many of the Ripken Foundation’s enrichment programs, provides opportunities for youth to interact with positive adult mentors, law enforcement, public safety officers, and youth development professionals who educate children on the tools to become successful adults.

Bessy Banegas, the 2020 national CRSF scholarship recipient, from our Houston *Badges* program, is just one example of how our program improves the lives of at-risk youth. Both of her

parents emigrated as teenagers from Honduras and faced many obstacles and setbacks due to language barriers. The day-to-day struggles forced her parents to work long hours and leave their children in the care of neighbors. As Bessy grew up, so did the temptations around her. She initially surrounded herself with people who participated in illegal activities. Under those negative influences, she made some poor choices during her middle school years and ended up experimenting with drugs and being arrested in her freshman year of high school. After this major setback, through social media, she learned about the *Badges* program and in a short time found a true sense of family and community. She started volunteering in the program and found herself becoming a mentor and coach to the other kids. From setting up the fields to leading instructional drills, Bessy was able to connect with other kids in a positive way, and it inspired her to want to be a leader in her community. In addition to her participation as a peer mentor in the *Badges* program, Bessy became the captain of the high school varsity volleyball team, co-captain of the basketball team, and president of the Craft Club. Bessy now attends Howard Payne University in Brownwood, Texas, pursuing a degree in Business Administration, with a minor in Communications, while also being a part of the school's volleyball team. Bessy credits participation in the program with helping to turn her life around.

As shown through Bessy's experience, participation in afterschool programs can have a reparative effect on a range of prevention outcomes including: avoidance of drug and alcohol use, a decrease in delinquency and violent behavior, avoidance of sexual activity, and reduction in juvenile crime and obesity rates.[xi] The Ripken Foundation helps our mentors teach children how to make positive behavioral decisions that lead them away from negative outcomes and toward a productive life where they can visualize their success.

Description of the program – *Badges for Baseball* – Juvenile Crime Prevention Initiative: As our recent Michigan University research study confirms, the *Badges* program model is a proven effective, evidenced-based program that has the ability to positively connect youth with law enforcement officers on a regular basis, while repairing strained relationships within the community.[xii] This simple, but effective, well-structured group mentoring program deters juvenile crime by providing youth the tools to transcend their difficult circumstances and gives law enforcement and youth-serving professionals an easy access point to build trusting relationships with kids and their families. The positive, healthy relationship between police and at-risk young people is the beginning of real change in distressed neighborhoods across the country.

Each week underserved young people are mentored by our program partners and law enforcement officers. Kids participate in sports activities while mentors integrate the Ripken Foundation's discussion-based, character education curricula, which focuses on building life skills, and developing personal accountability and respect for their communities. Before, during, and after sports activities, trained *Badges* mentors use the specially designed lesson plans to engage mentees in discussing a variety of topics including personal accountability, leadership, teamwork, and peer influences/choices. In addition to the *Badges for Baseball Coaches Manual*, CRSF also provides program partners with the *Healthy Choices, Healthy Children* curriculum flipbook series to help mentors expand these discussions and relate them to topics such as nutrition, fitness, resilience, anti-bullying, anti-cyber bullying, financial literacy, being an

engaged U.S. citizen, physical fitness, and nutrition. This series also includes a guide on adaptive sports for mentors working with youth who have disabilities.

The success of the *Badges* program helped CRSF to create other youth development programs under the *Badges* umbrella to enhance opportunities for kids, such as: the Ripken Summer Camp; *College Day Experience*; Instructional Leagues; Ripken Foundation STEM Centers; one-day multisport and mentoring training clinics; and *I'm GREAT* (Girls Respecting Each other And Themselves), a gender-based initiative. These programs allow us to expand our programmatic reach and expose kids to unique experiences like an overnight camp; college life; structured league play; STEM learning; one-day sports clinics that garner excitement for local programs; and a girls' curriculum that targets issues and challenges that girls face in adolescence.

We have found two significant outcomes arise from *Badges*: (1) young people are deterred from the activities associated with juvenile delinquency, and (2) community members and law enforcement officers are provided with direct opportunities to build affirming relationships and find common ground through structured, yet fun activities. This is consistent with studies that show providing youth with opportunities to connect with their community in positive ways can further enhance their favorable opinions of both the community and the police.[xiii] This meaningful connection develops trust between law enforcement and community members, promoting a healthy relationship that solicits positive future outcomes.

***Badges for Baseball* – Law Enforcement Partners:** Since 2008, CRSF has relied on partnerships with local and national law enforcement agencies to help us deliver *Badges* programs across the country. These community partnerships between law enforcement agencies and local youth-serving organizations provide a space and youth audience for the program to run, as well as a means to build relationships between the local organization's staff, board, and parents with participating officers. The local youth partners are acutely aware of the needs in their community and therefore, become an essential partner in the bridge between law enforcement mentors, youth, and the community. Law enforcement mentors are critical to the success of the *Badges* program because their mentorship is the stimulus that creates real systemic change in the lives and communities of the kids we impact.

We currently have 1,137 law enforcement mentors partnering in existing *Badges* programs across the country. Examples of important partnerships include those with the U.S. Marshals Service, Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA), Maryland State Police, as well as local police agencies in communities such as: Milpitas, CA; Baltimore, MD; Pinellas, FL; Tampa, FL; Minneapolis, MN; Fayetteville, NC; Raleigh, NC; Knoxville, TN; Dallas, TX; Newport News, VA; and Green Bay, WI.

***Badges for Baseball* – Program Evaluation:** In 2018, the University of Michigan Prevention Research Center concluded a three-year research study of *Badges* that officially categorized our program as **evidence-based** and helped us to better understand the effects of our program on youth developmental outcomes. The key results of the study revealed that *Badges* participants showed significant improvement in the following measured outcomes: perceptions of substance use risk, aggressive behavior, school disciplinary actions, empathy skills, social competence, conflict resolution skills, peer support, academic competence, self-worth, personal values,

community engagement, and leadership ability. The participants in the *Badges* program also improved at a significantly faster rate than the other youth program participants on the following outcome measures: reports of personal values including personal commitments to be ethical, honest, hard-working, and responsible. *Badges* participants also reported higher relationship skills, psychological well-being, personal values and behaviors, as well as a decrease in risky behaviors. Ultimately, "this three-year study by the University of Michigan research team strongly suggests the value of participating in *Badges for Baseball*. The participants improved on a variety of developmental outcomes that are critical for at-risk youth learning essential life skills that help them achieve success on and off the playing field. In addition, engaging local law enforcement as program mentors has the potential to build stronger police-community relationships for these youth and their families," reported Dr. Thomas M. Reischl, Principal Investigator, University of Michigan School of Public Health Prevention Research Center.

***Badges for Baseball* – Growth, Reach, and Impact:** CRSF has seen significant growth over the last 19 years in reach and impact. Since, the launch of our *Badges* program in 2008, we have grown from impacting a little over 70,000 at-risk youth to 1.5 million per year and increased our geographic reach from 20 states in 2008 to 48 states, and Washington, D.C. today. As our reach grew so did the number of youth partners and law enforcement mentors. In 2008, we implemented our first *Badges* programs with the help of 370 coaches and mentors, and today, we have 6,622 coaches, law enforcement officers, teachers, volunteers, and other mentors working with kids in CRSF programs.

Over the last two months, in response to the COVID-19 pandemic, the Foundation has temporarily shifted our focus to help our program participants and their families with essential needs. Together with our corporate partners, we have launched the *Strike Out Hunger* campaign to help Feeding America distribute meals to families around the country struggling with food insecurity. We have also, in a time of social distancing and lockdown restrictions, adapted our *Badges* curriculum so that it is available virtually at no cost to our program partners.

Recommendations for the Commission: There are three primary recommendations that we would like to make to the Commission which will help at-risk youth make healthy behavioral decisions, build trust with law enforcement, and avoid criminal activity and involvement in the juvenile justice system:

1. Police executives should encourage their officers, especially in urban areas struggling with high crime rates, to engage as role models and mentors in youth development programs.
2. Congress should appropriate additional funding to the Office of Juvenile Justice & Delinquency Prevention for national mentoring organizations with proven, evidence-based outcomes.
3. Congress should appropriate additional funding to C.O.P.S. Office to support further enhancement of their Community Development Program.

Links to additional information: For more information on the *Badges* program, the CRSF annual report, and to find all of our character education curriculum, go http://ripkenfoundation.org/resource-portal.

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PREVENTION RESEARCH CENTER
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Evaluation Research Summary: Three-Year Longitudinal Study Outcomes for Cal Ripken, Sr. Foundation's Signature *Badges for Baseball* Program

Badges for Baseball and Positive Youth Development

The Cal Ripken, Sr. Foundation developed the *Badges for Baseball* program to promote positive youth development and to enhance relationships between law enforcement and youth in underserved communities. Participants in the *Badges for Baseball* program are highly likely to develop in positive ways according to the results of a three-year study by a team of University of Michigan researchers. Using a longitudinal evaluation design, the research team assessed 24 developmental outcomes among *Badges for Baseball* participants at 14 sites across the United States. The research team completed the study in two phases. In phase one, the researchers measured 24 developmental outcomes among participants in the *Badges for Baseball* program and other notable afterschool programs (that did not involve law enforcement). In phase two, they measured 14 of the 24 developmental outcomes among youth who had not recently participated in afterschool or summer enrichment programs.

Phase One: *Badges for Baseball* Participants Improved on Multiple Developmental Outcomes

In the first phase of the study (2016-2017), the research team compared 274 participants in 14 *Badges for Baseball* programs across the U.S. with 211 participants in other exemplary afterschool and summer enrichment programs in the same communities. The participants from both types of programs completed surveys assessing developmental outcomes three times: at the start of the program, at the end of program, and three months after the program. The results revealed that *Badges for Baseball* participants had essentially the same pattern of positive developmental improvements as the participants in the other exemplary afterschool/summer programs. *Badges for Baseball* participants showed significant improvement in 12 outcomes, including: improvements in empathy skills; social competence; conflict resolution skills; peer support; academic competence; self-worth; personal values; community engagement; leadership ability; perceptions of substance use risk; aggressive behavior; and school disciplinary actions. In addition, the *Badges for Baseball* participants reported beliefs that are more positive about police than participants in the other programs on all three surveys.

Phase Two: *Badges for Baseball* Participants Had Significantly Stronger Developmental Outcomes than Youth Who Do Not Participate in Afterschool Programs

In the study's second phase (2018), the University of Michigan research team compared developmental outcomes of *Badges for Baseball* participants with middle school youth who had not participated in structured afterschool or summer enrichment programs. The research team collected surveys from 847 middle school students in four of the original 14 study sites to help ensure these students were exposed to the same community risk factors as the *Badges for Baseball* program participants. The middle school students who reported recent participation in afterschool or summer enrichment programs were dropped from the comparative analyses. The middle school students completed surveys assessing 14 of the developmental outcomes used in the study's first phase. The analyses compared the survey responses of the middle-school students (program non-participants) with the end-of-program and follow-up survey responses from the *Badges for Baseball* participants. The results of the study suggest that participants who completed the *Badges for Baseball* program had significantly better developmental outcomes than the youth who had not participated in afterschool or summer enrichment programs.

Summary of Results

The analyses from both phase one and phase two of this study indicate that *Badges for Baseball* participants significantly stronger on a variety of developmental outcomes. The results from both phases are summarized in the table below. The *Badges for Baseball* participants reported higher relationship skills, psychological well-being, personal values and behaviors as well as a decrease in risky behaviors.

They also reported significantly better outcomes than non-participants at the end and three months after the completion of the program.

Summary of Evaluation Study Results from Phase One and Phase Two.

Developmental Outcomes	*Badges for Baseball* Participants **Improved Over Time** *(Phase One)*	*Badges for Baseball* Participants End-of-Program Outcome was **Better than Non-Participants** *(Phase Two)*	*Badges for Baseball* Participants 3-Month Follow-Up Outcome was **Better than Non-Participants** *(Phase Two)*
Relationship Outcomes			
Empathy Skills	✓		✓
Social Competence	✓	✓	✓
Conflict Resolution Skills	✓	✓	✓
Peer Support	✓	*	*
Positive Beliefs about Police		✓	✓
Academic Outcomes			
Academic Competence	✓	*	*
Reported Grades			
Future Expectations			✓
Psychological Well-Being			
Self-Worth	✓		✓
Life Satisfaction			✓
Positive Values & Behaviors			
Personal Values	✓		✓
Community Engagement	✓	✓	✓
Leadership Ability	✓		✓
Risky Behaviors			
Perceptions of Substance Use Risk	✓	*	*
Expected Substance Use			
Aggressive Behavior	✓		✓
School Disciplinary Actions	✓		

**This outcome was not included in phase two.*

Conclusion

This three-year study by the University of Michigan research team strongly suggests the value of participating in *Badges for Baseball*. The participants improved on a variety of developmental outcomes that are critical for at-risk youth learning essential life skills that help them achieve success on and off the playing field. In addition, engaging local law enforcement as program mentors has the potential to build stronger police-community relationships for these youth and their families.

Report submitted by Dr. Thomas M. Reischl, Principal Investigator, University of Michigan School of Public Health, October 2018.

Badges for Baseball and Positive Youth Development

Final Report

August, 2018

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SCHOOL OF PUBLIC HEALTH
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Executive Summary

The goal of this evaluation study was to understand the effects of Badges for Baseball on positive youth developmental outcomes. The Cal Ripken, Sr. Foundation (CRSF) developed and disseminated the Badges for Baseball program to promote positive youth development and to enhance the relationship between law enforcement and youth in underserved communities across the United States. Law enforcement officials served as coaches and mentors, using team sports and the CRSF's *Healthy Choices, Healthy Children* curriculum to teach lessons about teamwork, communication, respect, and leadership.

We conducted this evaluation study in two phases. The first phase began in the summer/fall of 2015 when 14 youth-serving organizations implemented the Badges for Baseball program. Program participants completed surveys that measured 24 developmental outcomes on three occasions:

1. Before the program began (baseline assessment)
2. During the last week of the program (post-test assessment)
3. Three months after the end of the program (follow-up assessment)

We also assessed the same set of developmental outcomes among a comparison group of youth who participated in a different program at the same 14 organizations.

The second phase of this study began in the fall of 2017 and was completed in the spring of 2018. This report summarizes the results from the second phase of this study.

To ensure that the sample for the second phase was similar to the sample for the first phase, we collected surveys from large samples of students who attended the same public middle schools (grades 6-8) that the phase one participants attended. We assumed that students who attended the same public schools would be comparable in terms of their family backgrounds and their neighborhood contexts. We collected surveys from five middle schools in four of the phase one sites: Milwaukee (WI), Holmes County (MS), Neenah (WI), and Waterville (ME). After collecting surveys from the middle school students, we excluded middle school students who reported participating in afterschool or summer enrichment programs in the past year. This exclusion ensured a no-program control group of students who had not recently participated in afterschool or summer programs. Our analyses then compared the no-program student group to the two program groups (Badges for Baseball and other comparison programs) we surveyed in phase one.

The data analyses compared the developmental outcomes of the no-program control group to the outcomes of the two program groups (Badges for Baseball and other comparison program) at two time points: (A) at the end of the program (post-test) and (B) three months after the program ended (follow-up). Both sets of comparisons revealed that program participants who completed their programs had better self-reported developmental outcomes than the youth who did not participate in ongoing afterschool or summer enrichment programs. The consistent pattern of positive developmental outcomes among Badges for Baseball and other comparison program (compared to the no-program control group) strongly suggests the value of participation in these programs.

Badges for Baseball and Positive Youth Development – Final Report

The Cal Ripken, Sr. Foundation (CRSF) developed and disseminated the Badges for Baseball program to promote positive youth development and to enhance the relationship between law enforcement and youth in underserved communities across the United States. Law enforcement officials serve as coaches and mentors, using team sports and the CRSF's *Healthy Choices, Healthy Children* curriculum to teach lessons about teamwork, communication, respect, and leadership. The goal of this evaluation study is to understand the effects of Badges for Baseball on positive youth developmental outcomes.

We conducted this evaluation study in two phases. The first phase began in the summer/fall of 2015 when 14 youth-serving organizations implemented the Badges for Baseball program. Program participants completed surveys that measured 24 developmental outcomes on three occasions: before the program began (baseline assessment) and during the last week of the program (post-test assessment) and three months later (follow-up assessment). We also assessed the same set of developmental outcomes among a comparison group of youth who participated in a different program at the same 14 youth-serving organizations.

The results of the first phase of this study were documented in an earlier report. The results noted that the Badges for Baseball participants had essentially the same pattern of positive developmental improvements as the participants in the other exemplary afterschool/summer programs. Across both groups of participants, there was significant improvement for 12 of the 24 measured outcomes, including improvements in:

- **Relationship Outcomes**
  1. Empathy skills
  2. Social competence
  3. Conflict resolution skills
  4. Peer support

- **Academic Outcomes**
  5. Academic competence

- **Psychological Well-Being**
  6. Self-worth

- **Positive Values & Behaviors**
  7. Personal values
  8. Community engagement
  9. Leadership ability

- **Risky Behaviors**
  10. Perceptions of substance use risk
  11. Aggressive behaviors
  12. School disciplinary actions

The participants in the Badges for Baseball program improved at a significantly faster rate than the other youth program participants on one of the outcome measures: reports of

personal values including personal commitments to be ethical, honest, hard-working, and responsible.

The results from the first phase of this evaluation study raised an important question: How are the participants in Badges for Baseball and similar afterschool and summer enrichment programs different from youth who do not participate in afterschool or summer programs? This was the question guiding the second phase of the evaluation study.

The goal of the second phase was to assess important developmental outcomes for youth who had not recently participated in afterschool or summer enrichment programs and to compare these assessments with the youth from the first phase of the study who had participated in Badges for Baseball and other similar programs. The second phase of this study began in the fall of 2017 and was completed in the spring of 2018. This report summarizes the results from the second phase of this study.

Phase Two Study Methods

Study Samples

One of the critical issues for the second phase of this study was the need to recruit a new sample of study participants who were comparable to the participants in the first phase of the study. We needed the second sample to be similar enough in their life circumstances to the first sample so that any outcome differences we noted could be reasonably attributed to whether or not they participated in an afterschool or summer enrichment program (e.g., Badges for Baseball). If the two samples of participants lived in different communities, attended different schools, or came from families with different economic backgrounds, any differences we found in developmental outcomes could be attributed to different life circumstances and not to differences in the participation in enrichment programs. Recruiting a similar sample during phase two was critical to improve the validity of the evaluation study.

To ensure that the sample for the second phase was similar to the sample for the first phase, we decided to collect surveys from large samples of students who attended the same public middle schools (grades 6-8) that the phase one participants attended. We assumed that students who attended the same public schools would be comparable in terms of their family backgrounds and their neighborhood contexts. We spoke to key staff at the youth-serving organizations where we had recruited participants for the first phase. We asked the key staff which middle schools their program participants attended. Then we contacted the principal at those middle schools to arrange for collecting surveys from students who attended those schools. The school principals (or their designees) instructed our study team on whether or not the survey collection was possible and how to secure the approvals from their school district.

We were successful in securing approvals from school administrators in four of the 14 communities that participated the first phase of the study: Milwaukee Public Schools (WI), Holmes County School District (MS), Waterville Public Schools (ME), and Neenah Joint School District (WI). Each of the four school districts agreed to allow a study team from the University of Michigan to recruit large samples of students at the identified middle schools. The Cal Ripken Sr. Foundation provided an incentive to each of the participating schools: $2500 in cash and $2000 of athletic equipment.

To further ensure that the comparative analyses of the participants from the first and second study phases were reasonably valid, we only used study participants from the four communities that participated in both phases of the study. In other words, we only compared the second phase sample to first phase participants from the same communities.

Finally, we were interested in comparing Badges for Baseball and other program participants (from phase one) with phase two participants with no recent afterschool or summer enrichment program experience. After collecting surveys from all middle school students during phase two, we used screening survey questions to select the participants with no recent afterschool or summer enrichment program experience. The numbers of students who participated in both study phases in the four communities are listed in Table 1.

Table 1. Number of Participants Recruited for First and Second Phases of the Evaluation Study.

	Phase One (Youth Serving Organizations)		Phase Two (Middle Schools)
Project Site	Badges for Baseball Group	Comparison Program Group	No Program Control Group
Milwaukee, WI	17	16	38
Holmes County, MS	15	17	71
Waterville, ME	23	24	64
Neenah, WI	13	5	38
TOTALS	68	62	211

Survey Measures

A second important methodological issue for the second phase of the evaluation study was the choice of developmental outcomes to measure in the study. In the first phase, we assessed 24 developmental outcomes using a survey measure. The time required to complete a survey assessing 24 outcomes, however, was nearly 60 minutes for some of the participants. For the second phase, we needed to reduce the time required to complete the survey to 30 minutes—the amount of time allocated for collecting the surveys in a school setting. The measures included in the surveys used in first and second phases of this study are listed in Table 2. In addition to including three demographic measures, we included all but one of the developmental outcome variables that improved for the study participants in phase one of the study. We did not included the Peer Support measure because we believed that measure was less important for evaluation the Badges for Baseball program. We also included three additional measures (Positive Beliefs about Police, Future Expectations, and Life Satisfaction) because we believed these measures were important outcomes of participating in the Badges for Baseball program. A copy of the survey is included in Appendix A.

Empathy Skills. Participants rated their level of agreement on a 5-point Likert scale (1-5) with five self-description statements indicating their level of empathy skills (adapted from Davis, 1980). An example statement was “I sometimes try to understand my friends better by

imagining how things look from their perspective." We used the computed average rating in data analyses.

Social Competence. Participants rated their level of agreement on a 4-point Likert scale (1-4) with four self-description statements indicating their social skills needed to make new friends and maintaining friendships (adapted from Harter, 1982). An example statement was "Some kids find it hard to make friends BUT for other kids it's pretty easy." We used the computed average rating in data analyses.

Conflict Resolution Skills. Participants used a 4-point scale (1-4) to rate how often they used five conflict resolution strategies when they were really angry at another person (Reischl et al., 2011). An example strategy was "When you get really angry at another person try to talk it out with the person." We used the computed average rating in data analyses.

Positive Beliefs about Police. Participants rated their level of agreement on a 5-point Likert scale (1-5) with five self-description statements indicating their positive beliefs about the police (adapted from Hurst & Frank, 2000 and Brandt & Markus, 2000). An example statement was "In general, I trust the police." We used the computed average rating in data analyses.

Grades. Participants reported their grades in school on a 7-item scale from "Mostly A's" (1) to "Mostly D's" (7).

Future Expectations. Participants rated their level of agreement on a 5-point Likert scale (1-5) with four self-description statements indicating their expectations for their future including being able to handle schoolwork, having good friends, staying out of trouble, and having a happy life (adapted from Wills, Sandy, & Yaeger, 2001). An example statement was "I will always have friends and people that care about me." We used the computed average rating in data analyses.

Self-Worth. Participants rated their level of agreement on a 4-point scale (1-4) with six self-description statements indicating their self-worth (adapted from Harter, 1982). An example statement was "Some kids are happy with themselves most of the time BUT other kids are often not happy with themselves." We used the computed average rating in data analyses.

Life Satisfaction. Participants reported how satisfied they usually feel about their life using a 7-point smiley-face scale (Holder et al., 2010).

Personal Values. Participants used a 4-point scale (0-3) to rate the importance of five personal values in their lives (adapted from Search Institute, 1996). An example statement was "Doing what I believe is right, even if my friends make fun of me." We used the computed average rating in data analyses.

Community Engagement. Participants rated their level of agreement on a 5-point Likert scale (1-5) with three self-description statements indicating their engagement in neighborhood improvement activities, encouraging others to help improve neighborhoods, and helping others in the neighborhood (U.S Department of Education, 2004). An example statement was "I actively participate in my neighborhood's activities." We used the computed average rating in data analyses.

Table 2. Outcomes and Variables in the Phase One and Phase Two Surveys.

Variable	Phase One Survey	Phase Two Survey
Demographics		
Grade	✓	✓
Age	✓	✓
Race & Ethnicity	✓	✓
Relationship Outcomes		
Empathy Skills	✓	✓
Social Competence	✓	✓
Conflict Resolution Skills	✓	✓
Peer Support	✓	
Peer Prosocial Involvement	✓	
Peer Substance Use	✓	
Positive Beliefs about Police	✓	✓
Academic Outcomes		
Academic Competence	✓	
School Engagement	✓	
Grades	✓	✓
Future Expectations	✓	✓
School Work Motivation	✓	
Psychological Well-Being		
Self-Worth	✓	✓
Life Satisfaction	✓	✓
Positive Values & Behaviors		
Diversity Values	✓	
Personal Values	✓	✓
Community Engagement	✓	✓
Contribution Values	✓	
Physical Activity	✓	
Leadership Ability	✓	✓
Risky Behaviors		
Substance Use Risk	✓	
Expected Substance Use	✓	✓
Aggressive Behavior	✓	✓
School Disciplinary Actions	✓	✓

Leadership Ability. Participants used a 5-point scale (0-4) to rate the truth of three self-description statements about their leadership behaviors, including their ability to organize

people to get things done and whether they often serve as leaders in groups (adapted from Zimmerman & Zahniser, 1991). An example statement was “I am often a leader in groups.” We used the computed average rating in data analyses.

Expected Substance Use. Participants used a 4-point scale (0-3) to rate the likelihood that they will (a) drink alcohol, (b) smoke cigarettes, (c) smoke marijuana, and (d) illegally use prescription drugs during the upcoming year (Center for Behavioral Health Statistics, 1971). We used the computed average rating in data analyses.

Aggressive Behavior. Participants used a 5-point scale (0-4) to rate how often they engaged in nine aggressive behaviors in the last month (adapted from California Department of Education, 2004 and Orpinas & Frankowski, 2001). An example behavior was “I pushed or shoved someone.” We used the computed average rating in data analyses.

School Disciplinary Actions. Participants used a 5-point scale (0-4) to the frequency of being disciplined in five ways at school in the past month. An example statement was “In the past month I had in-school suspension or detention.” We used the computed average rating in data analyses.

Participants

Participants were 340 program participants and middle school students from Waterville, ME, Neenah, WI, Holmes County, MS, and Milwaukee, WI who met the criteria of having participated in the Badges for Baseball after-school program, the comparison after-school program, or no after school program. We collected Phase 1 data for the Badges for Baseball program and comparison program at local youth centers. We recruited middle schools to participate in Phase 2 based on their students’ participation in Phase 1. We collected Phase 2 survey data for the no-program control group participants at those middle schools.

All participants answered four demographic questions to report their gender, grade in school, their race, and their ethnicity (i.e., Hispanic or Non-Hispanic). The tabulations of these survey responses are listed in Table 3. The chi-squared (X^2) statistic indicated if there was a statistically significant difference between the three samples in the response distributions on a demographic variable. There was no significant difference in the distribution of males and females across the three groups. There was a significant difference in the distribution of grade in school—the two program groups (Badges for Baseball and comparison programs) included students who were in elementary school grades. There was also a significant difference in ethnicity—there was a higher percentage of Hispanic participants in the phase two (middle school students) sample than the two program groups. Finally, there was a significant difference in the distribution of race responses—there was a higher percent of African American participants and a lower percent of White participants in the comparison program group. There was also a higher percent of participants in the Badges for Baseball group and the no-program control group who replied “some other race.”

Table 3. Counts and Percents for Demographic Variables for Each Sample.

Demographic Variable	Badges for Baseball (n = 68)	Comparison Program (n = 62)	Control Group (n = 210)	X^2 statistic
Gender				2.15
Female	29 (42.6%)	24 (38.7%)	100 (48.5%)	
Male	39 (57.4%)	38 (61.3%)	106 (51.5%)	
Grade in School				209.40***
3	1 (1.5%)	9 (14.5%)	0 (0.0%)	
4	25 (37.3%)	18 (29.0%)	0 (0.0%)	
5	12 (17.9%)	9 (14.5%)	0 (0.0%)	
6	9 (13.4%)	16 (25.8%)	77 (36.7%)	
7	13 (19.4%)	7 (11.3%)	53 (25.2%)	
8	3 (4.5%)	2 (3.2%)	80 (38.1%)	
9	4 (6.0%)	0 (0.0%)	0 (0.0%)	
Ethnicity				27.28***
Hispanic	7 (10.9%)	1 (1.7%)	51 (24.4%)	
Non-Hispanic	57 (89.1%)	59 (98.3%)	158 (75.6%)	
Race				22.61*
White	31 (46.3%)	19 (32.2%)	75 (36.2%)	
Black or African American	19 (28.4%)	30 (50.8%)	82 (39.6%)	
American Indian/Alaskan Native	0 (0.0%)	2 (3.4%)	3 (1.4%)	
Asian	0 (0.0%)	2 (3.4%)	1 (0.5%)	
Native Hawaiian or Pacific Islander	0 (0.0%)	0 (0.0%)	1 (0.5%)	
Some other race	13 (19.4%)	1 (1.7%)	32 (15.5%)	
Multiracial	4 (6.0%)	5 (8.5%)	13 (6.3%)	

Note: The sample sizes varied for each analysis because of occasional missing values.
***p < 0.001; *p < 0.05

Data Analyses

The goal of this study was to understand the positive developmental outcomes of participating in Badges for Baseball and other high quality afterschool and summer enrichment programs. The analyses we conducted in the first phase of this study found that youth who participated in these programs improved on several developmental outcomes, including relationship outcomes, self-rated academic outcomes, psychological outcomes, personal values, and fewer risky behaviors. The analyses we conducted for the second phase of the

study focused on comparing the developmental outcomes of youth who have not participated in afterschool or summer enrichment programs (no program control group) with the outcomes of youth who have participated in such programs (e.g., Badges for Baseball and other comparable programs).

We ran two sets of comparative analyses. The first set of comparative analyses compared the outcomes of the no-program control group with the outcomes Badges for Baseball program group and the other program comparison group at the end of the program period. For the two program groups (Badges for Baseball, other comparable programs), we referred to the end of the program assessment as the "post-test" assessment.

The second set of comparative analyses compared the outcomes of the no-program control group with the outcomes of the two program groups three months after the program had ended. For the two program groups, we referred to this assessment as the "follow-up" assessment.

Results

Comparing Badges for Baseball and Other Program Participants' Post-Test Outcomes with the No-Program Control Group Participants

The first set of analyses compared the end-of-program post-test outcomes for the Badges for Baseball and the comparison program participants with the outcomes for the no-program control group of participants. We organized the results by the type of outcomes: relationship outcomes, academic outcomes, psychological well-being outcomes, positive values and behaviors, and risky behaviors.

Relationship Outcomes. The analyses comparing group differences in the relationship outcome measures are listed in Table 4. The F-test statistic indicates whether or not the observed differences were statistically significant—the differences were unlikely to be due to chance alone. The p values associated with each significant F-test are noted below the table and indicate the probability of wrongly concluding a significant difference. For example, "$p < .01$" indicates the probability of wrongly concluding a significant difference was less than .01 (i.e., 1% error rate). The LSD Post-Hoc tests indicated which groups were different from each other when there was a significant F-test.

We note in Table 4 that there were significant differences in mean scores for social competence, positive beliefs about police, and conflict resolution skills. The analysis of positive beliefs about police revealed that youth in the two program groups (Badges for Baseball and Comparison Programs) had significantly more positive police beliefs than youth in the no-program control group. The analyses of conflict resolution skills and social competence also indicated that participants in the two program groups had significantly higher scores than the no-program control group participants. There were no significant differences in the mean scores for empathy skills outcomes.

Table 4. Comparing No-Program Control Group and Two Program Group Post-Test Means and Standard Deviations for Relationship Outcomes.

Outcome Variable	Badges for (n = 56) M	Badges for (n = 56) SD	Comparison Program (n = 56) M	Comparison Program (n = 56) SD	Control Group (n = 203) M	Control Group (n = 203) SD	F-test	LSD Post-Hoc
Social Competence	2.91	0.81	2.93	0.74	2.67	0.93	3.02*	BB, CP > CG
Empathy Skills	3.46	0.89	3.66	0.81	3.41	0.81	2.01	
Positive Beliefs about Police	3.90	1.06	4.09	0.98	3.31	0.97	17.90***	BB, CP > CG
Conflict Resolution	1.74	0.76	1.97	0.76	1.41	0.67	16.24***	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
***p < .001; *p < 0.05

Academic Outcomes. The analyses comparing group differences in the academic outcome measures are listed in Table 5. There were no significant differences in self-reported grades or in future expectations for academic and career success between the three participant groups.

Table 5. Comparing No-Program Control Group and Two Program Group Post-Test Means and Standard Deviations for Academic Outcomes.

Outcome Variable	Badges for Baseball (n = 65) M	Badges for Baseball (n = 65) SD	Comparison Program (n = 56) M	Comparison Program (n = 56) SD	Control Group (n = 203) M	Control Group (n = 203) SD	F-test	LSD Post-Hoc
Grades	2.38	1.38	2.47	1.35	2.80	1.54	1.85	
Future Expectations	3.94	0.99	4.25	0.86	4.01	0.87	2.04	

Note: The sample sizes varied for each analysis because of occasional missing values.

Psychological Well-Being Outcomes. The analyses comparing group differences in the relationship outcome measures are listed in Table 6. There was a significant difference in mean scores for life satisfaction. The analysis of life satisfaction ratings showed that the comparison group participants had significantly higher scores than youth in the no-program control group. There were no significant differences between the Badges for Baseball group and the no-program control group for these two outcomes.

Table 6. Comparing No-Program Control Group and Two Program Group Post-Test Means and Standard Deviations for Psychological Well-Being Outcomes.

			Comparison Program (n = 54)		Control Group (n = 203)			
Outcome Variable		SD	M	SD	M	SD	F-test	LSD Post-Hoc
Self-Worth	3.03	0.73	3.07	0.67	3.00	0.77	0.19	
Life Satisfaction		1.34	6.24	1.08	5.37	1.70	7.36***	CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
*** $p < .001$

Positive Values and Behaviors. The analyses comparing group differences in the positive values and behaviors outcome measures are listed in Table 7. There was a significant difference in mean scores for community engagement—the Badges for Baseball and the comparison program participants' reported significantly greater community engagement than the no-program control group. We also noted no significant differences in personal values or in leadership behaviors.

Table 7. Comparing No-Program Control Group and Two Program Group Post-Test Means and Standard Deviations for Psychological Positive Values and Behaviors.

			Comparison Program (n = 56)		Control Group (n = 203)			
Outcome Variable		SD	M	SD	M	SD	F-test	LSD Post-Hoc
Personal Values	2.22	0.74	2.41	0.62	2.18	0.68	2.24	
Leadership	2.05	1.11	2.13	1.15	1.95	1.15	0.61	
Community Engagement	3.20	1.04	3.24	1.09	2.74	1.05	7.58**	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
** p < .01

Risky Behaviors. The analyses comparing group differences in risky behavior outcomes are listed in Table 8. There were no significant differences in the expected substance use, aggressive behaviors, and self-reported disciplinary actions.

Table 8. Comparing No-Program Control Group and Two Program Group Post-Test Means and Standard Deviations for Risky Behaviors.

	Badges for Baseball (n = 64)		Comparison Program (n=56)		Control Group (n = 203)			
Outcome Variable	M	SD	M	SD	M	SD	F-test	LSD Post-Hoc
Expected Substance Use	0.30	0.65	0.11	0.44	0.19	0.54	1.82	
Aggression	0.98	1.03	0.75	0.84	1.00	1.00	1.49	
Disciplinary Actions	0.78	1.11	0.48	0.82	0.54	0.90	1.92	

Note: The sample sizes varied for each analysis because of occasional missing values.

Comparing Badges for Baseball and Other Program Participants' Follow-Up Outcomes with the No-Program Control Group Participants

The second set of analyses compared the 3-month follow-up assessment of outcomes for the Badges for Baseball and the comparison program participants with the outcomes for the no-program control group of participants. We again organized the results by the type of outcomes: relationship outcomes, academic outcomes, psychological well-being outcomes, positive values and behaviors, and risky behaviors.

Relationship Outcomes

The analyses comparing group differences among the relationship outcome measures are listed in Table 9. For all four of the relationship outcomes, both program groups (Badges for Baseball and comparison programs) had significantly higher outcome scores than the no-program control group.

Table 9. Comparing No-Program Control Group and Two Program Groups' 3-Month Follow-Up Means and Standard Deviations for Relationship Outcomes.

	Badges for Baseball (n = 56)		Comparison Program (n = 56)		Control Group (n = 203)			
Outcome Variable	M	SD	M	SD	M	SD	F-test	LSD Post-Hoc
Social Competence	2.97	0.84	3.14	0.86	2.67	0.93	7.24**	BB, CP > CG
Empathy Skills	3.74	0.75	3.78	0.90	3.41	0.81	6.66**	BB, CP > CG
Positive Beliefs about Police	4.09	0.98	3.90	1.07	3.31	0.97	17.89***	BB, CP > CG
Conflict Resolution	2.08	0.70	2.11	0.73	1.41	0.67	35.53***	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
*** $p < .001$; ** $p < .01$; *$p < .05$

Academic Outcomes

The analyses comparing group differences among the academic outcomes are listed in Table 10. The Badges for Baseball and comparison program participants had significantly higher future expectations for their lives than the no-program control group. There was no significant differences in the self-rated grades between the three groups.

Table 10. Comparing No-Program Control Group and Two Program Groups' 3-Month Follow-Up Means and Standard Deviations for Academic Outcomes.

Outcome Variable			Comparison Program (n = 56)		Control Group (n = 203)		F-test	LSD Post-Hoc
		SD	M	SD	M	SD		
Grades	3.29	2.48	2.64	1.98	2.80	1.54	1.90	
Future Expectations		0.80	4.33	0.65	4.01	0.87	4.67*	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
** p < .01

Psychological Well-Being Outcomes

The analyses comparing group differences in psychological well-being outcomes are listed in Table 11. The Badges for Baseball and comparison program participants had significantly life satisfaction and self-worth ratings than the no-program control group.

Table 11. Comparing No-Program Control Group and Two Program Groups' 3-Month Follow-Up Means and Standard Deviations for Psychological Well-Being Outcomes.

Outcome Variable	Badges for Baseball (n = 56)		Comparison Program (n = 56)		Control Group (n = 203)		F-test	LSD Post-Hoc
	M	SD	M	SD	M	SD		
Self-Worth	3.23	0.65	3.26	0.64	3.00	0.77	3.93*	BB, CP > CG
Life Satisfaction	6.04	1.12	6.34	1.18	5.37	1.70	10.74***	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
*** p < .001

Positive Values and Behaviors

Table 12 lists the analyses comparing group differences in positive values and behaviors. We found that the Badges for Baseball and the comparison program groups reported significantly more positive personal values as well as more leadership behaviors and community engagement than the no-program control group.

Table 12. Comparing No-Program Control Group and Two Program Groups' 3-Month Follow-Up Means and Standard Deviations for Positive Values and Behaviors.

	Badges for Baseball (n = 56)		Comparison Program (n = 56)		Control Group (n = 203)			
Outcome Variable	M	SD	M	SD	M	SD	F-test	LSD Post-Hoc
Personal Values	2.81	1.15	2.89	1.11	2.18	0.68	20.19***	BB, CP > CG
Leadership	2.39	1.06	2.38	1.10	1.95	1.15	5.36**	BB, CP > CG
Community Engagement	3.32	1.03	3.62	1.14	2.74	1.05	17.55***	BB, CP > CG

Note: The sample sizes varied for each analysis because of occasional missing values.
*** $p < .001$; ** $p < .01$

Risky Behaviors

The analyses comparing group differences in risky behaviors are listed in Table 13. The Badges for Baseball and comparison program participants reported significantly fewer aggressive behaviors than the no-program control group. There was no significant differences in the groups' expected substance use or in school disciplinary actions between the three groups.

Table 13. Comparing No-Program Control Group and Two Program Groups' 3-Month Follow-Up Means and Standard Deviations for Risky Behaviors.

Outcome Variable			Comparison Program (n = 53)		Control Group (n = 203)			
		SD	M	SD	M	SD	F-test	LSD Post-Hoc
Expected Substance Use	0.10	0.33	0.11	0.38	0.19	0.54	1.11	
Aggression	0.66	0.91	0.67	0.90	1.00	1.00	4.31*	BB, CP < CG
Disciplinary Actions	0.44	0.79	0.30	0.68	0.54	0.90	1.81	

Note: The sample sizes varied for each analysis because of occasional missing values.
* $p < .05$

Discussion

The data analyses compared the developmental outcomes of the no-program control group to the outcomes of the two program groups (Badges for Baseball and other comparison program) at two time points: (A) at the end of the program (posttest) and (B) three months after the program ended (follow-up). Both sets of comparisons revealed that program participants who completed their programs had better self-reported developmental outcomes than the youth who did not participate in ongoing afterschool or summer enrichment programs.

At the end of the Badges for Baseball program (post-test assessment), the Badges for Baseball participants had better outcomes than the no-program control group for four of the 14 outcomes we measured: social competence, positive beliefs about police, conflict resolution, and community engagement. Participants in the comparison programs also had better outcomes than the no-program control group at the end of their programs (posttest assessment) for five of the 14 outcomes: social competence, positive beliefs about police, conflict resolution, life satisfaction, and community engagement.

Using the outcome assessments three months after the programs ended, we found even better outcomes for the Badges for Baseball and the comparison program groups. The Badges for Baseball program participants had better outcomes than the no-program control group on eleven of the 14 outcomes we assessed:

- **Relationship Outcomes**
  1. Social competence
  2. Empathy skills
  3. Conflict resolution skills
  4. Peer support

- **Academic Outcomes**
  5. Future expectations

- **Psychological Well-Being**
  6. Life Satisfaction
  7. Self-worth

- **Positive Values & Behaviors**
  8. Personal Values
  9. Community engagement
  10. Leadership ability

- **Risky Behaviors**
  11. Aggressive behaviors

We also found that the comparison program participants had better outcomes than the no-program control group this same set of developmental outcomes and they also had higher scores on an additional relationship outcome: social competence. These results suggest that participating in an organized summer or afterschool program, including Badges for Baseball, increases positive youth development and that these effects are sustained over time.

In interpreting study results, we speculated on a few methodological limitations. The first limitation is that the participants in this study were not randomly assigned to the two programs or the control group. Instead, the participants (and their parents) chose their program groups. The reasons for their choices may have influenced the outcomes measured in this study. The study's reliance on self-report measures of program outcomes presents another limitation. Although we used established survey measures, the youth likely varied in how they understood the survey questions and how carefully they considered their answers to the survey questions. When interpreting results, it is important to consider that the time gap between the two phases of data collection was over two years. There may have been changes in during this time period at the individual, community, or national level that negatively influenced control group participants' responses. For example, the growing concern about negative police practices may have influenced some of the survey responses.

While these limitations suggest the study's results should be considered with appropriate cautions, the consistent pattern of positive developmental outcomes among Badges for Baseball and other comparison program (compared to the no-program control group) strongly suggests the value of participation in these programs. In phase one of this study, we noted improvements for program participants on 12 developmental outcomes across five developmental domains. In phase two of this study, we found that program participants had better developmental outcomes than youth who live in the same communities but had not participated in afterschool or summer enrichment programs.

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APPENDIX A.

Youth Development Survey

Fill in the oval for the correct answer.

1. In what month were you born? (Choose one answer.)

O January
O February
O March
O April
O May
O June
O July
O August
O September
O October
O November
O December

2. In what year were you born? (Choose one answer.)

O 2002
O 2003
O 2004
O 2005
O 2006
O 2007
O 2008

3. Are you a boy or a girl? (Choose one answer.)

O BOY **O** GIRL

4. What grade are you in now? (Choose one answer.)

O 5th grade
O 6th grade
O 7th grade
O 8th grade
O 9th grade

5. Are you of Hispanic, Latino, or Spanish origin? (Choose one answer.)

O No, not of Hispanic, Latino, or Spanish origin

O Yes

6. What is your race or ethnicity? (You can choose more than one answer.)

O White

O Black or African American

O American Indian/Alaskan Native

O Asian

O Native Hawaiian or Pacific Islander

O Some other race

↳ Print other race: _____

7. Does your family qualify for the free or reduced lunch program at your school?
(Choose one answer.)

O No

O Yes

8. How far did your mother (or guardian) go in school?
(Choose one answer.)

O I don't know.

O Attended high school

O Graduated from high school

O Attended college

O Graduated from 2-year college

O Graduated from 4-year college

9. Do you go to any after-school and weekend activities (with adult leaders) RIGHT NOW?

O Yes **O** No → *Skip to question 11.*

↓

10. What are all your after-school and weekend activities (with adult leaders) RIGHT NOW?

Check (✓) all the activities you do RIGHT NOW:	How Often?				
	1 Day a Week	2 Days a Week	3 Days a Week	4 Days a Week	5 or More Days a Week
___ Sports →	O	O	O	O	O
___ School Clubs → examples: debate, robotics	O	O	O	O	O
___ Arts Programs →	O	O	O	O	O
___ Music Programs →	O	O	O	O	O
___ Church or Religious Groups →	O	O	O	O	O
___ Other After School Programs →	O	O	O	O	O

11. Do you go to any Boys and Girls Club programs after school or on the weekends RIGHT NOW?

O Yes **O** No → *Skip to question 12.*

↓

How many days a week do you usually go to the Boys and Girls Club programs?

O 1 day a week
O 2 days a week
O 3 days a week
O 4 days a week
O 5 or more days a week

12. Did you go to any after-school and weekend activities (with adult leaders) LAST YEAR?

O Yes **O** No → *Skip to question 14.*

↓

13. What were your after-school and weekend activities (with adult leaders) LAST YEAR?

Check (✓) all the activities you did LAST YEAR:	How Often?				
	1 Day a Week	2 Days a Week	3 Days a Week	4 Days a Week	5 or More Days a Week
___ Sports →	O	O	O	O	O
___ School Clubs →	O	O	O	O	O
___ Arts Programs →	O	O	O	O	O
___ Music Programs →	O	O	O	O	O
___ Church or Religious Groups →	O	O	O	O	O
___ After School Programs →	O	O	O	O	O

14. Did you go to any Boys and Girls Club programs after school or on the weekends LAST YEAR?

O Yes **O** No → *Skip to question 15.*

↓

How many days a week did you usually go to the Boys and Girls Club programs?

O 1 day a week

O 2 days a week

O 3 days a week

O 4 days a week

O 5 or more days a week

15. Did you EVER participate in a program called "Badges for Baseball" at the Boys and Girls Club?

O Yes **O** No

How important is each of the following to you in your life?

	Not Important	Somewhat Important	Not Sure	Quite Important	Extremely Important
16. Doing what I believe is right, even if my friends make fun of me.	O	O	O	O	O
17. Standing up for what I believe, even when it's unpopular to do.	O	O	O	O	O
18. Telling the truth, even when it's not easy.	O	O	O	O	O
19. Accepting responsibility for my actions when I make a mistake or get in trouble.	O	O	O	O	O
20. Doing my best, even when I have a job I don't like.	O	O	O	O	O

Which Type of Kid are You?

FIRST, choose which type of kid is more like you.

SECOND, choose if this type is "sort of true" for you or "really true" for you.

21. Which type of kid is more like you?

- O Some kids find it *hard* to make friends.
- O For other kids it's pretty *easy* to make friends.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

22. Which type of kid is more like you?

- O Some kids have a *lot* of friends.
- O Other kids *don't* have very many friends.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

23. Which type of kid is more like you?

- O Some kids are *popular* with others their age.
- O Other kids are *not* very popular.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

24. Which type of kid is more like you?

- O Some kids wish that more kids liked them.
- O Others feel that most kids *do* like them.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

25. Which type of kid is more like you?

- O Some kids often get *mad* at themselves.
- O Other kids are pretty *pleased* with themselves.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

26. Which type of kid is more like you?

- O Some kids *don't* like the way they are leading their life.
- O Other kids *do* like the way they are leading their life.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

27. Which type of kid is more like you?

- O Some kids are *happy* with themselves most of the time.
- O Other kids are often *not* happy with themselves.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

28. Which type of kid is more like you?

- O Some kids *like* the kind of *person* they are.
- O Other kids often wish they were someone else.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

29. Which type of kid is more like you?

- O Some kids are very *happy* being the way they are.
- O Other kids wish they were *different*.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

30. Which type of kid is more like you?

- O Some kids *aren't* very happy with the way they do a lot of things.
- O Other kids think the way they do things is *fine*.

How true is that for you?

- O Sort of True for Me
- O Really True for Me

How much do you agree or disagree with these statements?

	Strongly Disagree	**Disagree**	**Neither Agree or Disagree**	**Agree**	**Strongly Agree**
31. I believe that there are two sides to every conflict and try to look at them both.	O	O	O	O	O
32. When I'm upset at someone, I usually try to "put myself in their shoes" for a while.	O	O	O	O	O
33. I try to look at everybody's side of a disagreement before I make a decision.	O	O	O	O	O
34. Before I say something bad about a person, I try to imagine how I would feel if I were in their place.	O	O	O	O	O
35. I sometimes try to understand my friends better by imagining how things look from their perspective.	O	O	O	O	O

How much do you agree or disagree with the following?

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
36. In general, I trust the police.	O	O	O	O	O
37. In general, I like the police.	O	O	O	O	O
38. In general, I am satisfied with the police in my neighborhood.	O	O	O	O	O
39. The police do a good job of stopping crime.	O	O	O	O	O
40. The police in my neighborhood like most of the kids in the area.	O	O	O	O	O

How much do you agree or disagree with the following?

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
41. I will be able to handle my schoolwork.	O	O	O	O	O
42. I will always have friends and people that care about me.	O	O	O	O	O
43. I will have a happy life.	O	O	O	O	O
44. I will have interesting things to do in my life.	O	O	O	O	O

In the upcoming year, how likely is it that you will do the following:

	Not at All Likely	Somewhat Likely	Very Likely	Extremely Likely
45. Drink beer or alcohol.	O	O	O	O
46. Smoke cigarettes.	O	O	O	O
47. Smoke marijuana.	O	O	O	O
48. Use prescription drugs that are not yours.	O	O	O	O

How true is each of these statements for you?

	Not True	A Little True	Somewhat True	Pretty True	Very True
49. Other people usually follow my ideas.	O	O	O	O	O
50. I am often a leader in groups.	O	O	O	O	O
51. I can usually organize people to get things done.	O	O	O	O	O

Please describe how often you do following things when you get really angry at another person:

	Never	Rarely	Sometimes	Often
52. Try to talk it out with the person.	O	O	O	O
53. Try talking to a friend about it.	O	O	O	O
54. Ask for advice from my parent.	O	O	O	O
55. Ask for advice from a teacher or other adult.	O	O	O	O
56. Try to see the other person's point of view.	O	O	O	O

How much do you agree or disagree with the following?

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
57. I actively participate in my neighborhood's activities.	O	O	O	O	O
58. I do volunteer activities to help my neighborhood.	O	O	O	O	O
59. I encourage others to do things to help improve my neighborhood.	O	O	O	O	O

60. What grades do you earn in school?

O Mostly As
O About half As and half Bs
O Mostly Bs
O About half Bs and half Cs
O Mostly Cs
O About half Cs and half Ds
O Mostly Ds
O Don't know

In the past month, how often did the following things happen?

	0 Times	1 Time	2 Times	3 Times	4 or More Times
61. I yelled at other kids.	O	O	O	O	O
62. I broke someone else's stuff on purpose.	O	O	O	O	O
63. I hit or punched someone.	O	O	O	O	O
64. I left someone out of things on purpose.	O	O	O	O	O
65. I completely ignored someone.	O	O	O	O	O
66. I spread mean rumors or lies about another kid.	O	O	O	O	O
67. I teased another kid.	O	O	O	O	O
68. I pushed or shoved someone.	O	O	O	O	O
69. I got into a physical fight with someone.	O	O	O	O	O

In the past month, how often did the following things happen at school?

	0 Times	1 Time	2 Times	3 Times	4 or More Times
70. Someone from school called my parent or guardian because I got in trouble.	O	O	O	O	O
71. I was sent to see the Principal's Office because I got in trouble.	O	O	O	O	O
72. I had in-school suspension or detention.	O	O	O	O	O
73. I had out-of-school suspension.	O	O	O	O	O
74. I was expelled from school.	O	O	O	O	O

75. Overall, how do you usually feel about your life?

(Please choose one of the faces that shows how you usually feel about your life.)

O O O O O O O

Thank you for filling out this survey!

Please put the finished survey in the large envelope.

Seal the envelope with the finished survey inside before you return the survey to the program leader.

Wintley Augustus Phipps

Founder, U.S. Dream Academy

Wintley Augustus Phipps is Founder, CEO, and President of the U.S. Dream Academy, an innovative national after-school program that provides mentoring and tutoring to children of incarcerated parents and children falling behind in school. www.usdreamacademy.org Founded in 1998, this organization has grown from one center in Washington, DC to seven (7) cities (San Bernardino, Houston, Salt Lake City, Philadelphia, Baltimore, Orlando, and DC) across this nation and has served nearly 10,000 young people living in high-risk neighborhoods. The mission is to inspire and transform the lives of children of incarcerated parents and vulnerable young people through high-performance relationships with caring adults. The weekday program offers skill-building, character-building and dream-building activities in a safe after-school environment utilizing both one-to-one mentoring as well as state of the art technology to deliver on-line academic enrichment.

Wintley Phipps is a world-renowned vocal artist–Grammy Award nominee in 1988 and 1989, pastor, motivational speaker, and education activist. For more than thirty-five years, he has traveled the world delivering messages of hope, advocacy, and equality. On behalf of the U.S. Dream Academy and young people, he has spoken to varied audiences in the thousands throughout Europe, Australia, Asia, Africa, North and South America. He has performed on ***Saturday Night Live*** and been the special guest on the Emmy award-winning series ***Super Soul Sunday*** on the Oprah Winfrey Network. He is the author of **The Power of a Dream** (1996) and **Your Best Destiny** (2015). Phipps has attracted an entire new generation of fans as his performance of ***Amazing Grace*** has received over twenty million cumulative viewers on YouTube.

Born in the Republic of Trinidad and Tobago, Phipps moved to Montreal at an early age and then studied at Oakwood University in Huntsville, Alabama, where he received his Bachelor of Arts degree in theology. He went on to earn a Master of Divinity degree from Andrews University in Berrien Springs, Michigan. Phipps has three sons with his wife Linda Diane Galloway Phipps and currently serves as the senior pastor of the Palm Bay Seventh-Day Adventist Church in Palm Bay, Florida.

TESTIMONY FOR

THE JUVENILE JUSTICE AND YOUTH CRIME HEARING:
MENTORSHIP OF JUVENILES

MAY 7, 2020

Mentoring Youth to Prevent Delinquency and Reduce Violent Crime

WINTLEY A. PHIPPS
U.S. Dream Academy, Founder/CEO/President
wphipps@usdreamacademy.org

Introduction: It is my honor to join this august group of youth development charities, serving some of the most vulnerable youth populations in America. Because of the influence of my friend Chuck Colson, I was inspired to make my life's work helping Children of Incarcerated Parents and Children with Multiple Risk Factors, find paths to brighter futures. I feel privileged, to say, that decades since our meeting, I continue carrying on Chuck's legacy and the work he began in 1976, one year after his release from prison. His words continue to motivate and guide me in my work. Chuck once said: After three decades of prison ministry, I can tell you that resentment and bitterness are the rule, not the exception among prisoners and a resentful population can easily be radicalized. He also said the best way to keep a man from acting on his resentment, is to free him of it. Our work has shown that Mentoring, Tutoring, Character building and visions of success, free children of bitterness and resentment and place them on paths to achievement and success. Two important principles have inspired me and guided me. The first; every 10,000 children we keep out of the Juvenile Justice system, saves our nation 1.5 billion dollars annually and adds even more to this nation's economy, community, and productivity. The second, as Frederick Douglas once said, "It is easier to build strong children than to repair broken men."

Overview of Key Message

For the past 21 years, the Dream Academy has been mentoring, equipping, and tutoring youth to prevent delinquency and reduce violent crime. The results have been remarkable. In 2009, the Dream Academy led a violence-reduction strategy initiative backed by DOJ. In Ward 6 in DC, DOJ used the Dream Academy to sub-grant $900,000 to 14 other grantees who led violence reduction strategies in a defined community. The final report showed, according to the local police precinct, a 33% reduction in violent crime during the time of our active engagement. I have included the final comprehensive report that illustrates the impact the strategy led by the Dream Academy had in one year. It was clear that our work eased the burden on law enforcement and with support and funding, I believe we can build on the efficacy and success shown in the work we have done.

Over the years we have learned that children and youth exposed to violence (as victims, witnesses, or offenders) are impacted in several negative ways which may have a lasting impact on both the individuals involved and the communities in which they reside and for Law Enforcement in these communities. Research has found that a complex combination of individual, relationship, community, and societal factors contribute to the risk of youth violence (CDC, 2016). As both the impact and the source of youth violence is broad, the solutions to address them must be equally multifaceted to reduce violence, the burgeoning burden on law enforcement and re-establish a relationship of trust between law enforcement in communities hardest hit by violent crime and drug addiction.

In communities with a high sense of safety, residents and law enforcement often work collaboratively to reduce crime as they share an ultimate end goal - to preserve their thriving community. A thriving community's foundation is built on safety. I founded the US Dream Academy over 21 years ago, and I am humbled to say we helped lead the way in shining a light; on innocent young people - hardest hit by the impact of violence, crime and incarceration in our country, the children of men and women who were incarcerated.

Statistics have shown that this population of young people may be more predisposed to distrust law enforcement because of the very up close and personal ways they have encountered the police in their communities – perhaps by witnessing the arrest of a parent in their home, or seeing their parent brought into a courtroom handcuffed with guns nearby. These images conjure up fear and distrust and must be combatted with character building, caring mentors, and new opportunities for growth and support. We discovered that our young people exposed to multiple risk factors were seeking the same kind of relationships with law enforcement that many others seek – one of trust and support. When we, as a community, provide the right preventative tools, supports and structure in the life of a young person, this improves their physical and emotional well-being and reduces contact with Law Enforcement.

Statement of the Problem

It is estimated that nine million young people are growing up in under-resourced environments without the support of mentors (Bruce & Bridgeland, 2014). Risk factors for these youth vary, but are often defined by economic adversity, peer difficulties, family stress, academic challenges, problem behavior and mental health concerns (Herrera, Dubois & Grossman, 2013). It is estimated that more than five million youth under 18 have had at least one parent in prison at one time or another, leading to an "adverse childhood experience . . . distinguished by the unique combination of trauma, shame and stigma (Hairston, 2007). Developmental disruptions in children have also been linked to trauma associated with a parent's arrest (Johnson & Easterling, 2012), while having an incarcerated parent was associated with a 10% increase in risk of antisocial behavior (Jarjoura, 2016). One meta-analysis of 40 studies on COIP found that antisocial behaviors were present more consistently than any other factors, including mental health issues and drug use (Martin, 2017). While more studies are needed to determine the exact cause, data also shows that COIP are significantly more likely to be suspended or expelled from school, and to drop out of school at higher rates than children of non-incarcerated parents (Aaron & Dallaire, 2010). Additionally, children can be negatively impacted by the incarceration of any adult member of the household, not just a parent (Nicholas & Loper, 2012), and the impact of family disruption may last beyond the period of parental incarceration (Murray, Farrington & Sekol, 2012). These factors combined can increase a child's risk factors for future incarceration. (Dallaire, 2007; Martin, 2017).

Recommendation: Mentoring In-person, Cloud (Virtual) and Blended

The Dream Academy proposes an innovative virtual mentoring strategy to increase mentor participation and extend our evidence-based mentoring model to serve thousands more vulnerable youth in highly-disadvantaged neighborhoods to reduce incidences of juvenile crime, substance abuse and bullying, increase academic success, protective factors and career development opportunities, thus reducing the burden of law enforcement in high risk communities. Supporting an *AIM for Your Dreams initiative*: *Access, Inspiration and Mentoring for Youth* through a multi-year project can save lives, reclaim bright futures and lighten the load of Law Enforcement.

The scope of challenges that COIP face, as well as their peers in the same under-resourced schools and neighborhoods, is formidable. Formal mentoring has been an effective strategy to mitigate challenges facing these youth and contributes to observable improvements in behavior, relationships, and emotional well-being (Rhodes, 2008; Jarjoura, 2016). Mentored youth appear to gain improvements in peer and parent relationships and school performance, while also engaging in substance and alcohol use at lower levels (Raposa et al, 2019). Studies have found mentoring effective for preventing psychosocial problems like delinquent behavior (DuBois & Karcher, 2013). Youth with elevated individual or environmental risk appeared to benefit more from mentoring than those without such risks (Tolan et al, 2014). Even small to moderate improvements in youth function can have an important influence on positive youth development, especially during key periods of development (Tanner-Smith et al, 2018).

Dream addresses the problems of vulnerable youth through trauma-informed programming and mentoring specifically tailored to disrupt the negative impact of multiple risk factors and increase resilience and perseverance. Dream's approach is rooted in the evidence based Developmental Relationship Framework (DRF) developed by the Search Institute built on the principles of the evidence-based 40 Developmental Assets. The DRF focuses on identifying and strengthening the internal and external Developmental Assets youth need to thrive and reach their fullest potential. Dream trains all staff and mentors to ensure each interaction with a child is characterized by the five developmental elements that make relationships transformative in young people's lives: Express Care, Challenge Growth, Provide Support, Share Power, and Expand Possibilities. Our findings, through a study with American Institute of Research (AIR), was that young people greatly benefitted from experiencing a Developmental Relationship with their mentors. AIR noted improvement in perseverance and decrease in behaviors such as violence, substance abuse or property offense.

The COVID-19 crisis and the sudden closure of schools in March 2020 forced Dream to accelerate a virtual mentoring and afterschool program delivery strategy to maintain vital relationships with our DreamKids, DreamTeens and Parents/Caregivers. During school closures, we utilized free platforms such as Zoom and Google Hangouts to support video conferencing mentor sessions.

In today's world, fighting a global pandemic and social distancing will require youth organizations to radically shift their delivery models to ensure those most vulnerable will still have access to mentoring and other wrap around services to support positive youth development. Constantly evolving technology along with visionary ways to use it, will rapidly position virtual mentoring as a viable, scalable option. However, there is limited research on virtual mentoring in high risk populations. What studies are available are promising and we seek to quickly add valuable research to the field of virtual mentoring to accelerate its most effective use and answer critical research questions. We seek to use technology to remove barriers to high-quality mentoring that existed pre-pandemic and face the new, yet unknown challenges that may exist post-pandemic.

One review of the virtual mentoring model found that it can reduce barriers associated with in-person meetings, address the issues of limited mentor availability, and allow greater flexibility in choosing a mentor that meet the needs of a mentee (e.g., choosing a mentor from a certain

profession) (Ibid.). Virtual mentoring can be particularly helpful to youth who lack resources to meet their mentor in person. Furthermore, today's youth are familiar with web-based communication, and the high penetration of cell phones and popularity of social media suggest that virtual mentoring is not only feasible but may be preferred for many youths.
Just like in-person mentoring, how virtual mentoring is implemented matters. Clear guidelines to govern mentor-mentee communication and set realistic expectations, and structure to facilitate activities and support mentoring relationships are needed for successful implementation of virtual mentoring (Kaufman, 2017). MENTOR recently updated its *Elements of Effective Practice for Mentoring* (EEPM) to provide additional recommendations for virtual mentoring (Garringer et al, 2019), and Dream has ensured that our practices remain in alignment with EEPM, as our Recruitment, Screening, Training, Matching, Initiating and Support Standards in particular are directly influenced by many new Recommendations.

Twins—Deborah/Zion (mentee) and Tanesha (mentor)

In Philadelphia, two young people had a father incarcerated. After waiting for a year, Deborah and her twin brother Zion entered the Dream Academy at eight (8) years old. One of the twins—Deborah, underperformed academically and had to repeat 2nd grade. The following year, Deborah was matched with Tanesha, an Engineer who signed up to mentor at the Dream Academy. Once the connection was made, mom, mentor and the Dream Academy worked together to expose Deborah and Zion to new opportunities that opened up a world of possibilities for their future. Deborah is today an honor roll student on the road to college already paved with several college acceptance letters. Zion received a full scholarship to attend the University of Pittsburgh for Baseball and competed in an international tournament observed by Major League Baseball scouts. This is one of many stories of the powerful impact of mentoring! It made every difference for twins—Deborah and Zion.

Organizational Profile

The U. S Dream Academy (Dream), founded in 1998, aims to connect young people living with multiple risk factors, especially children of incarcerated parents, to high quality, structured mentoring relationships and a daily afterschool program to build skills, character and dreams to help increase positive life outcomes. Currently, Dream operates seven Learning Centers in partnership with Title I public schools in Baltimore, MD, Houston, TX, Orlando, FL, Philadelphia, PA (with proposed expansion to neighboring Chester Community Charter Schools), Salt Lake City, UT, San Bernardino, CA, and Washington D.C., in neighborhoods with documented patterns of high poverty, high arrest rates, and low academic achievement among residents. We have served nearly 10,000 young people and their families, the large majority African American (75%) and Latinos (22%). For the past three years, our Orlando DreamTeens have boasted a 92% on-time high school graduation rate.

Jim Clark

President and Chief Executive Officer of Boys & Girls Clubs of America

Jim Clark is President and Chief Executive Officer of Boys & Girls Clubs of America (BGCA), the nation's largest facility-based youth development organization with a primary focus on creating great futures for young people who need Clubs most. In this role, Mr. Clark leads a 111-year old network of 4,300 Boys & Girls Clubs that serve 4 million young people annually in all 50 states and on U.S. military installations across the globe.

Since joining BGCA in 2012, Mr. Clark has spearheaded a major restructuring of the national organization and guided BGCA through the launch of an exciting new strategic direction, the Great Futures Impact Plan. Through this plan, Clubs are increasing their impact on the young people they serve by focusing on three priority outcome areas – Academic Success, Good Character and Citizenship, and Healthy Lifestyles. The next evolution of this plan, the Great Futures 2025 strategic plan, will be launched in 2018, providing an even greater focus on building organizational capacity, further improving program quality and consistency, positioning BGCA as the leading advocate for youth in the United States, and growing the Boys & Girls Club Movement.

By introducing innovative programming that supports these outcome areas, such as state-of-the-art STEM initiatives and programs to combat summer learning loss, BGCA is increasing its impact on youth across the country. As a result of this work, Boys & Girls Clubs served 438,000 youth each day in 2015 – an increase of nearly 16% since he joined the organization – while the Boys & Girls Club Movement reached an all-time record with cumulative revenues of more than $1.805 billion. Additionally, BGCA emphasizes its service to Clubs and the youth they serve in the critical areas of child protection and safety, executive and board development, increasing high school graduation rates, and combatting childhood obesity. For these and other efforts, BGCA has been ranked the #1 youth serving organization by *The Chronicle of Philanthropy* for 22 consecutive years.

Mr. Clark began his career at the Milwaukee Journal Sentinel in 1979, where he served in several senior leadership roles in distribution, sales, marketing, and customer service operations. He led new business development, mergers and acquisitions, and process improvement initiatives, and ultimately served as Senior Vice President of the news outlet until 2004.

During his career in the publishing industry, Mr. Clark was an active board member of the Boys & Girls Clubs of Greater Milwaukee, one of the largest and most successful local BGCA affiliates. In 2004, he became President and CEO of the organization, where he led eight consecutive years of revenue growth and added 17 new service locations during his tenure. Through the development of a dynamic growth and impact agenda focused on literacy, high school graduation, and college preparation, the Boys & Girls Clubs of Greater Milwaukee significantly increased average daily attendance and more than doubled its staff under his leadership. Additionally, as a result of the organization's work and proven outcomes in literacy, Mr. Clark secured a $4.1 million "Investing in Innovation" (i3) grant from the U.S. Department of Education to take the program to scale.

Mr. Clark holds a Business Administration degree from the University of Wisconsin-Milwaukee, and currently resides in Atlanta with his wife and their two sons.

WRITTEN TESTIMONY

Jim Clark, President & CEO
Boys & Girls Clubs of America
The Role of Youth Mentoring in Youth Crime Prevention and Early Intervention

Honorable Commission Members,

Thank you for inviting me here today to speak to you about America's youth, and the ways Boys & Girls Clubs use mentorship and early intervention, to combat juvenile crime. I applaud the Commission and Attorney General Barr for taking on this important work, which will impact our nation's future for years to come.

For 160 years, Boys & Girls Clubs has served some of our nation's most vulnerable populations. Over three centuries, we've faced and worked through demanding periods, including wars and the Great Depression. Today, amid this unprecedented time, Boys & Girls Clubs are more committed than ever to serving America's children and teens. Each year, Boys & Girls Clubs serve more than 4.7 million youth at 4,700 sites across the country, including on Native lands, in affordable housing communities, in schools and on U.S. military installations worldwide. In nearly every Congressional district around the country, you'll find Boys & Girls Clubs serving all children and teens, and especially youth who need us most.

Boys & Girls Clubs change lives and are a sound investment. A study conducted by the Institute for Social Research and the School of Public Health at the University of Michigan, found that every dollar invested in Boys & Girls Clubs returns $9.60 in current and future earnings, as well as cost-savings, to American communities. Much of the proof is in our outcomes. Teen Club youth consistently report lower levels of alcohol, cigarette and drug use when compared to their peers nationally, and 88 percent believe they can stand up for what they believe is right (even if their friends disagree). Eighty-one percent of Club youth also say they believe they can make a difference in their communities.

Today in America, so many youth face risk factors in their peer groups, their homes, their schools and their communities which present challenges that threaten to overcome their ability to cope and thrive. These problems, often out of their control, make them particularly vulnerable to environments and behaviors that can make it seem impossible to succeed. Issues such as poverty, family instability, failing schools, and neighborhood violence persist, all exacerbated by an ongoing opioid crisis that has exposed and accelerated substance abuse in families and across entire communities.

Youth exposed to even one persistent risk factor are more likely to initiate or escalate unsafe behaviors or become a victim of crime or abuse. Regrettably, many youth are exposed every day to multiple risk factors in their homes or communities, greatly increasing the likelihood that they could fall off course and interact with the juvenile justice system.

Relations between youth – particularly adolescent males – and law enforcement in many American communities are too often marked by mutual fear and distrust, fueling a vicious cycle that erodes the safety and well-being of our young people. In communities affected by violence, for instance, most citizens are law abiding. Yet the crime and violence committed by a few creates stress and elevates dangers that children must navigate every day and affects their prospects for a successful future.

Because when kids are exposed to violence, long-term harm is insidious, increasing risks for alcoholism, drug use, school dropout, depression, and delinquent or risky behaviors.

Youth impacted by risk factors at all levels need highly targeted support, to redirect them from problem behaviors and forge a path forward to be productive and valuable contributors to their communities.

Boys & Girls Clubs are optimally positioned to build positive, collaborative partnerships between local law enforcement and the communities they serve. Through the years, we've worked with White House Administrations, as well as our Congressional supporters, to create solutions for young people. For more than two decades, Boys & Girls Clubs of America and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) worked closely together to meet the specialized needs of youth involved in the juvenile justice system and gangs.

Today we are here to continue that progress. We see three key opportunities where we can enhance our work and impact even more of America's youth:

1. By increasing investment in youth mentoring programs
2. Prioritizing early intervention and prevention
3. Making emergency investment in youth serving programs during critical times

Since 2008, with grant funding from the Department of Justice (DOJ) and OJJDP, Boys & Girls Clubs have supported at-risk kids and teens through the Youth Mentoring program. Our mentoring approach unites powerful mentoring elements already present in Clubs with formal mentoring practices and evidence-based prevention programs. The program provides a combination of individual mentoring, group, and peer mentoring services. Mentoring is site-based and provided by Club staff, volunteers, and peers, with ongoing efforts to recruit minority male mentors.

Boys & Girls Club mentoring services target communities where youth are more likely to face risk factors. We provide mentoring on Native lands and in public housing developments, in urban centers and in rural areas. Nearly all of these target communities have been impacted by opioids.

Clubs have greatly increased their mentoring impact and reach by implementing research-based enhancements to mentoring practices. Most recently, we integrated trauma-informed practices into our mentoring approach, to better support youth who may have gone through different forms of trauma that impact their well-being.

The eastern panhandle of the state of West Virginia has child poverty rates from 19 percent to 22 percent, and overdose death rates that are among the highest in the state. The Boys & Girls Club of the Eastern Panhandle has worked with key community partners, focusing on increasing the availability of social-emotional development and wellness programming in the community, which includes a dedicated prevention specialist who trains and coaches mentors on effective delivery of prevention programs and mental health first aid. Other activities implemented by the prevention specialist include a "kinetic approach to talking" – mentors check in with mentees while playing active games and creative writing activities intentionally designed to help mentees process emotions, a critical part of helping young people to cope and build resiliency. Mentees in the program ages 12-17 started a chapter of Students Against Destructive Decisions, organizing activities and going into local middle schools to lead discussions.

For the last 13 years, Boys & Girls Clubs have mentored an average of 30,000 youth ages 6-17 each year through the National Mentoring Program. Youth targeted for the program include those involved with the juvenile justice system at every level, from contact with and/or referral by police to re-entry. There is also a focus on populations under the age of twelve, given that exposure to risk factors at an early age increases the likelihood of delinquent behaviors and/or substance abuse.

One key way we can continue helping our kids is to prioritize prevention and early intervention, each of which reduce the potential for community violence, gang participation and engagement in high-risk activities. Boys & Girls Clubs have the scale, scope, and most importantly, the trust of communities and community leaders to help lead this critical work.

Boys & Girls Clubs and law enforcement agencies share a strong bond. Over 90 percent of Clubs have an ongoing association with local law enforcement, and 56 percent have a member of law enforcement on their board. Fifty-five percent of Clubs have members of law enforcement as mentors for Club youth. These relationships build deep ties and trust between youth and law enforcement, to the point that the Club is seen as a resource to help law enforcement connect and form relationships with often hard-to-reach youth. One out of 3 Clubs work with law enforcement to recruit high-need or at-risk youth to the Club, to benefit from mentoring services.

Still boundaries continue to exist among young people and law enforcement. In a survey of Club teens, 87 percent said they believe law enforcement officials are hardworking and do a good job. However, 52 percent stated they are afraid to interact with law enforcement. Clubs continue to elevate young people's opportunities to interact with law enforcement and educate them on how communities can work together. The police chief of Kenosha, in Wisconsin, shared that over a six-year span, juvenile crime decreased 47 percent, thanks in large part to their partnership with local Clubs.

A great example is Boys & Girls Clubs of Monterey County in California. They have held "Gang Prevention Summits" where law enforcement officers shared real world stories to show teens alternatives to violence.

Similarly, the Boys & Girls Clubs of Greater Kansas City in Missouri works with police to strengthen youth support systems. Police officers are introduced to youth as leaders and role models making a positive impact in the community. This also allows officers to become youth advocates and better understand challenges and issues of the community they serve.

There is an enduring need for strong, collaborative partnerships between local law enforcement and the communities they serve. Boys & Girls Clubs are optimally positioned to continue building these relationships. As a leading advocate for 4.7 million youth in rural, urban, Native and military communities, Boys & Girls Clubs are on a mission to keep kids safe and on track for long-term success.

Today in our society, we are also facing new challenges to this work due to the COVID-19 pandemic. The risk factors that kids face at home and in their communities are magnified – putting them at even higher risk than ever before. Any extended periods like this can increase risk factors and create trauma for kids and teens – everything from the lack of a positive influence or mentor, to much worse, such as mental or physical abuse.

It will be even more critical that we support programs that provide positive mentors and early intervention, like those at Boys & Girls Clubs, as these youth will need focused outcome driven development programs to help them succeed.

As we begin to recover from this crisis, children will be some of the most vulnerable to changes in our economy and society. This moment in time will undoubtedly shape their development as young adults. Its impact will have long-term implications on their ability to succeed. We must all support them to find pathways to future success.

In closing, my thanks once again to this Commission for inviting us to these critical hearings so that we can share the impact this work has and will continue to have on the young people of America. We ask that as you look forward, the following investments can be made to support our nation's youth.

Increased investments in youth mentoring programs such as the National Youth Mentoring Initiative through the DOJ and the OJJDP, can make a significant difference in communities. Mentors offer steady positive influences, guidance, and support, that lead to increased confidence and self-esteem, improved academic performance, positive decision making and relationships to help a child realize their true potential and avoid engaging in risky behaviors. We are very grateful and proud of the support we receive each year through the Youth Mentoring program. Unfortunately, the need is so great for so many vulnerable youth, that even with this significant support, only half of Clubs that apply for Youth Mentoring grants can receive funding.

Prioritizing prevention and early intervention with youth will reduce the potential impacts of community violence, gang activity and engagement in high-risk activity.

And emergency investments for youth-serving out of school time organizations that provide mentoring, due to the COVID-19 crisis will continue to be a critical need. The impact to communities and additional trauma at-risk youth are facing will be significant, especially now that out-of-school time is all the time. We urge you to advocate for funding to support critical youth serving organizations in the out-of-school time in the economic recovery funding, so we can continue critical services such as mentoring. This support will also help offset increased costs and demand for services to mitigate impact incurred due to shutdowns including, lost program revenue and the significant impact on private sector philanthropic support.

For every dollar invested in Boys & Girls Clubs, $9.60 is returned in current and future earnings, as well as cost-savings, to American communities. We continue this positive investment by maintaining and increasing these programs that have become so critical to communities.

We believe that by strengthening these programs with youth development organizations, like our more than 4,700 local Boys & Girls Clubs, we can catalyze this transformative work in communities around our country at a time when it's needed more than ever before.

Thank you again for your time.