

TONY CÁRDENAS

Los Angeles City Councilman, 6TH District



November 23, 2009

Office of the City Clerk
200 North Spring Street, Room 395
Los Angeles, CA 90012

Dear Los Angeles City Council Members,

Please see the attached final Ad Hoc Committee on Gang Violence and Youth Development Report that provides an analysis of the City's current approach to reducing gang violence and identifies the City's accomplishments, current challenges, and long-term recommendations for increasing public safety Citywide.

As the City of Los Angeles' legislative committee that oversaw all youth development and juvenile justice policy and funding issues, the Ad Hoc Committee has a considerable amount of expertise and knowledge regarding the past and current approaches to ending violence Citywide. As such, the report provides an overall assessment of the GRYD implementation approach based upon an extensive literature review, a synthesis of all relevant reports and citywide policies, 70 qualitative community and departmental interviews, and hundreds of hours of testimonies received during four years of Ad Hoc Committee meetings.

On March 31, 2010, the City Council will reassess the long-term placement and strategy for the City's overall violence reduction approach. Therefore, the report is intended to help inform this process and provide recommendations to the City's policy makers on how to best determine the appropriate next steps for implementing a long-term approach to reducing youth violence.

I look forward to working with you and the Mayor's Office in determining the appropriate next steps for increasing peace and safety in Los Angeles.

Respectfully,


TONY CARDENAS
Chairman, Ad Hoc Committee on Gang Violence and Youth Development



**LOS ANGELES CITY COUNCIL
AD HOC COMMITTEE
ON GANG VIOLENCE AND YOUTH DEVELOPMENT**

- COMMITTEE REPORT -



**Councilmember Tony Cárdenas, Chair
Councilmember Herb J. Wesson, Jr., Vice-Chair
Councilmember Janice Hahn
Councilmember Jose Huizar
Councilmember Ed Reyes**

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ACKNOWLEDGEMENTS

The work of the Ad Hoc Committee on Gang Violence and Youth Development is directly attributed to the leadership and efforts of the City Council Committee members, including Chairman Tony Cárdenas, Vice-Chairman Herb J. Wesson, Jr, members Janice Hahn, Jose Huizar, and Ed Reyes. Additionally, the Committee's accomplishments are due to the input from various City and County Departments, local community-based organizations, law enforcement agencies, and the youth and families who have played an integral role in the political process, including members of the Community Engagement Advisory Committee, the Watts Gang Task Force, the Deon Whitfield Work Group, the Juvenile Justice Task Force, and various other task forces and committees throughout Los Angeles.

This critical life-saving work would not be possible if it was not for the Prevention, Intervention, and Re-Entry agencies in the field. Their commitment to the cause of providing youth with opportunities and making the streets safer for our communities runs deep. They are on call 24 hours, seven days a week and are depended on by entire communities, law enforcement agencies, local schools, and government departments. Many of them have deep personal histories with the issue of juvenile justice, have personally lost family members, and/or struggle with overcoming their own obstacles and challenges. They deserve our deepest respect and gratitude for all that they have done and continue to do.

We are greatly indebted to the individuals and agency representatives who participated in interviews. Their willingness to explain their experiences, provide documentation, and speak candidly enabled us to access the information necessary to compile this report. Without their help, this report would not have been as comprehensive or provided as complete of a vision for the City of Los Angeles.

This Committee Report was compiled by the Ad Hoc Committee on Gang Violence and Youth Development along with Jessica Nolan, (Master of Public Policy – Candidate 2010) from the University of California at Los Angeles' School of Public Affairs, and Candace Kaminsky, (Master of Social Work - Candidate 2011) from the University of Southern California's School of Social Work. They conducted an extensive literature review and interviewed many individuals involved in this effort to ensure the accuracy and relevancy of the proposed findings and recommendations. We would also like to thank Professors Annalisa Enrile from the University of Southern California and Jorja Leap from the University of California at Los Angeles for working with the Committee and for their critical input in writing the report.

FOREWORD

November 9, 2009

Honorable Tony Cardenas
Councilmember, 6th District
City of Los Angeles
200 North Spring Street, Room 455
Los Angeles, CA 90012

Dear Councilmember Cardenas:

Gang violence has challenged the people of Los Angeles for far too long. Thank you for your steadfast leadership and commitment to meeting this challenge and working to reduce gang violence citywide. Along with your colleagues, the Ad Hoc Committee on Gang Violence and Youth Development has served as the City's legislative committee, overseeing all youth development programs as well as juvenile justice policy and funding issues. As such, the Committee possesses a considerable amount of knowledge regarding efforts at violence reduction and youth development.

The following Committee Report comes at a critical time. With ongoing economic instability and the threat of violence in "at-risk" neighborhoods, the following report offers a constructive analysis of how the City can move forward in providing youth development opportunities for all youth and families residing throughout Los Angeles.

The original intent and rationale for transitioning programs for guidance under the Mayor's Office was that this structure would render programs both more accountable and transparent to the City Council as well as the broader community. Our new efforts have begun with great hope and commitment. However, we always endeavor to improve all of our work. The following report reveals several complexities and areas in need of improvement and expansion. Specifically, the report raises the question of whether keeping all youth development programs within the Mayor's Office is the most cost-efficient and effective solution. While the Los Angeles City Council will soon decide the appropriate infrastructure and direction of the City's long-term youth development approach, we are confident that if the accomplishments of the Mayor's Office are supported and the apparent challenges addressed, then the City of Los Angeles will indeed be safer for all Angelinos.

As we move forward, our hope is that the work of the Committee will continue and that we will all work together in making our communities safer.

Sincerely,

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Associate Clinical Professor
University of Southern California
School of Social Work

Jorja Leap, Ph.D
Adjunct Professor
University of California, Los Angeles
Department of Social Welfare

PART I: EXECUTIVE SUMMARY

As the City of Los Angeles' legislative committee that oversaw all youth development and juvenile justice policy and funding issues, the Ad Hoc Committee on Gang Violence and Youth Development, which has served as an oversight committee for the Mayor's GRYD Office, has a considerable amount of expertise and knowledge regarding past and current efforts to ending violence citywide. This report presents our analysis of the City's current approach to reducing gang violence and providing youth development opportunities for youth and families residing in Los Angeles. Additionally, this analysis identifies the City's accomplishments, current challenges, and long-term recommendations for increasing public safety citywide. It is the Committee's hope that this report will provide recommendations to the City's policy makers on how to best determine the appropriate next steps for implementing a long-term, comprehensive, citywide approach to reducing youth violence and increasing peace in Los Angeles.

For more than four years, the Ad Hoc Committee on Gang Violence and Youth Development met on a regular basis to carefully review all prevention, intervention, re-entry, and youth development proposals, programs, and legislation. Integral to the Committee's work was the evaluation of hundreds of hours of testimonies from the youth and families most impacted by gang violence, along with representatives from law enforcement agencies, community-based organizations, juvenile justice advocates, intervention and prevention workers, City and County Departments' employees, academics, and youth development experts. In addition, the Ad Hoc Committee commissioned various reports and studies that contributed to the City's implementation of the current approach to youth violence reduction.

In November of 2005, the Ad Hoc Committee commissioned the Advancement Project to develop a proposed Citywide gang violence reduction strategy entitled, "A Call to Action: A Case for a Comprehensive Solution to L.A.'s Gang Violence Epidemic." In summary, the report, submitted in 2007, stated "If the City is serious about reversing the scale and severity of the gang violence problem, it will have to replace its current efforts with a comprehensive, multi-sectored, multi-disciplined, schools-centered and highly coordinated, carefully targeted neighborhood-based gang and violence reduction system for the Los Angeles region."¹ The report contained broad suggestions on how to reduce violence, but left the City Council with the task of creating new systems to increase accountability, transparency, and opportunities for youth and families citywide.

In 2007, the Ad Hoc Committee commissioned the City Controller's Office to conduct an evaluation of the City's social service and gang prevention and intervention delivery systems. The result was the Controller's "Blueprint for a Comprehensive Citywide Anti-Gang Strategy" that offered primary recommendations, including to: (1.) Create a single office to coordinate all gang violence reduction services, (2.) Build upon and develop regional partnerships with LAUSD, Los Angeles County and other local government agencies, (3.) Conduct community-based and department-wide needs assessments, (4.) Redirect funds to the gang violence reduction strategy, (5.) Reinvent youth and family services, and, (6.) Establish performance measures and conduct evaluations of City and contracted programs.²

The Mayor of the City of Los Angeles established the Office of Gang Reduction and Youth Development (GRYD), in response to the work of the Ad Hoc Committee on Gang Violence and Youth Development, the Advancement Project Report (2007) and the City Controller's Report (2008), which all called for better coordination, transparency, and accountability of the City's overall violence reduction efforts. In July of 2008, the City Council, through the Consolidation Motion authored by Councilman Tony Cárdenas, transferred oversight of the City's previous gang prevention and intervention programs (L.A. Bridges I and II) from the Community Development Department (CDD) to the Mayor's GRYD Office.

As a result of the Ad Hoc Committee on Gang Violence and Youth Development officially ending on August 31, 2009, the roles and responsibilities have now transferred to the City Council's Public Safety Committee. As such, per the Consolidation Motion that authorized the transition of prevention and intervention programs and

services to the Mayor's GRYD Office, "On December 31, 2009, the City Council will review and determine the consolidation solution."³ Therefore, the intent of this Committee Report is to provide additional information to be utilized by City Council members and the broader community as they review the consolidation of programs and decide the appropriate infrastructure and direction that the City of Los Angeles should adopt in implementing its long-term youth development efforts.

In the 2008-09 Adopted Budget, the City Council increased funding for prevention and intervention funding by including approximately \$26 million in General Funds and grant funds for the implementation and coordination of the GRYD Office's citywide gang violence reduction strategy. The GRYD Office works primarily in 12 targeted zones, with each zone having one prevention service provider (at a cost of \$1 million per year) and one intervention service provider (at a cost of \$500,000 per year). The Urban Institute (UI) was also awarded \$900,000 to evaluate the effectiveness of the contracted GRYD prevention and intervention service providers.

Despite the fact that the Urban Institute plans on conducting a long-term assessment of the City's gang violence reduction approach within the next three to five years, there are some pertinent issues regarding the implementation of the GRYD program that the Committee believes should be assessed immediately. Therefore, based upon an extensive review of the literature, a synthesis of all relevant reports and citywide policies, community and departmental interviews, and testimonies provided during four years of Ad Hoc Committee meetings, this report provides an overall assessment of the GRYD implementation approach. As such, this Committee Report includes the successes that the Committee has witnessed in addition to citing some challenges that must be addressed to ensure effective program success. It is important to note that GRYD is a new office that began in the spring of 2008; therefore, the mentioned challenges are not a condemnation of the program's overall effectiveness, but rather an evaluation of the shortcomings involved in the implementation of the GRYD program including the transfer of programming from CDD to the GRYD Office.

The recent announcement of Reverend Jeff Carr's, Deputy Mayor of the GRYD Office, departure from the Mayor's GRYD Office, presents further implementation issues. Key stakeholders have repeatedly noted that one of the main barriers to success for CDD's Bridges program was frequent changes in leadership. Hence, new leaders faced time constraints to learn about the complexities of the program and difficulties in creating and maintaining meaningful relationships with collaborative partners. Although the departure of Reverend Carr will impact what the GRYD Office has accomplished thus far, the appointment of Guillermo Cespedes, the Director of the Mayor's Summer Night Lights Program, as the City's new Director of Gang Reduction and Youth Development, will help continue the implementation of the Mayor's strategies. Therefore, the Committee recommends that Mr. Cespedes and staff members at the GRYD Office transfer to whatever long-term structure is decided upon by the Los Angeles City Council.

The original intent and rationale for transitioning programs under the Mayor was that his office would be more accountable and transparent to the Council and the broader community than previous gang violence reduction efforts (i.e. Bridges). While the Mayor's GRYD Office currently operates similar to a City Department, the placement of coordination responsibilities under an elected office has resulted in several complexities, especially with regard to maintaining the transparency of the Mayor's overall gang violence reduction efforts.

Currently, the City Council cannot instruct or audit the Mayor's Office; rather, the City Council, as the legislative body, can only request information or permission to audit GRYD's financial and/or programmatic decisions. Thus, it is difficult for the City Council and the community to acquire pertinent information in a timely and efficient manner. Therefore, the Ad Hoc Committee on Gang Violence and Youth Development agrees with the County of Los Angeles Civil Grand Jury 2008-2009 Report, which recommends that the City "consider shifting oversight of the evaluation contract from the GRYD Office to the elected City Controller, the Chief Administrative Officer, [or the Chief Legislative Analyst], who reports to both the Mayor and City Council" to improve transparency and assurance that evaluations will be objectively performed.⁴

A vast majority of recent studies point out that gang activity and violence stems from deeper issues of economic distress, poverty, and unemployment. Most social scientists suggest that communities need "adequately functioning systems of service and sufficient support to enable their citizens to achieve basic standards for quality of life. This includes an economic base that produces jobs and income, affordable housing, adequate transportation, quality education...[and] freedom to pursue obligations and interests without fear. When these conditions are absent, a service response (more money, more resources of any kind) may provide temporary relief without dealing with fundamental structural problems." ⁵ Thus, the GRYD Office must immediately begin to address these underlying issues, or else it will be difficult for substantial long-term changes to occur. As a recent needs assessment explained:

"Without meeting these basic human needs, many respondents indicated that prevention and intervention programming would not fulfill their greatest potential. Several focus group participants, for example, pointed out that it was difficult for a parent to participate fully in parenting skills training when he/she cannot provide food to his/her children. Similarly, students cannot fully participate in educational activities if their lives at home are stressful and unsupportive." ⁶

Without addressing these deeper economic issues by partnering with the local school district, County entities, and community-based agencies that provide complete wrap-around services, the overall effectiveness of GRYD will be limited and will not provide the comprehensive approach that the City Council and residents were promised. While we wholeheartedly agree with the County of Los Angeles Civil Grand Jury's recommendation to develop an "Independent Regional Gang Reduction Commission" to create regional goals, objectives, and evaluations, without the Mayor's Office taking the lead in collecting, monitoring, and reporting on costs, performance, and progress of the City's economic development and general youth development efforts, the City risks losing a "key opportunity to provide leadership and significantly reduce gang violence." ⁷

In its initial phase, the focus of the GRYD Office has been primarily on reducing gang violence by directing specific prevention and intervention efforts within the 12 designated GRYD zones. Meanwhile, citywide youth and family development programs, including job programs and financial assistance, continue to be administered and operated predominately under CDD. At the same time, the County's Probation Department, LAUSD, the juvenile courts, and the City do not have formal Memorandum of Understandings or other formal agreements in place to assist in collaborative efforts. The development of a formal structure would establish clearer processes and procedures for GRYD contractors and regional partners to follow. Such a structure would provide a "consistent set of criteria to be applied in the referral generation process and could potentially connect a larger number of at-risk students to services. Additionally, a formally defined structure would free GRYD contractors to work more efficiently since the organizations would not have to spend time identifying the appropriate contact person, pitching the program, and setting up guidelines for generating referrals. Under a streamlined process, the contractor would be able to focus more on providing quality services to the youth clients." ⁸

While the Mayor should be applauded for reorganizing the City's gang prevention and intervention programming, the GRYD Office has yet to create the necessary citywide and regional collaborations and provide the critical wrap-around services needed to substantially increase opportunities for youth and their families. Therefore, it is necessary to immediately reassess the long-term placement and structure of the City's gang violence reduction and all other youth development programs. An effective long-term strategy must address all the aforementioned challenges in order to provide *all* youth with the necessary services, resources, and opportunities to steer youth away from the violent gang lifestyle and towards a successful future. We propose that the City can take a huge leap in achieving these goals by creating a stand-alone department.

The intent of the City Council motion that allowed for the transition of all prevention, intervention, and re-entry programs into the Mayor's Office (in addition to the work and suggestions from the Ad Hoc Committee on Gang Violence and Youth Development, the Advancement Project Report and City Controller's Report), was for the Mayor's Office to be the temporary structure to help initiate the consolidation and develop a new system with higher levels of accountability, transparency, and effectiveness of the City's gang violence reduction programs. Therefore, the City Council must comprehensively examine and review the progress of the Mayor's Office of Gang Reduction and Youth Development in order to decide the appropriate long-term structure for all of the City's youth development programs. The City Council is set to review and determine the consolidation solution on December 31, 2009. Immediate recommendations are as follows:

1. Begin the Transition Process of All Gang Violence Reduction Services into an Existing or Newly-Formed City Department

- Reassess the long-term placement and structure of the City's youth development programs and create a comprehensive "Youth Development Department" within an existing or newly formed City department
- Shift oversight of the evaluation contract from the GRYD Office to the elected City Controller, the Chief Administrative Officer, or the Chief Legislative Analyst, who reports to both the Mayor and City Council so as to improve transparency and assurance that evaluations will be objectively performed
- Begin preliminary discussions with the County Board of Supervisors and the Los Angeles Unified School District to develop an "Independent Regional Youth Development Commission" that would create regional goals, objectives, and evaluations

2. Increase and Improve Collaboration with LAUSD, LA County, Juvenile Courts, and Other Local Government Agencies

- Work to establish Memorandums of Understandings and/or other agreements with the County of Los Angeles, LAUSD, and the Juvenile Courts to ensure that regional collaboration is occurring and that services are provided across jurisdictional boundaries
- Partner with the County Board of Supervisors and the County Executive Office to mandate collaboration between the GRYD Office and City Departments within the County's gang violence reduction demonstration sites
- Work with the County Probation Department and County Public Defender's Office to create confidentiality waivers allowing juveniles to be referred to citywide rehabilitative services and to safeguard the emerging field of community-based gang intervention

3. Increase and Improve Citywide Collaboration

- Develop a formal communication system between the GRYD Office and Council Offices
- Set up formal data-sharing protocols and amend current City funded service provider contracts to include MOUs between contracted agencies to increase referrals and collaboration
- Begin training LAPD Officers on the importance of and function of gang intervention agencies

4. Increase and Improve Wrap-Around Services

- Develop a formal referral mechanism so the GRYD Office can begin tracking the number of successful referrals as well as placements into existing City programs and/or other community-based agencies
- Monitor and track the Mayor's Office and CDD's collaboration to ensure that youth deemed at-risk of

joining gangs are provided with resources even if they do not pass the Youth Services Eligibility Tool

- Create an on-line citywide directory of services, complete with detailed maps of GRYD Zones and relevant services to provide to all contracted service providers, LAUSD, Probation Department, Other County Departments, and Juvenile Courts, to ensure that youth who need services that are unavailable through the GRYD Program can access them
- Implement and publicize a hotline number in the Mayor's Office to which contractors can refer families and youth who are not in their GRYD Zone or ineligible for services
- Create a staff position within the GRYD Office that directly connects GRYD to the courts, specifically the juvenile drug court and teen court programs as an avenue to get more youth involved in the program
- Require that law enforcement and all recipients of GYRD funding partner with a domestic violence service agency to provide domestic violence related services and training.

5. Improve Overall Programmatic Development and Implementation of the Mayor's Gang Reduction and Youth Development Office

- Request that the Urban Institute immediately re-evaluate the GRYD Zones before the final evaluation is finished in three to five years, so that the City will know that the GRYD Office is focusing its time and money in the most needed areas and not wasting resources on the current GRYD Zone approach
- Amend the YSET to allow for more discretion to agencies and opportunities for youth to be served
- Develop a *Certificate of Confidentiality* to guarantee that any information provided by gang interventionists be protected and not subpoenaed in a court of law or subject to the Public Record Act
- Increase intervention funding so that they can address more than 1.5% of the current gang population
- Institutionalize the concept of the Summer Night Lights program into the Department of Recreation and Parks. Given the City's financial difficulties, Recreation and Parks, along with the GRYD Office, should find alternative sources of funding and partnership opportunities to make this a reality
- Re-implement a "Safe Passage" Model citywide

PART III: COSTS AND BENEFITS

Due to the current condition of the economy, this Committee Report is not recommending additional City funding be given to this effort, but rather that the City become more efficient in maximizing existing resources and services. Discussions must occur on how and when City-contracted prevention, intervention, and re-entry services should be moved into an existing or newly formed Department. \$26 million is an extremely small amount of money set aside to solve the massive issue of gang violence in the entire City of Los Angeles. However, residents of Los Angeles have expressed a desire to see reductions in gang violence, so the City is responsible for finding a way to invest in economic development and increase opportunities for self-sufficiency and peace for communities in blighted neighborhoods.

A cost-benefit analysis of gang violence to government conducted by the Vera Institute of Justice, found that, “investment by governments in programs to reduce gang violence can be advantageous from both a public safety and fiscal perspective, as forward-looking investments can save money in the long-term.”⁹ Their analysis shows that “gang violence in the City of Los Angeles costs the City, the County, and the State hundreds of millions of dollars *each* day.” In 2005, the total costs for the incarceration and parole of adult and juvenile offenders were divided between these entities with the City incurring approximately 21%, the County incurring 27%, and the State incurring 52%.¹⁰ The table below shows the Vera Institute’s findings on the costs resulting from gang crime in Los Angeles by agency.

Table 1.1 Costs Resulting From Gang Crime in Los Angeles by Agency

AGENCY	ANNUAL COST TO AGENCY
LAPD	\$243,764,532
City Attorney	\$3,115,992
District Attorney’s Office	\$9,798,562
Public Defender	\$17,438,167
Superior Courts	\$6,615,840
Sheriff’s Department	\$230,289,975
CDCR Adult Prison	\$524,475,700
CDCR Adult Parole	\$39,746,791
Adult Probation	\$898,536
CYA Incarceration	\$20,752,131
CYA Parole	\$2,315,040
Juvenile Probation (Home)	\$21,176,064
Juvenile Probation (Detention)	\$25,194,567
Total	\$1,145,581,897

Table © Vera Institute for Justice (2005)

Due to these substantial numbers, it is vital that the City begin immediately partnering with regional entities to ensure increased safety, as well as the documentation of the City and taxpayers’ savings through continued investment in comprehensive youth development programs. To this end, the City Council should request that the GRYD Office be “responsible for collecting and reporting on program cost, participation, and outcome information. The information should be published for policymakers, administrators, and members of the public to assess the progress of investments in gang [violence] reduction efforts.”¹¹

The Ad Hoc Committee would also like to note that no City funds were expended in the preparation of this report, compared to the combined expense of the City Controller’s Report and the Advancement Project’s Report which cost taxpayers over \$1.2 million.

PART IV: METHODOLOGY OF THE COMMITTEE REPORT

The Ad Hoc Committee has served as a hybrid oversight committee for the entire implementation of the Mayor's GRYD Program. Therefore, this report notes the successes, as well as, some challenges that have been presented with the transition of gang violence-related programming from CDD to GRYD. During the past year and a half, the GRYD Office greatly increased awareness of the gang issue for decision makers and it made some advances in reducing gang violence and making our communities safer. Numerous interviewees commented that "the City is way ahead of where it was five years ago" and that this is still a learning process. The program should not be expected to be flawless and it should be given the time to identify challenges, learn from its mistakes, and then take the appropriate steps to succeed. Failure to give GRYD the time to solidify itself could waste limited funding. As such, GRYD should welcome ongoing evaluation and feedback in order to improve its program along the way and allow for the most efficient use of City resources.

This report provides an overall assessment of the GRYD implementation approach based upon an extensive literature review, a synthesis of all relevant reports and citywide policies, community and departmental interviews, and testimonies provided during four years of Ad Hoc Committee meetings.

The main goal of this assessment was to receive the most recent information from sources from all levels and perspectives, paying particular attention on gathering input from the ground level. Thus, the Committee focused on interviewing community members, contracted agencies, as well as many others working in the field of youth development and juvenile justice. Interviews were conducted across jurisdictions and GRYD Zones (including non-GRYD Zones) in order to comprehensively assess the City of Los Angeles' implementation of the Mayor's gang violence reduction strategy.

A total of 70 individuals participated in direct interviews and approximately 600 others participated in community Ad Hoc meetings.

Table 1.2: Number of Participants and Summary of Data Collected

GROUP	# OF PARTICIPANTS
Los Angeles City Council Offices	9
Mayor's Office	3
LAUSD	4
City Departments (Including Law Enforcement)	11
Office of the Chief Legislative Analyst	2
County Entities	7
Superior Court	2
Academics	7
Gang Prevention Agencies	7
Gang Intervention Agencies	13
Other: CBOs/Faith-Based/ Community Advocates	5
Total Number of Interviewees	70
Other Community Members	Approx. 600
Total Number Of Participants	Approx. 670

PART V: MAJOR ACCOMPLISHMENTS OF THE AD-HOC COMMITTEE ON GANG VIOLENCE AND YOUTH DEVELOPMENT

Outlined below are some of the major accomplishments of the Ad Hoc Committee on Gang Violence and Youth Development during the past four years:

- A. Citywide Youth Development Legislation** – As a result of the Ad Hoc Committee on Gang Violence and Youth Development's collaboration with the now defunct Human Relations Commission and various communities throughout Los Angeles, the following groundbreaking legislation has been enacted via the Ad Hoc Committee on Gang Violence and Youth Development:
- **Community-Based Gang Intervention Model** – The Ad Hoc Committee convened an internationally-renowned advisory committee that developed the nation's first comprehensive "Community Based Gang-Intervention Model." The model defines gang intervention and provides a blueprint for understanding and developing the infrastructure needed to support and expand intervention services and programs (CF: 07-0071-S6). This model is now the foundation of Congresswoman Diane Watson's federal legislation entitled, The Tony Cárdenas Community-Based Gang Intervention Act (H.R. 3526).
 - **Gang Injunction Removal Process** – The Ad Hoc Committee worked with the Los Angeles City Attorney's Office, the Watts Gang Task Force, and various community-based organizations in establishing the country's first gang injunction removal process resulting in the first individual in the entire United States being officially removed from a gang injunction (CF: 08-0150-S1). While the City must work to drastically increase the number of individuals removed from gang injunctions, significant steps have been taken to develop and implement the infrastructure needed to remove those individuals who have positively redirected their lives.
 - **Evaluation Measurements** – The Ad Hoc Committee convened an evaluation working committee that developed the "Community-Based Gang Intervention Evaluation Measurements." The measurements provide evaluation criteria, guiding principals, and challenges that must be addressed to adequately measure the effectiveness of gang intervention. (CF: 08-0615-S1)
 - **First Source Hiring Ordinance** – The Ad Hoc Committee established a First Source Hiring Ordinance that continues to provide meaningful alternatives to gang involvement for youth living throughout Los Angeles. On October 3, 2007, the Council adopted the Ordinance which requires City service contractors who hire new employees to work on City contracts to seek employment referrals from City programs and other agencies that train and find employment for traditionally unemployed or under-employed City residents (C.F. 06-2433).
- B. Citywide Youth Development Reports** – The Ad Hoc Committee commissioned the Advancement Project's report entitled, "A Call to Action: A Case for a Comprehensive Solution to LA's Gang Violence Epidemic" and the former City Controller's "Blueprint for a Comprehensive Anti-Gang Strategy." Along with the work of the Ad Hoc Committee, these two reports contributed to increasing awareness and understanding of the critical need to reinvigorate and better coordinate existing prevention, intervention, and re-entry services and programs.
- C. Accountability within the Transition of Youth Development Into the Mayor's Office** – The Ad Hoc Committee oversaw the transition of gang violence-related prevention and intervention services and programs from the Community Development Department to the Mayor's Office of Gang Reduction and Youth Development.

- D. Increased Community Engagement** – The Ad Hoc Committee increased civic engagement and participation by enacting a citywide, community-based advisory committee, developing various task forces, and hosting a number of Ad Hoc Committee meetings within several communities of Los Angeles, including listening to hundreds of hours of public testimony and implementing the suggestions gathered through these various venues. In particular, the Watts Gang Task Force, under the leadership of Councilwoman Janice Hahn, has been instrumental in reducing violence in South Los Angeles.
- E. Institutionalized Collaboration and Increased Understanding of the Importance of Intervention with the Los Angeles Police Department** – The Ad Hoc Committee played a critical role in institutionalizing collaboration and establishing protocols between community-based gang intervention agencies and law enforcement agencies, including the Los Angeles Fire Department, the Los Angeles Police Department, and other emergency personnel. As a result, the Los Angeles Police Department now acknowledges the importance of Community-Based Gang Intervention. Some of the legislation that resulted from this increased collaboration include:
- **LAPD Police Commission policy regarding interaction between LAPD and gang interventionists.** (CF: 08-0615-S3)
 - **Citywide Law Enforcement and Intervention Protocols and Guidelines** – Developed protocols to effectively coordinate tasks and responsibilities while responding to incidents related to gang violence. (CF: 08-0615-S2)
- F. Increased Citywide Support for Youth Development Programming** – Helped to successfully place Measure A on the November 2008 ballot which would have collected a dedicated stream of funds for gang prevention, intervention, as well as after-school and job training programs. As a result of the Ad Hoc Committee's efforts, 66.28% of Angelenos voted in favor of the measure and demonstrated their willingness and strong support for youth development programs.
- G. Increased Funding for 2008 Summer Intervention Services** - On May 30, 2008, as part of the 2007-08 Year-End Financial Status Report, the Council approved the allocation of \$600,000 that expanded the existing citywide gang intervention services of Los Angeles Bridges II (LAB II) contractors during the summer months (July 1 through September 30, 2008). The increased intervention services have been credited with helping to reduce gang-related crime in the neighborhoods surrounding the eight Summer Night Lights (SNL) parks in 2008. During its first year, LAPD's gang crime statistics indicated that these areas experienced a 17% drop in violent gang-related crime and an 86% reduction in gang-related homicides. These statistics suggest that the increased allocation for intervention services in 2008 helped to ensure that the City had its safest summer since 1967.
- H. Federal Legislation** – On Friday, July 31, 2009, Congresswoman Diane E. Watson (D-33) introduced the Tony Cárdenas Community-Based Gang Intervention Act (H.R. 3526) based on the Community-Based Gang Intervention Model developed by the Community Engagement Advisory Committee and authored by Councilman Cárdenas. The Model was passed by the Los Angeles City Council on February 13, 2008. When passed by the Congress and signed by the President, this bill will help ensure that funding for community-based gang intervention services are utilized in a cost-effective manner and that agencies are held accountable for providing holistic, integrated intervention services. It is the first federal bill to help professionalize gang intervention workers across the nation and hold them accountable for the services they provide.

PART VI: MAJOR ACCOMPLISHMENTS OF THE MAYOR'S GANG REDUCTION AND YOUTH DEVELOPMENT OFFICE

SUMMARY OF REPORT FINDINGS

Table 1.3: GRYD Successes Perceived by Interviewees

Issue	# Mentioned (out of 70)	%
Introducing Accountability and Infrastructure	9	13
Policy Shift Toward Evidence-Based Practices	10	14
Use of the Community-Based Gang Intervention Model	13	19
Professionalizing the Field of Intervention	8	11
Summer Night Lights	18	26
Prevention, Intervention, and Re-Entry Programs Housed Under a Single Structure	14	20

A. Introducing Accountability and Infrastructure

GRYD has introduced increased accountability and a more formal infrastructure to the City's gang violence reduction strategy that Bridges notably lacked. According to interviewees, while Bridges was run by CDD, "it was often not clear who coordinated what with whom." Additionally, Bridges had very few evaluations. The former Bridges RFP process was not replicated to ensure that they always had the most effective agencies providing services. GRYD has addressed this issue by requiring contracted agencies to complete thorough administrative reporting forms. The forms are reviewed by GRYD policy analysts in order to hold prevention and intervention agencies accountable for serving the community.

B. Policy Shift Toward Evidence-Based Practices

Given the City's limited resources, GRYD switched from the broad geographic focus areas of Bridges to more concentrated areas of gang violence. GRYD programs are youth-focused with the goal of providing the most at-risk youth with prevention services and current gang members with intervention services. This policy is based on the idea that focusing resources in smaller areas will allow communities, which are most impacted by gang violence, to receive needed services and allow the GRYD Office to monitor and track the delivery of these services. This tracking and evaluation approach is an improvement over Bridges, which was not thoroughly evaluated and therefore, the effectiveness of the program, was never confirmed nor denied. If the GRYD approach proves to be successful, the evidence-based program can be used as a foundational tool for other cities experiencing gang violence.

C. Use of the Community-Based Gang Intervention Model

GRYD chose to model its intervention efforts on the "Community-Based Gang Intervention Model," which was designed by gang intervention workers experienced in the field and unanimously passed by the City Council on February 13, 2008. This model outlines a two-prong approach that requires gang interventionists have the ability "to help facilitate an individual's transition away from a life of participating in violent and destructive behavior towards a more productive and healthy lifestyle."¹² Community-Based Gang Intervention is defined as a two-prong approach that provides hardcore, specialized, street-based mediation and mitigation to stop or prevent violence between gangs and the concurrent redirection of individual gang members and their families in ways that bring progress to themselves and their communities.

D. Professionalizing the Field of Intervention

Along with the former Ad Hoc Committee on Gang Violence and Youth Development, GRYD is also working to professionalize intervention workers through a proposed Violence Intervention Training Academy scheduled to launch in January 2010. "The GRYD Office established five areas of competency that would guide the community intervention-training curriculum, as well as the professional development of intervention workers throughout the City of Los Angeles. These areas of competency are: Direct Practice, Personal Development, Concrete Tasks, Broader Policy, and Applied Theory"¹³ GRYD recently implemented a competitive bidding process and issued a Request for Proposals for the coordination and implementation of the Los Angeles Violence Intervention Training Academy in the amount of \$200,000. The Mayor's GRYD Office will serve as the administrative entity for the Request for Proposal and will work with the City Council to ensure that this RFP meets the City's goals.

E. Summer Night Lights

Summer Night Lights (SNL) seeks to reduce gang violence during the summer months when gang crime is typically at its peak. For eight weeks, the City provides expanded programming for youth and their families by keeping parks in designated GRYD Zones and other high-risk areas open after dark until midnight. Programming includes athletic activities, arts and crafts, aerobic classes, free food, music, and family programs. SNL also provides job opportunities for ten local youth per park (called the "Youth Squad") and one community member as the "community liaison." SNL has been credited for bringing necessary services into the parks which results in reduced tensions between rival gangs, the improvement of relationships between community members and law enforcement, and the providing of communities with an opportunity to revitalize their own neighborhoods.

In its first year, communities around SNL parks experienced a 17% drop in violent gang related crime and a 86% reduction in gang related homicides, helping to secure the City's safest summer since 1967. This summer (2009), the Mayor expanded the program from 8 to 16 parks, "and has set a goal of putting SNL in 50 parks by the end of his second term."¹⁴ However, the recent jump in gang-related violence around some SNL parks has forced the City to reassess the overall summer strategy. Therefore, we recommend that the concept of the Summer Night Lights program become a part of the fabric of the Department of Recreation and Parks and that it be institutionalized year-round within every park in the City. Given the City's financial difficulties, Recreation and Parks must find alternative sources of funding and partnership opportunities to make this a reality.

F. Prevention, Intervention, and Re-Entry Programs Under a Single Structure

The GRYD program helped increase coordination of the City's gang violence prevention, intervention, re-entry, and suppression efforts. Before the implementation of GRYD, these services mainly operated in silos. Based on recommendations from evidence-based practices, particularly from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) research, the City has since recognized and acted upon the need for coordination between gang violence prevention, intervention, re-entry programs, and suppression programs.

SUMMARY OF REPORT FINDINGS

Table 1.4: GRYD Challenges Perceived by Report Interviewees

Issue	# Mentioned	%
Concerns about GRYD Structure and Transparency	34	49
Lack of Complete Wrap-Around Services	23	33
Concerns About Collaboration	41	59
Concerns About the Usage of the Youth Services Eligibility Tool	24	34
Concerns About GRYD Program Implementation	41	59
Concerns About Evaluation Design (GRYD Zone Boundaries)	38	54

A. STRUCTURE

1. Accountability and Transparency:

On July 1, 2008, the Los Angeles City Council concluded that it is “necessary to move toward the immediate restructuring and consolidation of gang intervention, prevention, re-entry, and youth development programs (because the) current city programs lack coordination and efficiency and require a permanent structure with appropriate accountability.”¹⁵

Since that time, the Mayor’s Office has taken responsibility for all relevant programmatic decisions and operating functions that were once under the purview of various City departments, namely CDD. However, the placement of coordination responsibilities under an elected office often complicates the process of acquiring pertinent information in a timely and efficient manner, such as information regarding the procurement process, salary savings, and other funding and/or programmatic decisions.

Addressing concerns conveyed by the community and several relevant agencies with reference to the GRYD program has also been difficult because the City Council cannot audit or instruct the Mayor’s Office. Rather, the Council can only request information or *permission* to audit GRYD’s financial and/or programmatic decisions. Due to this reality, the Council requested that the City Controller audit GRYD’s programs every 6 months and GRYD can either accept or reject their recommendations. It is essential that mechanisms for formal communication between the Mayor and Council Offices also be put into place to address this important issue. With the Ad Hoc Committee on Gang Violence and Youth Development ending on August 31, 2009, the Public Safety Committee must ensure that adequate oversight of the GRYD program continues and that the City is implementing the most cost-effective and productive approach to reducing gang violence.

Table 1.5: Comparison of Different Potential Structures for GRYD:

	OFFICE UNDER THE MAYOR		SEPARATE DEPARTMENT	
	Benefits	Challenges	Benefits	Challenges
Accountability	1) Less Restrictions 2) Mayor proposes budget	1) Mayor is not subject to performance audits 2) City Council can only request information	1) Clear and transparent oversight by City Council 2) Accountability structure is well defined 3) Must go through the City Controller, CLA or CAO for analysis	1) Must go through the Controller, CLA or CAO and Council which may take additional time
Cost	1) Cost not divided by 15 Council Districts 2) Civil service exempt position salaries are negotiable	1) City has limited control and oversight over spending	1) Every Council District can help balance funding appropriately	1) Council may fight over the division of money 2) Civil service position salaries are set
Community Involvement	1) Can potentially leverage political weight to partner with businesses and the broader community	1) Has not effectively partnered with all Council Offices	1) Council, including the Mayor, may direct City Department to increase and report on community involvement	
Politics	1) Political pressure to act quickly 2) Political clout to get parties together 3) Increased program recognition	1) May act rashly due to political pressure to act 2) Mayor's reputation may take precedence over the success of program 4) Parties may be unwilling to collaborate based on their political relationship with Mayor	1) Somewhat removed from politics 2) Employees will do what is right for the program's sake 3) Relationships are not dependant on Mayor's connections	1) Council may fight over the location of programs and push for monies to be divided by 15
Durability	1) Can accept private funds without council approval under a certain amount	1) Not Institutionalized 2) Program is at the Mayor's will. New Mayor can under-fund and/or change the department in a negative way.	1) Institutionalized with a long-term commitment	

2. Political Nature of GRYD due to Placement Under the Mayor:

Many individuals voiced concerns about the placement of GRYD under the Mayor's Office because leadership by an elected official risks neutrality. One interviewee noted that, "people don't want to fix (the issue of gang violence), they want to own it."

It is important to note that placement of GRYD under an elected official's office can also hurt the program if the Mayor falls out of political favor with some parties and/or there is no one able to audit the program. The GRYD program, as it is currently positioned, is susceptible to the next Mayor's will. If the next Mayor does not support the program he/she can downsize it as she or he sees fit. Also, he/she would have the freedom to hire a new Deputy Mayor which may risk the loss of all the expertise and knowledge about the program's intricacies. This last point is especially worrisome because a number of people have mentioned that one of the main downfalls of Bridges was that the leadership was constantly changing which made it difficult for the program to solidify and strengthen.

Many interviewees, including the Advancement Project, stressed that the Advancement Project Report recommended that the GRYD Office be a separate department that would operate in an entrepreneurial way so that it has the ability to contract freely with appropriate experts. However, many also recognized that having it

under the Mayor's Office can help jumpstart the program because of the political clout of the Office. Nevertheless, the political leverage the Mayor carries can also lead to barriers and political infighting. Therefore, given the fact that lives are at stake, the City must determine the best way to move forward to ensure that its gang violence reduction strategy is not mired in politics.

3. Administration:

Given that programs are being administered through an elected office, the Mayor's Office had to hire additional administrative staff for the GRYD program. Although the former City Controller stated in her original report that the "Mayor's Office is ready now," the time needed to conduct community assessments and develop the appropriate internal mechanisms resulted in a longer transition period than originally anticipated.¹⁶

During this time, for various reasons, including miscommunication between the Mayor's Office and the Chief Administrative Office (CAO), critical CAO reports have been delayed impacting the Council's ability to decide important funding decisions in a timely manner. This delayed payments to a number of prevention and intervention service providers who are contracted by the City of Los Angeles. Furthermore, there are high turnover and attrition rates have been noticed within the Mayor's GRYD administrative team, which has resulted in misunderstandings between GRYD and some of their contractors who have to repeatedly clarify their actions/protocol to several different staff members. The Council should remain attentive to these concerns in order to ensure that the City is administering programs effectively and that contracted agencies are paid in a timely manner pursuant to their contract for services provided.

B. LACK OF COMPLETE WRAP AROUND SERVICES

1. Underlying Root Causes

Gang activity and violence typically stems from the deeper issue of economic distress, poverty, and unemployment. Thus, until GRYD addresses these underlying issues it will be difficult to see long-term changes. As a contracted service provider stated, "to stop the problem, you have to invest in the solution." GRYD's mission to drastically reduce gang violence in the City is improbable without connections to other organizations that provide complete wrap-around services. Another city-funded contractor echoed this by stating, "Until the City truly invests in the problem, GRYD may simply act as a band-aid, rather than a long-term comprehensive solution." Currently, GRYD is collaborating with CDD's OneSource Centers, which provide jobs for at-risk youth, and plans to work with CDD's Family Source Centers in the near future. However, the demand for services appears too high for CDD to deal with alone and there are many additional issues that were not anticipated, such as transportation to jobs; money for work clothes; lack of employers willing to hire ex-offenders; access to mental health counseling, housing, family services, etc. Community members emphasized these concerns during the needs assessments.

There was a general consensus across all focus group participants that their communities needed to address the basic needs and build the self-efficacy of its residents. For example, access to jobs, healthcare, affordable housing, and quality education were perceived to be the building blocks for strengthening the community. Without meeting these basic human needs, many respondents indicated that prevention and intervention programming would not fulfill their greatest potential. Several focus group participants, for example, pointed out that it was difficult for a parent to participate fully in parenting skills training when he/she cannot provide food to his/her children. Similarly, students cannot fully participate in educational activities if their lives at home are stressful and unsupportive.¹⁷

2. Re-Entry Services

A substantial number of interviewees mentioned the need to provide specifically tailored re-entry services for currently involved or former gang members. In working with re-entry agencies, such as Homeboy Industries, the City of Los Angeles has the opportunity to reach a much underserved influential population across the city. Re-entry agencies offer women and men the necessary skill set to survive in the working world by providing the following services: job training and placement, substance abuse treatment and counseling, tattoo removal, legal services, mental health services, and an array of other specifically tailored resources.

Recommendations have been made to address the lack of job availability by having the City hire a designated percentage of ex-offenders. A senior staff member from CDD's Youth Opportunity Movement recommended that the City of Los Angeles hire 3% of CDD's youth. Additionally, the City should create a resource packet that they can provide to all service providers to ensure that youth who need additional services, unavailable through the GRYD Program, can access them. Deeper partnerships with community-based organizations, such as Homeboy Industries, in and around the GRYD Zones can act as a network for such services.

3. Domestic Violence

The City of Los Angeles has not formally recognized the overlap of Domestic Violence and Gang Violence. There is also substantial anecdotal evidence (and some limited research) that confirms the overlap of domestic violence and gang violence. This is supported by information related to gang membership, which has, in part, been explained by a need to belong to a "family" or "group." Conversations with gang-involved individuals often confirm that they have either witnessed or have been victims of violence in their own homes. Moreover, the dynamic at the core of domestic violence, i.e. the use of force or threat of use of force combined with other psychological, emotional, financial and sexual abuse to gain "power and control" over another individual appears to be the same dynamic at work in gang structure/hierarchy.

Despite this, the Mayor's approach to reducing gang violence continues to work towards ending domestic violence and gang violence separately. The current approach does not provide tools for at-risk and/or gang-involved individuals to address issues relating to violence at home, yet the City provides domestic violence services to victims but often not to those victims who are subject to domestic violence from members of a gang or are themselves gang-affiliated. As a City Department stated, "Even if we prevent an incident on the street, we are not done until we insure that the violence prevented does not erupt at home." In other words, in order to effectively address gang violence, we must address the root causes of the violence – particularly domestic violence. Failure to address violence at home undermines our efforts to address violence in the community.

Currently, there are only a couple of efforts underway to examine and eliminate this overlap. First, the Los Angeles Domestic Violence Task Force has an Ad Hoc Committee on the Gang/Domestic Violence Nexus. The Committee seeks to bring together those who work in the Domestic Violence field and those who work in the Gang Violence field as a means of increasing communication, connection and education between the two disciplines. Second, the Greater Los Angeles Violence Prevention Coalition, which seeks to address violence as a public health issue, recognizes the connection and keeps domestic violence in the forefront of its policy work.

There is a number of ways that the City can address this. First, the City should require that all recipients of GYRD funding partner with a domestic violence service agency to provide domestic violence related services and training. Second, the LAPD should begin and continue keeping statistics that document the overlap of Domestic Violence and Gang Crime by counting the number of persons arrested for gang crimes that have prior Domestic Violence arrests or convictions and by counting the number of persons arrested of Domestic Violence crimes who are gang-affiliated. Third, the City should insure that all committees created to address gang violence and/or domestic violence includes individuals from each discipline.

4. Gender Specific Services

Gender specific services address and support gender identity development in both females and males. These critical gender-specific issues must be incorporated in all aspects of program design and service delivery, specifically the Mayor's overall gang violence reduction approach. Although the Human Services Department operates the YWAR: Young Women from Adversity to Resiliency, an 8-month program that prepares young women for the workforce and future educational endeavors, gender specific services are not incorporated into the City's overall youth development service delivery system. Therefore, the City is missing a substantial opportunity to address an emerging and growing field of women involved in gangs and at-risk behavior.

C. COLLABORATION

Former City Controller Laura Chick's follow-up audit released in February of 2009 identified "the need for greater coordination between the City, County, LAUSD, Probation, and other area agencies in tackling the gang problem. Efforts to collaborate have started but still fall woefully short of where they need to be. Gang problems and other challenges facing our young people today are not isolated with the City. The Mayor's Office of Gang Reduction and Youth Development must take the responsibility of a strong leadership role to meaningful and enduring collaborations."¹⁸

The Mayor's Office has initiated a considerable amount of work in regard to gang violence reduction. However, the City must continue to be adamant and committed to implementing a unified, collaborative strategy with genuine Citywide and regional partnerships. City residents are also County residents and without collaboration between these entities, the GRYD program will likely not see desired outcomes. As the former Controller's report stated, "efforts to collaborate with LAUSD and the County have started but are far from the Blueprint's vision of a regionalized, comprehensive gang reduction and youth development strategy. If in-roads cannot be established with the City's regional partners in the near future, Los Angeles will continue to respond to the gang reduction strategy in an isolated manner, and risk having programs that are less effective or duplicative of those provided elsewhere."

The GRYD Office's primary forum for regional coordination across jurisdiction and agency lines is the GRYD Cabinet, a group consisting of various City Departments, law enforcement, LAUSD, and the Los Angeles County Office of the Chief Executive Officer (CEO). A representative from the City Council (previously the Chair of the Ad Hoc Committee on Gang Violence and Youth Development) and the Mayor's Office also participate in the County's Los Angeles Regional Gang Violence Reduction Coordinating Committee. The Committee, which operates out of the County CEO's Office, is in charge of: 1) Development and oversight of the County's overall gang violence reduction strategy; 2) evaluating outcomes of the Board of Supervisor's approved programs, or pilots, related to the gang strategy in order to determine appropriateness for future expansion; and 3) providing leadership and direction related to resource integration of County and non-County agencies, and to make recommendations to the CEO and Board of Supervisors.

Therefore, the City Council should strive to establish formal working relationships and Memorandum of Understandings (MOU) with the LAUSD, LAPD, and the County of Los Angeles to ensure that collaboration is occurring and that we are providing services across jurisdictional boundaries. Data sharing between these entities is essential for effective collaboration. On March 31, 2009, GRYD responded to the Controller's recommendation for formal MOUs by stating, "We agree with this recommendation and will pursue it." To date, formal MOU's are still not in place.

The Mayor's Office should immediately begin collaborating with and implementing formal MOUs with the following entities:

1. City Council Districts:

Every City Council District experiences gang violence in different ways. Some districts have one or two active gangs while others have many more. Given such variance in the gang culture, GRYD should set up collaboration and communication mechanisms with Council Districts in order to get a sense of the impact of gang violence in different parts of the City and therefore develop possible alternatives. Unfortunately, the lack of a formal communication system between GRYD and the Council Districts has resulted in the loss of a significant amount of resources that could greatly contribute to increased public safety. Council members who are included in the planning of programs in their districts have proven to be extremely helpful. For example, Councilmember Janice Hahn's connection with the Watts Gang Task Force has provided the Mayor's Office with solid relationships that may have taken considerable amount of time to develop on their own.

2. Los Angeles Police Department:

GRYD has a working relationship with upper levels of LAPD officials. However, GRYD employees and community-based organizations reported that LAPD is not consistent in sending officers to collaboration meetings. Hence, they struggle with maintaining relationships that have formed as well as building new ones. Several contracted intervention agencies reported that many field deputies are unaware of this needed collaboration and are reluctant to work with intervention workers. One GRYD intervention contractor noted, "The higher ups are great but the gang unit is difficult to work with. They use intimidation tactics towards us which works against the cause." Even so, this collaboration concern goes both ways, as many intervention workers remain weary of LAPD. Another agency suggested that perhaps a human resources effort and training with LAPD's rank-and-file officers would help with collaborative efforts.

3. Community Development Department:

The focus of the Mayor's Office is primarily on reducing gang violence by utilizing gang violence-specific prevention and intervention efforts. Meanwhile, citywide youth and family development programs, including job programs and financial assistance, continue to be administered and operated under CDD. These services are essential to both former gang members as well as youth who are at risk of joining a gang. GRYD has recognized this link and currently has an MOU with CDD that sets aside 500 jobs for youth referred to One Source Centers by GRYD intervention agencies. Additionally, CDD and GRYD are currently negotiating an MOU that will connect GRYD prevention agencies to the new Family Source Centers, scheduled to kick off in the fall of 2009. CDD designed the Family Source centers so that youth in every GRYD Zone can receive wrap-around services regardless of whether or not they are deemed eligible to receive services from contracted agencies. Every GRYD Zone overlaps with a CDD service area further mandating the need for increased collaboration between the two entities. Thus, the City Council should carefully monitor and track the collaboration between GRYD and CDD to ensure that all youth have access to necessary services.

4. Community Engagement and Participation:

According to the Mayor's Office, GRYD "seeks to bring about significant, long-term reductions in gang activity and improve overall community health through collaborative efforts at local, state, and federal levels."¹⁹ However, decisions made regarding GRYD Zones, programs, and service providers often occur without

adequate community input. GRYD initially planned to create Community Advisory Groups in each GRYD Zone to assist in the decision-making process and engage communities. Numerous research studies continuously prove that "In addition to gathering data-based information, it is also necessary to talk with people who understand the history of a target population as perceived by its own members...Hearing directly from them may raise the possibilities of alternative interventions that are more sensitive to cultural differences."²⁰ However, this did not occur because the Mayor's office was pressured to act quickly and genuine community engagement and participation was thwarted.

Needs assessments conducted by Harder and Co., the Advancement Project, and Cal State LA, all reported that the greatest asset of each zone was community engagement, but that their input was largely neglected during the implementation process. GRYD is beginning to acknowledge this mistake and has asked researchers to return to address ways to strengthen and utilize Community Advisory Groups. Cal State LA's Needs Assessment for the 77th II Division specifically addressed this issue by noting,

"Ultimately, the full impact of the comprehensive strategy will not be realized without attention to such things as meeting the basic needs and building self-efficacy of residents; building social cohesion among residents; establishing effective leadership; instilling hope and pride throughout the community; and facilitating individual accomplishment. Residents believed the capacity for such changes rested with community leaders and agencies willing to work with one another and the community."²¹

Increased community involvement can improve cohesion in the zones, help to ease tensions, and provide a safety net of services and resources that community residents can utilize. Trust among and between community members and law enforcement is integral to the success of any gang violence reduction approach and therefore increased community engagement efforts must be prioritized.

4. Contracted GRYD Agencies:

Some prevention and intervention contractors also struggle because of a lack of communication with each other. In many GRYD Zones, the contracted prevention and intervention agencies working in close proximity to one another do not refer youth to each other and do not know what services the other agency is providing. This is partially due to the fact that some contractors provide both intervention and prevention services and feel that they can adequately provide both types of services. However, in order to ensure that youth and families in GRYD Zones have complete access to intervention and prevention services, GRYD should immediately amend its contracts to include an MOU between contracted agencies.

Furthermore, many contracted agencies believe that their input has been repeatedly ignored by the Mayor's Office, which has led to a perceived one-way partnership. For instance, the six initial prevention contractors expressed their frustration when GRYD asked them for feedback on the YSET and then ignored most of their recommendations. Other contractors explained that the GRYD program managers tell them what they should or shouldn't be doing without taking into account an agency's knowledge and expertise within a specific community. One contractor stated, "They should listen to people like us more. They are not on the ground. We know the community. We, not the GYRD staff, live in the community."

5. Los Angeles Unified School District:

LAUSD plays an essential role in preventing youth from joining gangs, as well as intervening with youth already involved in the lifestyle. However, there is no system-wide referral process in place between LAUSD and GRYD. LAUSD Youth Relations Associates expressed frustration with this lack of coordination. For example, LAUSD protocols don't allow former gang members onto school campuses, therefore, making

collaboration with gang intervention agencies extremely difficult. Furthermore, LAUSD expressed a desire to share data with both the City and LAPD but restrictions from each party have prevented this collaboration to occur. Currently, these collaborations with the City depend on ground-level relationships that are not solidified by LAUSD's upper-management. GRYD is currently working closely with the Mayor's ten schools through the "Partnership for Los Angeles Schools," but there are no current plans in place to solidify an MOU between the entire district and the City as a whole.

7. Los Angeles County:

The County is currently undergoing a process of its own to determine the best way to address gang violence. The County's Los Angeles Regional Gang Violence Reduction Coordinating Committee identified four pilot demonstration sites: Monrovia/Duarte, Harbor Gateway, Florence/Firestone, and Pacoima. The County's Pacoima site is a direct overlay of the City's Pacoima GRYD Zone and provides an opportunity for increased City and County collaboration. However, many interviewees have raised concerns that the County and City are failing to maximize their resources because they often act as political adversaries, which impedes collaboration. For instance, once LAPD arrests someone, the County provides services through the Probation Department, juvenile courts, camps, and the Department of Mental Health. However, because of jurisdictional issues and the lack of formal collaboration between City and County Departments, the City is unable to fully maximize its resources in helping successfully transition youth back into their communities. A number of interviewees noted that collaboration is currently moving forward in the overlapping County pilot area and the City's GRYD Zone in Pacoima, which will hopefully serve as an example for the rest of Los Angeles, but many were far from optimistic that this would translate into substantial formal collaborations among the two local municipalities.

Numerous persons stressed the fact that the Probation Department is an essential collaborative partner because it has access to a significant number of at-risk youth who could truly benefit from GRYD services. Chief Probation Officer Robert Taylor stated, "No one agency can solve the problems of LA County. We need leverage and resources so that we can better serve families." GRYD has attempted to collaborate with the Probation Department by trying to get intervention services to youth that are being transitioned out of juvenile camps. However, the Probation Department has been reluctant to create a formal partnership with them because this could breach the confidentiality of youth within the camps. Therefore, the Probation Department and the GRYD Office should immediately begin creating a confidentiality waiver that allows juveniles to be referred to City services.

8. Juvenile Court System:

To date, there is no official collaboration between GRYD and the Juvenile Delinquency Courts. Given that GRYD seeks to work with youth at-risk who might join gangs or already are involved in gangs, there should be a direct link that connects youth involved in the system with programs and services provided by GRYD. Collaboration between the juvenile courts and gang violence reduction efforts has been difficult because judges must follow strict legal protocols that can simultaneously become a barrier to providing appropriate youth development programming. Additionally, communication appears to be disconnected between GRYD's programming and knowledge of these programs within the courts. Typically, judges depend on probation officers to inform them of alternative programming for youth but probation officers are often unaware of available services including the GRYD program as a whole. One judge recommended that the City provide an informative presentation of the City's gang violence programming to the Countywide Criminal Justice Coordination Committee. Supervising Judge of the Superior Court's Criminal Division, David S. Wesley, echoed the need for additional information and the Court's willingness to collaborate with GRYD saying, "If you bring a resource packet to me, I will make sure that every criminal court (273 of them) in Los Angeles County gets it."

D. YOUTH SERVICES ELIGIBILITY TOOL

1. What is the YSET?

Contracted prevention agencies currently use the Youth Services Eligibility Tool (YSET), developed by the Mayor's Office in conjunction with gang researchers at the University of Southern California (Dr. Karen Hennigan, Dr. David Sloane, and Dr. Malcolm Klein) and the University of California, Irvine (Dr. Cheryl Maxson and Dr. Kirstin Morgan), to determine which youth are most likely to join gangs and who therefore qualify to receive GRYD prevention services. The process is laid out as follows:

- a. Youth must reside in one of the 12 GRYD Zones or live in one of the designated non-GRYD Zone areas where such services are offered.
- b. Youth residing in these areas must be between the ages of 10 and 15 and have been referred to a GRYD prevention agency. The YSET 1 is administered, and if the individual qualifies for 6 of 15 specific, "evidence-based" risk factors, he/she is determined at-risk of joining a gang and therefore most suitable for receiving gang prevention services. The YSET questions provide a range of options for the responder in order to determine the frequency of that individual being involved in certain types of behavior. For example, one of the questions is "How many of your friends have stolen something?" The responder has the following options: "All," "Most," "Half," "A Few," or "None."
- c. Youth who don't qualify for six or more risk factors from the YSET 1, can then take the YSET 2 which tests for "promising" risk factors. In the case that a youth is not deemed "at-risk" by either test, but the case manager who referred the youth still believes he/she needs services, they can go through an appeal process in which a panel can review the case and determine whether or not that youth needs services.
- d. An additional option of taking the YSET via a computer program is being rolled out to help youth feel more comfortable with answering questions honestly than if it was administered by an actual person.

2. Are Youth Being Honest on the YSET?

The first six GRYD prevention contractors were asked to conduct focus groups and/or give feedback about the YSET. During these focus groups, several participants overwhelmingly admitted that they would not be honest when answering certain survey questions. All six organizations were concerned about the efficacy of the tool. However, GRYD took only a few of their recommendations, which left many agencies feeling undervalued and ignored. The planned implementation of the computer-based YSET was created to help resolve this problem. One possible solution to the effectiveness of the YSET would be to develop a control group of 6 agencies selected to administer the YSET while the remaining 6 prevention agencies would provide services to those youth who are interested in and are referred for services. By doing this, the Council could better evaluate the effectiveness and efficiency of the tool while at the same time ensuring that City resources are well spent.

3. Are Qualifications for Services too Restrictive?

As of Friday, June 26, 2009, the Mayor's Office had enrolled a total of 718 out of a possible 1200 eligible positions for youth to receive gang prevention services from one of 16 contracted agencies. The eligibility rate has improved since enrollments began in December of 2008, reaching 43%, but more than half of those referred do not qualify for services, leading to underinclusion of youth being served. According to researchers, "Underinclusion occurs when community members who need services are not taken within the boundaries of the target population, such as children under the age 10 who may nonetheless be recruited by a gang. One of the consequences of underinclusion can be failure to intervene successfully because too few community members are reached."²² Many interviewees, especially those from LAUSD and community-based organizations, expressed frustration with the tool because they have referred hundreds of youth whom they believe need

assistance but cannot receive GRYD services due to the restrictions of the YSET. One LAUSD Representative explained that thus far most of the youth he has referred to GRYD have been rejected, forcing him to refer them to other non-GRYD organizations that do not have a screening process. City Departments also expressed similar concerns regarding GRYD's decision to limit services to such a specific population of youth without enough focus on other important factors such as delinquency. County interviewees revealed similar concerns and noted that it is unlikely that they will utilize a tool such as YSET for their violence reduction approach.

4. Lack of Discretion Given to Prevention Agencies and Over Reliance on the Tool:

One well-known juvenile justice researcher explained that "a tool is a useful device to help ensure that you are doing the right thing," especially when there are limited resources for such services. However, "the tool is not for decision making," rather, it should be used as a guide and not as a concrete decision-making tool for prevention agencies. One GRYD agency stated that "there should be more discretion given to prevention agencies. We need the freedom to do what we feel is right given the situation without having to challenge the case." Many contractors noted that the YSET appeal process is extremely difficult to get by once youth have been denied. For instance, some agencies have spent hours upon hours interviewing families, schools, and other relevant sources to form a good appeals case, but the City has still denied services to that youth. Over reliance solely on the tool itself, often disregards the expertise of prevention contractors and leaves behind hundreds of youth that could truly benefit from their services. Noted researcher R.K. Merton coined the term "trained incapacity" to describe the ways in which service providers may lose focus in meeting the needs of those whom they serve, thereby viewing the problem as an inevitable consequence of tightly structured chains of command and pressures for compliance that may force some to do their job well but by simply doing it "by the books."²³

5. No Formal Referral Process in Place:

Most GRYD contracted agencies do not have a formal referral process in place to ensure that youth who are ineligible for GRYD services in their zone receive services elsewhere. The Mayor's Office has made it clear that it is the agencies' responsibility, not GRYD's, to deal with referrals. However, contracted agencies have received limited, if any, information or materials to assist them in this effort. We recommend that each service provider in the City be provided with a comprehensive directory of prevention and intervention programs in both GRYD and non-GRYD Zone areas so as to ease this administrative burden. Additionally, Council should ensure that a formal referral mechanism is in place so the City can track and evaluate the number of successful referrals and placements of youth into contracted and non-contracted gang violence reduction programs.

6. Confidentiality:

Currently, there are no confidentiality protocols regarding the data acquired through the administration of the YSET, thereby risking the potential for the information being utilized negatively against youth. Although GRYD stated that "clients are assured that their responses will be kept confidential and not shared with anyone outside of the GRYD Program (i.e. parent, teachers, law enforcement agencies)," there is no legal protection for youth who take the test from being subpoenaed in a court of law.²⁴ We found this issue to be a consistent concern of those whom we interviewed and the Council should strongly recommend and urge the Mayor's Office to work with the County Public Defender's Office and other relevant entities to protect the rights of youth by developing a *Certificate of Confidentiality* guaranteeing that any information provided will be protected and not subpoenaed in a court of law, subject to the Public Record Act, or utilized by the prosecution or probation. In addition, given the fact that GRYD is working with the Probation Department to increase referrals, a Memorandum of Understanding between the two entities would further guarantee that information provided in the YSET will remain confidential.

E. GRYD PROGRAM IMPLEMENTATION

1. Contract Requirements Are Too Restrictive:

While the fiscal reporting requirements of the grant are extensive, the grant does not allow adequate funding for increased administrative capacity, which is necessary to fulfill the grant's reporting requirements. This has proved to be a serious barrier to small contractors who received the grant with an already limited administrative budget. Furthermore, large institutions assert that the requirements do not take into account the difficulty they have in reporting the extensive data. For example, an agency that has 3,000 employees versus 30 employees will find it extremely difficult to fill out the mandated labor documentation forms for all 3,000 of their employees, making them often seem out of compliance. We recommend that GRYD amend their contracts and fiscal reporting forms to account for the differing sizes of contracted organizations

2. Treatment of Intervention Workers:

Gang interventionists are essential in addressing gang violence, however many parties are reluctant to collaborate with contracted agencies. This is partially due to differences in opinion as to who should provide intervention services. For instance, LAUSD, though supportive of their work, has policies that do not allow many interventionists to be on campuses because they are ex-offenders. Intervention workers do say that GRYD and the efforts of the Ad Hoc Committee on Gang Violence and Youth Development are working to legitimize and professionalize their work. As Deputy LAPD Chief Charlie Beck stated, "I've been working gangs for over 30 years and gang intervention has allowed me to do my job better. I [the Police Department] can create temporary safety; interventionists help us create long-term safety." Although officers at the upper levels of LAPD recognize the need to collaborate with intervention workers and value their efforts, interviewees have noted that a lot more work needs to happen along the chain of command to ensure that the entire Police Department, and other entities, recognize and value the complimentary and critical role of interventionists.

3. Confidentiality of Intervention Workers:

Similar to the confidentiality issue with the YSET, concerns have been raised about the level of protections and safeguards provided for gang intervention workers and agencies. The Mayor's Office currently proposes that intervention agencies utilize Blackberries as well as provide basic incident information via the LARRC Survey, including "the names and ages of gang and non-gang members involved in the incident, time and location of the incident, family information, and related descriptive information."²⁵ As mentioned earlier, it is important that the field of intervention is professionalized by GRYD. However, this must be done carefully and in a way that does not take away intervention workers' "street credibility." Given the difficult and sensitive nature of this work, providing such specific information can jeopardize the safety of gang interventionists and may expose them to significant risks of retaliation from the gang members with whom they work.

Therefore, the City Council should strongly recommend and urge the Mayor's Office to work with the County Public Defender's Office and other relevant entities to protect the overall integrity of intervention workers by developing a *Certificate of Confidentiality* guaranteeing that any information provided by gang interventionists be protected and not subpoenaed in a court of law, subject to the Public Record Act, or utilized by the prosecution or probation.

4. Inequitable Funding for Prevention and Intervention Contractors:

Research suggests that reducing gang violence is not determined solely by how many youth leave gangs, but by positively influencing the behaviors of gang leadership. Any successful intervention approach must recognize and incorporate this fact, because to effectively address gang violence holistically, interventionists must reach enough gang-involved individuals and be given the resources to work specifically with gang leadership.

In each GRYD zone, the City provides up to \$1,000,000 for contracted prevention agencies and up to \$500,000 for intervention agencies. The funding provided to intervention agencies is enough to cover services for fifty gang-involved youth and young adults in each GRYD Zone (12 zones = 600 individuals served/year). Given the fact that there are approximately 39,000 gang members in the City of Los Angeles, GRYD-contracted intervention agencies are only able to serve about 1.5% of the total gang member population. As such, because contracted intervention agencies are not funded to work with 98.5% of the gang population, it is improbable that the current funding allocations will allow interventionists to provide services to a sufficient number of gang-involved individuals to carry out the City's gang violence reduction expectations. In addition, law enforcement personnel continue to ask intervention agencies to provide services within and outside of the GRZ. This fact proves the usefulness and effectiveness of interventionists in stopping retaliatory violence and makes the strong case for why funding should be increased for intervention services. Lack of compensation may unfortunately lead to high levels of burnout, low morale, and less efficiency in their working with law enforcement to stop violence.

5. Safe Passages:

With the termination of Bridges, the Safe Passages program was discontinued with the goal of re-instating it under GRYD. However, no safe passage programming has been put in place since the 2008 academic calendar year and many LAUSD schools that were once served by Bridges have been left without any services to address the safety of youth walking to and from school. GRYD is currently working with the new Human Services Department, LAUSD, City Attorney, and LAPD to develop a Safe Passages program focused around a common definition with common goals and objectives. The Mayor's Office plans to present a proposed "Los Angeles: Providing Access to School Safely" (LA PASS) program to the City Council in the fall of 2009. Therefore, the City Council should work closely with the Mayor's Office to ensure immediate implementation of the program if deemed effective.

E. EVALUATION DESIGN

1. Timing of Evaluation:

Numerous researchers and City officials have voiced concerns about the timing of the evaluation contract and design which was not chosen until after agency contracts were awarded. Former City Controller Laura Chick noted in the follow-up audit that in order to ensure an adequate assessment, "specific performance objectives and the entire evaluation piece should have been worked out at the front end before new contracts were awarded to gang service providers."²⁶ Additionally, the main criticism of Bridges was that the program failed because an evaluation model was not worked into the program.

The Mayor's Office has contracted with the Urban Institute (UI) to conduct assessments of contracted GRYD agencies. According to the Mayor's Office, UI will "conduct an evaluation that considers outcomes at both the individual level and at the community (zone) level. At the individual level, UI plans to randomly assign eligible youth in the GRYD zones to treatment and control groups. At the community level, UI's selection will be

appropriately matched by comparison areas for each zone. Lastly, UI plans to incorporate a cost-benefit analysis for both individual and community outcomes in order to fully inform local policy makers and practitioners of the fiscal implications of the GRYD strategies and efforts.”²⁷ Some contractors have questioned whether using this experimental design is truly efficient because they are unable to provide services to youth who would benefit from them because of the restrictiveness of the contracts.

2. Assessment of the GRYD Office and Other Youth Development Programs:

The Mayor’s planned evaluation does not assess the effectiveness of the actual GRYD Office or general youth development programs provided by other City Departments that serve at-risk youth. The planned evaluation will only measure the effectiveness of the prevention and intervention agencies contracted by GRYD. The way the program is run as a whole can affect its overall outcomes, but the current evaluation design will not assess the effectiveness of GRYD’s administrative and programmatic approach. Additionally, other City Departments that work with at-risk youth, such as CDD’s OneSource Centers, play an important role in the overall outcome of the City’s gang violence reduction strategy and they too should be incorporated into the evaluation. Therefore, we recommend that Council request UI to evaluate the GRYD Office as a whole and all relevant youth development programs in addition to those provided by GRYD’s contracted agencies.

3. Assessment of GRYD Zones:

The evaluation contract does not require UI to assess the 12 GRYD Zone boundaries. Each GRYD Zone area is approximately 3.5 square miles in size totaling approximately 40 square miles out of the City of Los Angeles’ 469 square mile boundary. The twelve sites are:

- | | |
|--------------------------------------|---------------------------|
| 1) Ramona Gardens/Hollenbeck | 7) Pacoima/Mission |
| 2) Boyle Heights/Hollenbeck | 8) Rampart |
| 3) Cypress Park/Northeast | 9) Southwest (II) |
| 4) Newton | 10) 77th Division (II) |
| 5) Florence- Graham/77 th | 11) Watts/Southeast |
| 6) Baldwin Village/Southwest | 12) Panorama City/Mission |

The GRYD office has also identified non-GRYD Zone areas to target additional resources. These sites are:

Prevention:

- 1) South
- 2) Central
- 3) Valley
- 4) West

Intervention:

- 1) San Pedro/Harbor City
- 2) Wilmington/Harbor Gateway
- 3) Venice
- 4) Belmont

The Mayor’s Office of Homeland Security and the GRYD implementation team identified the GRYD Zones as the areas of Los Angeles that had the highest rates of gang violence. According to the Mayor’s GRYD Office, this data was based primarily on LAPD gang crime statistics, school information (Academic Performance Index

- drop-out rate, truancy, etc.), poverty, unemployment, population density, percentage of juveniles on probation, availability of existing resources, and the existence of a CLEAR site. CLEAR Sites are the suppression component of each zone, and it was decided that each GRYD Zone could not be launched without the existence of a CLEAR site.

The decision to focus all resources in these 12 areas was based on the concept that "violent gang activity in Los Angeles is heavily concentrated in scattered pockets of Los Angeles."²⁸ Under Bridges I and II, gang prevention and intervention agencies were contracted to serve much larger areas of the Los Angeles region. But limited funds, along with other issues, led to sometimes diluted and inefficient service delivery. Therefore, the Mayor's Office responded to the Advancement Project's, City Controller's, and the Ad Hoc Committee's recommendations to maximize resources by requiring contracted agencies to serve much smaller, more manageable and measurable high gang-impacted areas. Nevertheless, the Mayor's Office must be mindful of the fact that "People who are identified as being in a target population are consumers of services, and ideally the services provided are designed to meet their needs. However, it is important to recognize that people's needs are always changing. This requires a human service system that has flexibility to respond to changing needs."²⁹

4. GRYD Zone Boundaries Are Too Strict and Do Not Address Violence Displacement:

Many contracted agencies and community members are concerned that GRYD Zones do not encompass large enough areas of Los Angeles' "hot spots" to address the needs of community residents living outside of those zones. Furthermore, the Los Angeles Unified School District and the County of Los Angeles have identified their own "hot spots" which, for the most part, do not align with the City's GRYD Zones (with the exception of one County area that directly overlaps the City's Pacoima GRYD Zone). The Advancement Project conducted needs assessments in four of the zones, and community residents in each one of them noted the GRYD Zones excluded many areas highly impacted by gang crime and violence. None of the community members within or around each zone were consulted prior to the determination of the boundaries. Due to this "backward mapping" approach, a number of zone boundaries did not include areas that the residents pointed to being most affected by gang violence.

Additionally, GRYD intervention agencies receive calls from the GRYD Office, community members, and LAPD to respond to gang violence issues outside of the GRYD Zones that they are required to serve. They do not receive funding to serve outer areas but they are still expected by the City to provide intervention services. One GRYD contracted agency director expressed his frustration regarding the zone boundaries, stating, "I understand that they want to chart crime in a specific area and get results. But, just because crime is done in a particular area does not mean that the juveniles live there." Another contractor echoed this concern saying, "The zones for the most part are accurate, but the borders are difficult to cut off. Sometimes people right up the street call but they are out of the GRYD Zone, so even if they really need services, they can not get them through GRYD."

Many interviewees brought up the issue of "violence displacement." One gang interventionist noted that, when resistance to violence in one area occurs, violence is displaced geographically to an area of less resistance. Law enforcement agencies reiterated this fact by explaining that, if you deal with the crime in the zones but not with the area surrounding it, crime will eventually move to those surrounding areas. GRYD has recognized that it must address the needs of communities outside of the zones (thus the creation of eight "non-GRYD Zones"). However, until the City acknowledge the magnitude of these concerns, "violence displacement" is likely to occur and the public safety of the entire City will continue to be in jeopardy.

PART VIII: CONCLUSION

As the City of Los Angeles moves forward during these difficult economic times, it is imperative that the City Council evaluates the overall successes and challenges of the City's current efforts to reducing gang-related violence and increasing peace and safety citywide. Given the significant financial and human cost of gang violence, the City Council must remain vigilant in its oversight of the City's current approach to reducing gang violence.

This Report of the Ad Hoc Committee on Gang Violence and Youth Development presents our final analysis and synopsis of the City's current approach to reducing gang violence and points to opportunities for youth and their families residing in Los Angeles. It is our hope that this Committee Report can help inform the City's policy makers as well as the general public on how to best determine the appropriate next steps as the City prepares to proceed in implementing a long-term, comprehensive, Citywide approach to reducing gang violence and increasing peace.

In summary, the Final Recommendations are:

- **Begin the Transition Process That Would Place All Gang Violence Reduction Services into an Existing or Newly-Formed City Department**
- **Increase and Improve Collaboration with LAUSD, LA County, Courts, and Other Local Government Agencies**
- **Increase and Improve Citywide Collaboration**
- **Increase and Improve Critical Wrap-Around Services**
- **Improve the Overall Programmatic Development and Implementation of the Mayor's Gang Reduction and Youth Development Approach**

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PART XI: INTERVIEWS

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Councilmember Tony Cardenas, 6th District
Councilmember Richard Alarcon, 7th District
Councilmember Bernard Parks, 8th District
Councilmember Jan Perry, 9th District
Councilmember Herb J. Wesson, Jr., 10th District
Councilmember Bill Rosendahl, 11th District
Councilmember Jose Huizar, 14th District
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Robert "Bobby" Arias, President

Community Build

Kim Ramsey

Homeboy Industries

Father Gregory Boyle, Executive Director

Homies Unidos

Mirna Solorzano, Interim Executive Director

K.U.S.H. Incorporated

Reggie Simms, Trent Moody

Parolees for Change

Maximum Force Enterprises

Aquil Basheer, CEO/President

Soledad Enrichment Action

Johnny Godinez, Executive Director

Tia Chucha's Centro Cultural

Luis Rodriguez, Executive Director

Toberman Settlement House

Kenny Green
Venice 2000 / H.E.L.P.E.R. Foundation
Melvyn Hayward, Jr., Director

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Brotherhood Crusade
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Children's Hospital
Aida Cerda
El Nido Family Centers
Margie Guzman
New Opportunities for Youth
Bart Trevino
Youth Justice Coalition
Kim McGill

Other Community-Based Organizations/Faith Based Services/Community Advocates

A Better LA
Angela Carter, Assistant Executive Director
Carol Biondi, Community Advocate
Concerned Citizens of South Central Los Angeles
Noreen McClendon, Executive Director
Los Angeles Trade Tech
Roberta Villa (Formerly at CDD's Youth Opportunity Intensive Transition)
Resurrection Catholic Church
Father John Moretta

PART XII: ATTACHMENTS

Appendix A: Definitions

Appendix B: Map: GRYD Zones

Appendix C: Consolidation Motion

Appendix D: Letter from Councilmember Janice Hahn

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Appendix H: Youth Services Eligibility Tools I and II

Appendix I: Evaluation of GRYD's Response to the Controller's Follow-Up Audit

Appendix J: Mayor's Response to Controller's Follow-Up Audit

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Appendix L: Community-Based Gang Intervention Model

Appendix M: GRYD Implementation Study Interview Question Template

Appendix A: Definitions

GANGS

Gangs are groups organized by geography, culture, or activity that have a group name and may or may not have other identifying characteristics such as colors, nicknames, etc. and whose member may engage in the use of violence to defend other members or territory.

GANG MEMBER

An individual who actively participates in or promotes acts perpetrated by a gang.

GANG CRIME

A crime perpetrated by a gang member motivated by or for the purpose of advancing the gang.

GANG PREVENTION

Programs designed for a youth population exposed to lower levels of risk and displaying lower levels of aggression. Gang prevention programs offer alternatives to joining a gang. Comprehensive services include: recreation services, educational support and services and mentoring.

INTERVENTION

Gang intervention is a two prong approach that provides hardcore, specialized, street based mediation and mitigation to stop or prevent violence between gangs and the concurrent redirection of individual gang members and their families in ways that bring progress to themselves and their communities. Gang intervention reaches out to, connects with, youth and adults who claim gang membership, have close friendships/association with current or former gang members and/or have family members who are current or former gang members. People who have been suspended from school, and/or arrested for gang-related activity should be referred to intervention agencies to assess their needs and/or to provide referrals to needed services or resources, including wrap around services, mental health services, job placement, tattoo removal, juvenile/criminal justice support /alternatives, educational support and services and mentoring.

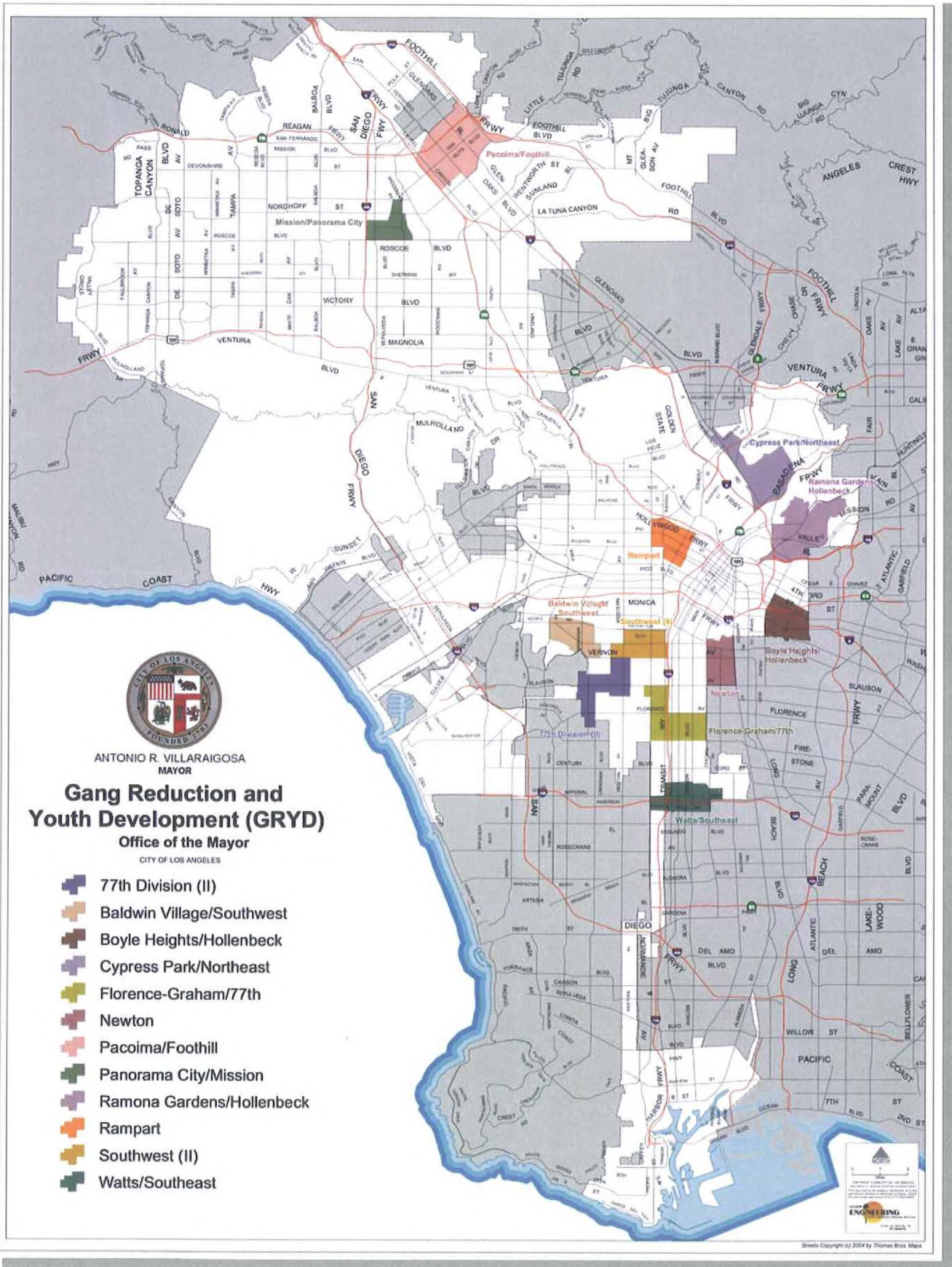
SUPPRESSION

Law enforcement agencies' efforts to quell gang violence by means of arresting and incarcerating gang members and/or gang-involved individuals who are involved in violent gang crime. Law enforcement officials understands that community-based gang intervention agencies provide referrals to needed services and resources, within its community, for purposes of redirecting gang involved individuals towards positive and healthy lifestyle choices. Law enforcement personnel collaborate with certified community-based gang intervention workers to actualize community-oriented strategies

RE-ENTRY

Re-entry encompasses the evaluation, planning, and programming designed to support services implemented to prepare and assist people, who were previously incarcerated, to return safely to the community and to reintegrate as law abiding citizens. Support services include: assistance in navigating systems to receive treatment and services, transitional housing, assistance with job placement, tattoo removal, educational support, mentoring.

Appendix B: Map of GRYD Zones



MOTION

The Ad Hoc Committee on Gang Violence and Youth Development has been meeting regularly for over two years carefully reviewing all proposals related to city-wide gang violence reduction. They reviewed all gang intervention, prevention, re-entry and youth development programs. They listened to hours of testimony from intervention workers, juvenile justice advocates, human rights organizations, city departments, victims and their families. The Ad Hoc Committee's Community Engagement Advisory Committee developed a comprehensive "Community-Based Gang Intervention Model." Additionally the Ad Hoc Committee directed departments to review current programs and resources needed to adequately provide services to stakeholders.

We have come to the conclusion that it is necessary for the Los Angeles City Council to move toward the immediate restructuring and consolidation of gang intervention, prevention, re-entry and youth development programs. Current city programs lack coordination and efficiency and require a permanent structure with appropriate accountability.

I THEREFORE MOVE that the City Council authorize the Mayor to begin the consolidation of prevention, intervention, and re-entry anti-gang violence programs and services into one office within the office of the Mayor beginning on July 1, 2008 and by December 31, 2009 the City Council will review and determine the consolidation solution.

I FURTHER MOVE that City Council request that the Mayor convene a team of general managers including the Chief Administrative Officer, Chief Legislative Analyst, and the City Attorney to assist in the implementation and coordination of City prevention, intervention, and re-entry anti-gang violence programs and ongoing consolidation within the Mayor's Office.

I FURTHER MOVE that the City Council agree with the Mayor's Office on a schedule to provide quarterly reports to City Council as to the successes and challenges of the programs within the City's gang violence reduction strategy. The reports should also provide the status of identifying and eliminating duplication of efforts, the status of implementing systematic evaluation tools and measures that are directly linked to the goals of funded programs based on evidenced based models. Quarterly reports should provide Council with an update on progress being made in establishing clear expectations for all youth development and gang prevention and intervention programs as well as establishing protocols for accountability using the "Community Based Gang Intervention Model.

I FURTHER MOVE that by July 1, 2008 the Ad Hoc Committee on Gang Violence and Youth Development complete its work on:

- a) clearly defining intervention and prevention program goals and objectives;
- b) guidelines for the establishment of professional standards for intervention workers;
- c) developing protocols for continued participation of the Community Engagement Advisory Committee during the consolidation.

I FURTHER MOVE that by July 1, 2008, the Ad Hoc Committee, with the advice of the Community Engagement Advisory Committee will finish the following:

- a) Implementation strategy for the Community-Based Gang Intervention Model, including protocols and procedures, developing a draft RFQ, and creating a Community Oversight Committee;
- b) Developing guidelines for a practitioner-based training institution;
- c) Developing evaluation measurements and training.

I FURTHER MOVE that the City Controller conduct follow-up performance audits every six months assessing the extent of program goals and if objectives are being achieved; analyzing the relative cost-effectiveness of a program or activities; determining whether a program produced intended results or produced results that were not consistent with the program's objectives; determining whether a program provides equitable access to or distribution of public resources; assessing the extent to which programs duplicate, overlap, or conflict with other related programs; evaluating whether programs are following sound procurement practices; assessing the reliability, validity, or relevance of performance measures concerning program effectiveness and relevance of financial information related to the performance of a program; determining whether services are accessible to targeted populations.

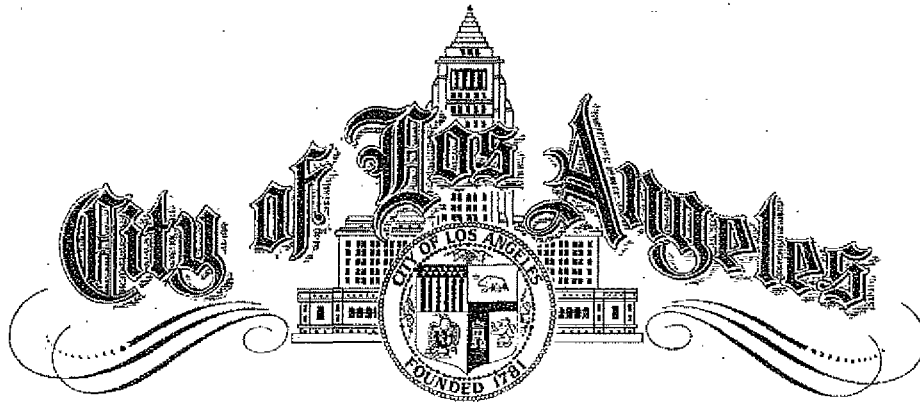
PRESENTED BY

Tony Cardenas
TONY CARDENAS
Councilmember, 6th District

SECONDED BY

E. G. ...
Joseph ...
Janice ...
Amy ...
Sol ...
Theresa ...

CITY HALL
200 N. Spring Street
Room 435
Los Angeles, CA 90012
(213) 473-7015
Fax (213) 626-5431



JANICE HAHN
Councilwoman
Fifteenth District

September 11, 2009

Honorable Tony Cardenas
Councilmember, 6th District
City of Los Angeles
200 N Spring Street, Room 455
Los Angeles, CA 90012

Dear Councilmember Cardenas:

Thank you for your leadership over the past several years as Chair of the Ad Hoc Committee on Gang Violence and Youth Development. It has been a great experience working with you to improve Los Angeles.

In response to your request, attached please find a list of what I feel were some of the Committee's greatest accomplishments. I hope you will include them in your Closing Committee Report:

- **Gang Injunctions:** Through the leadership of the Committee, working with the Watts Gang Task Force, the City's policies regarding placing names on gang injunction lists, as well as getting names removed, was revised. While it is clear that gang injunctions are a great tool to loosen the hold of gangs on neighborhoods, it was also clear that the policy had some shortcomings. The revised policies, which make gang injunctions even more effective, were largely the result of the work of the Ad Hoc Gangs Committee.
- **The Watts Gang Task Force:** While I formed the Watts Gang Task Force (WGTF) independent of the Ad Hoc Gangs Committee, the Task Force worked closely with the Committee on accomplishing a number of its goals. Furthermore, the work of the Committee helped to nurture the WGTF and its members. The WGTF, which brings together community members, law enforcement, service providers, gang intervention workers and many others to fight gang violence, has been duplicated all over the City and beyond. In fact, the WGTF was recently visited by U.S. Attorney General Eric Holder.

It is my belief that if we are to attain lasting peace in Los Angeles, we need to use the WGTF as a model in all of our at-risk neighborhoods.

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WATTS OFFICE
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213-473-5128
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WILMINGTON OFFICE
544 N. Avalon Blvd., Suite 102
Wilmington, CA 90744
310-233-7201

- **Gang Intervention Work:** The Ad Hoc Gangs Committee was instrumental in setting new guidelines and establishing a new role for our City's gang intervention workers. For years, the City has relied on these workers to quell violence following gang related shootings or incidents, but the work of these individuals had gone unappreciated and unquantified. Because of your leadership, we now have a model that explains the vital work of gang intervention workers, and also holds them accountable.
- **The Advancement Project Report:** The long-awaited Advancement Project Report on gang programs in the City of Los Angeles has given the City the information it needs to finally craft a plan to win the war on gangs; and your committee deserves all the credit for making it happen. For too long the City lacked an accounting of our gang programs, the impact they were having, and the need for such programs in our various neighborhoods. Today, with the completion of the report, we have a blueprint.
- **Measure A:** Because of the hard work of your Committee, we were able to place a measure on the November 2008 ballot to collect a dedicated stream of funds for gang prevention, after school and job training programs. Thanks to your Committee's work and the Advancement Project Report, we made a strong case that more of these programs were necessary and that the funds would be put to good use. Without the work of your committee, I do not think that 66.28% of Angelenos would have voted in favor of this measure.

I continue to believe that the only way we will successfully win the war on gangs in Los Angeles is through funding gang prevention, after school and job training programs. We need to keep kids from joining gangs in the first place. This is why it is vital that we find a way to fund these programs well into the future and why I will once again ask voters for their support. I am hopeful that I will have your support, once again.

I hope that you find this information helpful as you prepare your closing report. Thank you again for all of your hard work to increase peace and stop gang violence in Los Angeles. While we have a lot of work left to do, you have established a great foundation for us to build on.

Sincerely,



JANICE HAHN
Councilwoman, 15th District
City of Los Angeles



JOSE HUIZAR
COUNCILMEMBER, 14TH DISTRICT

October 19, 2009

Honorable Tony Cardenas
Councilmember, 6th District
City of Los Angeles
200 N. Spring Street, Room 455
Los Angeles, CA 90012

Dear Councilmember Cardenas:

Thank you for your leadership as the Chair of the Ad Hoc Committee on Gang Violence and Youth Development. I enjoyed working on this Committee with you and believe that we were able to accomplish much for the youth of Los Angeles during the years that the Ad Hoc Committee existed.

I wanted to write to not only acknowledge the work we did, but to outline some of the accomplishments. Such memorialization will help the City's future work on this matter. Some of the accomplishments include:

Community-Based Gang Intervention Model: By convening groups of experts in the field of gang intervention, the Ad Hoc Committee developed the nationally acclaimed Community-Based Gang Intervention Model. The two-pronged approach of providing an immediate response to violence through street-based mediation coupled with wrap-around services for individuals and families has proven to be a successful model. The City's adoption of this model is a testament to the Ad Hoc Committee's relentless push to shift the City's focus from gang suppression to youth development. In particular, I appreciate the work we did in reviewing the City's programs to ensure that any gaps in services would be addressed by the new intervention and preservation service providers.

Spotlight on Gang Reduction: The Ad Hoc Committee elevated the issue of gang reduction within the City. Prior to the creation of the Ad Hoc Committee, the City had a patchwork of programs related to gang reduction and youth development. The Ad Hoc Committee's success in highlighting the need for

intervention and prevention services resulted in the expansion and coordination of the City's focus. Working closely with the Mayor's office, the Ad Hoc Committee ensured that the Mayor's Gang Reduction and Youth Development unit incorporated important principles of the committee's work into its design.

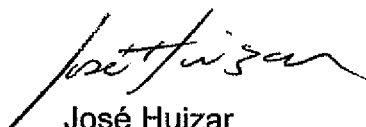
Accountability: One of the most crucial functions of the Ad Hoc Committee was to provide accountability for the City's gang reduction and youth development activities. The Ad Hoc Committee conducted a meticulous review of the City's budget as it relates to the City's gang reduction and youth development programs. Prior to that review, no accurate assessment existed as to how many City programs focused on these issues nor was there an accurate accounting of how many City dollars were spent these issues. The review allows the City to understand the true amount spent and to have a baseline for future funding.

Public Education: The Ad Hoc Committee played an important role in educating Council and the public as to the City programs related to gang reduction and youth development. Prior to the existence of the Ad Hoc Committee, Council did not receive regular report backs on the various programs. Perhaps more importantly, the Ad Hoc Committee held regular scheduled meetings as well as community meeting to educate the public at large. I still appreciate that the Ad Hoc Committee unveiled the Gang Intervention Model at the community meeting in Boyle Heights two years ago which allowed hundreds of residents in my community to understand the City's focus and commitment.

Professionalizing Intervention Staff: In addition to implementing a new intervention model, the Ad Hoc Committee understood the importance of professionalizing the intervention staff to reduce tension and improve consistency. Because the City has taken steps to professionalize the staff, the City has seen improved coordination between the intervention workers and the Los Angeles Police Department.

While the Ad Hoc Committee no longer exists, I know that you will continue to champion the issue as a member of the Public Safety Committee and I know our colleagues on the Committee will continue to work on the issue through other channels. Thank you again for your leadership and year's of dedication to the youth of Los Angeles.

Sincerely,



José Huizar
Councilmember, 14th District
City of Los Angeles

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(213) 485-8908 FAX

ED P. REYES
Councilmember, First District

October 14, 2009

Honorable Tony Cardenas
Councilmember, 6th District
City of Los Angeles
200 North Spring Street, Room 455
Los Angeles, CA 90012

Dear Councilmember Cardenas 

As a youth growing up in Northeast Los Angeles, I witnessed first hand the direct negative impact gang violence had on our neighborhoods. Later as a Councilmember, I understood, often with great frustration, what a focused city bureaucracy could have done in years past to have protected many of our communities, yet failed to do so.

So when the moment arose, I welcomed the opportunity to become a member of the Ad Hoc Committee on Gang Violence and Youth Development in hopes of revamping our city's collective focus towards serving our youth. Truth be told, our Council President could not have chosen a better leader for this committee.

Through your leadership, your committee was able to accomplish significant measures in not only curbing the gang culture of this city, but also addressing our own City culture which often seemed too uncoordinated and bureaucratic to address a growing problem. Those measures included:

- Passing of the First Source Hiring Ordinance which gave young Angelenos first chance at jobs generated by our own city dollars.
- Your meticulous boring down into each department's budgets to ensure accountability in the distribution of their respective resources for the benefit of our communities.
- Raising the status and relevance of those brave hearts who are often among the first to arrive at gang related incident—our gang intervention workers.



Honorable Tony Cardenas

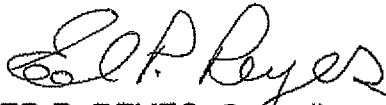
October 14, 2009

Page 2

- Spearheading the effort that allowed youth to have their respective names removed from gang-injunctions list. Your compassion allowed those who had earned their way off the list to renew their lives, but it also justifiably questioned the manner in which some of our youth were placed on this list in the first place.

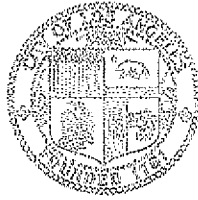
These are just a handful of the accomplishments of the Ad Hoc Committee on Gangs and Juvenile Justice under your chairmanship of which you, and this committee, should be proud. It has truly been an honor to have served with you.

Sincerely,



ED P. REYES, Councilmember
First District

Epr/tp



HERB J. WESSON, JR.
COUNCILMEMBER, 10TH DISTRICT

October 27, 2009

The Honorable Tony Cardenas
Councilmember, 6th District
City of Los Angeles
200 North Spring Street, Room 455
Los Angeles, CA 90012

Dear Councilmember Cardenas:

Thank you for your leadership and commitment in reducing gang violence citywide. For over four years, the Ad Hoc Committee on Gang Violence and Youth Development served as the City's legislative committee that oversaw all youth development and juvenile justice policy and funding issues. As such, the Committee has gained a considerable amount of knowledge regarding efforts to reduce violence citywide. The following Committee Report is a testament to the breadth and level of knowledge the Committee has garnered over the years.

I would especially like to highlight the following major accomplishments of the Ad Hoc Committee:

- Through the work of the Ad Hoc Committee, the nation's first comprehensive Community Based Gang-Intervention Model was developed and unanimously approved by the Los Angeles City Council on November 13, 2008. This model defines "gang intervention" and provides a blueprint for understanding and developing the infrastructure needed to support and expand intervention services and programs.
- The Ad Hoc Committee's work with the Los Angeles City Attorney's Office, community leaders and various community-based organizations in establishing the country's first gang injunction removal process is also worth noting. As a result of these efforts, Los Angeles became the first city to have an individual successfully petition to be officially removed from a gang injunction list. While one gang injunction removal is not enough basis to call these efforts a complete success, the Committee has helped chart a more realistic path for individuals who have positively redirected their lives to be removed from a gang injunction list.



- Recognizing the concerns and issues raised about the effectiveness and accountability of the City's various gang-related programs, the Ad Hoc Committee oversaw a major programmatic realignment of these programs in the consolidation and transition of gang violence-related prevention and intervention services and programs to the Mayor's Office of Gang Reduction and Youth Development. This new approach has introduced increased accountability and a more formal structure to the City's gang violence reduction strategy.
- As you know, for the past three and a half years I have been closely involved with Project SAVE, a program I developed with the non-profit organization Community Build to reduce gang violence and increase public safety in Council District 10. I want to acknowledge the Committee's willingness to work with Project SAVE particularly in the exchange and sharing of information, expertise and experience. Since Project SAVE was established in April 2006, it has evolved into an effective and replicable gang violence reduction program model using case management and intervention services. Some of Project SAVE's accomplishments include:

Safe Passage Programs at Four Schools. Project SAVE's programs to ensure that over 4,900 students can safely get to and from Dorsey High School, Hamilton High School, Hillcrest Elementary School and Cienega Elementary School have been credited for increasing attendance at these schools. Project SAVE's Dorsey High School Safe Passage Program was in fact cited as a best practices model by the California Attorney General's Safe Passage Partnership Manual.

Case Management and Crisis Intervention. Project SAVE works closely with its clients in attaining employment or education, including development of fundamental life and work readiness skills. Moreover, Project SAVE's intervention specialists have been available to respond to gang-related incidents and situations to reduce rumors and retaliations; diffuse tensions between rival gang members; and facilitate peaceful dialogues among gang members. The staff of Project SAVE not only holds weekly meetings to discuss ways to curb gang violence but also meet with the LAPD to facilitate safe public events.

Sports and Recreation Programming. Project SAVE recognizes that relationship building and positive interaction in a non-threatening environment fosters improved relations and reduces gang violence. Thus, over the past three years Project SAVE has hosted and supported team sports tournaments such as midnight basketball, flag football and co-ed softball for people 18 years and older. Project SAVE was the first in the city to invite gang intervention groups from various neighborhoods with high gang violence rates to participate in the tournaments, thus fostering positive interactions among gang members from neighborhoods in South Los Angeles, West Los Angeles, East Los Angeles, Watts, the Harbor Area and Hollywood. At the end of each tournament, a Project SAVE "All Star" team plays against an LAPD team allowing gang members to relate to LAPD officers in a different context.

- **Firefighter Training.** Project SAVE clients have also been active members of the Highlanders Forest Fighting Crew in which participants complete classroom instruction and physical endurance training to fight forest fires. Project SAVE's Highlanders have been deployed to fight fires at the Angeles National Forest and Inyo National Forest in 2008. In 2009, 17 Highlanders were deployed to fight the Osito Fire and the Station Fire, logging in 31 days for a total of 5,270 hours of field time.

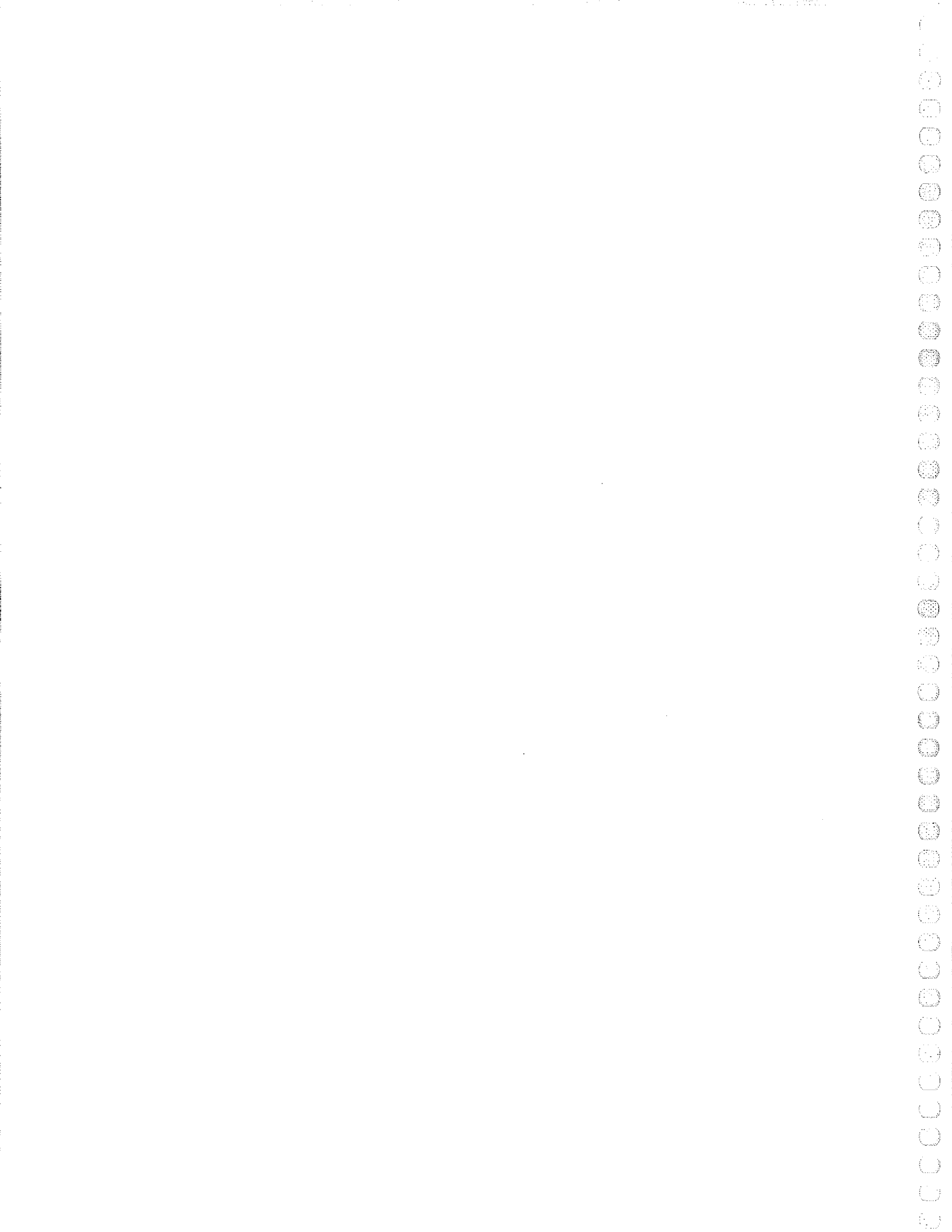
Youth Programming. To promote peace throughout the community; expose youth to positive activities; foster positive relationship building; and deter gang involvement and violence, Project SAVE has worked closely with my office to organize "Camping and Fishing with Herb Wesson" in the summer. For each of the past three summers 70-140 young people (8-12 years old) from at-risk environments have participated in this program held at Jim Gilliam Park (2007), Hansen Dam (2008) and Griffith Park (2009). The camp is provided free of charge – including transportation, food, lodging, activities, materials and clothing – so participation never hinges on a family's ability to pay. The camp provides the participants a safe environment in which they can experience outdoor activities; make new friends outside of the context of their usual environment; enjoy memorable new experiences; and get a glimpse of a life without gang violence.

It has been an honor to serve on the Ad Hoc Committee on Gang Violence and Youth Development with you, Councilmember Janice Hahn, Councilmember Jose Huizar, and Councilmember Ed Reyes. More importantly, we would all be remiss if we do not acknowledge that the Committee's accomplishments are due to the invaluable contributions from various city agencies, local community-based agencies, law enforcement, community leaders, experts and the many young people and their families who took the time to share their knowledge, expertise and life experiences with us. We owe them our gratitude and appreciation for all they have done.

Sincerely,


HERB J. WESSON, JR.
Councilmember, 10th District

HJW:CB:KB



SCREEN 1: Youth Services Eligibility Interview

Source: ____ school ____ church ____ parent/walk in ____ probation ____ law enforcement ____ other

INTERVIEW VERSION: READ AND RECORD RESPONDENT'S ANSWERS PLEASE PRINT

ID NUMBER _____

Current or last completed grade in school is: (circle one) 5th 6th 7th 8th 9th 10th

Sex: boy girl

Age: 10 11 12 13 14 15

Please read these choices and ask the youth to indicate which describes him/her.
Circle YES for all that apply and allow the youth to give more detail where indicated.

Are you African American / Black? 0 No 1 Yes

Are you Latino / Hispanic? 0 No 1 Yes, specify _____

Are you Asian / Pacific Islander 0 No 1 Yes, specify _____

Are you White / Anglo 0 No 1 Yes

Other 0 No 1 Yes, specify _____

Where you born? _____

Today's date is: _____

Six months ago was: _____

(NOTE TO SCREENER: Please help the youth think back to the time six months ago because this will come up in the questions. Please help the youth think of a frame of reference for this time. For example you might observe that six months ago was: "around the time school was out" or "around the 4th of July" or "just after Thanksgiving" or "at the beginning of the school year" or some other time frame that might be meaningful to the youth. This is very important for the reliability of answers that ask you to think back over the last six months.)

The purpose of this survey is to find youth who might choose to participate in the city's new programs designed to support youth development and reduce the influence of street gangs. Eligibility for the program is determined by this Youth Services Eligibility Interview. If your overall responses suggest that you may benefit from the program, you can be given the choice to participate at no charge to your family. This is not a test. The right answer is an honest answer. Your answers will be private.

Here are ten statements that may or may not describe you. Thinking back over the last six months, how true is each statement? For example, if the statement says: "I get along better with adults than with people my own age," is this true: always, often, half the time, rarely or never.

1. I try to be nice to other people because I care about their feelings.

1 always 2 often 3 half the time 4 rarely 5 never

2. I share things like food, pens or pencils or other small things with other people.

1 always 2 often 3 half the time 4 rarely 5 never

3. I get very angry and "lose my temper" (yell or get mad).

5 always 4 often 3 half the time 2 rarely 1 never

4. I am helpful if someone is hurt, upset, or feeling ill.

1 always 2 often 3 half the time 4 rarely 5 never

5. I do as I am told.

1 always 2 often 3 half the time 4 rarely 5 never

6. I try to scare people to get what I want.

5 always 4 often 3 half the time 2 rarely 1 never

7. I am accused of not telling the truth or cheating.

5 always 4 often 3 half the time 2 rarely 1 never

8. I offer to help parents, teachers, or children.

1 always 2 often 3 half the time 4 rarely 5 never

9. I take things that are not mine from home, school, or elsewhere.

5 always 4 often 3 half the time 2 rarely 1 never

10. I am kind to younger children.

1 always 2 often 3 half the time 4 rarely 5 never

A. SUM RESPONSES TO 1 thru 10 TOTAL A. _____

Next I'd like you to tell me how frequently you have done the following things over the last six months. For example, if I read the statement: "I talk to my friends on the phone after school." You answer how frequently you have done this over the last six months.

Choose: always, often, half the time, rarely or never. Do you understand the choices?

11. When I go out, I tell my parents or guardians where I am going or leave them a note.

1 always 2 often 3 half the time 4 rarely 5 never

12. My parents or guardians know where I am when I am not at home or at school.

1 always 2 often 3 half the time 4 rarely 5 never

13. My parents or guardians know who I am with, when I am not at home or at school.

1 always 2 often 3 half the time 4 rarely 5 never

14. I know how to contact my parents or guardians when they are not at home.

1 always 2 often 3 half the time 4 rarely 5 never

B. SUM RESPONSES TO ITEMS 11, 12, 13, 14 TOTAL B. _____

Sometimes things happen in young persons' lives that can make them nervous or can be upsetting. During the past year, did anything like that happen to you?

0 1

- | | | |
|---|----|-----|
| 15. Did you fail to go on to the next grade in school or fail a course in school? | No | Yes |
| 16. Did you get suspended or expelled from school? | No | Yes |
| 17. Did you "go out" on a date with a boyfriend or girlfriend for the very first time? | No | Yes |
| 18. Did you break up with a boyfriend or girlfriend? | No | Yes |
| 19. Did you have a big fight or problem with a friend? | No | Yes |
| 20. Did you start hanging out with a new group of friends? | No | Yes |
| 21. Did anyone you were close to die or get seriously injured? | No | Yes |
| 22. Did anything else happen to you over the past year that made you very nervous or was very upsetting to you? | No | Yes |

23. If yes, briefly describe what it was: _____

C. SUM RESPONSES TO 15 thru 22 (not 23) TOTAL C. _____

I'm going to read several statements. Please tell me how well the statement describes you. For example, if the statement is: "I am very good at playing sports," tell me how *strongly you agree or disagree* that this statement is true for you.

Choose: strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree.

24. I like to test myself every now and then by doing something a little dangerous.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

25. Sometimes I like to do something a little dangerous just for the fun of it.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

26. I sometimes find it exciting to do things that might get me in trouble.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

27. Excitement and adventure are more important to me than being safe.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

D. SUM THE RESPONSES TO ITEMS 24 THRU 27 TOTAL D. _____

28. I often do things without stopping to think if I will get in trouble for it.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

29. I think a lot about getting ready for my future.

1 STRONGLY AGREE 2 agree 3 neither agree nor disagree 4 disagree 5 STRONGLY DISAGREE

30. I care more about what happens to me now than what might happen to me later.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

31. I like to have fun when I can, even if I will get into trouble for it later.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

E. SUM THE RESPONSES TO ITEMS 28 THRU 31

TOTAL E. _____

32. It's okay to tell a small lie (or not tell the truth) if it doesn't hurt anyone.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

33. It's okay for me to lie (or not tell the truth) if it will keep my friends from getting in trouble with parents, teachers or police.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

34. It's okay for me to lie (or not tell the truth) to someone if it will keep me from getting into trouble with him or her.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

35. It's okay to steal something from someone who is rich and can easily replace it.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

36. It's okay to take little things from a store without paying for them because stores make so much money that it won't hurt them.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

37. It's okay to steal something if that's the only way I could ever get it.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

38. It's okay to beat people up if they hit me first.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

39. It's okay to beat people up if I do it to stand up for myself.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

40. It's okay to beat people up if they are threatening to hurt my friends or family.

5 STRONGLY AGREE 4 agree 3 neither agree nor disagree 2 disagree 1 STRONGLY DISAGREE

F. SUM RESPONSES TO ITEMS 32 THRU 40

TOTAL F. _____

Please be honest about how likely you are to go along with your friends in the following situations? Think about your friends over the last six months.

The choices for your answers are: Yes (definitely), probably, not sure, probably not, or No (definitely not). **Do you understand the choices?**

41. If your friends tried to get you involved with a new activity at school (such as a new club or team), would you go along with them and join the new activity?

1 Yes 2 probably 3 not sure 4 probably not 5 No

42. If your friends tried to get you to study more, would you still want to hang out with them?

1 Yes 2 probably 3 not sure 4 probably not 5 No

43. If your friends were getting you into trouble at home, would you still hang out with them?

5 Yes 4 probably 3 not sure 2 probably not 1 No

44. If your friends were getting you into trouble at school, would you still hang out with them?

5 Yes 4 probably 3 not sure 2 probably not 1 No

45. If your friends were getting you into trouble with the police, would you still hang out with them?

5 Yes 4 probably 3 not sure 2 probably not 1 No

G. SUM RESPONSES TO ITEMS 43, 44, 45 only

TOTAL G. _____

Think about your current friends. How many of your friends have done each of these things during the last six months. Your choices are: none, a few, half, most, or all of your friends.

During the last six months, how many of your friends have . . .

46. How many of your friends have followed their family's rules most of the time?

1 All 2 Most 3 Half 4 A few 5 None

47. How many of your friends have skipped school without an excuse?

5 All 4 Most 3 Half 2 A few 1 None

48. How many of your friends have stolen something?

5 All 4 Most 3 Half 2 A few 1 None

49. How many of your friends have attacked someone with a weapon (like a knife or a gun)?

5 All 4 Most 3 Half 2 A few 1 None

50. How many of your friends have sold marijuana or other illegal drugs?

5 All 4 Most 3 Half 2 A few 1 None

51. How many of your friends have used cigarettes, tobacco or alcohol?

5 All 4 Most 3 Half 2 A few 1 None

52. How many of your friends have used marijuana or other illegal drugs?

5 All 4 Most 3 Half 2 A few 1 None

53. How many of your friends have belonged to a gang?

5 All 4 Most 3 Half 2 A few 1 None

☐ suspect not honest (include documentation) **H. SUM ITEMS 47 thru 53 TOTAL H. _____**

Studies have found that young people sometimes break rules or laws. In this last section, I'd like you to be honest with me about rules or laws you may have ever broken or broken over the last six months .

For example, if the question asked: "Have you said something unkind or untrue about someone else?" Tell me if you have done this in the last 6 months (No or Yes) and then if you have ever done this at all (No or Yes). Do you understand?

Have you . . .	In last 6 months?		Ever?	
54. Skipped classes without an excuse?	No	Yes	No	Yes
55. Lied about your age to get into some place or to buy something?	No	Yes	No	Yes
56. Avoided paying for things such as movies, bus, or subway rides?	No	Yes	No	Yes
57. Purposely damaged or destroyed property not belonging to you?	No	Yes	No	Yes
58. Carried a hidden weapon for protection?	No	Yes	No	Yes
59. Illegally spray painted a wall or a building - "doing graffiti"?	No	Yes	No	Yes
60. Stolen or tried to steal something worth \$50 or <u>less</u> ?	No	Yes	No	Yes
61. Stolen or tried to steal something worth <u>more</u> than \$50?	No	Yes	No	Yes
62. Gone into or tried to go into a building to steal something?	No	Yes	No	Yes
63. Hit someone with the idea of hurting him/her?	No	Yes	No	Yes
64. Attacked someone with a weapon?	No	Yes	No	Yes
65. Used a weapon or force to get money or things from people?	No	Yes	No	Yes
66. Been involved in gang fights?	No	Yes	No	Yes
67. Sold marijuana or other illegal drugs?	No	Yes	No	Yes
68. Hung out with gang members in your neighborhood?	No	Yes	No	Yes
69. Participated in gang activities or actions (beyond just hanging out)	No	Yes	No	Yes
70. Been a member of a gang?	No	Yes	No	Yes

☐ suspect not honest (include documentation) I. Count "yes" for "Ever" TOTAL I. _____

Finally some questions about using tobacco, alcohol and drugs.

	How often in last 6 months?					Ever?	
71. Used cigarettes or other tobacco products	4 Daily	3 Weekly	2 Monthly	1 Rarely	0 Never	No	Yes
72. Used alcohol	4 Daily	3 Weekly	2 Monthly	1 Rarely	0 Never	No	Yes
73. Used marijuana or other illegal drugs	4 Daily	3 Weekly	2 Monthly	1 Rarely	0 Never	No	Yes
74. Paint, glue, or other things you inhale to get high	4 Daily	3 Weekly	2 Monthly	1 Rarely	0 Never	No	Yes

☐ suspect not honest (include documentation) J. Sum for "How often" TOTAL J. _____

ID _____

Version dated MAY 22, 2009

→ Please record all synonyms or paraphrasing used to help the youth understand a question.

→ Please record any additional information that can help improve clarity and cultural sensitivity.

→ Please add any additional information that came up about the youth.

SECTION A: Q 1 - 10

SECTION B: Q 11 - 14

SECTION C: Q 15 - 23

SECTION D: Q 24 - 27

SECTION E: Q 28 - 31

SECTION F: Q 32 - 40

SECTION G: Q 41 - 45

SECTION H: Q 46 - 53

SECTION I: Q 54 - 70c

SECTION J: Q 71 - 74

COMMENTS:

ID _____

MAY 26, 2009

SCREEN 2: Youth Services Eligibility Interview

(Interview Version: not formatted for self administration)

PLEASE PRINT IN BLACK INK

ID NUMBER _____

INTERVIEWER _____

REFERRAL SOURCE: (CHOOSE ONE)

____ school counselor ____ other school ____ church ____ parent/walk in
____ probation ____ law enforcement ____ other please specify: _____

LOCATION OF INTERVIEW: _____ (do not give address e.g., "youth's home")

READ AND RECORD RESPONDENT'S ANSWERS TO THE FOLLOWING:

Current or last completed grade in school is: (circle one)

5th 6th 7th 8th 9th 10th

Sex: boy girl

Age: 10 11 12 13 14 15

Please read these choices and ask the youth to indicate which describes him/her.
Circle YES for all that apply and allow the youth to give more detail where indicated.

Are you African American / Black? 0 No 1 Yes

Are you Latino / Hispanic? 0 No 1 Yes, specify _____

Are you Asian / Pacific Islander 0 No 1 Yes, specify _____

Are you White / Anglo 0 No 1 Yes

Other 0 No 1 Yes, specify _____

Where were you born? _____

Today's date is: _____

*Six months ago was : _____

(*NOTE TO SCREENER: Please help the youth think back to the time six months ago because this will come up in the questions. Please help the youth think of a frame of reference for this time. For example you might observe that six months ago was: "around the time school was out" or "around the 4th of July" or "just after Thanksgiving" or "at the beginning of the school year" or some other time frame that might be meaningful to the youth. This is very important for the reliability of answers that ask you to think back over the last six months.)

(ONE SHOWCARD: You may use the two-sided show card for this interview. The agree-disagree response set is on one side and the yes-no response set is on the other.)

ID _____

MAY 26, 2009

The purpose of this survey is to learn more about youth who choose to participate in the city's new prevention programs. This is not a test. The right answer is an honest answer.

Here are some statements about your experiences at school over the last 6 months.

Do you: strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree

1. I try hard in school.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

2. Homework is a waste of time.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

3. It is worth it to put up with things that I don't like about school because education is so important.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

4. I like school.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

5. Grades are very important to me.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

6. I usually finish my homework.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

7. If you had to choose between studying to get a good grade on a test or going out with your friends, which would you do?

5 Go with friends 4 Probably go with friends 3 Not sure 2 Probably study 1 Study

K. Sum 1 - 7

SCORE K. _____

What's going on in the neighborhood where you live? Answer NO or YES.

8. Is there a lot of talk about gangs around your neighborhood?

No Yes

9. Is there a lot of gang activity around your neighborhood?

No Yes

10. Are there enemy gangs close by?

No Yes

11. Is there pressure on neighborhood kids to join gangs?

No Yes

12. Among kids in your neighborhood, is it important to be a member of a gang?

No Yes

13. Are any of the people living on your street members of a gang?

No Yes

L. Count of "yes"

SCORE L. _____

Are there "unspoken rules" in your neighborhood about how you should be acting? For example, if the statement says: "In my neighborhood, people have to be careful where they go after it gets dark," choose how *strongly you agree or disagree* that this is true in your neighborhood. Do you understand?

14. In my neighborhood, if kids are insulted or threatened by another kid, parents want them to talk their way out of it rather than fight.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

15. In my neighborhood, other kids respect someone if they are willing to fight.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

16. To avoid getting hurt out in my neighborhood, it's important to avoid conflict with strangers.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

17. In my neighborhood, parents teach their kid to fight back if the kid is insulted or threatened.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

18. In my neighborhood, if a loved one is disrespected, people are supposed to "get even" (even if it means hurting the other person).

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

19. In my neighborhood, people often act tough to avoid being threatened with violence.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

20. In my neighborhood, people who own guns are often looked-up to and respected.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

21. If someone insults or threatens you in my neighborhood, you are expected to just ignore it.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree

M. sum 14 - 21

SCORE M. _____

What do adults in your neighborhood do?

22. Adults would try to stop it, if they saw kids hanging out on a street corner instead of being at school.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

23. Adults would try to stop it, if they saw kids spray-painting graffiti on a local building.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

24. Adults would try to stop it, if they saw kids showing disrespect to an adult.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

25. Adults would try to stop it, if they saw a fight break out in front of their house.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

26. Adults would try to stop it, if the neighborhood school was going to be closed down and students would have to go to another school farther away.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

27. Adults in my neighborhood are willing to help their neighbors.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

ID _____

MAY 26, 2009

28. Adults in my neighborhood generally get along very well with each other.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

29. In my neighborhood, adults are friendly and know each other.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

30. Adults in my neighborhood trust one another.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

31. Adults in my neighborhood share the same morals or standards.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree

N. sum 22-26 & sum 27-31**SCORE N1. _____ N2. _____****Here are some questions about the friends you get together with when you are not at home.**

32. Some people have friends that they spend time with, do things with, or just hang out together.

Do you have friends like this?

0 No 1 Yes

In the next questions we call these friends, "your group of friends" or "your group".

33a. How old are most of the other people in your group of friends?

under age 12 age 12 to 15 age 16 to 18 age 19 to 25 over age 25 no group of friends

33b. Think about most of the friends in your group, how old is the youngest? How old is the oldest?

_____ youngest _____ oldest 9 no group of friends

34. Does your group of friends spend a lot of time together in public places like the park, the street, shopping areas, or out the neighborhood?

0 No 1 Yes 9 no friends

35. How long has this group existed?

1 less than 3 months	4 five to 10 years
2 three months to less than one year	5 eleven to 20 years
3 one to 4 years	6 more than 20 yrs

9 no group of friends

36. Is doing illegal things accepted or okay for your group?

0 No 1 Yes 9 no friends

37. Do people in your group actually do illegal things together?

0 No 1 Yes 9 no friends

38. Do the others in your group approve or think it is okay for you to:

a. take something that doesn't belong to you?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree
b. get into a fight with someone?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree
c. use a weapon against someone?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree

39. Do the others in your group expect you to: (because it is "part of what we do")

a. take something that doesn't belong to you?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree
b. get into a fight with someone?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree
c. use a weapon against someone?	5 strongly agree	4 agree	3 neither agree nor disagree	2 disagree	1 strongly disagree

40. Do you consider your group of friends to be a gang?

0 No 1 Yes 9 no friends

41. Have you been involved in any gang activities over the last six months?

0 No 1 Yes

42. Have you ever been a gang member?

0 No 1 Yes

43. Are you currently a gang member?

0 No 1 Yes

☐ suspect not honest (include documentation)**O. SCORE O1. _____ O2. _____**

44a. Does your group of friends have a name? What is the name? _____

44b. Please tell me three things that you and others in your group of friends do together.

**THE NEXT QUESTIONS ARE ABOUT THIS GROUP OF FRIENDS THAT YOU JUST DESCRIBED
DO YOU UNDERSTAND?**

How do you feel about being a part of this group of friends? How strongly do you agree or disagree with each statement. You have six choices for your answer:

Strongly agree, agree, neither agree nor disagree, disagree, strongly disagree or no group of friends

45. < MY GROUP OF FRIENDS > has a lot to do with how I feel about myself.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no group of friends

46. When you see others in < MY GROUP OF FRIENDS > it is like you are seeing me.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no group of friends

47. Belonging to < MY GROUP OF FRIENDS > is an important part of me and who I am.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no group of friends

48. < MY GROUP OF FRIENDS > has almost nothing to do with what kind of person I am.

1 strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree 9 no group of friends

49. < MY GROUP OF FRIENDS > is a big part of my life.

5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no group of friends

50. Look at the bull's eye picture. The center of the bull's eye has a number 5 in it. The ring farthest from the center has a 1 in it. Imagine that the bull's eye represents your group of friends.

How close or far from the center of this group are you?
Choose the number on the bull's eye that best describes how active you are in this group.

"active" means being a part of whatever the group does

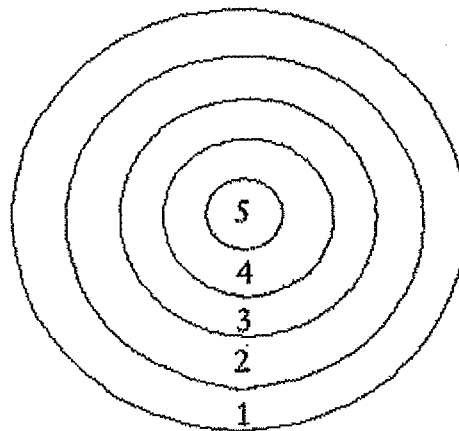
Choose 5 if you are a leader in this group.

Choose 4 if you are very active in this group.

Choose 3 if you are active in this group.

Choose 2 if you are rarely active in this group.

Choose 1 if you are not active in this group.



P. sum 45-49

SCORE P. _____

Q50 SCORE Q. _____

Besides hanging out with your group of friends, think about any other activities you have been involved in during the last six months anywhere in your community -- at school, a park, a library, a religious center, or anywhere else. Have you been involved in . . .

- | | | |
|--|----|-----|
| 51. Any kind of <u>sports or athletic team</u> ? | No | Yes |
| 52. Any other kind of activity or group <u>at school</u> (other than sports)? | No | Yes |
| 53. Any other activity or group somewhere else in the <u>community (other than sports)</u> ? | No | Yes |
| 54. Any kind of ongoing <u>religious</u> group or activity? | No | Yes |
| 55. Activities with your <u>family</u> that you do outside of your home? | No | Yes |
- 56a. Out of all the activities you thought of, not counting family activities, choose one activity group that is the most important to you. What is the name of this activity group? _____

56b. Please tell me three things that you and others in this activity group do together.

NEXT QUESTIONS ARE ABOUT THE ACTIVITY GROUP YOU JUST DESCRIBED. UNDERSTAND?

57. < MY ACTIVITY GROUP > has a lot to do with how I feel about myself.
 5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no activity group
58. When you see others in < MY ACTIVITY GROUP > it is like you are seeing me.
 5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no activity group
59. Belonging to < MY ACTIVITY GROUP > is an important part of me and who I am.
 5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no activity group
60. < MY ACTIVITY GROUP > has almost nothing to do with what kind of person I am.
 1 Strongly agree 2 agree 3 neither agree nor disagree 4 disagree 5 strongly disagree 9 no activity group
61. < MY ACTIVITY GROUP > is a big part of my life.
 5 strongly agree 4 agree 3 neither agree nor disagree 2 disagree 1 strongly disagree 9 no activity group
62. Look at the bull's eye picture. Imagine that the bull's eye represents your activity group.

How close or far from the center of this group are you? Choose the number on the bull's eye that best describes how active you are in this group.

"active" means being a part of whatever the group does

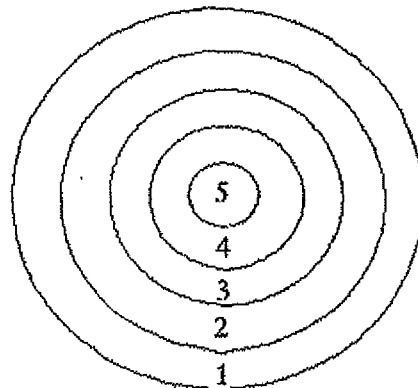
Choose 5 if you are a leader in this group.

Choose 4 if you are very active in this group.

Choose 3 if you are active in this group.

Choose 2 if you are rarely active in this group.

Choose 1 if you are not active in this group.



63. How many of the people in this activity group are also in the group you hang out with, that is the friends you talked about in the previous section?

5 none or almost none 4 a few 3 about half 2 many 1 all or almost all 9 no activity group

R. sum 51-55 / sum 57-61

SCORE R. _____

Q62 SCORE S. _____

ID _____

MAY 26, 2009

Finally we have a few questions about your family.

64. How many people are in your family? Count everyone that you think of as being in your family?

_____ (write in the number)

65. How many people in your family think it is OK for you to wait until you finish high school before you get a full time job?

_____ (write in the number)

66. How many people in your family think it is OK for you to wait until you finish college before you get a full time job?

_____ (write in the number)

67. How many people in your family think that you probably will get a good job someday?

_____ (write in the number)

68. How many people in your family think it is OK for you to join a gang?

_____ (write in the number)

69. How many people in your family think that you probably will join a gang someday?

_____ (write in the number)

70. How many people in your family want you to join a gang someday?

_____ (write in the number)

71. How many people in your family are in a gang now?

_____ (write in the number)

72. How many people in your family were in a gang in the past?

_____ (write in the number)

☐ suspect not honest

T. _____

SCORE T. _____

ID _____

MAY 26, 2009

- Please record all synonyms or paraphrasing used to help the youth understand a question.
- Please record any additional information that can help improve clarity and cultural sensitivity.
- Please add any additional information that came up about the youth.

SECTION K: Q 1 - 7

SECTION L: Q 8 - 13

SECTION M: Q 14 - 21

SECTION N: Q 22 - 31

SECTION O: Q 32 - 43

SECTION P & Q: Q 44 - 50

SECTION R & S: Q 51- 63

SECTION T: Q 64 - 72

COMMENTS:



OFFICE OF
CONTROLLER

200 N. MAIN STREET, RM 300
LOS ANGELES 90012
(213) 978-7200
www.lacity.org/ctr

May 12, 2009

Reverend Jeff Carr, Deputy Mayor
Office of the Mayor, Gang Reduction and Youth Development
200 N. Spring St, 2nd Floor
Los Angeles, CA 90012

Dear Reverend Carr:

**SUBJECT: EVALUATION OF GRYD'S RESPONSE TO THE CONTROLLER'S
FOLLOW-UP AUDIT OF THE BLUEPRINT FOR A
COMPREHENSIVE CITYWIDE ANTI-GANG STRATEGY**

My Audit Division evaluated your response, dated March 31, 2009, to the report entitled, "Follow-up Audit on the Blueprint for a Comprehensive Citywide Anti-Gang Strategy." There are a few items that require clarification to ensure your plans will meet the intent of the Blueprint's recommendations.

Overall Implementation Rate

One comment serves to clarify how the Controller's Office reports audit implementation status. In your response, you indicated that GRYD had achieved a 93% implementation rate of the Blueprint's recommendations. We recognize that many of the recommendations require a long-term strategy. Because we did not want to detract from current efforts by focusing on the relatively few recommendations that could be implemented quickly, our follow-up report provided a detailed implementation status for each recommendation. An implementation rate is determined based on those recommendations which have been fully satisfied by a completed course of action. Of the 125 recommendations in the report, our audit found that while some progress has been made on 96 recommendations, we determined that only 17 recommendations

Reverend Jeff Carr
May 12, 2009
Page 2 of 3

were fully implemented; equaling a 14% implementation rate. I hope this will prevent any misunderstandings on how our future follow-up results may be reported.

Coordinate Anti-Gang and Youth Development Programs

Your response indicates that you agree that coordination of all City youth development programs is important. However, you reiterate that the GRYD Office's priority is to focus the City's resources on programs to address the youth and neighborhoods with the greatest risk and greatest need.

As we noted in the audit, there are risks associated with not ensuring that adequate coordination of services takes place between anti-gang and youth development programs while they are being independently administered. While we acknowledged the formal MOU for GRYD clients to receive WIA services from Community Development Department (CDD) and the plans to refer youth to appropriate programs administered by CDD, we recommended that the GRYD Office implement specific plans and procedures to ensure adequate coordination and minimize duplicate services or gaps in services. Your response does not address whether or how any additional efforts to coordinate anti-gang and youth development services are planned.

GRYD Cabinet Role & Need for Strategic Plan

In your response, you disagree with the recommendation to modify the GRYD Cabinet's role to that of a policy-making body and assert that the GRYD Action Plan entitled "Healing Our Neighborhoods" is the City's long-range vision and strategic direction. While we agree that policy decisions are ultimately the responsibility of the Council and Mayor, it is critical that the City's decision makers receive information and recommendations from the appropriate entity such as the Cabinet, which is responsible for providing oversight to those functions/entities accountable for carrying out the intent of the City's policies and overseeing policy implementation.

The follow-up audit identified the need for the Cabinet to change its role from directly developing and coordinating specific programs to one that sets out the plan for City departments and others to follow. We concur that the document "Healing Our Neighborhoods" lays out the mission and vision of GRYD and describes the model that would be followed. However, we concluded that this document did not serve the purpose of a strategic plan, since it did not include specific goals and objectives with measureable indicators of performance. Further, there was not a clear delineation of Cabinet members' roles and responsibilities, and how responsible agencies/entities would work together to accomplish these goals.

A strategic plan should delineate the approach for meeting identified needs through established goals and objectives, as well as defining the roles and responsibilities of participating entities. Your response indicates that the roles and responsibilities of

Reverend Jeff Carr
May 12, 2009
Page 3 of 3

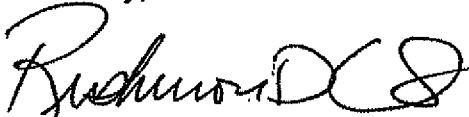
GRYD Cabinet members will be better articulated and a mechanism to track action items will be created.

City Department Evaluations

Your response concurs with the recommendation that all City programs relating to youth development should be evaluated for their effectiveness, but that your office lacks the resources to do so. We acknowledge that this important recommendation requires time and effort to develop a comprehensive program evaluation(s), to execute the evaluation(s) and to possibly recommend program changes or terminations based on the results. We are not suggesting that the GRYD Office be solely responsible for carrying out these steps on its own, but that GRYD act as the lead agency to effect these needed assessments. I encourage the Mayor's Office to help GRYD expand its focus and influence beyond gang reduction efforts and be the City's lead agency to ensure youth development programs throughout the City are appropriately evaluated for effectiveness.

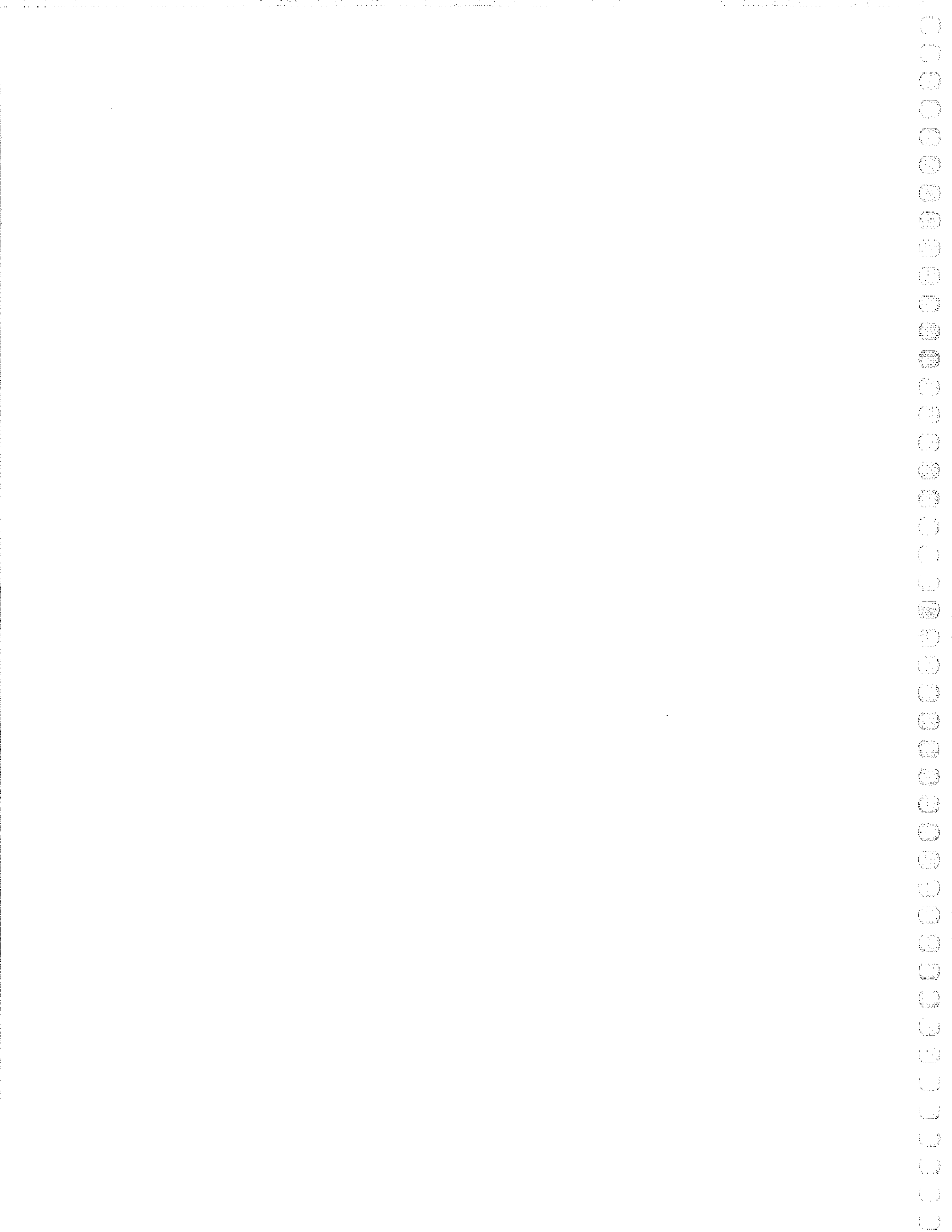
A second follow-up audit for the Blueprint for a Citywide Anti-Gang Strategy is planned for the coming Fiscal Year, and auditors will focus their attention on issues that are in progress. If you have any questions or comments, please contact Farid Saffar, Director of Auditing at (213) 978-7392.

Sincerely,



RUSHMORE D. CERVANTES
Acting City Controller

cc: Raymond Ciranna, Interim City Administrative Officer
June Lagmay, City Clerk
Gerry F. Miller, Chief Legislative Analyst
Council President Eric Garcetti, CD 13
✓ Councilmember Tony Cardenas, CD 6, Chair, Ad Hoc Committee on
Gang Violence and Youth Development
Councilmember Jack Weiss, CD 5, Chair, Public Safety Committee





OFFICE OF THE MAYOR
ANTONIO R. VILLARAIGOSA

March 31, 2009

Laura N. Chick
Controller
City of Los Angeles
200 N. Main Street
Room 300
Los Angeles, California 90012

Re: Follow-up Audit of the Blueprint for a Comprehensive Citywide Anti-Gang Strategy

Dear Ms. Chick:

Enclosed please find the response of the Mayor's Office of Gang Reduction and Youth Development ("GRYD") to the Follow-up Audit of the Blueprint for a Comprehensive Citywide Anti-Gang Strategy ("Audit"). We appreciate the time and thought that your office devoted to the Audit and have carefully considered its comments and recommendations.

We further appreciate your finding that in the short time the GRYD Office has been in existence "significant steps and progress have been made." While we agree that, as you put it, "the house has yet to be built" in that providers to deliver prevention and intervention services based on the data driven, needs-based models that we have developed are just starting up, we believe that far more than a "preliminary framework" was created in the eight months covered by your Audit. In particular, we note that contrary to the observation in your cover letter, there is indeed a vision statement in place to guide the delivery of gang reduction and youth development services in the City. That is "Healing Our Neighborhoods: A Citywide Partnership to Combat Gang Crime." That document was issued in July 2008 and draws on the work of the Community Engagement Advisory Committee commissioned by the City Council's Ad Hoc Committee on Gang Violence and Youth Development as well as the reports of the Advancement Project and your own Blueprint. The Mayor is so committed to that vision that he has had it posted on his website.

We address the other observations in your letter in the enclosed response. We understand that the Community Development Department will be separately addressing the portions of your Audit that are specifically addressed to the programs being administered by that Department.

We are mindful that, as you say in your cover letter, "millions of grandparents, parents and young people are counting on us to deliver...to stem the gang crisis." That has been my unwavering focus since I was appointed by the Mayor to head the GRYD Office. As you read

the response to the Audit and the accompanying report detailing the accomplishments of the GRYD Office from its inception in July 2008 through December 31, 2008, I believe you will conclude that where we have not followed your recommendations (as, for example, deciding not to seek responsibility for all City youth development programs at this time), it has been in order to assure that we devoted optimal effort to addressing the City's gang problems.

Sincerely,



Rev. Jeff Carr
Director of Gang Reduction and Youth Development

Enclosures

cc:

Farid Saffar, CPA, Director of Auditing
Ray Ciranna, Interim City Administrative Officer
Karen E. Kalfayan, City Clerk
Gerry F. Miller, Chief Legislative Analyst
Council President Eric Garcetti, CD 13
Councilmember Tony Cardenas, CD 6, Chair, Ad Hoc Committee on Gang Violence and Youth Development
Councilmember Jack Weiss, CD 5, Chair, Public Safety Committee

**RESPONSE OF THE MAYOR'S OFFICE OF
GANG REDUCTION AND YOUTH DEVELOPMENT TO THE
CONTROLLER'S FEBRUARY 26, 2009 "FOLLOW-UP AUDIT OF THE BLUEPRINT
FOR A COMPREHENSIVE CITYWIDE ANTI-GANG STRATEGY"**

Introduction and Background

The Mayor's Office of Gang Reduction and Youth Development ("GRYD Office") appreciates the time and thought that the Controller and her staff devoted first to the 2008 "Blueprint for a Comprehensive Citywide Anti-Gang Strategy" ("Blueprint") and more recently to the Follow-up Audit ("Audit"). We have carefully reviewed the comments and recommendations in that Audit. We provide our responses below, attempting for ease of reference to address subjects in the order in which they appear in the Audit.

The Audit states that the GRYD Office became operational in July 2008 and covers activities from that point through February 2009. As noted in the Audit, the GRYD Office "has made considerable progress implementing the new anti-gang strategy." (Audit at iv.) In fact, of the 122 specific recommendations outlined in the Blueprint (included as Attachment A to the Audit), the Audit concludes that the GRYD office has either implemented or made progress in implementing 113. That is a 93% implementation rate in eight months. Rather than recite the accomplishments of the Office in this response, we attach the Office of the Mayor's GRYD Status Report for the period July 1, 2008 – December 31, 2008, delivered to the City Council by cover letter dated February 11, 2009.

Create a Single Office to Coordinate Anti-Gang Services

In this section of the Audit, the Controller notes that the Blueprint recommended that all of the City's youth development and anti-gang efforts be centralized within one organization while, "[u]nder the current design, ... the GRYD Office will administer programs that are geared

to youth at the highest risk for joining gangs, as well as targeted intervention programs and coordination of other anti-gang programs." (Audit at 4.) As we discuss further below, we agree that coordination of all City youth development programs is important; however, we believe that to be most effective in accomplishing the goals of reducing the City of Los Angeles' unacceptably high levels of gang violence and gang membership, the GRYD Office must at this time focus on creating and administering programs that expressly address those goals.

Such an approach is particularly appropriate given criticisms that both the Controller's Office and the Advancement Project offered of earlier gang reduction efforts. For example, the Advancement Project stated that it was "important to distinguish between general and gang focused programming." (Advancement Project, Phase III Report ("AP") at page 1 of Recommendations.) It also called for the development of "an entire repertoire of carefully defined programs designed to address the special circumstances of gangs...." (AP at 4.) In the Blueprint, the Controller reported that as of the time of that February 2008 report, "[m]any of the dollars now spent on prevention are not targeting the youth most at risk," and noted the need to distinguish between programs aimed at the general youth population and critical to building healthy cities and programs directed to at-risk youth and the gang population. (Blueprint at 2, 8-9.) Since its creation, the GRYD Office's clear priority has been to develop an entire repertoire of carefully defined programs designed to address the special circumstances of gangs and to capture and focus the City's scarce resources -- as quickly and as effectively as possible -- to the youth and neighborhoods with the greatest risk and greatest need.

In the Audit, the Controller notes that the primary difference between what the Blueprint proposed with respect to youth development programs and what now is being done is that the Human Services and Neighborhood Development programs remain at the Community

Development Department ("CDD"). (We note parenthetically that the model adopted by the City Council with the support of the Controller at the time the GRYD Office was created did not transfer these CDD managed programs to the GRYD Office.) The Audit further observes that CDD has developed plans to redesign their youth and family services programs to address concerns noted in the Blueprint and comments that "[w]ith appropriate coordination and oversight, these alternatives can also be successful." (Audit at 7.) The GRYD Office has been working closely with CDD to coordinate initiatives and programs. There is already in place a formal Memorandum of Understanding ("MOU") that creates a collaboration between the GRYD Office and CDD to deliver Workforce Investment Act services to 500 clients (10% of the anticipated total number of clients served by the citywide system) who are present within GRYD Zones who are gang affiliated, ex-gang affiliated, and/or ex-offenders. Further, CDD and the GRYD Office are developing procedures for referring youth who are not in need of specific gang prevention services but still require assistance through general youth population services to CDD so that they will participate in CDD youth programs. Additionally, the GRYD Office has reviewed CDD's program redesign and has indicated that the programs will be assessed by the Mayor's Office in three years to determine whether it is appropriate for CDD to retain youth development programs or whether complete consolidation will then be pursued.

Coordination of Anti-Gang Efforts Through the GRYD Cabinet and by Building Partnerships With LAUSD, LA County, and Other Local Agencies

The Audit suggests that the GRYD Cabinet "should act as a policymaking body" and that it should establish a strategic plan. (Audit at 9.) While we understand and accept many of the observations in the Audit about the role of the GRYD Cabinet, and believe that in appropriate circumstances the Cabinet can *recommend* the adoption of particular policies, it is the Mayor and the Council who are charged with setting policy for the City. Drawing on the work of the

Community Engagement Advisory Committee commissioned by the City Council's Ad Hoc Committee on Gang Violence and Youth Development as well as the AP and Blueprint reports, the City has issued a vision document that informs the work of both the GRYD Office and the GRYD Cabinet. It is "Healing Our Neighborhoods: A Citywide Partnership to Combat Gang Crime," issued in July 2008 and posted on the Mayor's web site. That document provides the long-range vision and strategic direction for the City and the GRYD Cabinet.

Given the existing focus of the GRYD Office and the vast amount of work that needs to be done to enhance collaboration and coordination of gang reduction programs and activities, we do not agree that it is appropriate at this time for the GRYD Cabinet to expand its role "to oversee general youth development strategy and program policy," as is suggested in the Audit (at page 9). However, we do agree that the GRYD Cabinet should better articulate the roles and responsibilities of participants and create a mechanism to track action items.

We continue to believe that the best way for the participants in the GRYD Cabinet to achieve enhanced coordination and collaboration and to identify service gaps at this stage in the process is to focus on specific programs (like Summer Night Lights and Safe Passages) and particular GRYD Zones, and to build on the knowledge and experience gained in those efforts to achieve enhanced coordination, collaboration and identification of service gaps on a citywide basis.

The Audit specifically addresses the topic of partnerships with LAUSD and the County in a separate section of the report (Section II); however, it also notes the role of these entities in regard to the GRYD Cabinet so we address that topic here. While more work certainly needs to be done to create full partnership between the City and LAUSD with respect to gang reduction efforts, representatives of LAUSD have been regular participants at GRYD Cabinet meetings

and LAUSD currently is working with the GRYD Office, the Commission for Children, Youth and Their Families, LAPD and the City Attorney to develop a Safe Passages program that is intended to maximize city and non-city resources within the neighborhoods and schools of Los Angeles that are at highest risk for potential safety concerns.

The GRYD Office, the GRYD Cabinet, and individual participants in the GRYD Cabinet are working closely with the County as it embarks on the development of its own Gang and Violence Reduction Strategy (and, as the Audit notes, representatives of the County CEO sit on the GRYD Cabinet and representatives of the GRYD Office and other City agencies participate in the County Steering Committee). The GRYD Cabinet discussed the County CEO's January 6, 2009 proposal concerning the development of the countywide strategy at its February meeting and have been in communication with the County to provide additional collaboration in this area. A copy of the GRYD Cabinet's letter dated March 3, 2009 to the County CEO is attached. That letter notes, inter alia, that having learned that the County had identified Pacoima as one of its four demonstration sites, the GRYD Cabinet determined to add the City Pacoima/Foothill GRYD Zone as a pilot zone for the enhanced coordination of City gang reduction efforts with the idea that having a City pilot GRYD Zone proximate to (indeed, overlapping with) a County demonstration site would provide the City and County with an area in which they can work together to develop a blueprint for enhanced coordination throughout the two jurisdictions. Such coordination has indeed started, with the creation of a local advisory committee to inform both the City and the County's efforts and with consultation between the City and the County concerning the needs assessment on which the County has recently embarked.

Conduct Needs Assessments

We are proud of the Controller's finding that the GRYD Office "has taken critical steps in a data-driven approach to providing anti-gang services" through the identification of the GRYD Zones, the conduct of formal community needs assessments in each Zone, and utilization of the needs assessments to develop requests for proposals for prevention and intervention services as well as to assist in the contract selection process. (Audit at 15.) We understand the Controller's concern that short time frames were allocated for the completion of the needs assessments but are gratified that the Audit also concluded that the assessments were "quality assessments." (Audit at 16.) As the Controller's Office can appreciate, it was essential that the needs assessments be completed as promptly as possible consistent with quality in order to be able to move forward to the actual provision of vitally needed services.

Although no social science or equivalent researcher is included as a member of the Local Advisory Committee ("LAC") that now is being piloted in the GRYD Zones, we believe that the LAC, in consultation with the GRYD Office's Program Managers and Manager for Program Planning, Compliance & Evaluation, will be focused on changing needs in the community and able to determine whether further needs assessments are appropriate. As the Audit itself notes, the characteristics and needs of a community are not static. (Audit at 16.) Rather than put communities on schedules of periodic needs assessments, we believe that the timetable for updated assessments should be based on what is occurring in the local community. We do agree that it likely will be appropriate to conduct a needs assessment five years after the prior assessment if circumstances in a community have not suggested that one be undertaken sooner. As recommended in the Audit, the GRYD Office does plan to seek the active participation of key stakeholders, including from LAUSD and appropriate County agencies, on the LACs.

We are mindful of the Controller's concern that areas outside the GRYD Zones not be neglected in the gang reduction effort. However, we believe it is critical that prevention and intervention resources be concentrated in the parts of the City that manifest the greatest need: unfortunately for the local residents, the GRYD Zones cover neighborhoods with per capita gang violence four times that of the rest of the City. Nonetheless, mindful that gangs and gang violence also exist outside the GRYD Zones, we have made certain prevention and intervention funds available in other areas of the City based upon a showing of need. The GRYD Office has awarded four contracts for prevention and four contracts for intervention based on the articulated need in parts of the City outside the GRYD Zones.

The GRYD Office has previously informed the Controller that while we acknowledge the merits of departmental needs assessments (and may consider them as a long-term objective), there are no immediate plans to require GRYD Cabinet member departments to develop and submit needs assessments specifically addressing gang reduction and youth development efforts. The Department of Recreation and Parks recently conducted a department-wide needs assessment and CDD has prepared a Consolidated Plan as mandated by the US Department of Housing and Urban Development (HUD). We anticipate that the GRYD Office and the GRYD Cabinet will use these materials to inform their collaborative gang reduction efforts.

Gang Intervention Agencies and Re-Entry Services

The Audit notes that the GRYD Office, in structuring the relevant RFP and contracts as well as in the design of the Community Violence Intervention Academy, has addressed a number of the Controller's concerns, as expressed in the Blueprint, concerning intervention workers, specifically with respect to background checks, training, and supervision. (Audit at 21-22.) As recommended by the Audit, the GRYD Office also will take steps to monitor the intervention

contractors to provide adequate training and supervision on an on-going basis. The GRYD Office will directly oversee background checks with all gang intervention staff through the City's Personnel Department.

The Audit also references the importance of working with LAUSD to coordinate crisis intervention services. (Audit at 12.) We concur and will work with LAUSD and the Los Angeles Police Department to develop an appropriate protocol and formal MOU relating to crisis response.

The GRYD Office has been meeting with representatives of the Los Angeles County Probation Department to identify individuals with prior gang affiliation present in the GRYD Zones who will soon be released from Probation facilities (ie. juvenile hall, camp) so that efforts can be made to provide services upon their re-entry into the community to prevent their participation in gang-related activities. The Audit suggests that formal MOUs or other formal working relationships be established between the GRYD Office, the Probation Department and other appropriate County agencies regarding re-entry and other services. (Audit at 13.) We agree with this recommendation and will pursue it.

Establish Rigorous Performance Measures and Conduct Evaluations of City and Contracted Programs

In her cover letter transmitting the Audit, the Controller expresses the view that "[s]pecific performance objectives and the entire evaluation piece should have been worked out at the front end before new contracts were awarded to gang service providers." We respectfully disagree. Given the urgency of the problem, the GRYD Office proceeded in the most efficient, effective way to marshal as many resources as possible, as quickly as possible, to the targeted neighborhoods that needed them most. In doing so, moreover, the Office was guided --and the service providers are being held to -- express and specific performance objectives. These not

only have been set out in the relevant RFPs and contracts; they were developed with the assistance of many of the very same subject matter experts who, on a pro bono basis, developed the scope of work for the evaluation RFP and participated in the selection of the evaluation provider.

The evaluation provider has now been selected. It will be The Urban Institute ("UI") in collaboration with Harder + Company Community Research ("Harder"). (UI conducted the evaluation of the national Gang Reduction Program for the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention at four locations including Boyle Heights. Harder performed the baseline needs assessments in three of the GRYD Zones.) The GRYD Office is working with UI and Harder to assure that the data being collected and submitted by the service providers will be consistent with the requirements of the evaluation. Mindful of the data integrity issues referenced by the Controller (Audit at 24), the GRYD Office not only will be training providers, as recommended by the Controller, it will be working closely with service providers to ensure that data is entered correctly and consistently.

While the GRYD Office agrees with the Controller's view that all City programs relating to youth development should be effective and evaluated for their efficacy, it has neither the personnel nor the financial resources to evaluate programs run or administered elsewhere in the City, as suggested by the Audit (at 23-24).

Reassessing the Gang Reduction Zone Model

As suggested in the Audit, the GRYD Office intends to use its experience and the results of the evaluation to inform policymakers in the City about how well both the model it has adopted and individual contractors are performing. The Office will also proactively reassess the GRYD Zone model and the ratio of prevention and intervention services.

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(213) 978-0835 TDDRabbi.Allen.Freehling@lacity.org**REVIEW OF THE CITY CONTROLLER'S "BLUEPRINT FOR
A COMPREHENSIVE CITYWIDE ANTI-GANG STRATEGY"****I. PURPOSE OF THE CITY HRC REVIEW**

What follows is the City of Los Angeles Human Relations Commission's (City HRC) review of the Los Angeles City Controller's "Blueprint for a Comprehensive Citywide Anti-Gang Strategy," which had been released on February 14, 2008. It is our hope that policy makers and the broader community will benefit from our human relations expertise and our unique experience of working with a vast number of communities across Los Angeles, which have guided us as we have made this particular analysis.

The City HRC has been mandated to monitor the status of both inter-group and intra-group relations in the City of Los Angeles and to advise the Mayor and City Council regarding these and related issues. Our mission is to improve the status of interpersonal relationships by promoting collaborative efforts while championing the causes of inclusion, equity, access to justice, and civic engagement. Through research, policymaking, policy initiatives, and evaluation, City HRC abides by our mandate to assure *"to all people the opportunity for full and equal participation in the affairs of City government and promote the general welfare and safety of all residents in the Los Angeles community through activities and programs designed to reduce discrimination, tension, and violence, and to advance improved inter-group relations."*

City HRC's policy and community work is especially geared to working with the multitude of communities within Los Angeles to bring forth political awareness of what they perceive to be effective or not in the City and to propose plans that enhance human relationships and help to mitigate community tensions.

From all of our work and experiences, we have developed a deep understanding of the diverse communities which exist within Los Angeles and those human dynamics that threaten to undermine their well being when there is the manifestation of prejudice, unfair competition, and the unequal distribution of power within any or all segments of community life, including the area of public safety. We seek to provide people and organizations with the tools to effectively interact with others and to deal with everyday conflicts.

Our program initiatives attempt to motivate groups to work across traditional lines of race, ancestry, class, religion, sexual orientation, disability, and gender, as well as in the case of community safety, to balance suppression with re-entry, intervention, and prevention approaches and/or strategies. We advocate for those individuals and groups who are not at the table, and to ensure that the principles of positive human relations are infused into the work of the City.

It is within this context that City HRC often serves as the facilitator of open, fair, and inclusive processes and collaborative partnerships. In that capacity, we have facilitated innumerable community safety forums at the request of the Los Angeles Police Department and most Council Members. In addition, we have moderated discussions of school safety plans and parent meetings upon the invitation of the Los Angeles Unified School District. Meanwhile, we have helped to organize community safety collaboratives and task forces such as the Community Engagement Advisory Committee, which we put in place on behalf of the City Council's Ad Hoc Committee on Gang Violence and Youth Development, the Watts Gang Task Force, the Harbor Gateway Task Force, and the Joint City and County Juvenile Justice Task Force. In addition, we are also working with many groups and committees whose purpose is to improve public safety and community and police relations. Our combined experiences and knowledge of human relations issues throughout the City uniquely positions City HRC to assess the City Controller's "Blueprint" report and to provide input on its embedded recommendations so as to ensure that the principles of inclusion, fairness, equity, and authentic collaboration are infused in the entire process that has been recommended by the City Controller.

II. PURPOSE OF THE CITY CONTROLLER'S REPORT

The City Controller was requested by the Mayor and City Council to "conduct an independent evaluation of the City's social service and gang prevention delivery system."

The purpose of the evaluation was to:

- *Identify major city and other entity initiatives,*
- *Determine how well they are integrated,*
- *Review the existing practices and processes in place to deliver anti-gang programs,*
- *Compare with best practices, and*
- *Recommend ways to improve the service delivery system in light of the emerging Citywide funding reductions for education training, and family supportive services that were reviewed.*

The Controller's report presented the following elements as a proposed blueprint for a comprehensive, Citywide gang violence reduction strategy:

- *Create a single office to coordinate youth and family services*
- *Develop regional partnerships with LAUSD, LA County, and other local governments*
- *Conduct community-based and department-wide needs assessments*
- *Redirect funds to the gang reduction strategy*
- *Reinvent youth and family services*
- *Establish rigorous performance measures and conduct evaluations for both city and contracted programs*

The City Controller's report urges greater coordination, collaboration, transparency and accountability of the City's social service and gang prevention delivery system.

The "Blueprint" recommends that a new organizational structure, an "Anti-Gang Office" within the Mayor's Office, be created to facilitate the expeditious consolidation, development, implementation, and coordination of Citywide youth development and gang reduction programs. The balance of the Controller's report points to many examples of both poor coordination and good collaboration; it then makes a case for why this new Anti-Gang Office within the Mayor's Office would result in better coordination and collaboration across the City and region.

As part of its recommendation, the report calls for an increase in funding the gang reduction strategy by redirecting a substantial portion of the \$19 million now allocated to programs- specifically the Neighborhood Action Program, "Strategically Targeted," and Neighborhood Development efforts, and to expand funding of targeted youth development and gang reduction programs. Additionally, wishing to promote greater collaboration and coordination, the City Controller recommends the continued development and building of existing regional partnerships with such entities as LAUSD, LA County and other local governments.

In an effort to support consolidation, coordination, and the improved delivery of wrap-around services, the report recommends that there be created a total streamlined youth and family development program and the expansion of gang violence reduction programs, which most effectively and efficiently target those who are being recruited by gangs, and to expand intervention and re-entry programming so as "to ease the transition of those in gangs to society." Lastly, in order to promote greater accountability and inclusion, the report recommends that there be on-going community-based and department-level Citywide needs assessments and more rigorous performance evaluations of both City and contracted programs.

III. HUMAN RELATIONS COMMISSION'S OBSERVATIONS

The City HRC supports many of the recommendations proposed by the City Controller. In particular, City HRC applauds the call for better coordination, collaboration, inclusion, and accountability of the City's social service and gang violence prevention delivery system, as well as the acknowledgment that the gang violence reduction strategy is only one component in an overall comprehensive community building effort.

The City Controller's report emphasizes important considerations as to what is or is not now functioning well within the City and its social service delivery systems. The report reminds us all that there is a constant need for a comprehensive effort to develop a coordinated and collaborative Citywide strategy, which seeks to promote the general welfare and safety of all Los Angeles residents.

We recognize that the purpose of the report is to bring attention once again to apparent Citywide discrepancies with regard to the coordination and accountability of the City's social service and gang prevention delivery system, while providing more substantial, concrete steps on HOW the City can become more efficient and coordinated, and ways by which these delivery systems could be more impactful.

During the last two years, the Office of the Mayor, the City Council's Ad Hoc Committee on Gang Violence and Youth Development, the Office of the City Attorney, the Sheriff, and The Advancement Project have all published their own multiple gang violence reduction strategies and intervention models on behalf of the City and this region. The Controller's report appears to be a review of those efforts that have been started or underway since The Advancement Project's Report was distributed.

What seems to be least complete from all of these analyses, including the City Controller's report, is an actual in-depth "blueprint" regarding how the work's goals would be reached. The expectation of any "blueprint," of course, is that it provides a "program of action." After reviewing this particular report, City HRC believes that there is not enough explanation (or details) of a plan of action or "the blueprint" that the City so desperately needs. Without it, this report is at risk of being seen as just another extension of previous unrealized "game plans."

City HRC suggests that the City Controller's review could be strengthened by proffering a comprehensive written analysis of the following:

- What would the delivery system of the Mayor's Gang Reduction Strategy look like?
- A comparative study of what the City is doing differently today compared to the last thirty years
- How will genuine attempts to address police-community tensions be designed?
- An assessment of the City's collaborative culture- past and present practices.
- A review of the structures put in place to ensure financial accountability and the equitable distribution of funding for all aspects of community safety work in the City
- How is the City prepared to actively engage and provide avenues for community input and participation throughout the entire process, from needs-based assessments to implementation to program evaluation?

WHAT WOULD THE DELIVERY SYSTEM OF THE MAYOR'S GANG REDUCTION STRATEGY LOOK LIKE?

It is our opinion that the report would benefit from there being a more thorough assessment of both the strengths and weaknesses of the Mayor's Gang Reduction Strategy, including cost effectiveness, feasibility, adaptability, and – most importantly – an assessment of its current abilities to respond to the current needs of our many communities, while also reflecting on the principles of openness, fairness, equity and inclusion, and how they can be incorporated.

A COMPARATIVE STUDY OF WHAT THE CITY IS DOING DIFFERENTLY TODAY COMPARED TO THE LAST THIRTY YEARS

There are, no doubt, many lessons that can be learned from the growth of the gang culture here during the last thirty years. An intensive look at where the City and communities have achieved successes in stemming violence, or where they have not, would strengthen this report, which insists on an assessment of the current gang violence reduction initiatives, so as to determine how the City should move forward.

HOW WILL GENUINE ATTEMPTS TO ADDRESS POLICE-COMMUNITY TENSIONS BE DESIGNED?

The Controller's report briefly alludes to the community's perception of law enforcement. Our efforts all over Los Angeles convince us that there is still much more that needs to be done so as to ease police-community tensions. We have observed that positive police-community relations are not in existence in most communities, which are impacted by gang violence. A deep analysis of traditional suppression tactics, and local, statewide, and national policies focusing on gang injunctions, gang abatements, etc. and their effects on community-police tensions would explain how law enforcement agencies and communities could better partner in this work. Institutional and community change is a slow and difficult process, but it is one that we believe must continue to be fostered if all of us do truly want to design and implement a comprehensive Citywide violence reduction plan in which every segment of Los Angeles is working together.

AN ASSESSMENT OF THE CITY'S COLLABORATIVE CULTURE - PAST AND PRESENT PRACTICES

The report highlights many gaps which get in the way of coordination and collaboration among City departments and certain regional entities in both program development and administration. However, as we read and analyzed the report itself, it is our belief that the "Blueprint" did not go deep enough into those factors which lead to poor coordination or good collaborations. Identifying the root causes would help to create an initial blueprint on how the City could take the next step in building and/or rebuilding relationships that will then proceed in its serving all communities at maximum capacity. The report's call for the City to collaborate with other governmental and community-based entities is a worthy goal. However, it would be best to examine if a collaborative culture within City government has or has not existed previously.

A REVIEW OF THE STRUCTURES PUT IN PLACE TO ENSURE FINANCIAL ACCOUNTABILITY AND THE EQUITABLE DISTRIBUTION OF FUNDING FOR ALL ASPECTS OF COMMUNITY SAFETY WORK IN THE CITY

A thorough analysis of the gaps in financial accountability, and why it is lacking, could help to make a better case for redirecting funds. Criteria has not been established so as to delineate the "what, when, where, why and who" of fund distribution. Our work underscores the fact that that some communities perceive that current fund allocation methods are not equitable and inclusive, and the need for communities' voices being heard in this process is essential.

HOW IS THE CITY PREPARED TO ACTIVELY ENGAGE AND PROVIDE AVENUES FOR COMMUNITY INPUT AND PARTICIPATION THROUGHOUT THE ENTIRE PROCESS, FROM NEEDS-BASED ASSESSMENTS TO IMPLEMENTATION, TO PROGRAM EVALUATION?

The report would have a broader impact if there is added a clearer directive to engage all stakeholders in the process of this study. There was mention of inclusion of key stakeholders; however, there was no description of how deeply they were to be involved in the research process. We also noted that there appears to be no assessment of the effectiveness of community engagement initiatives that are currently underway as part of the City's gang violence reduction and service delivery system.

IV. STRENGTHS OF THE CONTROLLER'S REPORT RECOMMENDATIONS, AS WELL AS POTENTIAL ISSUES AND CONCERNS

Upon review of the City Controller's "Blueprint for a Comprehensive Anti-Gang Strategy," City HRC identified various strengths, as well as potential issues and concerns, in each section of the report.

SECTION I: CREATE A SINGLE OFFICE TO COORDINATE CITYWIDE ANTI-GANG SERVICES

- *Create a new organizational structure, an "Anti-Gang Office" within the Mayor's Office to facilitate the expeditious consolidation, development, implementation, and coordination of Citywide youth development and gang violence reduction programs.*

Strength	Potential Issues and Concerns
Recognizing a need for a strong single voice and the centralization of leadership to coordinate a Citywide youth development and gang violence reduction model.	○ Communities might perceive that the placement of Citywide prevention, intervention, and re-entry programs in any elected person's office stands in the way of neutrality, transparency, and accountability. ○ Although it may sound attractive to consolidate everything within one office, consolidation could trump the involvement of multiple departments and not fully utilize their individual and combined expertise, experience, and creativity.
Promote greater accountability and oversight.	○ There appears to be a lack of community and expert input and oversight in the design of this new entity.
Greater Citywide coordination and collaboration.	○ Much needed are detailed plans regarding how greater coordination and collaboration are to be achieved. ○ The report does not recommend ways by which this the new office can institutionalize the principles of inclusion, equity, and fairness throughout a collaborative process from needs-assessment to performance evaluation.
The pursuit of an effective and comprehensive gang violence reduction model	It may be premature to launch a long-term Citywide effort based upon the Mayor's "Gang Reduction Strategy," if a comprehensive Citywide and community evaluation of the Gang Reduction Zones has not been completed. As noted in the report, "this model has not been entirely successful elsewhere in the country." (87).

Enhancing linkages between law enforcement agencies and service providers through much improved referral networks and joint programming.

This presupposes that linkages between law enforcement agencies and service providers currently exist. City HRC knows that in certain areas and under the guidance of certain leadership these linkages may exist; however, they are not wide-spread nor are they systemic. Therefore, it will be difficult to enhance what is not currently in place everywhere.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- Whether a new entity is created and/or an existing body is charged with coordinating all the programs and services, this entity must be- from our experiences- perceived as a neutral body possessing the ability to foster and maintain broad-based collaboration and unity.
- Prior to the design of a new office, we recommend that a permanent oversight committee and/or structure be created and institutionalized. It would include community stakeholders so as to help ensure that the principles of inclusion, equity and fairness are being adhered to throughout the process, while ensuring that transparency and accountability are present every step along the way.
- The City would be best served by conducting a comprehensive Citywide-community evaluation of the Gang Reduction Zones (GRZ) before launching any violence reduction strategy.
- No matter whom is given the responsibility of carrying out this directive, that person must ensure that collaboration and leadership are modeled and fulfilled. An example of the type of leadership needed is outlined in The Advancement Project's report:

The leadership of the entrepreneurial entity will have to be bold, unafraid to take responsible risks or experiment, have extraordinary political skills, have credibility with sectors ranging from law enforcement to gang interventionists and academics, and possess working familiarity with areas of contention in the relevant disciplines ranging from gang culture and domestic violence to evaluation and program design.

- Having to shape our HRC language so as to fit comfortably within each of the communities in which we work, leads us to note the following: Inappropriate language can stunt a great program or idea. The title of the report, as well as some of the language found throughout the "Blueprint," such as "anti-gang" and "strategy" is offensive to some community members with whom we regularly interact. For some, these words convey that a military approach to problem-solving is in place in the areas where various peace workers and agencies connect on a daily basis with those communities that are most in need of their skills, assistance, and support. If their programs are made to look as if they are "anti-gang," or police-based, the City might not be able to effectively reach the very people who need the City's support and assistance. City HRC recommends renaming the plan: "*Blueprint for a Comprehensive Citywide Community-Safety Initiative*," in order to promote a positive assets-focused approach to gang violence.

SECTION II: DEVELOP REGIONAL PARTNERSHIPS WITH LAUSD, LA COUNTY, AND OTHER LOCAL GOVERNMENTS

- *Continue to develop and build on existing regional partnerships with LAUSD, LA County and other local governments to improve current environment of conflict and non-cooperation.*

Strength	Potential Issues and Concerns
This recommendation acknowledges the need for enhanced coordination in regional partnerships and collaborations.	○ Needed are detailed plans, which show how greater coordination and collaboration can be achieved, particularly because of historical and traditional cultures of mistrust and fear. ○ The report does not recommend ways in which the City will institutionalize the principles of inclusion, equity, and fairness throughout the collaborative process from needs-assessment to performance evaluation.
It underscores the need to turn away from the current environment of conflict and non-cooperation with LAUSD, LA County and other local governmental agencies.	A collaborative culture within City government, LAUSD, and others is necessary to allow for authentic collaboration to take place. Creating a new entity to coordinate all efforts by itself will not resolve this matter immediately. It requires a process that supports inclusion, equity, and fairness.
The report begins to identify the many gaps that preclude coordination among City departments and regional entities in program development and administration.	The report does not seem to go deep enough into explaining why poor coordination or good collaboration exists. Identifying the root causes could create an initial blueprint for how the City may begin to close those gaps.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- Before the proposed re-focusing of departmental efforts occurs, leadership should identify where past collaboration and coordination break-downs have occurred, both inter-departmentally and inter-jurisdictionally, so as to allow for a greater chance for success.
- Those Angelenos who live in the targeted communities, should be engaged in the process of identifying the duplication and those gaps in services, and then advise the City on ways to effectively and efficiently proceed in serving them more successfully.
- If collaborative partnerships are not currently being modeled by all City entities and departments, or where it may be needed, management teams and their staff members should receive training on how to become effective collaboration partners with persons within other City agencies, as well as with non-governmental entities and community members.
- So as to ensure the success of the proposed partnerships and coordinating structures, such as the Regional Executive Level Committee, everyone in the process must be engaged. Because each governmental and non-governmental entity has its own multiple layers, greater collaboration must filter down from the top to bottom.

- Identifying the elements, which will guarantee successful collaboration, will help to guide the City in finding the best ways to support a collaborative culture within City government.

Experience and discussions with community groups has shown us, for example, that the factors that influence the success of any collaboration include the following:

- The purpose, function, and expectations of the collaboration need to be clearly defined within an open, fair, and inclusive process.
- A common vision of what could realistically be achieved by the collaboration needs to be developed as participants share their expectations and reach a consensus.
- The collaboration must have an inclusive membership bound together by open and honest communication (keeping everyone informed) with a clear decision-making process in place.
- Strong community leadership and capacity must be present to support an effective decision-making process within the bounds of a sound organizational structure.
- Initiatives and/or action items identified by regional collaborations need to be effectively dealt with; in addition, there must be adequate financial and/or volunteer resources and resource-sharing constantly available.

SECTION III: CONDUCT COMMUNITY-BASED AND DEPARTMENT-WIDE NEEDS ASSESSMENTS

- *Conduct community-based and department-level Citywide needs assessments.*

Strength	Potential Issues and Concerns
This acknowledges the importance of adequate assessments so as to better connect resources with needs.	A strong and successful assessment should be strength-based, and not deficiency-based, since this will adequately merge the assets and strengths of each community.
Recognition that funding decisions should be made in consideration of both community-wide and department-wide needs assessments is a must.	○ Needed are detailed plans regarding how the assessment process will be tied to the principles of inclusion, equity, and fairness. ○ For this to be successful, needed is an acknowledgement of the importance of a fluid, dynamic and continual assessment mechanism to attract informal community input and information.
Perform periodic long-term assessments.	Within communities, there are those who may perceive that funds used for formal assessments detract from actual service-provision. So, the need for evaluations must be detailed for clarity and understanding.
Inter-disciplinary Community Action Teams (ICAT) teams will conduct deep needs-based assessments of communities so as to determine how programs are to be developed.	There are no recommendations in the "Blueprint" regarding how the ICATs, which are proposed as primarily comprising of governmental departments, will infuse the principles of inclusion, equity, and fairness throughout the assessment process.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- The City should utilize strength-based and asset-based approaches that take into account those community assets and resources, which help to sustain peace.
- We recommend that the assessment process be community-driven, so that community members are actively involved in the design of each measurement instrument, the outreach of the assessment, and the process that must include all voices and those concerns being articulated.
- A Community Oversight Committee, or some such entity, could potentially provide a vehicle for concentrating on community assessment and potential avenues of collaboration and partnership. The ICATs would be differentiated from those Oversight Committees, since the latter could be neighborhood-based and regional committees comprised primarily of community stakeholders, e.g. residents, faith-based institutions, community-based organizations and community groups. They could help to ensure that the principles of inclusion, equity and fairness are being adhered to throughout the process, and- at their best- help to promote transparency and accountability.

SECTION IV: REDIRECT FUNDS TO THE GANG REDUCTION STRATEGY

- *Increase funding for the gang reduction strategy by redirecting a substantial portion of the \$19 million allocated to programs which currently do not have well-defined strategic objectives or outcomes—specifically the Neighborhood Action Program (NAP), “Strategically Targeted,” and Neighborhood Development Programs (NDP)—to expand funding to targeted youth development and gang reduction programs.*
- *Cease across-the-board funding allocations and reductions by ensuring that funding decisions are based on community needs and demonstrated performance of service providers.*
- *Identify, community based and Citywide level needs assessments, the best method of filling identified gaps, and reissue Requests for Proposals (RFP) within six months to identify the best service providers to deliver those services.*

Strength	Potential Issues and Concerns
Being critical of programs that currently do not have well-defined strategic objectives or outcomes is essential.	The report does not identify the causes of why certain programs are considered to not have well-defined strategic objectives or outcomes. Without this assessment, no one can ensure that the funding re-allocation process will sufficiently address existing systemic and programmatic concerns and inefficiencies.
Incorporating community input in the process of re-allocation of funds is of paramount concern.	This recommendation should go further and institutionalize community input into the determination of how funds are re-allocated. Continual, long-term and meaningful engagement of communities will help to ensure that the principles of inclusion, equity, and fairness are upheld.
Consideration of the reallocation of funds is unquestionably important.	○ Redirecting funds does not focus on the larger gaps in the City’s social service delivery system. Perhaps the question should be asked, “What would be more feasible and cost effective: to redefine existing programs or to create entirely new programs and/or entities?” ○ Needed is a thorough analysis of the gaps in financial accountability, and why it is lacking. This would help to make a better case for redirecting funds. Some communities already perceive that current fund allocation methods are not equitable and inclusive of their voices.

o The RFP does not always take into account expertise and experience so the equitable distribution of resources is hobbled.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- In order to determine if funding reallocation sufficiently addresses existing systemic and programmatic concerns and inefficiencies, we strongly believe that the City should conduct a thorough systemic and programmatic assessment and evaluation of existing programs and the overall “gang reduction strategy” prior to considering any reallocation of funds. We recommend that a comprehensive study be conducted to determine why some programs are considered to have well defined strategic objectives or outcomes while others do not.
- The City should consider utilizing the Request for Qualifications (RFQ) rather than the traditional Request for Proposals (RFP) process so as to ensure that those agencies possessing necessary qualifications, skills, and experience are contracted to work with - and in each - community. Our experience tells us that the traditional RFP process favors those agencies with either the resources to utilize a top-notch contract grant writer and/or to have a fund development division which includes a skilled government grant writers. Therefore, a continual use of the RFP process undoubtedly results in some or even most funding being awarded to those agencies that do not provide the types of services absolutely needed within specific communities.

SECTION V: REINVENT YOUTH AND FAMILY SERVICES

- *Create streamlined youth and family development programs and expand anti-gang programs that do a better job of targeting those most at risk of gang involvement.*
- *Expand intervention and reentry programming to ease the transition of those in gangs to society.*
- *Increase oversight of the implementation if this new strategy, given the challenges of implementing this model in other jurisdictions, by requesting the City Controller to conduct follow-up audits of the progress of the new office and of the status of each of the recommendations contained in this blueprint. These audits should occur every six months after the beginning of implementation and throughout the first two years of implementation.*

Strength	Potential Issues and Concerns
This report acknowledges that prevention, intervention and re-entry service provision are distinct components of an overall gang violence reduction plan.	The report does not indicate if an evaluation was completed to assess how well the prevention, intervention and re-entry efforts have been effectively developed and coordinated with the suppression efforts outlined in the proposed “Gang Reduction Strategy”/“Gang Reduction Zones” model.
Establish rigorous performance measures, and conduct evaluations for both City and contracted programs.	It is important, if this process is to succeed, that all programs, from law enforcement to contracted programs, are held to the same standards of evaluation and assessment.
Promote greater collaboration among prevention, intervention and re-entry programs.	For the purpose of those reading this report, definitions should be provided regarding “prevention”, “intervention”, and “re-entry.” There is a need to delineate and distinguish the differences among them, as well as to acknowledge the associated differences that exist among targeted population, services and activities, so as to provide clarity.

Greater accountability and transparency of the new entity by conducting follow-up audits are a must.

To aid the good that is found within this report and beyond, the City Controller needs to be aware of the fact that everything must be open to scrutiny by every interested component while being sure that there are no conflicts of interest - real or imagined.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- To ensure the success of every aspect of what is recommended and to be sure that it is beyond reproach, the City should conduct a comprehensive Citywide and community evaluation of the Gang Reduction Zones (GRZ) before launching a Citywide violence reduction strategy.
- Examine the idea of expanding upon current efforts being performed by gang intervention workers and re-entry programming and policy development strategists and encourage the collaboration among all expert participants.
- When engaging in program development in conjunction with program evaluation, the City must ensure that community voices are being heard- most especially those who are not traditionally at the table- when it comes to needs-assessment and in how to measure success. The City must ultimately be responsible for setting performance guidelines and ensuring that contracted agencies meet or exceed them; however, community involvement in providing the input necessary to develop those guidelines, such as the suggested Community Oversight Committee, will help this process to be successful.

SECTION VI: ESTABLISH RIGOROUS PERFORMANCE MEASURES AND CONDUCT EVALUATIONS FOR BOTH CITY AND CONTRACTED PROGRAMS

- *Conduct rigorous performance evaluations of both City and contracted programs.*
- *Develop an evaluation model as part of the redesign of youth development and gang reduction programs. This model must address both short-term reduction in risk factors and increases in protective factors, and long-term impacts on the program participants themselves.*
- *Create research and evaluation units within the new Anti-gang Office that relies on both City personnel and partnerships with the surrounding research community, and conduct both process-oriented and outcome-oriented evaluations on a long-term basis.*

Strength	Potential Issues and Concerns
A need for performance evaluations to determine the effectiveness of programs funded by the City is essential.	○ We agree with these recommendations; however, were adequate assessments and evaluation completed prior to the release of the report? It would benefit the "Blueprint" to include those assessments and evaluations for public review. ○ Our work teaches us that evaluations are most effective when they are strength-based so as to adequately highlight the assets and strengths of the communities which require and receive attention.
Longitudinal evaluations of the impact and effectiveness of programs funded by the City are needed.	To help reach those persons who are often missed by "processes," there needs to be a fluid, dynamic, and continual assessment mechanism in place that will draw upon informal community input and information and be infused into formal assessments and evaluations.

Promote transparency and accountability in the performance of evaluation methods.

To whomever is called upon to lead, the need for integrity, neutrality and transparency in data evaluation and interpretation will be essential. Thus, great care must be taken in that person's understanding that an evaluation unit housed within an elected person's office could be perceived to be not truly "independent" when it comes to evaluating the programs being promulgated.

CITY HRC OBSERVATIONS AND RECOMMENDATIONS:

- A neutral entity should always be responsible for conducting assessments and audits so as to help ensure that objectivity and potential success are assured.
- To guarantee the integrity of transparency and accountability in all performance assessments, a truly independent mechanism is one in which the evaluators and programs developers are not beholden to any one group and/or not housed within the same department or entity.
- The parameters for assessment should be well defined and transparent for those evaluators charged with the responsibility of conducting studies and audits envisioned in each of the "Blueprint" recommendation.

V. CONCLUSION

The Los Angeles City Controller's "Blueprint for a Comprehensive Citywide Anti-Gang Strategy" is to be applauded because it emphasizes the importance of the City, regional partners, and the broader communities effectively working together to create an authentic comprehensive and realistic framework for increased coordination and collaboration.

We know that violence and the gang culture itself do not stop at any border or city limit. We all must remember that if we, as a City and as a region, do not work with those communities which are most impacted by and susceptible to gang violence, we will fail once again to produce any long-term significant reduction in gang violence, and all of us will be at fault.

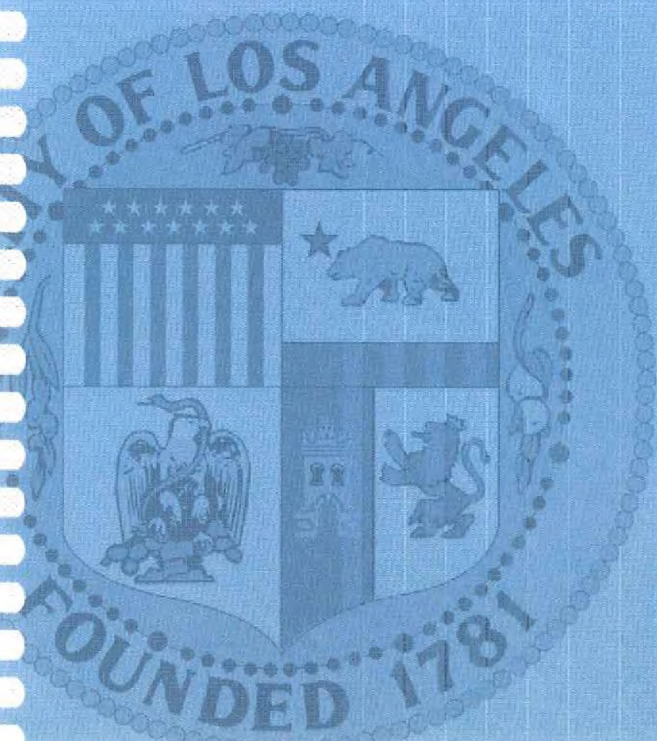
City HRC experiences in the communities of Los Angeles has shown us that holistic partnerships with City and County departments, community-based organizations, and a multitudes of residents can and do create safer and healthier communities, particularly when the principles of inclusion, equity and fairness are upheld.

It is with this reality in mind that City HRC offers these observations and recommendations in an attempt to help - and never to hinder - the process. Along with so many others across our City, HRC wants to see that the quality of life for all of our community members is vastly improved and enhanced without delay.

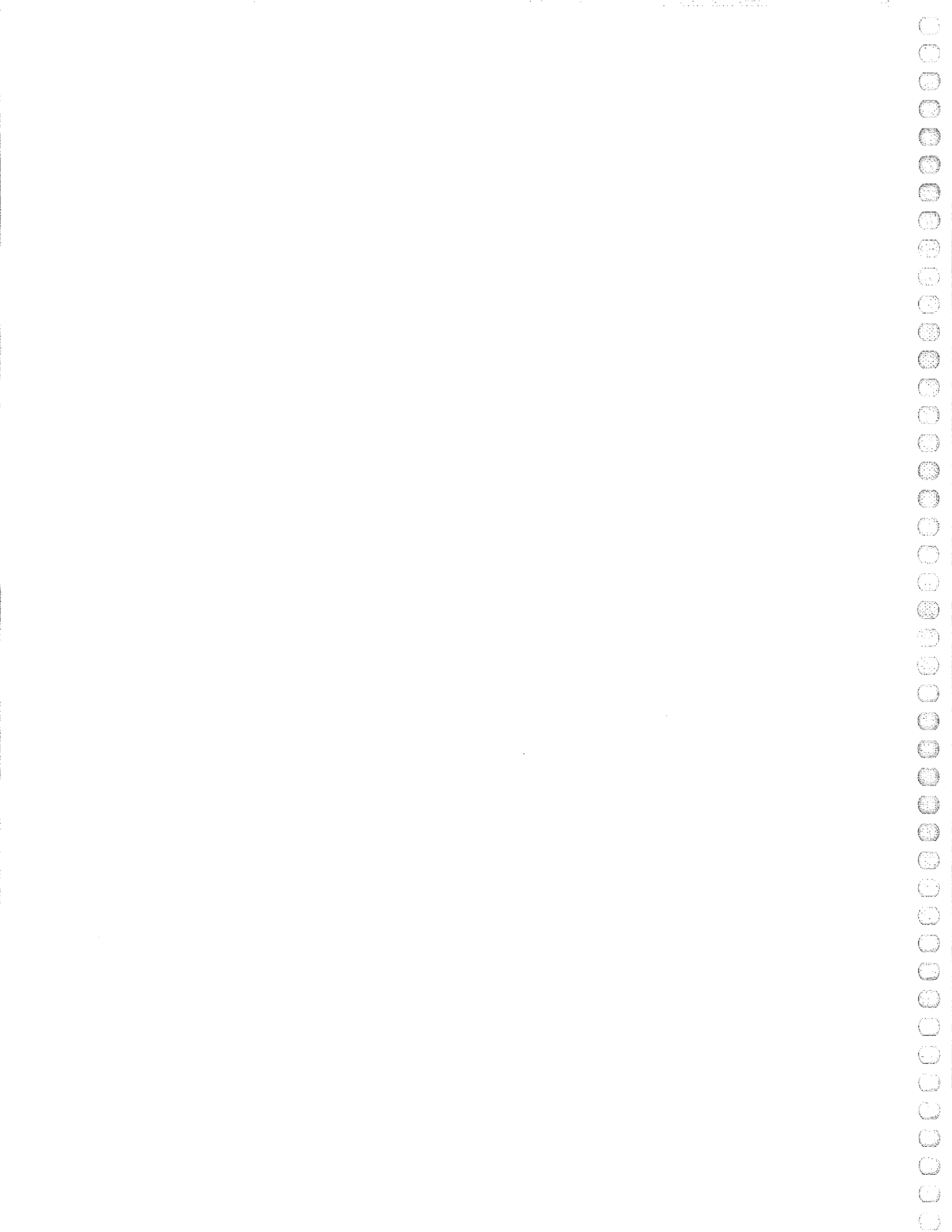
Staff contributions by: Shirin Buckman, Michael de la Rocha, Elizabeth Macias, and Francisco Ortega

A Guide for Understanding Effective Community-Based Gang Intervention

**What is Gang Intervention?
How do You Measure its
Effectiveness?**



TONY CÁRDENAS
Councilmember, 6th District



PART I:
THE REASON FOR COMMUNITY-BASED
GANG INTERVENTION

PART I: THE REASON FOR COMMUNITY-BASED GANG INTERVENTION

The Cost of Incarceration

For the first time in the history of America, more than one in every 100 adults are now incarcerated in prison or jail.¹ Even more startling is the fact that the United States incarcerates more people than any other country in the world with more than 2.2 million people behind bars and another 5 million people on probation or parole.²

The growing prison system is impacting every state in America with total state spending on incarceration topping \$44 billion in 2007, which is up from \$10 billion dollars in 1987.³ Given this reality, prisons are now the fourth-largest state budget item, behind health, education, and transportation.⁴ As a result, vital social programs and services, such as education, jobs, housing, and health care, are being drastically cut or eliminated to maintain the booming prison industry.

Direct expenditure for each of the major criminal justice functions (police, corrections, judicial) has increased substantially since 1982 with hundreds of billions of dollars spent. From 1982 to 2005, expenditures have increased 474% for the judicial system, 619% for corrections, and 396% for police.⁵ This has taken a dramatic toll on local

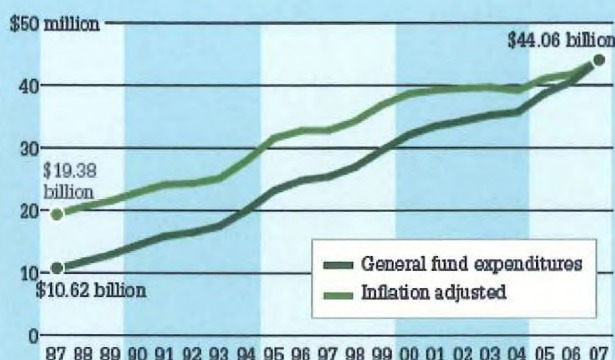
spending as local governments are forced to spend more of their general fund expenditures on corrections and incarceration, spending more on criminal justice than the State and Federal governments.⁶

However, as America spends more money on corrections and incarceration, less money is being spent on juvenile delinquency prevention and intervention resources and programming.

The most recent data for national spending on juvenile justice comes from 1994 and reveals that the states spent approximately \$2.6 billion on juvenile justice expenditures. State funded residential settings, such as detention centers, accounted for about 65% or \$1.69 billion of the total expenditures. As a direct result, delinquency prevention accounted for only 8% of juvenile justice expenditures in 1994, or \$208 million.⁷ Taking inflation into account and the fact that states now spend billions of dollars annually on corrections and incarceration, these numbers do not adequately reflect the huge gap that currently exists between incarceration costs and prevention and intervention spending.

TWENTY YEARS OF RISING COSTS

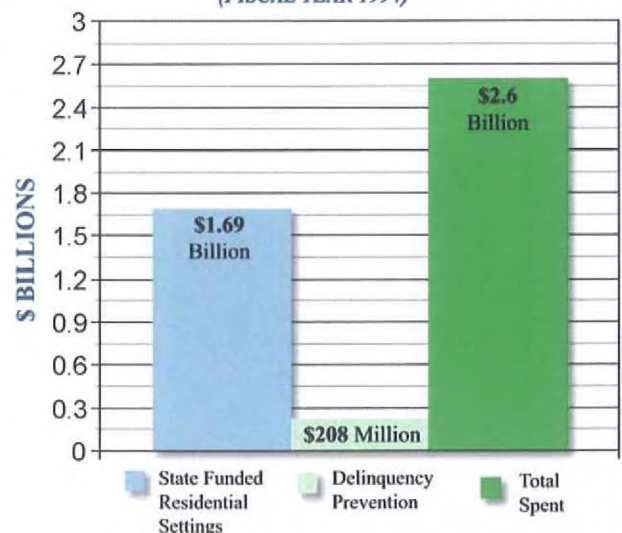
Between fiscal years 1987 and 2007, total state general fund expenditures on corrections rose 315 percent.



SOURCE: National Association of State Budget Officers, "State Expenditure Report" series; Inflation adjusted figures are based on a reanalysis of data in this series.

NOTE: These figures represent state general funds. They do not include federal or local government corrections expenditures and typically do not include funding from other state sources.

NATIONAL SPENDING ON JUVENILE JUSTICE (FISCAL YEAR 1994)



SOURCE: National Association of State Budget Officers

The Cost of Incarceration

"Investing in prisons and corrections has not significantly helped to rehabilitate the youth and families that I work with. Governments can considerably decrease gang violence by appropriately funding education, jobs, and intervention."

- Gregory Thomas, KUSH Incorporated, Gang Interventionist

Although state trends vary widely, California continues to influence policy-makers nationwide while the state continues to lead the country in incarceration costs and its prison population.

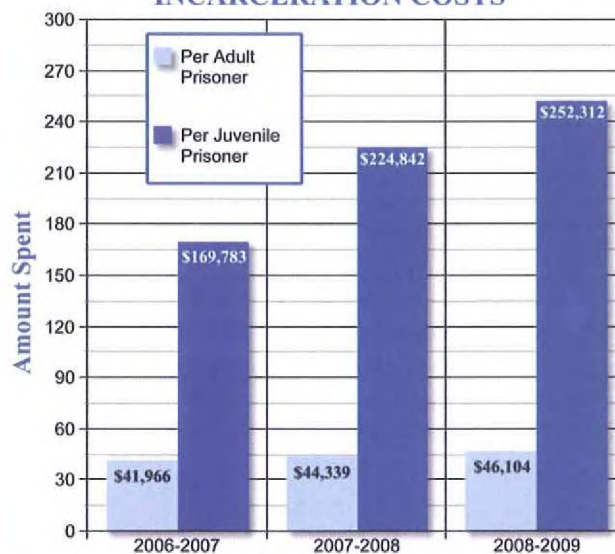
Currently, California leads the world in incarceration rates with more than 175,000 people in our state prisons and county jails.⁸ California spends over 10 billion dollars a year in incarceration costs, exceeding the 7.1 billion dollars that the state spends on both the University of California and the Cal State University Education system's budgets combined.⁹

Los Angeles, the biggest city in California, has spent billions of dollars on incarceration and policing while the number of alleged gangs and gang members continues to increase at an alarming rate.

Law enforcement agencies report that there are now six times as many gangs and at least twice the number of gang members in the region than there were twenty years ago.¹⁰ As a result, Los Angeles has the largest number of alleged gangs and gang members in the world, with an estimated 700 gangs and 40,000 gang members in the City of Los Angeles and allegedly over 1,076 gangs and more than 80,000 gang members throughout the County of Los Angeles.¹¹

California taxpayers now spend roughly \$46,000 a year to incarcerate one adult and \$252,000 a year to incarcerate one youth. According to the authors of the Juvenile Justice Crime Prevention Bill, it only costs \$1200 - \$1300 a year to keep that same youth or adult in a gang intervention or prevention program.¹²

STATE OF CALIFORNIA JUVENILE & ADULT INCARCERATION COSTS



SOURCE: State of California Budget

OF BOOKS AND BARS

Between 1987 and 2007, the amount states spent on **corrections** more than doubled while the increase in **higher education** spending has been moderate.



SOURCE: National Association of State Budget Officers, "State Expenditure Report" series; Inflation adjusted general fund figures are based on a reanalysis of data in this series.

The Cost of Incarceration

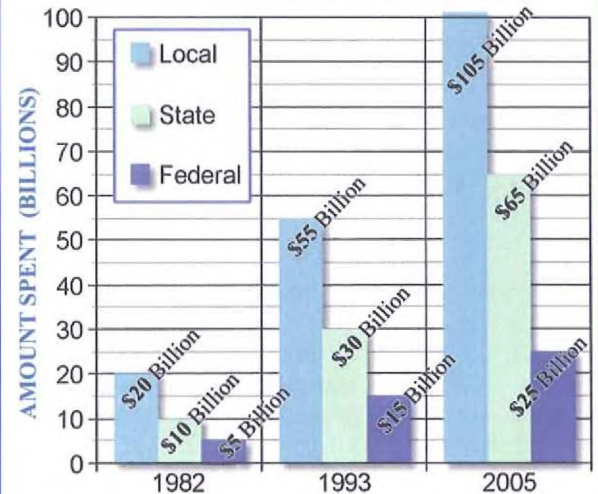
As the pool of public dollars available for education, housing, and social services decreases in direct proportion to the increases in incarceration spending, lawmakers and communities are looking for and developing smart, innovative, and cost-effective strategies to increase public safety and reduce America's over reliance on costly incarceration.

However, before proceeding in developing comprehensive violence reduction strategies, America must acknowledge and address those larger, entrenched social conditions and issues such as poverty, homelessness, an inadequate education system, and limited economic opportunities that give rise to gangs and gang violence.

More than enough research and evidence exists that demonstrate that violence substantially decreases when governments address the root causes of gang violence while at the same time adequately funding community-based programs and practices.

One integral aspect of these new strategies is community-based gang intervention. Community-based gang intervention is one of the most cost-efficient and proven ways to stop crime and create healthy and safe communities.

DIRECT EXPENDITURE BY LEVELS OF GOVERNMENT 1985 - 2005



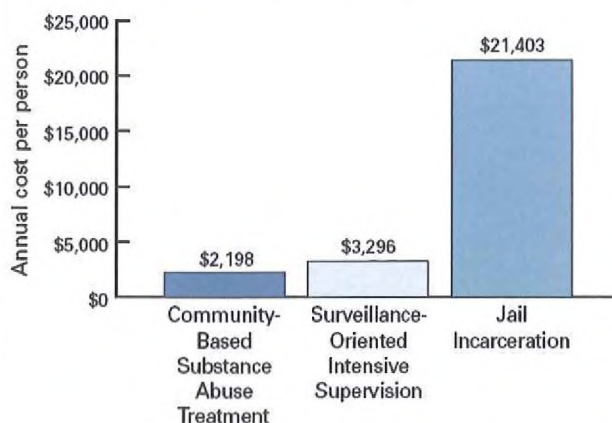
SOURCE: US Department of Justice, Bureau of Justice Statistics

Investing in the front end by funding gang intervention programs not only provides long lasting results, but it allows governments to invest more in education, health care, transportation, and other vital services.

A recent study by the Justice Policy Institute reveals that the "average daily cost per person in jail custody was \$68.58 for the largest jail systems, with an average cost of \$58.64 per person per day for all jails."¹³ Based on these figures, if a person is incarcerated for one year, it would cost the county a minimum of \$21,403 as compared to \$2,198 per year for a community-based substance abuse treatment program.

There are research-backed and community-based alternatives, such as gang intervention, that increase public safety while saving taxpayers billions of dollars. As lawmakers and communities explore and learn about new ways to reduce incarceration rates, there are indeed fiscally sound and proven options available to reduce crime and create healthy communities.

Counties can save thousands of dollars by using community-based services over incarceration.



Sources: Aos, Steve, Polly Phipps, Robert Barnoski, and Roxanne Lieb. 2001. *The comparative costs and benefits of programs to reduce crime*. Olympia: Washington State Institute for Public Policy; Corrections Yearbook, 2002. Data provided by Sandy Schilling, National Institute of Corrections, September 7, 2007.

Introduction to Community-Based Intervention

Community-based gang intervention increases the safety of the overall community by addressing the violence in a comprehensive and cost-effective manner by directly reducing gang violence and providing holistic, integrated human services.

The following Community-Based Gang Intervention Model is an integrated approach of service delivery that addresses the various systemic and institutional barriers that gang involved youth and their families encounter in their daily lives. The Model considers the complex interplay between individuals, families, gangs, the community, and the societal factors that promote gang violence.

What is innovative and noteworthy about the Community-Based Gang Intervention Model is that it comes from the appropriate people at the right time. The two-prong approach calls for the deployment of peacemakers on the streets who save lives by quelling rumors, preventing and mediating conflicts, responding to crises, and by delivering rehabilitative services to gang-involved individuals, families, and communities.

The Community-Based Gang Intervention Model places gang intervention specialists within communities to promote public safety with the specific objective of reducing and stopping gang-related and gang-motivated violence and crime.

Effective gang intervention does this by providing specialized crisis intervention as well as ongoing attention and maintenance by skilled intervention specialists who have personal knowledge, understanding, and experience of gang life and thereby offer the greatest likelihood for gaining, building, and maintaining trust and confidence among active and former gang members.

The ability of gang interventionists to develop safe and trusting environments allows for open communication that facilitates an individual's transition away from a life of participating in violent and destructive behavior towards a more productive and healthy lifestyle.

"Leaders in Los Angeles, and even around the country, now have a model for saving precious lives by preventing gang violence, a plan written by former gang members whose own lives have turned around. Community-based gang intervention must be seriously funded and the foundation of any violence reduction plan."

**- Tom Hayden,
Former California State Senator**

Population

“Research shows that the best results in reducing crime are achieved by targeting the worst offenders. The reason 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 more serious crimes. So any progress achieved with higher-risk juveniles results in very meaningful reductions in future crime.”

- Fight Crime: Invest in Kids ¹⁴

Gang involved youth tend to become involved with a gang in early adolescence (10-13yrs). Therefore, to target this age group with solely prevention services will not produce the results constituents and governments are looking for.

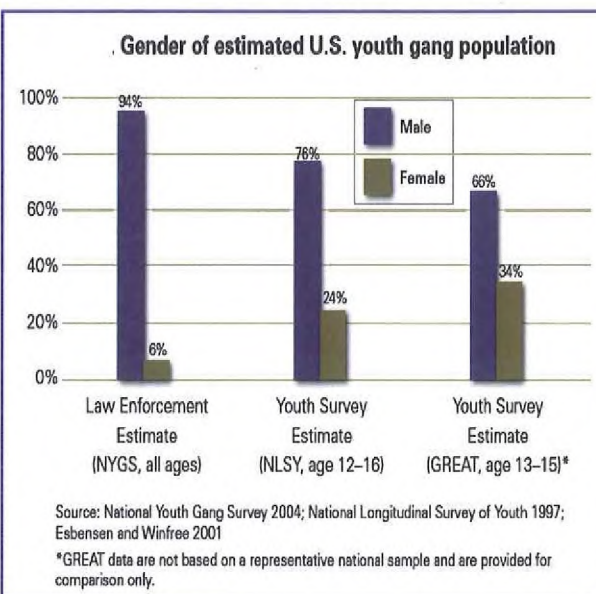
One of the unique characteristics of this population is that the risk factors that promote violent behaviors are already present at this point in their development, creating a need for intensive and comprehensive intervention services. In contrast, prevention based programs are designed for a youth population exposed to lower levels of risk and displaying lower levels of aggression.

Historically, as economic downturns increase in cities and counties throughout the nation, gang violence has tended to increase proportionally. Reducing the number of youth entering gangs will not necessarily reduce gang violence overall because gang violence is not determined by the number of individuals within the group. Economic factors tend to drive increases in gang violence nationwide and the Community-Based Gang Intervention Model directly addresses these factors.

According to the Community-Based Gang Intervention Model, gangs are groups organized by geography, culture, or activity that have a group name (and may or may not have other identifying characteristics such as colors, nicknames, etc.), whose members may engage in the use of violence to defend other members or territory. However, research indicates that an estimated 90-95% of gang members are not committing violent crimes.¹⁵

Community-Based Gang Intervention reaches out to, connects with, and serves youth and adults who claim gang membership, have close friendships/association with current or former gang members, and/or have family members (especially parents/guardians or siblings) who are current or former gang members. People who have been suspended or expelled from school, and/or arrested for gang-related activity, should be referred to community-based gang intervention agencies to assess their needs and/or to provide referrals to needed services and resources for purposes of redirecting individuals towards positive and healthy lifestyle choices.

Therefore, gang intervention workers and service providers must work directly with gang-involved youth, young adults, and families in order to effectively reduce gang violence.



The Purpose

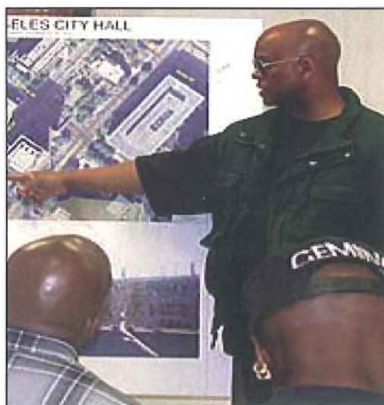
The purpose of the Community-Based Gang Intervention Model is to:

- Define the work that builds and sustains violence reduction and promotes peace.
- Assist in the promotion of a community vision for public safety involving youth and community development that moves beyond suppression, incarceration, and deportation.
- Provide definitions for terms and services to assist in funding allocations.
- Broaden the understanding and support for essential services.
- Determine what steps service providers and agencies must take in order to qualify for recognition and funding.

The Potential Impact

The Community-Based Gang Intervention Model can be useful and effective in:

- Policy and Legislation
- Program Development
- Training
- Media
- General Education
- Funding
- Evaluation
- Research



Aquil Basheer from Maximum Force Enterprises conducting a gang intervention training.



Luis Cardona of the Montgomery County Health and Human Services Agency introducing Susan Cruz at a multi-agency training on gangs.

"Investing in community-based gang intervention provides youth and families with proven services and opportunities to better themselves and their community."

- Aquil Basheer, Maximum Force Enterprises

PART II:
THE COMMUNITY-BASED
GANG INTERVENTION MODEL

PART II: THE COMMUNITY-BASED GANG INTERVENTION MODEL

Gang Intervention Model Explanation

Community-based gang intervention is comprised of a variety of activities that focus on and engage active and former gang members, their close associates, and gang members in and returning from confinement. Gang involved youth and their families require specialized intensive and comprehensive services that address the unique issues encountered by youth when they become involved with gangs. Therefore, specific protocols and procedures must be developed and existing services be modified to address the need for more intensive and comprehensive gang intervention services. Service providers should have a history, experience, or specific training in effectively working with gang-involved youth and their families. This work must be specifically tailored to these communities where the service providers work collaboratively and directly with youth and their families. All services must come from an asset-based, population-specific development perspective. Inherent in this model is the recognition of ethnic/cultural competency.



Johnny Godinez from Soledad Enrichment Action Gang Intervention with some youth in Boyle Heights, California.

Hardcore, Specialized, Street and Detention/Prison-Based Services

Community-based gang intervention involves proactive and reactive responses to gang activities on several levels: (1) within the regional level to promote and coordinate peace truces and/or ceasefires between groups, (2) the neighborhood/street level with active gang members individually, and (3) within the community and the juvenile halls, camps, Division of Juvenile Justice facilities, county jails, and state prisons. On the

group level, interventionists engage gangs to promote, negotiate, and maintain understandings or agreements that prevent violence. Intervention workers mediate and decrease the intensity of and/or manage ongoing conflict between gangs. On the individual level, intervention workers also assist gang members either in or returning from incarceration with successful transition and integration into their communities and provide ongoing access to social services for them and their families.

Gang-Responsive/Specific Individual and Family Services

Gang-responsive/specific individual and family services are essential and complement the demanding work done on the streets. Gang intervention work has too often been undermined by the absence of or ineffectiveness of existing services. Funds must be provided to those agencies that clearly demonstrate specific responsiveness to gang-involved youth and their families and have specific methods, protocols, and procedures for servicing these groups.

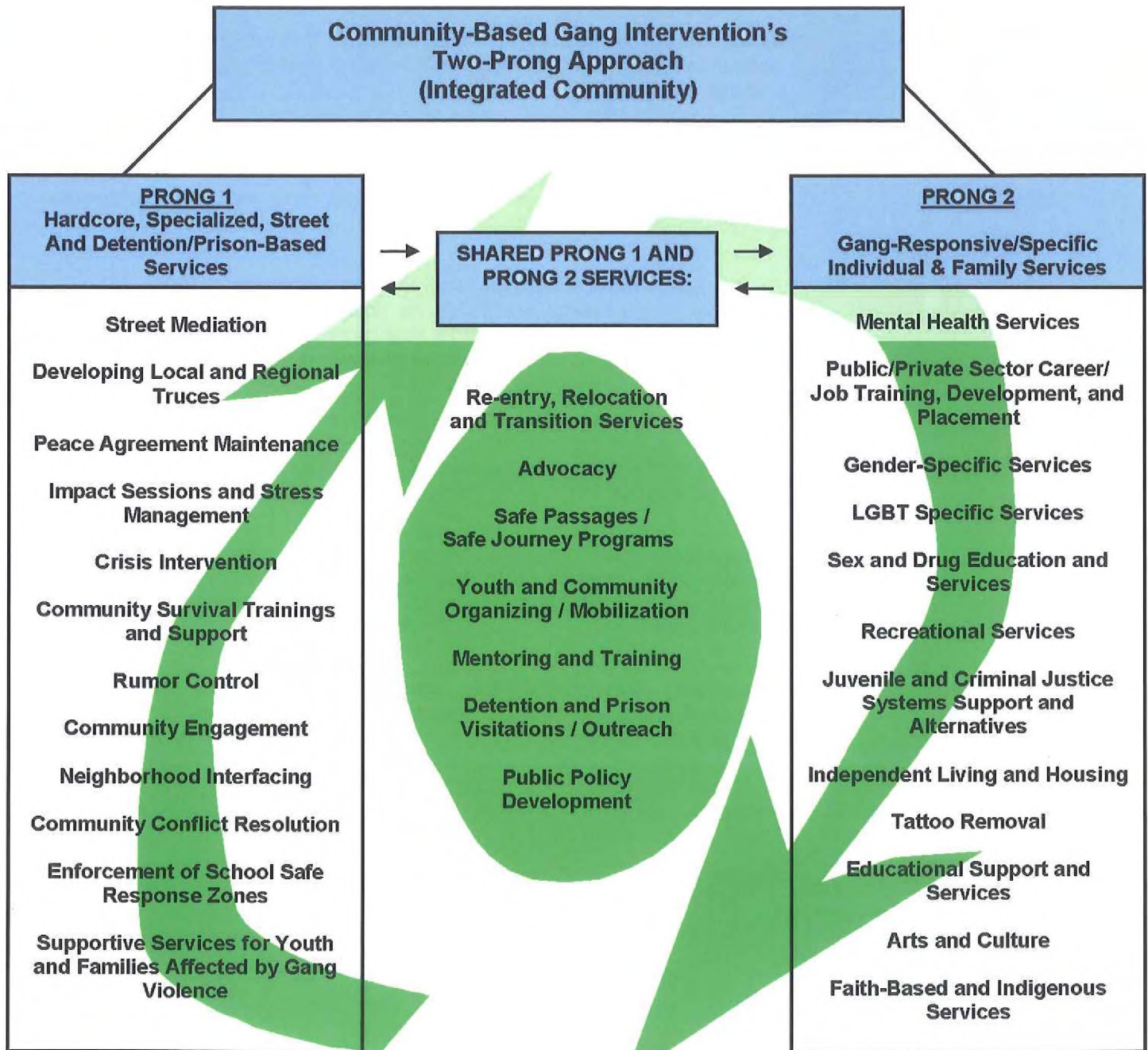
Significance of Street and System Experience

People who have experienced arrest, detention, and/or incarceration and who are committed to utilizing their experiences to positively transform and change their lives are often in the best position to do this work. Any exclusion of this population from employment or volunteer service opportunities greatly hinders the ability of any program to reach gang-involved youth and promote peace. This experience is essential in helping young people and their families negotiate the complexities of the streets and the juvenile and criminal justice systems.



Community-Based Gang Intervention Definition and Diagram

Gang Intervention is a two-prong approach that provides hardcore, specialized, street-based mediation and mitigation to stop or prevent violence between gangs and the concurrent redirection of individual gang members and their families in ways that bring progress to themselves and their communities.



The above-mentioned services are listed in no particular order and are conducted within the community and in the juvenile halls, camps, division of juvenile justice (DJJ) facilities, county jails, and state prisons.

Prong I Activities and Services Definitions

PRONG 1

Hardcore, Specialized, Street And Detention/Prison-Based

Street Mediation

Street Mediation: Working with gang members and persons with influence to defuse and de-escalate potential and/ or actual violence between rival gangs and one another.

Developing Local and Regional Truces

Developing Local and Regional Truces: Creating "ceasefires" or non-aggression agreements between rival gangs/neighborhoods. Agencies serve as conduits who facilitate constant dialogue and maintenance between gangs/neighborhoods.

Peace Agreement Maintenance

Peace Agreement Maintenance: Keeping gangs/neighborhoods and gang members at the peace table. The key methodology is actively involving them in working with their counterparts from rival gangs/neighborhoods in reinforcing peace agreements with their respective groups and neighborhoods.

Impact Sessions and Stress Management

Impact Sessions and Stress Management: Immediate response to any high levels of anxiety experienced by gang members, families, intervention workers, and community members in order to decompress critical situations due to traumatic events.

Crisis Intervention

Crisis Intervention: Immediate response to requests for violence prevention services. These may be made by multiple sources--gang members, families, schools, law enforcement, concerned residents, etc.—twenty-four hours a day, seven days a week.

Community Survival Trainings and Support

Community Survival Trainings and Support: Providing comprehensive targeted training and technical assistance to violence plagued communities after a major incident occurs. Facilitating the development of a community response plan including training on protocols and situational scene scenarios, block club refinement and tactical procedure development, and emergency response.

Rumor Control

Rumor Control: Preventing rumors from causing an intensification of tension and/or igniting violent responses.

Prong I Activities and Services Definitions

PRONG 1

Hardcore, Specialized, Street And Detention/Prison-Based

Community Engagement: Establishing relationships with community stakeholders to inform and engage them in quality of life activities which enhance intervention activities.

Neighborhood Interfacing: Serving as intervention representatives in communities by attending local meetings such as Neighborhood Councils, schools, faith-based organizations, etc.

Community Conflict Resolution: Using resolution skills to address and resolve community concerns related to gang activity in order to improve the quality of life within neighborhoods.

Enforcement of School Safe Response Zones: Working with schools to respond to gang-related issues and crises both within and outside of school.

Supportive Services for Youth and Families Affected by Gang Violence: These services may include, but are not limited to: advocating for public sector and private sector assistance and services; grief counseling; and referrals to treatment/rehabilitation for cognitive, mental, emotional, physical and/or financial injury, loss or suffering. Victims may include anyone who is physically, emotionally, financially or otherwise harmed by criminal activity, including those affected by the harm done either to or by a family member. No person, regardless of their background (race, ethnicity, gender, sexual orientation, socioeconomic level, etc) or past record may be excluded from victim assistance if they meet the above qualifications.

Community Engagement

Neighborhood Interfacing

Community Conflict Resolution

Enforcement of School Safe Response Zones

Supportive Services for Youth and Families Affected by Gang Violence

"Imagination and healing are two concepts not often considered in gang intervention. I've used both for 30 years and it works. My arts and spiritual based inner-core work involves hard core and highly traumatized youth as well as those who just need guidance and a mentoring hand. A whole community approach that expands our ideas of what a healthy life, a healthy family, and a healthy and strong community is what the Community-Based Gang Intervention Model's all about."

***- Luis Rodriguez, author of "Always Running" and "Hearts & Hands"
and co-founder of Tia Chucha's Centro Cultural & Bookstore***

Prong II Activities and Services Definitions

PRONG 2

Gang-Responsive/Specific Individual & Family Services

Mental Health Services

Mental Health Services: Comprehensive gang responsive mental health services to youth and families affected by gang violence and/or involvement. Integrated services are comprised of individual, family, and group therapy modalities, as well as psychological education provided through youth and parent training programs. Gang responsive services include substance use/abuse; skills training; anger management; emotional regulation for traumatic stress, family violence, depression, suicide, anxiety, and educational problems; assessing for and servicing youth with developmental disabilities; behavioral modification; parental implementation of discipline; and on-site and in-home services consisting of intensive therapeutic interventions, case management, family reunification, one-on-one counseling, family, group, and peer counseling, and parenting services and education. This work must be youth and family centered where the service providers work collaboratively and directly with youth and their families in the development and implementation of any treatment plan. All therapeutic services must be rooted in a strength-based, population-specific development perspective.

Public/Private Sector Career/ Job Training, Development, and Placement

Public/Private Sector Career Job Training, Development, and Placement: Training people/clients in job-finding and job-maintaining skills; including resume writing, interview skills, workplace decorum and rules, interpersonal communication, problem-solving, legal rights in the workplace, etc. Placement includes developing and maintaining relationships with employers, academic institutions, and vocational training facilities in order to successfully place multiple people/clients over time. Services should include life skills training, union pre-apprentice and certification classes, financial literacy, assisting in obtaining their high school diploma and/or GED, seeking higher education, securing employment, and achieving self-sufficiency.

Gender-Specific Services

Gender Specific Services: Gender specific services address and support gender identity development in both females and males. These gender-specific issues must be incorporated in all aspects of program design and service delivery.

LGBT Specific Services

Lesbian, Gay, Bisexual, and Transgender (LGBT) Specific Services: LGBT services are ones that are developed to address and support the specific development and service needs of the LGBT community. These services are ones that are knowledgeable on issues unique to LGBT youth, including the effects of homophobia and transphobia as it relates to the gang culture.

Prong II Activities and Services Definitions

PRONG 2

Gang-Responsive/Specific Individual & Family Services

Sex and Drug Education and Services: Providing education and services that focus on harm reduction including risky behavior, needle exchange, condom distribution, family planning, sexual reproductive health, drug treatment on-demand, physical rehabilitation services, and linkages to general medical and dental services.

Recreational Services: Providing services that include daily access to physical activity, including organized sports, skills workshops, team building, field trips, and free play. Recreational services and activities are a key component to providing linkages between gang-involved youth and intervention workers. These services must incorporate gang-involved youth vs. segregating and excluding youth based upon their perceived or real gang involvement. This may include facilitating athletic competitions or activities between gang rivals to ease neighborhood tensions and break down anonymity of youth violence.

Juvenile and Criminal Justice Systems Support and Alternatives: Programs that focus on educating and preventing youth and their families from either entering into or becoming further involved with the juvenile or criminal justice systems (e.g. school expulsion, arrest, court, detention, incarceration, placement on and/or violations of parole, probation, and gang injunctions, and/or deportation). Programs must be specifically designed to transition youth and adults from the juvenile and criminal justice systems using these tools:

- Legal Education
- Mediation
- Expungement
- Restorative Justice
- Court Support
- Graduated Sanctions

Independent Living and Housing: Programs that provide supportive services or emergency, transitional, appropriate placement, and permanent housing for gang-involved youth and their families who are homeless and/or at-risk of being homeless.

Tattoo Removal: Providing voluntary laser removal of markings on the body related to gang involvement, substance abuse, domestic violence, or traumatic life experiences. Laser tattoo removal drastically reduces job discrimination, casual police interest, and the probability of random violence while increasing self-esteem and life chances. In certain very limited cases where laser use is not indicated, (e.g. tattoos on eyelids, inside mouth, etc.), surgical rather than laser removal may be done.

Sex and Drug Education and Services

Recreational Services

Juvenile and Criminal Justice Systems Support and Alternatives

Independent Living and Housing

Tattoo Removal

Prong II Activities and Services Definitions

PRONG 2

Gang-Responsive/Specific Individual & Family Services

Educational Support and Services

Educational Support and Services: Gang youth are being systematically forced out of mainstream schools into alternative educational environments that do not provide appropriate or adequate educational services. Educational support services can play an integral role in stemming this tide by providing a spectrum of educational options within the mainstream educational system to address the specific needs of gang-involved and affiliated youth and their families. The alternative educational system should be given the support to focus on returning youth to their changed home-school environment. Options should exist to take into account the current realities of work, family maintenance, and other skills needed to make it for the present as well as the future. We also recognize the amazing number of teachers, counselors, librarians, and administrators who are struggling at great odds to create these kinds of educational environments. Gang intervention workers complement their efforts with the full involvement of parents, youth, activists, and other members of the community.

Arts and Culture

Arts and Culture: The arts and culture have consistently been shown to be one of the most effective means of intervention for gang-involved and affiliated youth and their families. Through visual arts, dance, media, theater, writing, and music, young people connect to the inexhaustible possibilities that exist in their immense capacity to be creative. The arts are vital to having a creative and imaginative life, especially for those caught in the grips of violence. It is the main source of abundance and transformation in a person. By tapping into the arts, one taps into purpose, meaning, capacities, and gifts; into callings, destiny and meaning. The arts are the best path for change, peace, wholeness, and abundance. Arts can help youth and their families live fully realizable lives, self-driven and self-actualized, and should be reintegrated into the education system.

Faith-Based and Indigenous Services

Faith-Based and Indigenous Services: Many people connect with one another by activities that enrich their spirits. There are many paths to spiritual engagement and enlightenment. This is not necessarily about any one religion; although these can be important for one's spiritual connection and growth. Faith-based institutions, properly aligned to the issues of human want, need, moral guidance and full participation in the world, can and must be welcomed and supported in this area. This is done by cultivating the growth and development of gang members mentally, spiritually, emotionally, and socially; and working to inspire them to fulfill their potential in life. Christians of all denominations: Muslims, Buddhists, Jews, and other religious faiths, must be allowed to enter into this work of transforming unhealthy, raging and violent lives. Indigenous spiritual practices are also important in this regard. Native/indigenous systems of spiritual engagement are very much part of the multiplicity of cultures inhabiting this land. All can be crucial in healing, creating community, giving back, and teaching.

Shared Prong I and Prong II Activities and Services Definitions

SHARED PRONG 1 AND PRONG 2 SERVICES

(These services are found in the middle of the Community-Based Gang Intervention Diagram)

Reentry, Relocation, and Transition Services: Re-entry, relocation, and transition services reconnect people to their families, friends, and the community while ending system ties/custody. Agencies provide targeted reintegration of current and formerly incarcerated youth and adults back into communities upon release from prisons, jails, juvenile halls, and other institutions noted below. The goal is for youth to succeed without relying on underground economies that bring harm to themselves and others. This requires both the public and private sector focusing on family reunification, public safety, and restorative justice. These programs provide support to people who are transitioning from:

- **Detention** – (juvenile hall, jail, Immigration and Custom Enforcement (ICE) detention)
- **Probation** (including Probation programs such as house arrest)
- **Incarceration** – (Probation, California Youth Authority/Division of Juvenile Justice, County Jail, State or Federal Prison)
- **Secure Placement**
- **Parole**
- **Drug & Mental Health Treatment**

Advocacy: Advocacy ensures that individuals, families, and communities attain the rights and resources to which they are entitled. Advocates empower gang involved, affiliated, and accused individuals and their families to take proactive stances. This is done by negotiating governmental and private systems to access legal, educational, health, housing, transportation, and other needed resources. Advocates assist in on-site navigation of services, access and secure needed documentation, and provide support through testimony and correspondence. Advocacy also provides for active involvement and input from youth and families in developing and passing policies. Youth become educated and involved in the development of public policy that influences communities.

Safe Passages / Safe Journey Programs: Programs designed to assure that children, youth and other community members move safely throughout the community with emphasis on the paths between home and school. Safe Journey Programs offer sanctuary sites, such as churches, schools, non-profit centers, and shelters where youth can go to escape domestic violence as well as school and street violence situations.

**Re-entry, Relocation
and Transition Services**

Advocacy

**Safe Passages /
Safe Journey Programs**

As an attorney in the County of Los Angeles Public Defenders Office for the last 13 years, the Community-Based Gang Intervention Model provides the clarity and insight that the justice system needs to better understand the critical services that are essential to gang-involved youth and their families.

- Shelan Joseph, Los Angeles County Public Defender's Office

Shared Prong I and Prong II Activities and Services Definitions

SHARED PRONG 1 AND PRONG 2 SERVICES

(These services are found in the middle of the Community-Based Gang Intervention Diagram)

Youth and Community Organizing / Mobilization

Youth and Community Organizing / Mobilization: Engaging community members, particularly youth, in an organizing process to: critique the world around them; identify key problems; develop solutions; and plan/implement campaigns to change and/or create policies, programs, or institutions. Through organizing, people participate in a reform agenda or build a transformative agenda to generate new policies, programs, institutions, or systems. This process can include mobilizing communities to advocate for specific programs or policies.

Mentoring and Training

Mentoring and Training: Mentors establish respectful relationships that provide youth and adults with guidance, knowledge, and direction. The goal of the mentoring relationship is to empower youth to achieve their own particular life purposes and aspirations. Mentoring includes both one-to-one and group activities. Mentors include those who have direct gang experience through their own or their family's participation. Training and mentoring also provides an opportunity for youth and young adults to be trained as the next generation of intervention workers. This may include training, shadowing, and supporting people to move to adopting the core values and skills necessary to be an effective intervention worker.

Detention and Prison Visitations / Outreach

Detention and Prison Visitations / Outreach: Providing leadership, court support, advocacy, spiritual support, service referrals, independent development, artistic expression, resources, and other opportunities to youth, adults, and their families. These services are delivered in juvenile halls, jails, ICE detention facilities, youth camps and prisons, adult, state, and federal prisons, and court mandated placement.

Public Policy Development

Public Policy Development: Focuses on developing new or reforming existing juvenile justice and youth development laws and/or legislation that directly impacts public policy relating to prevention, intervention, and incarceration of youth, families, and communities. This expands public policy development to include healthy, whole communities (i.e. jobs, affordable housing, health care, appropriate educational services, recreational space).



Members of the Youth Justice Coalition at the California State Capital advocating for more intervention services and monies.



Kenny Green from Toberman Settlement House mentoring a youth.

PART III:
EVALUATING THE EFFECTIVENESS
OF GANG INTERVENTION

PART III: EVALUATING THE EFFECTIVENESS OF GANG INTERVENTION

Several factors must be considered when evaluating the efficacy of the Community-Based Gang Intervention Model. Based on the socio-ecological theory of youth development, the two-prong approach provides specificity of services that directly target gang-involved youth and their families. The Community-Based Gang Intervention Model successfully incorporates the various service systems gang involved youth and their families interface with on a daily basis, including education, social service, and criminal justice systems.

The Community-Based Gang Intervention Model identifies the mechanisms and avenues by which Prong I service providers can engage with and incorporate Prong II services. This integration of services provides the flexibility needed to address the various levels of gang involvement evident in the population and targets the various degrees of violence ranging from intra and interpersonal conflicts to gang turf wars and shootings.

The underlining theory of the Community-Based Gang Intervention Model is that for intervention services to be effective, an integrated approach must have "specialized, street, and detention/prison-based services" that directly address the group structure of gangs while simultaneously incorporating "gang-responsive/specific individual and family services" that address youth and families on a more individual level. If efforts towards gang violence reduction are to have long lasting effects, we must address both the individual and group dynamics of gangs.

Baseline Services

To implement the Community-Based Gang Intervention Model and effectively fund gang intervention agencies, the minimal level of baseline services would be as follows:

Prong I Services:

- Street Mediation
- Developing Local and Regional Truces
- Peace Agreement Maintenance
- Crisis Intervention

Prong II Services:

- Mental Health Services (Evidence Based)
- Job Training, Development, and Placement
- Removal of Gang-Related, Visible Tattoos
- Juvenile/Criminal Justice Support/Alternatives
- Educational Support and Services

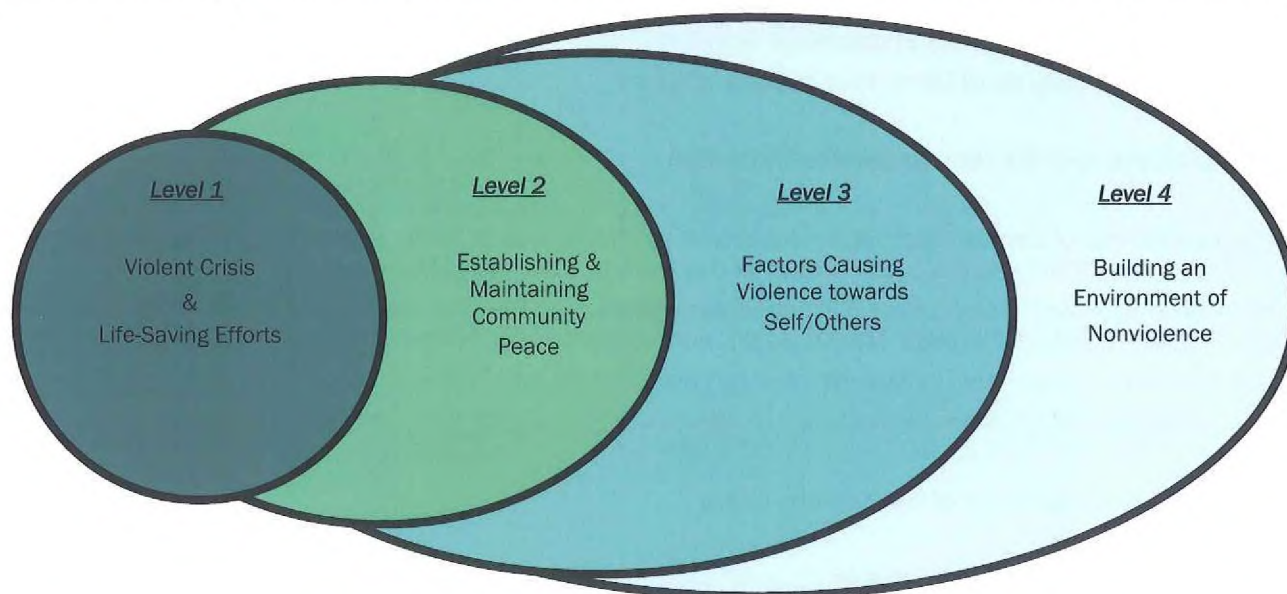
There is a tremendous amount of variability in the availability and quality of community-based gang intervention services. In order to effectively measure gang intervention services, governments must develop *baseline services* to ensure that a minimal level of intervention is met and that all service providers are held to the same evaluation criteria.

Any agency seeking intervention funding must be required to provide these baseline services at a minimum. This will facilitate a basic standard of service delivery that should be evaluated within each local area (i.e. measuring gang violence at the group level,) and for each participant (measuring the individuals ability to successfully transition out of a violent lifestyle.) Consistency of services or fidelity is an extremely important concept whenever conducting intervention research in order to ensure uniform standards of evaluation is equitably applied to all service providers.

Target Goals of Gang Intervention

The following diagram presents the targeted goals of the Community-Based Gang Intervention Model across four levels of service delivery and intervention. To implement the Model effectively, governments must comprehensively and significantly fund all four levels of intervention, or at a minimum, focus intervention monies towards levels 1 & 2 services (i.e. Prong I).

Levels 1 & 2 are composed of Prong I services that target gang violence by focusing on the group dynamic within and between gangs. These two levels of service delivery are extremely crucial if policy makers are to witness significant declines in violence in the coming years. Levels 3 & 4 are comprised of primarily Prong II services which target and provide direct services to individual gang members and their families. These two levels of intervention are important for sustaining and cultivating an environment of non-violence within the home and the larger community.



Level 1 Services: Violence Crisis & Life-Saving Efforts

This level of intervention specifically targets violent crises and events in the community that require life-saving efforts by gang intervention workers such as: 1) Street Mediation; 2) Impact Sessions & Stress Management; and 3) Crisis Intervention.

Level 2 Services: Establishing & Maintaining Community Peace

Intervention services establish and maintain community peace through efforts by gang intervention workers such as: 1) Developing Local and Regional Truces; 2) Peace Agreement Maintenance; 3) Community Survival Trainings & Support; 4) Rumor Control; 5) Community Engagement; 6) Neighborhood Interfacing; 7) Community Conflict Resolution; 8) Enforcement of School Safe Response Zones; 9) Supportive Services for Youth and Families Affected by Gang Violence.

Level 3 Services: Factors Causing Violence Towards Self/Others

Intervention services focus on the risk and protective factors promoting violence towards gang involved individuals and others. These services are composed of: 1) Mental Health Services; 2) Public/Private Sector Career/Job Training, Development, & Placement; 3) Gender-Specific Services; 4) LGBT Specific Services; 5) Sex & Drug Education/Services; 6) Tattoo Removal; 7) Educational Support and Services; 8) Arts & Culture; 9) Faith-Based/Indigenous Services; 10) Re-entry, Relocation, & Transition Services; 11) Advocacy; 12) Safe Passages/Safe Journey Programs; 13) Mentoring & Training; and 14) Detention and Prison Visitations/Outreach.

Level 4 Services: Building an Environment of Non-Violence

These intervention services address the systemic need to build an environment of non-violence in the lives of youth and their families, schools, and communities by: 1) Recreational Services; 2) Juvenile & Criminal Justice Systems Support/Alternatives; 3) Independent Living & Housing; 4) Re-entry; 5) Relocation & Transition Services; 6) Advocacy, Youth, & Community Organizing/Mobilization; and 7) Public Policy Development.

Gang Intervention Measurements

The following section briefly reviews the eight areas that are involved in influencing gang violence among youth, young adults, families, and the community. Any assessments of gang intervention should at a minimum measure the following:

I. Gang Truces, Peace Agreements, and Mediation Services

- Number of Gangs Involved
- Duration and Maintenance of Peace Agreements and Truces
- Reduction in Violent Conflicts
- Peace Efforts (i.e. Community Engagement Activities)
- Community Self Reports of Decreases in Gang Violence

II. Accessibility and/or Barriers to Service Utilization

- Responsiveness of Service Agencies as Measured by Willingness of Service Providers to Work with Gang-Involved Youth, Young Adults, and Families and Adhere to Contractual Mandates
- Increase in Skills or Comfort Level of Youth, Young Adults, and Families Negotiating and Navigating Social Service Systems (i.e. Legal System, Mental Health and Social Service Systems, Educational Services)
- Maintenance of Consistent Contact with Youth, Young Adults, and Families
- Family Self Reports of Service Providers

III. Experience and Expertise of Service Providers

- Clinical Goals that are Specific and Appropriate for Gang-Involved Youth, Young Adults, and Families
- Years of Direct Service Contact to Population of Gang-Involved Youth, Young Adults, and Families
- Maintenance of Consistent Contact with Youth, Young Adults, and Families
- Family Self Reports of Service Providers

IV. Extent and Degree of Service Integration

- Number of Individuals Outreached To
- Number of Individuals Linked to Services
- Number of Individuals who Complete Specific Service Requirements (i.e. job development)
- Outcome of Specific Services Accessed by the Individual

V. Accessibility and Availability of Community and Faith-Based Services

- Visibility and Accessibility of Service Providers (i.e. distance of services)
- Responsiveness of Service Agencies
- Hours of Operation
- Youth and Family Evaluations of Community and Faith-Based Services

Gang Intervention Measurements

VI. Educational Opportunities and Barriers

- Drop Out Statistics
- Triage of Youth into Alternative Schools, Non-Public School Settings (NPS)
- Schools Providing Individual Educational Plan (IEP) Mandated Services to Youth, Young Adults, and their Families
- Continuing Education in Community Colleges, Trade and Apprenticeship Programs and Schools, and Universities

VII. Economic Opportunities and Barriers

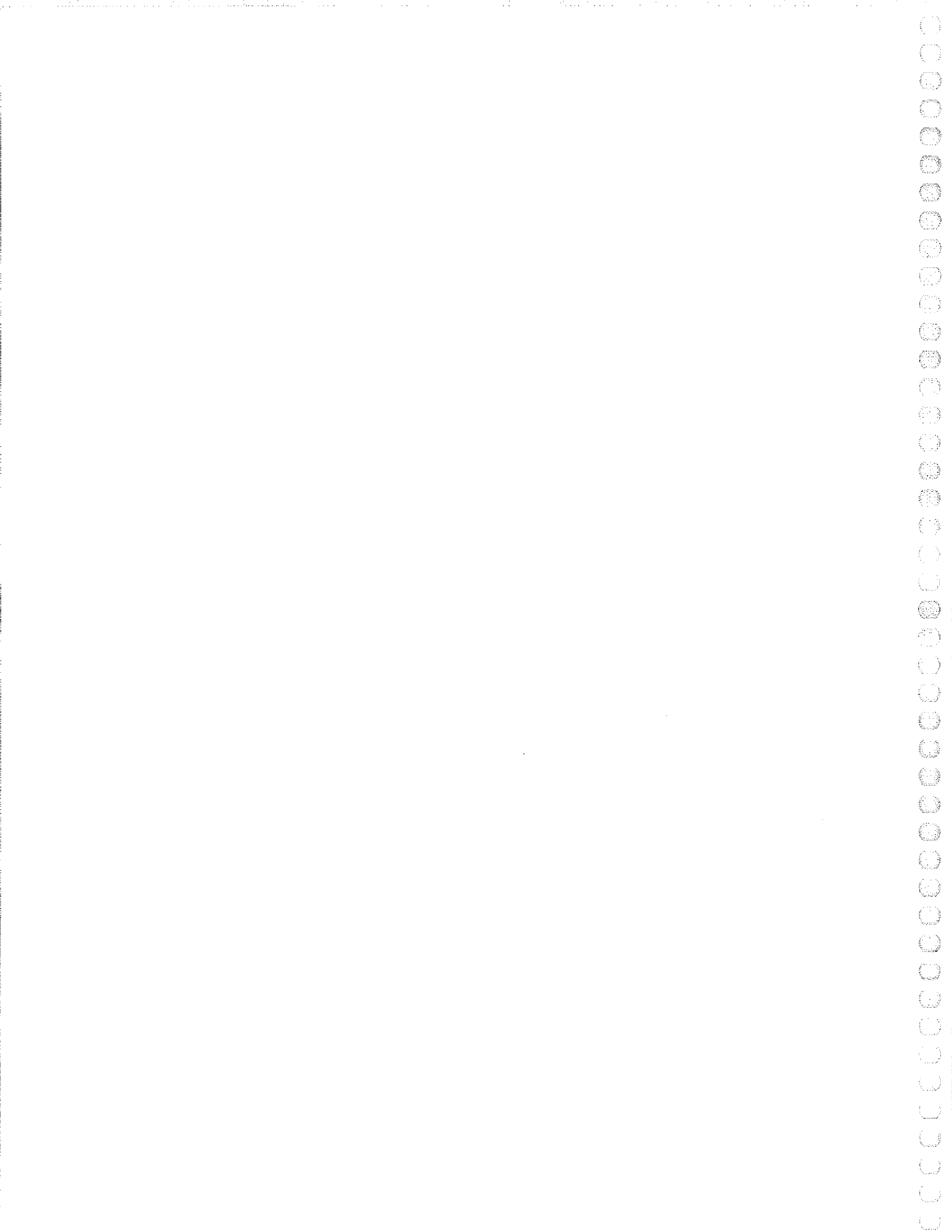
- Job Availability
- Successful Placement of Individuals in Employment
- Removal of Tattoos
- Socioeconomic Status / Family Income
- Long-Term Career Goals

VIII. Communities Perception of Gang Violence Reduction

- Visibility, Accessibility, and Efficacy of Service Providers
- Youth, Young Adult, and Family Self and Community Evaluations
- Community Self Reports of Decreases in Gang Violence

"These evaluation measurements not only hold gang interventionists accountable to the community, but prove that gang intervention does indeed work and is effective at stopping gang violence."

***- Blinky Rodriguez, Executive Director
Communities in Schools***



PART IV:
CONCLUSION / ACKNOWLEDGEMENTS

PART IV: CONCLUSION

"One of the many reasons I support gang intervention, youth centers and jobs for youth over prisons is because I want to give youth a chance to live past the age of 18 or 21; to have a life beyond the streets. I want them to have the chance I never had, so that way they feel like there is hope or like they don't have to join a gang."

- Nery Cividanis, 19, Youth Justice Coalition

Community-based gang intervention is essential to achieving youth and community development. Studies continue to prove that gang intervention is not only cost-effective, but that it also provides long-lasting results and opportunities for those youth and families most susceptible to gang violence.

Gang membership and gang violence are symptoms of larger societal, economic, and community conditions. Therefore, our systemic and programmatic response must be aimed not simply at the symptoms, but also at providing neighborhoods with gang-responsive and gang-specific services needed for people to remain and thrive in their community. By investing and prioritizing gang intervention, lawmakers and communities can indeed increase peace-building efforts and begin tackling the root causes and conditions that give rise to gang violence.

Law enforcement agencies play a critical role in any comprehensive gang violence reduction plan; however, a suppression strategy alone will never solve the problem of gang violence. If government continues to disproportionately fund law enforcement efforts in neighborhoods plagued by violence without adequately funding gang intervention work on the streets and within detention and incarceration facilities, then governments will only provide temporary and costly solutions.

Ultimately, the goal of Community-Based Gang Intervention is to obtain lasting peace within our neighborhoods and communities. "A Guide for Understanding Effective Community-Based Gang Intervention" provides a critical and necessary framework for understanding the field of gang intervention and providing the necessary and appropriate services and mechanisms to support and expand this growing field.

For cities and regions to effectively reduce gang violence, there must be a programmatic commitment to creating intervention services that are holistic and comprehensive while integrating both Prong 1 and Prong 2 services.

This guide does not provide a menu of services, but rather a comprehensive and integrated process that meets the immediate needs of the community and leads to long-term systemic changes. I hope that this guide has provided you with more information and concrete reasons why governments and communities should invest and prioritize gang intervention as a way to create long-lasting peace and safety. Until we unite around this issue and begin to address the underlying social conditions from which gang violence flourishes by truly implementing proven solutions, such as community-based gang intervention, then we as a society will continue to lose countless lives to gang violence.

HISTORY OF THE LOS ANGELES CITY COUNCIL'S AD HOC COMMITTEE ON GANG VIOLENCE AND YOUTH DEVELOPMENT

On March 2, 2007, Los Angeles City Councilmember Tony Cárdenas, Chair of the City's Ad Hoc Committee on Gang Violence and Youth Development directed the City's Human Relations Commission to facilitate the Community Engagement Advisory Committee; an internationally renowned group of prevention and intervention experts, researchers and academics, peace-makers, and stakeholders throughout the County and City of Los Angeles. The purpose of the Committee was to advise him as the Chair of the Ad Hoc Committee on Gang Violence and Youth Development on juvenile justice and youth development issues by drafting legislative policy proposals.

From April 2007 to May 2008, the group met weekly to advise Councilmember Cárdenas on issues of youth development as well as to offer recommendations on the City's current community-building efforts. During that time, the Community Engagement Advisory Committee

created the "Community-Based Gang Intervention Model" which continues to garner praise throughout the region, state, and nation for clearly and holistically defining the emerging field of gang intervention.

The Committee brought with it several generations of experience, wisdom, and knowledge in the fields of juvenile justice and youth development. The Committee members all live and work in Los Angeles and represent organizations that work with Los Angeles' most disconnected youth and families in the City's poorest communities. Together, the Committee's members have connected tens of thousands of youth and their families to jobs, education, cultural arts, and other necessary services and programs. Currently, Councilmember Cárdenas is reconvening members of the Community Engagement Advisory Committee to continue advising him on juvenile justice issues to be directed towards the implementation of established policy and legislation.



Members of the Community Engagement Advisory Committee after the historic February 13, 2008 vote that made the "Community-Based Gang Intervention Model" official City of Los Angeles policy and legislation.

Back row from left to right: Michael de la Rocha, City Human Relations Commission, Gregory Thomas, KUSH Inc, Susan Cruz, Sin Fronteras, Robert Hernandez, Communities in Schools, Kim McGill, Youth Justice Coalition, Rosemarie Ashamalla, Sunrise Outreach Center, Alex Sanchez, Homies Unidos, Stan Muhammad, Venice 2000, Former State Senator Tom Hayden, Johnny Godinez, SEA-Gang Intervention, and Blinky Rodriguez, Communities in Schools. **Front row from left to right:** Noreen McClendon, Concerned Citizens of South Central Los Angeles, Rainbow Alvarez, Youth Justice Coalition, Jose Aldana, Youth Justice Coalition, and Maritza Galvez, Youth Justice Coalition.

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Through their efforts, Los Angeles and the rest of the country now has a blueprint for understanding and adequately funding community-based gang intervention:

Bobby Arias, Communities in Schools

Rosemarie Ashamalla, Sunrise Outreach Center

Aquil Basheer, Maximum Force Enterprises

City of Los Angeles Human Relations Commission

Susan Cruz, Sin Fronteras

Michael de la Rocha, City of Los Angeles Councilmember Tony Cárdenas' Office

Johnny Godinez, SEA-Gang Intervention

Kenny Green, Toberman Settlement House

Dameian Hartfield, Watts Gang Task Force

Tom Hayden, Former California State Senator

Melvyn Hayward, Venice 2000 / H.E.L.P.E.R. Alliance / Cease Fire Committee

Robert Hernandez, Communities in Schools

Eduardo Soriano-Hewitt, City of Los Angeles Councilmember Tony Cárdenas' Office

Shelan Joseph, Los Angeles County Public Defenders Office

Bill Martinez, Pat Brown Institute

Russell Martinez, Toberman Settlement House

Tony Massengale, Los Angeles County Commission on Human Relations

Noreen McClendon, Concerned Citizens of South Central Los Angeles /Watts Gang Task Force

Peter Morales, Communities in Schools

Stan Muhammad, Venice 2000 / H.E.L.P.E.R. Alliance / Cease Fire Committee

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Mona Devich-Navarro, California State University, Los Angeles

Ron Noblet

Monica Ordonez, City of Los Angeles Commission on the Status of Women

Blinky Rodriguez, Communities in Schools

Fidel Rodriguez, Divine Forces Media, Inc.

Luis Rodriguez, Tia Chucha's Centro Cultural

Alex Sanchez, Homies Unidos

Ellen Sanchez, Violence Prevention Coalition

Belinda Smith Walker, Girls and Gangs

Javier Stauring, Archdiocese of Los Angeles Office of Restorative Justice

Bo Taylor, Unity One Collaborative

Gregory Thomas, Watts Gang Task Force / KUSH Inc.

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Emanuel Flores, Oscar Flores, Maritza Galvez, Mireya Herrera, Brandon Jackson, Champagne King,

Gabriela Lopez, Kim McGill, Tonisha Mendoza, Noe Orgaz, Jose Palacios, Luis Penado, and Rodrigo Vasquez

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Graphs Courtesy Of:

- Pg. 6: The Pew Center on the States: The Public Safety Performance Project. "One in 100: Behind Bars in America 2008." February 2008. Online at www.pewcenteronthestates.org
- Pg. 7: The Pew Center on the States
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- Page. 12: Homies Unidos, Maximum Force Enterprises, and Sin Fronteras
- Page. 14: SEA Gang Intervention and www.abcnnews.com
- Page. 12: Communities in Schools and Toberman Settlement House
- Page. 22: Youth Justice Coalition and www.gbmg-umc.org
- Page. 31: SEA Gang Intervention

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Appendix M: GRYD Implementation Study Interview Question Template

1. What changes did you experience from the transition of CDD's Bridges Program to GRYD?
2. In your estimation, why did the Bridges Program end?
3. What Gang Prevention/Intervention services does your organization have?
4. Who do you receive referrals from?
5. Who do you make referrals to?
6. Collaboration- How do you collaborate with:
 - a. The GRYD Office and Staff
 - b. Community Members (Youth and Families)
 - c. Other City Departments
 - d. Offices of Elected Officials
 - e. Community-Based Organizations
 - f. Other GRYD Contracted Organizations
 - g. LAUSD
 - h. LAPD
 - i. Los Angeles County Entities
 - j. Los Angeles County Probation Department
7. How were The GRYD Zones defined?
8. Do you feel that the GRYD Zone in your area represent the "hot spots"?
9. How is accountability maintained within the GRYD office?
10. How were the RFP's for GRYD Contracts rolled out?
11. What do you think about the planned GRYD Evaluation by Harder and Co?
12. What is your experience with the Y-SET?
13. If a youth is ineligible for services through your program, what happens to them?
14. What do you think about the Summer Night Lights Program?
15. What do you think are GRYD's strengths and challenges?
16. Are there any materials or reports that we should look at?
17. Can we cite you in this report?

*This is only a template. Questions were removed if irrelevant to the particular organization/agency/individual.