



Juvenile Division: Reinventing Juvenile Justice

Captain Isaac S. de Lugo II

and

Lieutenant Michael Sullivan

2010

Minneapolis Police Department

Minneapolis, Minnesota

Executive Summary

In 2003, faced with mounting budgetary shortages, the Minneapolis Police Department (MPD) made the decision to dissolve its Juvenile Investigations Unit, re-routing cases involving juveniles to other investigative units and dispersing the Juvenile Unit investigators to the precincts. By 2006, the City began seeing alarming upward trends in juvenile crime. From 2003 to early 2006, the MPD began to see an upward trend in juvenile crime and juvenile violence. Juveniles were being reported as suspects and arrestees in larger and larger numbers; in addition, they were showing as the victims of violence crime in more and more cases. In 2006, 43 percent of homicide victims in Minneapolis were between the ages of 15-24.

The City of Minneapolis now was infamously given the name “Murderapolis” by the national media. Clearly, juveniles within the city of Minneapolis were in trouble, and the police department had to act quickly to prevent further violence and to get city youth off the criminal track and back into healthy activities.

In response, the Department re-established the Juvenile Unit. This re-establishment process was accomplished over time but with a never seen before focus on commitment and priority for any project by the police administration. The mind set and procedures of a whole police department, from patrol officer to administration, needed to be altered.

At the same time, Mayor R.T. Rybak began developing the “*Blueprint for Action: Preventing Youth Violence*” to address juvenile violence. Viewing youth violence as a public health concern, he brought together the public and private sectors together in a series of initiatives to address Minneapolis youth violence. These two projects are intricately interwoven, and the result has been a sizeable downturn in overall juvenile crime and recidivism.

The Problem

As stated above in the Executive Summary, a commitment to this new Juvenile Unit and a change in mind set towards juveniles in general was instrumental in the Unit’s accomplishments. But to understand the changes and their implications it has to be contrasted with what it changed from. This self critique is done first with acknowledging the hard work of many sworn and non sworn past Juvenile Unit personnel and secondly, in the belief that others may see themselves in some part of it and may try to make changes.

- A) To many officers Juvenile crime did not fit the glamorous type of police work that they envisioned for themselves. And because of this, juvenile work in any form was far from desired. It appeared that many Juvenile Unit officers had been transferred to this unit after some sort of disciplinary event at their previous assignment. It happened so often that the officers called themselves “The Dirty Dozen”. This self effacing moniker had a tremendous affect on their morale and their perceived lack of importance of their work, and it showed. The lack of

support and resources from the previous police administration was evident and only exacerbated the problem.

- B) When the Juvenile Unit was disbanded in 2003 it was with the belief that juvenile investigative work would be shifted to each of the five Precincts. Each Precinct was given two juvenile investigators to help with the added case load. The Precinct investigators, who in the past were assigned only their property crimes cases, were now being assigned all crimes committed by juveniles as well as handling their own precinct property crimes. The new investigators did not make up for the added case load. As a result of this, investigators inexperienced in investigating more complicated nuanced crime and the mind set that juvenile work was “beneath” them, this led to few cases being charged and fewer even being investigated.
- C) Patrol officers had few if any choices in what to do with juveniles they encountered. Serious offenders were taken to the Juvenile Detention Center, all others, status offenders (to include intoxication) and misdemeanants were issued juvenile citations and released to possibly continue their offenses. The citations were worthless because the juveniles soon learned to give false names and information and officers had few resources to identify them. After a few of these episodes officers began to “not see” juveniles. Some squads were known to have a juvenile in their back seat for hours shopping around for suitable drop off locations. Juvenile accountability and arrests plummeted and juvenile crime exploded.

The Response

Faced with these facts and figures, Police Chief Tim Dolan authorized the re-creation of the Juvenile Unit. Chief Dolan placed then Lt. Bryan Schafer in charge of the unit which consisted of approximately 8 sergeant investigators and 2 support staff; due to its success and widening of services, and to underscore the MPD’s commitment to juvenile crime prevention, this small Unit was given resources and eventually grew into a Division. This newly designated Division (for simplicity, all future references will state Division) is now commanded by a Captain with over 40 personnel.

Appendix I

More importantly, the new Police Chief mandated a mind shift of thinking specifically concerning the Juvenile Division. By making juvenile crime a priority now Inspector Schafer hand picked his staff and began the building of professional and community partnerships. The Juvenile Division is known by its own investigators as the Department’s “best kept secret of places to work.” All juvenile crime from status offenses to felony offenders is a priority. All juveniles are held accountable for their actions. The quantity and quality of work is second to none. They were not the “Dirty Dozen” anymore. (Reference bullet A and B above)

In reference to bullet C above, the Division offered an almost twenty four hour juvenile booking facility. It was at the centrally located Division that patrol officers could bring juveniles to be identified, interviewed, “booked” or otherwise dropped off. The Juvenile

Supervision center (JSC), later referenced in this document served this purpose for status offenders only. This piece of the puzzle empowered patrol officers to take the blinders off and start making contact with juveniles. The results were amazing in contacts, arrests and charged cases.

The over all mission of the Juvenile Division is to reduce and prevent crime through quality investigations, provide central intake services for apprehended juveniles, supervise the School Resource Officers who provide security within Minneapolis Public Schools (MPS), and collaborate with our community partners by taking a holistic approach in treating juvenile violence.

The Division unites a number of functions, including investigations, intelligence gathering, juvenile criminal history, public school security, social services and outreach, and intake/fingerprinting to create one centralized unit to address youth crime. The Division is staffed 20 hours a day, 6 days a week. The value of a centralized location for patrol officers to bring juvenile offenders to be easily identified and quickly dropped off cannot be stressed enough.

Function 1: Investigation

The investigative unit of the Juvenile Division consists of 13 sergeant investigators who fill both daytime and evening/night hours. While we recognize that this is an unusual model for most investigative divisions outside of Homicide, the MPD has chosen to staff the unit until 0400 hours in order to assist with juvenile intake and processing. Because of the difficulty for street officers to properly identify juveniles, the Division has a booking and processing function that has been found to be invaluable. After the initial peak, arrests of juveniles have been steadily decreasing since 2006 (the same year the Juvenile Division was reinstated). In fact, violent crime arrests of juveniles were down 38 percent in 2008 over 2006 and down another 32 percent in 2009 over 2007.

Appendix II

Similarly, reports of juvenile as suspects are also down. In 2009, there was a 35 percent decrease in the number of juvenile violent crime suspects (incidents) over 2007.

Appendix III

In 2008, 2576 cases were investigated, with a 45 percent closure rate. In 2007, the closure rate was 53 percent; in 2006, that number was 46 percent, although the Juvenile Division had only reopened for investigations in May of that year. In 2009, our investigators handled approximately 2015 cases with nearly a 60 percent closure rate. In addition investigators handled over 897 missing juveniles cases in 2009.

The re-opening of the “Booking” function cannot be overstated in identifying juveniles. Its greatest asset was a bookcase of hundreds of school yearbooks. The Juveniles Booking function is an invaluable service to the patrol officers of the department because

it provides a timely process for officers to drop-off juvenile arrestees for intake processing (photos & printing) and transportation thus allowing patrol officers to get back out on patrol in a timely manner. The Booking / Intake Facility are an asset to other investigative units within the department because they assist with critical time sensitive preliminary investigations. The Juvenile Booking Function processed over 760 juveniles for patrol officers in 2009.

Function 2: Juvenile Criminal Apprehension Team (JCAT)

While most of the MPD's partnerships focus on diverting low-level offenders and preventing them from become serious criminals, the MPD also recognized the need to address juveniles who commit felonies. Before the creation of JCAT in June of 2006, many juveniles with warrants were simply at large, with no fear of being apprehended or brought in to address their warrants. JCAT changed that. Headed by one MPD sergeant and gathering support from a coalition of other law enforcement agencies which include the MPD, Minneapolis Park Police, Hennepin County Sheriff's Office and Probation, and U.S. Marshals, JCAT set out to pursue juveniles with warrants and bring them to justice. The JCAT team is often thanked by parents for helping to get their children back on the right track and out of trouble.

"It's so hard to turn your babies in, you know - you don't want to see them go to jail, but he's out there runnin' the street and I'm so afraid something's going to happen to him....so thank you. This way I know where he's at, and I know he's safe."

--custodial grandmother of a juvenile apprehended by JCAT

JCAT has experienced tremendous success and has posted incredible results. Between June 2006 and December 2009, JCAT has checked over 3,816 addresses for fugitive juveniles and has apprehended 1,269 youth. Of these, 94 youth turned themselves in after being actively sought out by JCAT. They have recovered 72 guns, just over half of which are replica handguns (which can carry the penalty of a gross misdemeanor in Minneapolis) and numerous other narcotics and contraband. In addition, all of the intelligence gathered during each detail, such as gangs, is shared with MPD's Intelligence Sharing and Analysis Center (ISAC) and distributed accordingly. Clearly, this initiative has helped to bring consequence and accountability into the lives of adjudicated juveniles in the city of Minneapolis, as well as prevented untold crimes.

Appendix IV

In addition, the MPD works with the Hennepin County Juvenile Probation Office in the Minneapolis Anti-Violence Initiative (MAVI) to ensure juvenile probationers are in compliance. In 2009, MAVI visited 281 probationers on the gun offender program.

Function 3: Coordinating the Juvenile Supervision Center (JSC)

The Division's partnership with the Juvenile Supervision Center connects youth and families to Hennepin County and community-based services that will aid them in preventing further delinquency.

The Juvenile Supervision Center (JSC) grew out of the previous Curfew/Truancy Center that operated as a safe, centralized location for officers to bring youth violating curfew or

“Having this center will help us better connect with young people heading in the wrong direction to get them back on track.”

—Minneapolis Mayor R. T. Rybak

truancy ordinances and was nothing more than a holding facility. The Curfew/Truancy Center took custody of the juveniles, allowing officers to go back to duty in a timely manner. But something was missing—the Center was a revolving door for youth; there was no intervention or social service provided which resulted in a high rate of recidivism.

In 2008, with a new vision and philosophy, the Curfew/Truancy Center relocated and became the Juvenile Supervision Center. Through a Joint Powers partnership consisting of the City of Minneapolis, Hennepin County and Minneapolis Public Schools, The Link was awarded the contract to staff the JDC. The Link is a private non-profit that services the community through advocacy, housing, education, and intervention services, was funded. The JSC is adjacent to the space occupied by the Juvenile Division at MPD Headquarters.

The Center provides safe supervision and community resource connections to kids picked up by MPD officers for low-level violations that do not meet booking criteria for JDC. It is the only facility of its kind in Minnesota, designed to help deter youth before they can turn to serious or violent crime. The Center is open 24 hours a day, 7 days a week, 365 days a year.

MPD School Resource Officers, during extended school breaks, partner with The Link and do home visits of young youth offenders who were brought to the Center within the past 24 hours to access both youth and family needs in an effort to reduce recidivism.

In 2009 the JSC had 1,553 youth visits with 77.2 percent of youth not returning after their initial visit.

Function 4: Working with the Hennepin County Juvenile Detention Center

The Juvenile Division staff works closely with the Juvenile Detention Center (JDC) and Juvenile Detention Alternatives Initiative (JDAI) to reduce the number of youth in JDC that do not need to be there; the long-term goal is the reduction in the number of behavioral issues that become criminal justice issues. This goal ties directly into reducing the disproportionate numbers of minorities in confinement. The JDC detention population was down approximately 43 percent from 2007 to 2009 across all jurisdictions in Hennepin County that use the facility. We believe that this is due to our overhaul of juvenile justice and the totality of all programs and initiatives discussed here.

Appendix V

Function 5: Juvenile Diversion

First-time misdemeanor juvenile offenders are offered the opportunity to engage in the Diversion program. Working with local groups such as Restorative Justice, Shiloh Temple, Minneapolis Christian Foundation, the YWCA, and Northernstar Diversion, low-level juvenile offenders are offered alternatives to the juvenile justice system through

volunteerism and outreach with the listed partners. The Juvenile Division has referred approximately 346 youth to over 15 community-based Diversion partners. When the diversion is completed the citations are destroyed without any record of it existing.

Function 6: School Resource Officer Program (SRO)

In keeping with its rich tradition of innovative policing that responds to the needs of the communities it serves, the MPD believes that officers serving in schools should strive to build positive relationships with students. Balancing the role of the SRO from solely an enforcement position to that of a liaison connects children to a full array of community services. While we recognize that serious criminal behavior will still need to be addressed, we believe that low-level criminal behavior can be curbed by changing our definitions. Decriminalizing school behavior issues allows the MPD and its partners to change the course of a student's life, unlearn the culture of violence, and direct them toward positive, life-changing programs.

Being visible within their schools and surrounding communities is achieved by attending and participating in school functions, as well as by building positive working relationships with school staff, students, and parent groups. Working closely with school personnel in determining the proper course of action for delinquency is established and maintained through close partnership with school administrators and helps to provide a safe school environment.

Prior to the 2008-2009 school year, the Minneapolis Park Police, a separate law enforcement agency in the City, held this contract for services since 2003. When the MPD was awarded the contract in August of 2008, we acted quickly to integrate the SRO program into the existing Juvenile Division. We sought to revise the SRO program's philosophy on the role of school-based officers and then train the 16 new officers in proper policing techniques for schools before the school year began in September, while also dealing with a shortage of available officers due to the Republican National Convention. Challenges were faced and overcome, and we were able to institute permanent officers into the schools by the end of October.

Even before the MPD was awarded the contract for school resource officers, there had been a decline in juvenile cases in schools since 2006 that mirrored the efforts put forth by the Juvenile Division. Because of programs and work done in partnership with the County and others, juvenile crime was already beginning to decrease. Since the MPD regained the contract for police services with the Minneapolis Public Schools (MPS), there has been further decrease in overall cases, and specifically disorderly conduct, assault, and weapons cases charged by the Hennepin County Attorney's Office.

The table below shows the dramatic decreases in overall school cases over 4 school years. The 2008-2009 school year saw another dramatic decrease in school cases with only 294 cases. This is a dramatic 74 percent decrease from the 2005-2006 school year.

Appendix VI

Initiative 1: Safe Routes to School

The Safe Routes to School initiative intends to utilize other resources such as the MPD's Traffic Enforcement Unit, precinct squads, and School Resource Officers, to provide extra patrol in high-crime areas to allow children safe paths to their schools. The program, a pilot for a statewide program, aims to encourage kids to get daily exercise and stay healthy by walking to school, while the police department allows them to do so by building a safe environment. The MPD's Intelligence Sharing and Analysis Unit (ISAC) provided six months of crime data in/around a six block radius of the ten schools identified for the pilot program. The data was mapped and provided to the school district to develop appropriate walking routes to the schools. The MPD provides the extra patrol both before and after school. Furthermore, School Resource Officers will provide in-school training to educate children on the importance of following these safe routes and what to do in case of emergency.

In looking to take the program to the next level, the MPD is exploring the option of using their Crime Prevention Specialists to collaborate with neighborhoods to identify safe havens along the designated routes in the form of Safe Houses. This could also lead to the expansion of block clubs and more cohesion in our neighborhoods. By connecting police, schools, and community, these routes become safe communities.

Initiative 2: Knock & Talk Truancy Diversion

The Knock and Talk Truancy Diversion program is a partnership with the Minneapolis Public School system. SRO's and precinct-level patrol officers receive information from the MPS Attendance Office on a weekly basis on elementary-aged truants who have 5 or more unexcused absences. These officers will then go to the student's residence to make contact with parents/caregivers and educate them regarding the importance of and legal issues concerning compulsory school attendance. Pamphlets, available in several languages, are provided to the caregivers; it has been our experience that many immigrant families are not aware that school attendance is mandated by law. Since 2007 school year, this program showed a 76 percent increase in attendance among students who were visited.

Initiative 3: School Patrol Safety Program

The Juvenile Division coordinates the School Patrol Safety Program for the Minneapolis Public Schools. The Division has one School Patrol Agent who assists 50 schools with training and monitoring of each of their school patrol programs. Agent Berryman has trained well over 300 kids as school patrollers this year. A significant partner with the MPD is AAA Minneapolis branch. They have contributed extensively with equipment and funds over the years and in 2009 donated a brand new Minivan for use by our School Patrol Agent. Their contribution to the School Patrol Safety Program has been crucial to the overall success of the program.

Initiative 3: Speak-Up tip line

The MPD Juvenile Division SRO program partnered with Minneapolis Public Schools and the City of Minneapolis to kick-off a new tip line for MPS students at the start of the 2009-2010 school year. **1-866-SPEAK-UP** is a toll-free hotline and text message service

that young people can contact to anonymously report weapon threats in their schools and communities. The hotline is administered by PAX/Real Solutions to Gun Violence, a non-profit organization. We have received over approximately 50 contacts since the start of the program and have disseminated information to our school's security counterparts and SRO's.

Summer 2009 Proactive SRO Details

In addition to the above projects, the SRO's were tasked with several unique projects during the 2009 summer. In the past, the SRO's were 'farmed-out' to the 5 Precincts throughout the city to assist with regular 911 patrol duties. Their contribution in these efforts was minimal since their addition to the precinct staffing levels was minimal. Through significant lobbying, this summer the SRO's were kept under the Juvenile Division command and utilized in several proactive youth outreach programs in Minneapolis.

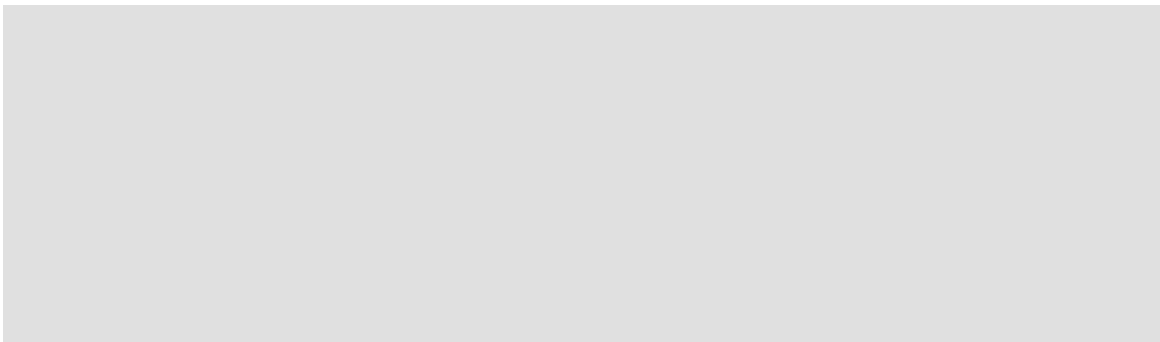
- *Kid Connect:* SRO's making home visits with a social worker to juveniles who have recently been through the JSC. These are low-level informational visits for the benefit of the youth, parent and or guardian to inform them of issues resulting from the juveniles visit to the JSC. SROs made over 200 home visits and completed approximately 90 contact social forms.
- *North Side Parks Initiative:* SRO's proactively patrol designated parks of North Minneapolis with a Minneapolis Parks and Recreation Youth Outreach worker in order build positive relationships with disaffected youth.
- *Bike Cops for Kids:* Officers riding bikes in North Minneapolis making contact with any and all youth providing free helmets, free bikes and bike safety training. Program funded through a grant. While making over 2,200 kid contacts and over 1,300 adult contacts, they provided over 360 helmets and 31 bike give-a-ways. This outreach was the hit of the summer.
- *PAL (Police Athletic League):* SRO's assigned to assist the Mpls. P.D. PAL program for assistance with summer youth outreach programs, i.e. field trips, sports and fun.
- *Bicycle Beat Officer Extra Patrol:* SRO's assisting with extra enforcement capabilities in high youth neighborhoods.
- *Summer School Programs:* SRO's assigned to assist with Minneapolis Public Schools summer programming for safety.

2010 Initiatives

- *Diversion:*

- Start-up a focused diversion program specific to the needs of the Somali population in the Cedar Riverside Community. This program has been implemented.
- Seek grant funding for enhancement of the current MPD Diversion program. Two grants totaling \$23,000 was received. 15 already identified as At Risk youth will be given summer employment and assisting as Crime Prevention Specialists in the above neighborhood.
- Up-date and improve current data base and statistical analysis.
- *Community Outreach:*
 - Develop and conduct culturally specific educational training classes for non-English speaking immigrant parents (specifically – Latino, Laotian, Hmong and Somali communities) on the topic of juvenile justice issues and concerns within each of those communities. All literature will be translated into that specific language and an interpreter will be provided to assist the speaker. (The first two engagements of this effort has been completed with the Hmong community)
- *Expanded SRO 2010 Summer Programs:*
 - Expand the *Summer Bike Cops for Kids* program to the disaffected communities of the South Side of Minneapolis as well as the North Side Communities. This will be done through adding two additional SRO's to interact with the South Side specifically through increased grant funding.
 - Expand the *Bicycle Beat Officer Extra Patrol* to the Greenway and to coordinate efforts with the Minneapolis Bike Ambassador Program. SRO's will also work with Hennepin County Juvenile Probation Agents conducting curfew sweeps and proactive home visits. The focus of this project is to proactively engage youth at the surrounding parks and libraries to create positive relationships.
 - Expand Scheduling of *Kid Connect* operations to include non-Student days such as Winter and Spring Breaks.

The Juvenile Division looks forward to the challenges 2010 may bring and continuing its great work with the many partners that have assisted the Juvenile Division over the years. We believe that the planned initiatives for 2010 will enhance our capabilities at reaching out to the youth of Minneapolis and continue to reduce violent juvenile crime in 2010 and beyond.



Results

The sizeable decreases in school cases, coupled with reductions in overall juvenile crime, the work of Investigations, JCAT, Diversion, JSC, JDC, and other community partners, equate to a safer and healthier Minneapolis for all residents and visitors. The totality of the work of the Juvenile Division has undeniably been an enormous factor in lowering juvenile crime, creating a revised vision of juvenile justice that works in favor of law enforcement, the community, and the city's youth. The MPD continues to seek new partners, finding them in both the public domain (the University of Minnesota, Hennepin County Attorney's Office, Sheriff's Office, and federal law enforcement agencies such as the US Marshall's Office), as well as in the private and faith-based communities and corporations such as Target and General Mills.

The leadership provided by Inspector Bryan Schafer in overhauling juvenile justice and the continued work by subsequent commanders and personnel has gained recognition across the country. In March of 2009, the Police Executive Research Forum (PERF) awarded Inspector Schafer with the prestigious Gary P. Hayes Memorial Award. In nominating Inspector Schafer for the award, MPD Chief Dolan remarked, "He completely changed the way business is done, not just in the Police Department, but across the entire justice system in Minneapolis."

"Through this multifaceted approach, MPD found the answer for juvenile crime, and the answer is a good balance between tough enforcement for serious offenders and providing real help to first offenders."

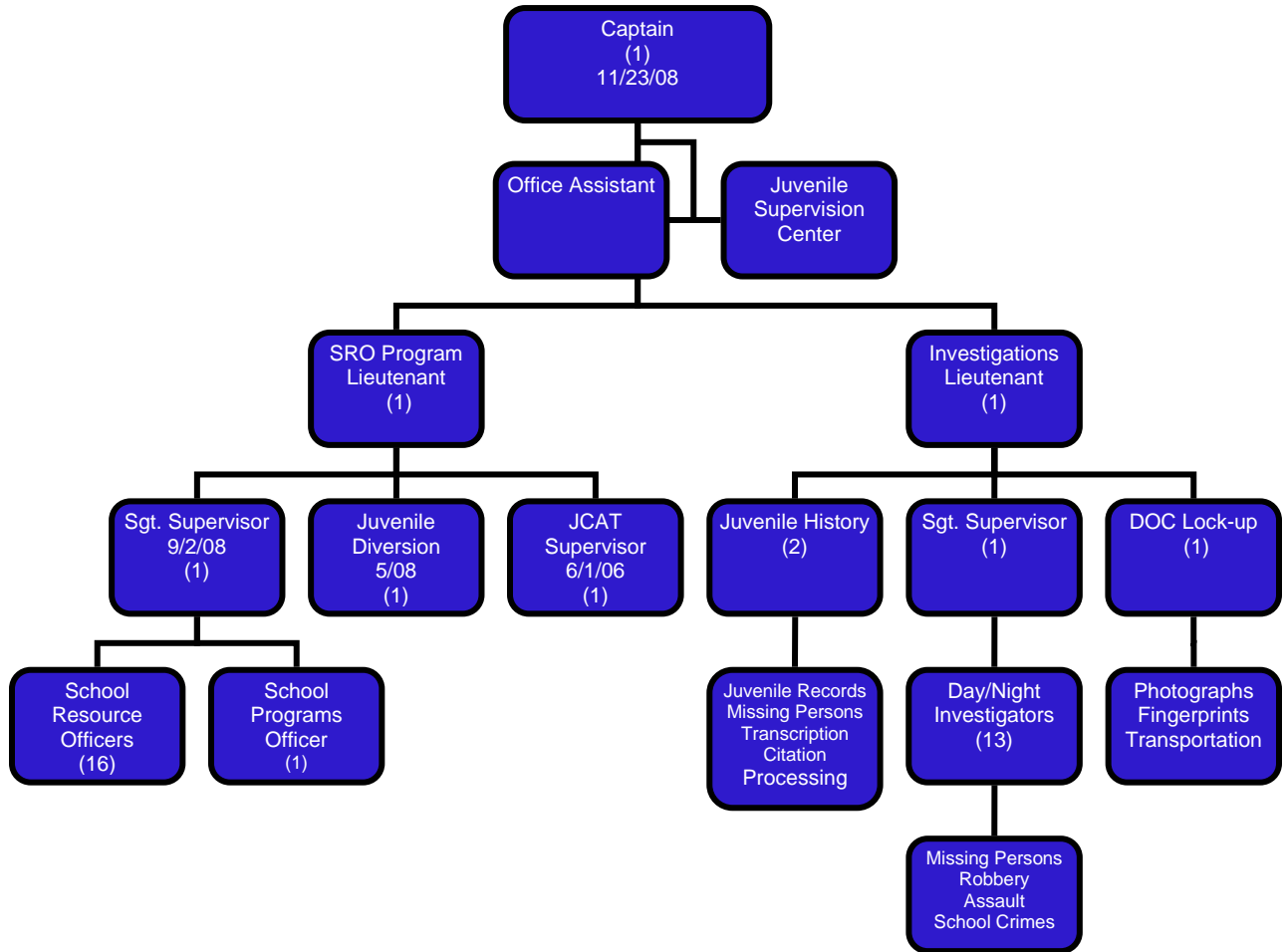
-MPD Chief Tim Dolan

There is still work to be done in this ever changing landscape called juvenile justice. The MPD has several new initiatives on the horizon, including addressing the needs of the large immigrant populations that reside within Minneapolis' city limits. The Twin Cities area is home to one of the largest Somali and Hmong populations in the nation; the inherent complexities of immigrant and refugee populations pose challenges for law enforcement that include youth crime. The MPD is one of the first departments in our region to employ Somali police officers and has over 30 Asian officers; we hope to put their background knowledge and community understanding to use as we move forward in addressing these communities' needs.

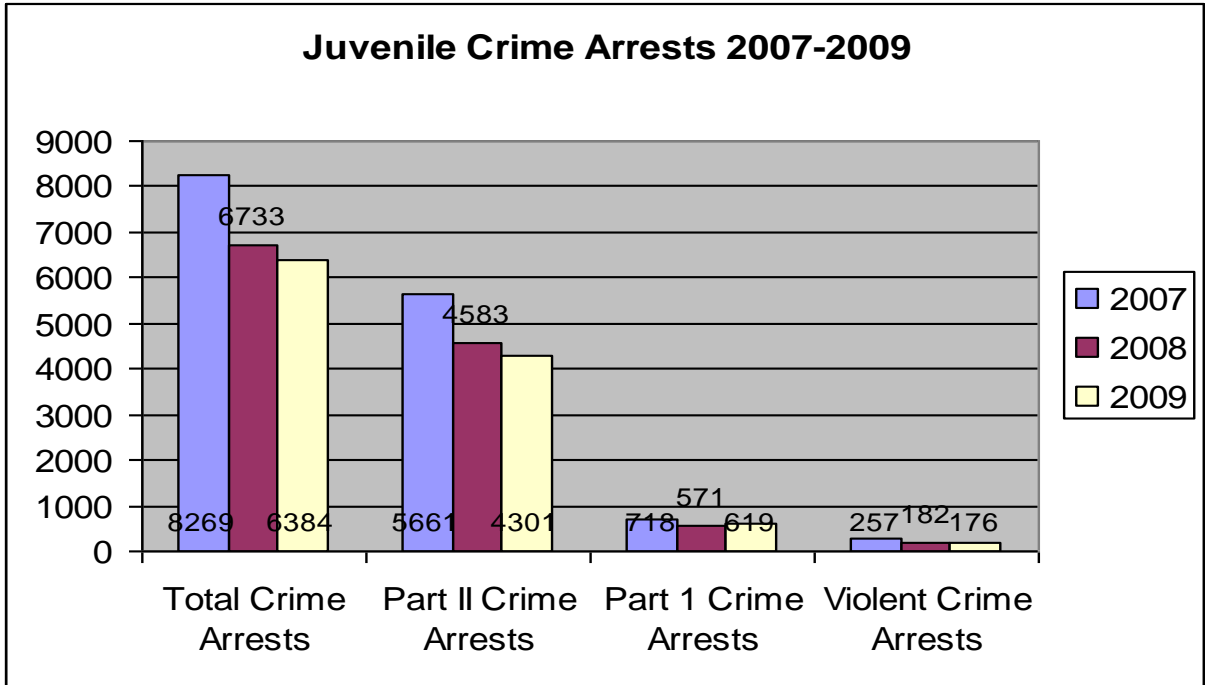
The MPD is proud to be a part of introducing legislation in the state Senate that would make the work and success of the Juvenile Division a statewide program. Bill No. 1235, Youth Violence Prevention, recognizes youth violence as a public health problem and would designate the state's commissioner of health as a coordinator for statewide prevention programs. A similar attempt to introduce this model at the national level is also underway.

The Juvenile Division hosted a contingent from the City of North Charleston, S.C. for four days as they studied our program. The Juvenile Division has been approached by numerous police departments around the country for information on our successful initiatives. We shared with them freely and we continue to do so with all that ask.

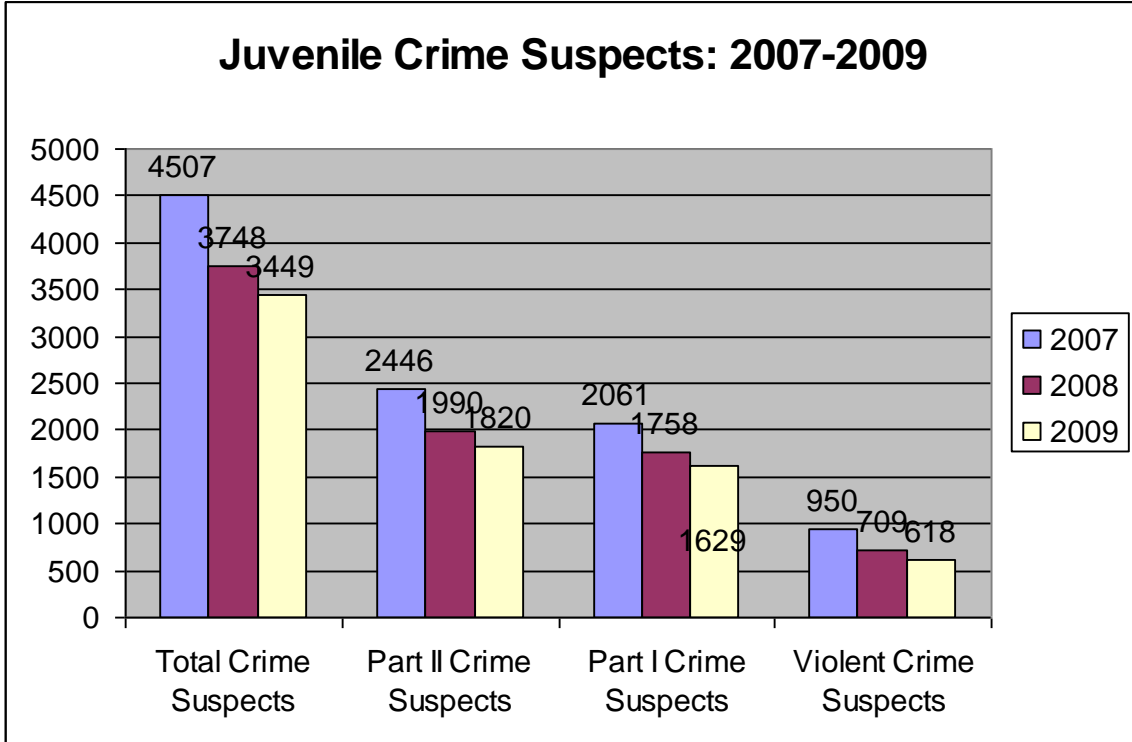
Appendix I



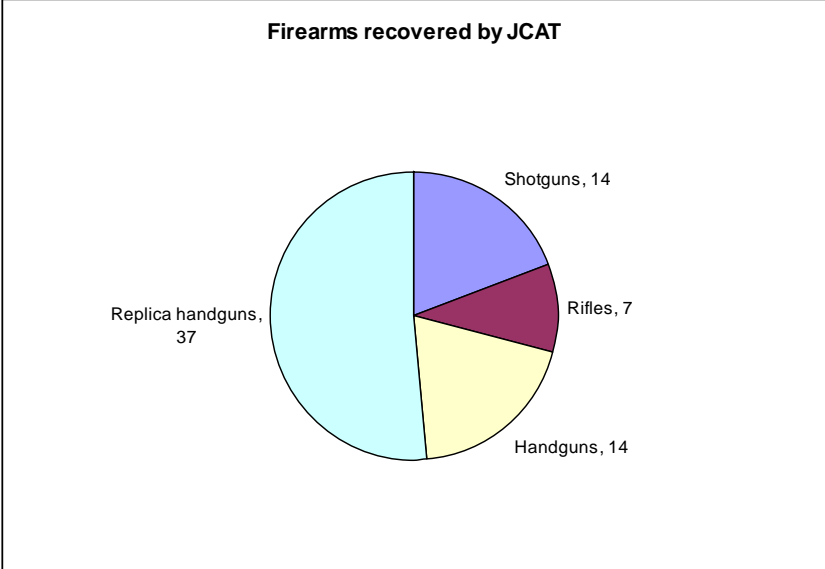
Appendix II



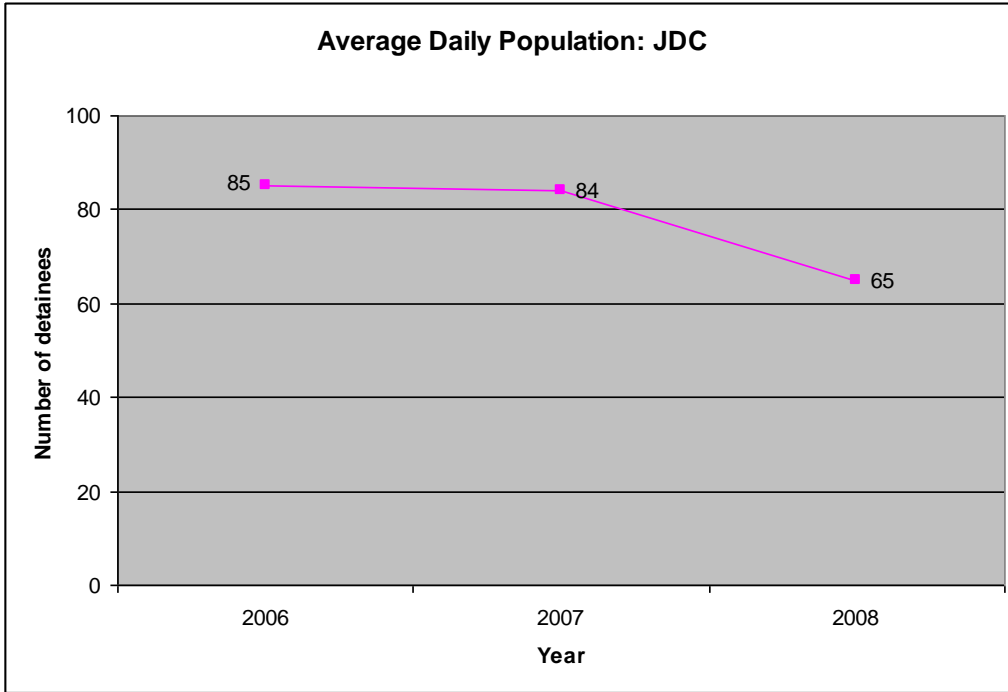
Appendix III



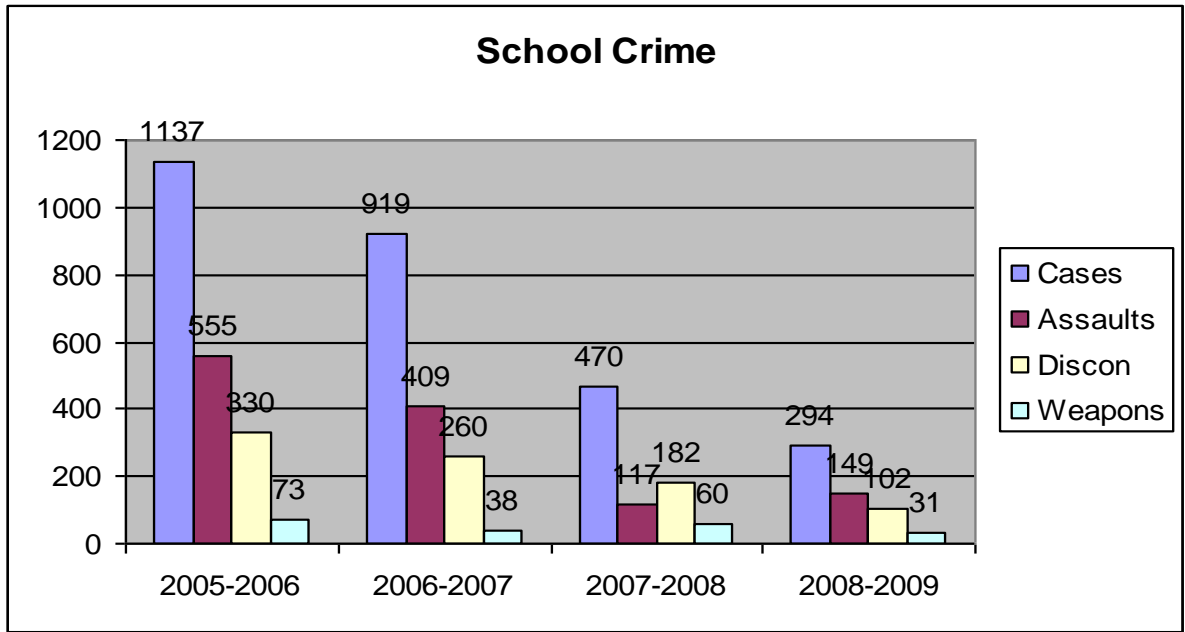
Appendix IV



Appendix V



Appendix VI



Project contact:

Captain Isaac S. de Lugo II
Juvenile Division
Minneapolis Police Department
350 South Fifth Street, Room 108
Minneapolis, Minnesota 55415
612-673-2439 Office
612 673-3708 Fax
isaac.delugo@ci.minneapolis.mn.us

Leah Johnson
Management Analyst
Office of the Chief of Police
leah.johnson@ci.minneapolis.mn.us

Inspector Bryan Schafer
Juvenile Division, Investigations
Minneapolis Police Department
1911 Central Ave. NE
Minneapolis, Minnesota 55418
bryan.schafer@ci.minneapolis.mn.us

Lieutenant Michael Sullivan
Juvenile Division
350 South Fifth Street, Room 21B
Minneapolis, Minnesota 55415
michael.sullivan@ci.minneapolis.mn.us