



Memphis Youth Violence Prevention Plan



An initiative of
Operation: Safe Community

April, 2011

Table of Contents

Executive Summary	1
Community Situation.....	4
Background and Context	4
Snapshot of Local Youth Violence	5
Local Risk Factors for Youth Violence.....	7
Stakeholder Input	9
Strategic Plan	12
Methodology	12
Vision	12
Guiding Principles	12
Target Outcomes	12
Community Indicators	12
Prevention: Goal, Strategies and Objectives.....	14
Intervention: Goal, Strategies and Objectives	18
Enforcement: Goal, Strategies and Objectives.....	22
Reentry: Goal, Strategies and Objectives.....	27
Implementation Plan	30
Structure and Approach	30
Phase I Implementation Model.....	31
Policy and Funding Support.....	31
Appendix.....	33
A. Overview of Stakeholder Input Process	33
B. Local Risk Factor Table	34
C. Planning Policy Council, Project Management Team, and Workgroup Participants	36
D. Community Indicators Report Card	41
E. Phase I Implementation Project Area Maps.....	42
F. MSCC Board of Directors/MFF Steering Committee Members.....	50
G. Bibliography	52

Executive Summary

Situation

In 2006, Memphis had the second highest violent crime rate in the country. A public sector partnership led by then Shelby County Mayor A C Wharton, District Attorney Bill Gibbons, Sheriff Mark Luttrell, Memphis Police Director Larry Godwin and U.S. Attorney David Kustoff came together with top business leaders to address this urgent issue by creating *Operation: Safe Community*, a 15-point research-based crime reduction plan. Led by Bill Gibbons, now in his current role of Tennessee's Commissioner of Safety and Homeland Security, a powerful collaborative of 50+ leaders has spearheaded its implementation. Largely due to Memphis' data-driven policing initiative called Blue CRUSH™, a key *Operation: Safe Community* strategy, serious crime in Memphis has since declined by more than 26.6%. January 2011 saw Memphis' lowest murder rate in 30 years.

Despite our success, youth violence is on the rise. In 2009, more than 54% (1,462) of those arrested for committing a violent crime were 24 years of age or younger – with offenders as young as nine years old. Nearly 160,000 Memphis children living in poverty face multiple risk factors for youth violence, with those at highest risk including children of teen parents, youth 16-19 not in school or working, and youth with no consistently working adult in the home.

Solution

Recognizing this challenge, Operation: Safe Community leadership, with support and guidance from the U.S. Department of Justice, developed The Memphis Youth Violence Prevention Plan. The plan aims to reduce youth violence by building youth resiliency and supportive neighborhoods so our young people succeed in spite of pervasive local risk factors. Created with input from over 800 stakeholders – youth, parents, professionals, community and faith leaders – our plan deploys a robust blend of sanctions and support, including evidence-based services pre-natal through career proven to support positive youth development.

Strategic Plan

Vision: Memphis will be a city where all children and youth, valued and nurtured by strong families and communities, are fully prepared for lifelong success.

Five Year Target Outcome: 25% reduction in violence committed by youth under age 24, as measured by reductions in: violent offenses by people under age 24, delinquency offenses, status offenses, school disciplinary incidents, truancy, and youth gang crime.

Prevention Goal: Children, youth and families at risk for youth violence access high quality resources that effectively protect them from risks by promoting positive child, youth and family development.

Prevention Strategies

1. Increase participation by at-risk families in high quality prenatal/early childhood programs with a focus on family strengthening and improved parenting skills.

2. Build-on neighborhood networks, and strengthen the ability of community and faith-based organizations to deliver high-quality programs and resources for youth (e.g., after-school, mentoring, tutoring, college preparation, internship, teen pregnancy reduction, parenting skills and similar resources).
3. Strengthen and work through existing neighborhood networks to improve local environments for high risk youth (e.g. establish safe places and passages, address problem properties, increase social efficacy).

Intervention Goal: Youth who demonstrate behavior problems access effective resources to help them develop positive behaviors and build resiliency to risks for youth violence.

Intervention Strategies

1. Expand case management and deployment of multi-agency intervention teams to support youth at highest risk for committing violence.
2. Dramatically improve coordination among agencies serving these youth, especially with Memphis City Schools (MCS), by establishing a shared electronic client management system and creating incentives for agencies and providers to participate.
3. Expand “graduated sanctions” for youth (graduated severity of penalties combined with rehabilitation).

Enforcement Goal: Youth crime is deterred and safe environments foster healthy youth and families.

Enforcement Strategies

1. Maintain data-driven policing through Blue C.R.U.S.H.™ Initiative and Shelby County Data Smart Policing.
2. Equip all branches of local law enforcement (police, prosecutors, public defenders, juvenile court, and judges) to facilitate appropriate referrals to prevention and intervention programs.
3. Change state law to require suspended students to attend alternative schools.
4. Increase use of and explore strengthening nuisance statute to allow seizure of property affected by illegal gang activity.
5. Reestablish local rehabilitation-focused residential facility for chronic and/or violent juvenile offenders serving their sentences in the juvenile justice system.
6. Examine a change in state law to allow eligible serious juvenile offenders to serve sentences in secure rehabilitation-focused facilities after age 19 without being transferred to the adult system.
7. Enhance rehabilitation programs in the Shelby County Correctional Center and Shelby County Jail for youth under age 24.

Reentry Goal: Youth offenders reentering the community access effective resources to support them in becoming successful members of society.

Reentry Strategies:

1. Increase education, employment and career development opportunities for reentering youth.
2. Enhance capacity and services at Memphis City Schools transitional and preparatory schools serving reentering youth.
3. Provide intensive case management to help youth successfully return to the community.

4. Identify and expand neighborhood-based networks of programs and providers (e.g. academic enrichment, job readiness, recreation, mental health counseling) willing and trained to serve reentering youth.

Implementation Approach

The Memphis Youth Violence Prevention Plan is the foundation of *Operation: Safe Community* Phase 2 – 2012-2017. The plan will be supported by the Memphis Shelby Crime Commission’s (MSCC) 50-member Board of Directors, implementation management teams accountable to this board, and a Youth Violence Prevention Director.

In its first phase, implementation will focus in Memphis’ northwest quadrant. With 50,000 children and youth living in poverty, this area has the city’s highest concentration of gang members, youth violence, single-family homes, and teen pregnancy. A coordinated place-based approach will build on current gang prevention and smart policing initiatives to align schools, community and faith-based providers into a full continuum of evidence-based services prenatal through career.

Community Situation

Background and Context

Memphis is a city with a history of having some of the highest crime and youth violence rates in the country. Both public and private community leaders understand how this distinction hampers our community goals, including maintaining vibrant businesses and tourism industry and attracting new families and companies to the area. Violence destroys quality of life and diminishes the freedom, health, and prosperity of individuals, families, and communities. Lack of public safety is not a standalone problem; it is linked to a city's economic health, quality of education, and other community goals. Accordingly, lower rates of crime are essential to the increased economic growth and prosperity of our city.

Recognizing this interdependency between economic growth, public safety and quality education, in 2006, former Shelby County Mayor A C Wharton, Jr. (current City of Memphis Mayor), former Memphis Mayor Dr. W. W. Herenton, Memphis Tomorrow and the Greater Memphis Chamber of Commerce joined forces and convened a diverse array of partners from all sectors to develop a plan to accelerate economic growth and quality of life in Memphis and Shelby County. The resulting plan, *Memphis Fast Forward*, features job creation, improved education, reduced crime and government efficiency as essential ingredients for future prosperity.

Development of *Memphis Fast Forward's* crime reduction component was launched in 2006. A public sector partnership led by then Shelby County Mayor A C Wharton, District Attorney Bill Gibbons, Sheriff Mark Luttrell, Memphis Police Director Larry Godwin and U.S. Attorney David Kustoff came together with top business leaders to address this urgent issue by creating *Operation: Safe Community*, a data-driven, 15-point research-based crime reduction plan. Led by Bill Gibbons, now in his current role of Tennessee's Commissioner of Safety and Homeland Security, a powerful collaborative of 50+ leaders has spearheaded its implementation. Largely due to Memphis' data-driven policing initiative called Blue CRUSH™, a key *Operation: Safe Community* strategy, serious crime in Memphis has since declined by more than 26.6%. January 2011 saw Memphis' lowest murder rate in 30 years.

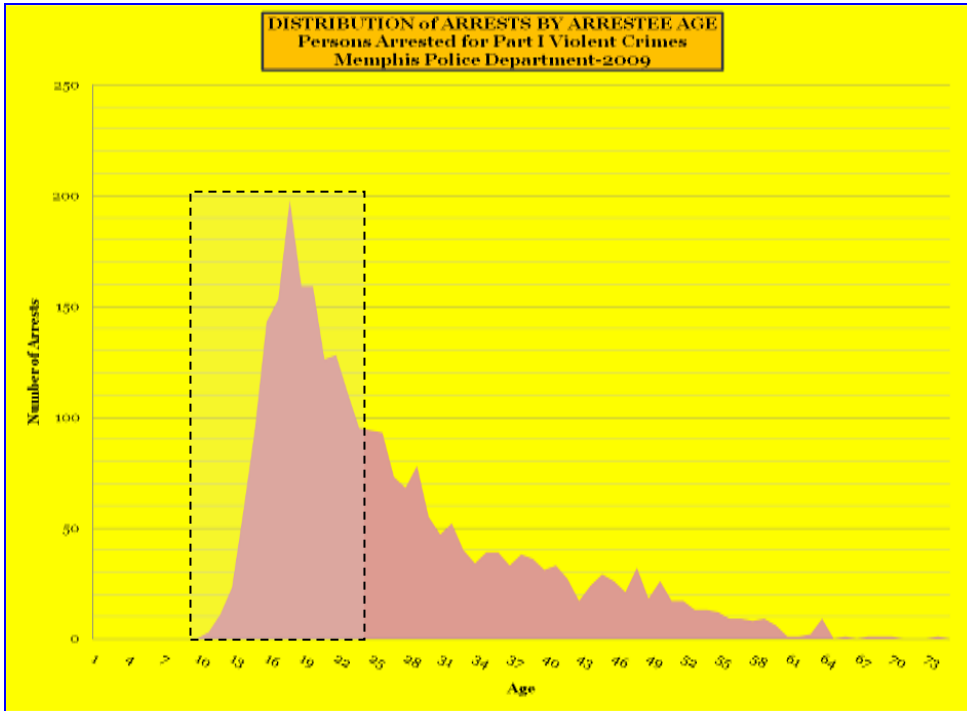
Based on our track-record of strong public-private leadership through *Operation: Safe Community (OSC)* President Barack Obama's Administration chose Memphis as one of six cities to participate in its National Forum on Youth Violence Prevention by developing a strategic plan to reduce youth violence.

The timing of this Memphis Youth Violence Prevention Plan is tightly aligned with OSC's next development phase – "OSC 2". In spring, 2010, OSC leadership concluded that while the initiative's law enforcement and prosecution strategies have achieved major to moderate success, adjustments were needed to achieve greater success in its intervention strategies. Since fall 2011, participation in this initiative has provided OSC with a significant vehicle to achieve its aim of increased focus on youth violence reduction. From April through December, 2011, it is anticipated that the Memphis Shelby Crime Commission will incorporate most, if not all, of this youth violence prevention plan as part of "OSC 2", as well as complete the balance of the planning on additional public safety strategies not directly related to youth violence.

Snapshot of Local Youth Violence

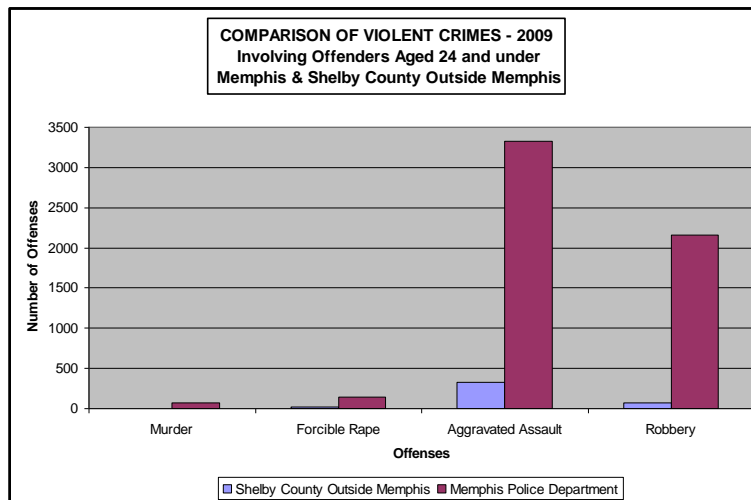
Since 2006, serious crime in Memphis has declined by over 26.6%. However, violent crimes involving those 24 and under remains a pronounced problem. The specific dynamics of this problem, as illustrated in the following charts provided by The University of Memphis Center for Community Criminology and Research, have important implications for effective data-driven intervention strategies.

Over 54% 1,462 of those arrested for a violent crime in Memphis in 2009 were 24 or under, with some as violent offenders as young as nine years old



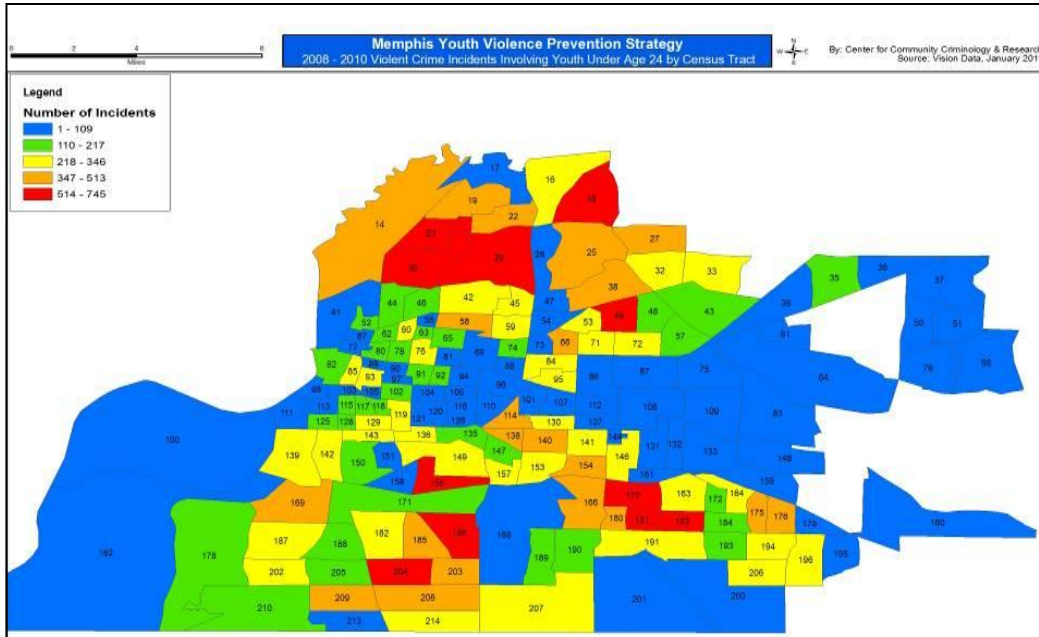
- Almost 54% of all males arrested for a violent crime were 24 and under
- Over 46% of the females arrested for a violent crime were 24 and under
- 92% of those arrested for a violent crime were African-Americans; 70.9% were African-American males
- 56% of the African-Americans arrested for a violent crime were 24/under

The overwhelming number of arrests of persons in Shelby County under 24 years of age (over 93%) are in the City of Memphis.

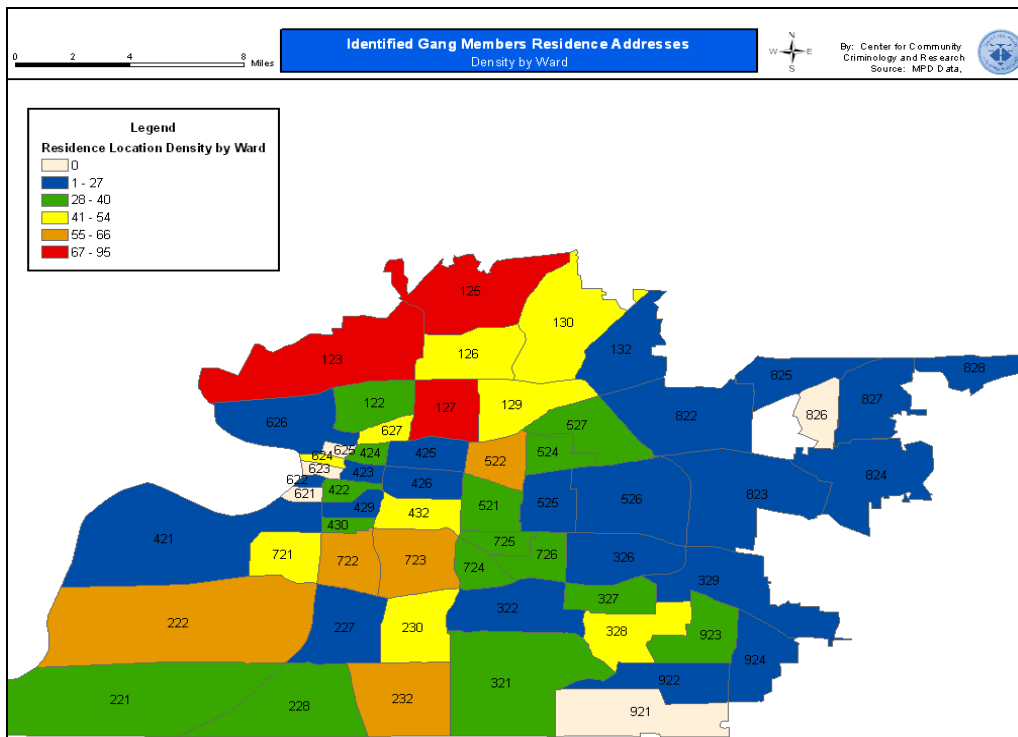


Operation: Safe Community
 Memphis Youth Violence Prevention Plan

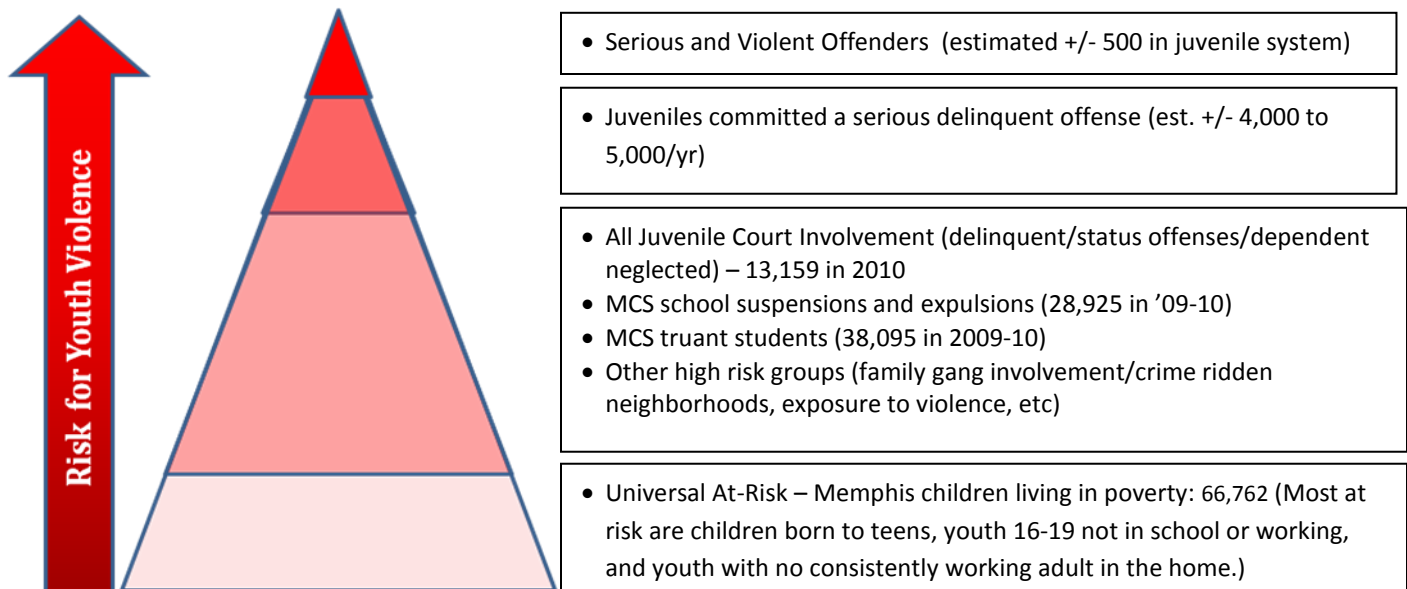
Incidents of violent crime involving youth under the age of 24 are concentrated in certain areas of the City of Memphis. The following map illustrates a heavy concentration in relatively few (11) census tracts. Offenses are often further concentrated in specific neighborhoods within a given census tract.



Quantitative data reveals growth of gang involvement among juveniles. While the total number of juveniles seen at Juvenile Court declined between 2007 and 2010, the number of gang members identified increased from 660 to 758 between 2007 and 2008 and from 758 to 816 between 2008 and 2009. In addition, last year there were over 700 gang-related expulsions in the Memphis City Schools. **While gang data in the map below is not broken down by age, it is clear that areas with high numbers of gang members are roughly the same as those with high youth violence.**



Similar to the concentration of high levels of youth violence in relatively few neighborhoods, most violent youth crimes are committed by a relatively small percentage of youth offenders, the majority of whom are in gangs. While a full prevalence analysis is not available, a “snapshot in time” of violent youth offenders, as well as a look at children and youth at various levels of risk for committing youth violence, indicates that a relatively small number of youth are at the highest risk for committing violent offenses.



Local Risk Factors for Youth Violence

Local crime data from the two sections above describe youth populations at high risk for committing violent offenses, insofar as these youth have either already committed violent acts, are demonstrating behaviors correlated with future risk violence (such as delinquency), or face risk factors such as high crime neighborhoods or gang-involved family members (for the complete analytic report from the Center for Community Criminology and Research, see <https://cm.safeyouth.gov/sites/OperationSafeCommunity-YouthViolencePrevention>). This section looks at additional risk factors that must be taken into account.

In Memphis and elsewhere, the underlying driver for most risk factors is family and neighborhood level poverty. The following synopsis from a Risk Analysis illuminates the scope of chronic family and child poverty, poverty that is concentrated at rates of twenty, thirty, and forty percent in a growing number of neighborhoods and within schools (for this full report from the Center for Community Building and Neighborhood Action (CBANA), see <https://cm.safeyouth.gov/sites/OperationSafeCommunity-YouthViolencePrevention>).

Individual Behavioral Risk Factors

Early identification of individual behaviors requires a comprehensive and systematic approach to surveillance, assessment, and referral for individual children and youth. Understanding who is in a position to identify behavior for early intervention and how to maximize the early warning system is critical to

effective intervention on behalf of children and youth, and is the only way to document children and youth who are at risk when aggregate family, school, peer, and neighborhood level indicators do not point to geographic clusters. We know, for example, that criminal incident reports on domestic violence are clustered in much the same way as aggregate data on family, school, peer, and neighborhood level risk factors: family and neighborhood level poverty are predictors of domestic violence hotspots. We also know, however, that domestic violence often goes unreported and occurs among families who are not poor and who live in more affluent neighborhoods; the same goes for bullying in schools and among peers. *Outliers to the general pattern where poverty is the primary predictive factor demand early warning systems where children who are at high risk for violent offenses can be individually identified for early intervention.*

Aggregate data on individual behavioral risk factors, however, can alert us to the scope of the challenge and enable us to envision an enhanced community wide youth development strategy with an emphasis on resilience and asset building for children and their families. Aggregate data is available through two sources in Memphis and Shelby County: the CDC's Youth Risk Behavior Survey (YRBS) and the America's Promise/Search Institute's Survey of Student Resources and Assets for the Memphis City Schools and the Shelby County School systems (Search Institute).

The YRBS, administered through MCS (but not Shelby County Schools), allows for a representative sample of middle school and high school students in Memphis. However, we have no comparable data on students who have dropped out of school and are arguably at even higher risk for involvement with violence. YRBS includes questions on a range of "risky behavior." We have extracted items with particular relevance for violence, injury, or mental health, where the percentage of students answering in the affirmative is reported below for 2009:

- Carried a weapon, such as a gun, knife or club during the last 30 days 12.8%
- Carried a gun during the last 30 days 5.8%
- Had been in a physical fight one or more times in the last 12 months 37.8%
- Had been physically hurt on purpose by a boyfriend/girlfriend in the last 12 months 11.5%
- Rode in a car in the last 30 days with a driver who had been drinking 25.9%
- Drove during the last 30 days after drinking alcohol 3.1%
- Felt sad/hopeless almost every day for two weeks in a row in the last 12 months 23%
- Seriously considered attempting suicide during the last 12 months 10.7%

Data from the Search Institute's 2006 survey administered to a statistically valid sample of middle-schoolers in both the Memphis City Schools and Shelby County Schools includes responses to 143 items designed to tap into youth resilience, where resilience is a protective factor for youth involvement with violence. The Search Institute suggests that youth scoring favorably on at least 20 assets is associated with resilience. Less than half of local youth (48%) reported having at least 20 assets.

Family, School, Peer, and Neighborhood Level Risk Factors: the Influence of Poverty

Analysis from the census and other sources indicates that Memphis is typically in the top tier of cities on risk factors presented found in Appendix B: Local Risk Factor Table. With a population poverty rate of 26% and child poverty of 40% in Memphis, *other risk factors included in the table tend to follow from chronic poverty.* Applying criteria from the national Fragile Families research to ACS data for Memphis, we estimate that 10%

of Memphis children in poor families are at highest risk for parental substance abuse and involvement in crime, homelessness, and abuse and neglect.

The key indicator is living in a household where no adults – no parents, grandparents, older siblings, or other kin, step-kin, or other potential guardians – hold a full or part-time job for any substantial portion of the year. One or more parents or other relatives may be incarcerated and adults and/or children are likely to suffer from health issues. *Learning more about who and where these estimated 6,000+ children are and how they and their families can be identified and reached is key to any strategy for reducing youth involvement in violence.*

Two other key indicators are births to teens, where risk factors associated with both economic stress and underdeveloped parenting skills are implicated, and the percentage of 16 to 19 year olds who are neither in school nor working – associated with the alternative economy and oppositional culture, which in turn are associated with increased risk for violence.

When the risk factors associated with family poverty are concentrated in neighborhoods, among peer groups, and in schools, and when other indicators of neighborhood instability are also present, GIS mapping enables us to target particular strategies to especially high risk areas and grapple with the challenge of developing mitigating and protective factors neighborhood by neighborhood. *A sample of these maps found in Appendix E: Phase I Implementation Project Area Maps, in conjunction with crime maps, provide a compelling picture of risk factors concentrated in specific areas of Memphis.* Additional area risk factor maps are found in the full analytic report posted at <https://cm.safeyouth.gov/sites/OperationSafeCommunity-YouthViolencePrevention>.

CBANA-InfoWorks is in the process of fleshing out a neighborhood by neighborhood asset inventory essential to prevention, intervention, and treatment/rehabilitation/re-entry. One pattern that has emerged is the concentration of risk factors in the city's several significant clusters of high density apartments. The appendix map showing how high child poverty rates overlay with apartment complexes illustrates this pattern. Apartment communities present clusters of risk factors, but also represent opportunities for highly targeted and collaborative place-based interventions.

Stakeholder Input

An array of diverse community stakeholders have been engaged to guide the plan development process from November, 2010 through March 1, 2011. These stakeholders include residents and youth; leaders and front-line representatives from government, law enforcement, academia, public education, business, and community based organizations, grassroots and neighborhood organizations, and faith-based organizations. Following is a synopsis of their input.

Key Findings: Community Listening Sessions

Three hundred and fifty-one people, including over 100 youth, participated in initial “listening sessions” before planning commenced. An overview of input includes:

- Shared perception of need for more parental support, love, and discipline.
- Lack of jobs for youth and adults reported as a problem across the board.

- Most participants unaware of youth violence prevention or gang reduction programs.
- Most youth report that crime, including gangs, is a problem in their neighborhoods.
- “Snitching” is a very big issue.
- Community members/residents want to be empowered to take back their communities.

Key Findings: Community Survey

Over 90% of 394 respondents to a community-visioning survey stated that the following actions were “very important” or “important” to preventing youth violence in our community. In almost all cases, *over half of the question respondents* stated that the community was either “not effective” or “not effective at all” in accomplishing these actions. *The responses in bold are those for which over 70% of survey respondents consider the community’s efforts either “not effective” or “not effective at all.”*

- Holding youth accountable for violent crime
- **Holding parents accountable for the behavior of youth**
- **Coordinated resources to support all aspects of youth development**
- Family-strengthening resources
- Youth career readiness
- Stable housing
- **Safe neighborhoods**
- Parent or caregiver support
- High quality academic opportunities
- Safe schools
- High quality after-school or youth development programs
- Access to physical and mental health services
- **Consistent relationship with a caring adult**
- **Mutual respect between youth and law enforcement**
- Neighborhoods working to support youth development
- Government, schools, churches, non-profits, neighborhoods, parents and youth working together to prevent youth violence
- **Youth developing anger management, conflict resolution, and related skills**
- **Reducing domestic and family violence**
- Youth have a vision of a successful future for themselves

Key Findings: Providers

Twenty-eight representatives from diverse agencies participated in an on-line survey regarding agency philosophy and practice relating to youth violence prevention. Over 65% of respondents stated that the following resources contribute to reducing youth violence “a great deal”, yet the following services in most cases, are provided directly or through partnerships only “some of the time” or “infrequently.”

- Family resources
- Job readiness skills and job opportunities
- Safe neighborhoods
- Positive parental or caregiver support
- High quality academic opportunities
- Safe schools
- High quality after-school programs
- Health and mental health services
- Resiliency skills for youth

Over 60% of respondents have formal policies, as well as some front-line training and defined job responsibilities, in the following areas:

- Cultural competency

- Strengths and asset-based assessment and service planning
- Outreach to hard-to reach populations
- Service coordination with other agencies

Provider focus groups conducted in 2009 by the University of Memphis as part of an initial gang assessment raised concerns about the failure to (a) assess available community strengths and resources to determine what gaps exist, (b) develop a directory of available services and organizations, and (c) implement a coordinated service referral system for at-risk youth, adults and families. Additional concerns lie with the lack of training resources available in the community to address gang and youth violence intervention.

Key Findings: Minister Brainstorming

Approximately 40 ministers across various denominations participated in a discussion about youth violence prevention. Many represented churches or ministries that offer resources and programs to strengthen youth and families, including substance abuse counseling; life skills; youth enrichment and vocational training; local job development; outreach to increase engagement of men; and efforts to bring activities such as prayer events, GED training and counseling outside the walls of the church and into communities.

Ministers expressed the following to be key causes of local youth violence:

- Drug and substance abuse
- One parent, broken family structure, and the lack of male role models
- Abuse and neglect of youth
- Culture of crime/multi-generational effect of normalizing crime
- The absence of a voice for youth

Ministers believe the following are key to church-based anti-violence efforts:

- Increased focus on the needs of people outside of their congregational activities
- Increased collaboration among churches to provide holistic neighborhood-based “networks”
- Building a bridge between workforce development and the faith-based community
- Outreach designed to listen to youth and give them a voice
- Outreach designed to bring the family – and particularly fathers - back to church

Key Findings: Youth Feedback on the Plan

Two groups of youth – one comprised of youth leaders from Youth United Way and the other current and former gang members – reviewed early drafts of this plan’s strategies. Principles and strategies that resonated most strongly with these youth include:

- Promoting parental support and accountability
 - *“It starts in the home, without parents’ attention you go “elsewhere” to find it.”*
 - *“Youth crime spreads through modeling. We watch adults and determine if the area is profitable and if so; we go in.”*
- Increased voice for youth
- Accessible resources for youth development (*“If parents don’t have money for sports the youth know that gangs are free. Sports cost money and transportation is a hindrance.”*)
- Increased employment opportunities for youth
- Support and resources for younger children (*“Adults wait too late to reach out so when you get to middle school it’s too late. They should start in elementary school.”*)

Strategic Plan

Methodology

This strategic plan was developed by a Project Management Team and adopted by a Policy Council comprised of leaders from law enforcement, government, business and public health. Plan strategies were guided by local crime and risk factor data provided by research partners at The University of Memphis Center for Community Criminology and Research and the Center for Community Building and Neighborhood Action; input from over 750 participants, including hundreds of youth, in community listening sessions and surveys facilitated by Hunter Greene Fields, Inc.; and proven best practices for youth violence prevention.

Over 75 participants in four workgroups – prevention, intervention, enforcement and reentry – were facilitated through a participatory planning process which, according to participant feedback, successfully engaged diverse perspectives to develop proposed strategies. The process was further informed by feedback from youth, including gang members and those who had committed violent acts, before and during plan development.

Vision

Memphis is a city where all children and youth, valued and nurtured by strong families and communities, are fully prepared for lifelong success.

Guiding Principles

- The key to preventing youth violence is positive youth development.
- The foundation for positive youth development is a healthy belief system and support from families, youth, and the community-at-large.
- Effective, coordinated and sustained resources for positive child and youth development should be available to all children and youth.
 - Support for parents and families
 - In the absence of family support, other caring adults to support youth
 - Culturally-relevant providers with adequate resources and accountable for achieving results
 - Neighborhoods that foster healthy environments for their youth and families
- Youth must have opportunities for leadership and a voice in our community.
- Youth and parents must be held accountable for problem behaviors and acts of youth violence.
- Youth must have access to a system of “graduated sanctions” that balances youth accountability with resources for rehabilitation.

Target Outcome

25%* reduction in youth violence in five years, as measured by reductions in:

- Arrests for violent offenses of people under age 24
- Reported delinquency offenses
- Reported status offenses
- Reported school incidents
- # of school suspensions and expulsions
- Number of truant youth
- Youth gang involvement

Outcome Scorecard

Measure	Baseline	2016 Target*
# violent offenses by people under age 24 (Shelby County)	1,462 (2009)	1,097
# delinquency offenses (Shelby County)	15,699 (2010)	11,774
# status offenses (Shelby County)	2,451 (2010)	1,838
# incidents/1000 (Memphis City Schools)	49/1000 ('09-'10)	10/1000
# of school suspensions and expulsions (Memphis City Schools)	28,925	21,694
# of truant youth (Memphis City Schools)	38,000 ('09-'10)	28,500
Youth gang involvement**	TBD	25% reduction

*Measurement targets are in draft form and will be finalized by October, 2011 during implementation planning overseen by the Memphis Shelby Crime Commission Board of Directors; **A common definition of, and measurements for, youth gang involvement will be developed by the Memphis Shelby Crime Commission Anti-Gang Steering Committee in 2011.

Community Performance Indicators

The following community indicators have a critical impact on reducing youth violence, particularly long-term. Efforts to achieve these indicators must include strategies beyond the scope of this plan. However, the community must have a commitment to these indicators to achieve this Plan's vision.

- Stronger families
- Reduced childhood exposure to violence
- Increased academic competency and career readiness
- Increased positive youth development
- Reduced teenage pregnancy

A Community Report Card that compiles measurements relating these indicators is under development, with a framework found in Appendix D: Community Indicators Report Card.

Prevention: Goals, Strategies and Objectives

Background and Context

Children and youth in Memphis and Shelby County face pervasive individual, family, peer and neighborhood risk factors for youth violence. Strategies that effectively promote assets for children and youth can protect against these risk factors. These assets can be internal, like school readiness and conflict resolution skills, or external, such as support from a caring adult or a safe place to play outside. According to a 2006 survey from America's Promise/Search Institute, less than half of our local middle school students have the minimum number of research-based assets they need to thrive.

In recent years, a number of initiatives have adopted a "strengths-based approach" to build assets for at-risk children, youth and families. These include federal demonstration projects underway to expand evidence-based early home visitation programs for low income families; prevent teen pregnancy; support pregnant teens and other at-risk mothers; reduce and mitigate the effects of childhood exposure to violence; and provide a family-driven and youth guided system of care for children with serious emotional disturbances.

Other local efforts are underway to increase assets for all children and youth, with a priority on those facing risk factors like poverty, crime-ridden neighborhoods, and homelessness. Evidence-based initiatives to boost high school graduation and post-secondary attainment, both protective factors against youth violence, are promoted through *PeopleFirst!*, the human capital component of Memphis Fast Forward. Memphis has just published the Mayor's Ten Year Plan to End Homelessness. A city-wide comprehensive neighborhood revitalization plan is being launched. Innovative church-neighborhood partnerships that build assets in under-resourced areas are growing. Site-based services to provide resources for children and families in crime-ridden apartment complexes are emerging. And evidence-based law enforcement strategies to aggressively target gun and drug crime are being implemented in the city's toughest neighborhoods.

This plan envisions leveraging all of these resources – and others – through a shared focus on building assets for children and youth facing risk factors for youth violence. Our focus is to build the resources youth need – both internally and externally – so they have the resiliency to succeed in spite of these risks.

Target Population

Children and youth experiencing factors that put them at-risk for committing violence such as poverty and low educational levels, *with a priority on those at very high risk* due to factors such as exposure to violence/trauma, family members in gangs, and mental health issues.

Goal

Children, youth and families at risk for youth violence access high quality resources that effectively protect them from risks by promoting positive child, youth and family development.

Strategies and Objectives

Measurement targets for all objectives are in draft form. Three and 5-year targets, as well as leaders for all action items, will be finalized by October, 2011 during implementation planning to be overseen by the Memphis Shelby Crime Commission Board of Directors.

Strategy One: Increase participation by at-risk families in high quality prenatal/early childhood development programs with a focus on family strengthening and improved parenting skills.

Rationale: Research correlates positive early childhood development with reduced juvenile delinquency, as well as reductions in several other risk factors relating to youth violence such as poor social skills and academic failure. High quality pre-natal care, early home visitation and early learning programs are proven to promote positive social, emotional, physical and cognitive early childhood development. Increased participation in such programs by children and families, particularly those facing multiple risk factors for youth violence, can help build resiliency to protect against these risks.

5-Year Objectives

- 100 families in North Memphis enroll in high quality pre-natal and early home visitation services
- Enrollment in 3-star childcare programs in North Memphis is increased by 25%
- The number of state-funded Pre-K classrooms in North Memphis is increased by 25%

Action Item	Leader/Community Partner
Expand outreach to enroll families in high quality pre-natal clinic and home visitation programs in high crime neighborhoods, with a priority on families at very high risk for youth violence beginning in North Memphis	Early Success Coalition/ Shelby County Office of Early Childhood and Youth
Expand outreach to enroll families in 3-star and nationally accredited childcare programs in high crime neighborhoods, with a priority on families at very high risk for youth violence, beginning in North Memphis	Early Success Coalition
Mobilize civic and grassroots leaders, and the public at large, to advocate for increased state Pre-K funding in Memphis and Shelby County Schools, and encourage MCS to place a priority on putting more classrooms in North Memphis	Voices for Memphis Children; Memphis Fast Forward Steering Committee

Strategy Two: Build on neighborhood networks and strengthen the ability of community and faith-based organizations to deliver high-quality programs and resources that strengthen at-risk youth and their families.

Rationale: High quality resources including after-school programs, mentoring, tutoring, college prep, internship, pregnancy prevention, and parenting programs are proven to reduce youth violence and promote protective factors like social skills and academic success. Increasing access to, and coordination of these resources, particularly in neighborhoods with high crime and other risk factors such as concentrated poverty and blight, can help youth more successfully cope with risks for youth violence.

5-Year Objectives

- 50 community- and faith-based prevention providers agree to participate in neighborhood networks providing prevention resources to youth and family members at-risk for gang involvement, starting in North Memphis.

Memphis Youth Violence Prevention Plan

- Those providers, plus other key organizations, establish a shared tracking system to measure youth participation and program effectiveness as defined in part by youth outcomes related to the Search Institute’s 40 assets.
- Those 50 providers, plus other key organizations agree to adopt common evidence-based standards for youth development programs.
- Those 50 providers, plus other key organizations participate in asset-based youth development training.
- 20 additional church/faith organizations join these 50 providers in delivering evidence-based youth programs.
- 30 churches/faith organizations participate in activities to strengthen resources for youth.
- 5 churches adopt neighborhood schools to provide an array of student supports.

Action Item	Leader/Community Partner
Establish links between prevention providers and the current G.R.A.S.S.Y. Gang Intervention Team to serve family members of gang-involved youth, beginning in North Memphis, as part of a comprehensive gang prevention initiative	<i>Gang Prevention Project Coordinator</i>
Implement tracking system to measure youth participation and program effectiveness, beginning in North Memphis as part of a comprehensive gang prevention initiative	<i>Gang Prevention Project Coordinator</i>
Institute shared, evidence-based standards for professional youth programs	<i>TBD</i>
Implement program quality measurement and reporting for youth development programs	<i>TBD</i>
Implement training and technical assistance to help youth development programs achieve evidence-based standards	<i>TBD</i>
Increase the number and quality of professionally -staffed youth development programs at churches and other faith-based organizations	<i>Urban Youth Initiative</i>
Support churches and other faith-based organizations in enhancing their youth programs and services	<i>TBD</i>
Engage and train churches to adopt neighboring schools to provide an array of student and family supports	<i>Hope Presbyterian Church; First Baptist Broad Church; other churches</i>
Enhance youth resource database, encompassing professional youth organizations, church-based resources, and other grass-roots efforts to prevent duplication of efforts and to facilitate collaborations	<i>TBD</i>
Implement <i>Defending Childhood Initiative</i> strategies to reduce and mitigate the risks, including future youth violence, of childhood exposure to violence (plan to be complete May 1, 2011)	<i>Shelby County Office of Early Childhood and Youth</i>
Implement the America’s Promise/Search Institute <i>Survey of Student Resources and Assets</i> to all middle school students in Memphis and Shelby County	<i>TBD</i>

Strategy Three: Strengthen and work through existing neighborhood networks to reduce environmental risk factors and provide supportive environments for high-risk youth.

Rationale: *High-crime neighborhoods often fall into a spiral of decay since among the most common responses to crime is an avoidance of the area. As a result, neighborhoods perceived as dangerous often become socially isolated and area businesses find it difficult to attract customers and recruit and retain qualified employees. Research suggests that levels of crime are related to the capacity of communities to realize common values and maintain effective social control. Often this has been defined as collective efficacy – the “link of cohesion and trust with shared expectations for intervening in support of neighborhood social control”. Neighborhoods with higher collective efficacy are positioned to more effectively address crime and provide a safer, healthier environment for children and families.*

5-Year Objectives

- Neighborhood leadership bodies in high crime areas adopt youth violence prevention as a top priority, beginning in North Memphis.
- Youth violence prevention strategies are consistently included in neighborhood revitalization plans.

Action Item	Leader/Community Partner
Mobilize existing neighborhood bodies to promote strategies for youth violence prevention	Memphis Shelby Crime Commission
Coordinate City of Memphis problem properties and place-based initiatives for maximum impact on youth violence prevention	City of Memphis
Coordinate with GMN’s “Leveraging Investments for Transformation” (LIFT) comprehensive neighborhood revitalization plan	Greater Memphis Neighborhoods

Intervention: Goals, Strategies and Objectives

Background and Context

Tens of thousands of local children and youth demonstrating problem behaviors like truancy, unruly offenses, and juvenile delinquency require some level of intervention. Like effective prevention strategies, successful intervention strategies build assets that promote resiliency against risk factors. At the same time, youth must be held accountable for their problem behaviors. As research indicates, *graduated sanctions* blend effective interventions with appropriate consequences for problem behaviors to help youth “turn around” and choose a positive path.

Several successful local intervention programs delivered by both public and private providers have emerged over the last number of years. To divert truant middle-schoolers from the justice system, the Shelby County District Attorney’s Office has launched a program that offers mentors in lieu of prosecution. Memphis City Schools (MCS) has implemented S.H.A.P.E. (Memphis City School House Adjustment Program) a program that has successfully diverted thousands of students with minor infractions from juvenile court detention into a research-based pro-social curriculum. MCS has also established four Preparatory Academies that serve overage-for-grade students, many of whom have had prior expulsions and behavior problems, with specialized programs for academic credit recovery and social support.

For youth in contact with the juvenile justice system, the Memphis Shelby County Juvenile Court has partnerships with several community and faith-based organizations for diversion programs that successfully reduce recidivism and improve youth outcomes. Juvenile Court has also recently opened Hope Academy, an intensive academic and pro-social development program for youth in detention.

Finally, as part of *Operation: Safe Community’s* strategy to “Design and Implement a Comprehensive Gang Intervention Strategy”, a pilot program to implement core elements of the OJJDP comprehensive gang prevention model was launched in 2009. This program, called G.R.A.S.S.Y. (Gang Reduction Assistance for Saving Society’s Youth), funds and supports outreach workers and a Gang Intervention Team serving two high schools in the North Memphis-Old Allen Station, the area with the highest identified gang activity.

While these, and other efforts, are promising starts there is a great need for more resources. Community stakeholders have identified the need for more neighborhood-based program resources, increased agency coordination, and greater provider accountability for achieving youth outcomes. The strategies in this section are designed to address these needs.

Target Population

Youth who have demonstrated problem behaviors at home, school or in the community and therefore are at high-risk for committing violent acts.

Goal

Youth who demonstrate behavior problems access effective resources to help them develop positive behaviors and greater resiliency to risks for youth violence.

Strategies and Objectives

Measurement targets for all objectives are in draft form. Three and 5-year targets, as well as leaders for all action items, will be finalized by October, 2011 during implementation planning to be overseen by the Memphis Shelby Crime Commission Board of Directors.

Strategy One: Expand case management and deployment of multi-agency intervention teams to support youth at highest risk for committing violence.

Rationale: OJJDP notes the critical importance of effective case management for youth demonstrating problem behaviors. Guided by risk, needs and strengths assessment, case managers seek to provide access to a continuum of appropriate services from agencies working with these youth through formalized participation in intervention teams. This approach is underway through a pilot of the OJJDP comprehensive gang prevention model in two Memphis City High Schools, which will serve as the foundation for expanding this approach to youth at highest risk for committing violence.

5-Year Objectives

- 10 additional outreach worker/case managers work with gang-involved and high risk youth in high crime areas, beginning in North Memphis
- 250 additional youth are supported by Intervention Teams, beginning with gang-involved youth in North Memphis

Action Item	Leader/Community Partner
Expand and enhance the G.R.A.S.S.Y. project underway in Memphis City Schools, starting with 3.5 additional outreach workers/case managers to intervene with gang-involved youth in North Memphis	Gang Prevention Project Coordinator; Gang Steering Committee/Intervention Team
Build on gang intervention team model to serve other youth at very high risk for youth violence in North Memphis and other high crime areas	Memphis Shelby Crime Commission

Strategy Two: Dramatically improve coordination among agencies serving these youth, especially with MCS, by establishing a shared electronic client management system and creating incentives for agencies and providers to participate.

Rationale: Service delivery coordination is the foundation of a comprehensive approach to preventing youth violence. Providers must break down silos to deliver a seamless continuum of service that meet individualized youth and family needs. Agencies need to adopt new practices to support effective coordination. One key is the ability to easily share information about an individual youth. Another is resources and funding incentive to support and drive agency change. Both are part of this strategy to motivate and support increased service coordination for youth at highest risk for committing violence.

5-Year Objectives

- 20 intervention providers agree to participate in neighborhood networks providing intervention resources to youth and family members at-risk for gang involvement, starting in North Memphis

Memphis Youth Violence Prevention Plan

- Those providers, plus other key organizations agree to participate in a shared tracking system to measure youth participation and program effectiveness
- 20 Intervention Team members, 10 Gang Outreach Workers and 10 intervention provider agencies are trained in Vandenberg high-fidelity wrap-around care coordination for high risk youth
- A Request for Qualifications process for funding providers to meet identified needs is established

Action Item	Leader/Community Partner
Institute agreements to expand the current G.R.A.S.S.Y. Team MOU to enhance coordination among the Intervention Team members, outreach workers, schools and neighborhood providers, beginning with comprehensive gang prevention project in North Memphis	<i>Gang Prevention Project Coordinator</i>
Institute a standardized, shared intake instrument among agencies providing interventions to target youth, beginning with comprehensive gang prevention project in North Memphis	<i>Gang Prevention Project Coordinator</i>
Institute a Request for Qualification process that grants funds to qualifying agencies for programs that meet high community needs, beginning with gang outreach workers in North Memphis	<i>MSCC Anti-Gang Steering Committee</i>
Implement a shared electronic client management system that support service coordination, identifies community resource needs and gaps, and measures provider performance	<i>Memphis Shelby Crime Commission</i>
Build on all activities of a comprehensive gang prevention project in North Memphis to include other youth at high risk for youth violence and expand to other high crime areas	<i>Memphis Shelby Crime Commission</i>

Strategy Three: Expand “graduated sanctions” for youth (graduated severity of penalties combined with rehabilitation)

Rationale: *Graduated sanctions for youth in the juvenile justice system, which couples accountability with increasingly intensive intervention services, is a research-based approach to deterring youth in earlier stages of unruly and delinquent behavior from future crimes. This strategy is particularly relevant in remedying the disproportionate confinement of minority youth, which is prevalent in Memphis. A number of local research-based graduated sanction programs described earlier should be expanded to serve more youth.*

5-Year Objectives

- The D.A.’s truancy mentoring program is expanded from 8 to 16 Memphis City Schools middle schools
- New mentors will be recruited and trained to serve all truant youth who desire to participate in the program
- The Memphis City Schools’ School House Adjustment Program (S.H.A.P.E.) expands from 18 to 40 schools
- Referral mechanisms are established for intervention services when youth offenders agree to wear G.P.S. bracelets as a condition of bail or release

Operation: Safe Community
Memphis Youth Violence Prevention Plan

Action Item	Leader/Community Partner
Expand the D.A.'s program to provide mentors for truant youth as an alternative to prosecution	<i>D.A. Office</i>
Expand the availability of the MCS S.H.A.P.E. program to all MCS schools in ten years	<i>Memphis City Schools</i>
Explore expansion of evidence-based graduated sanctions programs (e.g. mentoring, case management) offered by community and faith-based organizations	<i>Memphis Shelby Crime Commission</i>
Establish referral mechanisms into intervention services when youth offenders agree to wear G.P.S. bracelets as a condition of bail or release	<i>Memphis Shelby County Juvenile Court; D.A.'s Office; Memphis Police Department; Shelby County Sheriff's Office</i>

Enforcement: Goals, Strategies and Objectives

Background and Context

Over the past few years, enforcement efforts underway have demonstrated significant success in reducing violent crime, the majority of which is committed by people under age 24.

- Community-wide trends demonstrate significant reductions in violent crime.
- Successful enforcement strategies include data-driven policing, targeted prosecution of gang members, coordination among law enforcement agencies on gun crime through Project Safe Neighborhoods, and tougher sentencing laws for gun crimes.

Though overall numbers of violent youth offenders have dropped in the past number of years, other trends reveal a disturbing increase in the severity of the youth violence problem.

- The age of violent offenders is decreasing (as young as nine years old) and the severity of crimes committed by youth under age 17 is increasing.
- By the time youth are tried as adults, they have had up to 16 encounters and adjudications within the juvenile justice system, demonstrating the ineffectiveness of current intervention efforts.
- While law enforcement has had increased success in convicting violent youth offenders, many youth incarcerated for violent crimes return to the community at a high risk for reoffending.

Local law enforcement leaders believe that they can continue to contribute to reducing or preventing youth violence by maintaining and intensifying existing enforcement strategies. However, local law enforcement leaders also believe that our community cannot arrest and incarcerate its way out of our youth violence problem. They join leaders from other sectors who maintain that large-scale gains in youth violence reduction must be realized through a community focus on the prevention and intervention strategies found in other areas of this comprehensive plan.

Target Population

Youth involved with police, court system and those in detention and incarceration.

Goal

Youth crime is deterred and safe environments foster healthy youth and families.

Strategies and Objectives

Measurement targets for all objectives are in draft form. Three and 5-year targets, as well as leaders for all action items, will be finalized by October, 2011 during implementation planning to be overseen by the Memphis Shelby Crime Commission Board of Directors.

Strategy One: Maintain data-driven policing through the Blue C.R.U.S.H.™ Initiative and Shelby County Data Smart Policing

Rationale: *Data-driven policing strategies have been a top focus of the Operation: Safe Community since 2006. In partnership with the University of Memphis Center for Community Criminology and Research, the Memphis Police Department has pioneered real-time data-driven policing through its highly successful Blue C.R.U.S.H. initiative – credited with driving a 26.6% reduction in Part I crimes in five years.*

Operation: Safe Community
Memphis Youth Violence Prevention Plan

Data-driven policing is now expanding throughout Shelby County with the Data Smart Policing initiative. Sustaining these two strategies, and applying them to specific evolving problems such as gang and gun crime, is a cornerstone of this youth violence prevention plan.

5-Year Objectives

- Part I violent crime is reduced in hot-spot areas by 2.5% annually county-wide

Action Item	Leader/Community Partner
Intensify targeted patrols in areas with high youth crime	Memphis Police Department; Shelby County Sheriff's Office

Strategy Two: Equip all branches of local law enforcement to facilitate appropriate referrals to prevention and intervention programs.

Rationale: *Law enforcement personnel – police, investigators, prosecutors, public defenders, court staff and judges – are most often the “front line” in working unruly and delinquent youth. These personnel, while charged with holding youth accountable for their actions, are also in a position to link youth to intervention resources that can help them change their behaviors. In addition, these personnel are often in “first” contact with children and youth at very high risk for youth violence – the siblings of youth already involved in the justice system or those witnessing violence in their home or community. This strategy will leverage law enforcement personnel to link children and youth at highest risk for violence to intervention and prevention services.*

5-Year Objectives

- Law enforcement referrals of youth offenders to graduated sanction and diversion programs increase 10% annually
- Law enforcement referrals for triage/services of families with children witnessing domestic violence incidents to which police have been called increase 50%

Action Item	Leader/Community Partner
Train police, investigators, prosecutors, public defenders, juvenile court staff and judges regarding diversion programs	MPD, SCSO, Juvenile Court, DA, Public Defender, Judges, etc
Add a box on the intake report for MPD/SCSO officers responding to domestic violence and other violent incidences to flag the presence of children as witnesses	MPD, SCSO, Juvenile Court, DA, Public Defender, Judges, etc
Incorporate standardized needs assessment into existing reporting and/or intake processes	MPD, SCSO, Juvenile Court, DA, Public Defender, Judges, etc

Strategy Three: Change state law to require suspended students to attend alternative schools.

Rationale: *Over 24,000 Memphis City School students were suspended last year – most of them for problem behaviors. While they can attend an alternative school during their suspension period if they choose, they are not required to do so. This puts them at an academic disadvantage as well as at higher risk for delinquency. Previous attempts have been made to change state law so that youth must attend*

school while suspended. This legislation has consistently failed due to the costs of educating these students. Despite the challenging economic climate, it is important to continue to pursue this legislation based on its potential positive impact on youth behavior and prevention of youth violence.

5-Year Objectives

- Students on suspension attend alternative schools that provide behavioral, social and academic support.

Action Item	Leader/Community Partner
Advocate for legislation requiring that suspended students attend an alternative school or an educational programs during their suspension period	Memphis Fast Forward Steering Committee

Strategy Four: Increase use of and explore strengthening nuisance statute to allow seizure of property affected by illegal gang activity.

Rationale: *Certain properties, often vacant or abandoned houses, become magnets for drug dealing and gang activity. These properties undermine the vitality of neighborhoods by increasing both violent and property crime in the area, creating fear in neighborhood residents, exposing children to violence and anti-social behavior, weakening bonds among neighbors, and preventing neighborhood economic revitalization. This strategy, by expanding the seizure of property being used to facilitate illegal activity and permitting the imposition of targeted gang injunctions, strengthens the ability of neighborhoods to support positive youth development and build the social capital necessary for social control of delinquent and criminal behavior.*

5-Year Objectives

- Increase the frequency of use of state’s nuisance statute for allowing seizure by the District Attorney of property used to facilitate illegal gang activity by 5% annually, beginning in North Memphis

Action Item	Leader/Community Partner
Train prosecutors and law enforcement to Implement full use of existing statute	D.A. Office
Advocate to strengthen the property seizure provisions of the existing gang nuisance statute	Memphis Fast Forward Steering Committee

Strategy Five: Reestablish local rehabilitation-focused residential facility for chronic and/or violent juvenile offenders admitted to the juvenile justice system.

Rationale: *An overwhelming body of research demonstrates the effectiveness of systems of graduated sanctions with serious and violent youth offenders. For example, the OJJDP Violent Juvenile Offender (VJO) Research and Development program gradually reintegrated violent juvenile offenders into communities following short incarceration terms in small secure juvenile facilities by use of accompanying community-based residential treatment with subsequent intensive neighborhood supervision. This model significantly reduced recidivism, increased the time for the commission of a new offense, and decreased the seriousness of subsequent offenses. This strategy proposes addressing a gap*

in graduated sanctions that, coordinated with proposed effective re-entry programming, can successfully reintegrate violent youth offenders into their communities.

5-Year Objectives

- Serious, chronic and/or violent juvenile offenders are locally incarcerated in rehabilitation-focused secure facilities.

Action Item	Leader/Community Partner
Re-establish local secured juvenile residential facilities grounded in age-appropriate rehabilitation and with links to community support/reentry programs	TN Dept of Children's Services

Strategy Six: Examine a change in state law to allow eligible serious juvenile offenders to serve sentences in secure rehabilitation-focused facilities after age 19 without being transferred to the adult system.

Rationale: *Research indicates that juvenile offenders transferred to adult criminal justice systems have higher recidivism rates as compared to those retained in the juvenile justice system. In addition, comparative studies suggest that transferred juveniles re-offend at higher rates and more quickly; moreover, studies suggest these juveniles may commit more serious offenses after release from adult prison than those remaining under juvenile court supervision. Research suggests that youth in adult prisons undergo differential socialization; imprisoning juveniles in adult facilities disrupts youth development by symbolizing community rejection, closing off opportunities, and impeding personal growth. Moreover, youth in adult facilities have higher suicide rates than those in juvenile facilities, and are far more likely to be violently victimized in adult prisons. This strategy recognizes that many youth offenders can benefit from remaining under the jurisdiction of the juvenile court for continued rehabilitative intervention.*

5-Year Objectives

- Eligible juvenile offenders serve out their sentences after age of 19 in rehabilitation-focused juvenile facilities

Action Item	Leader/Community Partner
Explore the enactment of “blended sentencing” to permit eligible juvenile offenders to remain in the juvenile justice system after age 19	Memphis Fast Forward Steering Committee

Strategy Seven: Enhance rehabilitation programs at the Shelby County Correctional Center and Shelby County Jail for youth under the age of 24.

Rationale: *The use of appropriate interventions with serious violent offenders, particularly interventions utilizing interpersonal skills training and cognitive-behavioral treatment, can reduce reoffending. However, research suggests that youth up until age 24 are in a significantly different developmental phase that those in their mid-twenties and beyond. Programs for youth offenders, as opposed to adults, must be tailored to their development mindset to be effective. Age-appropriate rehabilitation programs for incarcerated young adults in penitentiaries, coupled with effective reentry support, can reduce future violence.*

5-Year Objectives

- 75% of incarcerated youth in the adult system earn Workforce Investment Network “career readiness certificates” before they reenter society.

Action Item	Leader/Community Partner
Enhance rehabilitation programs with career readiness and life skills training that addresses the unique psychological factors for youth age 17 to 24 years, and link programs to a comprehensive reentry approach	<i>TN Dept of Corrections, Shelby County Sheriff's Office</i>

Reentry: Goals, Strategies and Objectives

Background and Context

Comprehensive adult and juvenile reentry programs are both strategies of the 2006 *Operation: Safe Community* plan. Originally championed by then Shelby County Mayor A C Wharton, adult offender (including youth 17 – 24) reentry programs were expanded and strengthened with the support of major federal grants.

In 2009, strategy co-champion State Probation and Parole Board Chairman Charles Traughber convened over 60 stakeholders from nearly 30 agencies to build on effective local programs for a systemic approach. The resulting Strategic Plan for Adult Reentry is a blue-print for a comprehensive, research-based service continuum to deliver a seamless, coordinated system to improve reentry success. To spearhead this plan, a joint City County Office of Offender Reentry is now being formed. This office will foster research-based programs for reentering youth age 17 – 24, as described in the strategies below.

Progress on the OSC juvenile reentry strategy has met with serious obstacles. In 2008, state funding reductions resulted in the closure of local rehabilitation-focused residential facilities for juvenile offenders. Incarcerated juvenile offenders are detained in facilities outside of Shelby County. This makes it difficult to implement a research-based reentry continuum, which for juveniles should begin with treatment planning at the time of incarceration and include active involvement of family members. Until this issue is addressed (as described in Enforcement Strategy #5), reentry strategies for juveniles focus primarily on increasing academic and community-based resources post-release.

Target Population

Youth returning from incarceration, including state youth detention facilities outside of Shelby County, the Shelby County Jail, Shelby County Correctional Centers and state penitentiaries.

Goal

Youth offenders reentering the community access effective resources to support them in becoming successful members of society.

Strategies and Objectives

Measurement targets for all objectives are in draft form. Three and 5-year targets, as well as leaders for all action items, will be finalized by October, 2011 during implementation planning to be overseen by the Memphis Shelby Crime Commission Board of Directors.

Strategy One: Increase education, employment and career development opportunities for reentering youth.

Rationale: *Lack of employment support and opportunities for youth reentering society is one of the biggest challenges to successful reentry. Many returning youth lack both job readiness and basic skills required for entry level positions. Most employers are not willing to hire ex-offenders. However, without employment opportunities, ex-offending youth have few resources to building a positive future. Both*

Operation: Safe Community
Memphis Youth Violence Prevention Plan

employment support programs, and willing employers, are necessary to provide youth with viable prospects for the future.

5-Year Objectives

- 200 youth reentering society participate in employment and career readiness programs and earn Workforce Investment Network-approved “career readiness certificates”
- 10 local employers are committed to providing job opportunities for career-qualified youth reentering society

Action Item	Leader/Community Partner
Explore applying best practices models in employment programs that combine intensive job readiness and life skills with entry level work experience opportunities	Workforce Investment Network, others
Conduct education and awareness campaign to employers regarding the high “return on investment” in supporting youth reentering the community	TBD
Connect with other “career pathway” initiatives (as defined in the “PeopleFirst” plan)	TBD

Strategy Two: Enhance capacity and services at the Memphis City School’s transitional and preparatory schools serving reentering youth.

Rationale: *In the past few years, Memphis City Schools has established a “transitional school” for students returning from incarceration, followed by placement in one of four Preparatory Academies that provides accelerated credit recovery and enriched behavioral support. These schools have shown early signs of success, with graduation rates and post-secondary participation at Preparatory Academies steadily increasing. However, more resources are needed to serve the local need.*

5-Year Objectives

- 100 additional transitional school classroom slots will be available for students reentering the community
- High school graduation rates and post-secondary readiness rates as measured by ACT or TABE scores of ex-offenders will increase by 20%

Action Item	Leader/Community Partner
Increase capacity of transitional schools	Memphis City Schools
Increase behavioral and other social/career readiness resources at the four MCS Preparatory Academies	Memphis City Schools

Strategy Three: Provide intensive case management to help youth successfully return to the community.

Rationale: *Best practice in both juvenile and adult reentry emphasizes individualized support with links to an array of coordinated resources as part of service continuum that begins during incarceration. Implementing such a continuum is part of the Operation: Safe Community Adult Reentry Strategic Plan. Activities in this plan would coordinate with those efforts and apply this model for youths reentering from the juvenile system.*

5-Year Objectives

- Case managers provide support for 50 youth returning to the community per year

Action Item	Leader/Community Partner
Implement an evidence-based model for intensive wrap-around case management with a continuum of support from pre-release planning through reentry	TBD
Explore placing probation officers in police precincts for community-based coordination with case management teams	TN Board of Probation and Parole; Memphis Police Department

Strategy Four: Identify and expand neighborhood-based networks of programs and providers (e.g. academic enrichment, job readiness, recreation, mental health counseling) willing and trained to serve reentering youth.

Rationale: *As noted above, a coordinated system of support can have a significant impact on reentry efforts. However, relatively few providers are prepared to effectively work with youth ex-offenders. In addition, few coordinated efforts exist to provide holistic support to reentering youth and their families. As described in earlier strategies for coordinated service networks for at-risk youth, providers need support and resources to implement a coordinated approach. This strategy proposes to build on emerging efforts to increase capacity of community and faith-based organizations in coordinating services for reentering youth offenders.*

5-Year Objectives

- 20 providers agree to participate in a resource network for reentering youth, beginning in North Memphis as part of a comprehensive gang prevention project
- 100 youth offenders returning to the community access supportive services as per an individualized treatment plan, beginning in North Memphis as part of a comprehensive gang prevention project

Action Item	Leader/Community Partner
Expand coordinated networks of academic enrichment, job readiness, recreation, and mental health, and substance abuse counseling to reentering youth who are ex-gang members	Gang Prevention Project Coordinator
Expand coordinated networks for reentering youth beyond gang members	Memphis Shelby Crime Commission

Implementation Plan

Structure and Approach

1. Establish the Plan as the foundation for *Operation: Safe Community* Phase 2, and use the Memphis Shelby Crime Commission's (MSCC) 50-member board of directors to oversee detailed implementation planning and implementation.
2. Establish plan implementation management teams accountable to the MSCC board, and hire a Youth Violence Prevention Director to support implementation.
3. Conduct implementation planning through October, 2011 to:
 - Secure implementation leaders for all action items
 - Finalize objectives drafted in this document, for both 3 and 5 years
 - Finalize target measurements based on resource availability
1. Prioritize *Phase I Implementation* resources on a place-based project in North Memphis-Old Allen Precinct (primarily in the Frayser area) that builds on the Office of Juvenile Justice and Delinquency Prevention's comprehensive gang prevention model to address youth at highest risk for youth violence (*see next page for full description*).
 - Build on the current anti-gang initiative operating in and around Frayser and Trezevant High Schools located in the North Memphis community to establish it as a comprehensive model
 - Expand on this comprehensive gang reduction model to address non-gang related, high-risk youth
 - Roll out to other high crime areas as resources become available, such as South Memphis, Whitehaven, Hickory Hill)
4. Extend implementation as resources are secured by replicating the above model in other high-crime neighborhoods
5. Extend a process to regularly measure and report on neighborhood-level youth violence activity, risk factors and resources to prevent youth violence.
 - Data on crime, youth violence, risk factors, and Search Institute's 40 Assets
 - Centralized, community-wide client tracking and management
 - Information on quality and availability of programs, services and other resources to support high risk youth (as well as information on service and resource gaps)

The next steps are to:

- Hire a Youth Violence Prevention Director
- Establish plan implementation management teams
- Secure leaders and community partners for all implementation action items
- Develop 3 and 5-year implementation plans and budgets

Phase I Implementation Model: *Memphis Comprehensive Gang Prevention Initiative* in North Memphis with a focus on the Frayser area

A *Memphis Comprehensive Gang Prevention Initiative* has been designed as a foundation component of a place-based violence prevention model. This project will build on the G.R.A.S.S.Y project, which operates initial components of the OJJDP comprehensive model in two MCS high schools in North Memphis.

This area was chosen due to its high rates of gang residents, high rate of youth violence, and high level of risk factors for youth violence. In addition to G.R.A.S.S.Y., which provides gang outreach workers and an intervention team operating in Frayser and Trezevant High Schools, the area has other assets and resource on which to build (see *Appendix E: Phase I Implementation Project Area Maps*).

- This project focuses on youth who are gang-involved or at high risk for gang involvement.
- It will encompass prevention, intervention, enforcement and reentry strategies.
- It will build on existing operations to implement the full comprehensive model. The project has the following goals:
 - *Mobilize* community participants in a gang assessment and project implementation
 - Strengthen and expand effective *opportunities provision*
 - Build capacity to provide effective *social interventions* and *prevention programs*
 - Enhance existing anti-gang *suppression* activities
 - Drive *organizational change and development* to improve data-driven coordination among agencies.

This project will build on G.R.A.S.S.Y., as well as enforcement initiatives in surrounding neighborhoods, to implement a comprehensive anti-gang approach. In addition, this framework will serve as a foundation for serving other youth at high risk for youth violence that may not be gang-involved or at high risk for gang-involvement. These may include children of incarcerated individuals not involved with gangs; youth witnessing domestic violence; seriously delinquent youth who are not gang-involved, etc.

A plan to replicate this place-based model in hot-spots identified by a comprehensive gang assessment will be created as part this comprehensive youth violence prevention implementation.

Policy and Funding Support

Policy and funding support will be provided by the members of the Memphis Shelby Crime Commission (MSCC) Board of Directors as well as member of the Memphis Fast Forward (MFF) Steering Committee.

Members of the Policy Council which has overseen the development of this plan (all of whom are members of either the MSCC Board or the MFF Steering Committee) have pledged to provide the following support to this plan implementation:

- Serve as champions and advocates
- Make best efforts to direct and/or re-allocate existing resources to support plan goals and strategies
- Support acquisition of new funding for approved plan initiatives

Many of the strategies in this plan are already funded, at least through initial implementation, including federal, state and local sources for grants and on-going operations. These resources will be coordinated

Memphis Youth Violence Prevention Plan

within the framework of this plan to align them for a “collective impact” on reducing and preventing youth violence in the Phase I target area. However, significant new funds will be necessary to fully implement the North Memphis model as well as other community-wide strategies.

To that end, following are top-line funding strategies:

1. Increase private/public sector support for the Memphis Youth Violence Prevention Plan by:
 - Conduct quarterly meetings with City of Memphis and Shelby County government stakeholders to jointly establish youth violence prevention priorities for their administrations
 - Educate local and national foundations on youth violence prevention goals, strategies and objectives
 - Conduct meetings with stakeholders in federally-funded projects to identify existing and potential resources for Phase I target area
 - Pursue local, state and federal grant funds as “seed funds” for top priorities
2. Encourage reallocation of existing local, state and federal funding to support this plan
3. Increase community ownership of this through adoption of key objectives by community partners

In addition, the MFF Steering Committee has the role of policy advocacy for an annual *Memphis Fast Forward Policy Agenda*. Legislative policy agenda items noted in the plan will be considered for inclusion in this annual policy agenda and championed by members of this Steering Committee.

The members of the MSCC Board of Directors and the MFF Steering Committee are found in *Appendix F*.

Appendix A: Overview of Stakeholder Input Process

Stakeholder Event/ Group	Participant Profiles	Purpose of Engagement	Number of Participants
Listening Sessions (12)	Youth (JobCorps participants; youth leaders; middle school students); residents; young civic leaders; church congregation; neighborhood group;	Gain initial insight into perceived needs and availability of neighborhood-level assets	349
Plan Design Workgroups (4 workgroups)	Leaders and front-line representatives from government, law enforcement, academia, public education, business, and community based organizations, grassroots and neighborhood organizations, and faith-based organizations.	Participatory strategic planning	75+ (participating in multiple meetings)
On-line Community Vision/Needs Survey*	Community-at-large	Gauge perception on the importance for evidence-based approaches/principles to address youth violence; gauge perception about the degree to which the community is providing these resources today.	380
Provider Readiness Survey	Public and private agency leaders from law enforcement, social services, education, faith-based providers, neighborhood organizations, etc	Gauge philosophical alignment with evidence-based approaches/principles for address youth violence; gauge institutional practices and policies relating to evidence-based practices	28
Ministers Brainstorming Session	Participants in D.A.'s quarterly faith-based leadership luncheon (interdenominational churches)	Gain input on issues facing church leaders in addressing youth violence; understand attitudes relating to their church mission vis-à-vis youth violence prevention and youth development promotion	45
Youth Plan Feedback Sessions	Former gang members; United Way Leadership Council	Provide youth perspective on emerging plan strategies	48

Appendix B: Local Risk Factor Table

The following table was prepared by the Center for Community Building and Neighborhood Action using 2010 data from the American Community Survey.

Risk Factor Variables	Memphis		Shelby County		Tennessee	US
Family and Demographic Risk Factors:						
Population Living in Poverty	159903	24.18%	173796	19.35%	967189	16.12%
Children Living in Poverty	66762	36.87%	72297	29.13%	326802	22.56%
Families Living in Poverty	30662	19.81%	33454	15.15%	198160	12.25%
Families with Children Living in Poverty	25306	29.47%	27549	22.72%	148976	18.80%
Families with Children Living in Poverty Earning Less than 50% of the Poverty Rate	33301	18.39%	35872	14.45%	151157	10.44%
Families with Children Living in Poverty Earning Less than 100% of the Poverty Rate	66762	36.87%	72297	29.13%	326802	22.56%
Families with Children Living in Poverty Earning Less than 200% of the Poverty Rate	114582	63.28%	128714	51.87%	666427	46.01%
Children in Single Parent Families	104834	62.16%	120163	51.35%	486129	35.27%
Children Living w/ Grandparent as Guardian	13406	7.95%	15219	6.50%	72094	5.23%
Households Receiving Public Assistance Income	11372	4.37%	12181	3.54%	64163	2.66%
Families with Children with No Parents in Labor Force	24289	14.40%	27207	11.63%	130081	9.44%
Children in Families with No Working Parent	6383	8.66%	7002	6.55%	40657	5.69%
Children in Families with No Working Adults	6,383	8.66%	7,002	6.55%	40,657	5.69%
Chapter 7 Bankruptcy	1695	0.65%	2524	0.73%		
Chapter 13 Bankruptcy	5600	2.15%	6904	2.01%		
School Risk Factors:						
Expulsion/Suspensions	26,261	25.25%	3,881	8.20%		
Peer Level Risk Factors						
16-19 Year Olds Not Working and Not in School	5130	12.80%	5854	10.90%	30424	9.12%
Teen Births (number and percent of all births)	NA	NA	2,317	16.00%		

Operation: Safe Community
 Memphis Youth Violence Prevention Plan

Neighborhood Level

Risk Factors:

Owner-Occupied Housing Units (number and percent of all housing units)	141956	54.58%	212365	61.72%	1682052	69.72%
Multifamily Units (number and percent of all housing units)	103639	33.66%	112665	28.36%	495093	18.20%
Vacant Units (number and percent of all housing units)	47825	15.53%	53173	13.38%	308452	11.34%
Evictions	19135	7.36%	21721	6.31%		
New Utility Connections	8382	3.22%	11163	3.24%		

Appendix C: Planning Policy Council, Project Management Team and Workgroup Participants

Policy Council

Representative	Title	First Name	Last Name
City of Memphis Mayor	Mayor	A C	Wharton
Shelby County Mayor	Mayor	Mark	Luttrell
Department of Children's Services	Ms.	Susan	Adams
Superintendent -SCS	Mr.	John	Aitken
Department of Parks Division	Ms.	Cynthia	Buchanan
Public Defender's Office	Mr.	Stephen	Bush
Superintendent-MCS	Dr.	Kriner	Cash
Shelby County Commission	Chairman	Sidney	Chism
City Council Chair	Mr.	Myron	Lowery
Memphis Shelby Crime Commission	Ms.	Michelle	Fowlkes
Commissioner, Tennessee Department of Safety and Homeland Security	Commissioner	Bill	Gibbons
Memphis Police Director	Director	Larry	Godwin
Shelby County Health Dept.	Ms.	Yvonne	Madlock
First Baptist Broad Church	Pastor	Keith	Norman
Shelby County Sheriff	Sheriff	Bill	Oldham
Juvenile Court	Judge	Curtis	Person
Juvenile Court	Mr.	Larry	Scroggs
US Attorney	US Attorney	Ed	Stanton
Hope Presbyterian Church	Doctor	Craig	Strickland
Memphis Tomorrow	Ms.	Blair	Taylor
Board of Probation and Parole	Chairman	Charles	Traugher
Memphis Shelby Crime Commission	Chairman	Ben	Adams

Operation: Safe Community
 Memphis Youth Violence Prevention Plan

Project Management Team

Representative	Title	First Name	Last Name
Memphis City Schools	Chief	Gerald	Darling
Memphis Shelby Crime Commission	Ms.	Michelle	Fowlkes
University of Memphis	Prof	Richard	Janikowski
US Attorney's Office	Mr.	Lawrence	Laurenzi
Shelby County Health Department	Ms.	Yvonne	Madlock
Memphis Police Department	Deputy Chief	David	Martello
Consilience Group (Facilitator)	Ms.	Traci	Sampson
Juvenile Court	Ms.	Sherry	Schedler
Memphis Tomorrow	Ms.	Blair	Taylor
D.A.'s Office	General	Amy	Weirich
City of Memphis	Mr.	Bobby	White
Shelby County	Mr.	Steve	Shular

Prevention Workgroup

Representative	Title	First Name	Last Name
United Way	Ms.	Regina	Walker
Shelby County Early Childhood and Youth	Ms.	Julie	Coffey
LeBonheur	Ms.	Sandra	Allen
Public Defender	Ms.	Phyllis	Aluko
Memphis Athletic Ministries (MAM)	Mr.	James	Armfield
Neighborhood Christian Center	Ms.	Ephie	Ballard-Johnson
Urban Youth Initiative	Ms.	Cheryl	Beard
Urban Street Ministries	Mr.	Ken	Bennett
Boys & Girls Club	Mr.	Vincent	Borello
Mothers of the Nile	Ms.	Veronica	Coleman-Davis
One Memphis	Ms.	Beverly	Cross
Early Success Coalition (ESPN Leadership)	Ms.	Shandrian	Guinn

Operation: Safe Community
 Memphis Youth Violence Prevention Plan

DMC Committee	Mr.	John T.	Hall
New Direction Christian Church	Ms.	Cassandra	Harris
Girl's Inc	Ms.	Deborah	Hester
Juvenile Court	Ms.	Faye	Howard
Department of Children Services (DCS) Representative	Mr.	Quincy	Hughes
Boys Inc.	Mr.	Reginald	Johnson
YMCA	Mr.	Keith G.	Johnson
Agape Children & Family Services	Mr.	Vincent	Joplin
Grizzlies Foundation Mentoring	Ms.	Jenny	Koltnow
Shelby County Schools Alternative issues	Ms.	Deedee	Lunsford
Bridges USA	Mr.	Maryan	Mercer
Juvenile Court	Mr.	Barry	Mitchell
Promise Land Church	Pastor	Elliot	Shelton
Memphis City Schools	Dr.	Patricia	Toarmina
City of Memphis Second Chance	Mr.	Eddie	Walsh
Ujima Family Wellness	Dr.	Jerry	Watson
Leadership Academy	Mr.	James	Wesby
Memphis/Shelby County Anti Drug Coalition	Mr.	Walter	Williams
RISE Foundation- Step Prep Program	Ms.	Linda	Williams
JustCare Family Network (Voices For Children)	Ms.	Traci	Davis
Department of Parks Division	Ms.	Cynthia	Buchanan
MSCC Board of Directors	Mr.	Bill	Powell

Intervention Workgroup

Representative	Title	First Name	Last Name
Memphis City Schools (MCS)	Chief	Gerald	Darling
Juvenile Justice Board	Mr.	Rick	Powell
Tennessee Community Services Agency	Ms.	Susan	Adams
Urban Youth Initiative	Mr.	Norman	Redwing
Leadership Academy	Ms.	Miska Clay	Bibbs

Memphis Youth Violence Prevention Plan

D.A.'s Office Truancy Mentoring	Mr.	Harold	Collins
Southern Christian Leadership Conference Mentor Coordinator Truancy Program	Ms.	Chiquita	Epps
Juvenile Court Volunteer	Rev.	Audrey	Gonzalez
GRASSY	Mr.	Anthony	Hicks
G.A.N.G., Inc	Mr.	Joe	Hunter
Golden Gate Cathedral	Elder	Jessie	Jennings III
Victims to Victory	Dr.	Kitty	Lawson
Leadership Academy	Ms.	Rashana	Lincoln
Southeast Memphis CDC	Ms.	Olliette	Murry-Drobot
Memphis City Schools	Mr.	Ron	Pope
Anointed Temple	Dr.	Geraldine	Rush
Memphis Police Department	Mr.	Mike	Shearin
Promised Land Church	Pastor	Elliot	Shelton
Hope Presbyterian	Pastor	Rufus	Smith
The Board of Probation and Parole (TBOPP)	Chairman	Charles	Traugher
Juvenile Court - CAO/Chief Counsel	Mr.	Larry	Scroggs
Public Affairs Officer	Ms.	Susan	Thorp
Volunteer Services Administrator	Ms.	Pam	Taylor
Chief Probation Officer	Mr.	Barry	Mitchell
D.A.'s Office	Ms.	Melissa	Boyd
Leadership Academy	Ms.	Louetta	Burkins
Young Men's University (at Northside)	Mr.	J.R.	Futrell
Juvenile Court Volunteer	Chief	Roy	Hill
Shelby County Sheriff's Office	Chief	Bill	Cash

Enforcement Workgroup

Representative	Title	First Name	Last Name
Sheriff's Office	Mr.	Mark	Dunbar
Memphis Police Department	Deputy Chief	David	Martello
D.A.'s Office	Mr.	Dan	Byer

Memphis Youth Violence Prevention Plan

D.A.'s Office	Mr.	Ray	Lepone
Juvenile Court	Mr.	Jerry	Maness
Memphis Police Department	Lieutenant	Richard	Nelson
MSCC Board of Directors	Mr.	Bill	Powell

Reentry Workgroup

Representative	Title	First Name	Last Name
Workforce Investment Network	Ms.	Desi	Franklin
City of Memphis Second Chance	Mr.	Eddie	Walsh
JIFF	Mr.	Rick	Carr
Mothers of the Nile	Ms.	Veronica	Coleman-Davis
Job Corps	Mr.	James	Harris
3R Project	Mr.	Stanley	Lipford
Job Corps	Ms.	Judith	Roberts
The Board of Probation and Parole (TBOPP)	Chairman	Charles	Traughber
Ujima Family Wellness	Dr.	Jerry	Watson
JIFF Juvenile Case mentoring Coordinator	Mr.	Kevin	Williams
Civilian Law Enforcement Review Board	Mr.	Anthony	Muhammad
MSCC Board of Directors	Mr.	Bill	Powell

Appendix D: Community Indicators Report Card (in progress)

The following *Report Card framework* is being developed to track community performance indicators relating to the plan goal and community objectives. Indicators are being designed to reflect data already captured by community stakeholders to provide a view of factors impacting to youth violence reduction. This Scorecard will be fully developed during the implementation phase of this plan.

Community Performance Indicator: Stronger families			
Measure	Baseline	Benchmark	2015 Target
% children in single parent households	62% (2010)	51.35 (natl avg)	TBD
Domestic violence indicator (tbd)	TBD	TBD	TBD
Parent(s) are actively involved in helping young person succeed in school (as measured on the Search Institute Survey of Resources and Assets)	35% (2006)	TBD	TBD

Community Performance Indicator: Childhood exposure to violence			
Measure	Baseline	Benchmark	2015 Target
Crime victims under age 24	5,598	N/A	TBD
Substantiated rates of abuse and neglect/1,000	11 ('07)	10.3 (nat'l. avg.)	Decrease
Domestic violence indicator (tbd)	TBD	TBD	TBD

Community Performance Indicator: Increased academic competency and career readiness			
Measure	Baseline	Benchmark	2015 Target
% of babies born with low birth weights	11.1% ('09)	8.2% (nat'l. avg)	Decrease (% to come)
Memphis City Schools Kindergarten Readiness Score% for Language \geq 70% correct	44% ('09-'10)	90% ^B	50%
% Memphis City Schools Kindergarten Readiness Score for Math \geq 70% correct	54% ('09-'10)	90% ^B	60%
MCS: Graduation Rate	62.10% ('08-'09)	90% (TN target)	70%
MCS: % Students College Ready - Composite ACT	5% ('09-'10)	23% (U.S. Average)	10%
% Shelby County Residents with bachelors degrees	27.1 ('05 - '07)	27% (U.S. Average)	Increase (TBD)

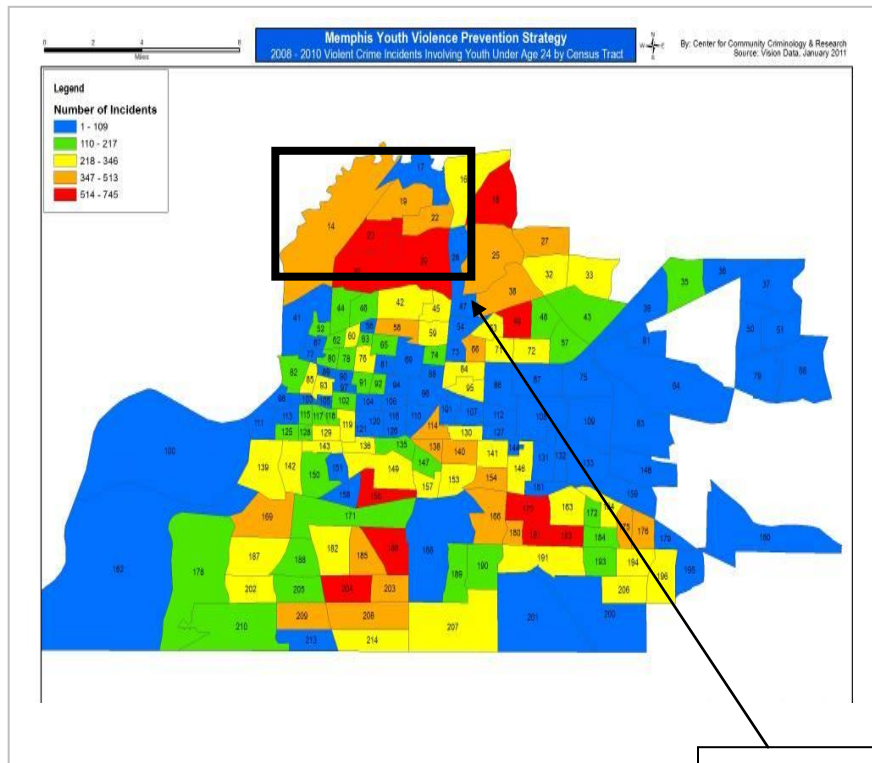
Community Performance Indicator: Increased positive youth development			
Measure	Baseline	Benchmark	2015 Target
% of local youth with adequate assets (20 or more) as measured by the Search Institute	48% (2006)	100%	TBD

Community Performance Indicator: Reduced teen pregnancy			
Measure	Baseline	Benchmark	2015 Target
% of local teen births of total births (Shelby County)	16%	11% (nat'l avg)	TBD

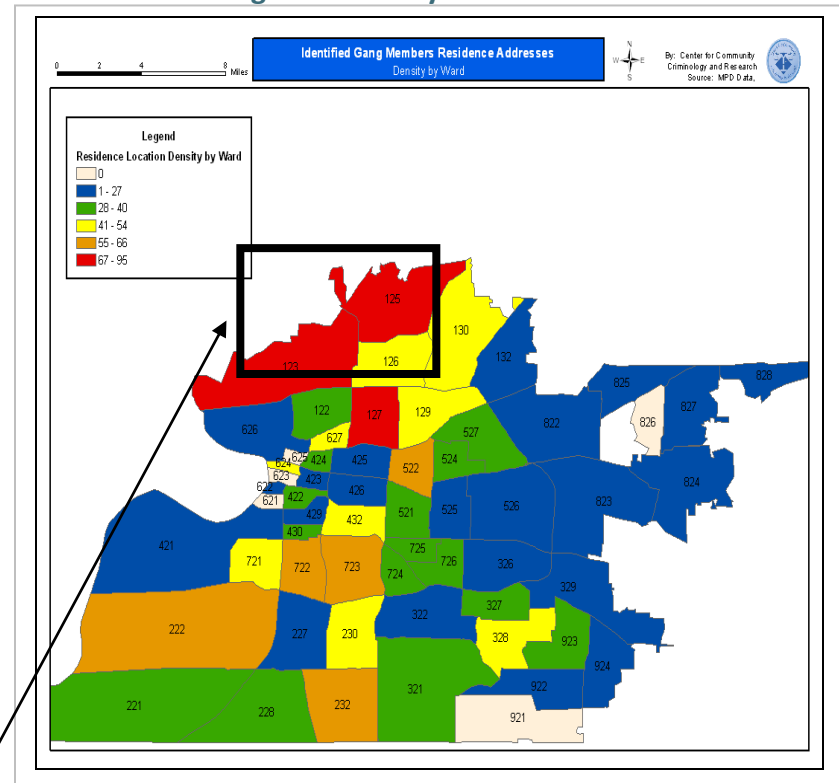
Appendix E: Phase I Implementation Area Maps

The following maps show the approximate boundaries of the Phase I Implementation Project (North Memphis), which will use the OJJDP Comprehensive Gang Prevention Model as a foundation for a place-based model to address youth at high risk for youth violence. Maps from the University of Memphis Center for Criminology and Research (C3R) illustrate crime data; Maps from the University of Memphis' Center for Neighborhood Assets and Community Action (CBANA) illustrate selected area risk factors, and an asset map from the City of Memphis illustrates resources on which to build.

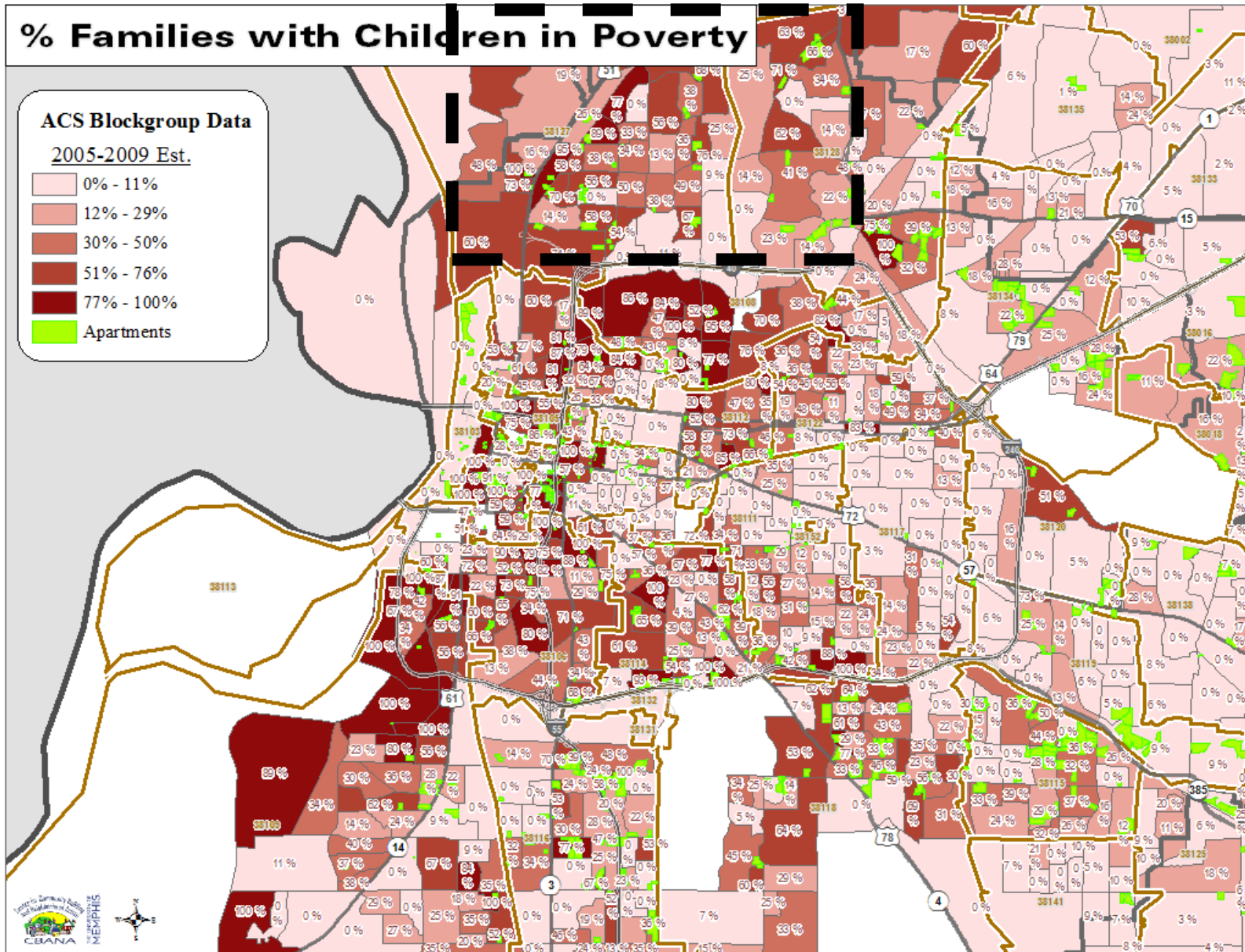
Violent crime involving youth under the age of 24 - 2010

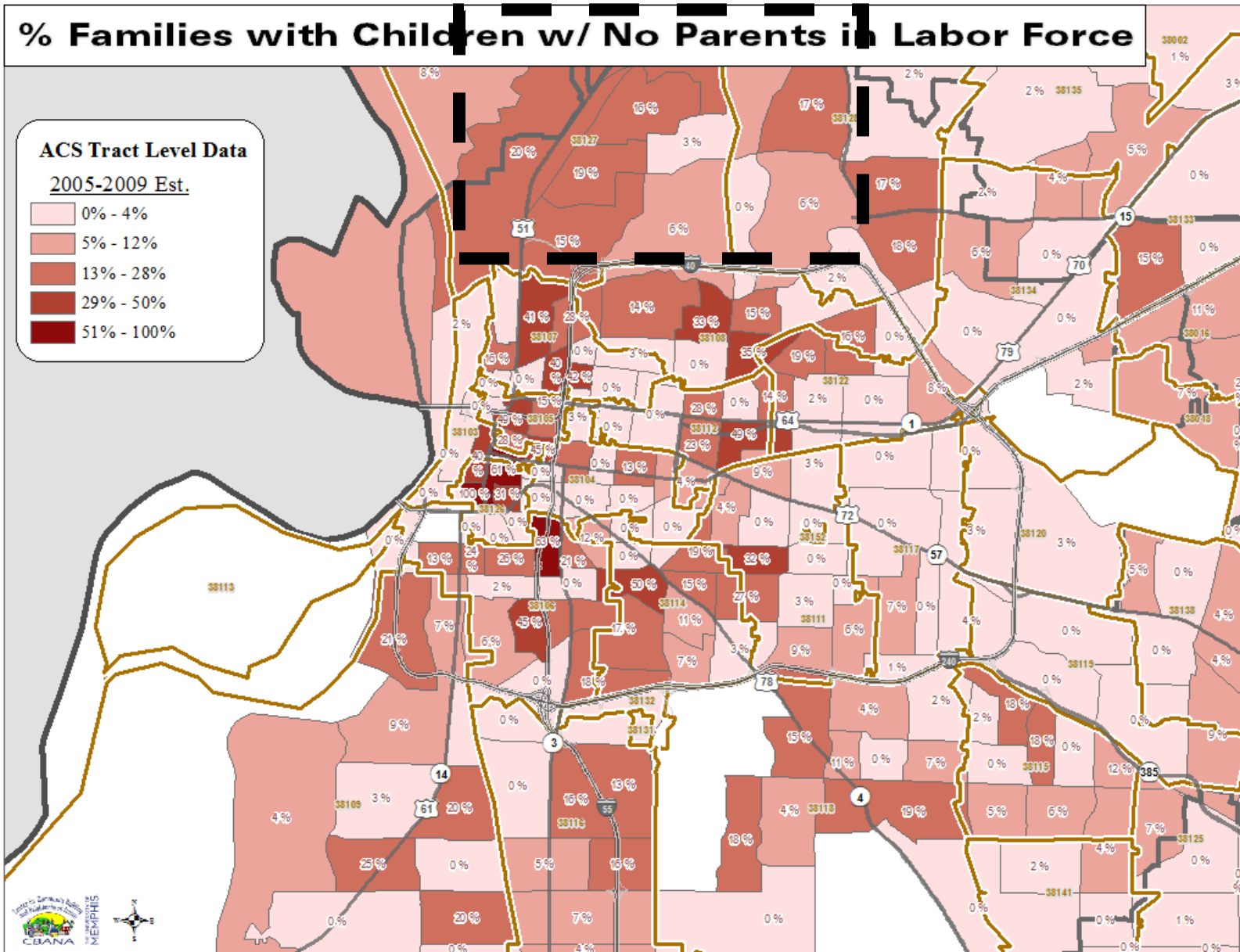


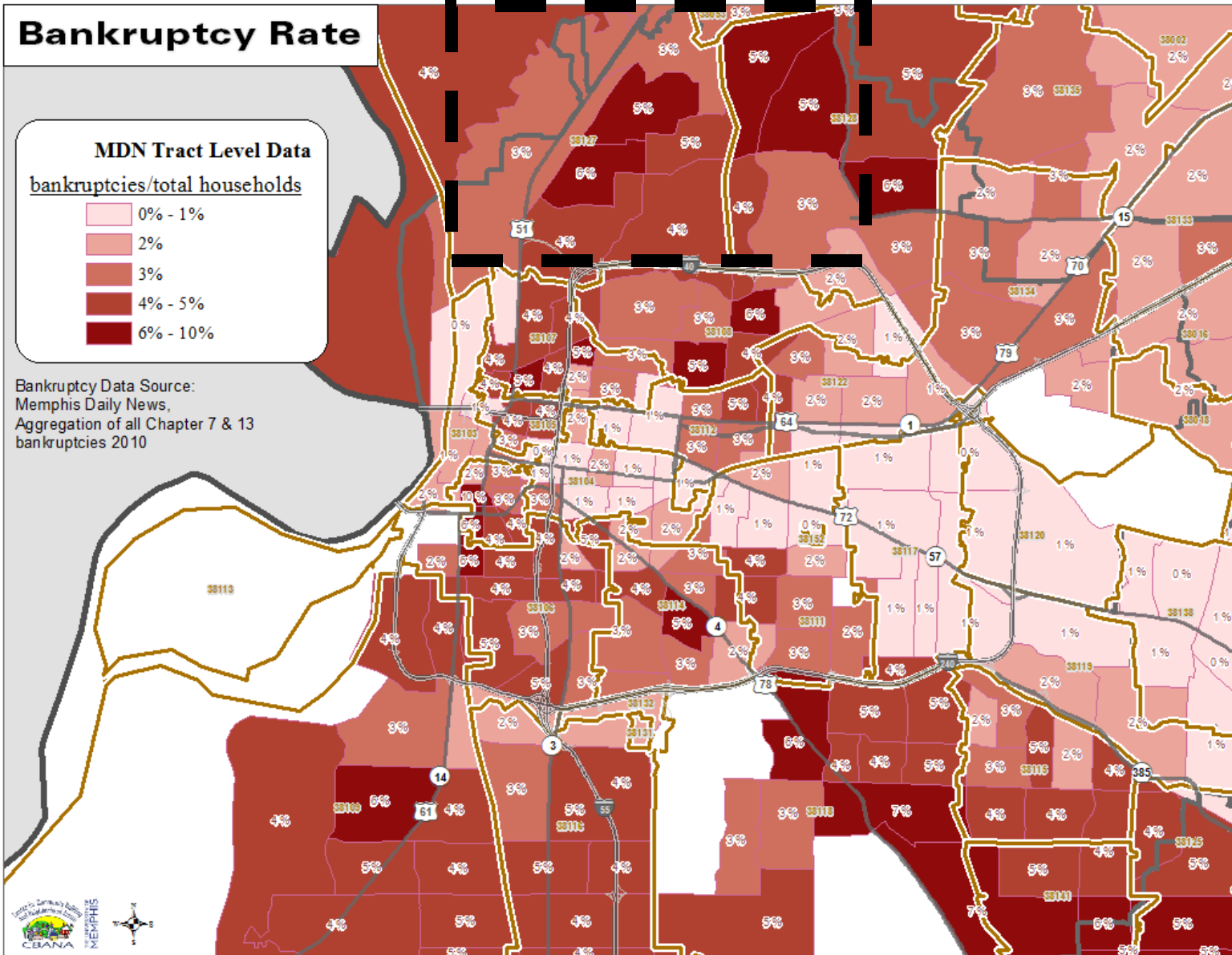
Identified Gang Members by Resident Address - 2009

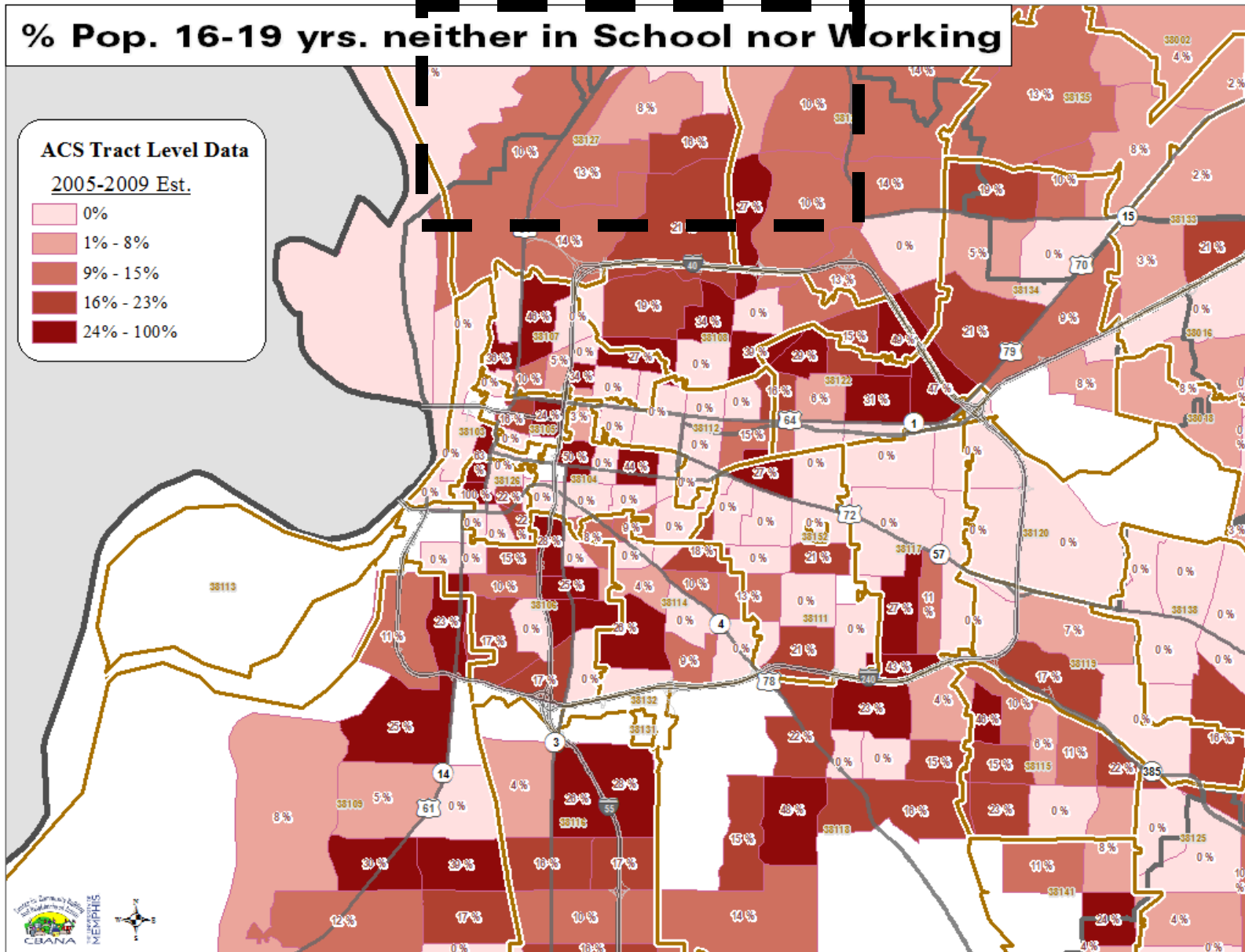


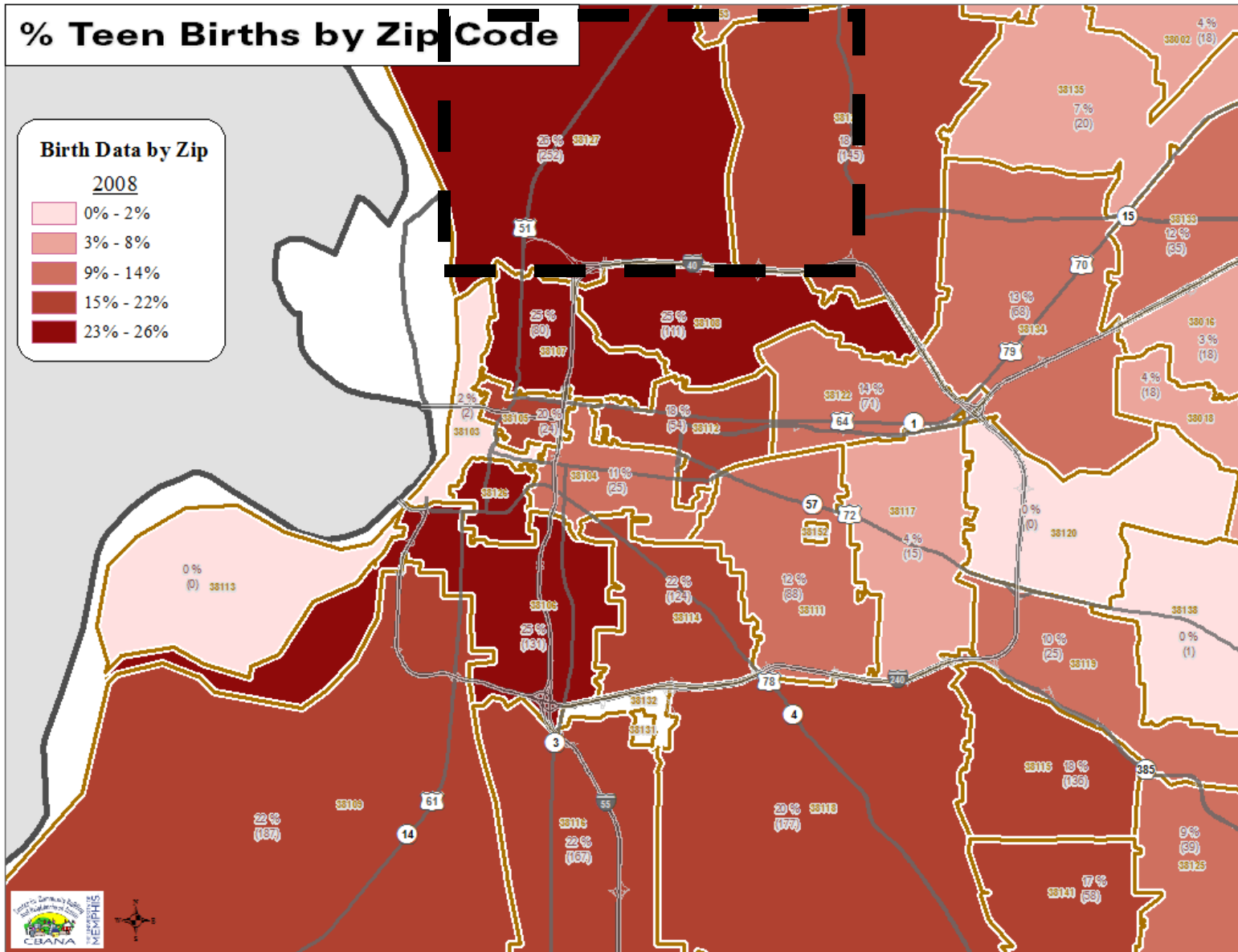
Approximate boundaries of Phase I project area



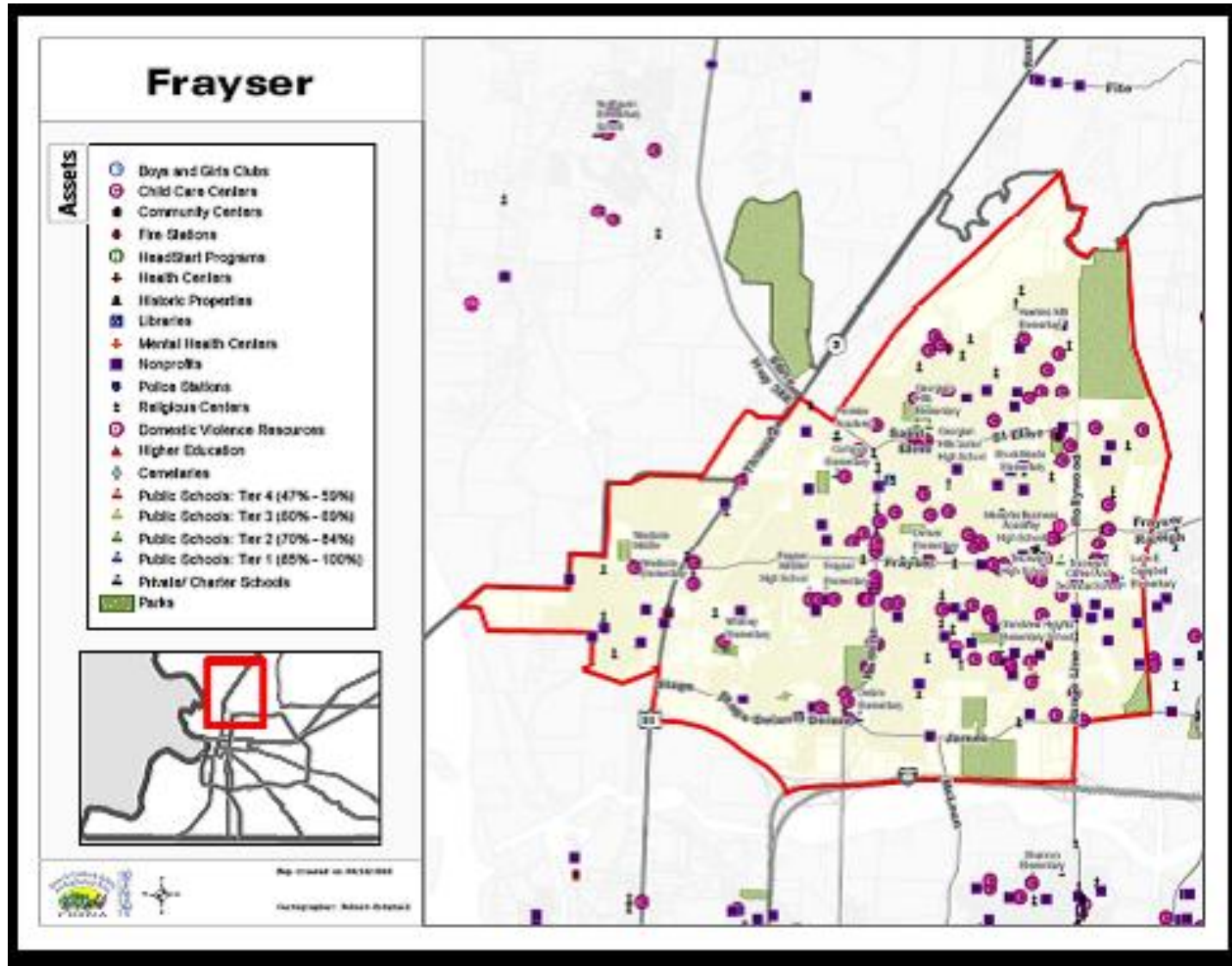








Project Area Asset Map – Prepared by CBANA



Appendix F: MSCC Board of Directors and MFF Steering Committee

Memphis Shelby Crime Commission Board

Ben C. Adams, Baker, Donelson, Bearman, Caldwell & Berkowitz, PC
John Aitken, Superintendent, Shelby County Schools
Barry Baker, Pinnacle Airlines, Inc.
Carolyn Wade Blackett, Judge, Criminal Court Division Four
Stephen Bush, Shelby County Government
Dave Carlson, Smith & Nephew
Mike Carpenter, Shelby County Government
Kriner Cash, Superintendent, Memphis City Schools
Kevin Clarkson, CB Richard Ellis
Darrell Cobbins, Universal Commercial Real Estate,
Harold Collins, Councilman, Shelby County Government
John DeBerry, Representative, Tennessee State Government
John Dudas, Belz Enterprises
Randolph T. Dupont, University of Memphis Department of Criminology & Criminal Justice
Ryan Ehrhart, Morgan Keegan
Shea Flinn, Councilman, City of Memphis Government
William L. Gibbons, Commissioner, Department of Safety and Homeland Security
Larry A. Godwin, Director, City of Memphis Government
Sharon Goldsworthy, Mayor, City of Germantown
Terry Harris, Federal Express Corporation
Jeffrey Higgs, LeMoyne-Owen College Community Development Corporation
Henry Hooper, State Farm Insurance
Barbara Jacobs, Plough Foundation
Richard Janikowski, Center for Community Criminology and Research Department of Criminology & Criminal Justice
Larry Jensen, Commercial Advisors
Stan Joyner, Mayor, Town of Collierville
Lisa Kranc, AutoZone, Inc.
David Kustoff, Kustoff & Strickland, PLLC
Jim Kyle, Senator, Tennessee State Government
Mike Longo, The ML Group, LLC
Mark Luttrell, Mayor, Shelby County Government
Keith McDonald, Mayor, City of Bartlett
Glenn Moore, Glenn Moore Realty
Mark Norris, Senator, Tennessee State Government
Bill Oldham, Sheriff, Shelby County Sheriff's Office
Chris Peck, Commercial Appeal
Martha Perine Beard, Federal Reserve Bank of St. Louis
Curtis Person, Judge, Memphis and Shelby County Juvenile Court
David Popwell, First Horizon National Corporation

Memphis Youth Violence Prevention Plan

Bill Powell, Shelby County Government
Peggie Russell, Shelby County Office of Early Childhood and Youth
Ed Stanton, U.S. Attorney, U.S. Attorney's Office
Jim Strickland, Councilman, City of Memphis Government
Blair Taylor, Memphis Tomorrow
Charles Traughber, Chairman, TN Board of Probation and Parole
Chris Turner, Judge, The Criminal Justice Center
Steve West, Methodist Le Bonheur Healthcare
A C Wharton, Mayor, City of Memphis
Steve Zito, Any Frain Services

Memphis Fast Forward Steering Committee Members

Gary Shorb, CEO, Methodist Healthcare – Managing CO-Chair
A C Wharton, Mayor, City of Memphis
Mark Luttrell, Mayor, Shelby County
Dr. Kriner Cash, Superintendent, Memphis City Schools; Chair *PeopleFirst!*
William L. Gibbons, Commissioner, Department of Safety and Homeland Security
Joe DeVivo, President, Smith & Nephew Orthopaedics; Chair, Greater Memphis Chamber; Chair *MemphisED*

Martha Perine Beard, Sr. Branch Executive, Federal Reserve Bank of St. Louis-Memphis Branch
Sidney Chism, Chairman, Shelby County Commission
Sharon Goldsworthy, Mayor, City of Germantown
Charles Gulotta, Executive Director, Memphis/Shelby County Office of Economic Development
Pitt Hyde, Chairman, The Hyde Family Foundations
Myron Lowery, Chair, Memphis City Council
Robert Lipscomb, Director, City of Memphis Division of Housing and Community Development
Beverly Marrero, Tennessee State Representative, Chair of Shelby County Legislative Delegation
Keith McDonald, Mayor, City of Bartlett
Steve Reynolds, President & CEO, Baptist Memorial Health Care Corp.
Bill Rhodes, Chairman, President & CEO, AutoZone, Inc.
Blair Taylor, President, Memphis Tomorrow
Phil Trenary, President & CEO, Pinnacle Airlines, Inc.

Appendix G: Bibliography

Albritton et al (2004), Pfannenstiel (1989) and Barnett, W. S. (1995). *Long-term effects of early childhood programs on cognitive and school outcomes*. Future of Children, Vol.5; Chase-Lansdale, P. L., Gordon, R. A.,

Altschuler, D.M. and Armstrong, T.L. (1984). Intervening with Serious Juvenile Offenders: A Summary of a Study on Community-based Programs. In R.A. Mathias, P. DeMuro, & R.S. Allinson (Eds.), *Violent Juvenile Offenders: An Anthology*. San Francisco: National Council on Crime and Delinquency.

Bishop, B.M. and Frazier, C.E. (2000). "Consequences of Transfer." In J. Fagan & F.E. Zimring (Eds), *The Changing Borders of Juvenile Justice: Transfer of Adolescents to the Criminal Court*. Chicago: University of Chicago Press.

Brooks-Gunn, J., & Klebanov, P. K. (1997). *Neighborhood and family influences on the intellectual and behavioral competence of preschool and early school-age children*. In Brooks-Gunn, Duncan, & Aber (Eds.), *Neighborhood Poverty*. New York, NY: Russell Sage Foundation;
High/Scope Educational Research Foundation (2000). *Significant benefits: The High/Scope Perry Preschool Project* [On-line]. Available: <http://www.highscope.org>. *Link Between Childcare and Academic Achievement and Behavior Persists into Adolescence*. NIH, 2010 <http://www.nih.gov/news/health/may2010/nichd-14.htm>

Burke, C. & S. Pennell (2001). *Breaking Cycles Evaluation: A Comprehensive Approach to Youthful Offenders*. San Diego, CA: San Diego Association of Governments.

Center for Disease Control (2007) *Youth Risk Behavior Surveillance Survey*, retrieved from <http://apps.nccd.cdc.gov/yrbss/index.asp>

Dubow, F, E. McCabe, and G. Kaplan (1979). *Reactions to Crime: A Critical Review of the Literature*. Washington, DC: U.S. Government Printing Office.

Elliott, Stephen N. and Elliott, S. (1995) *Caring to Learn: A Report on the Positive Impact of a Social Curriculum*, PhD Northeast Foundation for Children Greenfield, MA 01301; Responsive Classroom Evaluation Project, District of Columbia Public Schools: *Final Evaluation Report: The Responsive Classroom Approach: Its Effectiveness And Acceptability*. Prepared for The Center for Systemic Educational Change. District of Columbia Public Schools.

Fagan, J. (1990) "Social Processes of Delinquency and Drug Use Among Urban Gangs." In C.R. Huff (Ed.), *Gangs in America*. Newbury Park, CA: Sage.

Federal Bureau of Investigation. Uniform Crime Reports: Crime in the United States, 2008. Available from: <http://www.fbi.gov/ucr/cius2008/index.html>

Federal Bureau of Investigation. Uniform Crime Reports: Crime in the United States, 2008. Available from: <http://www.fbi.gov/ucr/cius2008/index.html>

Gewirtz, Abigail H. and Jeffrey L. Edleson. (2007). "Young Children's Exposure to Intimate Partner Violence: Towards a Developmental Risk and Resilience Framework for Research and Intervention." *Journal of Family Violence*.

Operation: Safe Community
Memphis Youth Violence Prevention Plan

Hamparian, D.M., R. Schuster, S. Dinitz, & J.P. Conrad (1978). *The Violent Few: A Study of Dangerous Juvenile Offenders*. Lexington, MA: Lexington.

Howell, James C. (1996). "Juvenile Transfers to the Criminal Justice System: State-of-the-Art." *Law and Society*.

Howell, James C. (2003). *Preventing & Reducing Juvenile Delinquency: A Comprehensive Framework*. Newbury Park, CA: Sage

Howell, James C. (1997). *Juvenile Justice & Youth Violence*. Newbury Park, CA: Sage

Howell, James C. (2010). Gang Prevention: An Overview of Research and Programs. *Juvenile Justice Bulletin*. National Research Council (1993). *Understanding and Preventing Violence*, Vols. 1-4. Washington, DC: National Academy Press

Howell, James C., Krisberg, Barry, Hawkins, J. David, and Wilson, John J. (1995). *Serious, Violent, & Chronic Juvenile Offenders*. Newbury Park, CA: Sage

Johnson (1978). "Youth in crisis: Dimensions of Self-Destructive Conduct Among Adolescent Prisoners." *Adolescence*.

Mahoney, A.R. (1987). *Juvenile Justice in Context*. Boston: Northeastern University Press

Masten, A., & Gewirtz, A. (in press). Vulnerability and resilience. In D. Philips & K. McCartney. (Eds.), *Blackwell Handbook of Early Childhood Development*.

National Gang Center (2010). *Best Practices to Address Community Gang Problems: OJJDP's Comprehensive Gang Model*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention

National Research Council (2004). *Fairness and Effectiveness in Policing: The Evidence*. Washington, DC: National Academy Press

National Research Council (2000). *From Neurons to Neighborhoods: The Science of Early Childhood Development*. Washington, DC: National Academy Press.

Office of Juvenile Justice and Delinquency Prevention (1995). *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. Washington, DC: Government Printing Office.

Petersilia, J. and S. Turner (1993). "Intensive Probation and Parole." In M. Tonry (Ed.), *Crime and Justice: An Annual Review of Research*.

Sampson, R.J. and S. W. Radenbush (2001). "Disorder in urban neighborhoods-Does it lead to crime." *Research Brief*. Washington, DC: U.S. Department of Justice, National Institute of Justice

Skogan, W. and M.G. Maxwell (1981). *Coping with Crime: Individual and Neighborhood Reactions*. Beverly Hills: Sage Publications.