MEMORANDUM

To: Honorable Mayor Coffey and Members of the Yakima City Council

From: Ana Cortez, Assistant City Manager

Date: June 5, 2018

Subj: Department of Commerce Funding for Gang Prevention Program/ Now is the Time

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Council Review

Under the guidance of the City of Yakima Public Safety Committee, staff developed a safety plan that connects three areas of priority for the City: youth, domestic and neighborhood safety. The original purpose of this plan was to guide the work and funding of anti-gang activities. However, we quickly discovered that we needed to broaden the focus and that we could not engage in a youth/gang discussion without also addressing general safety and domestic violence.

On January 30, 2018, staff presented the first draft of Vision 2025 to the Public Safety Committee. On February 1, 2018, staff presented a second draft to the full Council at its briefing session. The second draft was also presented to a group of community-based organizations on February 21, 2018.

These partners gave tremendous direction and perspective, which staff incorporated in the third draft of the plan. Council adopted the Comprehensive Community Safety Plan – Vision 2025 on March 6, 2018. This plan includes a discussion on the operational model that would be used for changing negative outcomes among some youth- attached.

Governor's Proviso.

The Governor's Office included $150,000 in the 2017 budget. Below we include the specific reference:

> 2017-2019 – State of Washington Supplemental Operating Budget-
> Yakima Gang Prevention Pilot Program. ESSB 6032 – Page 43
>
> *$150,000 of the general fund state appropriation for fiscal year 2019 is provided solely for a grant to the city of Yakima to establish a gang prevention pilot program. The pilot program shall have the goal of creating a sustainable organized response to gang activity utilizing evidence-based resources.*

The Governor's Office made two important clarifications:

1- The funding is $150,000 for one year, beginning July 1, 2018.
2- The funding is for implementation of an anti-gang program that emulates OJJDP's Gant Reduction Initiative of Denver.

Currently, the City is finalizing its application to the Department of Commerce for $150,000 from July 1, 2018-June 30, 2019- attached. These funds will be used to develop Yakima's Now is the Time violence prevention program. Now is the Time (NITT) seeks to leverage existing and yet to be identified resources and to increase the capacity of our local network of providers by assigning the City the role of convener and capacity builder.

NITT is a pilot program that develops, connects and supports a network of local, regional and statewide partners that have proven records of reducing gang involvement. NITT builds directly from the Gang Reduction Initiative of Denver (GRID) Program in its structure and operational model. OJJDP outlines a series of Best Practices for planning and implementation of gang models; the Department of Commerce expects that City to follow OJJDP's GRID we outline these practices and indicate how Yakima is emulating the practice.

- Steering Committee- Creation of a group formed by cross section of subject matter experts. "In virtually every demonstration of OJJDP's Comprehensive Gant Model, the effectiveness of its steering committee has been crucial in determining the success or failure of the community in implementing a comprehensive approach." (Page 6- U.S. Department of Justice. Best Practices to Address Community Gang Problems).
- Lead Agency- Selection of an organization to provide an administrative framework to facilitate the work. See page 8- U.S. Department of Justice. Best Practices to Address Community Gang Problems for comparison on types of lead agencies.
- Coordinator- Selection of a contracted coordinator with explicit sustainability goals. This position will also have the following responsibilities: Criminal justice system understanding, data collection and analysis, goal development, public speaking, fund development, budget management, people skills, meeting facilitation, negotiations, understanding of risk factors and supervision. (Page 10- U.S. Department of Justice. Best Practices to Address Community Gang Problems).
- Network Development- Connecting existing resources instead of re-inventing wheels; developing contract protocols, policies, personnel, training, referral process, form creation, and job descriptions. (Page 16- U.S. Department of Justice. Best Practices to Address Community Gang Problems).
- Assessing Gang problem- Steering Committee and Coordinator are responsible for synthesizing data and formulating strategic direction. (Page 14- U.S. Department of Justice. Best Practices to Address Community Gang Problems).

The Department of Justice's Best Practices to Address Community Gang Problems can be found at: https://www.ncjrs.gov/pdffiles1/ojjdp/231200.pdf and parts are included as attachments.

Key Next Steps

In June, the City will contract a Coordinator. This position will eventually be housed at the Lead Agency. However, for the first 12 months, the position will reside within the City on a contract basis. A draft job description is attached.

Staff will engage in a procurement process as directed by city policy. Any contracts for NITT that exceed $50,000 will need Council authorization; contracts below that amount fall under the purview of the City Manager.

Impact on General Fund

This program will not demand resources from the General Fund. The proposed budget is attached. 100% of funds needed to start up the project are from the Department of Commerce. The grant allocates $15,000 for administrative support (revenue to City).

Attachments:

1- Vision 2025. Excerpt.
2- Department of Commerce Application.
3- Department of Justice's Best Practices to Address Community Gang Problems. Excerpt.
4- Draft Job Description.
5- Proposed 2018 Budget.

ATTACHMENT 1

FROM THE COMMUNITY HEALTH AND SAFETY PLAN – VISION 2025

I. TWO YEAR OPERATIONAL MODELS: YOUTH AND DOMESTIC HEALTH

We have learned lessons from the GFI and from the fields of gang prevention, youth development and domestic violence about effective organizational models to implement violence prevention initiatives. In this section, we outline the option of adopting a model used by the U.S. Department of Justice and other violence prevention initiatives such as the Wellness Foundation's Violence Prevention Initiative. In the latter, youth violence was addressed using a public health framework in which prevention as the key to healthy communities and that gang violence, like disease, has to be addressed regionally.



It calls for a centralized lead agency (governmental or community based) that is guided by a steering or advisory committee. The effort's lead is accountable to the steering committee and serves as the connector of resources needed to implement the activities in the table. The lead oversees an inventory of resources and community assets. This person acts as a connector and broker of human, social and financial capital. Securing capital for long term sustainability is an essential function of the lead so that this position is less of a program implementer and more of a development officer/fundraiser.

It is important to recognize non-program partners that are essential for long term sustainability under this model:

- Capacity Building- These partners will work with all services providers to identify evidence-based approaches for service delivery and program design. They will also work with governance bodies of various organizations to increase their effectiveness in long-term sustainability and resource development.
- Media Relations/Access- These partners will work with services providers to educate the public and policy makers. They will build the capacity of all those involved in violence prevention to effect public perception and public opinion.
- Evaluators- Finally, these partners will evaluate the effectiveness of programming and will track performance measures and indicators.
- Multidisciplinary Intervention Team approach- services providers will be linked and provide wrap around services that are evidenced based and specific in their targets.
- 211. This model acknowledges the importance of working with the current 211 structure and avoid duplication.

It is equally important to recognize the value of the steering committee membership. One option that should be carefully considered is the selection of a cross disciplinary steering committee to guide, monitor, modify and promote programming. The steering committee may include representatives from the following sectors:

- Those impacted by youth, family and neighborhood violence
- Police Department
- Sheriff Department
- District Attorney's Office
- Department of Corrections
- Adult and Juvenile Probation
- Community based organizations
- Human Services
- Faith based
- School District
- City
- Civic organizations
- Workforce development
- County Public Health

Selection of a lead agency that is either faith based, community based or school based and that will be accountable to the steering committee should also considered. This agency will be the main administrator and connector of all the activities and services. One of the most important functions of the lead agency's governance body will be resource development. It is imperative that lead agencies understand that municipal resources are limited and should be used mostly for leveraging other funds. Examples of organizations that can serve in this capacity include:

- Schools
- Hospitals
- Faith based organizations
- Non-profits

- Community Foundations
- Public-private partnerships
- Community Action Groups

Under this model, the lead agency hires a coordinator and is directed by a steering committee. The lead agency enters into formal partnerships (MOU's) with community and faith based organizations with proven history of working with the target populations and their families; these partners must document that their approaches are evidenced based.

The GFI Retrospective report indicates that two key alliances were desirable but unattained at the time of the GFI implementation. Partnerships and key leadership roles for the United Way and for the Yakima Valley Community Foundation are highlighted as highly desirable.

The University of Washington Gang Prevention & Intervention Project: Final Evaluation Report of 2013 includes five recommendations that are relevant to this plan:

1. Future funding initiatives should require the adoption of the OJJDP Comprehensive Gang Model.
2. MOU's with service providers should include definitive language related to the agency's role and responsibilities specifically regarding the types of program youth to be served e.g., gang involvement, level and dosage of prevention and or intervention services, and requirements for data collection.
3. To increase the likelihood of youth achieving targeted youth centered outcomes, service providers should implement evidence based programs designed for youth of focus e.g., gang involvement or high risk.
4. Data on program performance should be monitored by the Project Coordinator as well as the Project Evaluator, to assess how well prevention and intervention services are working for individuals youth, to problem solve issues related to service barriers and ensure that service providers are meeting contracted deliverables.
5. Finally, as projects are required to implement the OJJDP CGM, the evaluation, too, should follow the recommended data collection process including the collection of gang related crime data, individual client data, key agency participation data (process and outcome) and community perception data.

Recommendations 1, 2, 3, 4 and 5 are incorporated in the business model proposed in this section. As far as lessons learned from previous gang initiatives, the lead agency will have to be ready to:

1- Enter into contracts within one week of the initiative's official start date.
2- Give potential partners a list of competencies that will be needed to participate in initiative.
3- Ensure that partners have all key program components in place prior to formally requesting to enter into the initiative
4- Mobilize staff to go to target households to secure parental consent- we can't wait to parents to get around giving consent.
5- Execute the initiative in a 2 to 2.5 years program period with proper start up, execution, evaluation and documentation phases.
6- Build capacity of potential partners ahead of the start up phase

ATTACHMNET 2- APPLICATION TO DEPARTMENT OF COMMERCE

Gang Prevention Pilot Program

BIENNIUM 2017-19 (Second Fiscal Year) Grant Application (July 1, 2018 – June 30, 2019)

The Gang Prevention Pilot Program is a grant program intended to establish a pilot program with the goal of creating a sustainable organized response to gang activity utilizing evidence-based resources.

A complete grant application packet is required before your contract can be prepared. This includes the application form and the following attachments:

- *Gang Prevention Pilot Program Activities 2017-2019 Biennial Budget Form*

Contract Information

1. Name of Organization:
2. Address:
3. Contact name, title, phone number, and email address:
4. Fiscal Year End Date:
5. Statewide Vender Number (SWV):
6. Service Area (County) for Activities Funded through this Proposal:

Community Strategy

The City of Yakima Gang Prevention Pilot Program should be a program that increases collaboration with community and state organizations and maximizes community resources develop a response to gang

and group violence based on the identified causes of the violence. An example of one approach to this program is the Gang Reduction Initiative of Denver (GRID) Program. Detail the ways in which your program follows the program guidelines for the GRID Program by answering the following questions:

1. The pilot program should work to develop and support a network of partner agencies and programs to provide effective and efficient prevention, and intervention strategies focused on youth or young adults in gang or group activities with the goal of reducing gang-related violence. What is the strategy that will used to implement these program goals?

2. Conducting a comprehensive assessment of the community's gang program is the foundation for planning and implementing a comprehensive response. What has been done, or is planned, to help determine types and levels of gang activity, gang crime patterns, community perceptions and service gaps, and target population?

3. If the target population has been identified, provide information below as to the populations that have been identified as being most severely impacted and/or most at risk included in the strategy.

4. The pilot program should seek to support a network of partner agencies that can provide effective and efficient strategies that collectively strengthen families, and communities. Provide the names and organizations you are collaborating with to create strategies that strengthen families and communities. Attach or provide information below.

5. The pilot program should seek to create and support criminal justice partnerships to effectively address violent gang activity in the community. Provide the names and organizations you are collaborating with to create, and support criminal justice activities in your community. Attach or provide information below.

6. The pilot program should be based on the Office of Juvenile Justice and Delinquency Prevention Comprehensive Gang Model. Please identify the strategies and best practices, in addition to those above, you will be using to develop, and implement your response.

Existing Efforts

1. Identify all resources that will be used, or have already been used, to carry out specific activities identified in the strategy outlined above. Resources can include financial (both public and private sources) and other measureable commitments of support including in-kind, donated goods and services, etc.

2. Explain how the strategy involves and builds on existing efforts of local organizations or coalitions that are already carrying out community efforts against gang activity.

Activities

Complete the following information for each activity that will be funded through this proposal.

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1. Provide an activity title.

2. Provide a brief overview of the activity. Make sure and include the specific objective(s) that link this activity with the community strategy.

3. Provide specific details of the activity (who, what, where, when, and how) and the plan for implementation. Attach or provide information below.

4. Explain why the requested funds are necessary to effectively carry out this activity.

5. In addition to these funds, are there other resources being used for this activity? If yes, provide details below.

6. We understand that grant funds used for this activity are not intended to replace activity funding already in place. (Indicate agreement)

7. Please indicate that the program will be able to be sustained after the grant period ends. Please provide details of how you will keep the program viable after the grant period.

8. What are the measurable results you expect to achieve from this activity and how will the activity be evaluated?

Electronic Signature

Please accept this proposal on behalf of our organization.

Authorized Signature (can be typed):

Title:

Date:

Return completed application packet and attachments to:

Mary Baldwin

mary.baldwin@commerce.wa.gov

360-725-2890

ATTACHMENT 3- DEPARTMENT OF JUSTICE'S BEST PRACTICES TO ADDRESS COMMUNITY GANG PROBLEMS.

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

Best Practices To Address Community Gang Problems

OJJDP's Comprehensive Gang Model







OJJDP Office of Juvenile Justice and Delinquency Prevention

Innovation • Partnerships
Safer Neighborhoods



Convening a Steering Committee

How a community begins to address gang problems differs depending on the event or events that draw public attention to the issue. In some cases, a high-profile, often tragic event occurs that galvanizes the community and stimulates mobilization to address gangs. In other cases, a groundswell of public support to deal with gangs builds more gradually and lacks only an individual or agency to serve as a catalyst. At some point, key agencies and community leaders begin to openly discuss and address gang issues. At that point, a standing task force, committee, or organizational structure (henceforth referred to as the steering committee) should be convened and begin to work on next steps. Ideally, this group oversees an assessment of the local gang problem and, using data obtained through the assessment, develops strategies to combat it.

In virtually every demonstration of OJJDP's Comprehensive Gang Model, the effectiveness of its steering committee has been crucial in determining the success or failure of the community in implementing a comprehensive approach.

To be effective, the steering committee should:

- Include, at a minimum, representation from the following groups: law enforcement, corrections, probation/parole (juvenile and adult), schools, social services agencies, local units of government, faith-based organizations, religious institutions, employment programs, and community residents.
- Make and oversee policy for the project.
- Oversee and provide general direction to the agencies collaborating in conducting an assessment of the gang problem and planning/implementing the project.

The membership of the steering committee is an essential element in determining program success. Steering committees with well-respected leaders (chairs or cochairs) who have a reputation for problem-solving and objectivity have proven most successful.

Best results have been obtained when the steering committee mixes two groups:

- Individuals from upper-level management in key partnering agencies who can effect organizational change within their own agencies.

OJJDP Comprehensive Gang Model

Core Strategy: Community Mobilization

Critical Elements

- Local citizens, including youth, community groups, and agencies, are involved, and programs and functions of staff within and across agencies are coordinated.
- A steering committee is available to initiate the project by involving representatives of key organizations and the community and to guide it over time by responding to barriers to implementation, developing sound policy, lending support to the project where and when appropriate, and taking general ownership of the communitywide response.
- The steering committee also is charged with creating and maintaining interagency and community relationships that facilitate program development. For example, the committee could create coordinated outreach and law enforcement policies and practices and facilitate the development of community groups such as block watches, neighbors/mothers against gangs, or other community alliances and coalitions.
- The program is supported and sustained across all levels (top, intermediate, and street/line) of the criminal and juvenile justice systems, schools, community-based and grassroots organizations, and government.

- Individuals with influence within the community, including residents, and representatives of grassroots community groups, neighborhood associations, religious organizations, and advocacy groups.

Steering committees have been most successful when they have established a formal structure, such as adoption of bylaws describing how the committee would function. Using an approach such as Robert's Rules of Order provides a way to consider opposing opinions and can assist the committee in reaching consensus on difficult issues. Execution of memorandums of understanding (MOUs) among key agencies commits them to assessment tasks and long-term roles in implementing comprehensive strategies to address identified gang problems.

Highlights From the Field—Convening a Steering Committee

Richmond, VA. *The organizational structure in Richmond includes an executive committee, leadership committee, and four subcommittees to help with oversight, strategic planning, and implementation. Even though membership remained consistent for the most part, there were some major changes in top leadership during the funded period. These changes included a change in governor, two attorneys general, a mayor, and a new police chief. The strength of the collaborative partnership initially formed allowed for a smooth transition during these changes and allowed staff to remain on task.*

Pittsburgh, PA. *Pittsburgh's Gang-Free Schools program initiated memorandums of understanding between steering committee members and key agencies that enabled the project to maintain momentum during a citywide financial crisis and sustain participation from agencies that withdrew from other initiatives.*

Administering the Program

Selecting the appropriate lead agency and program director are crucial steps in ensuring program success.

Lead Agency

Unlike other initiatives, the lead agency in these multidisciplinary programs does not assume control of the initiative, but instead provides an administrative framework to facilitate the work of the intervention team and the steering committee. A wide variety of agency types have led these initiatives. No matter which agency assumes primary responsibility for this initiative, its credibility and influence within the community are directly correlated to the success of planning and implementation activities. The lead agency has a number of important responsibilities:

- Providing a secure location to house client intake information, consent forms, and intervention plans.
- Tracking the activities of the partnering agencies.
- Coordinating the activities and meetings of the intervention team and the steering committee.
- Providing an administrative framework for hiring staff, if necessary.
- Administering funds and grant contracts as directed by the steering committee.

As set forth in table 1, experience has shown that each type of agency has its advantages and disadvantages. Each community has varying needs based on existing community dynamics (e.g., local politics, existing collaborations, agencies' management capacities, and the location of the target area), which will inevitably influence the selection of the lead agency for the program.

Lead agencies will incur significant costs when building and administering the multiagency infrastructure of the program. These costs are closely associated with the gang coordinator's position. In OJJDP's GRP demonstration, approximately $150,000 was budgeted for the position and necessary support. Although no site used all of those funds in any given year, the value of a full-time employee's ability to focus partners on the message,

TABLE 1: Lead Agency Advantages/Disadvantages: Program Implementation Characteristics

Lead Agency	Advantages	Disadvantages
Law Enforcement	• Law enforcement involved in planning and implementation • Processes in place for crime and gang information sharing • Greater access to daily updates regarding criminal activity • Access to financial and business management support	• Community members may not understand the role of program personnel • It may be difficult to overcome distrust between outreach workers and law enforcement, resulting in obstacles to information sharing
Prosecutors and Other Criminal Justice Entities	• Able to leverage the participation of law enforcement agencies • Access to police incident reports and law enforcement data • Access to financial and business management support	• They may be perceived as interested only in prosecuting/incarcerating gang members • They may not have a strong connection to the target community • There may be historic distrust between criminal justice entities and service providers
City Government	• Access to key personnel in city departments and elected officials • Access to sensitive data from law enforcement • Credibility and buy-in from city agencies • Access to financial and business management support • Ability to set policy for key agencies	• Shifts in political leadership can destabilize the program • City policies and/or budget constraints may make it difficult to hire personnel
School Districts	• Buy-in from school administrators to ensure local school participation in the intervention team • Access to educational data • Large enough to absorb the program once other funds are spent • Access to financial and business management support	• They may be unwilling to provide services to youth not enrolled in school • Decisionmaking may be bogged down by district policies • Hiring policies may make it difficult for school districts to employ outreach workers
Local Service Providers	• Working knowledge of the target area • Experience with community planning and action	• Agencies may lack experience in working with gang-involved clients • Gang programming may not be given a priority • They lack administrative structure to manage funds/grants
State Agencies	• Resources and credibility • Expertise in grant management and administration • Access to financial and business management support	• The lead agency may be located well away from the actual program activities • State agencies may often be perceived as outsiders without a strong connection to the target community • They have less awareness of local politics and historical issues

The Comprehensive Gang Model in Action—OJJDP's Gang Reduction Program

Richmond, Virginia

The Richmond project (Gang Reduction and Intervention Program [GRIP]) target area consists of two police reporting sectors in south Richmond. The target area is a suburban-type community of single-family homes and apartments. The area is transitioning from a middle-class to a working-class population, with an increase in Hispanic residents. Traditional "homegrown" African-American gangs also reside in the area. Law enforcement reported representation and activity by members of Hispanic gangs with roots in the western United States and Central America. Law enforcement is concerned about gang crime and delinquency directed against Hispanic workers in the area, who are often reluctant to report crimes. The traditional African-American gangs are the prevalent gang presence in membership and activity.

Prevention activities are aimed at the broad population of families and youth who are at risk of becoming involved in gang and delinquent activity. Prevention activities include:

- One-Stop Resource Center—an information and referral case management entry point to prevention services.
- Prenatal and infancy support.
- English as a Second Language for Hispanic residents.
- Spanish as a Second Language, with an emphasis on providing language skills to those serving the Hispanic population.
- Class Action Summer Camp.
- Richmond school resource officers train the Class Action curriculum in target-area schools under the auspices of the Gang Reduction Program.
- Public awareness programs and community events.
- School-based educational and family wraparound services.
- Sports and life-skill activities and training.
- Theater group to showcase issues involving gang-involved youth.
- Gang awareness training to community and service providers.
- Hispanic liaison to link the program to local Hispanic residents.
- Mentoring/tutoring for youth at risk of gang involvement.
- Immigration services to Hispanic residents.
- Afterschool and summer programs for elementary and middle school youth.
- Arts and recreation for at-risk youth.

Intervention activities are supported by a multidisciplinary intervention team that conducts case-management activities, including street outreach to support gang-involved youth, with the goal of providing an alternative to gang membership. Activities with individual youth are targeted toward that goal and tracked via case-management software. Related activities include:

- Job training development and placement through public/private partnerships.
- Entrepreneurial training for at-risk youth.
- Role modeling and mentoring.
- Truancy and dropout prevention programs.
- Mental health and substance abuse services.
- Educational support and GED services.
- Tattoo removal.
- Community service projects.

Suppression activities include directed police patrols, community policing, community awareness, supporting increased law enforcement intelligence sharing, establishing a multiagency law enforcement and prosecution response to target gang leaders, increasing the number of school resource officers in target area schools, and expanding neighborhood watch teams in partnership with the Richmond Police Department and community members. GRIP also supports police department review of crime data for evaluation purposes.

Reentry activities are closely tied to the multidisciplinary intervention team and include self-sufficiency skill training and job training and placement. Support services—such as food, transportation, and other services—are available.

keep promised work on schedule, and assure that problems were quickly brought to the attention of senior political or operational leadership far exceeded the cost in dollars. Moreover, in Los Angeles and Richmond, the site coordinators have become part of their employing agencies, because their leadership does not want to return to their prior way of doing business. In North Miami Beach, the coordinator and others are forming a nonprofit organization to raise money and continue the work with support from their law enforcement partners.

Highlights From the Field—Lead Agency

Richmond, VA. *Richmond's GRP demonstration designated the Virginia Attorney General's office as the lead agency, allowing the project to interact with a larger number of partners. The experience and credibility offered through oversight by the attorney general's office allowed the project to leverage greater support.*

Los Angeles, CA, and Houston, TX. *The lead agency for both the Los Angeles and the Houston demonstrations was the mayor's office. That office was able to influence and coalesce the community around the project.*

Miami-Dade, FL. *The Miami-Dade County Public Schools served as the lead agency for its community's Gang-Free Schools project. This agency was able to provide consistent and wide-reaching school district support that enabled the project to set up a community-based facility where key partners utilized an existing school district property to co-locate.*

Pittsburgh, PA. *The Pittsburgh Gang-Free Schools project benefitted from the Pittsburgh Public Schools serving as lead agency because it allowed project staff to access crucial school-level data about clients involved in the program and leverage districtwide services.*

Program Director

The program director is the key to successful implementation of the Comprehensive Gang Model. Selection of a program director with specific skills and abilities is of paramount importance. Best results have been obtained where the steering committee and the lead agency jointly develop a written job description for this position and, in concert, select the program director. This step may be difficult, especially where funding for that position is being raised through joint contributions or as a result of a grant. In Los Angeles, the GRP coordinator position was of great interest to the police department and mayor's office. While each agency attempted to exercise substantial control on the selection process, OJJDP, by virtue of its funding control, mediated the discussions. The result was that both agencies have been well served by a talented and committed coordinator who has remained in place during the entire 4-year program.

Program directors with these skills have produced the best results:

- The skills to understand and work within complex systems such as criminal justice, education, and social services.
- An understanding of data collection and analysis protocols, as well as how to read, interpret, synthesize, and clearly explain data orally and in writing to a wide range of audiences.
- The skills to understand and develop short- and long-term plans for implementation.
- The skills to move flexibly among a variety of complex tasks—from public speaking and writing grants to managing program funds and effectively supervising personnel.
- The skills to work well with personnel at different levels of responsibility, from agency heads to grassroots personnel, and from a variety of disciplines: law enforcement, education, social services, justice systems, and outreach.
- Meeting facilitation, conflict resolution, and consensus-building skills that enable the program director to serve as an intermediary between agencies, resolve differences of opinion during meetings, and effectively address potentially inflammatory and emotional topics.

- The skills to understand the risk factors leading to gang involvement, local gang activities and gang research, community dynamics and history, and prevention/intervention/suppression strategies; and to explain these concepts to others from a variety of educational and cultural backgrounds.
- The skills to supervise, engage, and motivate staff from a variety of agencies and racial/cultural/economic backgrounds, including staff over whom the director may not have direct supervisory authority. This is especially important when working with outreach staff who may have prior offending histories, prior gang affiliation, and unstable work histories.

Program directors who generate passion and enthusiasm, and who inspire others, achieve solid results. The importance of the program director's role cannot be overstated.

Assessing the Gang Problem

Conducting a comprehensive assessment of the community's gang problem is the foundation for planning and implementing the Comprehensive Gang Model. Where assessments were done methodically and comprehensively, efficient and effective targeting resulted. The assessment process helped projects determine types and levels of gang activity, gang crime patterns, community perceptions, and service gaps. The assessment also assisted steering committees in identifying target populations to be served, understanding why those populations merited attention, and making the best use of available resources.

Members of the steering committee must share power and influence during the assessment phase. Real power-sharing among key agencies at this juncture has not only been shown to have an influence on data collection, but

OJJDP Comprehensive Gang Model

Core Strategy: Organizational Change and Development

Critical Elements

- Policies and procedures that result in the most effective use of available and potential resources within and across agencies are developed and implemented.
- The policies and practices of organizations, particularly of agencies providing intervention team staff, are adapted to conform to the goals and objectives of the project as identified through the strategic planning exercises.
- Each program, agency, or community representative on the steering committee ensures that its internal units are cooperating with and supporting the work of the intervention team.
- Various agencies learn not only to understand the complex nature of the gang problem and cooperate closely with each other in the development and implementation of the program, but also to assist other organizations, particularly agencies involved with the intervention team, to achieve their respective mission objectives.
- In the process of collaboration, a team approach means a maximum sharing of information about targeted youth such that activities of team members are modified in a generalist direction (e.g., police take some responsibility for social intervention and outreach workers assist with the suppression of serious crime and violence).
- A case management system and associated data system are established so that contacts and services by all members of the intervention team can be monitored for purposes of effective targeting, tracking youth entry into and exit from the program, and measuring outcomes at individual and program area levels.
- Staff development and training for the intervention team are conducted for the different types of team participants separately and collectively, especially regarding data sharing, joint planning, and implementation activities.
- Special training, close supervision, and administrative arrangements are established, particularly for youth outreach workers and law enforcement, to carry out their collaborative roles in a mutually trustworthy fashion.
- Organizational policies and practices become inclusive and community oriented with special reference to the interests, needs, and cultural background of local residents, including the targeted youth.

has been particularly beneficial in forming and maintaining the partnerships needed for success over the life of the project.

Communities should make sure that each participating agency benefits from collaboration. Clear communication is critical. Simply assuming that overall goals will be meaningful to all partners may result in some partners feeling discouraged or that they are being asked to do work that only benefits other groups or interests. Since partners interested in addressing gangs share many interests in helping the at-risk population, and almost all work that improves the community or situation of at-risk kids adds to anti-gang efforts, finding shared goals need not be difficult. Once each partner identifies their interest and goals, they should keep a record of how well those interests are met. Meeting goals may involve raising funds to help a service provider, increasing the number of volunteers who provide specific aid, or increasing local or national media exposure. Finally, collecting baseline data will help demonstrate the value of each partner's work and the collaboration's ability to leverage resources.

Selecting representatives from a cross-section of agencies to work on each assessment task will produce stronger coalitions. The steering committee should designate an agency to coordinate the assessment process.

Prior to beginning work on the assessment, the steering committee should identify the scope and extent of the assessment. Will the assessment be conducted communitywide? If a smaller area of the community is to

The Comprehensive Gang Model in Action—OJJDP's Gang Reduction Program

Los Angeles, California

The Los Angeles Gang Reduction Program site is located in the Boyle Heights area, 3 miles east of downtown Los Angeles. It is home to a large immigrant population made up mostly of residents from Mexico and Central America. Five major gangs inhabit the target area, including White Fence (established in the 1930s), Varrio Nuevo Estrada "VNE" (established in the 1970s and inhabiting the Estrada Courts Public Housing Development), Indiana Dukes, Opal Street, and Eighth Street (inhabiting Wyvernwood Apartments). A number of street-front, grassroots community organizations, health providers, churches, and youth centers are located in the neighborhood and have a history of involvement in gang prevention and intervention activities. Five public elementary and middle schools are located in the target area, with more than 5,000 students enrolled. The Los Angeles Police Department's Community Law Enforcement and Recovery (CLEAR) Program is a targeted gang suppression program and operates as a partner in the Boyle Heights community.

Prevention activities focused on providing youth with alternatives and support to prevent or resist gang involvement include:

- Early College Awareness and Literacy Program for fifth grade students and their parents.
- Afterschool programs for elementary and middle school youth at high risk of gang membership.
- "The Story Project"—an afterschool multimedia communication program to encourage school attendance and increase students' grade point average.
- Prenatal and infancy support for high-risk mothers to reduce risk factors related to gang involvement.
- Intensive case management for youth and families residing in the target area, including mentoring for high-risk males ages 10–14.
- Gang awareness training for schools, residents, local businesses, and parents.

Intervention and reentry activities are primarily case managed by a multidisciplinary team. Other intervention services for gang members in the Los Angeles plan include:

- Individual and group counseling for behavior, substance abuse, and other needs.
- Educational and vocational training.
- Tattoo removal.
- Anger management and conflict resolution.

Suppression activities are conducted in the target area by the CLEAR program. CLEAR involves targeted gang enforcement, prosecution, and community awareness.

be assessed, some preassessment work should be done, including a scan of overall violent crime statistics, to identify an appropriate target area.

OJJDP developed the Web-based Socioeconomic Mapping and Resource Topography (SMART) system, which provides a substantial amount of community-level data, from the U.S. Census to Uniform Crime Report (UCR) data, and a Community Disadvantage Index (a research and data derived index that provides a way to compare the strength of one community against another). The SMART system is free of charge and available online (go to the OJJDP Web site, http://www.ojp.usdoj.gov/ojjdp, and select "Tools").

Because of the importance of the assessment, it is critical that the steering committee allots sufficient time to conduct data collection and analysis. The more extensive the assessment, the more time-consuming and expensive this process will be. Because most communities do not have unlimited funds, best results were produced when the steering committee identified and prioritized critical data to be collected and set a reasonable timeline for these activities. This timeline may range from 3 months to more than a year, depending on the scope of the assessment.

Data collection was initiated more quickly and proceeded more smoothly when the steering committee established written agreements with the key agencies. These written agreements identified the types of data to be collected, specified whether an archival record review was needed, and indicated the time frame within which the review should be conducted. If analysis and explanation of the data are required, the written agreement should also set forth these responsibilities. Furthermore, based on experiences at multiple sites, the written agreement ensures that the data, once collected, are available to all parties and cannot be hidden or removed from the assessment. Progress is enhanced when the steering committee agencies agree to underwrite or conduct pieces of the assessment and to create contracts for specific tasks that the assessment requires. Ideally, these written agreements will also commit key agencies to ongoing data collection.

To ensure that data are collected consistently and without discrepancies, and where State law does not define these terms, the steering committee must establish definitions of "gang," "gang member," and "gang crime."

In many cases, it may be necessary to conduct a manual archival record review of law enforcement data during the initial assessment. Most sites found these manual archival record reviews to be a necessary, but expensive and time-consuming, process. They also found it best to identify protocols that, when key agencies and the steering committee put them into place, would make it easier to collect data in the future. Some sites ultimately amended computerized police incident reports to include a "gang-related" check box. Other sites established protocols to channel specific types of reports to the gang unit for regular review.

Assistance from a local research partner trained in statistical analysis can benefit an assessment greatly. Some data, such as gang crime data, community demographic data, and school statistics, can almost certainly be collected without a research partner. But sites planning to interview gang members; conduct focus groups with parents, community residents, or school staff members; or use in-depth survey instruments should consider engaging a research partner with some expertise in data analysis. That partner can work through processes such as obtaining consent and ensuring and protecting confidentiality. The research partner also should perform more complex data analyses, as required. As with other service providers, staff should establish a detailed scope of work or a job description for the research partner. The scope of work may include a summary of the data reports to be developed and a timeline for completion. The scope of work also should include a process for addressing issues that may arise with the research partner's quality of work and timeliness.

In addition to collecting the data mentioned above, sites that conducted comprehensive assessments found that they were better equipped during the planning and implementation process to design appropriate responses,

target appropriate populations to serve, and implement program activities if they did the following:

- Investigated underlying demographic factors that affect local gang problems.
- Measured the extent of gang activity in schools.
- Included qualitative educational factors affecting local youth.
- Surveyed residents and youth about perceptions of gangs.
- Inventoried community resources to address gangs.

Highlights From the Field—Assessing the Gang Problem

Los Angeles, CA. *The Los Angeles GRP project identified gaps in services by conducting a community resource assessment and holding focus groups in the community. This information helped the project in the development of the strategic plan and mapping out funding levels for each of the program's components—primary prevention, secondary prevention, intervention, re-entry, and suppression.*

Richmond, VA. *An assessment of police incident reports for gang-affiliated offenses led to a change in the way that the police department captured gang-related incidents. Reports now require officers to input any information that assists with identifying gang affiliation.*

Pittsburgh, PA. *In Pittsburgh, the assessment process used in the Gang-Free Schools project led to extensive changes in the Pittsburgh Bureau of Police's methods of capturing gang crime data and the creation of a new gang intelligence collection system. Pittsburgh Public Schools surveyed all students in three grades (5, 7, and 9) across the entire school district. These student surveys helped the community address widespread denial.*

Houston, TX. *In Houston, the GFS demonstration conducted an archival review of police incident reports that revealed that more than 80 percent of police incidents involving gangs were missed in the existing data collection system, and has led to routine record reviews by the gang enforcement squad in the target community.*

Planning for Implementation

The steering committee serves as the primary decision-making body for implementation planning. It should use the assessment as a guide in formulating a strategic plan to mitigate the community's gang problem.

The steering committee should synthesize data collected from the assessment into a usable form for planning purposes. Specifically, the steering committee needs to know the following information:

- Types of gang-related crime.
- Patterns of change in gang incident rates.
- Locations of gang crime.
- Increases/decreases in numbers of gangs and gang members.
- Level of citizen concern about gang activity.
- Community perceptions of gang activity.
- Gang-related activity in schools.
- Changes in community demographics.

Planning objectives are used to:

- Determine the criteria for targeting clients that this multidisciplinary approach will serve (age, race, gender, gang affiliation, etc.).
- Determine a geographic area of the community to be served (if necessary).
- Determine the goals of the program; intervention, prevention, and suppression strategies; and types of services to be provided. Activities, goals, and objectives also are identified based on the problems described during the gang assessment.
- Determine the targets for intervention by the multidisciplinary team and the composition of the team itself.

- Assign staff members to an intervention team to coordinate provision of services to clients and manage client cases.

Practices that have proved helpful to the planning process include:

- Providing steering committee members with a copy of the assessment report and thoroughly discussing the data and the problems identified as a result of the data review.
- Conducting training on the program model with each of the partnering agencies prior to the planning process.
- Introducing the model in a formal manner with multimedia materials, such as OJJDP's online Strategic Planning Tool (http://www.iir.com/nygc/tool/), which helps identify programs and compare existing community resources with existing needs.

The Comprehensive Gang Model in Action—OJJDP's Gang Reduction Program

North Miami Beach, Florida

The North Miami Beach Gang Reduction Program, known as PanZou (reclaiming the community), target area comprises the city of North Miami Beach, which is located in northeast Miami-Dade County, FL. The area was originally a middle-class retirement area with few services for youth and families. The community has changed over the last 20 years to a working-class area populated by a largely Haitian population, and residents have to rely on services provided in other areas of Miami-Dade County. Transportation is an issue, as is the lack of service providers who are familiar with the primary Haitian language, Creole. Local law enforcement reports indicate that the city population is approximately 50 percent Haitian, with undocumented Haitians representing an estimated additional 10 to 15 percent. The city economy is primarily service oriented without the presence of any major industries.

Prevention activities are aimed at the broad at-risk population, with several appropriate activities also available to gang youth being served at the intervention level. The project also is involved in various community awareness activities. A One-Stop Resource Center is operating in the target area. Prevention activities include:

- Mentoring for youth at risk of gang involvement.
- Early literacy for Haitian youth.
- Youth empowerment (life skill classes) and midnight basketball.
- Strengthening Families Program, focused on parenting skills and reducing substance abuse and behavioral problems in youth ages 10–14.
- Intensive case management.
- Alternatives to suspension for middle and high school youth.
- Truancy interdiction.
- Developing Intelligent Voices of America (DIVAs) for young women (ages 8–18) to develop social, emotional, and behavioral competence.
- Man-Up! For young men between the ages of 12–18 to develop social, emotional, and behavioral competence.
- Increased recreational opportunities for elementary and middle school youth.
- Self-sufficiency training.

Intervention activities are centered on a multidisciplinary team providing intensive case management and street outreach to gang members and their families. Activities include:

- Substance abuse counseling.
- On-the-job training.
- Referrals to community agencies, including counseling and tattoo removal.
- Six Rounds to Success Boxing Program (mentoring and physical and boxing skills).
- Community service opportunities.

Suppression activities involve additional directed foot and bike patrols in "hot spot" gang-crime areas, identification of gang leaders, and coordination with juvenile probation on gang activity. In partnership with the Gang Reduction Program, the North Miami Beach Police Department created a specialized gang unit, increased gang intelligence gathering, and increased participation with the local Multiagency Gang Task Force.

- Engaging representatives from other communities that have successfully implemented comprehensive models to provide training and guidance on program planning and implementation.
- Attending neighborhood association, chamber of commerce, and other community meetings on a regular basis to hear their ideas on gang programming.

Highlights From the Field—Planning for Implementation

Gang Reduction Program. *All GRP projects found that involving individuals from experienced sites was effective in training on implementation activities such as the operation of the multidisciplinary intervention team.*

Richmond, VA. *Richmond invited approximately 100 people to participate on their four working subcommittees broken down into the following groups: prevention, intervention, suppression, and reentry. The subcommittees consisted of State and local government, nonprofit, for-profit, faith-based, and community organizations. They determined gaps in community services and made recommendations. Participation by these large groups allowed for greater input from the community and a commitment to seeing the program succeed.*

Los Angeles, CA. *The Los Angeles GRP used the community resource assessment and focus groups to help develop their strategic plan and map out funding levels for each programmatic area of the project.*

Riverside, CA. *Riverside, one of OJJDP's initial demonstration sites, placed emphasis on training steering committee members on the Model and the importance of their roles as decisionmakers and in oversight of the project. An orientation on the project was also implemented for each new steering committee member.*

Implementing the Program

The implementation process is accelerated when the steering committee agencies, the lead agency, and the program director conduct startup and capacity-building activities prior to beginning services. These activities include:

- Developing contracting protocols and/or requests for proposals.
- Developing program policies and procedures.
- Selecting intervention team members.
- Determining what training is needed for key agencies to serve gang-involved youth and how and by whom this training will be conducted.
- Determining sources of clients and referral processes.
- Creating a consent and intake process for clients.
- Determining how outcome data from clients will be collected, stored, and analyzed.
- Developing job descriptions for key personnel.
- Training intervention team members on their roles and responsibilities.

Maintaining the Steering Committee

The role of the steering committee during program implementation may include:

- Making decisions regarding program changes or expansion.
- Ensuring that the program is responsive to the needs of program clients and the community.
- Ensuring that key agencies continue to participate in and support the program.
- Conducting training and activities to increase community awareness of the program.
- Identifying ways to ensure long-term sustainability.

The members of the steering committee should be champions of the program as a vehicle for change within the community. The chair and/or cochair should be passionate and committed to the program and should work to ensure that the steering committee maintains its momentum.

ATTACHMENT 4- DRAFT JOB DESCRIPTION

REDUCING GANG VIOLENCE IN YAKIMA
NOW IS THE TIME

Beginning in July 2018, supported by a one-time, one-year budget proviso, the City of Yakima will be developing a framework for an on-going effort to reduce gang violence in our community. The funding will enable the City bring on a contractor to coordinate a comprehensive partnership of community, public, private and faith based organizations. Together we hope to prevent gang involvement among a target sector of our youth population and to help a separate cohort of gang affiliated youth dis-engage from involvement. Specifically, efforts will target youth in the 6th grade and their families. We also expect to work with a number of youth who are currently incarcerated.

The selected contractor will support a network/coalition of organizations from criminal justice, case management, youth development, faith, mental health, public health, and others. Primary goals of this effort will include convening and coordinating the efforts of partners and enhancing the capacity of these partners to serve our community. In addition, a key focus of this contract will be to identify and apply for on-going additional funding to continue the effort.

The ideal person for this position will have a history of:

- Proven fund development expertise (40%)
- Capacity Building (20%)
- Program design (10%)
- Program coordination (20%)
- Program evaluation (10%)

The ideal candidate will work behind the scenes, ensuring the network of providers succeeds. The ideal candidate will aggressively pursue funding to support the network of providers and fund his/her own position beginning month 13.

Purpose: To coordinate efforts, support networks of providers and develop organizational capacity of partners.

Required Skills: Fund development, program design, provision of technical assistance and grant administration. The ability to speak and conduct business in Spanish is highly desired.

Contractors with these skills have produced the best results:

- The skills to understand and work within complex systems such as criminal justice, education, and social services.
- An understanding of data collection and analysis protocols, as well as how to read, interpret, synthesize, and clearly explain data orally and in writing to a wide range of audiences.
- The skills to understand and develop short- and long term plans for implementation.

- The skills to move flexibly among a variety of complex tasks—from public speaking and writing grants to managing program funds and effectively supervising personnel.
- The skills to work well with personnel at different levels of responsibility, from agency heads to grassroots personnel, and from a variety of disciplines: law enforcement, education, social services, justice systems, and outreach.
- Meeting facilitation, conflict resolution, and consensus building skills that enable the program director to serve as an intermediary between agencies, resolve differences of opinion during meetings, and effectively address potentially inflammatory and emotional topics.
- The skills to understand the risk factors leading to gang involvement, local gang activities and gang research, community dynamics and history, and prevention/intervention/suppression strategies; and to explain these concepts to others from a variety of educational and cultural backgrounds.
- The skills to supervise, engage and motivate staff from a variety of agencies and racial/cultural/economic backgrounds, including staff over whom the director may not have direct supervisory authority.

Compensation: Contractor will be issued a 12-month contract. Hourly rate will depend on qualifications, but will fall within a range of $30.00 to $38.00 per hour. The person selected for this effort will need to meet insurance requirements for professional services required by the City of Yakima.

Duties

Coordination

Serve as connector between community and faith based partners so that target population accesses services and activities already provided by these partners. Ensure that all MOU's, workplans, communication protocols and policies are in place to provide seamless services to target populations.

Fund Raising/Grant Applications

A major component of this work will be to identify ongoing major funding streams to support the continuation of these efforts.

Support/Coordination

Assist partners with program design, communication, policy development, evaluation and documentation support to collect successes and challenges.

Capacity Building

Convene and coordinate technical assistance providers (evaluation, policy, media, program development) to improve capacity of partners.

For more information contact Ana Cortez, Assistant City Manager, (509)406-3906.

ATTACHMENT 5

PROPOSED NITT BUDGET

(12 MONTHS)

TYPE		DESCRIPTION	COST	TOTAL
PERSONNEL	1 FTE/Mental Health Promotor	Role: Navigator/Promotora. This person will be responsible for reaching out to target youth and engaging them in NIT.	$36,900.00	$36,900.00
	1 FTE/NIT Coordinator	Role: Coordinate partners (services and capacity building)	$77,900.00	$77,900.00
				$0.00
DIRECT				$0.00
	Technical Assistance			$18,700.00
				$0.00
	Travel		$1,500.00	$1,500.00
	Supplies		$0.00	$0.00
INDIRECT	10% for Admin Support	City of Yakima		$15,000.00
TOTAL				**$150,000.00**