

BOARD OF DIRECTORS

Gil Kerlikowske

Board Chairman
Chief of Police,
Seattle, WA

Edward Flynn

Police Commissioner,
Springfield, MA

Gilbert Gallegos

Former Chief of Police,
Albuquerque, NM
Former President,
Fraternal Order of Police

Ellen Halbert

Rape Survivor;
Victim/Witness Director, District
Attorney's Office,
Austin, TX

Patrick Murphy

Former Police Commissioner,
New York City, Detroit,
Washington, D.C., Syracuse

Sanford A. Newman, J.D.

Founder and President

Mark Westrum

Sheriff,
Sagadahoc County, Maine

SENIOR STAFF

Executive Director

David S. Kass

Vice Presidents

Amy R. Dawson

Jeff Kirsch

Miriam A. Rollin, J.D.

STATE OFFICE DIRECTORS

California

Barrie Becker
510-836-2050

Illinois

Tim Carpenter
312-986-9200

Maine

Kim Gore
207-725-5946

Michigan

K.P. Pelleran
517-371-3565

New York

Meredith Wiley, J.D.
518-465-5462

Ohio

Cyndy Rees
614-444-1286

Oregon

Martha Brooks
503-649-2068

Pennsylvania

Bruce Clash
717-233-1520

Tennessee

Mark Rogers
615-662-4666

Washington

Laura Wells
206-664-7110



3,000 Police Chiefs, Sheriffs,
Prosecutors, other Law Enforcement
Leaders, and Violence Survivors
Preventing Crime and Violence

United States House of Representatives
Committee on the Judiciary
Subcommittee on Crime, Terrorism, and Homeland Security

February 15, 2007
Hearing

Making Communities Safer:
Youth Violence & Gang Interventions that Work

Testimony by:
Chief James Corwin

Chief of Police,
Kansas City, MO

On Behalf of
Fight Crime: Invest in Kids

Mr. Chairman and Members of the Subcommittee on Crime, Terrorism and Homeland Security:

Thank you for the opportunity to present this testimony. My name is James Corwin and I have been a member of the Kansas City Police Department since 1979 and Chief of the Department since 2004. During my thirty-year tenure in law enforcement, I have held numerous patrol, investigative, and administrative assignments. As a law enforcement leader, I've been committed to community-oriented policing approaches in Kansas City, and have applied that more holistic approach, working in coordination with the five sectors of our community: education, businesses, non-profits, faith-based entities, and neighborhood organizations. This approach has served our city well, especially the year before last, when we were faced with a spike in homicides—going from 91 in 2004 to 127 in 2005. (The homicide rate went back down in 2006.) Groups of individuals (typically neighborhood-based groups, rather than traditional gangs like Crips, Bloods, and MS-13) were involved in many of those homicides. That's why I'm grateful for this opportunity to share information with you about what works to reduce youth and gang violence.

I am also a member of FIGHT CRIME: INVEST IN KIDS, an organization of more than 3,000 police chiefs, sheriffs, prosecutors, and victims of violence, who have come together to take a hard-nosed look at the research on what keeps kids from becoming criminals.

As a police chief, I know there is no substitute for tough law enforcement. Yet law enforcement leaders like myself know better than anyone that we cannot arrest and imprison our way out of the crime problem. Fortunately, research—and our experiences—show that targeted investments that help kids get a good start in life and that intervene effectively to redirect offending juveniles onto a different path can prevent crime, and can make our communities safer.

To reduce crime in our communities, we should begin at the beginning. When children are having children, and there's no support structure in place for that family, we can't be surprised when some of those kids don't grow up to become successful adults. Beginning at the beginning means offering services to new moms, even before their kids are born, and preventing child abuse and neglect – that's one of our strongest weapons in the fight against crime. Child abuse and neglect increases the likelihood by 29 percent that an at-risk child will commit a violent crime when he or she grows up. Fortunately, quality, voluntary in-home parent coaching can help stop this cycle of violence. Voluntary, in-home parent coaching (or "home visiting") programs help new parents get the information, skills and support they need to be better parents and promote healthy child development. One program, the Nurse Family Partnership (NFP), has been shown to cut child abuse and neglect of at-risk children in half and reduce kids' and moms' later arrests by about 60% - saving an average of \$27,000 (net) for each family in the program. Unfortunately, most at-risk families do not have access to these vital services.

Head Start and other quality early education is another proven approach for preparing kids for school and keeping them away from crime. At-risk kids who were left out of Chicago's Child-Parent Centers, a pre-k program similar to Head Start, were 70% more

likely to have been arrested for a violent crime by age 18 than similar kids who participated. Head Start research confirms these findings.. When you can offer kids a chance to be ready for school, they'll do better, be less likely to drop out, and be more likely to become productive citizens. And it makes sense that you'll save money – you've even got Federal Reserve Bank officials, like Art Rolnick, and Nobel Prize-winning economists, like James Heckman, touting the 16% return on investment from quality early education, a return that far exceeds the return on most public projects that are considered economic development. However, due to lack of state and federal financial resources, there remains significant unmet need with only about half of eligible poor kids nationally served by Head Start and less than 5% of eligible infants and toddlers in Early Head Start.

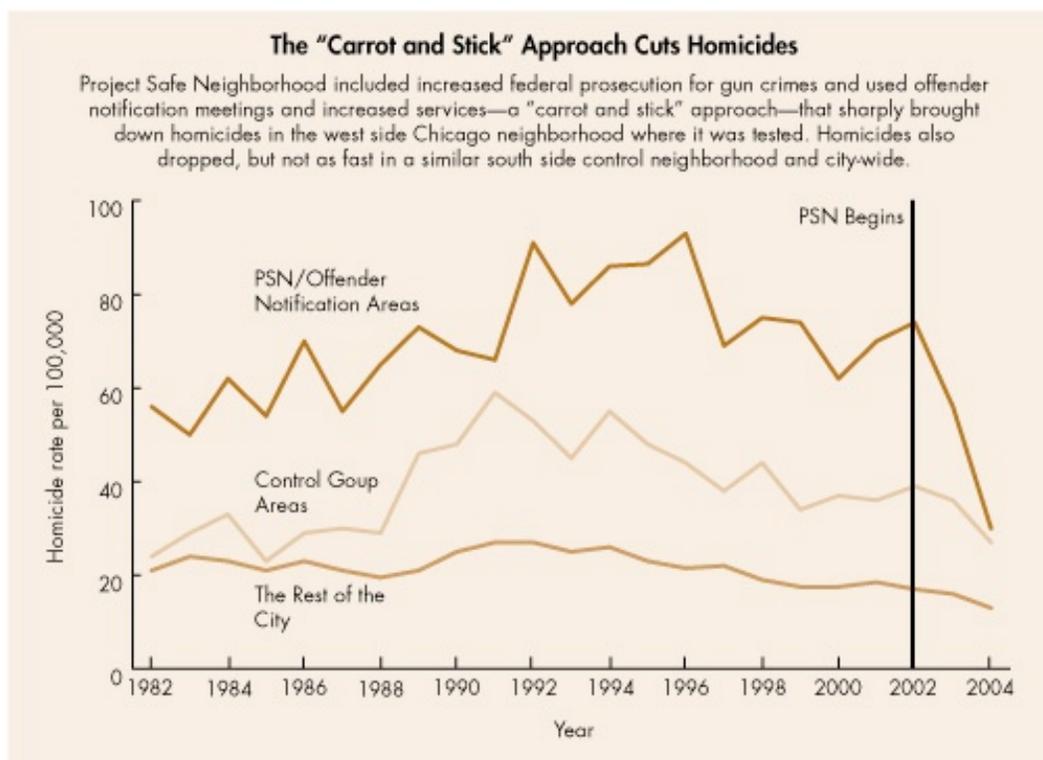
For school-aged kids, after-school programs that connect children to caring adults and provide constructive activities during the hours of 3:00pm to 6:00pm—the “prime time for juvenile crime” on school days—can also help in preventing crime. For example, a study compared five housing projects without Boys & Girls Clubs to five receiving new clubs. At the beginning, drug activity and vandalism were the same. But by the time the study ended, the projects without the programs had 50 percent more vandalism and scored 37 percent worse on drug activity. Regrettably, more than 14 million children nationwide still lack adult supervision after school.

The widespread problem of bullying affects one out of every three American children in sixth through tenth grade and can lead to more serious consequences, including violent crime and death. The most serious bullies are seven times more likely than other kids to carry a weapon to school, and one study demonstrated that four out of every ten boys who bullied others as kids had three or more convictions by the time they turned 24. Fortunately, there are cost-effective, evidence-based programs that can prevent bullying and reduce later crime and violence. The Olweus Bullying Prevention Program, for example, produced a 50 percent reduction of bullying in Norway and a 20 percent reduction when it was replicated in South Carolina. Moreover, for each high-risk juvenile prevented from adopting a life of crime, the country could save between \$1.7 million and \$2.3 million. Currently, not enough is being done to address the problem of bullying in our schools. Further action needs to be taken to implement evidence-based bullying prevention program components in every school district across the nation.

Law enforcement is doing the best job we can to deal with juvenile crime when it happens, and to make sure dangerous juveniles are taken off the streets. Most juveniles arrested are not likely to become serious offenders. Nationally, six in 10 juveniles brought before a juvenile court for the first time will not return to court on another charge. Research shows that the best results in reducing crime are achieved by targeting the worst offenders. The reason why is straightforward: one cannot prevent most low-risk juveniles from committing more crimes because they were not going to do more crimes anyway. But high-risk offenders are very likely to commit more crimes, and often. So any progress achieved with higher-risk juveniles results in very meaningful reductions in future crime. Effective screening tools exist to distinguish chronic and violent offenders from less serious offenders.

More serious juvenile offenders end up in custody. In recent years, there have been approximately 100,000 juveniles in custody nationwide. The vast majority of these troubled youths will be released back into the community, with their expected “prime crime years” ahead of them and facing recidivism rates of up to 75%. But it doesn’t have to be that way. A significant amount of research has identified several effective approaches to help young offenders avoid committing further crimes, thereby enhancing public safety.

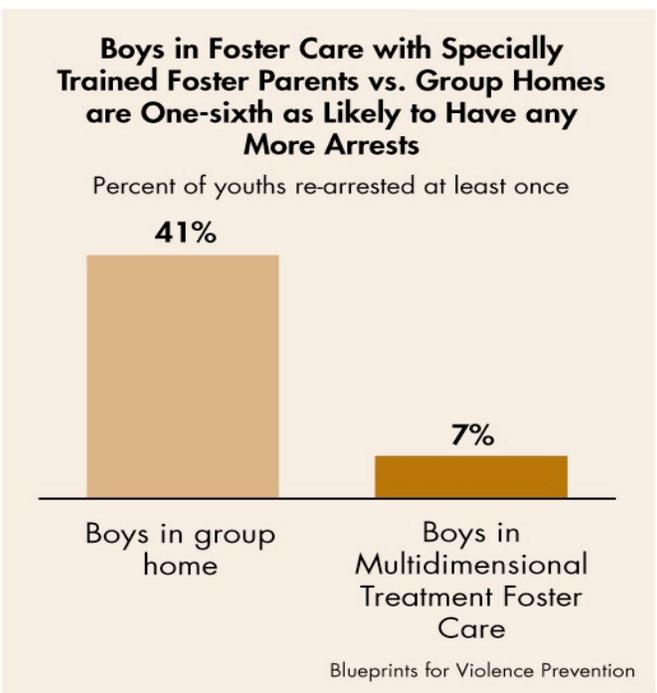
For the most dangerous young offenders, especially those who are involved in violent gangs, a combination of intensive police supervision, expedited sanctions for repeated violence, and expedited access to jobs, drug treatment or other services—a carrot-and-stick approach—has shown in a number of cities that it can cut homicides among violent offenders in high-crime neighborhoods. The carrot-and-stick approach has been successful in cities throughout the nation, including Chicago, Boston, and Philadelphia. In Chicago, for example, this comprehensive, community-wide approach was tried in a group of west side Chicago neighborhoods with a long history of high levels of homicide, with another set of dangerous neighborhoods on the south side of serving as the control group. In the carrot-and-stick approach area there was a 37 percent drop in quarterly homicide rates when the project was implemented, while the decline in homicides in the other neighborhood during the same period was 18 percent. David Kennedy’s the expert on this approach, so you’ll hear more from him about it.



Simply warehousing high-risk offenders during their time in custody is not adequate. They need to be required to do the hard work of constantly confronting and changing their anti-social beliefs and behaviors. Cognitive Behavioral Therapy (CBT) uses tested,

concrete methods, such as Aggression Replacement Therapy (ART), to teach teens to stop and consider the consequences of their actions, to conceptualize other ways of responding to interpersonal problems and to consider how their actions will affect others. By learning what triggers their negative behaviors and by identifying and practicing more pro-social and effective ways to respond, CBT consistently reduced repeat crimes among juveniles. Young people in Brooklyn gangs without ART services had four times the number of arrests of similar young gang members receiving ART.

For offenders who do not need high-security lock-up, individual placement in a Multidimensional Treatment Foster Care (MTFC) home can be used as an alternative to lock-up. Foster care may sound like a pass for juveniles who should be paying a more severe price for the crime they committed. But for teens who are often used to running the streets, and who see a month in custody as just another chance to socialize with delinquent friends or learn new criminal behaviors, this is a more controlled experience and a tough intervention. MTFC provides specially trained foster parents and ongoing supervision by a program case manager, as well as frequent contact and coordination of services with a youth's parole or probation officer, teachers, work supervisors and other involved adults during and after a youth's out of home placement. This approach incorporates effective reentry practices. Compared to similar juveniles placed in non-secure group facilities, the MTFC approach cuts the average number of repeat arrests for seriously delinquent juveniles in half, and six times as many of the boys in MTFC as boys in a group home successfully avoided any new arrest. MTFC is also cost-effective. MTFC saves the public an average of over \$77,000 for every juvenile treated.



Effective interventions that incorporate community sanctions have also been shown to reliably cut crime. One such program is the Functional Family Therapy (FFT) program. FFT works to engage and motivate youth and their families to change behaviors that often result in criminal activity. In one evaluation from Salt Lake City, families with troubled youths were randomly assigned to either a group that received FFT or one that did not. The youths whose families received FFT were half as likely to be re-arrested as the youth whose families did not receive the family therapy. By reducing recidivism among juvenile offenders, FFT saves the public an average of \$32,000 per youth treated.

Similarly, the Multi-Systemic Therapy (MST) program targets kids who are serious juvenile offenders by addressing the multiple factors – in peer, school, neighborhood and family environments – known to be related to delinquency. One MST study followed juvenile offenders until they were, on average, 29-years-old. Individuals who had *not* received MST were 62 percent more likely to have been arrested for an offense, and more than twice as likely to be arrested for a violent offense. It is also less expensive than other mental health and juvenile justice services like residential treatment and incarceration, saving the public \$4.27 for every dollar invested. While there are times when the nature of the crime or crimes committed simple demand that a juvenile be sentenced to custody, there are other situations that court ordered alternative sanctions and interventions that do not include custody may actually work better to reduce future crime.

What reduces crime saves money ¹⁰³	Savings or costs per participant				
	Costs avoided by crime victims ¹⁰⁴	Savings to taxpayers from crime reduction only ¹⁰⁵	Program Costs	Net savings to taxpayers	Net savings to taxpayers and victims
Functional Family Therapy for youth on probation (FFT)	\$19,529	\$14,617	\$2,325	\$12,292	\$31,821
Multi-Systemic Therapy (MST)	\$12,855	\$9,622	\$4,264	\$5,358	\$18,213
Multidimensional Treatment Foster Care (v. regular group care) (MTFC) ¹⁰⁶	\$51,828	\$32,915	\$6,945	\$25,970	\$77,798
Aggression Replacement Training (ART)	\$8,897	\$6,659	\$897	\$5,762	\$14,660

Washington State Institute for Public Policy 10/06

Law enforcement agencies made an estimated 2.2 million arrests of youth in 2003. Approximately 500,000 juveniles a year could benefit from evidence-based programs like FFT, MST and MTFC, yet only 34,000 are currently being served—only about 1 in 14. The remaining chronic, serious or violent juvenile offenders are often placed in less effective, and, therefore, ultimately more costly alternative programs, or no programs at all.

Approaches with proven results like those outlined above should be more widely implemented across the nation. Fortunately, some states have begun to integrate these types of interventions into their juvenile justice systems. Missouri, with a strong track

record of reducing repeat crimes by changing juveniles' antisocial behavior, serves as a model for restructuring juvenile facilities. By moving teens needing confinement from large impersonal institutions to smaller facilities where they may receive the individual training they need to control their anti-social behaviors, Missouri has cut re-committal to its state juvenile facilities within three years of release to 15 percent. Troubled teens in these smaller, more effective facilities are not just doing their time, they are learning to change their lives.

Although certain states have begun to implement these proven approaches, it frequently takes federal leadership to encourage communities to experience the value of certain programs.

Here are steps that Congress can take to implement these proven, effective crime prevention strategies:

- Expand efforts to prevent child abuse and neglect by enacting and funding legislation to expand and improve evidence-based in-home parent coaching programs for at-risk families (“the Education Begins at Home Act”);
- Expand and improve quality early childhood care and education by reauthorizing and fully funding Head Start and Early Head Start;
- Reauthorize and increase funding for 21st Century Community Learning Centers in order to improve quality and expand access to the program, particularly among at-risk middle and high school students who now experience the greatest unmet need;
- Enact legislation to help schools implement evidence-based solutions like the Olweus bullying prevention program;
- Ensure that any legislation to address gang violence provides funding for communities to implement comprehensive, coordinated “carrot and stick” responses;
- Enact and fund legislation to help states and localities to develop and implement strategic juvenile offender reentry plans, similar to the 109th Congress’ Second Chance Act, to enable juvenile ex-offenders to successfully reenter their communities;
- Reauthorize, strengthen, and increase funding for federal juvenile justice and delinquency prevention programs.

Being tough on violent crime is critical. However, once a crime has been committed, neither police nor prisons can undo the agony of a crime victim and repair that victim’s shattered life. Thus, prevention and intervention programs that use research-based techniques to prevent future crime are critical tools for making our neighborhoods safer.

I and my colleagues with FIGHT CRIME: INVEST IN KIDS who are leaders of American law enforcement, are grateful that this Subcommittee is holding today’s hearing and we look forward to working with you to implement these recommendations.

Thank you, and I would be happy to answer any questions that you may have.

