

Preventing Gang Violence and Building Communities Where Young People Thrive



A TOOLKIT FOR MUNICIPAL LEADERS



National League of Cities



Institute for Youth, Education, and Families

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The Institute for Youth, Education, and Families (YEF Institute) is a special entity within the National League of Cities (NLC). NLC is the oldest and largest national organization representing municipal government throughout the United States. Its mission is to strengthen and promote cities as centers of opportunity, leadership and governance.

The YEF Institute helps municipal leaders take action on behalf of the children, youth and families in their communities. NLC launched the YEF Institute in January 2000 in recognition of the unique and influential roles that mayors, city councilmembers and other local leaders play in strengthening families and improving outcomes for children and youth.

Through the YEF Institute, municipal officials and other community leaders have direct access to a broad array of strategies and tools, including:

- Action kits that offer a menu of practical steps that officials can take to address key problems or challenges.
- Technical assistance projects in selected communities.
- The National Summit on Your City's Families and other workshops, training sessions and cross-site meetings.
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INTRODUCTION

The proliferation of gangs can bring fear and violence to every block of a city. In addition to suffering unacceptably high numbers of deaths and injuries, gang-besieged neighborhoods are plagued by intimidation, economic and physical decay, and withdrawal from civic engagement. As these neighborhoods decline, the bonds that hold communities together weaken: children fear going to school; parks become unusable; shopping and taking a bus to work become dangerous ventures.

Fortunately, cities are experimenting with a wide range of new approaches that not only seek to suppress gang violence, but also build communities that do not produce gangs in the first place. According to noted gang expert James Howell, gang-plagued jurisdictions have learned that enforcement and other police actions are not an adequate answer, and that city leaders need to involve the entire community, including neighborhood organizations and residents. “Police should not be expected to assume sole responsibility for youth gang problems. Broad-based community collaboration is essential for long-term success,” Howell says. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice adds that “gangs are, in part, a response to community dysfunction.”

Prevention efforts are particularly important given the young age at which many gang members join. “In Their Own Words: A Study of Gang Members Through Their Perspective,” a 2008 focus group report sponsored by the Safe City Commission in Fort Worth, Texas, found that two-thirds of respondents joined a gang between ages 12 and 14, with more than half knowing they wanted to join a gang by age 11. Nearly all of the gang members who were interviewed had family members in gangs and most felt that gang culture was a basic part of their everyday life. As a result, cities have gradually shifted from enforcement-only efforts toward balanced approaches that blend prevention, intervention and suppression strategies. The increasing emphasis on comprehensive and balanced approaches is particularly important in states such as California, where gang violence has claimed more than 15,000 lives since 1981.

In order to reduce gang-related violence and victimization through cross-city peer learning, identify and implement best practices and initiate state and federal policy changes to support local practice, the National League of Cities’ (NLC) Institute for Youth, Education, and Families and the National Council on Crime and Delinquency (NCCD) launched a network of 13 California cities dedicated to formulating effective anti-gang strategies in 2007. With support from the California Endowment, California Wellness Foundation, East Bay Community Foundation, Richmond Children’s Fund and the Evelyn and Walter Haas, Jr. Fund, this initiative uses municipalities in California as a “learning laboratory” for other cities across the nation. Participating cities include Fresno, Los Angeles (San Fernando Valley portion), Oakland, Oxnard, Richmond, Sacramento, Salinas, San Bernardino, San Diego, San Francisco, San José, Santa Rosa and Stockton.

As the first network of its kind in the nation, the California Cities Gang Prevention Network brings together teams of municipal leaders, law enforcement officials, school district and community partners and a host of other stakeholders representing the public, private and nonprofit sectors. In each city, the mayor and police chief provide high-level leadership for the network teams as they establish comprehensive local gang prevention plans based on evidence-based, public health approaches. These plans seek to engage the “moral voice” of local — yet often discouraged and mistrusting — neighborhoods, and get in front of the gang issue before resources are diverted toward ineffective, fear-driven responses. NLC and NCCD have provided local teams with guidance and assistance, offering numerous opportunities for cities to network, share ideas and discuss what strategies do and do not work.

As law enforcement officials, service providers and community leaders have gained a greater understanding of each other’s work and the value that each stakeholder can add to gang reduction efforts, network cities have increasingly lent their support to the three-pronged approach of prevention, intervention and enforcement. In addition to increasing coordination across city, county, state and federal law enforcement agencies, municipal leaders are intervening with youth on the edge through “street-level outreach” efforts and connections to jobs, education and



social services, as well as putting more resources toward prevention — e.g., parenting classes, afterschool programs and neighborhood revitalization. Some of the most effective strategies applied to date offer young offenders and gang members a choice between clear consequences for continuing their behavior paired with clear offers of help and support if they wish to leave the gang lifestyle.

The network has found that adherence to six core principles significantly enhances the efficacy of local gang prevention work:

- First, the mayor and chief of police must be together, leading. This leadership combines the moral (“Gang violence will not be tolerated...”), the conceptual (a plan), and the bureaucratic (city business will be done in a different way).
- Second, law enforcement and social services must not be seen as antithetical concepts. They are wedded. As parents, we set limits and we nurture. To reduce gang violence, we must convey both certainty of consequences and certainty of help. Police must enforce the law, but most police leaders assert that “we cannot arrest our way out of this problem.”
- Third, a comprehensive, citywide strategy must be developed. This is difficult. Many feel that a program here and there will save a city. This is not only not strategic but unrealistic.
- Fourth, an entity must be designated or created to track the work once the plan is developed, to hold people accountable for implementation, and alter the plan as needed. Consistent tracking and accountability are more important than a complex system; outcome measures should be part of the strategic plan.
- Fifth, municipal officials must forge an excellent working and policy relationship with the county. Cities directly confront most of the pain caused by violence, but counties sit atop most of the resources. Those cities that have forged excellent working relationships with key county agencies such as child welfare, probation and public health fare better than those cities that are disconnected from county policies.
- Sixth, the effort and the people conducting it must get close to young people in the community. Gang members are lured into gangs by those who seem to engage in their lives, care about them and tell them, “I’ve got your back.” The community, especially police and social services agencies, must get close enough to know the names of and reclaim gang-involved youth and those at risk of gang affiliation.

These principles are distilled from the experience of the network as city teams grapple with the complex problem of gang violence and search for common lessons in addressing their diverse local circumstances and needs.

As a resource for mayors, councilmembers, senior municipal staff, law enforcement officials and community stakeholders and service providers, this toolkit shows how communities participating in the California Cities Gang Prevention Network — as well as cities throughout the nation — infuse their anti-gang work with these principles.

Recognizing that these efforts require resources, the toolkit begins by exploring the wide range of funding strategies and sources that cities have used to support their gang reduction efforts, and the implication that federal and state funding streams must be made more flexible in supporting the implementation of comprehensive local gang prevention plans.

The following sections explore a set of strategic partnerships that are critical to combating gang violence:

- Cooperation among police, probation and parole, prosecutors, courts, state and federal law enforcement agencies and others in the criminal justice field — and collaboration with a broad range of other partners — to develop effective public safety strategies;
- Cross-system collaboration with county agencies, including those that oversee probation, health and human services and child welfare systems;



- Partnerships with schools to provide gang awareness and education, ensure a safe school environment, keep young people on track toward graduation and intervene early with youth who display risk factors;
- Involvement of the faith community in mentoring and intervening with troubled youth, strengthening families, reestablishing social norms and mobilizing neighborhoods; and
- Engagement of neighborhood leaders and residents in supporting enforcement activities, advocating for prevention programs, developing relationships with young people and strengthening the civic fabric.

The toolkit also examines two targeted approaches that are becoming increasingly prevalent in cities across the country:

- The hiring of street outreach workers to divert gang-involved youth toward positive alternatives, prevent retaliation and promote nonviolent conflict resolution; and
- A growing focus on reentry strategies to ensure that young people and adults returning from detention facilities receive the services, supports and job opportunities needed to get their lives back on track and make positive contributions to their communities.

Each of these seven chapters provides an overview of the approach and its benefits, describes the scale and impact of the approach, identifies a series of action steps and highlights city examples to illustrate how cities have put those strategies into practice. Readers can also find samples of city documents used by the network to form local collaboratives (e.g., memoranda of understanding, joint powers agreements and similar documents) in Appendix C of this toolkit.

NLC and NCCD hope that this toolkit will provide local leaders with the ideas and knowledge needed to strengthen their existing gang prevention initiatives. By learning from the insights gained over the past three years by participants in the California Cities Gang Prevention Network, city leaders can build safer, stronger communities where all young people have a chance to thrive.





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PART 1. MARSHALLING RESOURCES FOR GANG PREVENTION INITIATIVES



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PART 1: MARSHALLING RESOURCES FOR GANG PREVENTION INITIATIVES

Cities that tackle gang violence effectively — committing themselves to a strategy that blends prevention, intervention, and enforcement — find that these efforts require upfront and sustained investment. To marshal adequate resources, cities can commit local resources, better coordinate existing funding and programming in the community and work collaboratively to secure new financial and in-kind resources to curb gang violence.

Without question, many municipal budgets are under great strain in these tough economic times. These fiscal constraints make it even more essential that cities — guided by a strategic action plan — reexamine how they are using municipal revenues and make renewed efforts to pull together funding and in-kind support from a variety of local, county, state, federal and private sources. Although securing or re-allocating these resources may appear to be a daunting task, it can be done — and a number of cities have already done it. This section provides an overview of various sources of funding, and outlines how several cities have used multiple sources to fund comprehensive anti-gang programs.

MAKING THE CASE

Cities can readily justify making a major effort to marshal the necessary resources for gang violence prevention. Gang activity costs the city in many ways. Perceptions of crime and disorder in the city cause businesses to close or relocate outside the city, which in turn leads to lost tax revenues and jobs. Gang violence can lead to neighborhood decay, causing properties to lose value and reducing property tax revenues over time. Emergency services — from police and fire to emergency health providers — bear the high costs of violence and increased drug use and trafficking, uninsured injury, and welfare and related services for gang members' children and families. Young people who are diverted into a gang life typically remain under-educated and do not contribute positively to the city's workforce.

Indeed, gang intervention and prevention may be among the city's smartest investments. Mark Lipsey, a noted economics and business professor at Vanderbilt University, has calculated that a youth who drops out of school at age 16 and becomes involved in violence and drug use can cost the community between \$5.2 million and \$7 million in direct costs (law enforcement, health care, welfare, etc.) and opportunity costs (e.g., lost income and multipliers, lost payroll, property and sales taxes). These figures do not count the costs of community damage ranging from graffiti to lost businesses and deteriorated housing stock.

Many services that prevent gang affiliation and curb gang violence, over the short- and long-term, entwine with efforts to meet other needs of children, youth and their families. For example, the landmark High Scope/Perry Pre-School study showed that intensive, high-quality services to disadvantaged 3- and 4-year-olds and their parents can yield significant benefits over the long-term, improving school performance and eventual job attainment and averting criminal involvement and teen pregnancy, among other benefits. Mentoring programs through Big Brothers/Big Sisters have been shown to improve school performance, lift the self-confidence of participating youth and enhance other personal characteristics that can keep youth from joining gangs. This broadens the scope of available resources that address gang issues in the short, medium or long term.

BASING RESOURCE DEVELOPMENT ON A GANG PREVENTION STRATEGIC PLAN

Before a city begins seeking resources for gang prevention, it is critical to develop a comprehensive strategic plan for what the city and its partners plan to do to curb gang violence. This plan should be grounded in research and local data, reflect input from key stakeholders and incorporate measurable goals and accountability for real results. Without a gang prevention action plan, resource needs become difficult if not impossible to define, funding opportunities go



unrecognized and funders lack confidence in a city's ability to make an impact. With a strong plan in place, however, it is possible to identify and quantify resource needs, seek out new sources of funding and in-kind support for specific elements of the plan and make a strong case about expected results.

Each city, based on its situation and its gang prevention plan, will have a unique set of needs. Cities have found that gang prevention efforts, at least initially, often require staff reorganization and/or reassignment, hiring of staff with specific skills, seed funding to start new programs or modify existing ones, resources for community-building events, funds for salary and benefits for street outreach workers, resources to cover overtime for police to conduct enforcement activities, funds for collocation of offices in neighborhoods, resources to support preventive outreach to younger children, means to pay for neighborhood clean-ups (including graffiti removal) and resources for stepped-up recreation programs. As cities develop a clear understanding of these specific needs, municipal leaders can pursue appropriate strategies, as discussed below, to line up these resources.

CITY EXAMPLE: SAN DIEGO

The City of San Diego, by the border with Mexico in southern California, is home to almost 1.3 million people. The city experiences gang-related crime in a number of neighborhoods. A new citywide commission launched in 2006 serves in a vital intermediary role to identify, raise and route resources from a variety of sources to support an integrated set of strategies and initiatives. Mayor Jerry Sanders and the San Diego City Council, led by Councilman Anthony Young, established the Commission on Gang Prevention and Intervention to focus on the gang issue and its concomitant problems. The City Council charged the commission with coordinating and collaborating on anti-gang efforts across the city, and making recommendations to the mayor and City Council for appropriate legislative and administrative actions.

Through a consultative process, by 2007 the commission had developed and published a far-reaching Strategic Action Plan to guide its efforts, with a weather eye on resources and sustainability reflected directly in two of the five goals. (In late 2008 and early 2009, the commission reviewed progress and issued an updated work plan aligned with the original set of five goals). Those goals include:

- 1) Establish an effective, coordinated collaboration process to impact gang activity citywide.
- 2) Develop joint partnerships to help address the gang issues within the City of San Diego.
- 3) Establish a data and research analysis process to keep the mayor, City Council and commission aware of key gang trends and anti-gang research on an ongoing basis.
- 4) Based on existing funding, build capacity in existing, effective and promising gang prevention and intervention programs/strategies on a neighborhood basis.
- 5) Develop a sustainable funding strategy for the Strategic Action plan.

In pursuing its goals, the commission does not operate programs directly. Rather, it provides a focal point for those working on preventing and reducing gang violence to gain support for needed programs, policies, laws and resources. The executive director, Lynn Sharpe-Underwood, points out that these agencies are by-and-large anchored in neighborhoods and communities of the city, and thus know local needs well. She describes the commission's key strength as its ability to facilitate. As such, it brings groups and resources together, builds partnerships and collaborations, works with organizations or groups of organizations that are seeking state, federal or private funding and occasionally applies for and strategically deploys public and private funds to help reach key objectives.

Among other resource development activities, the commission has helped direct federal funding to support agreed-upon local priorities. For instance, the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) provided the commission with a grant of \$200,000 to implement "The San Diego Initiative" over two years — to underwrite a collaborative initiative in a specific targeted area. The Initiative has two main thrusts and multiple partners: 1) an in-school collaboration involving the San Diego Workforce Partnership, the Tariq Khamisa Foundation and the



commission itself — within several months, the collaboration’s activities lowered crime rates around targeted schools by as much as 36 percent; and 2) A curfew sweep initiative, piloted in a target area (and later expanded) in collaboration with the San Diego Police Department as well as community- and faith-based organizations.

Steering federal funds is not the commission’s sole focus — far from it. The City of San Diego awarded the commission a \$75,000 Community Development Block Grant to support neighborhood intervention and prevention activities. The commission also obtained a three-year grant of \$225,000 from The California Wellness Foundation to help meet its third goal focused on data and research analysis. An ad hoc committee composed of the San Diego Association of Governments (SANDAG), San Diego County Probation and the San Diego Police Department has focused on data analysis with support from this grant. In addition, commission staff members are preparing a resource guide to keep the mayor, City Council and commission abreast of trends.

In still another role, the commission has signed commitments to partner, collaborate or coordinate with a wide range of prospective grantees seeking a variety of funding resources ranging from foundation and corporate grants to state and federal programs. These prospective grantees include the San Diego Urban League, Caring Hearts Collaborative and the YMCA’s Youth and Family Services division. The commission has brought as many as five co-applicants together to seek state grant funds that would enable each to serve its neighborhood better. Support letters from the commission have also accompanied the funding applications of such organizations as the San Diego Police Department, San Diego County Probation Office, San Diego State University and the San Diego Unified School District.

These forms of interstitial support point up the commission’s role as a valued resource and partner in addressing gang problems throughout the city. The commission has also conducted several citywide events to identify general issues and challenges, and build awareness of and support for addressing those challenges. Taking on a policy role, the commission has gathered comments on initiatives such as Proposition 63 from local organizations, and shared the comments with state-level colleagues to help inform decisions.

KEY STRATEGIES TO OBTAIN NEEDED RESOURCES

There are numerous ways for cities to fund the various aspects of gang prevention work. The primary funding strategies and specific sources currently being utilized by members of the California Cities Gang Prevention Network are described below, with city examples to illustrate how these various sources can be brought together.

- **Local government appropriations from general revenues:** Cities may begin by using general funds to put some infrastructure in place to support gang prevention and intervention efforts — office and staffing — and, at least in good times, to support programming. San José’s Bringing Everyone’s Strengths Together (BEST) initiative, described in detail in the section on blending and braiding funding below, is an excellent example of allocating local funds (and securing additional outside funds) for infrastructure and programming. The initiative’s base funding has become a permanent appropriation from general city funds. The Richmond, Calif., Office of Neighborhood Safety provides a similar focus and anchor for local resource needs in that East Bay city, and draws support from general funds. Sacramento, the state capital, used general funds to create an Office of Youth Development. This Office provides focus, resource coordination and community linkages on effective development of gang prevention efforts and positive futures for young people.
- **Dedicated taxes:** Fort Worth, Texas, and Jackson County, Mo., are among two of the oldest continuous special taxing jurisdictions for crime and drug prevention, both of which have found it necessary and appropriate to bring gang prevention into their work. In California, residents of such jurisdictions as San Bernardino, Santa Rosa, Oxnard and Oakland have enacted add-ons to local sales taxes to support public safety. Now, each of the cities uses some of the new sales tax revenue to support its gang prevention and intervention efforts, as well as beefed-up enforcement. Indeed, based on the examples of these cities, obtaining voter approval has worked best with an overall framing



of “additional funding for public safety,” in which police, fire and prevention share the revenues. By contrast, tax initiatives framed as providing funding for either enforcement or prevention alone have been less successful.

- **Federal grants to cities:** While a great deal of the funding available for this work goes to states, counties and other entities (as described below), some relevant federal funding can go directly to cities, including:

Department of Justice (DOJ)

- Byrne Justice Assistance Grants
- Weed and Seed
- Office of Juvenile Justice and Delinquency Prevention (OJJDP) Gang Prevention Youth Mentoring Program
- Second Chance Act Prisoner Re-Entry Initiative, Youth Offender Re-Entry Initiative, and Juvenile Mentoring Initiative
- Office of Community-Oriented Policing Services (COPS) Secure Our Schools Grants

Department of Housing and Urban Development (HUD)

- Community Development Block Grants (CDBG)

Project Safe Neighborhoods grants and Comprehensive Anti-Gang Initiative awards are also available through local U.S. Attorney’s offices. In addition, some cities have worked with their Congressional representatives to secure earmarks for this work.

- **Funding controlled by state or county governments:** Cities do well to understand and seek partnerships with the state and county agencies that administer state and federal funds for provision of social services and violence prevention. For instance, in nearly one-third of U.S. states, including large states such as California, counties receive and disburse most social services funding. In addition, some federal funds, such as DOJ’s Title V Community Prevention Grants, are sub-granted to local governments through state agencies. It is best to think broadly about the kinds of funding that may be relevant to gang prevention — including child welfare, safe schools, drug and alcohol prevention and foster care — and build strong partnerships with state and county leaders to help target resources to families and neighborhoods most affected by gang violence. (For more information on opportunities to partner with counties on local gang prevention efforts, see Part II of this toolkit.)
- **Statewide gang- or violence-reduction funds:** In a small number of states, the state legislature has enacted a statewide program or created a funding pool for which local jurisdictions can apply, which focuses specifically on gang reduction or more generally on violence prevention. Maryland’s Hot Spot program is one example, providing funds focused on gang prevention or youth development for areas facing high crime rates. In California, CalGRIP (California Gang Reduction and Intervention Program) bundled some pre-existing state funds aimed at gang prevention and intervention and offered them to cities and community-based organizations (CBOs) in substantial grants via a request-for-proposal process. In parallel, CalGRIP routes resources available through the governor’s 15 percent set-aside for Workforce Investment Act funds to local gang reduction projects with a jobs dimension.
- **Funding to workforce boards, schools and other local entities:** Some relevant funds do not flow through the principal political jurisdictions — municipalities, counties and states. Federal Workforce Investment Act funds, for instance, flow through state agencies to workforce investment boards organized by city or region, and federal funds for community services, weatherization and other purposes flow to community action agencies. Funding such as Safe and Drug-Free Schools or Safe Schools, Healthy Students funding comes to local education agencies. Cities that build strong partnerships with these local entities are well-positioned to target resources toward gang prevention efforts — and in some cases, blend or braid funds as described below.



- **Private foundations:** Foundations — whether national, regional, state or local — are most likely to invest in projects that: fit with the foundation’s stated goals; are grounded in a thoughtful strategic plan; have robust leadership and solid partnerships; and are likely to become self-sustaining over time. Health conversion foundations and foundations focused on health often have a keen interest in violence as a public health issue. Community foundations that focus on the needs of the local area are particularly good targets for funding requests related to local gang prevention initiatives, particularly for seed money to get a project off the ground. Foundations of all types also become more interested in leveraging other resources and in seeing specific results in the form of process and/or impact evaluations. They can be important means of securing funds that government agencies may not be able to provide.
- **Donations from individuals, corporations or other entities:** This strategy encompasses a range of options, from workplace giving through United Way (such as in San Bernardino as described below), to a mayoral request for business contributions to the gang initiative, to neighborhood-driven fundraising events. In Antioch, Calif., the local gang prevention collaborative helped host a “Taste of Antioch” event as a way of raising money — and visibility — for their efforts.
- **In-kind goods and services:** City anti-gang initiatives are often able to stretch financial resources by encouraging members of the community to provide in-kind goods and services. These donations run the gamut, including: donated food for a youth picnic; paint, brushes and drop cloths for a neighborhood mural project; a van to transport children on educational trips; volunteers to mentor young people; performances by market-valued performers in a charitable concert; or auditing and accounting services for participating nonprofits. Faith-based organizations often make space available for meetings, recreation and Head Start programs, and can serve as a trustworthy communications vehicle as well as a source of volunteers.

In Los Angeles, the city worked with researchers from the University of Southern California (USC) and the University of California-Irvine to gain access to a new Youth Services Eligibility Tool that identifies young people most likely to benefit from early gang involvement prevention strategies. USC received a three-year grant from the National Institute of Justice (NIJ) to validate the gang risk assessment tool over the next three years — all at no cost to the city, which stands to gain valuable insight into how best to deploy scarce prevention resources.

In Redlands, Calif., Chief of Police Jim Bueermann spearheaded Building a Generation, a comprehensive, community-wide effort to address the early symptoms of crime-prone behavior among the city’s children by ensuring that every child in the community has access to the necessary prevention and intervention resources. Faced with a shortage of safe places to go after school in many neighborhoods, clergy from the Cops and Clergy Network stepped forward to supply the space and volunteers. The police department used drug seizure money to provide supplies. Within a year, the program was serving more than 500 youth per day at six sites.

CITY EXAMPLE: OXNARD, CALIF.

This city of 186,000 lies northwest of Los Angeles. Recognizing that a disproportionate number of homicides and acts of domestic violence (among other troubling incidents) were taking place within its boundaries in comparison with Ventura County as a whole, the City of Oxnard and partners undertook a variety of community organizing, capacity building and comprehensive planning steps to marshal a balanced set of effective gang reduction strategies. The city’s approach to planning and implementation has drawn upon a number of different types of funding:

Private Foundations: Oxnard used funds from The California Endowment, a state-level foundation, to develop and write its SAFETY (Strategic Action Framework for Empowered and Thriving Youth) Plan. These funds were also used to support the Oxnard Community Peace Project, a collaboration of half a dozen organizations, as well as program evaluation. In addition, Ventura County’s probation agency, a partner in Oxnard’s gang prevention efforts, received



support from the national Annie E. Casey Foundation for a juvenile detention alternatives initiative, and the county has also helped bring funding from local foundations to the table for this collaborative initiative.

Local Government Appropriations: The Oxnard Alliance for Community Strength, one of the key partners in the Oxnard Community Peace Project, is funded by city and county general funds. In addition to general crime prevention and investigation work, the Oxnard Police Department also receives city funding for a specialized gang unit.

Dedicated Tax: Measure O, a local sales tax add-on that is permitted by California law if approved by local voters, provides funding for a variety of youth development and violence prevention initiatives.

Federal Funding: Oxnard has supported City Corps, afterschool programs, a Police Activities League, and community nonprofit programs through federal Community Development Block Grants, which flow to the city from the U.S. Department of Housing and Urban Development. The U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention provided earmarked funds for a mentoring program operated by a partnership of City Impact and the Oxnard Police-Clergy Council. The Oxnard Police Department has used funding from the federal Weed and Seed program and federal Justice Assistance Grant funding that was part of the American Recovery and Reinvestment Act of 2009.

Statewide Gang Prevention Funds: CalGRIP, California's state-level anti-gang program, funded the PeaceWorks Project, a collaboration of City Corps, the Oxnard Police Department, Parents of Murdered Children and the Oxnard Police-Clergy Council. CalGRIP also provided anger management and youth violence prevention training funds to Ventura County, one of the city's key partners.

State- and County-Controlled Funds: The Oxnard Police Department received California Department of Justice funds for police operations, and Ventura County has received state youth offender block grant funds and juvenile justice crime prevention act funds. In addition, state child abuse prevention, intervention and treatment funds have supported the work of the Partnership for Safe Families and Communities. Wraparound reinvestment funds under California Senate Bill (SB) 163 provided funding for Casa Pacifica to provide services to prevent children from having to be placed outside the home, and funded Aspiranet, a local nonprofit, to help youth avoid out-of-home placements through a comprehensive multi-dimensional family resource team.

Funding for Other Local Entities: Workforce Investment Act funds from the U.S. Department of Labor have provided youth employment services offered through the Greater Oxnard and Port Hueneme Boys and Girls Clubs, Ventura County Office of Education, PathPoint and City Corps. Oxnard also used additional Workforce Investment Act funds made available through the American Recovery and Reinvestment Act to add more summer jobs for youth.

CITY EXAMPLE: SAN BERNARDINO, CALIF.

This city of 200,000 lies due east of the Los Angeles metropolis. Some have termed it an outer suburb of that urban giant, but the city has its own infrastructure,

CREATING A NONPROFIT STRUCTURE TO MANAGE THE INITIATIVE

Since many donors will donate only to organizations that are qualified nonprofits under section 501(c)(3) of the Internal Revenue Code, city leaders in San Bernardino created a charitable nonprofit as the financial home for a local gang prevention initiative: the Operation Phoenix Foundation.

Creating a charitable nonprofit that has the reduction of gang violence as its lead issue (or one of a related set of issues) can provide a ready means of accepting donations from individuals, organizations and foundations, and can encourage donations by allowing most donors to receive a tax deduction for their donations of money, goods and in-kind services.

The Internal Revenue Service has a host of publications available through www.irs.gov on forming a 501(c)(3) organization, and what kind of donations these organizations can accept. Frequently, a United Way or similar community-wide umbrella group can provide information on state and federal requirements as well.



businesses, residents — and its own gangs. To address gang reduction holistically, the city established Operation Phoenix to focus citywide energies on reclaiming an entire neighborhood with high rates of gang participation and violence, and other poor conditions. Operation Phoenix has grown to encompass three neighborhoods. The program has been dramatically effective — a nearly 40 percent drop in crime in the first Operation Phoenix neighborhood, for example. As in San Diego and Oxnard, a creative mix of types and sources of funding undergirds the Operation Phoenix strategy.

Local Government Appropriations: San Bernardino has funded the city’s Operation Phoenix by redeploying city staff to join neighborhood-based, co-located teams that work together to address both short-term needs and long-term issues. (See the City-County Partnerships section for more information).

Dedicated Tax: San Bernardino’s voter-approved sales tax add-on for public safety provides base funding for Operation Phoenix.

Federal Funding: A team of public and nonprofit groups has sought a \$750,000 federal grant from the Office of Juvenile Justice and Delinquency Prevention. A \$500,000 federal Weed and Seed grant, coordinated with the U.S. Attorney’s Office for the area, has provided varied sources of crime-stopping, community-building help.

State Funding: The state anti-gang program, known as CalGRIP, approved a \$400,000 grant to the city, and also routed \$300,000 in job training funds to the city.

Funding for Other Local Entities: A team that included the San Bernardino City Unified School District, the San Bernardino County Probation Office, the Operation Phoenix Foundation and the Young Visionaries organization came together to seek new federal funding for safe schools. The resulting \$500,000 federal earmark will put the Gang Resistance Education and Training program into the city’s schools.

Donations from Individuals, Corporations and Other Entities: The San Manuel Band of Mission Indians donated \$200,000 to the Operation Phoenix Foundation, a charitable tax-exempt foundation developed to support the anti-gang initiative. The Band’s support made possible construction, at the First Church of the Nazarene in the central district, of a permanent community service center with an indoor gymnasium, classrooms and a recreation area. Other donors’ contributions to the foundation supported construction of a skate park. Local residents also have the opportunity to donate to the Operation Phoenix Foundation via workplace giving campaigns of San Bernardino’s Arrowhead United Way.

In-Kind Goods and Services: The San Manuel Band of Indians also donated 150 pieces of sports equipment for a holiday gifts-for-children program. Members of the local chapter of Associated General Contractors have helped with both construction projects and holiday gifts donations.

BLENDING AND BRAIDING FUNDING

Given the wide-ranging prevention, intervention and enforcement activities that constitute a robust anti-gang initiative, cities frequently seek to blend or braid funding — either from more than one federal source or from state and federal sources — to achieve compatible or related goals in a way that makes sense at the local level. Braiding, as the image suggests, keeps the fund accounting and reporting separate, but uses the funds for a specific purpose or program. It maintains funding source integrity, but increases accounting and reporting requirements over single-source or blended funding. Blending, in contrast, typically involves comingling the funds into a common stream, with all “donors” to that stream either naming a common agent to monitor the fund disbursement and program progress or agreeing to accept a common reporting scheme from the agency that blends the funds. Braiding is regarded as easier to arrange, but blending is easier to administer.



City leaders can explore with federal officials the possibility of blending essential funding sources from the Departments of Justice, Labor, Education and Health and Human Services to support jurisdiction-wide violence prevention initiatives, and braid or blend funding for specific prevention, intervention and enforcement strategies.

CITY EXAMPLE: SAN JOSÉ, CALIF.

San José, a city of nearly 1.3 million, is among the largest in the nation, and frequently turns up in ratings as the “safest large city.” For nearly two decades, the city has channeled gang reduction efforts through the Mayor’s Gang Prevention Task Force, which each successive mayor and police chief co-chair. That task force created San José’s Bringing Everyone’s Strengths Together (BEST) initiative. BEST operates as a pool of city funds which the task force allocates across each city police district and in response to competitive applications. The task force also applies for grants and other resources on behalf of the city and is able to pool those funds into the general application process of San José’s BEST.

BEST is an example of blended funding at the local level. Funds from various city accounts are tapped and appropriated to the BEST fund, which in turn ensures that the resources are used for “the best” strategies and programs to reduce gang membership and gang violence. This fund is also coordinated with the San José task force’s three-year gang prevention plan, providing a combination of stability of focus and ability to respond to changing circumstances. For FY 2009-10, the plan establishes ten priorities, ranging from personal development and youth support groups to services for adjudicated youth, domestic violence services, community gang awareness trainings and truancy case management. Data on demand for services, a close analysis of needs across the city and within each of the four police districts (including gang crime “hot spots”), and the collective judgment of the Mayor’s Gang Prevention Task Force informed these priorities.

Equally important, San José’s BEST offers an attractive opportunity for grant makers to see funds distributed throughout the city according to need, with the BEST committee and task force as the agent and with established processes and objective criteria for distributions. This gives the city a boost in seeking both public and private grant funds.

The power and credibility of BEST allocations rests on the remarkable planning and follow-up process that the San José task force has sustained for nearly 20 years. The core task force of 20 members is augmented by a technical group that includes local and citywide service organizations. Every three years, the strategic plan is reassessed and updated. Data gathering, fund allocation, problem analysis and neighborhood concerns all feed into this year-long effort. Community ownership is strong; one task force member said that no mayor could abolish it, because “it doesn’t belong to the mayor, it belongs to the people in this city.”

The city engages in fund development through grant programs at the state and federal level as well, including CalGRIP, mental health and drug prevention funds at the state level; federal and state juvenile justice grants through the U.S. and California Departments of Justice; and community development and housing funds from the federal Department of Housing and Urban Development.

ASSESSING FUNDING STRATEGIES

When cities are developing resources for a gang reduction effort, it is important to periodically assess whether their strategies continue to meet the needs identified in the city’s strategic plan, and whether the city is fully utilizing the current (and potential) local, state, federal and private funding for purposes related to gang prevention, intervention and enforcement. Cities may also want to explore whether new blending or braiding opportunities would allow them to expand the breadth, depth or efficiency of the initiative.



When considering a prospective new resource, it is important to ask:

- Does it offer one or more tangible opportunities to supplement or retool existing plans and programs?
- Will funds from this source leverage or attract other funding or contributions?
- Does receiving funds from this source create an opportunity to shift the use of existing local funding to support key infrastructure, or to supplement demonstrably effective programming?
- Does the city have a system in place to track and “tell the story” of the marginal impact of activities supported with these funds? For this source and combined sources, does the city have a system in place to assess overall impact, withdraw investments from programs or efforts that are not meeting objectives, and re-invest funds in more effective efforts?
- May funding from this source flow (only) to a public agency, nonprofit organization or another type of entity?
- Does the cost of administering a grant exceed the gain to the program?

LOOKING AHEAD

Cities with robust, comprehensive plans are making every effort to involve the entire community and provide widespread support to prevent youth from joining gangs in the first place. Therefore, these city initiatives need assistance from a wide variety of federal and state agencies, in addition to the U.S. Department of Justice. This might include child care, family support and community service block grants from the Department of Health and Human Services; 21st Century Community Learning Centers and Title I dollars from the Department of Education; Children, Youth and Families at Risk grants from the Department of Agriculture; and Family Self-Sufficiency funding from HUD.

Federal and state officials have already indicated an interest in exploring new opportunities to blend and braid funding to ensure that cities have the flexibility they need to effectively prevent gang violence. As cities undertake this work, feedback on local funding challenges will help inform future federal and state policy decisions to foster more comprehensive, integrated local initiatives.



PART 2: STRATEGIC PARTNERSHIPS



NATIONAL LEAGUE OF CITIES INSTITUTE FOR YOUTH, EDUCATION AND FAMILIES





PART 2: STRATEGIC PARTNERSHIPS

Strong local anti-gang initiatives cannot be effectively planned or implemented by a single agency or organization. Partnerships are crucial to this work, bringing knowledge, relationships and resources to the table and yielding broad community support for sustained efforts. In particular, city leaders must go beyond the enforcement-only framework that has dominated local responses to gang violence until recently.

There are many potential partners that can contribute to this work, ranging from city, county and civic leaders, to those most affected by gang violence, to researchers and funders. In order to fully utilize a wide variety of stakeholders, some cities have created two partnership entities — a policy group of high-level leadership and a technical team made up of those implementing this work on the ground.

DO NOT LIMIT RECRUITMENT TO THE USUAL SUSPECTS

This list of less-than-usual partners may help broaden horizons for building local and citywide anti-gang efforts. Each partner can provide resources for the development of programs, partnerships and collaboration across the city and its neighborhoods. A specific neighborhood may need the involvement of some agencies at higher levels than others. Potential partners to consider may include:

- Youth as program resources and staff, not just as clients or participants
- Parent-teacher groups
- Faith-based organizations
- Day care centers
- Fraternities/sororities
- Veterans' groups
- Neighborhood associations
- Community development agencies
- Local and regional planning agencies
- Court officials, including prosecutors, adult and juvenile court judges and defense attorneys
- Professional societies and associations
- Park and recreation departments
- Habitat for Humanity local groups
- Sanitation department
- Public transit agencies (buses, subways, commuter trains, etc.)
- Public and private health services, including clinics, hospitals and trauma centers
- Mental health and counseling services
- United Way and similar local/regional organizations
- Businesses, including real estate, manufacturing, retail and communications and business organizations, trade associations, and chambers of commerce



From this broad set of potential stakeholders, some key partners stand out for special focus in this section: the criminal justice system, county government, schools, the faith community and neighborhood residents and leaders. Each of these partners can bring a unique set of resources and abilities to the table under a comprehensive gang prevention initiative. The following sections examine key opportunities for municipal leaders to partner with these entities and groups.

As in other areas of collaborative effort, principles for successful partnerships for gang reduction include:

- Early agreement upon clear goals and timelines, revisited and “tuned up” regularly;
- Clear leadership and communications structures;
- Broad participation without getting unwieldy;
- Agreement up front about staffing and other resources with financial implications, with contributions preferably coming from both or all partners;
- Time for relationship development, training and renewal; and
- Structures for project-wide and partners’ mutual accountability.

REACHING DEEPER INTO THE COMMUNITY: A SAMPLE OF SAN JOSÉ’S UNUSUAL GANG PREVENTION PARTNERS

Work2Future Liaison
After-School All-Stars
City Library Department
Community Unification Project
LifeBuilders Emergency Housing Consortium
Victory Outreach Ministry
Community Action Partnership
Asian Americans for Community Involvement
Friends Outside in Santa Clara County
Next Door Solutions to Domestic Violence
San José Conservation Corps — Youth Corps

From San Bernardino and San José to Minneapolis and Chicago to Florence, S.C., and High Point, N.C., broad-based community collaborations yielding comprehensive plans to combat gang violence through prevention, intervention and enforcement have led to dramatic declines in gang and youth violence in a growing number of cities nationwide.



CRIMINAL JUSTICE SYSTEM PARTNERSHIPS

OVERVIEW

Police and other elements of the criminal justice system are at the center of efforts to reduce gang violence. Police are fully cognizant of the damage that gangs do to their communities, in terms of graffiti, vandalism, fighting, shoot-outs, robbery, rape and other violence, and they understand that neighborhoods cannot function effectively under the reign of terror that many street gangs impose. Protecting citizens and restoring the peace is at the heart of their mission, and no gang prevention effort would be complete without the partnership of the police department.

At the same time, police leaders around the nation have frequently made the point that “we cannot arrest our way out of the crime problem.” Too many lawbreakers, limited police resources and high levels of long-term losses to communities make it imperative that arrest not be the only answer. Community involvement, focused social services and community problem solving are other critical strategies that can reduce crime in the long term and strengthen neighborhoods.

Successful police departments typically utilize a multi-pronged approach to local gang problems: 1) taking steps to prevent gang involvement through efforts to engage and support youth and neighborhoods; 2) investigating and arresting gang members — and particularly leaders — to dismantle gang structures; 3) building support systems so that those who are arrested or convicted can eventually return to the communities from which they came and lead law-abiding lives; and 4) joining or helping create jurisdiction-wide anti-gang entities to blend these prevention, intervention and enforcement initiatives. Partnerships with probation and parole officers can strengthen all of these efforts.

Though the majority of direct enforcement and suppression activity against gangs is conducted by law enforcement agencies, prosecutors and courts play key roles in making the enforcement effort stick. In many states, the prosecutors are state officials, though elected to serve local jurisdictions, so mayors can be pivotal in engaging and encouraging prosecutors to become active in reducing gang violence. Federal prosecutors (U.S. Attorneys) have a separate body of law that can be enforced against gangs, so mayors will want to involve the appropriate U.S. Attorney as well.

Why Build Criminal Justice Partnerships?

Though police cannot solve the gang problem alone, they bring critical contributions to a citywide effort to prevent gang violence, including:

- **Personnel and financial resources** that can be dedicated to gang prevention, intervention and enforcement.
- **Enforcement power** to be able to present clear consequences of choosing to participate in a gang. This is most effective when a clear alternative is offered, with services and supports for youth who are willing to stay out of — or get out of — gangs.
- **A neighborhood presence**, through regular patrols and community policing, that can foster neighborhood engagement and an ability to reach out to local youth who are at risk of gang recruitment.
- **Vital gang intelligence**, through police databases and partnerships with federal law enforcement agencies.
- **Persuasive voices for prevention.** Because law enforcement officials are often focused on enforcement, their strong call for comprehensive approaches that include significant prevention components have caught attention and built public will for prevention efforts in communities across the country.



In addition, prosecutors and courts ensure appropriate implementation of enforcement efforts. Probation and parole officers offer regular contact with gang members in lieu of, or following, incarceration, and can connect these gang members with key services to help them move out of the gang's sphere of influence.

SCALE AND IMPACT

Essentially every city gang prevention initiative involves the criminal justice system to some extent, with police often playing a central role. Over time, cities have worked to make gang prevention a collaborative effort that involves full partnership with — and in some cases overall leadership from — entities beyond law enforcement. A growing number of cities are also including a broader array of criminal justice system partners, including district attorneys, judges, and probation and parole officers.

In San José, it took collaboration between the police, schools, county probation, the district attorney's office and community-based organizations to launch and sustain the Safe School Campus Initiative (SSCI) across a number of school districts. SSCI involves a comprehensive safety protocol — in the sense of a plan that lays out who does what, when — and communication system that school administrators, principals and vice principals have used to manage youth- and gang-related violence in and around their campus. San José is able to demonstrate that using the SSCI protocol increased the use of calls for service at the lowest level ("potential that incident may occur") and led to a corresponding decrease of calls for service at the highest level ("incident in progress").

In another example, Philadelphia's Youth Violence Reduction Partnership (YVRP) is a collaboration that involves the district attorney's office, adult and juvenile probation, and police, along with other city and community agencies. Despite a citywide increase in homicides in 2006, data indicated that homicides among youth (ages 7 to 24) declined by approximately one-third in the districts in which YVRP was actively engaged, according to a 2008 report by Public/Private Ventures.

TAKING ACTION

A number of criminal justice approaches to dealing with gang problems have become widely accepted practice, though elements remain somewhat controversial. As noted above, although many of these focus on roles for police, there are also key roles for probation and parole officers, as well as prosecutors and courts.

KEY POLICE STRATEGIES

Build Police Capacity to Gather Gang Intelligence

Solid gang intelligence is most frequently found where a police department has established a specialized gang unit. Such a unit provides a means of focusing and memorializing information about gangs' membership, activities, alliances and conflicts. It provides an ongoing reality check on the jurisdiction's problems and successes and identifies links (and feuds) among local gangs and those in neighboring jurisdictions. Failure to gather and disseminate intelligence about the city's specific gang issues can result in misunderstanding and mishandling of gang situations. Lt. Eric Ingersoll of Stockton, Calif.,

GANG VALIDATION

Gang membership validation has spread from California's CAL/GANG system to police departments around the nation. The system is state-run in California with police departments qualifying as local "nodes." The individuals entered in the system need to have met at least two of 10 criteria in order to be listed as gang members. Law enforcement officers find the system a helpful means of gathering tremendous amounts of gang intelligence from a very large state and making it accessible and useful.

From another perspective, concern has been raised about the fact that challenging one's entry into CAL/GANG is not a straightforward process and that gang members' records in the system remain active long after the subjects have ceased to be gang-involved. Similar issues have been brought up with other jurisdictions' systems. California now requires that names of those who have had no reported gang-related contacts for five years be removed from the system.

While there is some debate about the length of time gang members should remain in the system, supporters point out that CAL/GANG has produced invaluable documentation of connections among gangs in the state and enabled law enforcement agencies statewide to identify gang members from other jurisdictions.



reports that the Police Department's Gang Intelligence Unit, founded in 1989, is a cornerstone of the city's gang prevention and intervention work.

Conduct Targeted Gang Sweeps

Gang sweeps generally involve focused, large-scale deployments of law enforcement officers in one neighborhood against one or more gangs. For example, San Mateo County, Calif., brings together all its city and county forces to design and execute such sweeps, targeting different neighborhoods as crime statistics and other intelligence help.

One concern with using this tactic is that a number of people detained in such efforts may be incorrectly associated with a gang or may not have broken any law. As Chief Jerry Fealy of High Point, N.C., pointed out, "Sweeps need surgical precision coupled with care for the community's legitimate residents. They should be laser-like rather than generalized. Harassing or arresting innocent people causes bad feelings, perpetuates poor stereotypes of police, creates mistrust and wastes energy." Mayors and other city agencies can help with sweeps by supporting collaborations among police departments, providing support staff and being ready with in-neighborhood services as needed.

Emphasize the Choice between Support and Enforcement

Local and state police, working with local and federal prosecutors, FBI, DEA and ATF agents and other agencies, can summon gang members to meetings known as "call-ins" or notification meetings. There, the law is laid down: no more killings, no more gang wars, or the full weight of enforcement will put gang members behind bars. But a second element (either in the same meeting or a consecutive one) provides a carrot to match the stick: family members, those who have lost loved ones to gang violence, neighborhood leaders and service providers urge disentanglement from gangs, promise support and offer services that can help gang members get out of "the life."

One of the best-known examples of call-ins is Boston's Ceasefire initiative, which resulted in a two-year hiatus in fatal shootings of juveniles in the city. Greensboro, N.C., used similar meetings with re-entrants to the community from prison. The attendees were told that the community wanted to welcome and support them, but that their former gang and criminal behavior would not be tolerated. A sizable number readily accepted the offers of help, forswearing gang life.

Partner across Jurisdictional Lines

Joint gang task forces help expand a city's reach in cases where gangs are an area-wide problem rather than confined to one locale. These partnerships with other city or county law enforcement agencies provide inter-agency intelligence sharing, combined concentrations of staff on specific gang situations, area-wide gang sweeps as warranted and cooperative and integrated prosecution.

FEDERAL-LOCAL COOPERATION IN GANG CRIME

A 2003 report based on work by Abt Associates for the U.S Department of Justice pointed out that federal-local cooperation against urban crime has shown multiple benefits for both federal and local law enforcement and prosecutors, especially in dealing with gang, drug and weapons problems. These partnerships between local police and the FBI, ATF and DEA have grown dramatically over the last 30 years as the nation has become more interconnected, communication has become more portable and instantaneous and community gang problems have continued to evolve.

Formal and informal collaborations provide shared intelligence, access to federal information databases and the expertise accrued at the federal level. Strong practical incentives and evolving legal justifications have driven the growth of federal-local collaboration in fighting urban crime. Criminals are more mobile, advances in technology (benefiting criminals and law enforcement alike) increasingly render jurisdictional boundaries insignificant to many investigations and gangs often operate in several jurisdictions at once.

Collaboration is not universal, despite being widely recognized as valuable. Commander Kelly McMillin of Salinas, Calif., notes that his city has no resident federal agents through accidents of geography rather than through intent. This makes ongoing cooperation and collaboration difficult because the nearest federal law enforcers are usually at least a two to three hours' drive away. Nonetheless, McMillin and his fellow officers are pursuing increased links with federal agents, including collaboration with FBI, DEA and ATF agents, among others, with the active support of Salinas' mayor, Dennis Donohue.



Joint operations should be conducted under “standing rules” and should be signed off on by the police chiefs and mayors involved; they should take care to clear these agreements with legal counsel and insist on written procedures. State officials may be involved as many of these sweeps are aimed at identifying parole and probation violators as well as those subject to original criminal charges.

The involvement of federal enforcement agencies — such as the FBI, DEA or ATF — can support local efforts and facilitate interstate coordination when appropriate.

Build Trust through Community Policing

Community policing may not carry the instant image of gang suppression, but it can build trust among the substantial majority of a neighborhood who are not gang-involved, empower those residents and build an alliance in which they help prevent and reduce gang violence.

Partnerships with education, job training, employment, counseling, family support and other services can strengthen offerings to help residents of a neighborhood, including gang members, address problems they face. Building trust is a critical element in helping gang-besieged communities regain their sense of civic pride and local control. Community policing provides a platform to address multiple issues by bringing in appropriate local, state and even national resources, and these neighborhoods typically need all the help they can get to get back on their feet. A bonus: Community policing creates the kinds of police-citizen relationships that increase crime reporting.

Partner with Probation and Parole Officers

Practical and direct links can benefit both police and probation staffs. In Boston, Operation Night Light paired police and probation officers who changed their shift hours to match the times that their probationers were up and about — typically mid-afternoon until the early hours of the morning. Under state law, probation and parole officers have unrestricted rights to search for contraband and to visit their clients at any time. By joining forces, probation officers were able to help police officers become aware of which youth were on probation (useful for future reference) and to ensure that parents or guardians understood that youth would be held accountable for misbehavior while on probation. The partnership was widely viewed as a success for the community, for the police and probation staff and — in the long term — for the probation subjects themselves.

Probation and parole systems, both adult and juvenile, work best where supervision and enforcement of terms can benefit from an alliance with effective community supports that help the re-entrant change the circumstances that led to prison in the first place. Absent such a supportive system, the odds are overwhelming that the re-entrant will return to prison within two to three years. Before that, gang members will likely have rejoined

COUNTER-INSURGENCY LESSONS

Commander Kelly McMillin, the director of community safety for the Salinas Police Department, has worked with the Naval Postgraduate School at Monterey, Calif., to utilize lessons from the military counter-insurgency model to inform gang prevention and intervention initiatives.

The Navy counter-insurgency model underscores the idea that enforcement alone does not work. First, military leaders examine in detail the stakeholders for all groups, desired partners, available resources and how violence is manifest. They then employ tactics to involve and invest positive stakeholders and reduce the influence of negative ones.

Thus, significant military experience supports Salinas’ civilian anti-gang approach, demonstrating that a positively engaged community is critical to disrupting those who seek to spread violence.

PROBATION AND PAROLE

Probation, which is usually ordered for young offenders and/or mild first offenses, provides ongoing supervision and often requires certain activities by probationers.

However, most gang members tried as adults and sentenced for crimes — especially repeat offenders — get some jail or prison time and may continue their gang involvement through prison gangs. Some experts believe these are formed for protection of their members from prison bullies or extortionists; others suggest that members of similar gangs band together “on the inside” in a sense of unity.

Parole officers, who provide ongoing supervision following incarceration, therefore, are also key partners as they seek to help former offenders break free of what are often active gang affiliations.

Through required, regular contact, probation and parole officers can encourage gang members to utilize supports that are available through the city, county or community-based organizations.



their gangs, whether for companionship or protection or both, which obviously adds to the gang problem. So thoughtful support of re-entrants can reduce both recidivism and gang membership. Communities in several cities have staged re-entry meetings, where family members, neighborhood leaders, parole officials, police and service providers explain the consequences of returning to gang life in contrast to the positive opportunities available and offer support for those who want to take advantage of them.

Enact a Community Safety Ordinance

A community safety ordinance permits the city to bring charges against the owners of derelict, graffitied or other nuisance-causing properties. In Stockton, Calif., this element of the municipal code has proven useful to police in breaking up gang concentrations.

KEY PROSECUTOR AND COURT STRATEGIES

City leaders can work with the district attorney and local judges to encourage the adoption of the following anti-gang strategies.

Provide Consistency in Gang Prosecutions

Vertical prosecution, in which the same attorney from the prosecutor's staff follows a case through all its phases from intake to court disposition and appeals, offers significant benefits. It enables police officers involved in the case, the victim(s) of the crime and other concerned parties (e.g., the parole officer) to keep better track of the status of case and their roles in it, to avoid repeating their accounts of events numerous times for different prosecutors and to know that the attorney knowledgeable about the case will be handling any appeals. It makes updates on defendants' and others' status easier for all parties. In addition, the prosecutors gain a broader exposure to all levels of judicial action and a more thorough command of the facts of the case. Vertical prosecution has been hailed by victim advocates and by law enforcement officers working with gang prosecution as a major improvement in the trial system.

Engage Prosecutors in “Call-Ins”

As described above, call-ins (or notification meetings) make clear to gang-affiliated youth the consequences of continuing down that path, but also highlight the supports available if they choose a new course. When prosecutors participate, they deliver a message that gang members breaking the boundaries (whether “no shooting” or some other condition) will not just be arrested — they will be prosecuted to the full extent of the law. Prosecutors have even made the point that no charges will be plea-bargained if gangs engage in violence. Coupled with similar admonitions and pledges by local and state police and federal agents, these commitments can make it easier for gang members to eschew banned behavior and even take advantage of supports offered to help them leave gang activity behind.

Pursue Gang-Related Crimes Sentencing

Now available in a number of states, gang-related sentencing allows the imposition of special penalties for crimes that are committed as part of a conspiracy or even specifically of a gang behavior. By employing such sentence enhancements when bringing cases to trial, prosecutors help send a message to gang members still on the street that gang crime simply does not pay.

In some cases, federal laws provide enhancement prospects for sentencing of gang members. One of the best-known is the mandatory sentence enhancement for use of a firearm in a crime tried in federal court — which ranges from five to 15 years depending on the specific circumstances. Some states — for example, California — provide for added sentences for validated gang members. The added penalties vary widely among the states; the National Youth Gang Information Center provides a collection of these types of state laws online.



Seek Injunctions against Gang Members

In some states, the district attorney can file a gang-specific injunction forbidding each enjoined person who is identified as a gang member from associating with his/her colleagues and from engaging in a variety of behaviors likely to result in or support crime. These injunctions are generally based on state law or in some cases in local ordinances. Any police officer can use the injunction, once granted, to arrest the person named if s/he is engaging in an enjoined act. A range of penalties for violations of the injunctions are usually established by the authorizing legislation.

Civil injunctions can be brought against named gang members as well. In Stockton, Lt. Eric Ingersoll reports, either the city attorney or the district attorney can file for civil injunctive relief against such violations as ill-kept property, graffiti that is not removed promptly or other violations of civil code under a city ordinance. Ingersoll says that such pressure against property owners frequently forces out gang members who have rented or moved into the premises and has helped Stockton reduce gang territoriality by making it harder for gangs to concentrate in one neighborhood and try to claim it.

In a 2002 report on more than 100 civil injunctions, researcher Edward Allan found that civil injunctions offered a flexible, focused response to specific gang-related problems. They were well received by prosecutors and police as useful options in the arsenal of weapons against gang action.

Assign Community Prosecutors to Targeted Neighborhoods

Community prosecution involves linking prosecutors with specific neighborhoods to help move cases along, handle civil violation cases that arise and provide a presence in the neighborhood that connects residents with the prosecution process. In many jurisdictions, prosecutors are collocated in a police station or nearby. They handle a variety of criminal (and sometime noncriminal) cases and often serve as informal guides to the legal system. They may share space with a victim assistance worker and a neighborhood probation or parole officer. New York City and other jurisdictions have used this approach as a means of anchoring justice in the community because the approach gives justice a human face. In some cases, prosecutors have access to or can refer disputants to mediation services. This enriches the sense of justice as a community product rather than “the system” at work.

Create Specialty Courts to Focus on Gang and/or Drug Issues

Specialty Courts have sprung up around the United States, built on the success of such pioneering effort as the Redhook Community Court in Brooklyn, N.Y., and the Drug Court in Miami. These specialty courts handle problems from a solutions point of view. For example, drug court defendants must have nonviolent histories and must agree not to violate court rules — which usually embrace regular reporting, clean drug tests and participation in effective treatment regimens.

Community courts look at problems ranging from drug dealing to gang activity as being beyond threats to individuals and instead to all law-abiding residents and businesses in the neighborhood. Various jurisdictions around the country have adopted drug courts and community courts. Gang courts and gun courts — which specialize in those issues — have also sprung up, though less is known about their long-term effectiveness. Proponents of these specialty courts point to their focus on problem solving, restoring defendants to wholeness as community members, addressing causes rather than punishing systems and their commitment to community.



CITY-COUNTY PARTNERSHIPS

OVERVIEW

For an effective broad-based anti-gang strategy, a strong relationship between the city and the county is essential. While cities control local law enforcement, counties fund basic services not typically found in city budgets, such as public health (including drug treatment), child and family support services, probation and workforce development.

City-county collaboration varies from place to place. In some cases, city-county partnerships help focus county government resources and services within the city limits or in particular city neighborhoods. In other cases, cities and counties join together with other stakeholders in a countywide coalition to foster communication and take a collaborative approach to planning and implementation.

WHY BUILD PARTNERSHIPS WITH THE COUNTY?

Strong city-county partnerships can help cities:

- **Go beyond city limits.** City-county partnerships help “go where the gangs are” and extend the reach of gang reduction into other cities or unincorporated areas — for instance, beyond Los Angeles to the full San Fernando Valley, a region that covers more than half of the City of Los Angeles as well as four smaller, neighboring cities.
- **Provide needed prevention and support services to complement law enforcement strategies.** County governments in California and 13 other states manage much of the public funding most applicable to prevention. Focusing this funding on the needs of young and elementary school-age children in neighborhoods with high rates of gang participation, or other children at risk of gang involvement, can pay large dividends. New partnerships between law enforcement and county-level child welfare and public and mental health agencies are making a difference in Los Angeles, Oakland and other cities, where young people and their families are connected to a broader spectrum of supports and services.
- **Leverage expertise, personnel and funding.** Collaboration between city and county government can ensure that staff and resources are directed to their most productive use. For instance, not only does San José’s chief of police sit on the Mayor’s Gang Prevention Task Force, but the county’s chief probation officer does as well, leading to better coordination and the ability to position staff to respond to changing local needs and conditions. City-county partnerships can also open the door to joint fundraising for clear, coordinated plans, diminishing incentives for the city and county to compete with weaker proposals. Additionally, cities have found that these partnerships enable stakeholders to see the gang problem from different angles and allow them to think more holistically.

A NOTE ON TERMINOLOGY

While this chapter’s emphasis on collaboration with counties is derived from the experiences of 13 cities in California, we acknowledge the varying degree of county authority in different states throughout the nation. For instance, in most New England states, counties play a minimal to nonexistent role in the provision of many of the services mentioned below. Instead, state agencies may oversee functions such as health and human services, administration of public assistance programs, and workforce development. In other instances, regional government agencies, including many workforce investment boards, may serve as key potential partners. Additionally, several dozen cities and counties throughout the country have consolidated services under one unified administrative structure.

For convenience, this chapter refers to the importance of counties as the relevant entity for most readers of this toolkit. However, the intergovernmental partnerships described below are intended to apply to state and regional agencies as well, depending on their ability to strengthen city efforts. What is important is not the specific unit of government involved, but the value that other state and local partners can add to a city’s gang prevention work by harnessing the capacity of key service providers and criminal justice officials.



- **Improve the effectiveness of agency staff through cross-training and increased communications with other agencies.** From New Haven, Conn., and Charlotte, N.C., to Los Angeles, Oakland and San José, multi-agency teams of law enforcement, child welfare and mental health professionals work together to respond to violent incidents and provide each other with cross-training in trauma response. For instance, in Wichita, Kan., a city-county partnership led to Crisis Intervention Team (CIT) training for law enforcement professionals and cross-training for other types of criminal justice professionals. The curriculum included an overview of mental illness, substance abuse, de-escalation techniques, suicide intervention and crisis negotiations.

Joint city-county street teams — like the one in San Bernardino that involves police, probation, children’s services, public and behavioral health and the district attorney, among others — can also optimize service delivery at the client level by avoiding duplication of effort and helping families navigate a variety of services. The information from these street teams also informs policymakers involved in redesigning and reexamining systems.

- **Generate new ways of doing business through frequent contact and relationship-building.** City partnerships with county agencies can ensure that resources are deployed in a way that maximizes the impact on overall youth outcomes. In Oakland, the city and county worked together to plan and implement a new juvenile justice transition services center. This center provides a means for city, county and community-based agencies to provide case management services as youth return to the community from juvenile facilities.

SCALE AND IMPACT

In many places, initially through staff connections and information sharing between police and sheriff’s departments, at least a minimal level of city and county partnership is the norm. Instances of concerted collaboration, in which city and county partners share resources and information and function under jointly developed strategies, are becoming more common in California and other states where county governments have expansive functions. A number of factors drive this trend, including a very practical desire to combine forces for effectiveness, the general atmosphere of constrained resources and overlapping geographical and court jurisdictions.

In San Bernardino, a city-county collaboration focused on specific neighborhoods yielded a 38 percent decrease in crime in the first few months of the initiative. Decreased perceptions of the neighborhood as unsafe is another beneficial result — again, in San Bernardino, university researchers conducting a quality of life survey in the initial target neighborhood observed a 38 percent decrease in such perceptions.

TAKING ACTION

Some key lessons for building vital city-county partnerships include:

Provide Mayoral Leadership for Collaborations with the County

As with most city partnerships, leadership from the top levels of government can bring stakeholders to the table and focus the efforts of local agencies. To that end, the support of the mayor is critical to forging effective city-county collaborations. In Salinas, Mayor Dennis Donohue was able to generate almost \$1 million in general funds for his gang violence prevention work, but he soon realized that he could not forge a comprehensive solution without the county. As a result, the city-county Community Alliance for Safety and Peace was launched in 2008 and continues to be a vital organizing body for anti-gang efforts in the region.

CITY EXAMPLE: SANTA ROSA, CALIF.

In forming the Mayor’s Gang Prevention Task Force in Santa Rosa, then-Mayor (now Councilmember) Jane Bender reached out extensively to Sonoma County officials seeking opportunities to coordinate and collaborate. The policy team



that leads the initiative has come to include the district attorney, chief and deputy chief probation officer, sheriff, Human Services Department director, public health officer, county superintendent of schools, as well as a supervisor and a retired judge. The staff-level operational team of the Task Force now includes senior staff representatives from five key county agencies: Health Services, District Attorney's Office, Human Services, Juvenile Probation and Office of Education.

Conduct a County-Wide Gap Analysis

Municipal and county leaders can get started by identifying where their efforts are meeting needs, and where gaps in services are causing young people to fall through cracks in the system. By comparing data on crime and homicide rates with information on the availability of youth services, cities can pinpoint service gaps in individual neighborhoods. By developing such a “gap analysis,” city and county officials can better analyze outcomes for specific subgroups (e.g., probationers, youth transitioning from foster care) and more effectively evaluate the impact of local services and programs.

CITY EXAMPLE: SALINAS, CALIF.

In Salinas/Monterey County, the recently formed Community Alliance for Safety and Peace brings together policymakers from all violence prevention disciplines, including local government, law enforcement, faith and community groups, outreach workers, social and employment services and education. Significantly, the alliance represents a merger of the city-focused Community Safety Alliance and the Monterey County Children's Council's Violence Prevention Committee. The formerly parallel groups noted that the city of Salinas, home to one-third of the county's population, experiences 75 percent of the county's crime. In coming together, the groups expect greater effectiveness.

The goal for the new alliance is to ensure that all service providers are addressing violence prevention efforts in a thoughtful, unified manner, and in so doing utilize limited resources to their best potential. As one of its first actions, the alliance conducted a comprehensive resource inventory and gap analysis. Alliance members began adjusting their programs immediately upon completion of the inventory and analysis.

Coordinate around a Public Health Approach

The classification of youth violence as a “public health” issue is becoming more firmly rooted in the gang prevention lexicon for city leaders who are seeking results-based solutions. This broader framing not only lends itself to more comprehensive approaches that do not rely solely on law enforcement officials, but also enables cities to open a dialogue with county leaders who oversee departments of public health, behavioral health, and/or human services. A focus on public health can enable cities and counties to align efforts and streamline access to multiple services for at-risk youth and adults.

CITY EXAMPLE: OAKLAND, CALIF.

In a number of cities around the country, the common understanding of “public health” has evolved in recent years to include, in addition to medical indices, the relative safety of children, youth and the general population from gun and gang violence. At times, a common concern for public health and reduced violence provides the grounds for cities and counties to work closely together.

With support from the Robert Wood Johnson Foundation through the multi-year Urban Health Initiative, the City of Oakland has teamed with Alameda County agencies in pursuit of improved public health, with violence and victimization high on the list of public health concerns in the community.

The city-county collaboration has blossomed in several directions from this common area of concern. The City of Oakland's Department of Human Services (DHS) and the violence prevention coordinator for the county Public



Health Department worked together to create the Oakland Gang Prevention and Intervention Providers Network, consisting of community-based organizations providing services to youth who are involved in gangs or at risk for gang involvement. The network provides participating agencies with a means to coordinate their efforts to educate the public on gang prevention, identify youth in need of services and speak to policymakers with a common voice.

With violence prevention among their objectives, Oakland's DHS has worked with the county Public Health Department to identify state funding resources sufficient to double the number of youth receiving mental health services. The total funds drawn down from the state for this purpose doubled as well, from \$1.7 million to \$3.4 million.

To leverage its work with the county, the Oakland DHS also received a \$1 million, multi-year grant from the California Department of Corrections and Rehabilitation's Division of Community Partnerships to provide case management, employment and training, and substance abuse/mental health assessments for parolees. DHS turned to one of its provider agencies, Volunteers of America, to expand availability of Project Choice services. The addition of state funds provided the city with an opportunity to add a Re-entry Planner to its staff to oversee and maximize benefits among the multi-source-funded efforts.

CITY EXAMPLE: RICHMOND, CALIF.

The City of Richmond's Office of Neighborhood Safety (ONS) collaborates closely with the county, with the director of the Contra Costa County Health Services Agency (HSA) paving the way. This collaboration takes several forms:

- **"Red carpet" treatment for persons referred to HSA by ONS:** If ONS refers a client — for instance, one it has met through street or neighborhood outreach — the client gets services as soon as possible. The county health services director has assigned a "Health Liaison" from his office to assist the ONS and its clients in negotiating the county health system effectively, and has communicated throughout his department that this is a priority.
- **Beyond Violence Initiative for Gunshot Victims:** Richmond's ONS has partnered with Contra Costa County's HSA, the John Muir Trauma Center where most of Richmond's gunshot victims are transported by helicopter, the John Muir Community Health Alliance, and the Richmond Police Activities League to create the "Beyond Violence" Initiative. This initiative is modeled on the peer/hospital-based violence interruption program, "Caught in the Crossfire," created by Youth Alive in Oakland and Los Angeles. After a gunshot patient gives the hospital consent to refer them to the ONS, the county and ONS jointly help that person and their family through county health services.
- **Community-Based Mental Health Services:** Richmond's ONS also works closely with the County Mental Health Department, which in turn funds several community-based programs in the city. With the leaders of the adult and children's services wings of the department, ONS has helped ensure that programs will be targeted specifically to the "gang" or "extremely difficult to serve" populations. In addition, the city and county work together to ensure that funded programs are functioning in a coordinated, collaborative, non-duplicative fashion so as to reach as many members of these populations as possible.

Share Data on an Ongoing Basis

Partnership efforts can break down barriers to sharing important local data across city and county agencies. Shared information can range from rumors or reports of expected violence and threats to law enforcement officers, to family or individual case management records or information, to statistics, trends and analyses. In Oakland, the county Public Health Department worked with the Oakland Police Department, the county Coroner's office and



community organizations to develop and release a report detailing three years of homicide data. The report provides law enforcement and community-based organizations with useful data about areas that have high crime rates and which target populations need which types of social and support services. In San Bernardino, team members share information readily, especially that which is relevant to the safety of team members in the field.

CITY EXAMPLE: ANTIOCH, CALIF.

In Antioch, Calif., the mayor, police chief, former crime prevention commissioner, city manager's office, a county supervisor, superintendent of schools and faith-based leaders collaborated to develop a data analysis and sharing system to better identify young people at risk of being victims or perpetrators of violence. Together they built the Youth Intervention Network (YIN) to use evidence-based approaches and community data to implement whole community change. Working with AJWI Consulting in San Francisco, Antioch began collecting data from all youth ages 13 to 18 enrolled in Antioch Unified School District, including their name, date of birth, gender, ethnicity, free or reduced lunch status, other socioeconomic status data, truancy record with dates and disciplinary actions with dates.

By cross-referencing school district data with records from the police department, Sutter Health Emergency Room and Children and Family Services, YIN leaders found that truancy and academic disengagement best predict which youth are likely to commit or become victims of violence. This information will allow YIN to develop an alert system that will prompt the Office of Student Services to make appropriate referrals to YIN services and mentorship programs when students demonstrate these high risk indicators.

To address privacy concerns, Antioch utilizes a detailed Memorandum of Understanding to govern the use of this data, strictly limits access to the database, and will not share information with partner organizations unless written consent from a family member is obtained.

Target County Services to Youth, Families and Neighborhoods Affected by Gangs

Cities bring important resources to the table in combating gang violence and affiliation, with police, parks and recreation and other departments playing important prevention, intervention and enforcement roles. Local leaders can further expand these efforts by leveraging the knowledge and resources of various county systems that interact with youth in gang-affected neighborhoods.

CITY EXAMPLE: SAN BERNARDINO, CALIF.

“Operation Phoenix,” the City of San Bernardino’s multi-faceted crime-fighting and community restoration strategy, depends upon a close city-county partnership. A key early and continuing aspect of Operation Phoenix, first launched in June 2006, was a neighborhood initiative — initially, in the highest-crime 20-block neighborhood in this city, and now in three other areas as well. By launching the neighborhood-level initiative, Mayor Patrick Morris and aide Kent Paxton sought to fulfill proposed commitments for the city described in a countywide gang reduction plan, invoke best practices recognized by the federal government for a comprehensive gang response and realign services within existing budgets.

Essential on the city’s list of best practices has been the involvement of multiple agencies from the fields of law enforcement, social services, schools and workforce development to implement a coordinated, multidisciplinary team approach to crime and violence through prevention, intervention and suppression strategies. For context, Paxton — himself a former county employee — has noted that the first focus neighborhood the city chose featured a high concentration of county social service requests and staffing, alongside the high crime rate.

The city and its partners recognized that multiple agencies would not necessarily work well together without a new structure — hence, the creation of the Operation Phoenix Street Team. The Street Team consists of representatives



from the public sector partner agencies providing direct services to residents in the target area. In San Bernardino, this includes the city police and fire departments, city code enforcement and the city school district's police department. County agencies on the team include probation, children's services, public health, behavioral health and the district attorney. Actual participants on this multidisciplinary team include law enforcement representatives, code enforcement officers, social workers, mental health clinicians, public health nurses, victim/witness advocates and school district attendance staff.

The full or partial team meets monthly, coordinates efforts or cross-refers regarding particular families or street blocks, and reports monthly to each other and to city leaders in writing. In coordinating closely, the team seeks to avoid duplication of effort, maximize efficiency and enhance the quality of service delivery. The multidisciplinary nature of the team also helps maximize cross-referrals and leveraging between and among services. For instance, a police or code enforcement officer will refer family-related calls for service to a Department of Children's Services social worker.

A CLOSER LOOK: FAMILY-TO-FAMILY ALLOWS OPERATION PHOENIX TO CONNECT FAMILIES TO NEEDED SERVICES

In 2007, San Bernardino County began implementing innovative techniques in children's services in the northern sector of the city, including the Operation Phoenix target area, with an eye toward significantly reducing future crime by strengthening prevention and intervention services for at-risk youth. These techniques, referred to as "Family to Family" and employed by the Department of Children's Services (DCS), focus on assigning children's services workers to small geographic areas so they become acquainted with the community.

More generally, Family to Family aims to strengthen and promote stable family environments and stop the escalation of problems at home before a removal of the child is necessary. For instance, when a child receives a referral to the child welfare system because of a problem at home, DCS assembles a team typically composed of a family member, a community member and a social worker. (Read more about efforts to implement Family to Family's Building Community Partnership strategy in counties across the state at www.f2f.ca.gov/partnerships.htm).

With its focus on protecting at-risk children, DCS was a natural partner for Operation Phoenix. Janet Egan, the DCS social service practitioner assigned to Operation Phoenix, now works with a broad range of families who are in need of help, not just those referred via the DCS hotline for child abuse. She takes a proactive approach to support families who need assistance, instead of waiting for these families' troubles to escalate to a child abuse or neglect situation. Operation Phoenix terms this a "differential response." Regularly, families may need a little extra assistance to overcome temporary challenges, such as a shortage of funds to buy groceries, a need for counseling services or advocacy for children with school officials.

Egan estimates that she worked with approximately 110 families in the first six months of her assignment to

the Operation Phoenix area; services usually lasted between one and two months. A co-worker provided language assistance for Spanish-speaking families. Egan and her co-worker found that they were able to link families with public resources for which they qualified, as well as resources available in the community through businesses, churches and community-based organizations.

Egan also found ways to make the most of Operation Phoenix partnerships. For example, she can work with the Operation Phoenix public health nurse, street team and law enforcement to better serve the families in these communities. San Bernardino's Children's Fund, a public-private partnership formed in 1986, allocates a percentage of its resources to Operation Phoenix children; Egan can use these resources to help pay for needed items in the household. One possible drawback of the current arrangement is that Egan does not have access to the same resources as a social worker who works with children referred to DCS for child abuse. For example, she cannot provide rental assistance, nor can she refer families to private health facilities. Nevertheless, through her partnerships and creative use of existing resources, Egan reports that she is able to work with the families to overcome some of their hardships.

Egan receives referrals from many sources in the Operation Phoenix communities. She is connected to all of the local schools, and receives an alert when a student's family needs extra help. She also accompanies the Operation Phoenix Street Team when it conducts "walk-throughs" in the neighborhood, and offers assistance to the families that could benefit from her support. Law enforcement officers also refer her to needy families they encounter. Egan, in turn, refers families to partners who provide a better match for the family's needs, whether a public health nurse, a school aide or law enforcement.



To get Operation Phoenix and the Street Team started, and to sustain the effort, San Bernardino has focused the attention of agency heads on mutually agreed goals, i.e., a vision of what improvement in the target neighborhood will look like. At other administrative levels, the city has built a strong working relationship with county human services leaders responsible for the central city area, and with supervisors of the city districts.

Team efforts depend in part upon recourse to county-controlled funds for mental health services (Proposition 63) and children's health services (Early and Periodic Screening, Diagnosis and Treatment) in cases in which team members refer neighborhood residents for these services.

Develop Multi-Disciplinary Teams

One way in which cities and counties can work together is to analyze where calls for service are highest for each of their respective agencies, and determine to work together in that neighborhood. Building a cross-agency staff team is a logical next step.

CITY EXAMPLE: LOS ANGELES

One illuminating example of a multi-disciplinary team comes from Los Angeles, where the Los Angeles County Department of Children and Family Services (DCFS) has operated the Multi-Agency Response Team (MART) in collaboration with the Los Angeles Police Department and the county Sheriff's Department for more than five years. MART could be described as an "enforcement support" strategy on the continuum of gang prevention, intervention and enforcement — it stems from the realization that police actions to raid or otherwise disrupt gang hangouts may affect children who live in a gang member's home.

Through MART, DCFS deploys a rapid response, highly trained team of children's social workers alongside law enforcement agencies when they are called on to enter homes. In these often traumatic circumstances, MART provides intensive child protective services to children and families. To date, MART has joined law enforcement in more than 1,000 operations, and has provided child protective services to more than 5,000 children.

MART Supervisor and Law Enforcement Liaison Xiomara Flores-Holguin states that in many situations, law enforcement and child protection agencies work with the same families. In fact, she estimates that 50 percent of the families in which an arrest by law enforcement has been made are under current investigation by DCFS. Children who live with an adult involved in criminal activity may be more likely to witness violence or encounter unsafe situations. Further, parental arrest may leave children without a parent in the home. When an adult is arrested, it is important to remember that the adult may be a father or a mother and that the needs of the children left behind must be addressed immediately. Thus, MART investigators are on standby at all hours of the day and night, prepared to respond to a request for assistance from law enforcement during a warrant service, tactical raid or arrest. These mobile social workers can accompany police within an hour to any location in the county.

Initially, Flores-Holguin notes, law enforcement officers were concerned that their investigations would be compromised by accommodating on-the-scene requests from social workers or by social workers disclosing sensitive information regarding their investigation. On the other hand, some social workers were suspicious of police officers and concerned about their tactics in the home.

The partners have taken several steps to overcome concerns and permit the collaboration to function well. For example, MART has worked with its law enforcement partners throughout the county to develop strict protocols which social workers must follow during a tactical raid or arrest. These procedural protocols, which include having social workers stay outside during raids and limiting their role in directing officers, minimizes any chance of interference. Furthermore, only social workers with front line experience are hired to work for MART.



MART social workers are highly trained to identify signs of neglect, abuse and danger to children within the home environment. At the same time, to enhance social workers' ability to anticipate and find instances of child endangerment, DCFS has established effective communication between the agencies, including access to centralized intelligence databases. In addition, MART provides training to law enforcement officers to help them more effectively identify situations that require MART's attention.

The collaboration has become so successful that other agencies are calling on MART to accompany their investigators, and DCFS has assigned social workers to most police stations as well. This partnership has enabled Los Angeles County to better serve children and families living in dangerous home environments in several ways. MART is able to reach children of arrested parents more quickly, thereby providing them with a better transition into alternative care. At the same time, MART can more effectively refer child welfare cases to the police when there is the need for a criminal justice response. This sharing of information has enabled the county to tailor its approach to families and to provide a more holistic response to at-risk children.

Create a Formal City-County Collaborative

It is increasingly common in California for cities, counties and other stakeholders to form a countywide gang coalition. At a minimum, a coalition that meets regularly and fosters good communication lays the groundwork for collaboration.

San Bernardino's Operation Phoenix builds upon an earlier strategic plan created by the Countywide Gangs and Drug Task Force to target youth at high risk of entering the juvenile justice system, which coordinated gang prevention, intervention and suppression efforts. This plan also integrated social services that target populations affected by gangs.

Some cities find that formalizing a collaboration arrangement with county and other agencies in a named coalition or alliance provides a sustaining structure and stronger buy-in, and improves communications across agency and jurisdictional lines. For instance, in the San Fernando Valley of Los Angeles, where 80 gangs with an estimated 20,000 members operate, the Los Angeles Police Department led an effort to form the San Fernando Valley Coalition on Gangs. Consisting of a diverse group of more than 50 representatives of service and community organizations and government agencies initially recruited by a police commander, and chaired by an LAPD deputy chief, the coalition established and continues to pursue several goals:

- Reduce gang crime and gang membership;
- Empower the community through education and increased awareness;
- Reduce the fear and incidence of crime;
- Strengthen neighborhood cohesion;
- Provide services that promote positive lifestyle changes; and
- Increase community and inter-agency awareness of available resources.

Monthly meetings foster strong communication among coalition members. Several county and city agencies participate. Two specific areas of notable city-county collaboration growing out of the coalition include: 1) an ongoing program in which probation officers ride with LAPD officers in six areas and the city and county share costs for this joint effort, and 2) assignment of deputy probation officers to 21 LAPD stations, as well as to six middle schools and 18 high schools.

Documents outlining the formal collaborative in four cities — Los Angeles, Oakland, San Diego and Stockton — are provided in Appendix C.



SCHOOL PARTNERSHIPS

OVERVIEW

As the community institution where children and youth spend a large portion of their time, schools should not be overlooked as critical partners in city-led gang prevention initiatives. Municipal leaders, law enforcement officials and community organizations can work with schools to sponsor trainings and classes that teach strategies for conflict resolution and gang avoidance. In addition, these partnerships can ensure that students feel safe on their way to and from schools and within school buildings.

Developing partnerships in or near schools does not mean working only with teachers and administrators. Looking across the 13 local teams in the California Cities Gang Prevention Network, police and sheriff's departments, probation officers, community and neighborhood groups, local pastors, mentors and other key stakeholders get involved in school-based or school-centered efforts. For instance, local transit authorities and the city attorney, whose office cites and abates nuisance properties which students may pass on their way to school, were among the partners involved in Los Angeles' Safe Passage Partnership.

WHY PARTNER WITH SCHOOLS?

As a city puts in place a range of gang prevention, intervention and enforcement strategies, local schools emerge as a critical partner. Schools are already rooted in the community, engaged with children and youth and connected to families.

Schools can make good partners for many reasons, including their level of commitment to addressing youth violence issues. Academic success depends on school safety — and many school-related gang reduction steps are designed to meet that objective. Researchers analyzing the Academic Performance Index (API) scores of almost 1,700 secondary schools in California, found that “students’ perception of safety at school showed a strong positive relationship to API scores.” National studies have also confirmed this finding.

In addition, engaged school partners can:

- **Provide access to young people.** As the place where young people spend much of their time, schools offer a prime venue for outreach and support efforts intended to prevent gang affiliation.
- **Initiate communication with parents.** Schools routinely provide information to parents, and are able to contact parents if their children show signs that they are disengaging from school or begin to demonstrate an affiliation with a gang. While parents may need more ongoing support from other local partners — whether the city, the county or a nonprofit or faith-based partner in the local coalition — schools can often provide the connection.
- **Flag early warning signs of young people who are getting off track.** Schools are the first to know when students are failing, when they are getting in trouble at school or when they begin cutting classes. Through interventions that act upon these first signs of disengagement, the school and its partners can communicate both clear expectations and the availability of support to help students get back on track.
- **Engage young people in positive activities both during and outside the regular school day.** Young people who are actively engaged in educational and extracurricular activities with caring adults are not out on the street getting into trouble. Moreover, these young people are far less likely to be interested in gang membership even if approached, because they know that they have a promising future that they do not want to risk.



- **Promote deep prevention**, starting from preschool and continuing up through the older grades. When children get off to a good start, with quality early learning opportunities, access to health care and nutrition and the guidance of adults that care for and believe in them, they will be well positioned to succeed in school and make positive choices for themselves as they grow.
- **Open school buildings to the community** for neighborhood meetings, classes, trainings and even gang intervention activities.

SCALE AND IMPACT

Schools are a frequent partner in comprehensive gang reduction efforts. According to Peter Greenwood’s 2008 research review entitled “Prevention and Intervention Programs for Juvenile Offenders,” a number of school-based programs or programs that include schools or teachers have been proven to have a significant impact on youth violence, bullying or gang affiliation. For instance, the Olweus Bullying Prevention Program, which involves teachers and parent in setting and enforcing rules against bullying among elementary and junior high students, yielded a 50 percent decline over two years, as well as a decline in other forms of delinquency and an improvement in the overall school climate. Project STATUS and the School Transitional Environmental Program (STEP) are two other school-based programs that have shown documented improvements in school success, while reducing delinquency (in STATUS) and absenteeism and dropout rates (in STEP).

TAKING ACTION

A close look at school violence prevention initiatives may reveal an existing emphasis on reducing violence on school campuses, at school events and on school-supported transportation. There are two main types of responses — school-based curricular programs, which have been shown to reduce aggressive behavior, and school climate change efforts, which have not been extensively evaluated. Most of the curricular programs are “universal” in that they target all students in a given elementary or middle school or grade level. Thus, before pursuing a partnership with a school or district, it is important to learn whether efforts already underway relate to gang prevention and intervention. Schools that use cognitive behavior approaches, behavioral programs, social-emotional literacy approaches and counseling may fill scarce schedule time in a way that makes it difficult to integrate new programs.

Invest Time and Resources to Create a Strong Partnership

Even with interest, it may take awhile for a multi-agency group involving schools to build trust and identify the full spectrum of stakeholders who need to be at the table. One key partner of the San Diego schools, the nonprofit Tariq Khamisa Foundation, advises cities to “begin from the top, and the middle,” gleaning this lesson as it implemented its Peace Empowerment Program across seven schools in a neighborhood reaching some 3,500 students. Specifically, foundation staff cited a need for buy-in from the principal, assistant principals and counselors at school site, as well as for a liaison from the school district who can mediate when issues arise.

Bringing resources to the table can help school leaders trust that this is a shared venture and not another responsibility being shifted onto schools. Schools are currently asked to address many issues well beyond education — from behavioral issues to childhood obesity — with limited resources. When the city or local community collaboration can facilitate staff training, add a resource person to the school staff or bring outside funding to the table, schools will both be more open and better able to fully engage in the partnership.

CITY EXAMPLE: SAN DIEGO

Developed through a formal, three-year agreement between the San Diego Unified School District and the Tariq Khamisa Foundation (TKF), the Peace Empowerment Project is an intensive violence prevention effort active in one high school, one middle school and five elementary schools in San Diego’s Encanto neighborhood. The project



encompasses classroom lessons, assemblies, afterschool activities, teacher/staff training and parenting classes, as well as pull-out groups and joint efforts with counselors and vice principals.

Thanks to a \$750,000 foundation grant, TKF has placed a full-time staff member on each school campus, and reached 3,500 students at these schools in the first year of the project. Notably, the TKF-San Diego Unified agreement provides for the schools to co-fund the effort in the second and third years; San Diego Unified will utilize a total of \$135,000 in state School Safety and Violence Prevention Grant funds as well as its own funds for this purpose. The school district's program manager for race/human relations and advocacy serves as the key contact for the project. TKF has contracted with San Diego State University to evaluate the effort.

Schools have also been involved in TKF's Hope Works initiative launched in September 2008 and administered by the foundation in San Diego, Compton and Escondido. Through Hope Works, some 700 at-risk youth in fourth through eighth grades who are referred by teachers, counselors, law enforcement, community organizations and parents receive intensive mentoring and monitoring by teams of AmeriCorps members. The AmeriCorps national service participants will make contact multiple times each week with youth in their homes, schools and neighborhoods to build resiliency, provide positive social development opportunities and reinforce law-abiding behaviors. Ten years ago, a comparison study of an earlier version of Hope Works (San Diego CHOICE) found that participants were more likely to complete the conditions of their probation and not return to the court system. In a six-month follow-up, researchers found that if former CHOICE participants did re-offend, the offense was less severe.

Sponsor Special Events and Ongoing Violence Prevention Initiatives in Schools

Elementary, middle and high schools can serve as a focal point for prevention activities that build on young people's assets, help them seek pro-social affiliations and teach them how to resolve conflicts through means other than violence. These activities may range from assemblies to special classes to a tailored focus on violence prevention that is woven into the standard curriculum.

For instance, with the assistance of the diverse Restorative Justice for Oakland Youth (RJOY) coalition, counselors and teachers at 20 schools work with students to apply restorative justice techniques to resolve conflicts. Funding from Oakland's Measure Y permitted the hiring of a school coordinator who arranges trainings for administrators, teachers and students in the use of techniques such as peacemaking circles. At Cole Middle School, a pilot program significantly reduced truancy, suspensions, expulsions and violence. The project also involves working with school district officials to change suspension and expulsion policies. An Oakland City Council member helped found the parent organization, along with civil rights attorneys, social workers and community activists.

CITY EXAMPLE: SAN BERNARDINO, CALIF.

San Bernardino is one of more than 200 sites nationwide for the federally-supported Gang Resistance Education and Training (GREAT) program. GREAT is a school-based classroom curriculum for which law enforcement officers serve as the instructors, and is intended to help prevent juvenile delinquency, youth violence and gang membership. Applicants for GREAT funding, such as cities or police departments, must apply jointly with a local education agency. A 13-week middle school curriculum is a core component; some programs include other components as well. The National Institute of Justice reported in 2004 that a five-year longitudinal evaluation of GREAT had shown modest positive results. Namely, young people who participated in GREAT showed statistically significant pro-social peer group associations and attitudes about gangs, law enforcement and risk-seeking behaviors in comparison with nonparticipants.

In San Bernardino, under the leadership of the county Probation Department and thanks to braided and blended funding beyond the competitive federal grant, GREAT is being implemented in a particularly extensive fashion. During the school year, GREAT reaches 63 schools with approximately 5,000 students, and also reaches families



and the same or additional students during the summer school vacation. To obtain this scope, the Probation Department employs five full-time GREAT officers: one in Victorville supported by funds from the California Gang Reduction, Intervention and Prevention Program (CalGRIP); one supported by a Senatorial earmark to the City of San Bernardino; two general-funded positions; and one funded through a Bureau of Justice Assistance grant to San Bernardino City Unified School District. The local housing authority provides space in one of its community centers for a GREAT family program. Summer programs run through Boys & Girls Clubs and the Uptown Family YMCA.

In addition to extending its reach, San Bernardino County Probation's GREAT program has also joined with the numerous city and county agencies engaged in an intensive focus on the Operation Phoenix 20-block target neighborhood. Recently, Arrowview Middle School, the first middle school site in the Operation Phoenix area to receive GREAT services, reached a significant milestone. Test scores at the school improved by more than 60 percent, and behavior and disciplinary incidents declined significantly in comparison with the prior year. School and probation officials recognized the school-wide accomplishment in a special assembly, at which they presented awards to the most improved individual students.

Provide Social and Behavioral Services Outreach through Schools

Partnerships with school districts can help cities more effectively connect youth and their families to important social services. For instance, in San Bernardino, schools are deeply involved in local anti-gang efforts, with the San Bernardino County Office of Education providing the infrastructure for the county Gangs and Drugs Task Force. In the first eight months of the intensive, neighborhood-focused gang reduction efforts in San Bernardino known as Operation Phoenix, San Bernardino City Unified School District case managers made contact with 51 families and 115 students. Of these, 30 families received referrals for services, and the case managers found 34 students who were either not enrolled in school or had attendance issues.

Local collaborations have led to other unique opportunities to bring community resources into the schools. Through San Bernardino's Pastors on the Premises program, local pastors walk around high school campuses, meeting and talking with students before and after school and during the lunch hour. The pastors' active involvement and relationship-building have resulted in referrals to tutors and mentors for students, and had a positive effect on school climate.

Oakland has adopted the Safe Passages/OUR KIDS strategy in six middle schools to significantly increase early intervention for mental and behavioral health issues. Thanks to this strategy, a site coordinator at each school — often the afterschool coordinator or counselor — uses one standard referral mechanism for all services. Two full-time clinical case managers provide targeted intervention for students and families. Teachers implement the Second Step violence prevention program, and students receive training and serve as peer conflict mediators. Encouraging results include a very large drop in the number of suspensions at the Safe Passages schools, compared with others.

EFFECTIVE MODELS FOR CREATING POSITIVE SCHOOL ENVIRONMENTS

At the national level, the U.S. Department of Education and the Substance Abuse and Mental Health Services Administration (SAMHSA) have recognized three programs as having shown significant improvements in creating a positive school environment that contributes to academic achievement:

Promoting Alternative Thinking Strategies (PATHS):

This comprehensive curriculum is used by educators and counselors at school as part of a multi-year program to build emotional and social competencies and reduce aggression and behavior problems.

Seattle Social Development Project: Through classroom interventions and training for children and their parents, this program strengthens student bonds with school and family, and promotes prosocial behavior.

Olweus Bullying Prevention Program: By setting and enforcing clear standards about bullying behavior, this program cut bullying in half over two years, while improving the school climate and reducing other forms of delinquency.

Source: *The Center for the Study and Prevention of Violence Model and Promising Programs and What You Need to Know About Youth Violence Prevention*, SAMHSA's National Mental Health Information Center (<http://mentalhealth.samhsa.gov>).



CITY EXAMPLE: OXNARD, CALIF.

Ventura County's Recovery Classroom offers a comprehensive prevention model for treating substance abuse so that misuse of drugs and alcohol does not place young people at risk of gang involvement. Three county agencies came together to launch the program in July 2008: Probation, Behavioral Health and the Office of Education.

At Gateway Community School, the self-contained classroom provides education, mental health and drug counseling for some 20 chemically dependent teenagers referred by the local delinquency court. Drug Medi-Cal offsets the cost of drug counseling. A classroom teacher and aide provide basic staffing paid for by the county Office of Education. Stationing a deputy probation officer on-site ensures near-daily check-ins on progress against a case plan developed by a multi-disciplinary team along with the student and his or her family.

The Recovery Classroom's founders envisioned the program to last between nine and 18 months, during which students also participate in a range of vocational skill building classes in the Regional Occupational Program. A nurse from the county public health department offers weekly courses on topics such as pregnancy prevention, stress management, hygiene and other health-related topics. Early results include attendance topping 85 percent (up from 50 percent in regular classrooms) and very few violations of the law.

Develop Intervention Policies to Reach Truant and Other At-Risk Youth

Cities need to foster cooperation among schools, police and others to intervene with young people who are becoming involved with gangs, or behaving in ways associated with gang membership. Measures such as coordinated truancy responses and curfew sweeps take place at large in the community, and depend upon close cooperation from schools. In a similar vein, it makes sense for city agencies and community-based organization partners to join schools in examining the unintended effects of suspension and expulsion policies, and considering changes to those policies to reduce the chances that suspension and expulsion provide a route into gangs.

San Bernardino's Let's End Truancy (LET) initiative blends prevention and intervention in recognition that truancy is often the "gateway" to juvenile delinquency and a lifetime of crime. Three senior prosecutors and four other staff members from the district attorney's office operate LET, dividing attention across the county geographically. These staff members participate in face-to-face Student Attendance Review Board (SARB) meetings with three purposes: to explain the legal and socioeconomic consequences of further truant behavior; to support parents and children; and to send the message that the district attorney's office is watching out for fulfillment of SARB contracts. Through LET, the district attorney's office works closely with school districts, the probation department and law enforcement and social service agencies. The office of the district attorney has gone on to form a Truancy Abatement Collaborative with other agencies to ensure that families with truant children receive appropriate support services.

CITY EXAMPLE: SACRAMENTO, CALIF.

The small staff of the multi-partner Attendance Center in Sacramento has begun to have an influence on truancy and related issues that overlap with gang participation. A social worker, child welfare advocate and community-based organization staff on site provide a variety of referrals — for parenting classes, substance abuse counseling, family counseling, job skill training for parents and youth and in/out-patient drug treatment.

Initiated by the Sacramento Police Department, the center includes as key partners the Sacramento City Unified School District, Sacramento County Department of Human Assistance and three community-based social service organizations. Early results show that 91.7 percent of students who received services at the center had begun attending school daily. In addition, the area around the host school saw a 31 percent decrease in grand theft and a 16 percent decrease in vandalism. Other cities have developed similar truancy prevention models, such as the Corpus Christi, Texas, Juvenile Assessment Center and the Albany, N.Y., Truancy Abatement Center.



Create a Safer Environment in and around Schools

In a variety of strategies, schools serve as an important point of reference. In seeking to preserve “safe passages” to and from school, the school itself can be the hub of a neighborhood-wide effort. For instance, Los Angeles implemented Safe Passage Partnerships at 11 high schools. Schools can also work with city agencies’ code enforcement efforts in surrounding neighborhoods, and can develop cross-agency protocols for dealing with public safety challenges. For example, San José developed and uses a comprehensive safety protocol, the Safe School Campus initiative, to assist school administrators in managing youth and gang-related incidents in and around their campuses.

CITY EXAMPLE: SAN DIEGO

When the San Diego Commission on Crime Prevention and Intervention released its October 2007 Strategic Action Plan, the San Diego Police Department had documented more than 3,500 gang members, including 188 under the age of 18, and had arrested more than 800 gang members during the first three months of 2007. In June 2007, there were 1,864 juveniles in the city of San Diego on formal probation; of these, 789 had gang conditions as part of their formal court orders. As it set new citywide goals, the commission recommended several responses, including Strategic Action 1.1, “Establish community technical teams to implement neighborhood strategies,” and Strategic Action 1.2, “Collaborate on establishing the Safe Passage program at five schools where gang activity impacts the school community.”

The commission had noted with interest the drops in crime recorded in 2005-06 around 10 of 11 Los Angeles high schools with Safe Passage Partnerships, and decided to replicate the effort in San Diego. Safe Passage partnerships consist of local law enforcement, school administrators, school police, the city attorney’s office, probation, local transit authorities and anti-gang organizations. Not to be confused with the Oakland Safe Passages initiative mentioned above, the primary goal of the Los Angeles and San Diego Safe Passage partnerships is to prevent students from being targeted or recruited for gang-related activity on the way to and from school.

The partners complement each school’s safety plan by mapping “hot spots” and student travel patterns, identifying corridor street boundaries and target hours, taking inventory of agency resources, creating crime maps and tracking systems, and developing and implementing a strategy. Commission staff and the city attorney’s office turned to a division of the state attorney general’s office for advice and assistance, and began to strengthen budding partnerships at two schools and develop Safe Passage Partnerships at four additional schools with groups of partners similar to those that had come together in Los Angeles. Early Safe Passage accomplishments at Montgomery Middle School included stopping gang recruitment and increasing parent involvement.

San Diego also directed existing local program assets to the Linda Vista and Southeast San Diego neighborhoods, such as violence prevention trainings offered by the Tariq Khamisa Foundation, Project Safe Way of the Jacobs Center for Neighborhood Innovation, curfew sweeps to connect families of truant students with additional services, the CHOICE mentoring program (renamed Hope Works — see above) and job training for students at a local high school. The combined efforts contributed to drops in crime of between 30 and 60 percent within one year in the vicinity of several schools.

Support Focused Intervention and Recovery Efforts

Local partnerships with schools are critical in intervening with young people who have been involved in gangs and promoting “recovery” efforts to ensure they have the ability and encouragement to lead a nonviolent, productive life. Municipal officials can work closely with school districts, county agencies and other service providers, and community organizations to reengage young people who have gone off track. Cities such as Oakland have also sought to engage influential former gang members who have rejected their past behavior and are strongly committed to reclaiming gang-involved youth from criminal activity and potential failure in school.



CITY EXAMPLE: OAKLAND, CALIF.

The five alternative schools within the Oakland Unified School District serve as the venue for the multi-partner Oakland Youth Outreach project. With the support and involvement of school personnel, Oakland police, Alameda County probation and several community-based and mental health organizations, implementing partner California Youth Outreach has hired two Youth Intervention Specialists to teach “Gang Redirect” classes. Topics for the two-hour life skills classes, offered in eight-week cycles, include violence prevention, education and personal goal-setting, problem-solving, communication and anger management. Each specialist has typically overcome a lifestyle involving gang participation and substance abuse, or is an adult child of gang- or drug-involved parents who avoided direct gang involvement. Including a supervisor, the total staff complement for the project works out to 2.5 full-time employees, supported with \$190,000 in funding from Oakland’s Measure Y.

In addition to their teaching role, the specialists also function as key connectors for personal and family interventions, case management, leadership opportunities and referrals to community support services. California Youth Outreach works directly with an average of 15 students at each school, and also provides gang prevention and awareness workshops for parents and technical assistance to Oakland organizations providing services to gang-involved youth. In the course of each year, the specialists conduct three staff trainings for some 40 teachers, five site administrators, 15 support staff and 15-20 agency partners. These training sessions are designed to build an in-depth understanding of gang dynamics, as well as how educators and youth workers can prevent or intervene in gang involvement. A pair of two-hour parent training sessions held annually serve approximately 50 parents, and five two-hour parent support group sessions for 8-10 people per site round out the training and outreach schedule.

In seeking Measure Y funds, the Oakland schools named several ambitious outcome measures against which to evaluate the success of the project, such as reductions in absences, increases in credits earned toward graduation, and lower discipline referrals, suspension/expulsion rates and arrest rates. An external evaluation found that in 2006-07, its first year of operation, California Youth Outreach reached considerably more students and parents than projected. Comparisons with the prior school year and with other students showed that students who participated in Gang Redirect classes were less likely to be suspended or truant, and had fewer unexcused absences.

An important backup for the Youth Outreach project in the alternative schools comes via the broad Oakland Youth Outreach Collaborative. This voluntary oversight body of 12-20 representatives from youth-serving organization partners meets at least quarterly to discuss and direct strategy, coordinate efforts and monitor progress. The collaborative is also producing useful tools, such as a handbook of resources for providers and schools and safety plans for each school.

Invest in Deep Prevention through High-Quality Early Childhood, Education and Afterschool Programming

One of the most effective gang and violence prevention strategies is to help schools — and other child and youth development programs — promote student success. At an August 2009 White House Conference on Crime Control and Gang Prevention, San Francisco District Attorney Kamala Harris highlighted statistics showing that between 2003 and 2007, 94 percent of the city’s homicide victims under age 25 were high school dropouts.

Cities and schools can collaborate to improve academic achievement by children and youth in numerous areas. For instance, municipal officials can work with schools to provide high-quality educational options for young people who have dropped out or are struggling in school. City and school leaders can focus constructive attention on rates of dropout and overage/under-credited students, all of whom may need new or revamped options to complete their high school education and lay the foundation for a more successful adulthood. Through this type of collaboration, cities and schools often use work and other real-world experience as part of the curriculum, setting up a comprehensive alternative to gang culture.



City and school district officials are also in a position to help provide young people with a solid foundation and positive alternatives to make gang involvement less likely. By hosting early childhood programs and special activities, cities and schools play vital roles in early prevention efforts for children ages birth to eight. In cities throughout the country, municipal and school leaders are working to strengthen citywide afterschool systems to offer safe and enriching opportunities for young people during the hours when they are most at risk of becoming perpetrators or victims of violence. In addition to keeping young people safe in the afterschool hours, these programs build positive relationships with adults and reinforce in-school learning.



FAITH COMMUNITY PARTNERSHIPS

OVERVIEW

Faith communities — clerical and lay leaders and congregation members — can take on many tasks in preventing and reducing gang membership and gang violence, and they can work collaboratively with the other organizations that make up a comprehensive, citywide gang prevention effort. Volunteers from churches, mosques and synagogues have mentored children, counseled parents, conducted classes, cooked and served meals, cleaned up neighborhood trash and graffiti, worked with stressed or homeless families, patrolled streets and more.

Faith-based partners are often committed to helping young people who have lost their way. Because a significant number of denominations emphasize that people are good at their core, religious individuals are more likely to risk forming a relationship with those often regarded as beyond help. Furthermore, faith communities are one of the few institutions that bring together all age groups and unite people from a variety of backgrounds and interests, offering a breadth of competencies not often found in a single community organization.

WHY BUILD PARTNERSHIPS WITH THE FAITH COMMUNITY?

When brought in as full partners, faith-based organizations and religious leaders can offer moral suasion and good examples, friendship, programs, skills training, mentorships, social activities, counseling and safe, neutral meeting places in addressing gang and violence problems. Those in tough neighborhoods may already have a direct connection with gang members in the area. They are also accustomed to serving by example and demonstrating endurance and patience in reaching goals. These assets and others that faith communities offer fit well into effective prevention and intervention strategies.

Members of the faith community are important partners in gang prevention efforts because they can:

- **Provide an alternative to the personal appeal and group connection that gangs offer.** Commonly, youth are recruited to gangs through personal appeal — offering a support system that will give the youth status, companionship, even a family of sorts — and through appeal to economic and personal power gained through crime and intimidation. Faith community members can offer a meaningful choice to young people who are seeking this sort of connection, particularly when they are already located in gang-affected neighborhoods.
- **Reduce risk factors and strengthen protective factors for young people.** Faith communities have a supportive culture that can improve school performance or help avoid or address dysfunctional family situations that can lead to gang involvement over time. Faith communities also support and strengthen protective factors, such as sound relationships with caring adults, that shield youth from adverse influences.
- **Offer a neutral territory and help in remediation.** Faith communities can provide outreach, assistance and support when gang members seek to leave the gang lifestyle. Many gang members become disillusioned, dissatisfied, and even scared about the gang and its demands on them. They fear — often rightly — gang retaliation, including physical harm, if they leave the gang.
- **Connect gang-involved youth with adults who can help them get out of the gang.** A key to success in leaving gangs is the support of an adult who knows gangs and the gang lifestyle, has the resources to move the youth out of the neighborhood if need be, can accurately assess the risks of this work and can work individually with each young person. The youth must see this mentor-coach as honorable, credible and capable — characteristics often associated with faith leaders, ordained or otherwise. One former gang



member, Tony Ortiz of California Youth Outreach, experienced a religious conversion while in jail, which motivated him not only to leave the gang life but also to build a statewide organization to help other youth looking to get out of gang membership and help youth avoid gangs in the first place.

- **Provide volunteers for prevention and intervention programs.** Faith traditions typically emphasize service to others. Faith groups also offer an enormous volunteer pool. The 2007 U.S. Religious Landscape Survey, sponsored by the Pew Forum on Religion and Public Life, reported that five of six adults (82.9 percent) identify themselves as affiliated with an organized religion in the U.S.; only one in seven (16.1 percent) identify as unaffiliated. That translates conservatively to more than 180 million people whose energies could be tapped through faith groups.
- **Utilize communication networks.** Sermons, weekly bulletins and newsletters can help city and faith leaders share information and engage the community as they seek to reinforce a message of nonviolence and raise awareness of positive alternatives and supports in the community.
- **Host meetings, trainings or other activities in their buildings.** Faith-based institutions offer a center of community in local neighborhoods. Their buildings can serve as a focal point for rallying the neighborhood behind a gang prevention initiative, offering parent education classes and trainings on helping youth avoid gang involvement, and sponsoring youth service and mentoring programs.
- **Promote nonviolence and forgiveness throughout the community.** Faith leaders have the moral authority to call congregants to action, and can play an important role in urging young people to make positive choices and avoid violent and criminal activity. The faith community may also be a key partner in facilitating the reentry of former offenders into local neighborhoods and helping these individuals become productive and positive influences in the community.

IMPORTANT QUALITIES FOR DEALING WITH GANG-INVOLVED YOUTH

The National Youth Gang Center has framed a set of important qualities for those dealing directly with gang-involved youth or the youth who are likely gang recruitment targets. Faith leaders and congregants display many of these qualities:

- Adult interveners reside in the neighborhoods they serve, with first-hand knowledge of both community problems and resources, and with a personal stake in the success of the solutions.
- They either have experience with gang activity or have themselves experienced redirection toward positive activities and away from a gang structure.
- They are role models who “walk the talk.” They act rather than exhort; they are living examples of the principles they promote.
- They are often empowered by faith. Many of them contend that it was faith that gave them the power to go into life-threatening situations.
- They know no boundaries of race, ethnicity or income level. They are committed to helping all youth.
- They are united in saving young lives; they see this as a shared task, not a competition.
- They exemplify integrity. Street-wise youth appreciate the consistency in their standards.



SCALE AND IMPACT

The majority of citywide efforts to combat youth and gang violence have found ready partners in the faith community. Moreover, these partnerships yield real results. Public/Private Ventures has documented that churches in some of the nation's toughest neighborhoods, with proper training and support, can deliver mentoring and other services to help high-risk youth avoid gang and violence involvement. Moreover, these churches demonstrated their beliefs through their actions with the youth, rather than by proselytizing.

“Much civic good can yet be accomplished by having government at all levels help volunteer-driven religious nonprofits that selflessly supply myriad social services to all, including their own needy neighbors: food pantries, drug and alcohol prevention programs, job counseling and placement centers, homeless shelters, mentoring programs for children and teenagers, health screening programs, anti-violence programs and scores more.”

— **John DiIulio**, *first director of the White House Office for Faith-Based and Community Initiatives*

CITY EXAMPLE: NEW YORK CITY

In Brooklyn, N.Y., the district attorney's office linked with congregations to help steer youth onto positive paths. Youth and Congregations in Partnership (YCP) established structured mentorships between delinquent young people and members of more than 120 congregations. The motivation for YCP grew out of District Attorney Charles “Joe” Hynes' experience as an unruly, undisciplined child who witnessed repeated domestic violence. He was helped by a faith-based community to change his path and felt that similar support could help other youth.

The success of his program is demonstrable — 18.5 percent recidivism for YCP graduates compared to 80 percent recidivism for those who are not given its benefits, and hundreds of congregants serving their community. Hynes observes, “Perhaps the most interesting result of the intersection of faith, policies and programs is the reality that they are collectively far more effective in achieving public safety through recidivism reduction than the abysmally failed effort in New York State in the late 1980s and early 1990s to prison-build its way into public safety.”

TAKING ACTION

City leaders can draw on experiences from around the nation to develop successful collaborations between city governments and faith groups focused on gang prevention and intervention. Municipal and faith leaders can get started by identifying shared purposes and goals, as well as areas in which effective gang prevention action does and does not fit the faith group's beliefs and comfort zone.

CITY EXAMPLE: NEWARK, N.J.

Newark's Interfaith Coalition for Hope and Peace is a city/suburban gathering of Christian, Jewish and Muslim clergy formed to help organize their congregations and themselves to address the severe gang violence in Newark and the emerging gang and drug problems that were threatening suburbs. The coalition has hosted neighborhood gatherings, conducted programs in gang areas and taken the gang prevention message to the greater Newark area. By its example and openness, the coalition has spurred involvement of other organizations.

Encourage Faith-Based Partners to Choose the Appropriate Level of Activity

In each neighborhood, the faith community may have different concerns and capacities. Cities can help faith groups match potential activities to specific interests and abilities. Some may be better equipped in prevention; others may be eager to take on interventions. A smaller congregation may not be prepared to run a massive afterschool program without assistance in setting up the necessary systems. A larger congregation may have the ability to manage large events, but may not be in a position to sustain a daily program.



In Philadelphia, the Amachi program began under the leadership of minister and former Mayor Wilson Goode. Statistics were grimly clear that without intervention, many of the community's children were destined to follow one or both parents to prison. Amachi solicited mentors from congregations in and near tough neighborhoods and matched them with youth whose parents were jailed. Because of the great interest spurred by Amachi's work, Big Brothers/Big Sisters of America agreed to assume a national managerial role, with more than 120 Amachi sites now managed through its local affiliates.

CITY EXAMPLE: SALINAS, CALIF.

Salinas has been acknowledged by many as the headquarters for the Nuestra Familia prison gang because a state prison located in Salinas offers accessibility and a large Spanish-speaking population. Local and regional gangs add to the problems facing the community. Its citywide gang prevention coalition has made strides, however, in bringing key groups together.

Pastor Frank Gomez, a Methodist minister working closely with the mayor and other city leaders, has helped build the Salinas community collaboration and has spurred its faith communities to join other community and government groups to address and ameliorate the gang problem. The Pastors Prayer Partners group and the Clergy Council have helped bring the ministerial community together.

In 2008, the clergy coordinated their sermons on Father's Day around fathers' roles and responsibilities. In 2009, the theme was "Take Something Up for Lent" — asking people to take positive steps to improve their community. In March 2009, the fourth annual Mayor's Faith Community Luncheon focused on Pathways to Participation. The proposed first step: adopting the neighborhood where the congregation meets. Adopting the neighborhood includes clean-ups, communication and opening the building's doors to community activities, especially for youth. Business association members explained how the program already had helped in their neighborhoods.

In an innovative approach to family services, churches have been invited to offer the nationally-regarded Strengthening Families program through their houses of worship. At least two churches have already formally signed up to bring this program to their neighborhoods.

The police and clergy are forming crisis response teams for violent or potentially violent episodes. Clergy teams will provide support to victims, families and others affected. Teams will consist of eight or nine groups that agree to provide representatives depending on the crisis situation and need. The goal is to make clergy support available to reduce tension, head off disputes and console families while seeking to deflect retaliation. Step by step on multiple fronts, Salinas is bringing together all of its stakeholders, including faith communities, to reduce gang violence.

Build the Capacity of Faith-Based Organizations

Cities can help faith-based organizations (FBOs) develop their capacity to engage in gang prevention efforts, whether by offering workshops on writing effective grants, coordinating training for volunteers or sharing information with FBOs about community services to which they could direct members or other neighborhood residents. City leaders can also provide guidance to help FBOs navigate the laws governing the separation of service provision from worship or proselytizing activities (see below).

CITY EXAMPLE: MIAMI

To reach out to and through his city's faith communities, former Miami Mayor Manny Diaz has established a multifaceted strategy that educates and informs them about ways they can help address such community issues as gun violence, gangs and juvenile delinquency.



A quarterly Pastoral Roundtable offers updates on various city initiatives, together with focused briefings by various agencies on opportunities for faith groups to become involved in programs in their neighborhoods. These programs address everything from youth violence prevention to housing needs.

Capacity-building workshops offered several times a year help these groups find out how to write effective grants and proposals for funding available through the city. Framing concepts, developing program plans and building budgeting skills are among the areas of focus.

Working groups convened by the mayor's office permit the mayor and faith groups to develop program ideas in key areas, including youth initiatives, prisoner re-entry and poverty reduction. The ideas formulated by these groups become proposals for funding by appropriate city agencies.

Through Prevent Gun Violence Sundays, the mayor reaches out to faith groups with a localized insert for faith organizations' weekly bulletins providing statistics on that area's gun violence and references to programs that can help prevent it. By way of these efforts, Mayor Diaz developed a network that engages, empowers and mobilizes his city's faith communities to address the causes and symptoms of violence, providing Miami's neighborhoods with new resources in winning this ongoing battle.

Make Faith Communities Full Partners

Faith community organizations should have a seat at the table — not along the wall, but right there with other gang prevention partners. Several communities in the California Cities Gang Prevention Network, such as Los Angeles and San Diego, have hired faith leaders to chair or direct their gang prevention and intervention work.

CITY EXAMPLE: OXNARD, CALIF.

Pastor Edgar Mohorko knows how to deal with gang members. He was one. But he turned his life around, thanks in major part to faith, and pursued a vocation. He currently serves as the coordinator for Oxnard's Police-Clergy Council, which now includes 500 members of the clergy, 200 police officers, 100 service providers, local and national elected officials and more. The council handles all youth and gang intervention through "department directors," who are all senior pastors. A remarkable range of programs — Peacemakers, Hope Boys, Grandma's Love and the Homeless Solutions Network, to name a few — draw faith community members and other volunteers from a variety of sources, including law enforcement. Mohorko maintains that people listen better to clergy than to cops; that kids talk more easily to ministers than to school counselors.

The desire of the City of Oxnard and the county to work even more closely together and to bring all agencies on board makes the entire group more effective. Mohorko found himself hired by the city to coordinate the work. He has no issues with working the 60-70 hours per week he often puts in, because he understands from both his youth and his ministry that thinking outside of regular hours and in quick-reaction mode are at the core of success in gang prevention.

He credits the California Cities Gang Prevention Network with helping to bring the key players together: "The blueprint we developed for all this is one of the greatest things to come out of the 13-city gang prevention initiative that we have been a part of. So far, the mayor and supervisors are all on board — all of us are on board. That keeps up my strength to do what I am doing," Mohorko reflected.

Carefully Navigate the Separation of Secular and Religious Work

Most faith groups who get engaged in gang violence reduction initiatives seek to make a difference in the lives of community members, not to proselytize. Local leaders must make sure that other coalition members understand this and that any concerns are dealt with directly. Faith groups can help by sending clear messages about why they are involved, such as Community Renewal's "We Care" motto in Shreveport-Bossier, La. (below).



In addition, gang prevention coalitions must make clear to faith groups any city, state, federal or other funders' restrictions on proselytizing and on overt religious practices and displays. Appropriate precautions can be made by ensuring that all groups involved in federally (or even state or city) funded efforts segregate secular and religious funds, and that they are aware of acceptable and unacceptable uses of government funding. Cities can help educate faith groups on acceptable uses of any government funding (as well as limits on other funding), and on documentation and accounting requirements.

CITY EXAMPLE: SHREVEPORT-BOSSIER, LA.

The newsletter carries the statement proudly: "Community Renewal International is a nonprofit organization working to restore safe and caring communities through personal relationships." This faith-grounded movement seeks to change the nature of relationships in its community on the basis that personal relationships build neighborhood relationships which in turn build community relationships.

Working closely with the city and schools, Community Renewal's activities range from Friendship Houses (homes built in low-income neighborhoods that include a large community room for tutoring, music and art, computer use and more) to Haven Houses (homes of volunteers who unite neighbors on their blocks). It has more than 200 active partnerships with businesses and other community groups. Mack McCarter, founder and coordinator of Community Renewal, points out that relationships are foundational but that they require nurturing.

Community Renewal has tackled five of the highest-crime areas in the community, where the group has helped reduce crime and violence by half or more. But "CR," as it is known, is perhaps best encapsulated by a button worn by many that reads "We Care." These buttons remind community residents that all that is good about their communities will arise from their specific acts of kindness to one another.

SOME LEGAL ISSUES

Because of First Amendment considerations regarding separation of church and state, and because these rules may apply to state and city as well as federal funds, the mayor and staff involved in working with faith groups need to make sure that they are up to date on some key requirements and recommendations.

- Keep yourself and the groups you work with current on legal requirements. At this writing (October 2009), current federal regulations permit faith-based organizations to use federal funds for hiring even if there is a faith test for the job — that is, the organization may determine that key positions need to be filled by persons adhering to its particular beliefs.
 - Double-check state and local funding regulations for restrictions or limits on roles and expenditures of funds by faith-based organizations. Generally, regulations prohibit forced participation in religious services and proselytizing as a direct and significant activity where public funds pay for those activities in whole or in part, and make clear grievance procedures for any clients or participants who feel they were subject to inappropriate or unlawful activities.
 - Ensure that faith groups check with denominational governing bodies for any policies or concerns that should be taken into account.
 - Check with insurance providers and with licensing agencies to make certain that on-site activities are covered and find out what, if any, permitting or licensing requirements the facility may face.
- There has been a great deal of speculation that these regulations may be changed to eliminate this provision or at least sharply curtail it, which would mean hiring could not be limited to those of the same faith, or at least much of it could not be so limited. The White House Office of Faith-Based and Neighborhood Partnerships (www.whitehouse.gov) is the best source of current information on whether these regulations have changed.



GUIDELINES FOR FAITH-BASED ORGANIZATIONS WORKING WITH COMMUNITY-WIDE ANTI-GANG COALITIONS

When considering a partnership or collaboration with a faith group, the mayor or designee might wish to use this list to help ensure that the faith group understands the obligations they will probably incur. The recommendations are phrased as direct advice to the faith group.

- **Be transparent about your religious character.** Communicate openly and clearly about your religious identity and its role in your programs. Ensure that volunteers, partners and participants in your programs have a complete understanding of how faith is manifest in your coalition-related activities.
- **Keep public and private funds separated.** Public funding (federal, state and local) is often subject to specific requirements about use, record-keeping and reporting. If funds are commingled, the required reporting becomes impossible.
- **Separate publicly funded anti-gang program activities from proselytizing and religious services.** Proselytizing with public funds (even linking religious services and anti-gang work) can result in loss of public funding.
- **Train staff and volunteers about the need to keep funds separate and to avoid coercing participation in religious services.** Equip your program's implementers with knowledge of the rules and encourage their help in observing them.
- **Ground staff and volunteers in their roles as examples of faith in action rather than proselytizers for converts.** Many public (and some private) sources of funding seek to fund programs that are religiously neutral in delivering services. Moreover, gang members make it clear that demonstrating faith is more convincing to them than talking about it. Emphasizing the value of service helps keep programs on a path that works for all.





NEIGHBORHOOD PARTNERSHIPS

OVERVIEW

Gangs seem omnipresent when they go on crime sprees. Their disruptive capacity can overpower a city. But for the most part, gangs are based in a limited number of neighborhoods. Enlisting neighborhood residents in anti-gang action enriches prevention, intervention and even enforcement efforts.

Evidence increasingly supports the need and value of addressing neighborhood problems as a means of reducing gang influence and control. Those cities that have taken this path find increasingly favorable results, including greater involvement of caring adults in the lives of high-risk youth; stronger links to vital services, social networks and positive alternatives; and increased reporting of crime.

WHY DEVELOP NEIGHBORHOOD PARTNERSHIPS?

The problems caused by gangs are community-wide in scope and impact, but their symptoms play out at the neighborhood level. Therefore, stronger and more engaged neighborhoods are critical to preventing and reducing the impact and influence of gangs.

Engaging the community at the neighborhood level offers unique opportunities in prevention and some types of intervention. The neighborhood — the street level — is where law-abiding residents and gangs interact. Pastors and housing agencies, judges and social workers, teachers and police officers, grandparents and cousins, bankers and bodega owners, parents of gang members and parents of valedictorians can all become involved at the neighborhood level in reclaiming the community block by block and street by street.

This engagement can also be a means of strengthening the neighborhood and addressing problems that may have generated gangs. Several cities have taken the approach of concentrating supportive services along with investigation and enforcement to help break the cycle of gangs and violence that has become endemic in too many places.

The ideal relationship is to link city and allied services with neighborhood organizations and institutions. In some areas, these institutions need to be created or restored to effectiveness. Engaged and supported neighborhood partners can:

- **Support enforcement activities**, spotting issues before they become crises. Neighbors are also credible spokespeople in the call to end violence and hold gang members responsible. One Cincinnati mother testified dramatically about the impact of gang violence at a “call-in,” which is an organized, face-to-face meeting in which police and community representatives offer gang-involved youth a choice between enhanced enforcement pressure should they continue their criminal behavior and offers of assistance if they wish to leave the gang lifestyle. The mother showed the group of gang members photos of her slain son from childhood through high school sports and graduation, ending with photos of his slain corpse. She begged the gang youths, “Don’t take your mothers through this...” One of the gang members attending later turned in the person who had murdered the woman’s son.
- **Advocate for prevention programs**, identifying and promoting alternative opportunities for young people. The citywide structure may be the resource for services, but neighborhood advocates are quite often the best articulators of specific needs and the most credible advocates for use of services and programs. Neighbors and neighborhood groups can help identify and advocate for services needed in their communities, including recreation, training and employment opportunities for the neighborhoods’ youth.
- **Develop relationships with young people** and serve as examples, informal mentors, resources and coaches. Neighbors can “meet” youth wherever they actually are — not where they should have been or where we



would like them to be. Neighbors may be among the first to notice signs of trouble in young adolescents and can support them in friendly, informal ways. With a sound citywide partnership in place, neighbors can help youth and families tap a wide range of opportunities, recognizing what services are most appropriate for each young person's situation.

- **Strengthen the neighborhood**, reweaving the community fabric through civic engagement and mutual support. At the same time, neighbors can take steps to reestablish social norms, working with respected local leaders and engaging parents and other adults in efforts to make clear what is and is not acceptable youth behavior.

SCALE AND IMPACT

The Project on Human Development in Chicago Neighborhoods, a major national research effort, documented that where neighbors support one another and establish positive norms, the neighborhood is safer and more cohesive than counterpart neighborhoods.

This breakthrough research project, which conducted extensive studies of 80 Chicago neighborhoods involving more than 6,000 youth, as well as adults, documented the overarching role that neighborhood composition and operation play in shaping violence, gang membership and other criminal activity.

A National Institute of Justice Research in Brief (*Adolescents, Neighborhoods and Violence*) highlighted the following key findings of the analysis of Project on Human Development in Chicago Neighborhoods research:

- Violence rates tend to be lower for adolescents who live in neighborhoods that have more protective factors, who live with married parents and who are immigrants or have parents who are immigrants.
- Teens exposed to gun violence are more likely to commit serious violence.
- Youth who live in dangerous and disadvantaged neighborhoods and have had more exposure to violence are more likely to carry concealed firearms.
- The makeup of the neighborhoods in which youths live is a common factor across all others in determining youth participation in violent acts.
- Homicides and other violent victimization rates were lower in neighborhoods where residents shared values, had common expectations that neighbors would intervene in problem behavior and trusted each other.

CITY EXAMPLE: SAN JOSÉ, CALIF.

San José, the 12th largest city in the nation, has sustained for nearly 20 years a comprehensive Mayor's Gang Prevention Task Force, along with the Bringing Everyone's Strengths Together (BEST) fund, which provides resources for neighborhood-level anti-gang and anti-violence work. This highly successful model ensures that neighborhoods are central partners in the design and implementation of their anti-gang efforts.

The Task Force, a publicly transparent entity co-led by the mayor and police chief, shapes city priorities based on analysis of current needs and past results. Areas of the city with particular gang problems are represented on the Task Force by citizen members. In addition, every three years the Task Force reaches out to neighborhood residents for ideas in updating its plan. Task Force representatives knock on doors in target neighborhoods to ask residents directly about their needs and desires, refreshing the team's understanding of what is actually happening (or not happening) on the ground. The BEST fund allocates resources to both neighborhood and citywide prevention and intervention services, based on the current needs of the community.

While the city credits a number of factors in its dramatic success — from data-driven decisions and accountability to frequently updated plans and an ongoing funding mechanism — one of the key factors is the combination of



leadership from top officials with neighborhood-level action and a strong community voice. Police Chief Rob Davis points out, “This plan is owned by the city’s residents at least as much as by the city agencies. That localized focus and the extensive city partnership is key to success.”

The result of this sustained partnership has been remarkable. In the face of a growing population and increases in gang presence and activity elsewhere in the region and state, San José has cut violent youth crimes by almost 50 percent, reduced school dropout rates (an indicator strongly linked to gang membership), reduced Juvenile Hall admissions by 59 percent and reduced commitments to both the California Youth Authority and foster care.

For more information, visit www.sanjoseca.gov/mayor/goals/pubsafety/MGPTF/mgptf.asp

TAKING ACTION

Make Neighborhood Partnerships a Priority

In order to make a credible municipal commitment to the full engagement of neighborhoods in their anti-gang strategies, there must be clear leadership from the top levels of city government. The mayor and police chief must be seen to be united in the effort to engage neighborhood residents.

City agencies must have a clear mandate from the mayor to work in specific neighborhoods at consistently close levels — especially if trust of authority is an issue — and leadership at the department head level needs to buy into the strategy and convey support to all staff.

Cooperative and collaborative problem solving needs to be taught and valued by all agencies involved. This problem solving, not timecard punching, needs to be the goal for all those involved in neighborhood revitalization efforts. Evening and weekend activities are typically the norm rather than the exception, requiring adjustments to work hours in some cases. Problem solving may require that county and state agencies as well as nonprofit organizations are brought into the process. Mayors and their staffs can be pivotal in brokering and supporting such relationships.

Neighborhood identities, histories, characteristics and landmarks should be considered as building blocks toward cohesion and mutual identification of a given neighborhood. Signage, listing of specific neighborhoods in city directories and other such recognitions help build the civic equivalent of branding.

CITY EXAMPLE: NEWARK, N.J.

Under the leadership of Mayor Cory Booker, the City of Newark has demonstrated a clear and sustained commitment to neighborhood partnerships, which the mayor calls his strategy for “American grassroots empowerment.”

“The best way to stop crime is through a community in unity — creating jobs and opportunities; mentoring, coaching and tutoring; greater actions from churches [and other faith communities],” he says. “In order to stop crime, we must have all hands on deck — grassroots groups like the street warriors to block watches and countless calls to our anonymous tip lines...” He points to the city’s three consecutive years of reduced violence among youth, including gangs, as evidence of the effectiveness of the approach.

Most notably, Mayor Booker created the post of Deputy Mayor for Community Engagement, which focuses on neighborhood-level work on solving a variety of problems ranging from nuisances to family service needs to transportation. Margarita Muñiz, who now holds that post, capitalizes on the city’s historically strong grassroots and community leadership in the 20 residential neighborhoods that have developed and retained distinct identities over the years.



Newark's neighborhood-based organizations are very strong, and they are accustomed to working with other local organizations. These groups provide services from family picnics and health fairs to job fairs and counseling. Strong faith-based communities also develop embedded, articulate leaders who can speak for their congregations.

Muñiz says that where there is a group seeking to participate with the city in any initiative, her office will work with that group to assist with whatever resources the city can offer — community relations, the fire department, the recreation and parks department; all have partnered in various areas. The city supports these neighborhood groups in kind, through recognition, ongoing cooperation and a 311 reporting line open to any group or citizen for any problem. Community Development Block Grants are available, and the city works with local community-based organizations and other nonprofits by providing technical assistance to help groups seeking to take part in the process. Deputy Mayor Muñiz says there are three keys to making connections with neighborhood residents and local leaders: meeting face-to-face with groups in their neighborhoods; working with neighborhood priorities; and celebrating.

When there is trouble, the mayor's staff looks at what was done wrong, evaluates what could have been done better and ensures that the city and its agencies are working toward a solution. The deputy mayor for community engagement also reaches out to community leaders or advisors to engage in sincere dialogue, digging to get at the real situation.

Newark has found that its community leaders are very street smart — that they are more likely to know about the local gang scene than any one gang member. The deputy mayor for public safety has developed extensive contacts using these leaders to help address gang issues.

For more information, visit www.ci.newark.nj.us/government/mayor_booker

Engage Neighborhood Residents

The mayor's office can reach out to neighborhood groups and encourage city agencies to work with neighborhood leaders to strengthen their community cohesion, provide needed services to local families and offer opportunities for neighbors to play an active role in shaping and implementing gang prevention strategies. Inventories of neighborhood leaders need to be shared across city departments and these leaders need to be engaged in the process to gain their support. City or regional nonprofit and faith groups can reach out to provide assistance to neighborhoods facing stresses.

CITY EXAMPLE: ANTIOCH, CALIF.

Once a farming and industrial community in the Sacramento River Delta, the explosive growth of the San Francisco Bay area transformed Antioch into a bedroom/commuter community just as the city lost a significant portion of its industrial and agricultural base. The resulting economic and social dislocations led to a significant increase in gang activity, with schools, streets and homes subject to vandalism and violence.

THE CITY OF NEWARK SUPPORTS A VARIETY OF NEIGHBORHOOD-BASED PROGRAMS AND SERVICES TO ASSIST CHILDREN, YOUTH AND FAMILIES:

- The Youth Education and Employment Service, a one-stop center where the city's youth can receive many kinds of help (e.g., a drop-in center, virtual high school, child care, fatherhood programs, work-study opportunities, a focused juvenile re-entry program and behavioral and physical health assistance), both saving money and increasing the city's focus on accessibility and prevention.
- Family Service Centers, currently totaling 11 around the city, where parents can go for holistic support with respect to child care, financial issues, housing problems and similar difficulties.
- Grand Family Center to help those raising another generation of children cope with challenges that include social services, health care, housing, education and financial issues in these often unique situations.
- An expanded reentry program that includes a fatherhood program for those returning to families.
- A Foreclosure Prevention Task Force that reaches out to those who may need assistance, especially in tough economic times, in maintaining family stability and structure in the family home.
- A Community Court that hears "lower level" cases involving typical misdemeanor charges and whose punishments include community service and mandated drug, alcohol or other needed treatment.



Enforcement alone could not keep up. Some other kind of action was needed if the city and its residents were to regain control. A conversation between the chief of police and a community activist led to a new approach — involving neighbors in helping each other, one to one.

A relatively small number of families seemed to be involved in a number of negative behaviors and situations — including alcohol abuse, drugs, child abuse, domestic violence and unemployment. Analysis of data confirmed the perception: some families were encountering, for a variety of reasons, a range of problems. In many cases, they did not know that help might be available or that they were eligible. Some lacked the experience or confidence to unravel misperceptions, solve problems or set straight misunderstandings.

Concerned community members designed a program of volunteer mentors and coaches, each of whom would work with their assigned families to help them identify and resolve problems. Volunteers were trained for a solid week as either mentors (who help families diagnose their problems and needs) or family advocates (who work with the mentored families to solve problems and meet needs). Training for these volunteer neighbors takes five days, 10-12 hours a day, plus bi-monthly refresher and problem-solving sessions. Yet among the first recruited to volunteer were more than two dozen highly placed public officials (e.g., the police chief and the associate superintendent of schools) who could easily have been expected to beg off because of their busy schedules, but recognized that helping families thrive and meet their children’s needs could strengthen their neighborhoods and cities.

This neighbor-to-neighbor strategy is supported by a citywide collaboration that includes businesses, police, housing authorities, schools and the health community, among others. Though relatively new, it has shown promise in reducing the causes of gang violence and membership, as well as meeting other community needs.

For more information, visit www.emeraldconsulting.com/theyininitiative.html

Develop Neighborhood Capacity

Neighborhoods that have undergone years of disruption may have greater difficulty in finding ways in which to organize and develop their strengths, but thoughtful one-to-one work can help identify “natural leaders” who can help form a core of leadership. Citywide collaborations have the power to strengthen the capacity of these leaders and the neighborhoods they represent.

Together, these levels of leadership can support each other, share successful strategies and learn from mistakes. City-level programs can provide a solid platform of activities and services, as well as links to services outside municipal government. They can also offer local focus and flexibility, the ability to tap a range of community organizations and citywide coordination. Neighborhood-level outreach, however, taps residents’ investment in the places where they live, encourages them to make and support local improvements and empowers them to solve problems. It enables residents to connect with each other and recognize shared interests, and builds or sustains a core of local strength.

NEIGHBORHOOD INVOLVEMENT IN VICTIM ASSISTANCE

Neighbors have been engaged successfully in providing various kinds of support to their neighbors who have been victims of crime, even though victim assistance is typically located in police and prosecutors’ offices. For example, an extensive effort in northwest Philadelphia provides neighbor-to-neighbor support for crime damage repair, personal support and accompaniment to court and related proceedings.

Another program called Good Samaritans, which operates in a number of jurisdictions in Mobile County, Ala., and Jackson County, Miss., engages and trains neighbors to provide companionship for attendance at court proceedings as well as other forms of support. Such programs typically are linked with victim assistance programs and possibly Neighborhood Watch efforts.

For more information on the Good Samaritans program, visit www.ovc.gov/publications/infores/Good_Samaritans/welcome.html



By working closely with neighborhood leaders and other residents, a citywide collaborative can strengthen community connections, improve programs, coordinate a wide range of services, develop smoothly functioning referral systems that ensure follow-up, and assemble funds from multiple sources to meet city or neighborhood needs. Newark's efforts at neighborhood engagement provide one of many models for focused outreach to neighborhoods (see above). Because working with stressed neighborhoods sometimes means slow progress, the commitment must be real and "for the duration."

In Richmond, Calif., the city's Office of Neighborhood Services facilitates training, technical assistance and resource development opportunities for several community, faith and neighborhood-based organizations pertaining to violence prevention, intervention and youth development capacity building, supporting the work of several groups that provide training opportunities for communities most impacted by violence.

Build Trust

Gangs in most neighborhoods involve the sons, daughters, siblings and cousins of residents. Their activity is deplored, but family bonds are often still close. This places a sometimes difficult framework around the relationship. Families' positions need to be respected; they need to be able to participate without severing ties of kinship, but also without breaking the law. Engagement with law enforcement officers may be problematic for some; opportunities for neighborhood action in other spheres should be readily available as a first step.

Some neighbors may — at least initially — doubt the ability of the city to deliver on promised services and supports. This may be the result of prior neglect, limited resources or the scope of the problem. Therefore, active listening to neighbors — their concerns, issues and complaints — is an important skill for teams or individual workers going into any neighborhood. This technique can demonstrate respect and elicit tremendous amounts of information. In addition, it may be better to undertake one project and do it well initially than to fail in three out of four the first time out. Neighbors can also be engaged in planning and implementation in a way that builds ownership — and therefore trust — that the process is designed to help the community and is on track to make real change.

CITY EXAMPLE: SANTA ROSA, CALIF.

The City of Santa Rosa studied the success of the San José collaboration and launched its own citywide initiative in July 2003, funded with a ¼-cent sales tax. In a somewhat unusual strategy, Santa Rosa established the citywide Mayor's Gang Prevention Task Force in its Recreation and Parks Department, so that the police could focus on their intervention and enforcement roles as an independent agency. With strong involvement in local neighborhoods, the Recreation and Parks Department was well positioned to engage the community in gang prevention efforts.

Recreation and Parks Director Ellen Bailey explains that her department has developed strategies for working with distressed or isolated neighborhoods to develop trust among both parents and youth, in order to help broaden horizons and bring in needed social and other services. She notes that in some of these communities, children had never been outside their immediate neighborhoods, even to visit the library. By building trust with parents, staff gained approval to take children on field trips. Active engagement has brought many rewards in broadening residents' horizons, building connections to services and making social services available on site. Help extends from serving as a food bank pick-up point for mothers to offering homework help along with recreation and enrichment. Cultural events are supported, including those that bring several cultures in a neighborhood together to celebrate. The Mayor's Task Force provides both a policy and program focus point for solving problems in these neighborhoods.

While these prevention efforts are an investment in the future, the Mayor's Task Force and the Recreation and Parks Department have moved to provide immediate intervention help in gang-stressed areas. California Youth Outreach (CYO), led by pastor and former gang member Tony Ortiz, was invited to train a team of former Santa Rosa gang members in CYO's gang intervention strategy. This first team of four — two supervisors and two workers — operates in areas of the city where gang activity is high. They seek to defuse possible gang tensions or rivalries and to respond



to gang disputes or fights by persuading gang members against retaliation. Their association with the Recreation and Parks Department helps them emphasize their independence from law enforcement.

For more information, visit www.gangprevention.srcity.org

Balance Support and Enforcement

Robust neighborhood partnerships enable city leaders and law enforcement officials to balance enforcement with supports for gang-involved youth and their families. One key takeaway from communities that have developed strong ties between city government and neighborhoods is that enforcement activities need to be as targeted and laser-like as possible. Wholesale sweeps and random pick-ups can too easily result in case dismissals, disgruntled families and neighbors and reluctance to call police in times of real emergency. Strategies must be both supportive and restorative to strengthen positive neighborhood bonds and enforcement-focused to address the gang activities that have disrupted the neighborhood.

CITY EXAMPLE: HIGH POINT, N.C.

At the beginning of the decade, High Point neighborhoods were rife with drug markets and the violence that accompanied them. Whole neighborhoods lived in fear, paralyzed by dealers who took over street corners, houses and even church parking lots. In 2004, the city's leadership — including the mayor, police chief, clergy and other civic leaders — decided to bring in a locally grounded model based on Boston's anti-gang, anti-drug work.

After extensive investigation, identified (nonviolent) drug marketers were called in to a pair of evening meetings at police headquarters with a promise of no arrests that night. One meeting included family members, social workers and neighborhood leaders, who offered the opportunity for help in switching to more positive, law-abiding lives, including assistance with new skills and careers.

The other meeting was with local police, prosecutors and state and federal anti-drug task force members, who made it clear that overt drug markets and the violence that accompanied them would no longer be tolerated. Such activity would be met with swift and sure arrest and prosecution. The choice was explicit: Keep dealing and you will be arrested, convicted and sent to prison. Stop dealing and we will help you build a better life with a brighter future.

The result: Open drug markets were eliminated in the target areas, practically overnight; violence in the formerly besieged neighborhood was dramatically reduced; historic racial divisions were repaired; and neighborhoods were strengthened. Police Chief Jim Fealy describe the strategy as “laser-focused” law enforcement instead of “carpet-bombing,” and reports that the affected neighborhood residents have gone from throwing rocks and bottles at police cars to baking cookies for officers.

Build on Success

Municipal officials can take several steps to continue the momentum generated by successful neighborhood partnerships. First, cities can highlight neighborhoods' achievements in building safer places to live and work, and celebrate these successes. A park reclaimed, a high school graduation, removal of a violent, persistent felon, a new bus stop — each success builds bonds and reinforces positive actions. Neighborhood parades, potlucks, cookouts and block parties all offer a chance to recognize success, create and strengthen relationships and demonstrate impact. Second, cities can continue to tap cross-neighborhood connections — among ministers or citywide groups, for example — because it may help break ground for efforts in new areas, once the initial projects have produced results.



Finally, it is important to gather and use data wisely on an ongoing basis. Using data to drive selections of neighborhoods, track activities and document results can help local officials identify neighborhoods in greatest need or with best chances of benefit from a particular approach, and demonstrate the impact of the neighborhood-based strategy. Meaningful measures clearly presented can then persuade other neighborhoods to participate. City leaders must be sure that the data being gathered are actually related to the desired goals, not just to processes and activities.

CITY EXAMPLE: SAN BERNARDINO, CALIF.

Led by Mayor Patrick Morris and his gang prevention task force, the City of San Bernardino created Operation Phoenix as a collaborative, multidisciplinary team approach to eliminating gangs and violence. By building upon and connecting with an existing countywide gang prevention effort, Operation Phoenix focuses services and initiatives on specific local neighborhoods, seeking to solve problems rather than simply run off gang members. Equally important, it supports and engages neighbors and neighborhood organizations.

An evaluation comparing similar six month periods in 2006 and 2007 showed that the area served by Operation Phoenix had a 38 percent drop in crime rates, outperforming a 21 percent citywide decrease in crime. Residents of the Operation Phoenix neighborhood felt significantly safer and had brighter outlooks for the future than those in a counterpart neighborhood. The cost of the pilot project was less than \$200,000.

The city used a wide variety of indicators to select the initial Operation Phoenix neighborhood, and a team including at least nine key city and county agencies was established. These agencies' representatives share the same work site and the same assignment in their target neighborhood: to work with the members of that neighborhood and with the gang- and disorder-related issues in the area. They are specifically tasked to communicate, coordinate and collaborate to address the neighborhood's problems.

The program was so successful that the city found resources to move it into two additional neighborhoods, with full cooperation from San Bernardino County, which has included some unincorporated parts of the county into Operation Phoenix neighborhood sites. Currently, teams in five areas include city police, fire, code enforcement, parks and recreation and the unified school district as well as county probation and parole, departments of behavioral health and public health, department of children's services and the district attorney.

Kent Paxton, director of the Mayor's Office of Community Safety and Violence Prevention, points to the importance of using data and building connections both deeply into the neighborhood and laterally across local governments to help team members and residents understand how they can offer solutions. Operation Phoenix, for example, looked not just at gang or crime data in the target area, but at other social, economic, education and health data, which broadened the core group's sense of who needed to be involved.

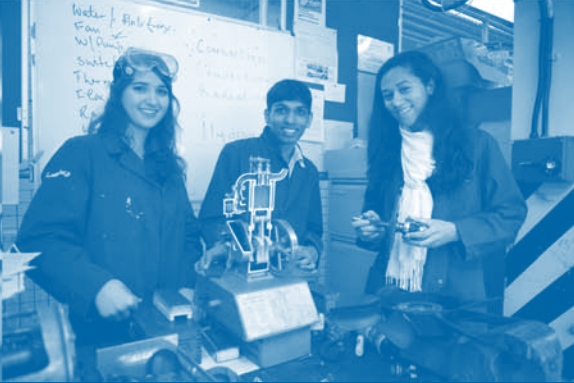
Constant openness to partnerships, a strong emphasis on matching strengths with needs, and persistent engagement, recognition and feedback have helped attract dozens of partnering agencies and organizations both citywide and in neighborhoods. A number of these agencies have changed their work patterns based on the experience. The county's Department of Children's Services has now assigned workers to small geographic units of the community, for example. Under the county's Family-to-Family initiative, caseworkers can assemble a team that usually includes a family member, a community member and a social worker. This provides immediate, contextually appropriate and accessible support that is focused on solving problems and strengthening families.

For more information, visit: www.ci.sanbernardino.ca.us/depts/mayor/operation_phoenix/operation_phoenix_homepage.asp

PART 3: TARGETED APPROACHES TO GANG VIOLENCE PREVENTION



NATIONAL LEAGUE OF CITIES INSTITUTE FOR YOUTH, EDUCATION AND FAMILIES





PART 3: TARGETED APPROACHES TO GANG VIOLENCE PREVENTION

In recent years, municipal officials have been particularly challenged by two distinct and overlapping issues that have a significant impact on the level of gang activity and violence in their cities. One is the effect on local neighborhoods when former juvenile and adult offenders reenter their communities from detention facilities. The sharp rise in the nation's incarceration rate since 1980 has led to the release of about 725,000 such individuals back into their neighborhoods on an annual basis — 6,000 per year in Detroit, 9,000 per year in Baltimore, 20,000 per year in Chicago. With few supports and weak employment prospects, approximately two-thirds of former offenders are arrested again within three years of their release. The crimes that send many of these individuals back to prison occur disproportionately in a small number of disadvantaged neighborhoods.

The second issue is the difficulty of reaching young people who are most disconnected from their communities and most heavily involved in gangs. In partnership with researchers, cities have found that a small number of individuals are responsible for a large percentage of shootings, killings and other violent crimes. For instance, in nearly three-quarters of the homicide cases in 2006-07 in Cincinnati, either the victim or the perpetrator was involved in an organized, violent street group. The city also found that most of the violence could be traced to 800-1,000 individuals in 67 groups, meaning that nearly 75 percent of homicides could be attributed to groups that represent only 0.3 percent of the city's population.

In response to these findings, the city — along with others with comparable gang situations — has adapted the “call-in” strategy (see the Reentry section below) pioneered by Boston in the 1990s. Cities such as Philadelphia, through its Youth Violence Reduction Partnership (YVRP), are using this strategy to target those most at risk of killing or being killed. Similar to Boston, Philadelphia's YVRP also utilizes “street workers” who reach out to the highest-risk youth, visit them at home with probation officers and police, and connect them to jobs and other positive alternatives that will help them leave the gang lifestyle. One of the most effective street outreach programs can be found in Chicago, which relies on highly-trained outreach workers and “violence interrupters.” The former group primarily works with caseloads of at-risk young people and connects them to services and supports, while the latter group intervenes to stop shootings before they occur.

This section focuses on two targeted approaches that tackle head-on the dual challenges of facilitating prisoner reentry and reaching high-risk youth. The first chapter examines the growing role of street outreach workers in partnering with cities to reach young people who are involved in gangs or are likely recruits for gangs. Frequently, these outreach workers are themselves former offenders or former gang members who have turned their lives around and have the influence and credibility to defuse conflict between gangs, prevent retaliatory acts of violence and divert youth away from gangs. The chapter offers practical advice for cities considering a street outreach program, including a focus on hiring, training, management and supervision.

The second chapter highlights a broad range of reentry strategies, including: call-ins, day reporting centers and other forms of post-release supervision and support; access to comprehensive services for former offenders seeking to put their lives on a positive trajectory; and programs and policies that reduce barriers to work for people with criminal records, from “ban the box” initiatives that promote municipal employment to incentives for employers who hire former offenders. Both chapters begin by examining structures and partnerships that must be in place to make either of these strategic approaches effective.

Properly implemented, these approaches can enhance a city's comprehensive gang reduction and violence prevention strategy by focusing on those residents who are at greatest risk of violent gang activity. Municipal officials have shown increasing interest in both approaches as they witness promising results in other cities.





OPERATING STREET OUTREACH PROGRAMS

OVERVIEW

One of the most challenging questions that cities must address in preventing gang violence is how to engage youth who are the most difficult to reach — and the most at risk of perpetrating or becoming victims of violence. These gang-involved and high-risk youth often have an intense mistrust of police, and their negative interactions with public systems frequently occur after interventions would have made the greatest impact. In addition, with only limited ground-level intelligence on the gang climate in each neighborhood, city and law enforcement leaders often struggle to understand when neighborhood rivalries threaten to escalate into violent conflicts.

Since the 1990s, cities have increasingly responded to this challenge by working with influential individuals who are in a better position to communicate and connect with youth at the street level. In cities from Boston to Stockton, Calif., street outreach workers have played important roles in steering gang members and other high-risk youth toward positive alternatives, defusing violent situations, preventing retaliatory acts of violence and counseling youth in nonviolent conflict resolution.

A new report by NCCD offers an extensive set of recommendations for street outreach programs and describes the two most common forms of outreach. Outreach workers may be focused on building long-term relationships and linking youth to services. In this role, outreach workers seek to connect with youth where they live and spend time (including those in detention facilities); form mentoring relationships; interact with their families, teachers and probation officers; link youth to employment and needed services; and advocate for them at court appointments and at school. Alternatively, outreach workers may focus on mediating conflicts and preventing retaliation or escalation of violence. These individuals learn about potential conflicts and work with rival groups to resolve disputes nonviolently, forging negotiated settlements and long-term truces. In cities such as Chicago and Providence, R.I., outreach workers carry out both relationship-building and conflict mediation roles.

Why Create a Street Outreach Program?

Cities have found that street outreach worker programs can be an effective component within their broader gang prevention plans and partnerships. These workers:

- **Create a visible presence throughout gang-affected neighborhoods.** The presence of confident, concerned individuals who are not affiliated with gangs can be a powerful symbol that young people do have choices.
- **Develop trust and communication among both youth and police.** Street outreach workers have extensive knowledge about the neighborhoods and circumstances in which high-risk youth live, and have the credibility to intervene with these young people, build relationships and serve as liaisons with law enforcement officials.
- **Intervene to help interrupt potentially explosive situations.** Some street outreach programs specifically train workers to be able to enter a tense situation and help the individuals involved find solutions that avoid violent conflict.
- **Offer access to a caring adult, a key element of positive youth development.** Often former gang members themselves, outreach workers have made firm commitments to preventing young people from making the same mistakes that they made before turning their lives around. The experience they are able to share, and the personal attention they offer, can help deter young people from joining a gang or encourage gang members to find a way to leave.



SCALE AND IMPACT

Though “street outreach” programs dot the U.S. landscape and indeed go back to the 1930s, there is no single uniform definition of the scope and focus of such programs. Some outreach workers address the needs of homeless youth, for example. In Philadelphia, the Youth Violence Reduction Partnership focuses on young people who are most at risk of killing or being killed.

In Chicago, the CeaseFire model developed by the Chicago Project for Violence Prevention focuses specifically on stopping shootings and killings. CeaseFire Chicago has been one of the most effective street outreach models, contributing to a decline in shootings and killings of between 41 and 73 percent in target neighborhoods, according to a U.S. Department of Justice evaluation. In five of the eight neighborhoods examined in the evaluation, retaliatory homicides were reduced to zero. The initiative also reaped a savings of \$31 million in medical and criminal justice costs between 2000 and 2004. The architect of the Chicago model emphasizes the importance of a highly structured and professionalized program to the effectiveness of street-level outreach.

STRUCTURE AND PARTNERSHIPS

A city wishing to set up a street outreach effort can succeed in helping its youth and neighborhoods reduce gang violence, but it needs to take time up front to gauge the environment in terms of gang activity, public concern and civic support; develop a plan; and build the appropriate infrastructure to monitor and support the program. Initial decisions about program structure and partnerships, combined with the existence — or lack of — top-level leadership can determine the path to success or failure. Investments must be tailored to a city’s specific situation and needs. Coordinating street outreach with multiple strategies and related resources through a citywide task force can help synergize programs aimed at reducing gang violence and involvement.

Know the Situation and Gauge Local Needs

The first step in establishing a street outreach program is to identify the city’s gang situation. Is gang violence and retaliation the most pressing problem? Are youth looking to leave gangs but finding no support from community resources? Are gangs territorial or spread throughout the city? These are just a few of the analytical questions that are important to answer.

Police (including state and federal officers familiar with the city), school officials, neighborhood leaders, social service providers, faith groups, existing gang prevention programs and others should be involved in assessing needs and resources. Cities may consider engaging a focus group of those involved with troubled youth to get their feedback on what has proved effective (or ineffective) to date — and why some strategies have been more successful than others. Police can analyze gang intelligence with an eye toward projecting trends, and the health department can gather data from hospitals on current trends in shootings and other gang-related violence. The Office of Juvenile Justice and Delinquency Prevention’s (OJJDP) *Best Practices To Address Community Gang Problems: OJJDP’s Comprehensive Gang Model* provides a number of suggestions for assessing a city’s gang climate, which can strengthen other parts of anti-gang efforts as well.

Select a Target

With information from multiple sources, the core planning group should be able to make a judgment about the type of program that best meets the city’s needs. Choosing the target involves a number of options: population by age group, gang relationship situation, area(s) of the city and contact methods (e.g., on-street encounters, referrals from various sources), as well as the specific program goals and purposes — whether to prevent younger youth from joining gangs, help gang-involved youth exit successfully or quell violence, including retaliations, between gangs or by gangs in neighborhoods. Selection needs to be focused, matched with resources and relevant to community needs. Researchers have found that muddled choices, conflicting priorities and too wide a focus are common causes of program ineffectiveness.



Find a Home

Where does a street outreach program belong? First and foremost, it does not belong in the police department. Gangs by definition engage in illegal behaviors. Putting a program that is meant to be sympathetic to individual gang members' situations and needs into the enforcement community is simply not credible. In fact, such an arrangement could expose program personnel to high levels of directed violence, even if they are not themselves sworn officers. In Oxnard, Calif., the program operates under the auspices of the Police-Clergy Council, which is managed by a civilian, Pastor Edgar Mohorko. In Chicago, the CeaseFire street outreach program is housed within a separate nonprofit that works with but is not run by city organizations. Boston's street outreach effort is managed by the Boston Centers for Youth and Families, which is a city agency.

Determine Program Structure

The structure of a street outreach program is central to its success. This structure dictates the criteria for determining the type of people who need to be hired, the framework for outreach workers' behavior, how these workers will be supported and how the city will engage other agencies. Wrong choices in these areas can cripple a program, but decisions that are aligned with the program's purpose and build on the experiences of other similar groups can provide a framework for success.

First, the program structure should be consistent with the problems identified, the target selected and the desired outcomes. Leaving the program structure to people who were not directly involved in its initial framing can lead to unexpected or undesired results.

Key standards, management and supervision requirements, policies and procedures and their enforcement, and the role of community partners need to be built into the program framework from the start. Police record checks and drug testing (at least pre-hiring and often periodically throughout employment) are standard in street outreach programs. Some programs provide uniform clothing so that street outreach workers are not mistaken for gang members. For example, Stewart Wakeling, who helped initiate the Oakland street outreach program and has both researched and operated these programs, reports that outreach workers in Oakland wear white jackets with a yellow "Y," which represents the local Measure Y sales tax that funds the program.

A major structural issue is how the program and its staff will relate to police. Gang members will almost certainly distrust a "helping" program where police are directly and heavily involved — which experienced police officers can readily understand. But police must know about the program, including its organization, operation and workers. Street outreach workers may be told things in confidence; they may also find themselves called on to summon the police to step in and prevent a dispute between two gangs from turning deadly. Some police officers may simply find former gang members (often former prison inmates as well) untrustworthy, in which case the program needs to build in ways to develop trust through the work performed by the outreach staff. Where programs have engaged the police as part of the core partnership — through personal relationships and joint hiring — trust has been built on both sides and the linkage between outreach workers and police has proved invaluable.

CITY EXAMPLE: CHICAGO

CeaseFire Chicago is housed within a nonprofit organization rather than an arm of city government. This highly-structured program focuses on using public health principles — treating violence as a preventable "disease" — to reduce and eliminate gang violence. The program is based on a partnership that involves a number of community, government and faith-based organizations. It draws on multiple sources for funding, ranging from the U.S. Centers for Disease Control and Prevention to local Chicago foundations.

Though CeaseFire works with youth who wish to exit gangs, the program focuses on reducing the violent encounters that have plagued a number of Chicago neighborhoods for decades. More specifically, the program aims to reach those youth at greatest risk of becoming shooters or shooting victims.



The organization features two different groups of street workers: outreach workers and violence interrupters. The outreach workers seek out youth who need assistance in leaving or avoiding gang membership. The violence interrupters are specifically trained to step into and defuse potentially violent confrontations between or among gangs.

Both hiring-stage and periodic background checks and drug tests help ensure that the street workers avoid criminal and drug involvement. Extensive training (including six days of initial classroom and on-site training) and periodic refresher training sessions help maintain focus and promote adherence to program tenets. Self-evaluations help outreach workers measure success and identify areas in need of improvement.

As mentioned above, the most powerful tribute to this program model is that its federally funded evaluation found that out of a group of shooting “hot spots,” those served by CeaseFire Chicago saw shootings fall by more than half over a long-term assessment period. (See Wesley G. Skogan, et al., “Evaluation of CeaseFire Chicago” in the bibliography for a detailed report.)

Build Partnerships

Street workers, especially those dealing with gang situations, are either crisis workers mediating immediate problems or conduits for youth to get the help they need to stay out or get out of gangs. That help can range from medical attention to drug treatment to assistance for children or families. It can include services that address housing, food, employment, education and myriad other needs.

The key to meeting these needs is partnerships. Setting up duplicative bureaucracies is wasteful and inefficient. The community’s existing institutions — government agencies, faith-based and secular nonprofit organizations and the private sector — must collaborate to provide these services efficiently, ensuring that street workers have positive alternatives to which they can divert at-risk youth.

Mayors can take the lead in playing several roles:

- Recruiting and enlisting partner organizations;
- Ensuring that partners get credit for their work with these challenging youth and their families;
- Helping smooth and expedite service delivery; and
- Bringing attention to the good work taking place.

This role is more than ceremonial. Without effective connections, street outreach workers lose credibility and their ability to deliver results. Mayors and other municipal leaders who can broker access to services and reward cooperation will find that their street outreach programs operate more effectively and with less demand over time as gang violence declines.

CITY EXAMPLE: STOCKTON, CALIF.

By placing its Peacekeepers program in the city manager’s office, the City of Stockton gave the program cachet, provided it with leverage in engaging other partners and clearly separated it from the police department. The program’s staff meet monthly with police, probation, outreach workers and other key groups to discuss issues of concern. These partners find the monthly meetings helpful in maintaining communication and understanding the street outreach workers’ activities. The program staff also meet monthly with an advisory group that includes social service agencies, youth-serving organizations and other civic organizations interested in community safety and youth development.

Ralph Womack, a retired police officer, manages the program. He finds that keeping consistent records of program activity, providing thoughtful management support to outreach workers and building alliances to support referrals of



youth in need of services are all key components that help the program thrive. According to Womack, it is important that youth know the purpose of the program and that it is clear to the public as well.

Stockton has also found that structure and clear procedures help shape and sustain the work of outreach workers, whose daily activities may appear random and disorganized as they talk to and meet with numerous youth in a variety of settings on any given day. A mission statement and a code of ethics are supported by a policy and procedures manual that provides consistent guidance to all outreach workers.

Womack also points out that Stockton's outreach workers feel free to come to him to propose new activities that will help them meet local needs. New ideas are respected, which helps invest the outreach workers in the program. Two outreach workers recently proposed a parenting class, having observed that many parents of youth with whom they worked were less effective than they could be. Womack gladly explores such opportunities, provided that the parameters are clear, the purpose is in line with the program and the activity is legal, ethically sound and in adherence to policy and process.

One lesson that Stockton has learned is that the program must be adapted to take advantage of outreach workers' experiences. In response to the city's gang situation, program staff have determined they should work more directly with pre-gang youth than with active gang members. Starting with the 2009-10 school year, the six outreach workers are focusing on youth in fourth through seventh grades. Having sound data about the program has made this decision easier as well.

A similar program had been initiated in the 1990s, but by 2006, both successful reductions in crime and financial constraints brought the number of outreach workers down from a high of 10 to just one. When crime began to rise again, Womack utilized the program's sound design, positive links with community resources, regular communication and good management practices to increase the number of outreach workers to six and garner a firm commitment from the city to continue the program in spite of its financial difficulties.

TAKING ACTION

Hire the Right People for the Job

Hiring policies are a central component of a successful street outreach program. Cities must develop thoughtful hiring criteria to identify the kinds of people who may — and may not — be employed as outreach workers. A number of experts point out that former gang membership is not necessarily a prerequisite for success, but street experience and street credibility are necessary. Generally, programs search for someone who has been gang-involved but who has clearly removed himself or herself in a successful way (i.e., remaining on reasonable terms with the former gang) and who agrees to abide fully by the program's policies and procedures. Sex offenders are uniformly not hired by street outreach programs because of the likelihood of program contact with youth of both genders. Successful programs have found that prior convictions may need to be examined, but should not be an automatic bar to employment as a street worker.

Proving that it does not take gang membership to understand the work, the Institute for the Study and Practice of Nonviolence in Providence, R.I., is headed by Teny Gross, an Israeli national who helped establish the Boston Ceasefire street outreach program. Gross says that in almost all cases, understanding and empathy are what count, not gang experience. The group focuses on five programs, of which Nonviolence Streetworkers is one. The small nonprofit, headquartered in a church rectory, is working in seven Providence neighborhoods.

One key practice that has emerged is that of a hiring panel. The panel typically includes a neighborhood leader from the general area to which the worker would be assigned, a police officer who knows the street gang conditions in the



community, and, eventually, a successfully employed street outreach worker, as well as the program's management staff. In some cases, the experienced police officer is given the ability to veto a hiring decision if the officer has serious doubts about the applicant. This is one way to build trust and develop alliances with police. However, hiring panels tend to develop a collective "radar" about a candidate's potential for success.

Another hiring consideration is whether the program will hire workers who might need to be placed in an area outside the neighborhood with which they are familiar. This consideration may also arise when an otherwise well-qualified worker faces possible animosity from a gang leader in his or her "home" territory. Some programs cover multiple areas and can accommodate these needs; others may decline to hire individuals who are unable to work safely in that program's single focus area.

Hiring involves decisions about pay, benefits, working conditions and job duties. Those who may be the best-qualified street workers may not have the best work records. But their compensation needs to be set to match the expectations of the job — and to include, if possible, benefits such as health insurance and life insurance. Such considerations are worth more than their monetary value to people who are doing what is unquestionably hazardous work. Moreover, effective workers will more than return the investment by bringing peace to the neighborhoods and communities in which they operate.

CITY EXAMPLE: SAN JOSÉ, CALIF.

When Anthony (Tony) Ortiz left prison, he left gang life behind. He decided to focus on helping youth rid themselves of involvement with gangs and/or drugs. Today, his organization, California Youth Outreach (CYO), has spread its knowledge and energy to numerous communities throughout the state.

Headquartered in San José, where it actively works with the Mayor's Gang Prevention Task Force, CYO also works with cities such as Fresno, Oakland, Salinas and Santa Rosa. The organization's Violence Intervention Plan works with gang-involved youth and those at high risk of becoming delinquent or involved with gangs. It also works with the residents of neighborhoods that are affected by gangs. The organization's outreach staff provide mediation and crisis intervention assistance to reduce gang shootings and the otherwise inevitable cycle of revenge and retaliation.

CYO outreach workers are assigned to caseloads limited to a manageable number of youth. Once the youth are enrolled in the program, they have access to substance abuse treatment, special education assistance with physical and emotional disabilities, housing and family support. Grounded in a developmental process strategy, outreach workers continue to help youth develop the resiliency skills that will keep them gang- and drug-free.

CYO also offers separate programs that include restorative justice, assistance to juveniles reentering from detention — including with gang and substance abuse management — and educational efforts targeted toward parents of incarcerated and at-risk youth.

Stringent work protocols govern CYO's outreach workers, for both their own protection and the maintenance of program operations at safe and appropriate levels. Hiring and retention requirements are strict, specific and enforced:

- First-hand knowledge of the gang lifestyle;
- At least five years with no convictions for violations of the law;
- No sex-related or child abuse convictions;
- No ongoing affiliations or ties with known gangs;
- A valid California driver's license and auto insurance;
- Basic reading and writing skills;



- A teachable and collaborative spirit; and
- Good communications skills.

CYO has developed a sound reputation for being able to help communities establish their own street outreach worker programs. Ellen Bailey of Santa Rosa's Department of Recreation and Parks, where that city's street outreach program is lodged, says that CYO trained the outreach workers very well — but more importantly, CYO is coming back to continue training and problem-solving as the program develops and evolves.

Provide Appropriate Training

Training is by and large on-the-job or ad hoc, rather than formalized. Some of the difficulty is that street outreach initiatives around the country and even in the same area may have very different training needs depending on the setting and program design. Subjects typically covered in general training include youth development, effective listening, mediation, conflict resolution, crisis intervention, resource engagement, job skills and program operations and policies. Local experts may be invited to help train.

Some training resources that focus on working with street gang outreach programs include: California Youth Outreach, directed by Rev. Anthony Ortiz; the Safe Community Partnership operated by Stewart Wakeling in Oakland; CeaseFire in Chicago; and the National Network of Safe Communities coordinated by John Jay College of Criminal Justice.

Establish Procedures for Management and Supervision

Management and supervision need to be flexible but clearly present. Outreach workers may appear to be spending their days (or nights, in some cases) just hanging out with their old street mates. They may be seen talking with one youth for two or three hours. How the workers account for their time is a management challenge. Programs frequently pair experienced, trusted workers with newcomers to help the new workers develop good habits of time management, engagement with street youth and negotiation or crisis intervention, depending on the program's purpose. A manager needs to understand that this is not a cookie-cutter operation or an assembly line. At the same time, he or she must recognize that for many, this is a first-time job; training is a better decision than disciplinary action, whenever possible.

In addition, limits need to be set and enforced. The list of prohibited activities should be clear. Some activities may be cause of immediate dismissal. Others may be honest errors that need to be corrected. There is a huge difference between failing to file a contact report and smoking marijuana to "fit in" with the gang, for example. Clarity about consequences is especially important where the outreach worker has little or no employment history. However, it is important for management to distinguish an honest error from an intentional breach.

Management needs to include feedback from the neighborhoods or communities being served. How local leaders see the program can affect their willingness to provide resources, support the workers' efforts and recommend the program to potential clients. Supervision should include training, assistance to workers in problem-solving, efforts to ensure that time management strategies are effective and support for the outreach worker in identifying resources for clients who need specific kinds of assistance.

Managers and supervisors need to recognize that a number of new outreach workers may lack basic skills for holding jobs. They are unaccustomed to filling out forms, logging time spent during the day or asking permission to do things they see as obvious common sense. Patience, clarity of expectations and training can help workers adapt more quickly to this new environment.



Management must also keep in mind that street outreach workers face a host of stresses. They are in real danger as they deal with gangs often at war with each other. They must develop trust with people who break the law while ensuring that they themselves do not break the law. They must behave in a transparent manner that conveys their empathy with gang members — or would-be members — without acknowledging it as a valid solution to youths' problems. Periodic debriefs and personal counseling may help to reduce a number of these stressors.

Because street outreach work can be a tension-filled, time-consuming, exhausting experience, managers of successful programs take affirmative steps to minimize turnover, such as making outreach workers feel valued and improving their skills by paying for college courses. If former gang members are working in their old neighborhoods, they may experience even greater pulls from old friendships and concerns over former opponents. Additionally, these workers become more valuable employees on the job market as they gain work experience.

Finally, street outreach workers generally know when they have achieved a success, but they may not be accustomed to appreciation for their work. Even if it is internal to the organization, recognition and celebration of such achievements can be an important and motivating incentive.



FACILITATING RE-ENTRY FROM DETENTION FACILITIES

OVERVIEW

Attention to re-entry — the process by which formerly incarcerated individuals, including gang members, return to a community — has increased significantly in recent years, as have public and private investments in re-entry programs. Re-entry programs typically offer post-release supervision and supports, access to comprehensive services and assistance finding and maintaining employment.

This uptick in attention and programming has resulted in the accumulation of considerable practical experience, and some evidence, as to what works to improve public safety, reduce recidivism and re-integrate individuals into their communities. Recent developments in re-entry for young people also build upon many years of experimentation in juvenile aftercare.

WHY DEVELOP RE-ENTRY PROGRAMS?

The development of re-entry programs across the country is a response to the large increase in prison populations that has occurred over the past three decades — many of whom retain their pre-detention gang affiliation or were connected to a gang during their incarceration — and to the dismal statistical record of successfully re-integrating those who return to city neighborhoods from secure settings.

Cities can ill afford to ignore re-entry issues, with between 200 and 300 inmates per month returning to smaller cities like Fresno and an estimated 1,000 per month returning to a large city like Los Angeles. Of the 120,000 adults paroled in California each year, for instance, one calculation showed that nearly 70 percent return to prison within one year, mostly for parole violations rather than in response to new criminal charges. Nationwide, the Pew Center on the States' Public Safety Performance Project notes that “more than 40 percent of probationers and half of parolees do not complete their supervision terms successfully. In fact, parole violators account for almost 35 percent of admissions to state prisons, and nearly half of local jail inmates were on probation or parole when they were arrested.”

Mayors and other municipal leaders act not only because they recognize that poorly-handled re-entry has consequences for the individual, and for those in that person's “inner circle,” such as parents, siblings, children, spouses/partners and friends. Inadequate re-entry services also have a “multiplier effect” for entire neighborhoods and cities, including: a weakened social fabric, higher demand for public benefits and threats to public safety.

Strong city leadership for — and coordination of — re-entry programs can:

- **Assist in post-release supervision.** Some common strategies include: reentry courts that provide ongoing supervision; call-ins/offender notification forums that offer a choice between clear consequences for illegal activity and clear offers of help in avoiding such activity; technology systems to track the activity of former offenders; and day reporting centers for formerly incarcerated juvenile offenders.
- **Expand access to needed supports and services to make successful re-integration into the community more likely.** In a recent guide for police departments, the International Association of Chiefs of Police (IACP) lists five critical types of services needed to help former offenders successfully re-enter their communities from prison: housing, education, job training/employment, substance abuse treatment and family support. Several cities — including Newark, N.J., Oakland, Calif., and St. Louis — have funded projects to provide a comprehensive set of services, from job training and housing assistance to mental health and substance abuse treatment.



- **Reduce barriers to work.** Many cities have placed employment assistance at the center of their re-entry initiatives. Municipal leaders are instituting new policies that remove barriers to municipal employment, providing financial incentives to encourage private employers to hire former offenders and promoting rapid attachment to the workforce.
- **Provide ex-offenders “cover” to choose to leave a gang.** Some refer to this process as “renouncing” the gang lifestyle. For instance, Boston’s Operation Night Light — as Richard Greenberg observed in an overview of gang re-entry efforts — constituted a program in which “probationers’ associates and friends witnessed first-hand evidence of the state’s authority to mandate gang renunciation.” Gang members can then say that they have no choice, because their probation officer has told them if they are out after 8:00 p.m. they will be back in jail.

SCALE AND IMPACT

Due to sheer numbers alone — several thousand former inmates re-enter most U.S. cities each year — a large and growing number of cities have mounted re-entry initiatives. These vary in scope and focus, as well as in who provides leadership. City responses that are beginning to produce positive results involve strong mayoral leadership, the establishment of a re-entry focused coordinating function in city government, formation of strategic partnerships with other levels of government, a concentration on employment and efforts to build stronger connections between formerly incarcerated individuals and the community.

In Oakland, Project Choice underwent a quantitative and qualitative evaluation by an independent consultant, who found that Project Choice juvenile system participants had a recidivism rate 83 percent lower than juvenile parolees in California overall, and 97 percent lower than comparable juveniles in New York state. Specifically, whereas on average, 75 percent of juvenile parolees in California return to custody, Project Choice participants have a recidivism rate of 41 percent.

STRUCTURE AND PARTNERSHIPS

Before developing a successful reentry initiative, cities can take important steps in gathering data and information, building a structure within city government to coordinate services and collaborating with other agencies that already work with this population.

Know the Situation and Gauge Local Needs

Helpful steps prior to launching a re-entry initiative include:

- Gauging the size of the problem;
- Conducting an analysis of programs and gaps in services;
- Uncovering and understanding lessons learned gained through previous or current re-entry efforts, including those (in many states and cities) launched with federal support;
- Identifying opportunities for improved coordination; and
- Surveying the state and local policy environment to identify limitations on employment of former offenders and existing state programs and initiatives.

Establish City Roles and Infrastructure

Placing a new focus on reentry provides city leaders with an opportunity to ask themselves what existing functions or programs could be restructured and what new efforts need to be initiated for greater effectiveness. The next step may involve convening key stakeholders (see below) to react to a proposed new role for the city in coordination or programming. The discussion of these new roles also presents an opportunity for the mayor to demonstrate visible leadership by sending a clear signal that the city values and wants to reintegrate formerly incarcerated individuals into the community and encourage pro-social ways of living.



Many cities have placed responsibility for new re-entry initiatives in the mayor's office, creating a mechanism for accountability. These offices are tasked with monitoring the success of reentry efforts and reporting to the public how many formerly incarcerated persons get back on track and how many re-offend. For instance, the Philadelphia Mayor's Office for the Re-Entry of Ex-Offenders, the Indianapolis Mayor's Office of Offender Re-Entry, the Oakland Mayor's Prison Re-Entry Initiative and Jacksonville (Fla.) Journey serve as examples of how a staffed office can help coordinate re-entry efforts.

Philadelphia's office, established in 2005 by former Mayor John Street, provides ex-offenders with housing assistance, mental health and substance abuse counseling, job training and placement programs and other services. Oakland's office provides a structure for the mayor to work in collaboration with three city departments (human resources, human services and contracting) as well as a community-based organization and the local workforce board to facilitate a bi-weekly orientation for the re-entering residents on "How to Access City of Oakland Jobs."

The Indianapolis office connects "pre-qualified" ex-offenders with employers and job opportunities. In Jacksonville, Mayor John Peyton launched the Jacksonville Journey in 2007 as a major anti-crime initiative to improve public safety through prevention, intervention and enforcement. A key piece of this work is focused on job readiness training, job placement services and educational support for former offenders.

The type of city re-entry initiative helps determine the scale and source of resources needed. Coordination efforts may require access to relatively small-scale funds for salary and benefits for a staff. By contrast, the cost of mounting a wage-paying public or private employment effort quickly adds up. Apart from initiative or project funding, the city and its partners need another kind of resource: expertise in access to medical, housing and employment-related benefits so that these benefits are available to formerly incarcerated individuals as they reenter their communities.

Partner with County, State and Community Agencies

The range of potential stakeholders is fairly extensive and may include: police; social service agencies; re-entry program operators; workforce investment boards; state and county corrections, including probation and parole; city human resource departments; faith-based organizations; the offices of the district attorney, sheriff and public defender; private sector employers; adult education providers; victim's services organizations; organized labor and apprenticeship training programs; agencies providing substance abuse and mental health treatment agencies; and local housing agencies.

Several cities have begun their re-entry efforts by convening stakeholders across jurisdictional lines. For instance, municipal officials in San Francisco and Oakland have formed broad structures that focus county, city and community-based organization resources on re-entry. In late 2008, San Francisco leaders merged two existing ad hoc reentry councils to form the Re-entry Council of the City and County of San Francisco. The new council brought together the Safe Communities Re-entry Council, formed in 2005 by Supervisor Ross Mirkarimi and consisting of more than 300 individuals from 80 organizations and departments, with the San Francisco Re-entry Council chaired

13 STRATEGIES FOR SUCCESSFUL SUPERVISION AND RE-ENTRY

- 1) Define success as recidivism reduction and measure performance.
- 2) Tailor conditions of supervision.
- 3) Focus resources on higher-risk offenders.
- 4) Frontload supervision resources.
- 5) Implement earned discharge.
- 6) Supervise offenders in their communities.
- 7) Engage partners to expand intervention capacity.
- 8) Assess criminal risk and need factors.
- 9) Balance surveillance and treatment in case plans.
- 10) Involve offenders in the supervision process.
- 11) Engage informal social controls.
- 12) Use incentives and rewards.
- 13) Respond to violations with swift and certain sanctions.

Source: Pew Center on the States, December 2008



by District Attorney Kamala Harris and Sheriff Michael Hennessey. The Board of Supervisors passed legislation in September 2008 to create one unified entity (www.sfreentry.com). The new Re-entry Council provides elected officials and the public with information about programs, funding, best practices and barriers to serving the re-entering population. The Council has already published a thorough resource guide to local agencies serving people re-entering their communities from jails and prisons, entitled “Getting Out and Staying Out.”

In Oakland, the Re-entry Steering Committee provides a meeting ground for cooperation concerning parolees. This body includes voting members from city, county and state agencies as well as a formerly incarcerated individual and a community activist. Non-voting members include community-based organizations, city staff, program participants and their families and representatives of local elected officials. The committee also serves as the Board of Directors for Project Choice (see below).

Cities are also establishing strong links to state corrections agencies, in order to pay close attention to pre-release preparation for re-entry. Launching comprehensive re-entry planning well in advance of release is a must. At a minimum, it is advisable for cities to establish strong communications with state corrections authorities to smooth the path to re-entry. In Topeka, Kan., for instance, offenders meet with a pre-release Accountability Panel to devise graduated sanctions and incentives based on their Individual Release Plan, according to IACP. The panel continues to monitor these individuals after their release. The state typically also moves offenders to correctional institutions closer to Topeka to facilitate strong planning.

In some cases, cities and their partners “behind the fence” have been able to go beyond communications and planning to structure training opportunities that make employment upon release more likely. For instance, graduates of the California Prison Industry Authority’s vocational training program in carpentry qualify for an apprenticeship program, upon release, with a Northern California carpenters union and with the City of Los Angeles. In one recent year, less than three percent of the carpentry program graduates returned to prison on parole violations.

CITY EXAMPLES: RICHMOND AND PITTSBURG, CALIF.

Currently, the Cities of Richmond and Pittsburg are in the beginning stages of creating a city/county, integrated strategic plan and network for re-entering adults and juveniles. Recognizing the need for broad scale county support, Richmond’s Office of Neighborhood Services is working closely with two Contra Costa County supervisors who represent the county areas to which most formerly incarcerated persons return. Through the supervisors, the cities seek to ensure that each relevant county agency will participate and become a full partner of this network to create, expand and strengthen support for those returning home after confinement.

TAKING ACTION

Assist Efforts to Provide Post-Release Supervision and Support

City leaders can bolster local and state efforts to enhance supervision of parolees and ensure they are supported in turning their lives around. For instance, call-ins, as originally tried in Boston, or Offender Notification Forums, as pioneered in Chicago’s Project Safe Neighborhoods, provide a means for connecting targeted groups of parolees (including gang members, in some instances) with a range of supportive services, and to provide reminders of the harsh penalties that would ensue from re-offending — what some have described as offers of help paired with statements of clear consequences. As such, the group meetings not only connect formerly incarcerated individuals to services, but also help build new positive connections within the community. A 2005 evaluation of Project Safe Neighborhoods Chicago identified a 37 percent decline in homicide rates. Researchers found that Boston’s Operation Ceasefire, which instituted call-ins, resulted in very significant drops in gun violence and homicides. Some cities use one of two additional names for this intervention: offender review boards or accountability panels.



Cities can also encourage the growth of specialized re-entry courts. California, along with at least eight other states (Colorado, Delaware, Florida, Iowa, Kentucky, New York, Ohio and West Virginia), has adapted the drug court model to provide ongoing judicial supervision for formerly incarcerated persons. One national overview of re-entry programs noted that re-entry courts can “provide greater, and more finely calibrated, supervision and support for re-entering individuals” in comparison with parole or other structures. Whereas cities may not oversee the judicial system, municipal leaders are well positioned to work with judges to explore or create more re-entry courts.

Municipal officials can also support the use of technology to gather and share information. A useful IACP guidebook for law enforcement on building an offender re-entry program points to the use of tools such as the Louisville, Ky., case management system METSYS and the Kansas Department of Corrections’ Kansas Adult Supervised Population Electronic Repository (KASPER) to keep better track of formerly incarcerated individuals who have returned to the community.

Finally, a growing number of communities nationwide employ day reporting centers — centrally located facilities to which recently released, formerly incarcerated juveniles report regularly. The extent of services at a day reporting center ranges widely, and may include afterschool services and supports or an alternative school. For instance, Sacramento County’s recently established Day Reporting Center collected data showing that, compared to center clientele, juveniles in a similar group not receiving services were four times more likely to be arrested on a felony charge.

In California, aftercare programs such as day reporting centers constitute one of three programming strands for which localities can seek support under the Juvenile Justice and Crime Prevention Act (JJCPA). Statewide statistics assembled in 2006 by the state Department of Corrections and Rehabilitation demonstrate the benefits of this investment: At-risk youths not in JJCPA-funded programs were 33 percent more likely to be arrested and 23 percent more likely to be incarcerated than participating youths. Fight Crime-Invest in Kids California noted recently that “Monterey County’s Silver Star Day/Rancho Cielo program found that youths not in the program were twice as likely as participating youths to be arrested for a new crime.” In addition, “Santa Barbara County’s Aftercare Services program....cut the number of arrests for participating juveniles nearly in half, relative to a similar group.”

Expand Access to Comprehensive Services

Local leaders can provide or expand access to a range of services for formerly incarcerated individuals to reduce the likelihood that they will re-offend upon re-entry. Oakland, St. Louis and Newark are among the cities where city and/or nonprofit partners are providing an array of services.

Since 2001, thanks to funding made available through the city’s Measure Y initiative, Oakland’s Project Choice has offered services to thousands of parolees between the ages of 16 and 30 who are returning to the city from San Quentin State Prison and California Youth Authority facilities in Stockton. Project Choice offers these individuals an intensive coaching and case management relationship that starts inside prison at least six to 12 months prior to release, and continues after their release into the community and throughout their time on parole. Project Choice engages a range of community agencies so that clients have access to a full spectrum of services, including substance abuse treatment, mental health services, intensive employment and training support, health care, housing and more.

St. Louis social service organization ARCHS launched the Community Action Re-Entry Employment System (CARES), a partnership serving young adults ages 18 to 35 who are re-entering the community from one of four state and federal prisons in the region. In its first two years of operation, CARES provided job skill development, job placement and job retention support to 640 former prisoners (surpassing a goal of 488), placing 350 graduates in living wage jobs at 126 different employers. CARES utilized case management and mentoring in addition to job training in 12 industry tracks, including automotive/welding, culinary, manufacturing and customer service. Through CARES, participants benefited from access to additional resources focusing on education, substance abuse, housing, mental illness, transportation, family and social support and attitudes/cognitive skills. The CARES partnership brought an additional \$7 million in in-kind support to overmatch the original \$1.9 million grant from the U.S. Department of Labor. During the initial project period, only 5.3 percent of participants returned to prison.



Opportunity Re-Connect in Newark provides access to employment assistance, job training and other services, serving as a one-stop re-entry center at Essex County College for formerly incarcerated persons returning to the county. Partners in this effort include Essex County College, the New Jersey State Department of Corrections, the State Parole Board, Essex County Department of Citizen Services, the City of Newark and The Nicholson Foundation. These partners collaborate across delivery systems to provide critical services that include welfare, Medicaid, workforce preparation, housing, health, education, mentoring and family reunification. Community and faith-based organizations coordinate services, which are offered in one physical location at Essex County College.

Opportunity Re-Connect is designed so that it does not require large additional financial or resource investments by government or community-based organizations. In cases in which government budgets cannot meet the need to fill a key staff position, The Nicholson Foundation temporarily fills the gap. Regarding local re-entry efforts focused on jobs, Newark Mayor Cory Booker has noted: “Together, we are creating new economic opportunities for returning men and women and their children. These are families who can now positively contribute toward making a safer, vibrant and proud city.”

CITY EXAMPLE: NEW YORK CITY

In New York City, according to Richard Greenberg, La Bodega de la Familia developed an arrangement whereby families of soon-to-be released prisoners met with parole officials to develop re-entry plans that help the family map out the range of community-based support services available for the returning family member. Case managers cross-reference this information with the individual’s risk factors as they “secure resources and referrals to widen the support net for the soon-to-be parolee.” An evaluation by the Vera Institute of Justice found that drug use among former prisoners served by La Bodega fell 50 percent, and recidivism dropped by 30-50 percent compared with those who did not receive services.

Promote Employment Opportunities

A review of existing re-entry efforts shows that city leaders consider employment to be among the most effective anti-crime strategies. Municipal officials are reducing barriers to work within local government and partnering with employers to provide incentives for hiring formerly incarcerated residents.

Cities including Baltimore, Boston, Chicago, Minneapolis, Norwich, Conn., Oakland, San Francisco and St. Paul, Minn., have instituted new hiring policies designed to open up public employment to formerly incarcerated persons. These “ban the box” measures eliminate employment application questions about arrests and criminal convictions except when absolutely necessary, as in the case of jobs that involve working directly with vulnerable populations. For other positions, cities do not consider an applicant’s criminal records until he or she progresses to become a serious candidate, or receives a conditional job offer.

Local leaders have also found that rapidly providing paid employment for those re-entering the community from incarceration, linked with additional supports, goes a long way toward meeting basic needs. New York City’s Center

12 LIFE DOMAINS THAT NEED TO BE CONSIDERED FOR SUCCESSFUL RE-ENTRY

- 1) Economic stability and responsibility (financial literacy, employment, child support, access to public benefits)
- 2) Housing/living arrangements
- 3) Transportation
- 4) Education and vocational training
- 5) Legal matters including record sealing/expungement, especially for juvenile offenders
- 6) Safety and crisis planning
- 7) Physical and mental health, including nutrition
- 8) Substance abuse
- 9) Leisure/recreation/community, support systems, and peer associations
- 10) Personality and behavior treatment
- 11) Family and parenting
- 12) Attitudes and orientations

Source: Corrections Today, Betty Fortuin, April 2007



for Employment Opportunities (CEO) has developed and used this approach with residents returning from a variety of settings. Evaluation research on CEO demonstrates the promise: “Findings from an independent, random-assignment evaluation of CEO programs show that people who enroll in CEO have significantly lower rates of recidivism on a variety of measures — including a 40 percent reduction in re-incarceration for a new crime — two years after joining the program.” In a national demonstration project in which 34 of its urban and rural paid work and learning programs provided opportunities for returning former offenders, YouthBuild USA held recidivism to the 5 to 25 percent range.

As experimentation continues in the re-entry realm, new promising practices continue to emerge. For instance, Philadelphia is testing the usefulness of offering financial incentives to employers who hire formerly incarcerated persons. Since 2008, any business that hires an ex-offender has been eligible to apply for a \$10,000 credit against its Business Privilege Tax for three years, as one component of the comprehensive Philadelphia Re-Entry Program (PREP). In announcing the advent of the tax credits, Mayor Michael Nutter stated that, “Jobs are crucial to a comprehensive public safety plan and providing job opportunities for ex-offenders will go a long way to achieving a sustainable decrease in crime....I encourage all businesses in Philadelphia to identify potential opportunities for those who may have made mistakes in the past, but who have served their time and are looking to turn their lives around.”

CITY EXAMPLE: FRESNO, CALIF.

In Fresno, entrepreneur John Shegerian founded Electronic Recyclers International (ERI), which at 140 million pounds processed annually is the largest recycler of electronic waste in the world. To accomplish the labor-intensive breakdown or “de-manufacturing” of televisions, computers and other types of electronic equipment, ERI hires a large workforce. More than 50 of 350 current employees come from second chance programs, including former addicts and formerly incarcerated individuals. In a recent speech, Shegerian noted that, “At ERI, we lead the nation in recycling electronics, but it is also extremely important to us that we help lead the nation in recycling lives. We’re extremely proud of the employees on our team who have turned their lives around and we encourage other businesses to follow suit.”

LOCAL TRAINING PROGRAM FOR FORMER GANG MEMBERS IN SANTA ANA

Taller San José (St. Joseph’s Workshop) offers a focused training curriculum for young people ages 18-28, including a substantial number with a history of gang involvement. Taller San José conducts training in three sectors where the demand for skilled workers is high — residential construction (15-week paid apprenticeship), medical careers and computer technology — and also offers assistance in completing a high school diploma or GED.

The Sisters of St. Joseph of Orange founded Taller San José in 1995 to address the needs of undereducated and unskilled young people in Santa Ana and central Orange County, and have built the organization into an example of how a faith-based organization can become active in gang intervention and re-entry.



APPENDIX A: KEY CONTACTS & RESOURCES



NATIONAL LEAGUE OF CITIES INSTITUTE FOR YOUTH, EDUCATION AND FAMILIES





APPENDIX A: KEY CONTACTS & RESOURCES

The National League of Cities (NLC) Institute for Youth, Education and Families (www.nlc.org/iyef): The National League of Cities Institute for Youth, Education and Families offers focused publications on strategies in both substantive (e.g., gang prevention) and process (e.g., resource development and management) areas that address gang issues as well as other problems that challenge many of the children, youth and families in our cities.

National Council on Crime and Delinquency (www.nccd-crc.org): NCCD conducts research, promotes reform initiatives and seeks to work with individuals, public and private organizations and the media to prevent and reduce crime and delinquency.

California Cities Gang Prevention Network (www.ccgpn.org): This 13-city network is a three-year initiative of NLC and NCCD to identify strategies for reducing gang violence and victimization.

The Finance Project (www.financeproject.org): The Finance Project, a private nonprofit that works with communities to develop funding and other resources, offers some excellent publications on blending and braiding multiple funding sources.

U.S. Department of Justice (www.usdoj.gov):

National Institute of Justice (www.ojp.usdoj.gov/nij): Research arm of the U.S. Department of Justice

Office of Community-Oriented Policing Services (COPS) (www.cops.usdoj.gov): The COPS program provides important resources for community-focused policing and prevention strategies. See also the COPS site on solutions to address gang crime: www.cops.usdoj.gov/files/RIC/CDROMs/GangCrime/toc_f.htm

Office of Juvenile Justice and Delinquency Prevention (OJJDP) (www.ojp.usdoj.gov/ojdp): Central office for federal research, program and policy development on gang issues

National Criminal Justice Reference Service (www.ncjrs.org): This Web site of the National Criminal Justice Reference Service opens the door to the nation's largest criminal justice/crime prevention information repository. Its offerings range from research findings and program evaluations to funding opportunities and specialized collections on current key topics.

National Gang Center (www.ngc.org): The National Gang Center and the National Youth Gang Center have announced their merger effective October 1, 2009. This merger will bring together the two centers, funded by the Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention respectively, to create the single largest concentration of gang prevention and intervention resources in the nation.

National Network of Safe Communities (www.nnscommunities.org): Coordinated by John Jay College of Criminal Justice, this coalition brings together police chiefs, prosecutors, community leaders, service providers, mayors, street workers, scholars and others concerned about the impact of crime and current crime polices on communities.

Prevention Institute (www.preventioninstitute.org): For over a decade, the Prevention Institute has worked to develop systemic, comprehensive strategies to impact community health, including violence prevention. Their



“Preventing Violence Quick Links” site provide useful tools for cities to make the case for violence prevention, develop a comprehensive plan and learn from other communities.

APPENDIX B: BIBLIOGRAPHY



NATIONAL LEAGUE OF CITIES INSTITUTE FOR YOUTH, EDUCATION AND FAMILIES





APPENDIX B: BIBLIOGRAPHY

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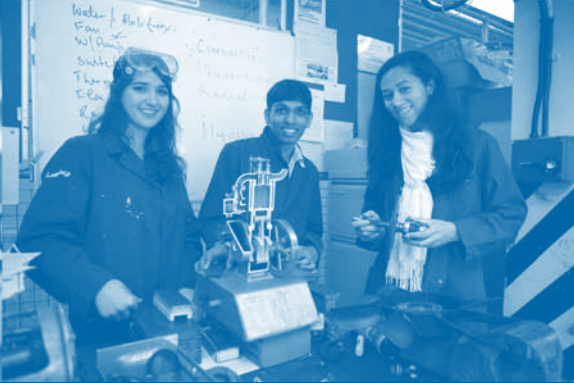
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APPENDIX C: SAMPLE GANG PREVENTION COLLABORATIVES



NATIONAL LEAGUE OF CITIES INSTITUTE FOR YOUTH, EDUCATION AND FAMILIES





APPENDIX C • SAMPLE GANG PREVENTION COLLABORATIVES

The following represent Memoranda of Understanding (MOUs), joint powers agreements, and other documents detailing the composition, responsibilities and key operational relationships of gang prevention collaboratives in Los Angeles, Oakland, San Diego and Stockton.



Commission on Gang Prevention and Intervention

PURPOSE

The Commission will serve as an official advisory body to the Mayor, and City Council on policy issues relating to gang prevention and intervention.

VISION

The Commission's vision is to develop a more strategic, coordinated, and collaborative effort between the City, law enforcement agencies, social service providers, and the general public with the objective of significantly curtailing gang involvement, and its negative impact, in the City of San Diego.

Duties

The Commission shall make recommendations concerning gang prevention, intervention, diversion, and suppression methods; identify local, state, and federal funding sources; and address other gang-related policy matters.

Specific Tasks and Objectives

The Commission shall:

- (a) Meet on a monthly basis and set an attendance policy for Commissioners.
- (b) Make policy recommendations to the Mayor, City Council, and City Manager on issues of gang prevention, intervention, diversion, and suppression methods; identify local, state and federal funding sources; and identify national best practice efforts.
- (c) Form Committees to analyze critical issues of gang involvement.
- (d) Network with other boards, agencies, and community residents on gang related issues.
- (e) Promote a strong sense of community through gang solutions.
- (f) Act as a general information resource on gang issues within the City.
- (g) Advocate, formulate, and recommend for adoption proactive gang policies, ordinances, and guidelines



- (h) Present no less than quarterly reports to the Public Safety and Neighborhood Services Committee of the City Council.**
- (i) Hold a minimum of four meetings per year in various Districts of the City.**
- (j) Provide a written report annually on the status of the Commission and its activities to the Mayor and City Council.**
- (k) Perform such further duties as may hereafter be delegated to the Commission by resolution of the City Council.**



PEACEKEEPER PROGRAM

MISSION:

The Mission of Peacekeepers is to utilize outreach workers and collaborations of government and community based organizations to:

- Reduce gang related violence in Stockton and San Joaquin County
- Reach out to gang related youth ages 13 to 18
- Provide the resources necessary for them to abstain from a gang lifestyle and become productive members of society.

VISION:

The vision is to build mentoring relationships with youth who have the highest risk of gang involvement, particularly serious gun related violence and provide positive alternatives for a healthier non-violent lifestyle.

HISTORY:

The Peacekeeper Gang Outreach Program has a high local profile. It has been in place since 1998 in Stockton and has played a key role in local efforts to reduce gang homicides from a high in 1997 of 22, to 2 in 1998 (**a 91% decrease.**) Each year of 1999-2003 there were five or less each year.

PROGRAM DESCRIPTION:

Peacekeepers are youth outreach workers whom are street-wise young men and women, some of whom have been in gangs themselves. The outreach workers are trained in conflict resolution, mediation, community organizing, mentoring, and case management. They work in neighborhood settings wherever young people at risk of violence are found; including schools, parks, street corners, and apartment complexes.

Peacekeepers build the bridge between the youth, their families with a collaboration of government and community based organizations to accomplish the mission and vision.



Youth Outreach Staff Biographies

Jose Gomez

Jose Gomez migrated to Stockton California from Mexico in 1978 at the age of ten, and at the age of twelve he joined a gang for protection.

During his teen age years he was incarcerated, stabbed near his heart by rival gang members and shot during a drive-by-shooting. With the help of a high school teacher and gang detective Dale Wagner he was able to graduate from Edison high school with honors and served four years in the United States Marines. Jose has an Associate in Arts degree in Sociology from Delta College.

During 1991 to 1998 Jose worked as a Probation Aide in the San Joaquin County Juvenile Probation Gang Unit, Intensive Supervision Unit and Project 654 unit. In April of 1998 he was hired by the City of Stockton Peacekeepers as a Youth Outreach worker in charge of the Latino gangs. Jose is currently the program's coordinator.

In 1994 he was the recipient a \$50,000 fellowship award from the California Wellness Foundation for his efforts to reduce gang violence.

Stanley Thomas

Stanley Thomas was born in Las Vegas NV. He moved to Los Angeles CA in 1979 and became involved with gangs at an early age. He left the gangs to pursue a better life for himself. He later attended San Bernardino Valley College; and Cal State University of Hayward where he pursued a degree in Recreation and played college football.

From 1997-1999 he led the Inner City ministry in Oakland, CA where he counseled at-risk youth. He served as the Vice President for the Palm Villas Home Owners Association representing the community regarding their issues and concerns.

He has been a resident of Stockton, CA for over three years along with his wife and two kids. He and his family have been attending the Bay Area Christian Church for 8 years where he is an active choir member; and a coach/player for the ministries annual basketball league. He is currently employed by the City of Stockton Peacekeepers in charge of the African American gangs.



Matthew Lam

Matthew Lam was born in Austin, Tx. Moved to San Jose Ca, in 1981 to one of the most gang infested neighborhoods. After seeing all his friends getting shot or locked up for life he wanted a better life for his family.

In 1996 Matthew started doing volunteer work in the community and working at group homes. In 1999 he began working for the city of San Jose for the Right Connection; the same program as the Peacekeepers. Matthew was the outreach worker in charge of the Asian gangs.

Matthew moved to Stockton in 2002 and was employed by Delta Health Care. He is currently employed by the City of Stockton Peacekeepers as the Youth Outreach Worker in charge of the Asian gangs.

Jaime Constantino

Jaime moved to Stockton from Texas in 1963 and ran the streets with a local street gang during his teen age years. After dropping out of school in 1979 he attended a program at the University Of The Pacific to get his GED.

From 1980 to 1995 Jaime held various supervisory positions in warehousing. In 1995 he opened his own auto accessories business. In 1999 Jaime attended a Peacekeeper's gang awareness presentation at Franklin high school where he was inspired to make a difference with our gang youth, and since 2001 Jaime has volunteered with the Stockton police Youth Activities as a program coordinator.

At the 2003 Major Podesto's Racial Harmony and Fairness Task force Jaime spearheaded the task to customize a police car into a low rider as a tool to reach out to high-risk youth and help relations between police and our community.

Jaime is currently employed by the City of Stockton Peacekeepers as the Youth Outreach Worker in charge of the Latino gangs.



**MEMORANDUM OF UNDERSTANDING BETWEEN
THE CITY OF LOS ANGELES COMMUNITY DEVELOPMENT DEPARTMENT
AND
THE CITY OF LOS ANGELES MAYOR'S OFFICE OF GANG REDUCTION AND
YOUTH DEVELOPMENT**

This Memorandum of Understanding (MOU) is entered into by and between the City of Los Angeles Community Development Department (CDD) and the City of Los Angeles Mayor's Office of Gang Reduction and Youth Development (GRYD) hereafter referred to as "Parties." The Year 9 WIB Annual Plan (refer to C.F. Number 08-1492 dated June 26, 2008) and Section 14.8 of the Los Angeles Administrative Code authorizes the General Manager of the CDD to prepare and execute MOU. This MOU will be administered by the CDD to ensure compliance with Federal, State, and Local regulations.

RECITAL

The CDD and the Mayor's Office of GRYPD will collaborate to deliver Workforce Investment Act (WIA) services to clients who reside within the GRYPD zones who are gang affiliated, ex gang affiliated, and/or ex-offenders. The collaboration will include the referral of potential clients by GRYPD office gang intervention contractors to local WorkSource and OneSource centers for enrollment in employment related services.

1. PURPOSE

The purpose of this MOU is to clarify the program services to be provided and the manner in which CDD and GRYPD will provide these services, and to facilitate a collaborative relationship between the PARTIES in order to maximize outcomes for clients who are at risk of gang affiliation, gang affiliated, ex-gang affiliated, and/or ex-offenders.

2. MOU

This MOU includes Attachment A, "CITY OF LOS ANGELES STANDARD LANGUAGE FOR WORKFORCE INVESTMENT ACT ONESOURCE CONTRACT" (OneSource Providers) and Attachment B, "WORKFORCE INVESTMENT ACT JOB TRAINING AGREEMENT" (WorkSource Providers), attached and incorporated herein by reference as part of this MOU for the purpose of delineating WIA and City performance and program requirements for expending these funds. In the event of a conflict or discrepancy between the terms of the MOU and Attachment A, or between the terms of the MOU and Attachment B, the terms of the MOU shall govern. This MOU incorporates by



reference WIA and local performance goals contained within Attachments A and B, as well as any additions or modifications to these goals established by State or local directive.

3. GENERAL PROVISIONS

A. TERM OF AGREEMENT

The term of MOU begins October 1, 2008 and ends June 30, 2009. This MOU may be extended or amended at any time upon mutual written consent of the PARTIES.

B. MODIFICATION CLAUSE

This agreement may be amended by mutual written consent of both PARTIES.

C. CDD RESPONSIBILITIES

The CDD will conduct programs in accordance with "Attachment A" and "Attachment B" and service levels prescribed by the State of California Employment Development Department and City directives.

CDD will provide GRYD staff and contractors training regarding WIA program requirements contained in these documents. CDD will provide GRYD contractors a WIA Eligibility Checklist and referral form.

CDD WIA Contractors will be expected to enroll 500 eligible clients referred from the GRYD Program: three hundred into WorkSource (ages 18 and older) and two hundred into OneSource (ages 17 – 21) services. Individual WorkSource (Adult) and OneSource (Youth) enrollment goals will be set by directive and are incorporated herein by reference. The average goal for referrals served will be 18 for each WorkSource Center and 16 for each OneSource Center.

WorkSource Center staff shall provide case management to referred individuals to ensure clients are placed into employment, and WIA and local performance goals are maintained. OneSource Center staff shall provide case management to referred individuals to ensure clients are placed into employment, post-secondary education, or advanced training; and WIA and local performance goals are maintained. Centers will provide employment related services, including basic skills remediation, pre-employment activities, and job search assistance. Centers shall inform GRYD contractors regarding employment related opportunities.



Each WorkSource and OneSource Center shall designate a staff member to act as a "single point of contact" to ensure a seamless transition into WIA funded programs for GRYD referrals. This contact person shall provide the CDD and the GRYD contractor's point of contact for ongoing information on referred client progress.

WorkSource and OneSource contractors shall participate in regularly scheduled case conferencing with GRYD contractors to guarantee that clients receive the supports necessary to move toward self-sufficiency.

D. GRYD RESPONSIBILITIES

The GRYD will provide training to WIA contractors regarding working with the target population, including best practices for integrating clients into the workforce. The GRYD will provide WIA contractors training in methods for the identification of clients who are gang affiliated, ex-gang affiliated, and/or ex-offenders.

GRYD contractors will pre-qualify, utilizing the WIA Eligibility Checklist, and refer WIA eligible clients age 17 or older from the gang reduction zones. As part of the pre-qualifying process for each customer, GRYD contractors shall provide an assessment regarding gang-affiliation, and complete preliminary documentation related to eligibility for WIA services prior to referral. GRYD contractors shall provide information to WIA centers on potential risks of referred participants, including details on court-involvement and probationary status.

GRYD contractors shall connect the client to other community supports necessary for client success such as legal and medical assistance. GRYD contractors will ensure WIA contractors are provided a referral form, and qualifying documentation for each referred client.

GRYD contractors shall participate in regularly scheduled case conferencing with WIA contractors to guarantee that clients receive the supports necessary to move toward self-sufficiency.

4. AUTHORITY

The individuals signing below have the authority to commit the party they represent to the terms of this MOU, and do so commit by signing. This MOU is of no force or effect until signed by representatives of both parties.



MOU CDD & GRYD

-4-

December 4, 2008

5. COMPLETE AGREEMENT

This Memorandum of Understanding is executed in two (2) duplicate originals, each of which is deemed to be an original. This memorandum of Understanding includes Four (4) pages and Two (2) Attachments, which constitute the entire understanding and agreement of the PARTIES.



**JOINT POWERS AGREEMENT
CREATING THE
YOUTH VENTURES JOINT POWERS AUTHORITY**

THIS AGREEMENT is made and entered into as of December 13, 2006, by and between the following parties:

- (a) County of Alameda, a political subdivision of the State of California (“County”);
- (b) City of Oakland, a municipal corporation and charter City, organized and existing under the laws of the State of California;
- (c) Oakland Unified School District, a unified school district, organized and existing under the laws of the State of California.

The Agreement creates a Joint Powers Authority formed as a public entity, separate and apart from the signatories, pursuant to the provisions of California Government Code Section 6500, et seq. and pursuant to any state legislation that shall hereafter be enacted which may facilitate and/or augment the performance of the core functions and responsibilities of the JPA as defined below.

The public entity shall be referred to as the Youth Ventures and shall be synonymous with “Joint Powers Authority” as referred to in Government Code Section 6500.

I. RECITALS

WHEREAS, the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT, are committed to social justice for children, youth and families; and

WHEREAS, promoting the education, health, well-being and economic viability of children, youth and families within the County of Alameda is a top priority of the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT.

WHEREAS, the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT participate in the national Urban Health Initiative, locally implemented through the Safe Passages partnership, which focuses on collaboration and systems changes to improve the health and safety of young children and older youth in urban communities; and

WHEREAS, the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT recognize the need to expand existing efforts County-wide to include all high



need areas of Alameda County, building upon other successful collaborative efforts in Alameda County; and

WHEREAS, the intent of the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT is to initially promote coordination and collaboration among Charter Members in a manner that protects the privacy and confidentiality of those served, and to expand to include other jurisdictions as those jurisdictions choose to become Members.

WHEREAS, the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT are committed to institutionalizing their cross jurisdictional collaboration as embodied by Safe Passages and also by the Alameda County Interagency Children’s Policy Council (ICPC), and

WHEREAS, the County, City of Oakland, are OAKLAND UNIFIED SCHOOL DISTRICT are committed to building upon eleven years of successful public and philanthropic investment to create better outcomes for children, youth and families in Oakland and other high need areas of Alameda County.

WHEREAS, public systems must invest in building research and development capacity to ensure that public dollars are invested in programs and services that are based on proven best practices and produce meaningful outcomes for the children, youth and families served by those services.

WHEREAS, The County, City of Oakland and OAKLAND UNIFIED SCHOOL DISTRICT hereto possess in common the power to study, discuss and enact policies and create and fund strategies to improve the education, health, well-being and economic viability of children, youth and families of direct concern to the performance of their constitutional and statutory functions and to join associations and expend funds for these purposes;

NOW, THEREFORE IN CONSIDERATION, of the mutual terms, covenants and conditions herein agreed, the County, City of Oakland, and OAKLAND UNIFIED SCHOOL DISTRICT mutually agree as follows:

II. DEFINITIONS

For the purpose of Agreement, the following words shall have the following meanings:

- 1. “Agreement” means this Joint Powers Agreement.
- 2. “JPA” means the legal entity formed by this Agreement pursuant to the Joint Exercise of Powers Act, codified at California Government Code Sections 6500 et seq.
- 3. “Act” means the Joint Exercise of Powers Act



4. “Board” or “Board of Trustees” means the governing body of the JPA.
5. “Member” means each of the Members that become a signatory to this agreement, including any public entity executing an addendum of the original agreement hereinafter provided.
6. “Charter Member” means the City of Oakland, Alameda County, and Oakland Unified School District.
7. “Trustee” means any Trustee representing a Member.

III. PARTIES; MEMBERSHIP

- A. The Parties to this Agreement, and the Members of the Joint Powers Authority are:
 1. County of Alameda, a political subdivision of the State of California (“County”);
 2. City of Oakland, a municipal corporation and charter City, organized and existing under the laws of the State of California;
 3. Oakland Unified School District, a unified school district, organized and existing under the laws of the State of California.
- B. The Members of the JPA shall be the Charter Members hereto and such other public entities as may execute this Agreement or any addendum hereto. Membership is open to any city, local education agency or other entity deemed appropriate by the Board that participates in funding the administration of the JPA.
- C. Prospective Members may become signatories to this Agreement by petition to the JPA Board of Trustees. Each Member certifies that it intends to, and does, contract with every Member that is a signatory to this Agreement and, in addition, with such other entities as may later be added as Members pursuant to Section II (B) of this Agreement. Each Member also certifies that the deletion of any member from this Agreement does not void this Agreement nor each remaining Member’s intent to contract with the other remaining Members.
- D. Any Member may withdraw from the JPA at any time upon giving each of the other Members written notice thirty (30) days prior to the withdrawal provided, however, any withdrawing Member shall be obligated for all expenses incurred prior to withdrawal as previously authorized by the Member’s governing agency. Financial contributions shall not be refundable upon withdrawal.



- E. The JPA is a separate legal entity from each of the Members of the JPA.

IV. MISSION; PURPOSE

- A. **Mission.** The Mission of the JPA shall be to advocate for children, youth and families in Alameda County with a special emphasis on vulnerable populations. The JPA shall operate in accordance with core principles intended to support and implement this Mission. These core principles include, but are not limited to, the following:

- Creation and institutionalization of inter-agency and intra-agency support systems and strategies
- Data-driven, collaborative decision-making;
- Protection of individual privacy and confidentiality;
- Resource development, expansion, leveraging and pooling;
- Mutual responsibility for meaningful outcomes;
- Joint credit for success;
- Promotion of best practices.

- B. **Purpose.** The purpose of this Agreement is to jointly exercise the common powers of the Members to implement the following:

1. Develop, advocate and implement effective policy that promotes improvements in the health and well-being of children, youth and families within cities and the county as a whole.
2. Advocate for system change to eliminate bureaucratic barriers to providing services for the children, youth and families who need them.
3. Promote and facilitate the cross-jurisdictional coordination of efforts targeting children, youth and families to reduce duplication of effort.
4. Maximize both new and existing resources dedicated to children, youth and families.
5. Disseminate information regarding policy development, research, best practices, and resource development.
6. Market services to target populations to maximize service utilization.
7. Market strategies to potential funders.
8. Conduct data gathering, integration and analysis to continuously assess the well-being of children, youth and families.



9. Promote and/or provide for the sharing of data among and between Members to assess need and evaluate outcomes, consistent with the requirements of State and Federal law, OUSD district policy, and regulations pertaining to the privacy and confidentiality of student records.
10. Evaluate the effectiveness of new and existing strategies to meet the needs of vulnerable populations.
11. Identify and analyze best practices.
12. Use data and best practices to guide the development of innovative cross-agency approaches to better meet the needs of children, youth, and families.
13. Design funding/leveraging plans to support implementation of innovative cross-agency approaches.
14. Incubate and implement strategies as needed to demonstrate viability and evaluate effectiveness.
15. Build capacity within public systems and partner agencies to implement innovative strategies.
16. Institutionalize effective strategies within public systems and partner agencies for long term implementation.
17. Administer and coordinate resource development strategies to secure new resources and recommendations for the redirection of existing resources to perform the functions of the JPA and support long term implementation of innovative service delivery systems for children, youth and families.
18. Establish effective systems to actively engage in authentic collaboration and communication with member parties and community members, This shall include establishing mechanisms and structures to solicit and incorporate ongoing community feedback and input into proposed policy and programmatic initiatives.
19. Any other function necessary to implement the mission of the JPA.
20. The focus of the work of Youth Ventures is inter-agency collaboration. Youth Ventures will not make policy decisions or program designs that contravene those of a member.
21. Notwithstanding the above, Members reserve the right to decline to implement Youth Ventures' recommended practices and policies at Member schools and/or sites. To the extent such recommended practices and policies are implemented at Member schools or sites, the implementation will follow all Member grant office protocols and procedures, including provisions for payment to Members of Administrative fees.



22. All contact between Youth Ventures and Members shall be through Members' designated contact with Youth Ventures. Direct contact between Youth Ventures and non-designated contacts of Members is prohibited. All processes and protocols of Members will be observed by Youth Ventures.

V. POWERS

- A. **General Powers.** The JPA shall exercise, in the manner herein provided, the powers which are common to each of the Members, or as otherwise permitted under the Act, and necessary to the accomplishment of the purpose of this Agreement, as provided in Section IV. The powers of this JPA shall in no way diminish or infringe upon the authority or jurisdictions of the member organizations and their existing governing bodies.
- B. **Specific Powers.** The JPA is hereby authorized, in its own name, to do all acts necessary for the exercise of the foregoing general powers, including, but not limited to, any or all of the following :
1. Make and enter into contracts;
 2. Incur debts, liabilities and obligations; provided that no debt, liability or obligation of the JPA shall constitute a debt, liability or obligation of any Member except as separately agreed to by such Member that agreed to accept said debt, liability or obligation;
 3. Prepare and support legislation that may be necessary to carry out this Agreement.
 4. Acquire, hold, construct, manage, maintain, sell or otherwise dispose of real and personal property by appropriate means;
 5. Receive contributions and donations of property, funds, services and other forms of assistance from any source;
 6. Apply for, accept, receive and disburse grants, loans and other aids from any agency of the United States of America or the State of California, provided, however, that each Member reserves first right of refusal over Youth Ventures to apply as the Local Educational Agency to access funding for services. Members will reserve the right to receive indirect administrative fees on any and all funding to provide services;
 7. Invest any money in the treasury pursuant to the Act which is not required for the immediate necessities of the JPA, as the JPA determines is advisable, in the same manner and upon the same conditions as local agencies, pursuant to Section 53601 of the California Government Code;



8. Receive, collect, and disburse moneys;
9. Sue and be sued in its own name;
10. Employ agents, contractors, or employees;
11. Lease real or personal property as lessee and as lessor;
12. Sharing data among and between Members to assess need and evaluate outcomes consistent with applicable State and Federal law governing the confidentiality of individually identifiable information;
13. Exercise any and all other powers and authorities incidental to and/or necessary for the accomplishment of powers and duties of the JPA, including all of those powers referenced in Government Code Section 6508;
14. Exercise any and all other powers granted by any Special Legislation of the State Legislation enacted after the formation of the JPA.
15. Youth Ventures will set annual performance goals, objectives, and anticipated outcomes, and make quarterly and annual reports on performance available to the public.
16. Youth Ventures will not infringe upon the authority of its members to enter into or remain in contractual relationships with State and Federal Governments and non-profit agencies.

- C. **Restrictions on Powers.** Pursuant to Section 6509 of the Act, the aforementioned powers shall be subject to the restrictions upon the manner of exercising the power of the City/County. The function of the JPA board is limited to creating policy recommendations for approval by the governing boards of the membership organizations, not to establish or enact policy separately or in lieu of the existing governmental bodies. Any modification of the JPA board's limitations is subject to the approval of all Members herein.

VI. ORGANIZATIONAL STRUCTURE; OPERATIONS

A. **Board of Trustees.**

1. The JPA shall be governed by a Board of Trustees which shall exercise all powers and authorities on behalf of the JPA.
2. Each Charter Member shall appoint up to five trustees. The number of Trustees shall not exceed sixteen unless the Board adjusts the number of



Trustees by a 2/3 majority vote. Trustees are appointed by the governing bodies of the Members.

3. The Trustees shall serve at the pleasure of the appointing body of the Member.
4. Subject to the right of the appointing Member to replace a Trustee at any time, the term of office of a Trustee shall be four years. Initial appointments shall be staggered at the discretion of the appointing body. The number of terms that may be served by a Trustee is to be determined by the appointing body of the Member. Proxy votes can be assigned in accordance with the Bylaws.
5. Trustees are not entitled to compensation. The Board may authorize reimbursement of expenses incurred by Trustees or alternative Trustees. Only disinterested Trustees may vote on such authorizations.

B. **Board of Trustees Voting Structure.** The voting structure of the JPA shall be a weighted voting structure. The initial voting structure of the JPA shall be as follows:

1. Five votes for the County of Alameda provided the minimum County contribution as set by the Board is made to the JPA.
2. Five votes for the City of Oakland provided the minimum city contribution as set by the Board is made to the JPA.
3. Five votes for the OAKLAND UNIFIED SCHOOL DISTRICT provided the minimum Local Education Agency contribution as set by the Board is made to the JPA.
4. Voting rights will be assigned to new Members according to a formula based on both population and financial contribution as set by the Board. The Board reserves the right to adjust the entire voting and financial contribution structure as necessary to incorporate new Members and/or address demographic shifts within Alameda County.

C. **General Powers of the Board of Trustees.** In accordance with applicable law, the Board powers include:

1. Selection and evaluation of a Chief Executive Officer responsible for daily operations.
2. Annual approval of the budget of the JPA.
3. Approval of necessary administrative policies and procedures.
4. Establishment and oversight of policies, priorities, goals, objectives evaluations and plans necessary to implement this Agreement.



5. Contract for all or parts of the administration of the JPA.
6. Youth Ventures will establish Committees and Sub-committees, as appropriate, in its discretion. Members reserve the right to chair and staff those committees which primarily pertain to that Member's functions and/or for which that Member has demonstrated leadership. All Committees will include at least one member staff person with content knowledge of that Committee or Sub-committee's area of responsibility.

D. Meetings of the Board of Trustees.

1. The Board shall hold regular meetings as determined in the JPA bylaws.
2. All meetings of the Board shall be in compliance with the provisions of the Ralph M. Brown Act.

E. Officers.

1. Chief Executive Officer. The Board of Trustees shall designate a Chief Executive Officer as set forth in the bylaws of the JPA. The Chief Executive Officer shall serve at the pleasure of the Board. The performance of the Chief Executive Officer shall be evaluated annually by the Board.
2. Treasurer. The Board of Trustees shall designate a treasurer consistent with Sections 6505.5 and 6505.6 of the Act. The designation may be made by way of resolution. The powers and duties and manner of designation shall be set forth in the bylaws of the JPA.
3. Other Officers. The Board of Trustees may determine other officers of the JPA and establish the powers and duties of each position in its bylaws.

F. Committees. The Board may create committees to facilitate review and analyses of Board issues. Committees shall be subject to the Ralph M. Brown Act such that if they are formed in a manner that constitutes them as a "legislative body" as defined in the Brown Act then they shall comply with all applicable requirements of that open meeting law.

G. Bylaws. The Trustees shall adopt Bylaws for the operation of the JPA. These Bylaws shall be subject to amendment as provided for in the Bylaws. Bylaws must be consistent with requirements, mandates and exceptions delineated by this agreement and the Act.

VII. BUDGET; FINANCE; CONTRIBUTIONS

A. Budget. The Board shall adopt, at its sole discretion, an annual or multi-year budget before the beginning of a fiscal year.



- B. **Fiscal Year.** The first fiscal year of the JPA is the period from the date of this Agreement through June 30, 2007. Each subsequent fiscal year of the JPA begins on July 1 and ends on June 30.
- C. **Contributions and Payments.** The initial financial contribution from each member shall be \$150,000 per year in cash. Yearly financial contributions shall be made at the beginning of each fiscal year by the parties to this Agreement from the treasuries or other available public funds of the Members for the purpose of defraying the costs of providing the annual benefits accruing directly to the constituents of each Member from this Agreement. All such payments of public funds shall be paid to and expended by the JPA, which shall be strictly accountable for all funds. Financial contribution amounts shall be established by the Board and related to representation and the size of the jurisdiction. The Board may modify the financial contributions amounts as deemed necessary by the Board, subject to the approval of all Members. All financial contributions shall be made in cash contributions unless otherwise authorized by the Board.
- D. **Annual Audits and Audit Reports.** The Chief Executive Officer will cause an annual audit to be made by an independent certified public accountant with respect to all JPA receipts, disbursements, other transactions and financial records. By unanimous vote of the Board, the Chief Executive Officer may cause a biannual financial audit. A report of the financial audit will be filed as a public record with each Member. The audit will be filed no later than required by State law. The JPA will pay the cost of the financial audit as part of its administrative budget.
- E. **Establishment and Administration of Funds.** The JPA is responsible for the strict accountability of all funds and reports of all receipts and disbursements. It will comply with every provision of law related to the establishment and administration of funds, particularly Section 6505 of the Act.
- F. **Limitation on Liability of Members for Debts and Obligations of the JPA.** Pursuant to Section 6508.1 of the Act, the debts, liabilities, and obligations of the JPA do not constitute the debts, liabilities, or obligations of any party to this Agreement. A Member may separately contract for or assume responsibility for specific debts, liabilities, or obligations of the JPA. Notwithstanding any other provision of this Agreement, no fee or charge may be levied against a current Member without express consent of the Member.
- G. **Disposition of Property.** Upon termination of this Agreement, any property acquired by the JPA under this Agreement shall be distributed among the parties hereto in accordance with the respective contributions of each of the parties to the cost of the property or as otherwise legally allowable under IRS regulations.
- H. **Distribution of Funds Upon Termination.** Upon termination of this Agreement, any money in possession of the JPA after the payment of all costs, expenses and charges validly incurred under this Agreement shall be returned to the parties in



proportion to this contribution determined as of the time of termination or as otherwise legally allowable under IRS regulations.

VIII. ADDITIONAL PROVISIONS

- A. **Term.** The JPA shall continue until this Agreement is terminated as herein provided. This JPA Agreement shall continue in full force and effect subject to the right of the parties to terminate it as set forth herein.
- B. **Termination.** This Agreement shall be terminated after written notice thereof has been given to all other members by a majority of the Members hereto; provided, however, there are no outstanding bonds or other debts or lease obligations necessitating the continuation of the JPA as an operating entity. Upon termination, the coalition of Members shall continue to exist for the purpose of disposing of all liabilities, the distribution of assets and all other functions necessary to wind up its affairs. Member withdrawal from the JPA shall be as set forth in Section III.D. of this Agreement.

In the event the Board determines to transfer all or part of the coalition's assets and liabilities to a successor JPA or other legal entity, no disposition of net assets shall be made to any Member. Notwithstanding the vote of the Members, the JPA Board shall remain in existence and continue to exercise authority during the transfer and/or assignment until provisions for the assignment and transfer of all assets, liabilities and functions of the coalition to a successor joint powers authority or other legal entity have been completed, but no Member contributions shall be required of any Member during this period.

- C. **Notice to Secretary of State.** The JPA shall cause a notice of this Agreement, and any subsequent amendment thereto, to be filed with the Secretary of State within thirty days of the effective date of this Agreement or subsequent amendment, as required by Section 6503.5 of the Act.
- D. **Amendments.** This Agreement may be amended only by agreement signed by all of the Members and as approved by resolution adopted by the governing body of each Member.
- E. **Attorney's Fees.** In the event an action is commenced by any party to this Agreement to enforce or construe its rights or obligations arising from this Agreement, the prevailing party in such action, in addition to any other relief and recovery awarded by the Court, shall be entitled to recover all statutory costs plus a reasonable amount for attorneys' and consultants' fees in regard thereto.
- F. **Severability.** If any portion, term, condition or provision of this Agreement is determined by a court of competent jurisdiction to be illegal or in conflict with a law of the State of California, or is otherwise rendered unenforceable or ineffectual, the validity of the remaining portions, terms, conditions and provisions shall not be affected thereby. Each of the Members hereby declares



that it would have entered into this Agreement and each section, subsection, sentence, clause, or phrase thereof, irrespective of the fact that one or more sections, subsections, sentences, clauses, or phrases, or the application thereof, to any Member or any other person or circumstance be held invalid.

G. **Indemnification.** Except as otherwise provided by law, the JPA shall protect, hold harmless, and indemnify each of the Members and their respective governing board members, directors, officers, employees, and volunteers from any and all claims, demands, actions, causes of action, judgments, losses and/or expenses including costs and attorneys fees, due to or arising from services performed by them pursuant to the provisions of this Agreement or at the direction of the Board. The JPA waives all claims and recourse against each Member and their respective governing board members, directors, officers and employees, including the right to contribution for loss or damage to persons or property arising from, growing out of or in any way connected with or incident to this Agreement or participation in the JPA. Pursuant to the provisions of California Government Code Section 895, et seq., and except as provided above, each Member agrees to the extent permitted by law to defend, indemnify, and hold harmless each other Member from any liability, claim, or judgment for injury or damages caused by any negligent or wrongful act or omission of any agent, contractor, volunteer, officer and/or employee of the indemnifying Member which occurs or arises out of the performance of this Agreement.

H. **Insurance.**

1. **Public Liability Insurance.** The JPA will obtain and maintain in the name of the JPA and JPA Members at all times during the life of the agreement and at a level of coverage approved unanimously by the Members. Such Public Liability Insurance shall protect the JPA, its Member entities, its respective officials, officers, Trustees, employees, agents and contractors or anyone directly or indirectly employed by either of them. The JPA will obtain and maintain at all times appropriate property insurance as needed and approved unanimously by the Members. The JPA will provide each Member with certificates of insurance evidencing levels of coverage.

2. **Workers Compensation and Employer's Liability Insurance.** The JPA will obtain and maintain at all times appropriate workers' compensation and employer's liability coverage in an amount not less than the amount sufficient to satisfy the requirements of the Labor Code of the State of California.

3. **Annual Review.** All insurance limits and coverage shall be reviewed annually by the Members.

I. **Dispute Resolution.** The Members agree to meet and confer in good faith to resolve any disputes that arise. If resolution fails, the parties agree to submit the matter to outside arbitration under the rules of the American Arbitration Association.



J. **Choice of Law.** The laws of the State of California shall govern the validity, enforceability or interpretation of the Agreement. Alameda County shall be the venue for any action or proceeding, in law or in equity.

K. **Entire Agreement.** This Agreement, including any exhibits referenced, constitutes the entire agreement between the parties.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the day year written below.

County of Alameda County

Oakland Unified School District

**City of Oakland
A Municipal Corporation**





ACKNOWLEDGEMENTS

The 13 sites of the California Cities Gang Prevention Network – pioneers in implementing balanced and comprehensive approaches to reducing gang violence – provided the examples, guidance, context, and updates that principally inform this toolkit, often on a quick turnaround. Indeed, key contacts and numerous others in the 13 cities showed unflagging support and responsiveness for the toolkit project. The sites include Fresno, Los Angeles, Oakland, Oxnard, Richmond, Sacramento, Salinas, San Francisco, San José, Santa Rosa, and Stockton. Two network cities, San Bernardino and San Diego, hosted in-depth research visits.

Jean O’Neil of Aries Consulting and Andrew Moore, NLC senior fellow, each served as principal researchers and writers for multiple sections of the toolkit. Jack Calhoun, NLC senior consultant and director of the network, provided valuable overall framing for many sections and identified numerous illustrative examples. Julie Bosland and Michael Karpman brought the toolkit into its final form through skillful editing. Clifford M. Johnson provided overall editorial guidance, and Alexander Clarke was responsible for design and layout. The National League of Cities’ partners at the National Council on Crime and Delinquency – Angela Wolf, Fabiana Silva, Barry Krisberg, and Vanessa Hisert – also helped identify, frame, and recount examples throughout this toolkit.

From its inception, in order to convene cities to share promising practices and to formulate joint recommendations for improvements in gang reduction policy, the network has depended on generous financial support from a range of philanthropic institutions, including the East Bay Community Foundation, the Richmond Children’s Fund, and The Evelyn and Walter Haas, Jr. Fund. Ray Colmenar and Julio Marcial, on behalf of The California Endowment and The California Wellness Foundation, respectively, provided NLC and NCCD the lion’s share of support and went well beyond the norm to become true partners in the endeavor of launching, developing, and sustaining a high-impact network.







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