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for you.**

Police Strategy No. 2:

Curbing Youth Violence In The Schools and On the Streets

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



1994

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INTRODUCTION

Mayor Rudolph W. Giuliani has said that every civilized society can and must guarantee the opportunity for a sound, basic education to all its children. This requires that every child be able to learn in an atmosphere largely free of violence and disorder.

Today, for tens of thousands of children in New York City, the entire experience of attending school—from the time they leave home until the time they return—is fraught with fear. They may be attacked for the clothes they wear, for a refusal to use drugs, or merely for their simple, unprovoking presence. They may be attacked on the streets, or in playgrounds, school hallways, and even classrooms.

The Mayor has made it clear that all available resources must be concentrated to reduce violence in and around schools until all New York City children feel free to learn, feel free simply to be children going about the business of growing up.

Curbing Youth Violence in the Schools and on the Streets provides the first steps taken by the New York Police Department toward achieving the Mayor's goal by:

- requiring School Security Plans for every public school in the City of New York;
- refocusing Patrol resources to locate truants and return them to school;
- refocusing Detective resources to strengthen cases against all violent youths, pursue their accomplices, and apprehend those who sell guns to minors;

- tripling the number of Youth Officers to provide intelligence and follow-up on all serious and petty criminal behavior by youths;
- creating a Juvenile Database to link information on youth violations of every kind; and
- enlisting the active help and support of the public to help secure schools and neighborhood areas where children congregate in non-school hours.

By systematically addressing the problems of guns (Strategy No. 1), youth violence (Strategy No. 2, as described in these pages), and drug activity (Strategy No. 3), the New York Police Department is committing to act forcefully and systematically against the immediate three causes of crime, disorder, and fear in this city.

The problems of guns, youth violence, and drugs are inextricably related. So are the solutions.

THE PROBLEM

The 12-year-old son of JoAnne de Jesus was cornered in the washroom at his school in Brooklyn. An older, bigger child demanded his vest.

“You don’t want your child dying over a vest. But you don’t want him getting picked on either,” Ms. de Jesus said. And then she summed up the dilemma of parents of children who today attend New York City’s public schools: “The problem is that students aren’t fighting with fists anymore. They’re fighting with guns.” (*The New York Times*, December 12, 1993)

- A survey conducted by the Federal Centers for

Disease Control found that more than a third of New York City’s public high school students say they are physically threatened during the school year (which would project out to more than 60,000 youths), a fifth admit to carrying a weapon, and those who carry a weapon are nearly 1.5 times more likely to believe that carrying a weapon is an effective deterrent.

And every year, more young children are getting involved with guns.

- Between 1986 and 1993, loaded-gun cases in the City’s five Family Courts (which deal only with offenders who are 15 years old and younger) increased by more than 600%.

This new reality is lethal for young people in school and recently out of school.

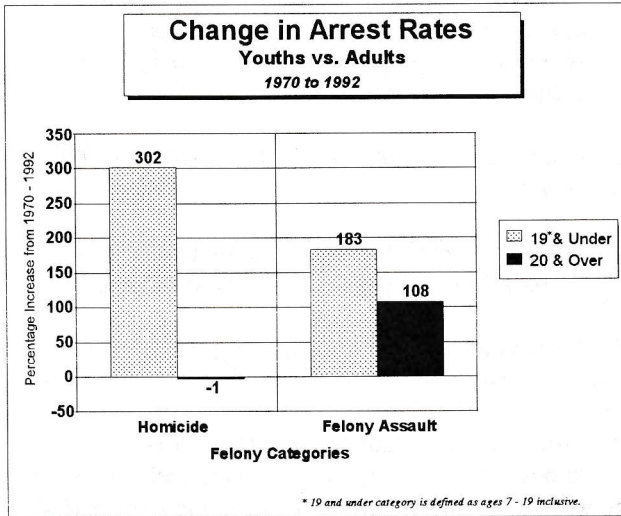
- Homicide is now the leading cause of death for persons 15 to 24 years old in New York City.

This new reality is also a major and growing threat to society at large.

According to the Census Bureau, New York City’s youth population (age 19 and younger) declined by 25% between 1970 and 1992. Yet, during the same period, arrests among the youth segment of the population—particularly for violent felony crimes—rose dramatically.

- Murder youth arrests per capita nearly quadrupled.
- Robbery youth arrests per capita more than doubled.

- Felonious Assault youth arrests per capita nearly tripled.
- Felony Drug Possession youth arrests per capita declined by two thirds between 1970 and 1980 and then nearly sextupled twelve years later.
- Felony Weapons arrests per capita among youths 15 years old and younger nearly tripled between 1970 and 1992.



Youths aged 7-19 accounted for nearly a third of all arrests involving firearms in New York through the first 10 months of 1993, with the 15-19 age group accounting for 29%. This group represents only about 6% of the city's population.

- While New York has 8% of the nation's violent crime (and 13% of the robberies), the City's five Family Courts now process nearly a quarter of the robbery cases in the United States involving offenders 15 and younger.
- In 1986, Family Court dealt primarily with misdemeanors. Today, 90% of its cases are felonies, with robbery second-degree (aided by another) the predominant charge.

Statistics on violence inside New York City schools have been reported separately by school principals, school safety officers, the United Federation of Teachers, and the New York Police Department. Despite the fact that these numbers have not always been consistent, one thing is clear: The explosion of youth violence during the last two decades has not spared the school system.

And every day, about 150,000 children—15% of students—are absent from New York City schools. While it is not known how many of these are truants, it is clear that a significant number of children absent without cause are engaged in criminal behavior.

One third of all robbery suspects in 1992, who were described by their victims as 15 years of age or younger, committed their robberies during school hours (9AM to 3PM).

How has the New York Police Department met the challenge of these accelerating trends?

CURRENT PRACTICE

The New York Police Department has not, in memory, systematically revised its major policies, structures, and systems to deal with youth violence and juvenile misbehavior.

Rather, its youth-related policies and procedures are an accretion of responses made over many years to changing sociological conditions, crime patterns, and public demands for action and special treatment.

Current practice falls into five areas:

- 1) protection of children from potential abuse;
- 2) programmatic assistance to help children "at risk" and, thereby, prevent crime;
- 3) a system of written warnings for juvenile misbehavior;
- 4) arrest of young people who have committed adult crimes; and
- 5) minimum involvement of law-enforcement inside schools, except by expressed invitation of principals.

The Youth Services Division, in the office of the Deputy Commissioner, Community Affairs, has attended to the first three areas. It tries to help a number of the young people considered "at risk" and collects information on misbehavior by or toward youth.

PROTECTION, ASSISTANCE, AND PREVENTION

Seventeen police officers, 4 supervisors, and 6 civilians assigned to the Youth Services Division attempt to help "at-risk" youth through several programs. These individuals work in the following three groups:

- The *Police Athletic League Liaison Unit* (1 lieutenant, 7 police officers, 2 civilians) reaches about 60,000 youths annually with seasonal sports leagues and citywide special events.
- The *Runaway Unit* (1 lieutenant, 1 sergeant, 6 police officers) returns about 400 of an estimated 7,000 runaways (many of whom come to New York from out-of-town) to their homes annually.
- The *Youth Dialogue Unit* (1 sergeant, 4 police officers, 2 civilians) arranges for police officers to interact with young people in day-long discussion and recreation sessions. The unit reaches about 7,000 of the city's youths annually.

The office of the Deputy Commissioner, Community Affairs, has also overseen the *School Program to Educate and Control Drug Abuse* (SPECDA). This is a joint effort of the NYPD and the Board of Education to use police officers as teachers for young people (fifth and sixth grade) about the hazards of drug and firearms use before the children are likely to become involved. Seventy-five police officers, 6 supervisors, and 1 detective taught 123,000 students in 29 of the 32 school districts. The SPECDA division also taught 25,000 elementary and pre-school students about sexual and physical abuse, instructed nearly 4,000 students in gang

resistance, and assisted PAL officers at 27 play sites in drug-infested neighborhoods.

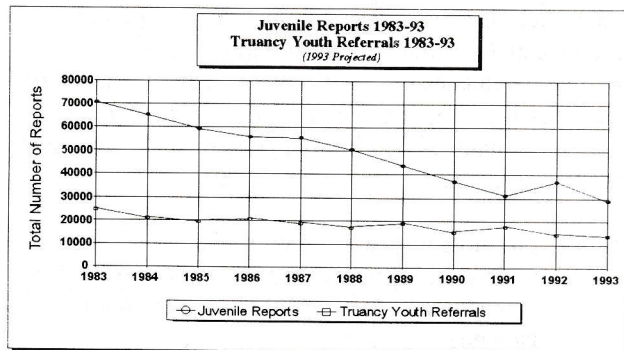
Within the Patrol Services Bureau, each of the city's 75 precincts has had a single Youth Officer who monitors and/or coordinates NYPD practices directed to "at-risk" youth and processes the paperwork on youths who have committed minor violations. Youth Officers have been responsible for precinct files on Reports of Suspected Child Abuse or Maltreatment, forwarding cases to detectives where necessary, and maintaining liaisons with Child Welfare Administration field offices.

JUVENILE MISBEHAVIOR

The Youth Services Division (2 supervisors, 3 police officers, and 4 civilians) processes reports on about 50,000 truancy and juvenile violations or petty crimes and about 3,500 cases of suspected child abuse or maltreatment collected annually, and forwards these to the Department's Central Records unit. It also archives whatever reports are submitted by Patrol officers on youth gangs.

FACT: All reports received by the Youth Services Division are checked for completeness and entered into computer files for use only in statistical reports. Since the names of offenders are not entered, the records of individual offenders are not retrievable by precinct personnel. This information is generally not now used for crime-analysis purposes.

With this paperwork being generated largely for record-keeping purposes, there has been a marked decline in the use of Juvenile Reports (on those who have committed misdemeanors and violations) and Truancy Youth Referrals (on students absent without cause from school) during the last decade.



FACT: Police officers have come to regard Juvenile Reports and Truancy Youth Referrals as paperwork that has no impact.

INVESTIGATIONS AND ARRESTS

While the dramatic rise in youth arrests per capita described in the previous section ("The Problem") attests to the fact that many New York City police officers are willing and able to handle youth offenders who have committed adult crimes, at least to the point of making an arrest, several obstacles to effective police action remain.

FACT: The Department does not always pursue all accomplices involved in youth crimes, even though most robbery cases in Family Court involve more than one perpetrator.

As in the case of firearms-related crimes committed by adults, this lack of relentlessness in pursuing all accomplices is the result of a policy that has permitted clearance and, eventually, closure of cases before all multiple defendants have been strenuously pursued and/or captured. In too many cases, the Department has focused on numbers that imply operational success rather than lasting impact.

FACT: For more than a generation, the NYPD has not revised and systematized its major policies and procedures to deal with the surge in youth violence.

This has resulted in confusion by many officers and detectives about current case law and proper procedure in dealing with youth offenders who, for example, are exempt from finger-printing for certain felonies but not for others. This is an impediment to effective and expeditious handling of juvenile offenders.

FACT: Officers making a juvenile arrest have no direct access to the city's Juvenile Justice Information Service (JJIS), the computerized system for tracking all Family Court criminal matters. Instead they must call the Identification Unit, which has one terminal with access to JJIS. On average, only 20 such calls are made daily, even though there are 33 arrests on the average day. Many officers are unaware of the existence of this terminal.

Since the JJIS indicates whether a youth has a prior court record, an outstanding warrant, or is involved in an active case, the failure to reach JJIS can result in dangerous youths going free.

FACT: Until early March 1994, many precincts did not prioritize warrants issued by Family Court for violent youth offenders.

RELATIONSHIP OF POLICE TO SCHOOLS

For many years, a protective wall has been erected between public-school facilities and police.

No representative of the Police Department is a member of the School Safety Committees established by each principal under the Chancellor's regulations. Conversely, no representative of the schools is a member of the Precinct Management Teams established by each Precinct Commander.

Despite being mandated to do so by Chancellor's Regulation No. A-412, issued in 1979, principals have not always reported crimes committed inside the schools. In Fall 1993, the Division of School Safety began to aggressively pursue reconciliation of its Operations Reports against the Incident Reports made by principals. This has largely solved the problem of under-reporting.

When crimes are reported, students who may have been a witness to the crime have not been required to speak to police in the school.

FACT: Regulatory barriers and confusion about current practice have discouraged active Departmental pursuit of youth perpetrators and their accomplices.

STRATEGY

As of Monday, April 18, 1994, it will be the policy of the New York Police Department to:

MAKE SCHOOLS THE FOCAL POINTS OF YOUTH VIOLENCE REDUCTION EFFORTS

- by developing a School Security Plan for every public school and/or school cluster in the City of New York;
- by developing a Summer Youth Security Plan for every precinct to cover areas where young people congregate during the summer months;
- by creating Safe Corridors for at least one troubled school, or school cluster, in each of the city's 75 precincts; and
- by deploying specially trained, designated Borough Task Force personnel to serve in borough truancy teams to locate and

return students absent from school.

REFOCUS PATROL PERSONNEL AND PRACTICES

- by making certain that every arrest of a violent youth is correctly made, checked against existing youth offender databases, and referred to the appropriate precinct Detective squads;
- by tripling the number of Youth Officers (from one to three) in each precinct; and
- by transferring the School Program to Educate and Control Drug Abuse (SPECDA) to the Patrol Services Bureau to support the outreach and prevention efforts of Patrol.

REFOCUS INVESTIGATIVE PERSONNEL AND PRACTICES

- by requiring, in cases where any act of youth violence has occurred, all precinct-based investigative units, including the Robbery Investigation Program units

(RIPs) and the Precinct Detective Units (squads), to strengthen cases, identify, locate, and apprehend any accomplices, and trace anyone selling guns to minors; and

- by creating a Detective squad assigned to the Office of the Corporation Counsel's Family Court Division.

REVISE DEPARTMENTAL POLICIES ON YOUTH CRIME AND SCHOOL-RELATED PRACTICES

- by revising and making consistent all Departmental policies and procedures dealing with the youth population by June 1;
- by negotiating new protocols with the Chancellor of the Board of Education to assure reporting to police of all crime committed in or around schools and to facilitate response by police to youth violence, no matter where it has been committed.

REVISE AND EXPAND TRAINING

- to provide video instruction to Patrol Services Bureau (including those assigned to Borough Task Forces) and Detective Bureau personnel on the full process of a youth arrest and all special protocols dealing with schools and young people;
- to provide comprehensive training that will assure coordinated and effective efforts by Youth Officers, personnel assigned to the Youth Services Division, and Borough Truancy Teams; and
- to provide video instruction to Patrol and Detective personnel on current youth culture.

CREATE A JUVENILE DATABASE

- by obtaining computer equipment and programming support sufficient for the purpose; and
- by inputting and cross-referencing all Juvenile Reports, Truancy Youth Referrals, and gang intelligence in a format

that can first be used by precinct personnel and ultimately be interfaced with the Family Court's Juvenile Justice Information Service.

BUILD WORKING PARTNERSHIPS

- with the parents of all school-age children, to assist police efforts to remove guns from the possession of young people and to protect children while they are in attendance at, or traveling to and from, school;
- with the Board of Education, school principals, and the Division of School Safety to assist police efforts to help secure the learning environments, surrounding areas, and pathways to city schools;
- with the media, to seek public support of police efforts to keep children in school ; and
- from the Housing and Transit police departments, to participate in all police activities in and around public housing

developments and transit facilities, and in youth database collection and maintenance.

MAKE SCHOOLS THE FOCAL POINTS OF YOUTH-VIOLENCE REDUCTION EFFORTS

SCHOOL SECURITY PLANS

Working with the School Safety Committees mandated by the Chancellor of the Board of Education, Precinct Commanders will prepare School Security Plans that include:

- emergency response procedures;
- coordinated operations with the Division of School Safety to reduce gun and drug use around the school;
- assessment of practices for weapons screening, physical access, and perimeter security;
- Safe Corridors operations where necessary between schools, retail districts, housing developments, and transit facilities and vehicles, including both subway and buses; and
- regular beat-officer entry of schools and interaction with principals and school safety officers.

School Security Plans for schools and school clusters that can be jointly classified as Priority I (based on significant levels of crime, disorder, and fear) by Patrol Borough Commanders working with the Board of Education or its Borough-wide Safe Schools Coordinating Councils will be prepared by Precinct

Commanders as of April 29, 1994.

School Security Plans for schools and school clusters that can be jointly classified as Priority II (based on moderate levels of crime, disorder, and fear) by Patrol Borough Commanders working with the Board of Education or its Borough-wide Safe Schools Coordinating Councils will be prepared by Precinct Commanders as of May 9, 1994.

School Security Plans for schools and school clusters that can be jointly classified as Priority III (based on marginal levels of crime, disorder, and fear) by Patrol Borough Commanders working with the Board of Education or its Borough-wide Safe Schools Coordinating Councils will be completed by Precinct Commanders as of May 20, 1994.

SUMMER YOUTH SECURITY PLANS

Working with their Precinct Management Teams, Precinct Commanders will prepare Summer Youth Security Plans that will define joint police and community actions for playgrounds, parks, pools and other locations where young people congregate especially during non-school months.

SAFE CORRIDORS

Precinct Commanders, who recently extended Safe Corridor efforts to at least one area in each of their 75 commands, will review and, as appropriate, maintain these corridors in the operations to be covered by their

School Security Plans, once these are approved by each Patrol Borough Commander.

The purposes of Safe Corridors are to safeguard school children from attacks or intimidation along a particular route, as they go to and from school; to establish high-visibility posts in heavy traffic areas to deter all crimes; and specifically to prevent crimes committed by or against school children.

TRUANCY

Approximately 50 Patrol Borough Task Force personnel will serve in seven truancy teams, each headed by a sergeant, to locate and return to the schools designated by the Chancellor the thousands of truants at large on any school day.

All truancy team personnel have been trained to make common-sense observations, examine school-program cards, and monitor chronic truancy locations.

Lists of locations where juveniles and youths congregate during school hours (especially 9AM to 1PM) will be compiled, periodically updated, and forwarded to Division and Borough Commanders by Precinct Commanders.

Precinct Commanders will have community beat officers contact all merchants who have businesses where youths hang out, give them the phone number of the relevant Borough Task Force, and ask them to call whenever such a group gathers during school hours.

Community beat officers will locate and return to the designated schools truants found on their beats. These officers may request help from the Borough Truancy Units, where necessary. Both school officials and Youth Officers will contact the parents or guardians of every child found to be truant and for whom a Youth Referral report has been filed.

On Monday, April 4, 1994, the Chancellor sent to all parents and guardians a letter which informs them of the common goal of the Board of Education and Police Department—to keep their children in school as required by law for their own protection so as to improve their chances for educational success.

Commanding Officers of the Precincts and of Borough Task Forces will take strict enforcement action against any business that is profiting from the illegal sale of certain products (such as alcohol or tobacco) to minors. In addition, the Department of Consumer Affairs will be notified of any violations that come under its jurisdiction.

REFOCUS PATROL PERSONNEL AND PRACTICES

SYSTEMATIC APPROACHES TO VIOLENT YOUTH

Precinct commanding officers and Detective squad commanders will make certain that every arrest of a violent youth is correctly made, referred to the precinct detective squads to strengthen the case, seek out a possible linkage to accomplices and other outstanding crimes, identify anyone selling guns to minors, and make arrests where appropriate.

REPEAT OFFENDERS LIST

Until the Juvenile Database goes on-line, all arresting officers will call the Identification Unit to check both the Juvenile Repeat Offenders List and the Juvenile Justice Information Service (JJIS), which are maintained by the Family Court Division of the Corporation Counsel, to make certain that no violent youth is released to a parent or guardian while awaiting trial on another violent offenses.

JJIS contains the names of all juveniles aged 7 through 15 inclusive who have pending cases and/or convictions, for at least two serious acts of violence, including robbery, loaded gun, and felonious assault. When youths, whose names appear on the list, are arrested for designated felonies, they will be removed directly to Family Court, or to Spofford Detention Center (if court is not in session).

MORE YOUTH OFFICERS

The number of Youth Officers in each precinct will be tripled (increasing from one to three) to execute youth-offender warrants, coordinate intelligence and youth-directed activities, identify home conditions conducive to the spiraling cycle of youth violence, and contact and warn parents or guardians about any truancy or other offenses committed by their children.

The Youth Officers will provide essential information to the Anti-Crime and Detective units dealing with youth violence, and to designated precinct personnel working on domestic violence cases. They will also coordinate

precinct efforts aimed at particular youths with the Youth Services Division in the office of the Deputy Commissioner, Community Affairs.

ENHANCE YOUTH SERVICES DIVISION

The Youth Services Division (YSD) in the office of the Deputy Commissioner, Community Affairs, will receive three additional supervisors to be brought up to full strength, to expand and re-energize YSD services to youths "at risk." YSD will work in close coordination with precinct Youth Officers.

TRANSFER OF SPECDA

The School Program to Educate and Control Drug Abuse is being transferred to the Patrol Services Bureau and decentralized. Each of the 75 SPECDA officers will be assigned to a precinct and will serve schools within that precinct's boundaries. Each SPECDA officer will help advance the Precinct Commander's School Security Plans and coordinate his/her efforts with the Youth Officers.

REFOCUS INVESTIGATIVE PERSONNEL AND PRACTICES

DETECTIVE FOLLOW-THROUGH

All precinct-based investigative units, including the Robbery Investigation Program units and the precinct

detective squads, will strengthen any case being made against a violent youth offender. They will identify, locate, and apprehend any accomplices in gun-related cases or acts of youth violence and attempt to match them to other outstanding crimes. These units will also attempt to identify and apprehend those selling guns to minors.

FAMILY COURT DETECTIVE SQUAD

A detective squad, including one supervisor and six detectives, will be assigned to the Office of the Corporation Counsel's Family Court Division to backstop the work performed by precinct detective squads, including strengthening of cases, pursuit of accomplices, apprehension of those selling guns to minors, locating witnesses and complainants, and execution of warrants.

REVISE DEPARTMENTAL POLICIES ON YOUTH CRIME

REVIEW AND REVISE ALL YOUTH-RELATED POLICIES

All Departmental policies and procedures dealing with the youth population will be reviewed, revised, systematized, and incorporated into the Patrol Guide by July 1.

RENEGOTIATE SCHOOL PROTOCOLS

This will include renegotiation of protocols with the Chancellor of the Board of Education to assure reporting to police of all crime committed in or around schools and to facilitate response by police to all incidents of youth violence, wherever and whenever they occur.

STRICT QUALITY-OF-LIFE ENFORCEMENT

Once the school protocols are revised, quality-of-life violations will be enforced in areas surrounding school property. These violations include graffiti, noise, drinking, and disorderly conduct.

Action will be taken against alcohol and cigarette sales to minors, and against video arcades, pool halls, bowling alleys, and movie theaters found to be in violation of the law.

REVISE AND EXPAND TRAINING

YOUTH PROCEDURES

Patrol Services (including those assigned to Borough Task Forces) and Detective Bureau personnel will receive instruction on the full process of making a youth arrest, (including paperwork, disposition, interviewing techniques, etc.) and all special protocols dealing with schools and young people.

This will be completed by September 1994.

YOUTH OFFICERS

Youth Officers will receive three days of training on their duties and all procedures that apply to youths, which will be conducted under the direction of the Chief of Department, the Chief of Patrol, and DCCA. Training will be completed prior to April 18, 1994.

Borough Truancy Team personnel and Division Youth Officers will be given a one day training course on truancy issues in conjunction with the Board of Education Division of School Safety.

During summer 1994, enhanced training for Borough Truancy Teams, Youth Officers, and members of the Youth Services Division will be developed.

YOUTH CULTURE

All precinct-based personnel will receive video instruction on current youth culture, to enable them to learn the language, styles, and attitudes of young people that may vary among different racial and ethnic backgrounds.

This will be accomplished with the use of two videotapes produced and distributed by late June 1994.

CREATE YOUTH VIOLENCE TRACKING SYSTEM

JUVENILE DATABASE

A Juvenile Database (JD) will be created within the Youth Services Division. The purpose of the database is to centralize and make easily retrievable intelligence on repeat youthful offenders, their street names, gangs or "posse" affiliations, and to use the technology to help curtail and defeat criminal activity among young people.

All Juvenile Reports, Truancy Youth Referrals, Reports of Suspected Child Abuse or Maltreatment and the components of the Youth Gang System (the last to be completed by May 1994) will be recorded in this system so that they can be used by precinct personnel. Eventually this will be correlated to the information in JJIS. The Housing and Transit police departments will help create, maintain, and share the fruits of the JD.

YSD will be able to analyze incidents by any desired variables or combination of variables. For example, submissions by a given precinct can be selected and broken down by offender name and place or residence. This system will assist in identifying children in difficult home environments which may contribute to victimization or criminality.

To support this effort, additional computer hardware and programmers will be needed.

BUILD WORKING PARTNERSHIPS

WITH THE PARENTS OF ALL SCHOOL-AGE CHILDREN

Precinct commanders will solicit the help of parents to assist police efforts to remove guns from the possession of young people, to protect children while they are in or are traveling to and from school, and to encourage children to remain in school and take seriously their academic responsibilities.

WITH THE BOARD OF EDUCATION, PRINCIPALS, AND THE DIVISION OF SCHOOL SAFETY

The Chief of Department is working with the Office of the Chancellor to adjust protocols to assist police efforts to help secure the learning environments of city schools, surrounding areas, and the pathways to and from city schools, and Precinct Commanders will work with Principals as well as the Division of School Safety to develop School Security Plans;

WITH THE MEDIA

The help of all media outlets committed to the Crime Stoppers program will be solicited by the Deputy Commissioner, Public Information, to seek public support for police and Board of Education efforts to keep children in school, and to portray positive role models for young people; and

WITH THE HOUSING AND TRANSIT POLICE

NOTES

The Housing and Transit Police Departments will be asked to participate in all police activities in and around public housing developments and transit facilities, and in database collection and maintenance. The Housing, Transit, and New York Police Departments will continuously share information about groups of youths engaged in lawless or disorderly behavior.

EVALUATION

The School Security Plans and Truancy Unit efforts will be evaluated in July. A report on their impact will be submitted to the Mayor, with recommendations for strategic and operational adjustments as required.

The Summer Youth Security Plans will be evaluated in October. A report on their impact will be submitted to the Mayor, with recommendations for strategic and operational adjustments as required.