

# Salinas, California

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## **Salinas Comprehensive Strategy for Community-wide Violence Reduction 2010-2012**



Photo courtesy of Scott MacDonald, The Salinas Californian

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## Contents

EXECUTIVE SUMMARY .....	4
I. INTRODUCTION .....	5
II BACKGROUND .....	6
A. Single Operational Structure .....	6
B. Data-Driven Action .....	8
C. Youth at the Center .....	10
D. Deep and Meaningful Community Engagement .....	11
III. PROBLEM STATEMENT.....	12
A. Social and Economic Conditions .....	13
B. Engaging and Supervising Youth .....	14
C. Environmental Design & Urban Planning .....	15
D. Law Enforcement .....	15
E. Education and Schools.....	15
F. Impact of Drugs and Alcohol .....	16
IV. COURSE OF ACTION TOWARDS SUCCESS.....	16
A. Vision .....	16
B. Mission .....	16
C. Goals and Objectives.....	16
D. Social Factors .....	26
V. IMPLEMENTATION OF ACTION PLAN .....	28
VI. INPUTS/ EVALUATION PROCESS .....	29
A.Evaluation Tools .....	29
B.The Evaluation Plan .....	29
VII. CONCLUSION .....	31
ADDENDUM I – Additional Objectives and Strategies Under Consideration for the Long Term.....	33
ADDENDUM II – CASP Steering Committee.....	34
ADDENDUM III – Community-based organizations in CASP collaborative.....	43

## EXECUTIVE SUMMARY

The City of Salinas has experienced extraordinary levels of youth violence over the last few years. Core stakeholders have been working for the last 18 months through the Community Alliance for Safety and Peace (CASP) to assemble in a collaborative those who are able and willing to address this community-wide issue and to develop a comprehensive strategy for a community-wide reduction in violence.

Current research, supported by the experience of communities that have successfully reduced violence, shows that a violence reduction program must simultaneously bring together efforts in Prevention, Intervention, Enforcement and Re-Entry. The key to making those efforts effective is the strategy that coordinates them.

This document presents the details of our strategy, which is based on four key principles:

1. A single operational structure that manages action and progress.
2. Action is research and data-driven.
3. The youth are at the center.
4. There is deep and meaningful engagement with the community.

**1. Single operational structure.** There are several organizations addressing violence in the City of Salinas and Monterey County from various directions, including law enforcement, education, job training, family counseling, substance abuse treatment, recreational activities, mentoring and more. However, there is no one single entity that is responsible for or fully equipped for coordinating those efforts and whose central mission is to mobilize a multidisciplinary leadership team to assess, plan, and implement effective strategies, and share resources to build, support and sustain a peaceful community. To reach this new level of coordination, a governance study group is exploring governance and management models that will address this issue. The goal of this study group is to create and implement an operational structure at both the technical and policy levels, that tracks plan progress and that serves as the integrator of the work in a coordinated fashion.

**2. Data-driven action.** There are not sufficient resources to deliver services in equal measure to all people who might benefit from them. But, by using data to target the resources we do have, we can allocate them in a manner that will produce the greatest benefit. The success of Operation Ceasefire is in part a testimony to the power of using data this way. Currently, the CASP member organizations maintain largely independent data systems. We can merge and share access to the relevant data (while preserving privacy and security) and use it to prioritize and tailor our actions. The Operation Ceasefire strategy is also an example of the success of using evidence-based programs, tailored for the specific needs of Salinas.

**3. Youth at the center.** The core client in addressing youth violence is the youth or young adult who is at risk of being a perpetrator or a victim of violence. The focus would also have to necessarily include services and resources for his/her family. In Salinas, this target population is relatively small, numbering in the low thousands. With modern data tools it is possible to build a profile of each client,

prioritize based on risk, and configure wraparound, comprehensive services to match that youth's needs rather than trying to draw clients in to receive their particular subset of services. For example, one youth may need family counseling and mentoring, while another needs substance abuse treatment. Data makes it possible to configure services appropriately, increasing the likelihood of success while also reducing overlap, waste or missed opportunities.

**4. Deep and meaningful community engagement.** Research and our own local experience show that solutions imposed from outside a community have little chance of lasting success. Community members must feel they own the solution and play an active role in it, or else temporary successes, such as have been experienced in the past, are likely to fade as soon as an extraordinary level of outside intervention is relaxed. We are designing this strategy, and will act on it, with community members as partners, not as passive recipients of services.

This measurable and achievable Comprehensive Plan for 2010-2012 represents the synthesis of data, community input, and the concerns of committed stakeholders. The document outlines both short and long-term goals, with timelines, and commitments from key persons and agencies at the community, city and county levels. It seeks to reflect the issues that have been identified by a broad cross-section of Salinas, delineates the elements of a strategic approach, and outlines the next steps necessary to move forward.

## I. INTRODUCTION

The City of Salinas has been dealing with increasing gang violence for over 50 years. It has reached a critical level and impacts 100% of the Salinas community, be it by living near or with gang members or as businesses that are forced to deal with negative perceptions associated with the city. Further, violence is a public health issue that not only affects the individual, but the community as a whole. Violence is a major contributor to the deterioration of families and communities, and what is sometimes ignored is that it contributes to increases in health care costs, decreases in academic achievement, and inhibits economic development in stressed communities.

The Community Alliance for Safety and Peace (CASP) is a group of Salinas and County government, education and non-profit leaders who have teamed up to reduce gang violence and improve safety. CASP represents the merger of two like-minded organizations: the City of Salinas' Community Safety Alliance and the Violence Prevention Subcommittee of the Monterey County Children's Council. In January 2009, a multidisciplinary team of leaders from 30 organizations formed what is now the CASP Steering Committee. The Steering Committee meets twice monthly to assess, plan, and implement effective strategies and share resources to build, support and sustain a peaceful community. CASP has become an effective resource for focusing youth violence prevention and intervention efforts that brings together elected officials, service organizations, workforce investment programs, housing officials, County health and human services officials, criminal justice and law enforcement officials, education leaders, business leaders, representatives of the faith community, as well as private funding organizations. The commitment and participation of CASP has been the leading factor in keeping Salinas focused on the priority of developing a strategic work plan aimed at reducing gang and youth violence and building a "City of Peace."

It is well understood that reducing gang violence is not a problem that can be resolved by stand-alone traditional law enforcement methods. The most proven and result-based gang reduction strategies have always included the entire Continuum of Safety: Prevention, Intervention, Suppression and Re-Entry. The City of Salinas, in partnership with CASP and the community-at-large have embarked on the process of developing the Salinas Comprehensive Strategy for Community-wide Violence Reduction (“Comprehensive Plan”) for the period of 2010 – 2012.

The primary focus of the new Comprehensive Plan is to craft a bold vision supported by ambitious goals that positively impact not only community violence, but also improve overall quality of life as best identified by the impacted community. It is the City and CASP’s intent to create a shift in the community’s thinking and to show that there are viable alternatives to living in neighborhoods where gang violence is the norm. It incorporates stakeholder input to ensure that limited resources are effectively being deployed in the areas identified by the community as most necessary. The Comprehensive Plan incorporates smart strategies that interrupt acute violence, but at the same time addresses the factors that can lead to violence and that may prevent violence before it starts.

The development of this Comprehensive Plan has supported the solidification of working relationships among the public and private entities that are committed to the principles of CASP, which includes the following: Salinas Mayor and City Council, Salinas City Parks and Community Services Department, Salinas Police Department, Salinas City Code Enforcement Department, Monterey County Department of Social and Employment Services (including Workforce Programs and Child Welfare), Monterey County Health Department (including Behavioral Health and Public Health), Monterey County Probation Department, Monterey County Office of Education, Salinas Union High School District, as well as representatives from community based organizations (CBO) and faith based organizations (FBO), representatives from the City Attorney’s Office, and the Judiciary, and from the Monterey County Board of Supervisors.

The process undertaken to create this Comprehensive Plan has captured the voice of the larger community, those who are directly or indirectly receiving the services of CASP agencies. The development of this Plan will continue to engage the feedback from the community, their perceptions, and fears and ideas for solutions, while building on expertise of our service providers and utilizing evidence-based model practices to meet the needs as identified by the community. It is understood that this must be a living, breathing document which must be flexible enough to change as the trends, patterns and identified issues change with time; continued meaningful community engagement is the only way to be successful in this endeavor. The Comprehensive Plan process of evaluating community feedback supported a greater understanding that a business as usual approach will not allow us to solve our problems.

## II. BACKGROUND

### A. Single Operational Structure

Although the majority of work done by CASP is “Salinas-centric,” many CASP partners represent jurisdictions other than the City of Salinas and have applied the collaborative principles of CASP



towards violence prevention and intervention throughout Monterey County. As the County seat and the largest city in Monterey County (approximately 36% of the population reside in the city), Salinas is in a unique position to serve as the epicenter for positive transformation as it relates to youth and gang prevention and reduction in the County. Coordination of limited resources from all CASP partners are being strategically invested in the Salinas community with the intents to both serve as a template for other communities within the County, and that its positive ripple effect is felt beyond the city's geographical boundaries. CASP understands that Monterey County is a diverse and complex region with unique communities within whose main focus areas or priorities may not be the same as those in the City of Salinas and as such, each community should prepare its own residents empowerment by developing their particular community priorities. An important example of collaboration beyond city boundaries is CASP's close relationship with the "4 Cities for Peace" collaborative that represents the four major cities in South Monterey County: Gonzales, Soledad, Greenfield and King City. Representatives from South County attend CASP meetings in Salinas and work closely with representatives from various entities, including but not limited to, Probation, City of Salinas, Alternative Education (MCOE), Rancho Cielo, 2nd Chance Family & Youth Services (Salinas), Behavioral Health, and Sun Street Centers.

Given the overlapping jurisdictions and the multiple agencies that have a stake and the ability to offer resources and expertise to address gang violence and its underlying causes, a clear organizational and governance structure is crucial to maximize our chances at success. In discussions with Congressman Sam Farr, it has become evident that a more structured governance approach is critical as we move forward with the implementation of both long and short term goals and strategies.

In April 2010, the Salinas City Council and Monterey County Board of Supervisors took action to form the Interagency Joint Governance Review committee (Interagency committee). The group consists of two Council members (including the Mayor), two Supervisors (including the Board Chair), the Superintendent of Schools, the District Attorney, two non-profit representatives, and a Juvenile court judge (ret.) who co-chairs CASP. A representative of Congressman Farr's office is also invited to participate. Various organizational and governance structures have been reviewed by the committee and a recommendation for preferred options have been presented to the requisite agencies for formal approval and action. Upon review of different options, the Interagency Committee has chosen to adopt a governance structure similar to the of the City of San Jose's Mayor Gang Prevention Task Force, which is divided into two distinct teams: the Policy team and the Technical team. Process of development and subsequent implementation of the structure is on-going.

The Interagency committee has been guided by the following operational principles and core functions:

*Operational Principles* - Commitment to improving the well-being of children, youth and families; collaboration; shared decision-making; shared resources; shared responsibility for meaningful

outcomes; data-driven decision-making; use of best practices; accountability and sustainability; appropriate representation from county-wide agencies; involvement of non-profit and community based organizations; and, cross agency strategies.

*Core Functions* - Policy development; implementation and advocacy; coordination; meaningful communication; research and analysis; design and incubation of innovative service delivery systems; resource development; and, funding.

## B. Data-Driven Action

### Data Review used to inform Comprehensive Plan – Local

Review of existing research and data about the community needs, best practices and evidence-based programs have assisted the City as it develops a Comprehensive Plan. The following sources were utilized to define the problem and relevant solutions in the development of this plan<sup>1</sup>:

- Community Listening Sessions: Twenty- three sessions with Salinas residents, during April and May 2010 (see description above).
- Visual Logic Models that map root causes and possible solutions were brainstormed by the Strategic Work Plan sub-committee for each critical point as identified by the community.
- The Monterey County’s Comprehensive Violence Prevention, Intervention, Suppression and Re-Entry Framework (2009) that stressed the importance of multi-faceted strategies similar to OJJDP’s Comprehensive Gang Model that includes community mobilization, opportunities provisions, social intervention, suppression, and organizational change and development.
- “Understanding Environmental Factors that Affect Violence in Salinas, California” an unpublished thesis, created by professors and students from the Naval Postgraduate School (NPS) located in Monterey, California. This study points to key factors to reduce violence in Salinas that must be addressed for a higher probability of success. According to the NPS study, the five issues that will have the greatest impact on violence reduction are the following:
  - o Reduction of the unemployment rate
  - o The number of vacant housing units
  - o The high school dropout rate
  - o Increase the high school graduation rate
  - o Increase average daily attendance in schools

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<sup>1</sup> Other reports and plans studied and reviewed include the following: Youth in Focus – 2009 OET Youth Employment Research; Salinas Valley Economic Development Strategic Plan of 2009; Fresh opportunities in the new economy (2009) Rocky Mountain Institute report; Partners for Peace Framework for Violence Prevention – 2001; and, Violent Injury Prevention Partnership plan (1994).



- The Building Healthy Communities (BHC) initiative, which is being funded by the California Endowment, has engaged significant community input and participation into prioritizing the needs of residents of East Salinas. This dynamic collaboration with the residents of the affected area identified 10 priority areas of their community, which included as top issues, community safety and reducing violence. Data from this community process has been used as a basis for this comprehensive plan and it is expected that future collaboration and coordination with BHC will allow the mutual purpose of reducing violence and sustaining peace in Salinas.

### **Data Review used to inform Comprehensive Plan – Best Practices**

Other organizations, entities and cities have had, and continue to have similar issues of youth and gang violence in their communities and have drafted processes and plans to address this problem. Those plans have demonstrated to be successful and sustainable, as such, the SWP sub-committee studied and incorporated key components of the following documents: the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Continuum of Safety, which advocates for the necessity of Prevention, Intervention, Suppression and Re-Entry strategies; and the “Mayor’s Gang Prevention Task Force Strategic Work Plan: 2008-2011” used in the City of San Jose, California.

Furthermore, the SWP sub-committee reviewed existing gang and violence prevention models that currently are being used in our local area, those include the following: Monterey County Joint Gang Task Force; Monterey County Probation Silver Star Program; 2nd Chance Family & Youth Services; as well as suppression models such as Operation Ceasefire and Operation Knockout.

### **Ongoing use of Data in Implementation**

Data must be used in new ways to most effectively leverage limited resources. As a result, in collaboration with CASP partners, the City of Salinas is leading an assessment of emerging data sharing technologies and business intelligence models that are relevant to youth violence prevention and intervention. To illustrate the importance of data and data sharing, consider the following: individual agencies use data to identify which youth and families to focus on for service delivery; students with low test scores receive extra instruction; patients with diabetes are eligible for chronic disease programs; and, law enforcement targets certain groups of offenders for programs like Operation Ceasefire. Coordinating these types of efforts is essential to ensure that those who can most benefit from services receive those services. This requires the sharing of data between all entities involved. Additionally, the data collected and reviewed with the residents of the community is crucial for any comprehensive plan to be successful. The voice and action of the community are vital and must be leveraged and used to ensure sustainability.

### **Qualities of the Comprehensive Plan**

It became apparent during the SWP sub-committee meetings that the final Comprehensive Plan, as is true of successful models that were examined, will need to be:

*Transparent* – The Plan must include measures of transparency and openness to the community, as

true partners, about the progress of the planning process.

*Flexible and Scalable* – The Plan must be designed so that it can respond to the changing dynamics of the gang activity, and the changing resources that are available to us. The plan must be designed in such a way that it can grow to support emerging needs, and used by neighboring jurisdictions throughout the County.

*Coordinated* – The Plan will utilize resources from a number of different agencies including the City, the County, the School System, CBOs and FBOs. The delivery of these resources must be coordinated so as to best meet the needs of the individual receiving services, as well as to ensure best use of limited resources.

*Data Driven* – The Plan will use data to most effectively leverage limited resources, and to best identify which kids and families to focus services on. Data will help redirect law enforcement's attention during times and in areas where problems are likely to occur. Data will also enhance coordinated efforts between agencies and will be conducive to achieving desired outcomes.

*Realistic yet Visionary* - The Plan must recognize the realities and challenges facing our community (underlying causes of gang violence, limited resources, etc) yet envision and build towards a future of a peaceful community.

*Evidence-Based* - The Plan, while incorporating the feedback of the community, must be founded on proven, evidence-based models for addressing violence, especially gang-related violence. (e.g. Juvenile Justice Crime Prevention Act (JJCPA), the city of San Jose Mayor's Gang Prevention Task Force, and UNITY Prevention)

*Systemic* - The Plan must focus on how to more effectively utilize the resources that we have and that we may expect to have in the future. We must consider how to invest additional resources in ways that build our capacity, infrastructure, and collaborative efforts.

## C. Youth at the Center

Youth are at the heart of gang and youth violence as both perpetrators and victims. A recent study concluded that Monterey County ranked number one for youth homicide victimization in California and that its young people suffer nearly three times the overall state rate for the same age range.<sup>2</sup> This is especially alarming given that youth ages 19 and under, make up 35 percent (approximately 50,000) of the City of Salinas' population. The average age for joining a gang is 12 to 14 years old;<sup>3</sup> and with Salinas' deeply entrenched gang structure that age may be even younger. The median age of homicide victims in 2009 was 20 years old. The median age for 2010 is trending even younger with the shooting death of a 14 and 15 year-old, and the unintended 6 year old victim earlier in the year. The death of a teen is a great loss indeed, but an even greater loss when viewed in terms of years of life lost and the

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<sup>2</sup> California Department of Justice Supplementary Homicide Report (SHR) released by Violence Policy Center. "Lost Youth: A County-by-County Analysis of 2009 California Homicide Victims Ages 10 to 24," unpublished.

<sup>3</sup> Wyrick, Phelan. *Gang Prevention: How to Make the "Front End" of Your Anti-Gang Effort Work*. United States Attorney's Bulletin, May 2006, Vol. 54, No. 3, pp.52-60.

loss of future productivity. Youth engaging in gang violence start early on a path that leads to incarceration and for many, a life in and out of prison, which not only diminishes their future contributions, but incurs significant costs to society.

However, services directed solely at youth would not solve the problem of gang violence. To understand and address gang violence, youth must be seen in the center of a series of socio-ecological influences, expanding from their family, out to schools and to the larger community. Strategies must address youth and the larger influences surrounding the individual choices they make. The overarching strategies of Prevention, Intervention, Suppression, and Re-entry must be employed from the perspective of their influence on youth, even as they expand to the people and systems that surround youth. With youth at the center, this plan recognizes the importance of preventing gang violence, as much preferred to the costly challenges that intervention and rehabilitation present.

A number of youth-led movements have begun to surface in the last year and these individuals and groups need to be encouraged. From high school football team peace marches to students who stand on the corner with signs asking people to “honk for peace,” it’s these young leaders who can most affect change in their peers. Our youth are our future; their voice is powerful and their input and support of the Comprehensive Plan is critical to its success.

#### D. Deep and Meaningful Community Engagement

Community and key stakeholder involvement/input is essential to the accomplishment of this Comprehensive Plan. Without the participation, engagement, and buy-in from the community, the City and its CASP partners understand the creation of a Comprehensive Plan would be unsuccessful. Community involvement is critical throughout all stages of the Comprehensive Plan, from the initial building of the foundation, to providing input into the final draft. To that end, the CASP sub-committee embarked upon an extensive community outreach process, dubbed “listening sessions,” to capture the rich, diverse segments of our community. During the Community Involvement Process, CASP and key partners with strong roots and credibility in different neighborhoods facilitated discussions that answered six uniform, purposely open-ended questions:

1. What is happening and what are you seeing in your community?
2. What are some ideas, recommendations and possible solutions for our neighborhoods?
3. What new services do you need?
4. What positive things do you see in your community?
5. Who do you think are the leaders in your community?
6. What can you do to help prevent gang violence?

These same questions were asked throughout the City to groups ranging from middle and high school students to parent groups, senior citizens and neighborhood associations. The purpose of asking such open-ended questions was to encourage honest dialogue and have people share their thoughts without feeling there was a “right answer” that was required from them. Twenty-three “listening

sessions” took place in April and May 2010 throughout the City in which more than 200 individuals participated.

The sub-committee also took into account the various other surveys and community meetings that were previously conducted by the City and its local partners in the last couple of years. These survey results serve as a basis for which to proceed strategically in terms of what areas in the City need to be engaged for the first time as opposed to other areas where successful engagement and information has been attained. Information attained by these surveys capture the voices of teachers (middle and high school); students (middle school, high school, junior college and alternative education); as well as unique young women’s perspective – just to name a few.

### III. PROBLEM STATEMENT

According to local law enforcement, Monterey County has the estimated 5,000 certified and affiliated gang members, with approximately 3,000 of these living in the City of Salinas. There are approximately 71 gangs countywide, with 16 youth gangs and 2 prison gangs in Salinas. Monterey County has two California State Prisons, the Salinas Valley State Prison and the Correctional Training Facility. Both are approximately 30 miles south of Salinas, which contributes to local gang problems.

Gang associates and family members often to move to cities like Salinas to be close to incarcerated gang members. This has led to multigenerational and intergenerational sibling gang members in communities such as East Salinas. It should be further noted that gang recruitment begins with elementary school children. Gangs in Salinas align and indentify with either “Norteño” (Northerners, who identify with the color red) or “Sureño” (Southerners, who identify with the color blue), both of which are predominantly Hispanic gangs. Norteños and Sureños are rival gangs. The Nuestra Familia (NF), a notorious prison gang formed in the Correctional Training Facility in Monterey County in the mid-60’s, controls Norteño gang activity. For many years, Salinas has been headquarters to the NF, which still has a strong influence on the criminal activities committed by gang members in the community. La Eme, or the Mexican Mafia, is the Southern prison gang and, similarly to the NF, dictates and directs the activity or Sureño street gang activity. Recent intelligence reports indicate an increase in Sureño gang members coming to Salinas from Southern California.

In 2006 through 2009, the number of gang-related murders increased from 4 to 29 in Salinas. A homicide is classified as gang-related based on investigators’ assessments that the suspect or victim were gang members, or that the nature of the crime is unique to and typical of gang activity. For the past 3 years, 91% of homicides in Salinas were gang-related.<sup>4</sup>

At a 2007 community forum in East Salinas, community members spoke about negative impact of gangs on their community. Many spoke of random acts of violence instilling a sense of fear in residents, who are reluctant to cooperate with police for fear of retaliation from gang members. Youth spoke of knowing at least 1 gang member in growing up in an area lacking in after-school activities. All agreed that there are not enough intervention services to contact youth and redirect them into

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<sup>4</sup> City of Salinas Police Department. 2009 Special Crime Report.

positive alternatives to gangs (which indicates lack of important community protection factors: available recreation activities, opportunities for community participation, presence of caring, supportive adults in community). Youth mentioned being afraid to wear red or blue for fear of being mistaken for a gang member. In East Salinas alone, 68% of suspects of violent crime were 24 years and younger, 92% of the suspects were Hispanic, 66% of victims of male, 92% of victims were Hispanic, whereas 17.9% of victims were younger than 18 years of age—an incidence of about 4 per 1000 population under 18 years of age and 45% were 24 years of age and younger. This data points to the high risk of youth adults in victimization as well as close correlation with demographics of crime suspects.<sup>5</sup>

The six most significant problem areas contributing to gang violence in Salinas were identified in the community listening sessions, drawn from the California Endowment’s “Building Healthy Communities” Initiative process, from research, and through the Strategic Work Plan sub-committee’s development of logic models. The community’s observations and the logic models are remarkably consistent with the research on gang activity, especially as aggregated by the OJJDP and by the NPS thesis study cited above.<sup>6</sup> The major goals were formulated to address the six critical problems, or “focus points,” as identified by the community. Those six critical focus points are: 1) social and economic conditions; 2) engaging and supervising youth; 3) environmental design and urban planning; 4) law enforcement; 5) education and schools; and, 6) the impact of drugs and alcohol.

#### A. Social and Economic Conditions

The community described a number of socio-economic factors that they believed are related to gang violence: Poverty, racism, homelessness, a bad economy, lack of funds for education, prostitution (including children), poor schools and teenage pregnancy. A review of the research done in this field supports the community’s recognition of these socio-economic factors. The OJJDP cites the prevalence of “economic deprivation” in a community as a risk factor for problem behavior and joining a gang. Poverty and higher unemployment are measurable indicators of poor economic conditions.<sup>7</sup> The Census Bureau’s American Community Survey estimated the child poverty rate for Monterey County to be 26.5% in 2009—this compares to a statewide rate of 19.9% and a national rate of 20%. Monterey County’s unemployment rate also exceeds national and state averages—the unemployment rate for Monterey County was 11.9% in 2009, compared to a statewide rate of 11.3% and a national rate of 9.3%.

Malec (2006) recognizes the effect of cultural discrimination on Latino adolescents who “find themselves in a position of sociocultural disconnection, stranded between the traditional Latino culture and the dominant mainstream culture.”<sup>8</sup> According to the 2010 Census, the Monterey County population is 55.4% Latino. The population of youth under 18 years of age in Monterey County who are Latino is 72.6%. In terms of housing, Clark and Onufer (2009) found that the number of vacant

<sup>5</sup> Salinas Police Department Calendar Year 2008 Report Records on incidents involving personal crimes—felonies—in 93905.

<sup>6</sup> Office of Juvenile Justice and Delinquency Prevention, Model Programs Guide. [http://www.ojjdp.ncjrs.gov/mpg/mpg\\_prevention\\_risk\\_factors.aspx](http://www.ojjdp.ncjrs.gov/mpg/mpg_prevention_risk_factors.aspx) Accessed August 24, 2010.

<sup>7</sup> Id.

<sup>8</sup> Malec D. Transforming Latino Gang Violence in the United States. *Peace Review*, Volume 18, Issue 1 January 2006, pages 81 – 89.



housing units and housing units per capita were significantly correlated with increases in gang violence.<sup>9</sup> Problems in neighborhood schools, such as low achievement and inadequate school climate also increase the risk of gang involvement. California Department of Education data on school achievement from 2008-2009 reflects the challenges for school achievement experienced in Salinas—the table below includes the percent of students in the Salinas Union High School District who scoring at proficient or advanced levels on California Standards Test. It should be noted that many of these challenges are the direct result of the broader social and economic context experienced by youth in the community.

CST-Percent of Students Scoring at Proficient or Advanced Salinas Union High School District, 2008-09		
Subject	District	State
English-Language Arts	33%	50%
Mathematics	19%	46%
Science	45%	50%
History – SocialScience	28%	41%
Source: California Department of Education: Evaluation, Research, and Analysis Office (2008-09 SARC Research Files)		

Teen parenthood and sexual activity at the individual level are both risk factors associated with gang affiliation. In 2009, close to 12% of all births in Monterey County were of mothers ages 14-19 years old.<sup>10</sup> Further, according to the California Department of Public Health Monterey County’s 2007-2009 three year average teen birth rate was 54.8 per 1000 females, compared to a statewide rate of 32.1 per 1,000 females.

## B. Engaging and Supervising Youth

Unsupervised and disengaged youth contributes to gang violence in a number of ways. Both the community residents and the research recognize that a lack of out-of-school activities and family problems result in more unsupervised and disengaged youth. Research suggests that high school students who spend more unstructured time, hanging out with peers, and frequently in the absence of parental or adult supervision, are more likely to engage in criminal behavior.<sup>11</sup> Use of a logic model identified a number of family problems that contributed to gang involvement in Salinas: parents not at home to supervise their children, a lack of parenting skills, violence in the home, generational gang involvement, parents’ alcohol and drug use and limited access to services as a result of being undocumented. These family risk factors are broadly recognized by OJJDP in their Model Programs Guide.<sup>6</sup>

9 Clarke JA and Onufer TL. “Understanding Environmental Factors That Affect Violence In Salinas, California.” (unpublished thesis) Naval Postgraduate School Monterey CA.

10 “2009 Monterey County Birth Outcomes” Report, Monterey County Health Department Public Health Bureau, Epidemiology and Evaluation Unit, June 2010, page 3.

11 Newman, SA, Fox, JA, Flynn, EA, Christeson, W, *America’s After-School Choice: The Prime Time for Juvenile Crime or Youth Enrichment and Achievement*, Washington DC 2000.



### C. Environmental Design & Urban Planning

Environmental design and urban planning influence gang violence. Community participants referred to blighted conditions including unsafe buildings, empty lots and abandoned homes. The lack of street lighting has been cited by residents in several surveys, most notably one administered by Neighbors United, a grass-root organization, at neighborhood block parties. East Salinas is an area of very high density, with little green space, which may also increase rates of violence. The logic model developed by the Strategic Work Plan sub-committee noted that retail access to guns, alcohol and gang paraphernalia contributed to a more violent community. OJJDP recognizes a number of similar community risk factors, including availability of alcohol, drugs, firearms; and physical conditions such as poor external appearance of housing, code violations, blight, vandalism and graffiti.

### D. Law Enforcement

The community expressed a need for more peace officers, along with improvements in the quality of policing. Comments regarding the quality of policing identified a perceived need for more ethical, trustworthy and respectful officers. Community policing was also cited as a strategy effective in gang violence prevention. The logic model process highlighted a lack of positive community relationships with law enforcement. Distrustful relationships result in an unwillingness to provide information necessary to solve crimes. The SWP sub-committee discussed issues with police response, linking it to out-of-date technology, understaffing and deployment strategies that are not data-driven. The online City-data.com lists Salinas as having 1.23 full-time police officer per 1000 residents in 2008, compared to a California average of 2.56 officers per 1000.<sup>12</sup> The local newspaper, *The Salinas Californian*, reported that Salinas' officer-to-resident ratio remains the second lowest in the county of Monterey.<sup>13</sup> Trust and partnership between law enforcement and the community is critical to reach the vision of a City at Peace, given the history of and present state of the gang and youth violence problem in Salinas.

### E. Education and Schools

Participants in community listening sessions frequently mentioned the need to improve education and schools. Comments included the need for more schools, including college preparatory programs and adult schools. The community also stressed the need for safer schools, more school resource officers and more campus probation staff. However, one of the most frequently mentioned topics was the need for parental education; parents wonder what is expected of them in the educational process and wanted more information for topics such as their child's education rights, explanation of various State-mandated testing requirements and clarification of graduation requirements. They also expressed their interest to increase their involvement in this process. They stressed the need for schools to be used as "community hubs/centers" utilizing the facilities for community-organized events. A popular idea presented is to offer activities and services at school facilities outside of normal operating hours. Another factor that needs to be addressed is the environment of the schooling itself,

<sup>12</sup> Crime in Salinas, California (CA): Murders, Rapes, Robberies, Assaults, Burglaries, Thefts, Auto thefts, Arson, Law Enforcement Employees, Police officers. <http://www.city-data.com/crime/crime-Salinas-California.html#ixzz0xl7ILRM6> <http://www.city-data.com/crime/crime-Salinas-California.html>, accessed August 26, 2010.

<sup>13</sup> Solana, Kimber. Salinas Police Department to be reviewed by state commission. *The Californian*, August 17, 2010.

and emphasizing the importance of training and resources that schools and teachers need to ensure a safer and more productive learning environment.

Using a logic model process, these identified shortfalls were linked to a lack of funding, truancy, poor student achievement, high drop-out rates, poor learning environments and dysfunctional leadership. The OJJDP again supports the community's observations, by identifying a category of risk and protective factors related to the school. The individual factors cited in the Model Program Guide are related to school attendance, performance and attachment.

## F. Impact of Drugs and Alcohol

Substance abuse and youth access to alcohol and drugs were repeatedly mentioned during the community listening sessions and meetings. Substance abuse was linked to increased crime, diminished inhibitions, and a form of self-medication for mental illness. Gangs rely on revenue from drug sales and are willing to fulfill the demand for illegal drugs. Violence often erupts when "taxes" are not paid to gang leaders for the sale of drugs in a certain neighborhood. In an area of high unemployment and underemployment, the sale of drugs offers a lucrative alternative. The community's observations, as well as those of the SWP sub-committee are strongly supported by the OJJDP. Their literature cites the availability of alcohol and drugs as indicated by neighborhood alcohol sales, trends in exposure to drug use and perceived availability of drugs in a given neighborhood. The numbers of adult drug and alcohol-related arrests, including traffic fatalities serve as indicators of a community at risk of higher juvenile gang membership.<sup>14</sup>

## IV. COURSE OF ACTION TOWARDS SUCCESS

### A. Vision

**"A Peaceful Community"**

### B. Mission

**Reduce gang and youth violence by addressing the underlying causes.**

### C. Goals and Objectives

In response to the community's identification of the six critical focus points as discussed above, the SWP sub-committee developed visual logic models, and reviewed existing data, research and models that assist in mapping root causes and possible solutions for each of the critical points. To this end, for purposes of implementation of strategies and as illustrated in the logic models below, the SWP sub-committee grouped and prioritized the six critical focus points.

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<sup>14</sup> Office of Juvenile Justice and Delinquency Prevention, Model Programs Guide. [http://www.ojjdp.ncjrs.gov/mpg/mpg\\_prevention\\_risk\\_factors.aspx](http://www.ojjdp.ncjrs.gov/mpg/mpg_prevention_risk_factors.aspx) Accessed August 24, 2010.

**Critical Focus Point 1:** Social and Economic Conditions

**Potential Partners:** City of Salinas, Community Alliance for Safety and Peace (CASP), Monterey County Office of Employment Training & Workforce Investment Board; Agricultural and Land Based Training Association; El Pajaro Development Corporation; Marina Technology Cluster; Salinas Adult School; Center for Employment Training; Hartnell Community College; Monterey County Office of Education, United Way Monterey County, Salinas Valley Chamber of Commerce, Salinas United Business Association (SUBA), Old Town Salinas Association (OSA), California State University Monterey Bay (CSUMB).

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired Result	How & when measured
<p><b>Goal:</b> All residents have access to living wage employment and the necessary social and work support systems in order to provide for their families</p> <p><b>Capacity:</b> 500 Participants</p>					
<p><b>Objective:</b> Increase percentage of families able to provide children with basic needs such as housing, food and clothing.</p>					
<p><b>Strategies:</b></p>					
<p>1. Develop self-employment programs for new and emerging small businesses and working with small business development centers and business start-up/incubator programs.</p>	Prevention	<p>Initiation of tasks (2011)</p>	<p>Task completion, program is developed and data structure established (2011-2012)</p>	<p>Programs launched</p> <p>Data structure established and used effectively</p>	<p><b>Measuring Instrument:</b> Committee progress report on program access, program participant success and referral statistics.</p>
<p>2. Develop a CASP work committee to enhance employment, job training and job placement, mentorship and apprenticeship and re-entry programs between schools and local business. Using students to support dwindling work force in exchange for job skills and resume building.</p>	Prevention	<p>20% participants satisfied with referral/access to workforce</p>	<p>40% participants satisfied with referral/access to workforce</p>	<p>Committee is established and student referral/ involvement processes are in place</p>	<p><b>Measuring Instrument:</b> Aggregate referral data, pre and post referral progress report</p>

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired Result	How & when measured
3. Establish a data structure to connect youth with employment and volunteer opportunities with the business community to promote employment creation.	Prevention Intervention Re-entry			80% participants satisfied with referral/access to workforce	<b>When Measured:</b> Quarterly
<b>Objective:</b> Increase educational level and offerings to both adults and youth.					
<b>Strategies:</b>  Enhance opportunities for Operation Ceasefire participants and expand Ceasefire strategy overall.  Expand collaborations between education (adult school and higher education) to provide enhanced alternative programs for higher risk teens.	Intervention Suppression Intervention	Review & assessment of Operation Ceasefire activities, services and collaborative partners.  (2011)	Task activities for program enhancement launched.	Operation Ceasefire activities and services have been enhanced and increased access to serve more high risk teens and young adults.	<b>Measuring Instrument:</b>  Pre and post assessments to evaluate participant satisfaction and success.  <b>When Measured:</b> Quarterly

## Critical Focus Point 2: Engaging and Supervising Youth

**Potential Partners:** Monterey County Health Department (Behavioral Health Bureau), Silver Star Resource Center, Salinas Public Libraries, Salinas Parks and Community Services Department, Boys & Girls Club, Salinas school districts, Promotoras de Salud Program, Parent Project, Cara y Corazon El Joven Noble y Xinatli, Salinas Adult School, Alisal Family Resource Center and community-based organizations.

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<b>Goal:</b> All families have access to opportunities for meaningful engagement that promote positive youth development.					
<b>Capacity:</b> 1000 Participants					
<b>Objective:</b> Increase percentage of children and youth engaged in positive activities.					



## Critical Focus Point 3: Environmental Design and Urban Planning

**Potential Partners:** Salinas City Code Enforcement, Salinas City Planning Department, Neighborhood Watch groups, Neighborhood Associations, faith-based community and community-based organizations.

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<p><b>Goal:</b> Residents live in communities where land use, transportation and environmental design support peaceful community life and positive community engagement.</p> <p><b>Capacity:</b> 200 Participants</p>					
<p><b>Objective:</b> Decrease instances of vandalism and blight.</p>					
<p><b>Strategies:</b></p>					
1. Develop Strong Neighborhood Program/ Redevelopment that includes neighborhood clean-up, reporting broken or inoperable lights and block parties.	Prevention	Initiation of tasks (2011)	Task completion, program is developed. (2011-2012)	Programs launched	<b>Measuring Instrument:</b> Program participant success and referral statistics.
2. Develop programs, such as “Adopt a Park,” to engage neighborhood and community groups to initiate outreach and build city network and networking opportunities while assessing available community resources.	Prevention	20% resident participants satisfied with neighborhood based programs	40% resident participants satisfied with neighborhood based programs	80% resident participants satisfied with neighborhood based programs	<b>Measuring Instrument:</b> Aggregate data, pre and post program participant progress report
3. Enhance graffiti abatement program for juvenile offenders.	Intervention				<b>When Measured:</b> Quarterly
4. Increase capacity of Salinas City Code Enforcement.	Prevention & Intervention				
<p><b>Objective:</b> Increase per capita area of open and maintained green spaces by implementing policies and urban planning practices that have a positive effect on the safety of neighborhoods.</p>					



Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<p><b>Strategies:</b></p> <p>1. Develop community partnerships to seek funding to establish low-cost DVR based video surveillance/recording to target “Hot Spots” where home/business owner supplies power and location to city maintained recorders.</p> <p>2. Build community advocacy for maintaining and increasing green space.</p>	Prevention, Intervention, Suppression	Tasks initiated. (2011)	Task activities completed. (2011-2012)	<p>Surveillance systems installed and monitored.</p> <p>Urban planning policies and practices are improved and green space increased and maintained.</p>	<p><b>Measuring Instrument:</b> Pre and post crime rates evaluated, business owner and resident satisfaction survey data.</p> <p><b>When Measured:</b> Quarterly</p>

## Critical Focus Point 4: Law Enforcement

**Potential Partners:** Salinas Police Department, Monterey County Sheriff’s Office, California Highway Patrol, Monterey County Probation Department, Naval Postgraduate School

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<b>Goal:</b> Law enforcement and community partner to create safe neighborhoods.					
<b>Capacity:</b> 100 Participants					
<b>Objective:</b> Increase percentage of positive interactions, perceptions and experiences involving law enforcement.					
<b>Strategies:</b>					
1. Increase opportunities for police officers to engage residents in non-enforcement venues such as youth-athletic events, faith-based facilities and schools.	Prevention	Tasks initiated (2011)	Task completion, program is developed. (2011-2012)	Officers engage residents	<b>Measuring Instrument:</b> Resident perception survey data.
2. Develop law enforcement training for community engagement including cultural sensitivity, customer service and service provision agency cross-training	Prevention	78 law enforcement officers and staff are trained	78 law enforcement officers and staff are trained	100% law enforcement officers and staff apply training and improve community engagement practices	<b>Measuring Instrument:</b> Community satisfaction survey data.
3. Develop a community academy, which includes role reversal for officers and community members to experience walking in each other's shoes	Prevention	<b>Tasks initiated</b> (2011)	Task completion, community academy is launched	Resident participants provide positive feedback upon completing Community Academy	<b>Measuring Instrument:</b> Pre and post program participant progress report  <b>When Measured:</b> Quarterly

**Critical Focus Point 5: Education and Schools**

**Potential Partners:** Rancho Cielo Youth Campus, Monterey County Probation Department’s Silver Star Resource Center and Monterey County Office of Alternative Education (MCOE), Salinas Police Department, Monterey County District Attorney’s Office and the school districts.

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<p><b>Goal:</b> All youth engage in schools that provide a safe environment, have positive family involvement and strong collaborations with support agencies.</p>					
<p><b>Capacity:</b> 300 Participants</p>					
<p><b>Objective:</b> Decrease drop-out rates, increase daily attendance and graduation rates.</p>					
<p><b>Strategies:</b></p>					
<p>1. Develop a Family Start and Family Resource Center at every school site.</p>	<p>Prevention</p>	<p><b>Tasks initiated</b> (2011)</p>	<p>Task completion, program is developed. (2011-2012)</p>	<p>Officers engage residents</p>	<p><b>Measuring Instrument:</b> Family Resource Center established at every school</p>
<p>2. Explore and enhance alternatives to out-of-school suspensions and programs that require students of independent study programs to remain in class/study hall for duration of school hours. Suspended/ Expelled students not to be allowed to just stay away from school but are required to attend some sort of program/class during normal school hours.</p>	<p>Intervention</p>	<p>540 students are diverted into alternative education programs</p>	<p>580 students are diverted into alternative education programs</p>	<p>80% students graduate from high school</p>	<p><b>Measuring Instrument:</b> Graduation rates, drop-out rates and daily attendance reports</p>
<p>3. Develop a partnership to enhance Truancy and Burglary Program.</p>	<p>Intervention &amp; Suppression</p>	<p><b>Tasks initiated</b> (2011)</p>	<p>Task completion, community academy is launched</p>	<p>More youth successfully complete program.</p>	<p><b>Measuring Instrument:</b> Pre and post program participant progress report</p> <p><b>When Measured:</b> Quarterly</p>



**Critical Focus Point 6:** Impact of Drugs and Alcohol

**Potential Partners:** City of Salinas, Monterey County, Sun Street Centers, Sunrise House, Community Human Services (DAISY), Interim (Dual-Diagnosis Program), Monterey County Health Department Behavioral Health Bureau, Monterey County Health Department Public Health Bureau, Day Treatment program, Salinas Chamber of Commerce, Salinas United Business Association (SUBA) and Old Town Salinas Association (OSA).

Goal, Strategies, & Activities	Method	Baseline data (2009-2010)	Year 1 Results (2011-2012)	Desired result	How & when measured
<b>Goal:</b> Create an environment that reduces the supply and demand of drugs and alcohol.					
<b>Capacity:</b> 150 Participants					
<b>Objective:</b> Decrease alcohol use and abuse among youth and families.					
<b>Strategies:</b>					
1. Increase capacity of service providers of drug and alcohol programs to enhance and expand services to reach more people, and improve cultural relevance of use primary, secondary and tertiary prevention programs.	Prevention & Intervention	Tasks initiated (2011)	Task completion, program is developed. (2011-2012)	Officers engage residents	<b>Measuring Instrument:</b> Program access data reports
2. Develop a partnership between businesses and parents to prevent youth access to drugs and alcohol.	Prevention	40% students have access to drugs and alcohol	30% students have access to drugs and alcohol	Partnerships developed and student access to drugs and alcohol are reduced by 20%	<b>Measuring Instrument:</b> CHKS survey data
3. Establish a collaboration to reduce presence of alcohol and drug-related advertising and merchandise in community.	Prevention	<b>Tasks initiated</b> (2011)	Task completion, collaboration established. (2011)	Measuring Instrument: Alcohol and drug-related advertising and merchandise visibility assessments	<b>Measuring Instrument:</b> Alcohol and drug-related advertising and merchandise visibility assessments <b>When Measured:</b> Quarterly

## D. Social Factors

As we move forward to design a Comprehensive Plan that will systematically tackle the problem of gang violence we need to methodically consider the social constructs that require change. For example, a successful model of wraparound services has been seen in a number of settings.

It is apparent that a different approach is necessary when reaching communities that are at greater risk for violence impacting their lives, such as a holistic approach using a design model that addresses the unique needs of the individual, the family and the community as a whole.

### **The Individual Youth**

We need to keep the individual youth at the center of any development and implementation of a plan and ask what the needs and strengths of this youth are; therefore, the following are recommended:<sup>15</sup>

- Integrate innovative child development into current services.
- Give attention to and provide meaningful supervision in activities such as recreation, sports, music, art, and dance.
- Create opportunities in jobs, internships, education/training, positive role models and mentors.
- Address factors of emotional intelligence, such as self-esteem, recognizing strengths, conflict resolution, and articulating needs.

### **The Family**

As discussed above, although the youth is at the center, it is necessary to address the underlying causes and factors that contribute to the risk of youth being engaged in gang and youth violence, as such the following strategies for families are recommended:

- Provide classes/workshops to assist with parenting skills, including awareness in addiction, emotional intelligence, domestic violence, and employability.
- Reduce recidivism in adults and help break generational cycle of gangs.<sup>16</sup>

### **The Community**

Recommended strategies for use in the community as a whole include the following:

- Engender community residents' ownership of neighborhoods and encourage/facilitate activities such as neighborhood clean-ups, "adopt a light post," holding property owners of vacant lots more responsible for maintenance of property.
- Build trust and mutual respect among community residents, public services (e.g. police), agencies and community based organizations.

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<sup>15</sup> Please note further collaboration with residents is critical and will continue. All strategies discussed in this document are preliminary and are subject to change as the community and research deems appropriate and are dependent on grant/funds availability.

<sup>16</sup> In California, a paroled prisoner has 68% recidivism rate in his/her lifetime (p. 50 NPS study).



- Identify and build upon the significant role of faith leaders in community life.
- Increase employment opportunities in the region e.g. by implementing business incentives, tax credits and strengthening the Salinas Valley Enterprise Zone.

#### The City and CASP Partners

- Entrust a centralized place for coordinating Comprehensive Plan related efforts, such as sharing of data, fundraising efforts, collaboration, and shared resources.
- Integrate information from the spectrum of social services about each individual, so highest risk can be identified and appropriately helped with a customized curriculum. This information should be accessible in a timely and effective manner.
- Build in greater collaboration between agencies, to reduce inefficiencies, increase impact, and create a true collaboration including resource sharing (not competition for scarce resources and accolades).
- Shared data between agencies, to the extent possible, regarding crime statistics, crime reporting, prosecution, social services, education and health.
- Apply sophisticated, effective law enforcement techniques for prevention/suppression.
- Encourage innovative business cultures.
- Restrictions in zoning to reduce liquor outlets in identified high-crime areas.
- Promote appropriate urban development practices to reduce vacant housing and “dark neighborhoods.”
- Promote meaningful prosecutions of offenders.

It is clear that the Salinas community needs a systemic, sustainable strategy to address the issue of youth gang violence and crime. While more funds are always desirable, they do not guarantee the kind of change the City needs. Budgets are slashed everywhere, locally and nationally, in the private and public sectors. Moreover, Salinas saw that even when funding was available – the \$8 million infusion to social and human service initiatives in the early 2000’s – a reduction in violence only lasted as long as the money did.<sup>17</sup>

Therefore, we need to invest our existing funds strategically which means implementing innovative technologies/techniques that are already proven to work in other places; building collaboration and resource sharing into our public/social service network; and go for sustainable, compounding effects (which might mean long-term solutions over quick hits) of giving a child the nurturance and opportunities they need to make healthy and positive choices in life.

The challenges facing the community have persisted over time. A different approach to doing business is required for any meaningful, sustained effort to maintain peace in our City. The Comprehensive Plan needs to support a paradigm shift in the way that we, as a community, think about and respond to our work.

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<sup>17</sup> See NPS study, p. 11.

## Continue Capacity Building within the CASP network

The Comprehensive Plan should address ongoing community capacity building. CASP members had the opportunity to attend the Dialogue for Peaceful Change retreat which proved to be a transformational training for the 20 community leaders who participated. Exploring a common language to talk about conflict and peace allowed ongoing discussions to take place with a shared contextual understanding. Team and trust building opportunities revealed that stronger inter-agency relationships were necessary to build stronger collaborations. The training also revealed the need for additional communications skills training at all levels of organizational leadership.

## V. IMPLEMENTATION OF ACTION PLAN

Successful implementation of the Comprehensive Plan will require the support of elected policy making bodies at all levels of government. Beyond commitments to the principles articulated by CASP, elected boards will need to prioritize necessary resources, and in some cases promote other policy that supports a peaceful community.

The Naval Postgraduate School (NPS) has partnered with the City and CASP to ensure prioritization of resources as well as accountability and implementation of committed resources. Located only 30 minutes west of Salinas in Monterey, California NPS has been graciously assisting the City of Salinas on a pro-bono basis by applying Counterinsurgency Campaign Development techniques to Salinas' gang violence problem. NPS faculty, staff and graduate students have worked closely with Salinas Police personnel to develop a Course of Action (COA) compatible with the resources available to the City and which is intended to result in the shared vision for the end-state: a City at Peace.

NPS is assisting by developing the SWP's Action Plan. The Action Plan is developed by obtaining commitments of resources from executive level personnel from each partner agency and identifying roles, responsibilities and responsible persons for each agency relative to the strategies set forth in the SWP. The Action Plan seeks to identify each strategy's Actions (resources and activities committed by agencies), Reactions (of both the particular neighborhood as well as impacted gang members and other stakeholders), and Counteractions (actions agencies will take to minimize or enhance Reactions). General lines of operations take into account strategies of Prevention, Intervention, Suppression, and Prosecution as well as considering the impact on economic growth and need to elevate the level of trust between the community, law enforcement and local government.

The anticipated completion date for the Action Plan is early May 2011. The Action Plan will be implemented first in the Hebbrown Heights neighborhood of Salinas (see photo). This area was selected for a variety of reasons. It is disproportionately



high in various categories of crime, is home to at least two active and opposing gangs, contains a mix of single family, apartment and commercial/retail buildings and contains two parks and one community center, which offer neighbors and service providers options for meeting places. In short, Hebbbron Heights is a neighborhood in great need but with great resources with which to work.

The length of time the implementation teams will spend in Hebbbron Heights is impossible to estimate based on the number of variables at work; however, the overall goal of the implementation teams is to assist the residents in bringing peace and order to their neighborhoods and leaving them with the tools to sustain peace and order after the implementation teams move on.

## **VI. INPUTS/EVALUATION PROCESS**

### **A. Evaluation Tools**

Evaluation tools will be developed to accurately measure the impact of prevention, intervention and suppression programs that are sustained or newly implemented as a result of the Comprehensive Plan. Formal statistical analysis will be conducted to assess the impact of Prevention, Intervention, Suppression and Re-entry programs. General community survey data will be periodically captured with a significant and large enough sample size to be statistically viable for scientific analysis. All information compiled will safeguard the anonymity of participants.

Statistical data bases which will be used to evaluate progress of the Comprehensive Plan strategies are:

- California Healthy Kids Survey (CHKS)
- Criminal Justice Statistics

The goals and objectives included in the Comprehensive Plan are both measureable and feasible. Given current funding and resources the implementation of the Comprehensive Plan may face considerable challenges. With sustainable funding development implementation of the plan will certainly produce both short and long term impact that will effectively reduce gang violence and significantly improve the quality of life for the Salinas community.

### **B. The Evaluation Plan**

In 2006 the National Council on Crime and Delinquency (NCCD) in partnership with the National League of Cities launched the California Cities Gang Prevention Network (CCGPN). The Network is a consortium which was initiated in 2006 and is comprised of 13 cities, including the City of Salinas. Since 2006, NCCD has been working closely with the City of Salinas to support the development and implementation of a comprehensive violence prevention plan emphasizing and interweaving prevention, intervention, enforcement as well as the community's "moral voice." As Salinas moves from the development stage to the implementation stage, to make the most of their investment in this process, it is an opportune time to begin a simultaneous evaluation of the implementation of their comprehensive plan and the plan's impact on violence prevention.

The City of Salinas will continue to work with NCCD to establish plans for evaluating their comprehensive violence prevention efforts. In planning the evaluation, NCCD will use the principles of participatory research and community psychology. Particularly in complex, comprehensive prevention, intervention, and enforcement efforts, it is essential that the evaluators, community, and key stakeholders are a team working together to understand the problem and examine potential solutions. To be worthwhile, in addition to assessing the impact of the efforts the evaluation should provide information that will help improve the strategies and provoke action to better serve the at-risk youth and the City of Salinas.

NCCD will work closely with the City of Salinas, CASP, community leaders, and additional stakeholders to understand the objectives and goals of the comprehensive plan and to identify the expected short- and long-term outcomes of implementation. Careful identification, collection, and analysis of short-term outcomes will be used to assess how well the plan was implemented and provide on-going feedback to the City and CASP as their work continues. Short-term outcome variables may include the development of new relationships between organizations across the city, changes to city agency policies and practices, and the numbers of youth receiving prevention services, participating in school programming, receiving outreach services, and participating in the City's Operation Ceasefire strategy. Intermediate and long-term outcomes allow conclusions to be drawn about the ultimate success of comprehensive efforts. Intermediate and long-term outcome variables may include youth homicide incidents, calls for service for shots fired, shootings, truancy, high school graduation rates, development of new programs and funding sources, park usage, and perceptions of community safety. To inform the identification of outcome variables available for study, NCCD will also assess the data collection capacity of key agencies and service providers and, when necessary, provide technical assistance to bolster data collection capacity.

Based on the established study variables, NCCD will generate an evaluation plan using multiple methodologies to best assess the results of the comprehensive efforts. It is likely that both quantitative and qualitative data will be collected for the evaluation. Again, representatives of the City and appropriate stakeholders will be key collaborators in the development of the study design. This will assure the plan has buy-in, is practical and not overly burdensome to city workers, and meets expectations in terms of research questions asked and answered.

The Principal Investigator on this project will be Dr. Angela Wolf, Senior Researcher, whose areas of expertise include strategic planning and community mobilization strategies to address community issues of violence; interventions for delinquent youth and abused children; and social change and justice system reform for female offenders. Dr. Wolf holds a Masters and a Doctoral degree in Ecological/Community Psychology from Michigan State University and received her Bachelor's degree from the Texas A&M University. She is NCCD's Project Director for the California Cities Gang Prevention Network. In addition, Dr. Wolf wrote the Street Outreach Project report, a research project focusing on a gang intervention strategy using street outreach workers. She provided technical assistance to the City of Richmond, California on comprehensive planning. Previous projects include serving as the Principal Investigator for the OJJDP-funded National Evaluation of Parents Anonymous®, the only federally-funded child abuse prevention program in the United States. Other evaluation projects include the National Evaluation of the National Resource Center for Children of

Incarcerated Parents, the National Evaluation of Community Assessment Centers, and the Hawaii Youth Recidivism Study. Dr. Wolf will provide direction for the evaluation and work with collaborators to ensure that the evaluation is providing the information critical to addressing the violence in Salinas.

Assisting Dr. Wolf will be Jessica Rios, Senior Research Associate, who has excellent skills in data collection and analysis, interviewing, documentation of project processes, and writing. Rios has been a community-based program evaluator in Santa Cruz County for the last six years specializing in cross-agency collaborations including partnerships between Santa Cruz Juvenile and Adult Probation departments and various community-based organizations. She has conducted mixed method research gathering interview and survey data from hard to reach populations such as undocumented populations and gang-affiliated youth.

## VII. CONCLUSION

The Salinas Comprehensive Strategy for Community-wide Violence Reduction is a dynamic plan. It was developed by cross-sector collaboration and applies evidence-based models and on-the-street knowledge of the community's unique characteristics. These characteristics lay the groundwork for strategies that will have an immediate and lasting positive effect on reducing gang related violence in Salinas and surrounding areas.

This Comprehensive Plan is based on four key principals: 1) A single operational structure that manages action and progress; 2) Action is research and data-driven; 3) Youth are at the center; and, 4) There is deep and meaningful engagement with the community. As we as a community address the six critical focus points - social and economic conditions; engaging and supervising youth; environmental design and urban planning; law enforcement; education and schools; and, the impact of drugs and alcohol - the Plan and its implementation will remain transparent to the community, flexible and scalable, realistic yet visionary. Strategies to address these focus areas fall into the OJJDP Continuum of Safety (Prevention, Intervention, Suppression and Re-Entry) to ensure long term integration of at-risk youth, or those already involved in the justice system, back into their families and communities. We also have the pro bono expertise of anti-insurgency intelligence through partnership with the Naval Postgraduate School, and high-level evaluation experience via the National Council on Crime and Delinquency.

The process itself of developing the Comprehensive Plan has already met some of its stated goals – from collaborating, breaking down silos and sharing resources locally through CASP, to sharing insights with cities across the country struggling with similar chronic gang violence. The convergence of local statistical analysis (e.g. though the Naval Postgraduate School study) with the community's voice (heard through regular CASP Community Dialog Meetings) clearly shows we are on course, as do the immediate and evident effect of programs such as Operation Ceasefire and the extraordinary support the City and CASP has received from our Congressman Sam Farr, the National League of Cities and the Federal Government, to name a few. But even with such highpoints, the work ahead is daunting and the stakes are high – the future of our children depends on our dedication in the long run and our commitment to systemic success, regardless of the financial climate.

In 2012, the SWP sub-committee will assess this Plan - ascertain its strengths and weaknesses, learn from successes and failures, look for shifts in the environment, identify blindspots and unforeseen challenges, bring in new partners, resources and ideas – and create a new Comprehensive Plan that continues progress on the path to a peaceful community.



## ADDENDA



## ADDENDUM I

### ADDITIONAL OBJECTIVES AND STRATEGIES UNDER CONSIDERATION FOR THE LONG TERM

#### **Critical Focus Point 1: Social and Economic Conditions**

**Goal:** All residents have access to living wage employment and the necessary social and work support systems in order to provide for their families.

#### **Objective:**

1. Increase percentage of families able to provide children with basic needs such as housing, food, and clothing.

#### **Strategies:**

- Expand on the Extreme Entrepreneurship Tour co-hosted by Monterey County Workforce Investment Board in October 2010 and continue to build support for youth entrepreneurs and youth-led business ventures.
- In collaboration between the Salinas Police Department, Monterey County Sheriff's Office, and Monterey County Probation Department, develop law enforcement officer training in "basic needs" recognition and referral process to appropriate services and programs.
- Continue Monterey County's MC-CHOICE CalFRESH (Supplemental Nutrition Assistance Program) and Medi-Cal outreach programs that reach low-income Salinas residents through partnerships with the United Farm Workers, the Monterey County Food Bank and other local organizations.
- Keeping and better utilizing the Salinas Valley Enterprise Zone.

#### **Objective:**

2. Increase educational level and offerings to both adults and youth.

#### **Strategies:**

- Increase support for single parents by implementing programs such as Reaching out about Depression (ROAD), to increase the ability to organize themselves and access services and supports in the community.

#### **Objective:**

3. Decrease incidence of discrimination and facilitate equal access to services and resources.

#### **Strategies:**

- Develop Cultural Competence training for service providers such as Monterey County Health Department Behavioral Health Bureau and social service providers.

- Increase awareness to services and opportunities for underserved by improving referral programs, such as United Way's successful 2-1-1 system.
- Under the leadership of the City of Salinas, implement community leadership programs such as the VIP block/neighborhood model in Boston, Massachusetts. This would require additional participation from all sectors from CASP collaborative.

### **Critical Focus Point 2: Engaging and Supervising Youth**

**Goal:** All families have access to opportunities for meaningful engagement that promotes positive youth development.

#### **Objective:**

1. Decrease violent activity and exposure to violent media.

#### **Strategies:**

- Enhance and promote youth leadership programs – e.g. Girls Inc.
- Develop a working relationship with businesses, government and agencies to alter media presentations that normalize violence –e.g. reduce billboard, store front, TV commercial and radio presentation of aggression, and glamorized use of weapons.
- Under the leadership of the Rape Crisis Center of Monterey County, the YWCA and the Monterey County Health Department, enhance existing comprehensive Domestic Violence programs for families.

#### **Objective:**

2. Increase the positive image of youth.

#### **Strategies:**

- Develop media campaign on highlighting activities and programs where youth are engaged in pro-social activities.
- Develop a working relationship with media campaign to change the vocabulary of media and community response to violent events – e.g. using “students” instead of “gang members.”
- Under the leadership of the Monterey County Health Department Behavioral Health Bureau and community based organizations such as Harmony at Home, enhance mental health programs on post traumatic stress disorder.
- Develop early education programs regarding decision-making model identification.
- Develop inter-district tutor/mentor programs where Jr/Sr grade levels meet or earn community involvement credit for working with target juveniles, including mentoring by high performing youth.

- Under the leadership of the CASP Community Engagement committee, develop resident commitment cards.
- Develop youth programs where they can create Public Service Announcements (PSA's) and steer media campaign/logo towards youth – e.g For Our Future/Para Nuestro Futuro.

## **Objective:**

3. Increase percentage of children and youth engaged in positive activities.

## **Strategies:**

- Provide transportation from schools to offsite recreation/enrichment opportunities.
- Increasing emphasis on the Search Institute 40 Developmental Assets.
- Develop training program promoting involvement in public education, including better understanding of truancy laws, enhance implementation of “Safe School” zones, engaging community groups, individuals, and institutions to respond to the multiple needs of youth and their families through case management for the highest risk youth and their families and provisions of an array of services, after school activities and community activities to strengthen families.
- Develop a “Trauma Sensitive” schooling approach with recognition of signs and proper referrals to 2<sup>nd</sup> Chance Family & Youth Services.
- Enhance network to support parents whose children are court-involved.
- Enhance parenting development and therapy for young children in families with domestic violence (CAP), including parenting programs that includes programs 0-5 (Abriendo Puertas) and support programs for grandmother with children who attend school.
- Enhance access to child care by working with organizations such as First 5 and MAOF.

## **Critical Focus Point 3: Environmental Design and Urban Planning**

**Goal:** Residents live in communities where land use, transportation and environmental design support peaceful community life and positive community engagement.

## **Objective**

1. Decrease the number of illegal weapons and youth access to firearms.

## **Strategies:**

- Develop drop off gun program in partnership with 2<sup>nd</sup> Chance Family & Youth Services and CA Youth Outreach.
- Develop anonymous surrender program for parents.

- Develop a Washington State’s “Lock It Up” campaign model for City of Salinas promoting use of gun lock boxes to reduce likelihood of theft from private homes.
- Enhance Parenting program, especially Strengthening Families and Parenting Adolescents Wisely to reduce children’s modeling of violent behavior and teach parents to set limits that might include prohibition of gun storage in children’s bedroom.
- Develop firearm-safety counseling by pediatric health care providers. Pediatric providers counsel parents on the risks for having firearms in the home and the need to storage them securely.
- Develop requirements for reporting period for guns stolen from individual’s owners to avoid straw purchases.
- Develop legislation that prohibit the sale of military-style firearms favored by Mexican drug cartels currently sold by retailers in Monterey County, especially weapons similar to or variants of the Barrett .50-caliber rifle, M4-carbine rifles, the Colt AR-25 .223-caliber assault rifle, the AK-47 7.62-caliber assault rifle, the FN Herstal 5.57-caliber (sic) pistols, TEC-9 and Glock .9mm.
- Develop a 1-hour continuing medical education presentation for Emergency Department (ED) physicians, residents, and nursing staff on Youth Violence Prevention. This presentation is aimed to increase awareness of the role of ED personnel in Youth Violence Prevention and to provide basic knowledge and skills, including safe firearm storage counseling, risk assessment and referral.
- Develop a network disruption of gang activity where intelligence suggests guns are available and shared.
- Develop programs targeting, arrest and prosecution of firearms brokers.
- Enhance increased, systematic data collection on the local level to compile more information on each firearm’s history from its point of sale and the processes by which gang members obtain guns.

#### **Critical Focus Point 4: Law Enforcement**

**Goal:** Law enforcement and community partner to create safe neighborhoods.

#### **Objective:**

1. Increase strategic use of limited number of beat officers.

#### **Strategies:**

- Establish a proactive response priority for each beat. The focus on activity in one beat (traffic) may be altogether different in another (city-code violations).

## **Objective:**

2. Increase percentage of positive interactions, perceptions and experiences involving law enforcement.

## **Strategies:**

- As a partnership between the Salinas Police Department and Monterey County Probation Department, develop Juvenile Justice Jeopardy.
- Develop Positive Ticketing and “Think about It” and “Rainy Day” cards for Police and Probation officers to establish positive contacts with residents, especially youth.

## **Critical Focus Point 5: Education and Schools**

**Goal:** All youth engage in schools that provide a safe environment, have positive family involvement and strong collaborations with support agencies.

## **Objective:**

1. Increase capacity of alternative education programs and innovative learning models that create an environment conducive to learning and ensure that schools and teachers have resources/training/motivation to be effective.

## **Strategies:**

- Under the leadership of the school districts, develop a school-wide Positive Behavior Program (SW-PBS).

## **Objective:**

2. Decrease drop-out rates, increase daily attendance and graduation rates.

## **Strategies:**

- Expand CAHSEE (California High School Exam) preparatory programs.

**Goal:** Create an environment that reduces the supply and demand of drugs and alcohol.

## **Objective:**

1. Decrease alcohol use and abuse among youth and families.

## **Strategies:**

- Under the leadership of the Salinas Police Department, enhance “Every 15 Minutes” Program.
- Enhance social host ordinance compliance in partnership between Sun Street Centers, the City of Salinas and the Salinas Police Department.

## ADDENDUM II

### CASP STEERING COMMITTEE

Adams, Alex – Hawk Vision  
 Adams, Mary – United Way  
 Adamson, Kathleen – YWCA  
 Aguilar, Deborah – A Time for Grieving  
 Aguilar, Manny – CYO  
 Alcaraz, Nina – Mty Rape Crisis Center  
 Alonzo Vaughan, Donna – Superintendent  
 Anderson, Yuri – United Way  
 Ambriz, Elizabeth – Building Health Communities  
 Anton, Roger – SUHSD  
 Arago, Alec – Dist. Director, Rep. Sam Farr  
 Armenta, Fernando – Dist 1  
 Askew, Wendy – Supervisor Parker's Aide  
 Bangs, Randy – Salinas Union H.S  
 Barragon, Armando – Rec & Parks, City of Salinas  
 Barrera, Fabian – County Sherrifs Office  
 Barrera, Tony- Salinas City Council  
 Bauer, Kathy – Salinas Adult Sch  
 Bird, Deborah – Community Member  
 Brennan, Cate- Public Defender's Office  
 Brockman, Nick – Community Member  
 Brown, Tracy – Sheriff's Office  
 Brunson, Bob – Beh Health  
 Brusa, Susie – Rancho Cielo  
 Bryant, Jeff – Community Fdn  
 Bullick, Ray – Mo Co Health Dept.  
 Burlin, Nick  
 Burlison, Robert – Mo Co Superior Court  
 Cardona, Leo Dr – Alisal School Dist.  
 Carrillo, Brenda – Alisal USD  
 Carillo, Diana – Workforce Inv  
 Carrillo, Deborah – Turning Point  
 Carroll, Maia – Public Info Officer, County Administrator  
 Cervantes, Esabel – SCESED  
 Chappell, Lori – Supervisor Parker's Office  
 Chavez, Carina – Rep. Sam Farr's Office

Chavez, Nick – SUBA  
Chiulos, Nick – County of Monterey  
Connery, Steve – CSUMB  
Critchley, Spencer – Boots Rd Comm.  
Clark, Wayne – Behavioral Health  
Colin, Lee – S.A.G.E/ Green Vehicles  
Contreras, Brian – Second Chance  
Cox, Richard – Heald College  
Craig, Kimberly – Salinas City Council  
Cupples, Diann – Church of Scientology  
Cupples, Jim – Church of Scientology  
De La Rosa, Gloria – Councilmember, City of Salinas  
Donohue, Dennis – Mayor, City of Salinas  
Dove, David – Vineyard Church  
Dunham, Darlene – District 3  
Dunn, Lynda – OET  
Earhart, Jim, Salinas Unified School  
Egar, Jim – Public Defender  
Espinosa, Rhonda – Heald College  
Espinoza, Tom – HACM  
Estrada, Francisco – Intern, Assemblymember Luis Alejo  
Estrada, Ricardo – Intern, Assemblymember Luis Alejo  
Faust, Scott, CSUMB  
Favero, John – SUHSD  
Ferraro, Donna – Boys & Girls Club  
Feske, Ken – Partners for Peace  
Fetherolf, Louis – Chief SPD  
Fields, Artie – City Manager, City of Salinas  
Flippo, Dean – District Attorney  
Foglia, Anna – SunStreet Centers  
Garcia, Diana- Alisal Union SD  
Girardey, Estella – OET  
Glavin, Marie – Consultant  
Gomez, Pastor Frank , East Salinas Comm Center  
Gonzales, Pastor Bea – Salians Upper Room Church  
Gray, Johnny – Business Community  
Greene, Siobhan – CASA  
Harpster, Jack  
Helm, Phoebe – Hartnell  
Herrera, Antonia – CASP Program Manager



Hartunian, Mark – Soledad PD  
Hastey, Shari – Community Partnership for Youth  
Hulsey, Stephanie, Monterey County District Attorney's Office  
Husby, Elizabeth – Restorative Justice Partners  
Innis-Scimone, Theresa – Behavioral Health  
Jaramillo, Sonia – MCOE  
Jimenez, Ben – Parole  
Koehler, Sonja – Consultant  
Koller, Vinz – SPR/OET  
Kotowski, Nancy – MCOE  
Landis, Donald E – Jr Asst. Public Defender  
Leavy, Julianne – Harmony at Home  
Lee, David – Deputy Public Defender  
Leffel, Mary Ann – Business Council  
Lewis, Molly – Hartnell College  
Lopez, Magaly  
Lorentz, Rebecca – Naval Post Graduate School  
Lundquist, Kristan, Salinas Parks & Rec.  
Maradei, David – Child Abuse Prevention  
Martin, Debbie – Probation  
Martin, Sonja – Student Success  
Martinez, Elizabeth – Salinas Public Library  
McCrae, Robin – CHS  
McGlone, Linda – Public Health  
McDonnal, Lori- MBAY Kids  
McMillin, Kelly – Salinas Police Dept./CSA  
Mehia, Victor – BizCom  
Melchizedek, Solis  
Mendoza, Georgina – City of Salinas, Sr. Deputy City Attorney/Community Safety Director  
Miller, Paul – Chief, Gonzales PD  
Miller, Scott – Sheriff  
Mineta, Lisa – Community Member  
Mitchel, Jane  
Montenegro, Jose – First 5 Mo Co  
Moore, Vivienne – Restorative Justice Partners  
Nejasmich, Steve-MCOE  
Nevarez, Augustine -Hartnell, East Salinas GEAR UP Director  
Noyes, Charlotte – United Way-CC  
O'Neal, Michelle – Beh Health  
Ortiz, Anthony – CYO

Osorio, Manuel M. – NMCUSD  
Parker, Jane, Supervisor  
Pfeiffer, Nancy, Alisal SD  
Phillips, Judge John – Rancho Cielo  
Pia, Jim – Rec and Parks, City of Salinas  
Price, Judge Jon – Juvenile Court  
Pritchard, Mary – SCESD  
Purnell, Carissa – Salinas Public Library  
Rabinowitz, Mikaela – National Center for Youth Law  
Ramirez, John – Alisal School District  
Ramos, Maggie, Heart Hugs  
Real, Chief Manuel – Probation  
Reyes, Bob – Probation  
Reynolds, Julie – Monterey Herald  
Rice, Bob – Mo Co Business Council  
Ricketts, Yvonne  
Robinson, Elliott – DSES  
Salazar, Aurelio, Jr. – Community Fdn  
Salazar, Gilbert – Volunteer Center, United Way  
Salinas, Rebecca – Alisal School District  
Salinas, Simon – Supervisor Dist 3  
Sandoval, Nick – Poder Popular  
Sanchez, Aline – Assem. Caballero  
Sanchez, Sergio – Councilmember, City of Salinas  
Saunders, Rachel – Big Sur Land Trust  
Serena, David  
Serna-Bonetti, Margaret – Community member  
Simon, Jacqueline – Transitions ReEntry  
Slade, Michelle – Boys & Girls Club  
Smith, Sid Ph D. -  
Soto, Jose – Community Parent  
Soto, Rosemary – Behavioral health  
Soung, Patricia – National Center for Youth Law  
Speller, Kathi – Community of Caring  
Stanford, Peg – COPA  
Stemler, Kim – First 5/ Consultant  
Stodola, Roger – Church of Scientology  
Taylor, Jeff – The Good News Herald  
Urzua, Jr. Ruben  
Vallarta, Vanessa – City Attorney

Vanoli, Tim – SUHSD  
 Villarreal, Daniel – Strengthening Families, CYO, Partners for Peace  
 Vincent, Gary – MCOE  
 Vagnini, Steve – Guitars Not Guns  
 Vargas, Irene  
 Watson, Leann – NMC  
 Wolf, Lindsay – Heart Hugs  
 Wrona, Ellen – Armstrong Productions  
 Zamudia, Maria  
 Zarraga, Margarita  
 Zorra, Debie – Taylor Farms

## **ADDENDUM III**

### **COMMUNITY-BASED ORGANIZATIONS IN CASP COLLABORATIVE**

1. 2<sup>nd</sup> Chance Family & Youth Services
2. A Time for Grieving
3. Boys & Girls Club of Monterey County
4. California Youth Outreach
5. Child Abuse Prevention Association (CAPA)
6. Community of Caring
7. Community Partnership for Youth
8. Court Appointed Special Advocates (CASA) of Monterey County
9. Harmony at Home
10. MBay Kids
11. Monterey County Rape Crisis Center
12. Partners for Peace/Strengthening Families Program
13. Rancho Cielo Youth Campus
14. Restorative Justice Partners
15. Sun Street Centers
16. Sunrise House
17. The California Endowment - Building Healthy Communities
18. The Community Foundation for Monterey County
19. Transitions ReEntry
20. Turning Point of Central California Monterey County
21. United Way of Monterey County
22. YWCA of the Monterey County

**Salinas Comprehensive Strategy for Community-wide Violence Reduction  
2010-2012**

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