



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Angel Rios, Jr.
Jennifer A. Maguire

**SUBJECT: GANG PREVENTION AND
INTERVENTION EFFORTS**

DATE: May 28, 2015

Approved

Date

5-28-15

This Manager's Budget Addendum (MBA) responds to the Mayor's March Budget Message for 2015-2016, as approved by the City Council, to return to Council with data demonstrating the efficacy of the San José Bringing Everyone's Strengths Together (BEST) Female Gang Intervention Unit, Capacity Building Activities, and Digital Arts Teen/Youth programs, utilizing evidence-based practices in stemming gang recruitment and activity, and be prepared to allocate funding to the programs with proven results.

RECOMMENDATION

1. Accept this evaluation on the efficacy of the San José Bringing Everyone's Strengths Together (BEST) Female Gang Intervention Unit, Capacity Building Activities, and Digital Arts Teen/Youth programs.
2. Approve the following amendments to the 2015-2016 Proposed Budget:
 - a. Increase the City-Wide Expenses San José BEST and Safe Summer Initiative Programs budget in the amount of \$500,000 for 2015-2016 and \$1,000,000 ongoing;
 - b. Increase the Essential Services Reserve in the amount of \$500,000 for 2015-2016;
 - c. Decrease the San José BEST and Safe Summer Initiative Programs Earmarked Reserve in the amount of \$1,000,000 ongoing; and
 - d. Add 8.0 positions (2.0 Recreation Leaders PT, 2.0 Recreation Program Specialists, 2.0 Youth Outreach Specialists, 2.0 Youth Outreach Workers I) in the Parks, Recreation and Neighborhood Services Department ongoing.
3. Approve the Resource Allocation Plan for San José Bringing Everyone's Strengths Together (BEST) and Safe Summer Initiative Grant programs for 2015-2016.

BACKGROUND

Established in 1991, the Mayor's Gang Prevention Task Force (MGPTF) is a broad coalition consisting of: local residents; city, county and state government leaders; school officials; community and faith-based organizations; and local law enforcement. The MGPTF brings these diverse stakeholders together and leverages each group's expertise as part of a coordinated,

interagency effort to curb gang-related activity in San José. MGPTF programs are funded through the San José Bringing Everyone's Strengths Together (BEST) and Safe Summer Initiative Programs appropriation.

The City Council approved one-time funding of \$1.0 million for 2014-2015 to widen the spectrum of MGPTF programs with three initiatives aimed at reducing violence and gang involvement among youth ages 13 to 24, and supporting a safer, smarter City. The three initiatives consist of Female Gang Intervention Services (\$300,000); Capacity Building Activities (\$400,000); and the Digital Arts Teen/Youth Program (\$300,000). As directed in the Mayor's March Budget Message, as approved by the City Council, this Manager's Budget Addendum evaluates the efficacy of these programs. These initiatives address emerging trends, and are making headway in the strengthening of pro-social activities for youth. The ultimate outcome, supporting the recently adopted strategic plan, is to build the necessary capacity in providing targeted youth with services that reduce gang recruitment, and provide activities intended to support the City's safety network of programs.

There is great need to meet this challenge today and in the future. Santa Clara County has identified 22 high-risk zip codes county-wide, of which 18 (82%) of those are in the City of San José. These high-risk zip codes often feature high rates of poverty, child removal, substance abuse, juvenile crime entries, felony arrests, school drop-outs, mental health issues, and teen parenting. The San José Police Department has identified 6,522 validated gang members, and it is estimated that there are thousands more non-validated gang associates.

ANALYSIS

Evaluation of One-Time Programs Added in 2014-2015

The one-time initiatives have supported thousands of youth and their families, and community agencies since July 2014. Partnerships with school districts, County agencies and community-based organizations have been key in supporting trainings, outreach and information sharing. Having focused on program design, development, and staffing in 2014-2015, pending City Council approval of this MBA, the next steps planned for 2015-2016 would put into operation additional services to sustain youth engagement. More youth participation is expected in these programs, leading to less time for youth to be recruited and engaged in gang activity and more time to be connected to pro-social activities that promote safety. Following is a discussion of each of the programs.

Female Gang Intervention Unit

Over the past five years, there has been an increase in females who are either associated with or involved in gangs. However, programs specifically designed for females who are gang-impacted have been almost non-existent. To address this national trend at the local level, San José established a Female Gang Intervention Unit designed to provide intervention services to gang-impacted or gang-intentional females. Females constituted 30% (2,348) of the juvenile arrests in Santa Clara County, according to the State of California Department of Justice, Office of the Attorney General. Funding in 2014-2015 was dedicated to developing curriculum and partnerships, creating the program's structure, and hiring and training staff. The Female Gang Intervention Unit is unique in that the programs and services are gender-specific.

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Major developments in 2014-2015 are as follows:

1. Forming an Advisory Committee that includes members from the Santa Clara County Probation and Public Health Departments;
2. Creating program curriculum and structure;
3. Meeting with school superintendents to promote the program, and establishing Memoranda of Understanding; and
4. Recruiting staff with specialized skills in working with female gang members, and providing intensive staff training.

Recruiting qualified staff was a challenge in the program's first year of implementation; with staff now hired and a program framework in place, vital intervention services to gang-impacted or gang-intentional females can be delivered in 2015-2016.

Capacity Building Activities

Capacity-building activities include launching the Community of Learning (described below), promoting and continuing the Late-night Gym Program, augmenting Street Outreach Services, and acquiring a management information system to collect data necessary to make informed decisions about program funding and implementation.

The Community of Learning (COL) is comprised of BEST-funded agencies, which are in the process of transitioning to the implementation of evidence-based and/or evidence-informed programs. The shift to delivering programs and services that have a proven track record will ensure that BEST funding is awarded to programs most likely to have an impact on high-risk, gang-impacted and gang-intentional youth and young adults. The MGPTF has developed a three-year COL work plan, which includes providing the necessary training, staff development, and organizational assessments needed to transition agencies to providing evidence-informed and/or evidence-based programs. The MGPTF augmented two BEST-funded agency contracts to attain additional street outreach programs in critical gang "hot spots areas" to reduce gang violence.

The Late Night Gym Program had 5,000 duplicated¹ participants from July 2014 to April 2015, of which 2,000 participants were supported from January to April 2015 with the one-time City funding. The program operates at four gymnasiums throughout the City, four nights per week from approximately 7:00 p.m. to 10:00 p.m. for 49 weeks of the year. This program provides positive alternative evening activities to youth who might otherwise seek to engage in gang-related activities, and is a proactive effort to deter and prevent gang-related violence. In addition to the open gym activities, service providers attend each location to provide information on accessing mental health services, job training, tattoo removal, and/or alcohol and drug counseling.

A management information system will allow the MGPTF to collect data and will allow for better alignment and distribution of resources. It will also enable the MGPTF to build the capacity needed

¹ A count of 'unduplicated' participants is the total number of individual youth participants in a program. This differs from a 'duplicated' participant count, which is the count of all individuals and all the times they participated. For example, if the Late Night Gym has 20 participants one night at Gymnasium A, and the same 20 participants come to the program at Gymnasium B another night, then the 'unduplicated' count is 20 and the 'duplicated' youth participant count is 40.

to make informed, data-driven decisions regarding the programs that are offered by staff and those that are offered by partner organizations.

Digital Arts Teen/Youth Program

The Digital Arts Teen/Youth Program was created to help at-risk teenagers discover a non-violent approach to expressing viewpoints using digital media. Since 2011, the program has served over 7,000 at-risk youth to support healthy expressions in film, music, and story-telling at Mayfair, Roosevelt and Seven Trees Community Centers, including 546 unduplicated participants to date in 2014-2015. Operating hours are 2:30 p.m. to 8:00 p.m. from Monday through Friday, and 12:00 p.m. to 4:00 p.m. on Saturday. Programming consists of: academic tutoring; mentoring and a safe space for teens to discuss difficult issues; workshop trainings on video editing, photography, screenwriting, special effects, directing, and producing; daily drop-in sessions; transformational discussions that help create innovative music and digital arts projects; and a weekly girls group that promotes positive self-image through discussion of current events in the media and digital arts.

2014-2015 Summary of Accomplishments and 2015-2016 Proposed Plans

The following table provides a summary of 2014-2015 accomplishments and proposed 2015-2016 plans, pending City Council approval of this MBA.

Program	2014-2015 Achievements	Location of Services	2015-2016 Proposed Plan
Female Gang Intervention Unit	<ul style="list-style-type: none"> • Established an Advisory Council. • Developed Curriculum and Case Management Manual. • Hired 3.0 positions. • Provided staff training. • Developed MOUs with schools. • Developed partnership with SCC Probation Department. 	City-wide	<ul style="list-style-type: none"> • Provide 12-week Cognitive Development Curriculum to 675 females at fifteen schools. • Provide intensive Case Management for 60 participants. • Coordinate services with Santa Clara County Probation Department.
Capacity Building Activities	<ul style="list-style-type: none"> • Over 5,000 Late Night Gym (LNG) participants served. • Partnership with BEST Agencies to provide support and services at LNG. • 23 agencies participated in COL. • Hosted four trainings for COL participants. 	City-wide	<ul style="list-style-type: none"> • Procure a Management Information System (MIS). • Implement second phase of COL. • Continue to expand and develop the LNG Program. • 6,000 Late Night Gym participants estimated.
Digital Arts Teen/Youth Program	<ul style="list-style-type: none"> • Over 288 academic tutoring hours. • Over 1,563 mentoring hours. • Over 75 healthy self-expression projects completed. • Over 96 girl group meetings to promote positive self-image. • Transportation service option to and from Leyva Middle School. 	Mayfair, Roosevelt, and Seven Trees	<ul style="list-style-type: none"> • On site presentations to neighborhood schools about Digital Arts. • Partner with schools to explore creative ways to share school performance data. • 300 academic tutoring hours estimated. • 1,600 mentoring hours estimated.

To implement the 2015-2016 Proposed Plan, staff recommends approval of an amendment to the 2015-2016 Proposed Budget to add 8.0 positions in the Parks, Recreation and Neighborhood Services Department as follows:

- 1.0 Youth Outreach Specialist and 2.0 Youth Outreach Workers I will support the Female Gang Intervention Unit.
- 2.0 Recreation Program Specialists and 2.0 Recreation Leaders PT will support the Digital Arts Teen/Youth Program.
- 1.0 Youth Outreach Specialist will support the Mayor's Gang Prevention Task Force Capacity Building activities, such as the Late Night Gym Program.

Budget actions are also recommended to shift funding of \$1.0 million from the San José BEST and Safe Summer Initiative Programs Earmarked Reserve to the San José BEST and Safe Summer Initiative Programs City-Wide Expenses allocation (\$500,000) and the Essential Services Reserve (\$500,000) for 2015-2016. Budget actions are recommended to shift the ongoing funding of \$1.0 million from the San José BEST and Safe Summer Initiative Programs Earmarked Reserve to the San José BEST and Safe Summer Initiative Programs City-Wide Expenses allocation beginning in 2016-2017. Given the start-up time necessary, programs were delivered for only a portion of the year in 2014-2015, and approximately \$500,000 of the \$1.0 million provided in 2014-2015 will be spent accordingly; hence, a recommendation to rebudget the remaining \$500,000 will be brought forward as part of the 2015-2016 Rebudget/Clean-up Manager's Budget Addendum. The total \$1.0 million in 2015-2016 will allow for the full year implementation of programming.

2015-2016 San José BEST and Mayor's Gang Prevention Task Force Resource Allocation Plan (Cycle 25)

The following San José BEST Resource Allocation Plan was developed using information gathered from the "Hot Spot" exercise, conducted in partnership with the San José Police Department, during the MGPTF Technical Team meeting on March 11, 2015. Results of the exercise, included in Attachment A, were approved by the MGPTF Policy Team on April 24, 2015. These Hot Spots areas continue to be areas of critical need in which the MGPTF continues to invest resources and services in 2015-2016. The 2015-2016 Proposed Operating Budget allocates \$4.56 million to San José BEST. In addition, as directed in the Mayor's March Budget Message, as approved by the City Council, \$1.0 million was set aside in an ongoing San José BEST and Safe Summer Initiative Programs Reserve to fund additional programs depending on the efficacy of programs added in 2014-2015.

Funding of \$1.0 million was added in 2014-2015 on a one-time basis, and is recommended to continue, to fund three key gang prevention and intervention services (Female Gang Intervention Unit, Capacity Building Activities, and the Digital Arts Teen/Youth Program). Through this Manager's Budget Addendum (MBA), staff has provided information on progress to-date and 2015-2016 plans, as well as recommendations to continue these programs and to add 8.0 positions who will continue efforts underway in these programs (2.0 Recreation Program Specialist, 2.0 Recreation Leaders PT, 2.0 Youth Outreach Workers I, 2.0 Youth Outreach Specialist).

Category	Allocation
Female Gang Intervention Unit	\$300,000
Digital Arts Teen/Youth Program	\$300,000
Capacity Building Activities	\$400,000
TOTAL	\$1,000,000

Of the \$4.56 million ongoing funding, \$2.2 million is designated for distribution through community-based organizations and \$1.1 million for City of San José Intervention Services. Eligible service providers were identified in the 2013-2014 BEST Annual Report discussed at the May 21, 2015 Public Safety, Finance, and Strategic Support Committee meeting and attached as reference to this memorandum (Attachment B); authorization for the Director of Parks, Recreation and Neighborhood Services to negotiate and execute agreements with these providers will be sought in an upcoming memorandum to the City Council. Additionally, \$500,000 is designated for the 2016 Safe Summer Initiative Grant program (a list of providers will be identified in the latter half of 2015-2016). An Emergency Fund of \$259,000 may be used to fund services addressing a specific community need and justified by written determination of utilization of Municipal Code 4.12.235 by the Parks, Recreation and Neighborhood Services Department Director. The remaining amount of \$507,000 will fund the San José BEST administration staff and program evaluation.

Category	Allocation
BEST-Funded Agencies	\$2,200,000
Safe Summer Initiative Grants (2016 summer)	\$500,000
Safe School Campus Initiative/Clean Slate	\$1,094,000
Administrative/Program Support/Program Evaluation	\$507,000
Emergency Fund	\$259,000
TOTAL	\$4,560,000

COORDINATION

This memorandum was coordinated with the City Attorney's Office.

/s/
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For questions please contact Matt Cano, Interim Assistant Director, at (408)793-5553.

Attachment A: 2015-2016 Hot Spot Areas by Police Division
Attachment B: 2013-2016 BEST Qualified Service Provider List by Eligible Service

ATTACHMENT A

2015-2016 HOT SPOT AREAS BY POLICE DIVISION

San José BEST-funded services in “Hot Spot” areas are delivered within four police divisions of the city – Central, Foothill, Southern, and Western. While services are provided throughout each division, there continues to be a greater emphasis on placing services in areas specifically identified as “Hot Spots,” as approved by the Mayor’s Gang Prevention Task Force Policy Team (April 24, 2015).

FOOTHILL DIVISION

1. Independence HS/Avalani- N. Jackson/McKee Rd./N. King/Mabury
2. Lanai/Valley Palms – Lanai/Tully Rd/Cunningham/Midfield Ave.
3. Kolmar apt. Area- Story Rd./Capital Ave/McGinness Ave/Murtha Dr.
4. Overfelt Area – Tully/Ocala/King/Hillview Airport
5. Poco Way/King and Story/Sunset/ HWY 280
6. Mayfair/Sunset Area –McCreery/Sunset/HWY 280/N. Jackson Ave.

SOUTHERN DIVISION

1. Round Table/Edenvale Area-War Admiral/Great Oaks/Blossom Hill/Monterey
2. Hoffman/Via Monte
3. Seven Trees- Senter Rd./Cas Dr./E. Capital
4. Eagles/Tradewinds Area- Hayes Ave./Judith/Lean Ave./Blossom Hill

WESTERN DIVISION

1. Washington Area- Willow St./Vine St/Monterey Rd/HWY 280
2. Santee/Audubon- Story Rd/Phelan/Clemence Ave/HWY 101
3. Cadillac/Winchester- Impala Dr./Lexington Dr/Payne Ave.
4. Payne Ave. and San Tomas Exp- Topaz Ave./Payne Ave./Underwood Dr/San Tomas Exp.

CENTRAL DIVISION

1. 2nd St. and Santa Clara- 4th St./E. San Carlos
2. Jeanne Ave. Area-22nd St/William St./Mc Laughlin Ave.
3. 13th St. to 4th St.-E. Julian/Santa Clara
4. South University.- E. San Salvador/4th St./Margaret St./S. 11th St.

ATTACHMENT B

2013-2016 BEST QUALIFIED SERVICE PROVIDER LIST BY ELIGIBLE SERVICE

Eligible Service (ES) #1: Personal Transformation through Intervention and Case Management Services; Cognitive Behavior Intervention; and Life Skills Education

- Alum Rock Counseling Center, Inc.
- Asian Americans for Community Involvement
- Bill Wilson Center
- Breakout Prison Outreach dba California Youth Out
- California Community Partners for Youth, Inc. (CCPY)
- Catholic Charities of Santa Clara County
- Center for Training and Careers
- Family and Children Services
- Fresh Lifelines For Youth
- George Mayne Elementary School
- Girl Scouts of Northern California
- International Association for Human Values
- Joyner/Payne Youth Services Agency
- Lighthouse of Hope Counseling Center, Inc.
- National Compadres Network/ National Latino Father and Family Institute
- Positive Alternative Recreation Teambuilding Impacting Program (P.A.R.T.I.)
- RC Mayo Inc. dba Exodus Recreation Center
- San José Children's Discovery Museum
- San José Jazz Society
- San José State University Research Foundation
- The Art of Yoga Project
- The Firehouse Community Development Corporation
- The Tenacious Group
- Ujima Adult and Family Services

ES #2: Street Outreach Worker Services: Gang Outreach, Intervention, And Mediation

- Breakout Prison Outreach dba California Youth Outreach
- Catholic Charities of Santa Clara County
- The Firehouse Community Development Corporation
- Unity Care Group, Inc.

ES #3: Outpatient Substance Abuse Services

- Alum Rock Counseling Center, Inc.
- Asian American Recovery Services, Inc.
- Bill Wilson Center
- EMQ Families First, Inc.
- Pathway Society, Inc.

ES#4: Vocational/Job Training Services

- Boys & Girls Clubs of Silicon Valley
- Catholic Charities of Santa Clara County
- San José Conservation Corps and Charter School

ES#5: Parent Awareness/Training & Family Support

- Asian American Recovery Services, Inc.
- Family and Children Services
- Fresh Lifelines For Youth
- George Mayne Elementary School
- Happy House (Community United San José)
- RC Mayo Inc. dba Exodus Recreation Center
- Sunday Friends Foundation
- The Firehouse Community Development Corporation