



SOCIAL POLICY RESEARCH
ASSOCIATES

A Strategic Plan for Gang Violence Prevention for Monterey County

Draft

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Board of Supervisors
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Executive Summary

Monterey County is a hotbed of violence, primarily between the rival gangs Nuestra Familia and the Mexican Mafia. The County has led the state in youth homicide rate for two years in a row. Violence has spread from the Salinas area to South County and the Monterey Peninsula. The costs of violence go beyond the direct costs such as medical care, suppression and the justice system. Adding the indirect costs, such as lost productivity, human trauma, and lost investments, the estimated annual cost of gang violence in Monterey County totals \$207,000,000.

In the fall of 2012 and at the direction of the Board of Supervisors, the County contracted with Social Policy Research Associates to prepare a Strategic Plan to align the County's investments for maximum effectiveness in reducing gang violence, building on Monterey County's Comprehensive Violence Prevention, Intervention, Suppression and Reentry Framework of 2009.

This draft Strategic Plan is the product of extensive interviews and literature review. It provides top-level strategies for a comprehensive, holistic approach to reducing violence and provides for an organizational structure for implementation.

A final Strategic Plan will be presented to the Board of Supervisors in Spring 2013. It will include feedback from the Board of Supervisors based on this February version, and comments from the general public during a community engagement process. It will also include a compendium of programs already in place in the County.

Monterey County leaders are well positioned to achieve the systemic change required to have impact on gang violence. The County has:

- An unprecedented commitment to engaging collaboratively – across government departments and with outside agencies – to reduce gang violence.
- Several established inter-agency collaborations – including Community Alliance for Safety and Peace (CASP), Four Cities for Peace (4C4P), and Blue Ribbon Panel – aimed at reducing gang violence..
- Familiarity with nationally recognized violence reduction frameworks (e.g. models by the Office of Juvenile Justice and Delinquency Prevention and the Center for Disease Control and Prevention).

Five interrelated strategies form the core of our recommended Strategic Plan:



What will be different if our proposed Strategic Plan is implemented?

1. Decisive resource allocation and required organizational change will occur, leading to improved outcomes and accountability.
2. Investments will be leveraged. Agencies will be able to accomplish more collaboratively than any of them could accomplish alone.
3. All Monterey County residents will have an opportunity to become active in gang violence prevention.

Gang-related violence has been a reality in Monterey County for over 50 years. It is a complex issue affected by a multitude of factors - many of which are out of the reach of County government. In addition, resources of the County and other local governments are severely constrained.

These constraints further underline the need for internal and external alignment of resources and strategies, as well as collaboration across agencies and jurisdictions that are at the core of this strategic plan.

Background

The County of Monterey requested a strategic plan to align for maximum effectiveness the County's investments in reducing gang violence. This Strategic Plan is the outgrowth of a workshop on gang violence reduction convened by the Board of Supervisors and County Department heads that took place at Laguna Seca on March 30, 2012. At that time, County agencies and department leaders reported on their efforts to reduce gang violence through prevention, intervention, suppression, and reentry services.¹

The County, at the direction of the Board of Supervisors, subsequently contracted Social Policy Research Associates to prepare a Strategic Plan containing a core set of recommendations for improved alignment of Monterey County's gang violence prevention efforts leading to greater impact.

This plan is a product of the following activities:

1. Thirty-five interviews of County Department heads, representatives of key agencies operating in gang violence reduction in the area, and national experts in the field. (A list of interviewees is included as Appendix)
2. An extensive literature review of frameworks and best practices in violence prevention and of city and county plans from across the country. (A list of city and County plans is included as Appendix)
3. The authors' experience in strategic planning, gang violence reduction, community engagement, organizational development and evaluation.

Our interviews made it clear to us that Monterey County boasts a remarkable mix of professionals in key agencies and departments who bring to their mission:

- Extraordinary levels of expertise and competence.
- Willingness and desire to collaborate.
- High level of trust and mutual respect.

The level of willingness to engage on this issue collaboratively across departments is unprecedented. It provides a strong basis for the systemic changes needed to achieve essential objectives, and promises to sustain the partnerships and collaborations necessary for success.

This Plan builds on the most widely respected youth and gang violence reduction frameworks, such as those developed by the Center for Disease Control and Prevention for Striving To Reduce Youth Violence Everywhere (STRYVE) and by US Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP).

¹ Meeting Report. publicagendas.co.monterey.ca.us/MG110964/AS110970/AS110971/AI111007/Documents.htm

This plan also incorporates findings from previous reports on the subject, such as Monterey County's Comprehensive Violence Prevention, Intervention, Suppression and Reentry Framework of 2009.² and the "Cultivating Peace in Salinas" Framework for Violence Prevention³ as well as the Salinas Comprehensive Strategy for Community-wide Violence Reduction 2010-2012.⁴

A final Strategic Plan to be presented to the Monterey County Board of Supervisors in the spring of 2013 will include findings from the next phase of the project, which involves public meetings to be held in the north, south, and west of the County and in the city of Salinas.

These meetings will promote community awareness, solicit feedback from the general public, and cultivate a sense of ownership of the Strategic Plan.

We will seek a balanced representation of relevant stakeholders at each meeting. Feedback will be analyzed by the project team, vetted by the advisory team, and integrated into the final Strategic Plan for presentation to the Board of Supervisors.

The Cost of Gang Violence in Monterey County

Gang violence has a tremendous impact on Monterey County. Gun violence in Monterey County is primarily gang violence and gang violence is primarily youth violence. In 2009, a spike in homicides in Salinas was entirely gang related. In 2010, Monterey County led the state of California in youth homicide rate for the second year in a row. At 24 per 100,000,⁵ for victims between the ages of 10 and 24 years, the County's homicide rate is nearly three times that of the state of California and almost 50% higher than Alameda County, which ranks just behind Monterey County in the number of youth homicides.⁶

Gang violence is concentrated in three 'hot spots' in the County: (1) Salinas, which has suffered a chronically high homicide rate; (2) South County, in particular the cities of Soledad, Greenfield, and King City, where gang violence spiked in 2012 to the highest per capita homicide rate in the

The Human Toll of Gang Violence

"Nineteen-year-old Devante Nicolas Arias was washing his car in front of a friend's house last Friday afternoon. How could anything seem more normal for a teenager in America? But then the madness: two men walked up to Devante and shot him in the head. He died at a trauma center shortly afterward.

From "A Solution to Violence: For Our Future" Spencer Critchley; The Californian <http://www.thecalifornian.com/article/99999999/NEWS11/399990004/Spencer-Critchley-solution-violence-Our-Future>

² Monterey County's Comprehensive Violence Prevention, Intervention, Suppression and Reentry Framework. Prepared by Marie Glavin for Monterey County Board of Supervisors, September 24, 2009.

³ Cultivating Peace in Salinas: A Framework for Violence Prevention. Prepared by Prevention Institute for the City of Salinas, June 2001.

⁴ Salinas Comprehensive Strategy for Community-wide Violence Reduction. 2010-2012.

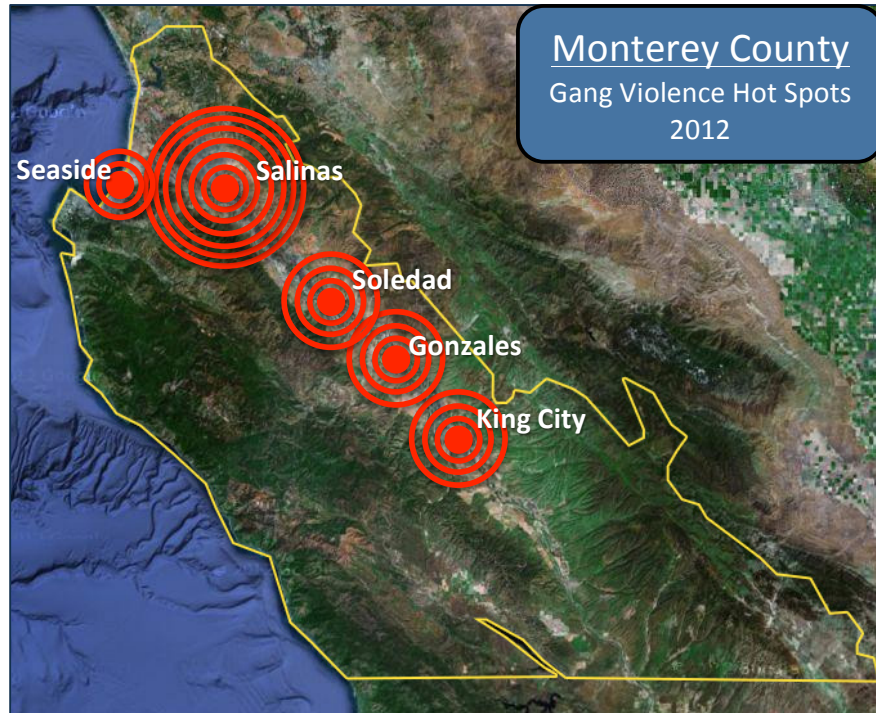
⁵ Ghose, Tia. "Youth Violence Plagues California, but Encouraging Signs Emerging," *The Modesto Bee*. January 16, 2012.

⁶ Reynolds, Julia. "Monterey County Youth Homicides Top in State," *The Monterey County Herald*. February 1, 2012.

County; and (3) Seaside, Sand City, and Marina - where according to Seaside Chief of Police Vicki Myers, violent crime has risen between 300% to 350% over the last year.

Gang violence in Monterey County is primarily between the rival gangs Nuestra Familia and the Mexican Mafia. Designated as a High Intensity Gang Area, Monterey County is home to an estimated 5,000 gang members and has become a microcosm of the larger war that these two gangs have been fighting for generations.

These numbers reveal the heavy price paid in terms of human life, and suggest the kind of emotional trauma families and entire communities suffer from chronic gang violence.



CITY	SHOTS FIRED	GUN HOMICIDIES
Seaside	28	2
Salinas	118	19
Soledad	14	5
Greenfield	24	4
King City	N/A	4*
County Unincorporated	13**	7
Total***	197	41

* All Homicides
 ** Assaults using a firearm
 *** Other cities in MC not included

There is also a staggering economic burden. Research on the financial impact of gang violence points to two kinds of economic costs:

1. *Direct Costs.* Direct costs include law enforcement and suppression efforts, prosecution, incarceration, court costs, probation, and the cost of medical services and hospitalization for victims and families.
2. *Indirect Costs.* Indirect costs include lost productivity, long-term effects of trauma in pain and suffering, reduced property values and investment in high crime areas, loss of tourism revenue due to real and perceived danger.

The American Center for Progress’ recent yearlong study, “*The Economic Benefits of Reducing Violent Crime*,”⁷ estimated the cost of violent crime in eight American cities in terms of direct and indirect costs to government agencies and individuals at nearly \$17.6 billion. Employing the same methodology used in their report – ascribing an average cost to the rate of violent crime – we estimate the *direct cost* of violent crime due to gang violence in Monterey County at approximately \$60 million per year and *indirect cost* of violence at over \$147 million per year for a total cost of \$207 million in gang-violence related costs imposed on government agencies and community residents.

More coordinated and effective prevention, intervention, suppression, and reentry strategies can have a direct, positive long-term financial impact, both in cost savings (by reducing the need for costly law

\$60,000,000	Est. Direct Costs
+ \$147,000,000	Est. Indirect Costs
\$207,000,000	Est. Annual Cost of Gang Violence in Monterey Co.

enforcement and incarceration services) and potential revenue (through increased productivity and investments). And, as is described below, our proposed plan strives to increase strategically the impact of every dollar already invested, rather than merely investing more.

A Synthesis of Interviews and Literature

Gang violence is not a new phenomenon in our community: it has exacted heavy economic and social costs for decades. The numerous policies aimed at reducing the violence associated with gangs are also not new. Stakeholders in Monterey County and across the nation have gained experience and know-how on models and methods designed to address this phenomenon. A significant body of evidence points to what works and what does not. Many interview respondents noted, there is no need to “reinvent the wheel.” Even more importantly, key stakeholders in Monterey County have developed a shared understanding that success in reducing gang violence requires a holistic approach, evidence-based practices, and a common framework – the Comprehensive Gang Model developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP),⁸ which involves five steps:

1. The community and its leaders acknowledge the youth gang problem.
2. The community conducts an assessment of the nature and scope of the youth gang problem, leading to the identification of a target community or communities and population(s).

⁷ Shapiro, Robert and Kevin Hassett. *The Economic Benefits of Reducing Violent Crime: A Case Study of 8 American Cities*. Center for American Progress. June 2012.

⁸ OJJDP Comprehensive Gang Model, Planning for Implementation. Office for Juvenile Justice and Delinquency Prevention, May 2009.

3. Through a steering committee, the community and its leaders set goals and objectives to address identified problem(s).

4. The steering committee makes available relevant programs, strategies, services, tactics, and procedures consistent with the model’s five core strategies:

- a. Community Mobilization
- b. Social Intervention
- c. Opportunities Provision
- d. Suppression
- e. Organizational Change and Development



5. The steering committee evaluates the effectiveness of the response to the gang problem, reassesses the problem, and modifies approaches, as needed.

The core strategies of the Comprehensive Gang Model are either already in place or are proposed for implementation under this plan.

Several collaboratives in the County have been formed over the past few years in which County Department staff participate. These include: the Community Alliance for Safety and Peace (CASP) in Salinas; Four Cities for Peace (4C4P) in South County; Silver Star Resource Center serving the entire County, located in Salinas; and the newly formed Peninsula Regional Violence Narcotics Team (PRVNT) and Blue Ribbon Panel on the Monterey Peninsula. All of these efforts are characterized by an understanding that gang violence is a community-wide problem that needs to be addressed comprehensively.

In addition, the County and the city of Salinas’ participation in the California Cities Gang Prevention Network and National Forum on Youth Violence Prevention – a White House initiative with 10 participating cities – have brought statewide, national, and even international attention to gang violence issues in our area. This offers the beneficial effect of attracting technical assistance and some initial funding. It has also introduced local professionals (including County employees) to top experts in the field.

As noted, we reviewed numerous gang violence prevention plans [see Appendix] to learn from their approaches and recommendations. Two plans were particularly relevant to Monterey County:

- **City and County of San Francisco, CA – Violence Prevention Plan 2008-2013.** The City and County of San Francisco launched an action planning process and built an interdisciplinary

response structure to address the gang violence issue that provides insight into how such an approach could be adapted for Monterey County.

- **City of Minneapolis, MN - Blueprint for Action – Preventing Youth Violence in Minneapolis.**

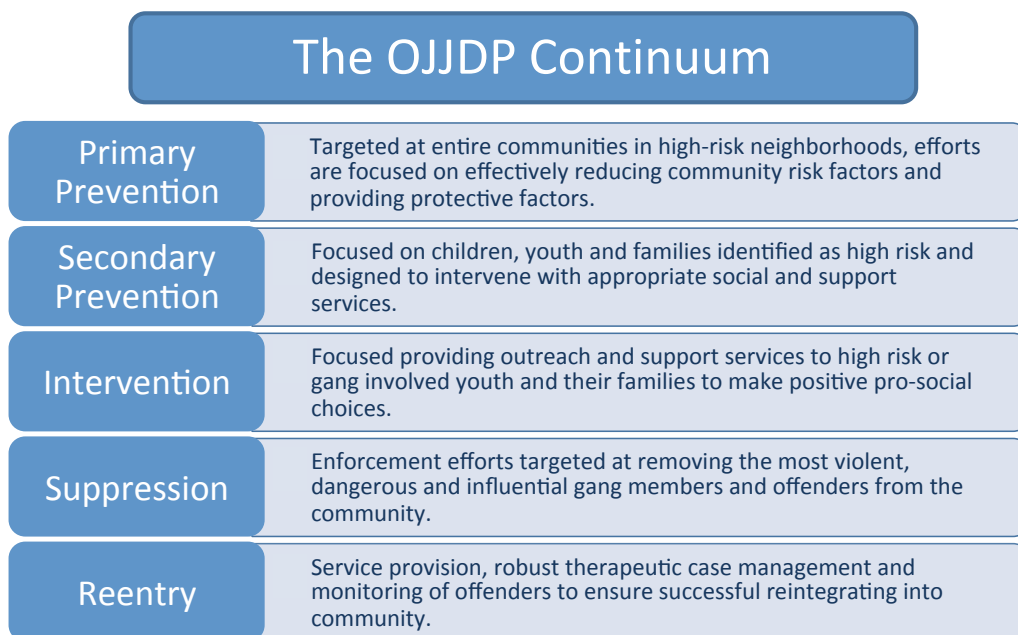
The City of Minneapolis adopted an approach that views youth violence as a public health problem and implements a comprehensive plan that engages the entire community to address the root causes of youth violence.

Our research and interviews with County Departments and other agencies working on violence reduction revealed a community of service providers, managers, and community members who share a common vision: creating a healthy, vibrant place for youth to grow strong, parents to be supported, and elders to share wisdom – a safe, sound place to live with economic opportunity for everyone.

Current Investments to Reduce Gang Violence

In order to map the current investments made through Monterey County Departments, we used the categories in the Comprehensive Gang Model Continuum: prevention, intervention, suppression, and reentry.⁹

We developed a master list of relevant County programs aimed at achieving these objectives. We then provided this list to relevant County Department heads.



⁹ Office of Juvenile Justice and Delinquency Prevention (OJJDP), *OJJDP Comprehensive Gang Model: Planning for Implementation*, US Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Institute for Intergovernmental Research (2009).

At writing of this document, Department heads are reviewing our compilation of programs and providing budget numbers.

This information will be aggregated in the form of a catalog that will be included in the final version of this strategic plan. A preliminary list is available in the Appendix.

Strategies for Aligning Investments

Synthesizing the perspectives of 35 experts and numerous reports on the subject into a coherent set of strategies meant – by necessity – leaving out more than we could keep. It also meant identifying high-level strategies on which there was broad agreement to ensure that they are sustained over time.

We found significant consensus among stakeholders on the following five core strategies which we further describe below:

- Strategy 1

Declare gang violence prevention a **top County priority**.
- Strategy 2

Create and fund a dedicated **Gang Violence Coordinator Position** and convene an interdepartmental **Gang Violence Prevention Workgroup**.
- Strategy 3

Engage all relevant County departments an **integrated action planning process**.
- Strategy 4

Design and launch a **county wide public health campaign** to reduce youth violence and gang violence.
- Strategy 5

Evaluate strategies on an ongoing basis.

1. Declare Gang Violence Prevention as a Top County Priority

The urgency for reducing gang violence is clear. Apart from tragically and prematurely ending young lives, gang violence causes trauma that decreases quality of life and reduces productivity. It diverts hundreds of millions of dollars from more productive uses, deters economic investment, and discourages tourism. It affects all of Monterey County, directly and indirectly.

Respondents interviewed for this project indicated that they understand that gang violence prevention is a high priority. Nevertheless, they believed that the Board of Supervisors' declaring gang violence prevention a top priority would send an important message, helping them prioritize their work in significant ways.

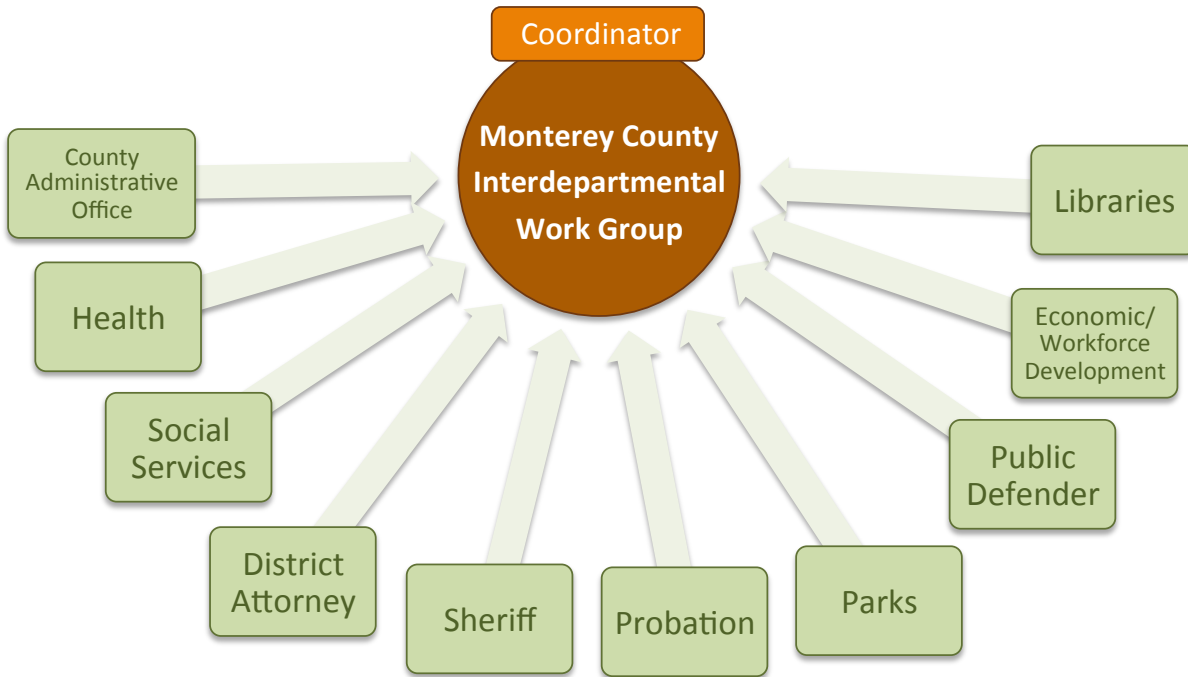
Obviously, gang-related violence is a complex issue affected by a multitude of factors - many of which are out of the reach of County government. For example, while the County cannot affect control of small arms, drug trafficking across borders, or how prison gangs operate; it can help strengthen the resiliency of its residents and the community as a whole by strategically providing proven services to protect or defend communities against these risks.

2. Create and Fund a Dedicated Gang Violence Prevention Coordinator Position and an Interdepartmental Gang Violence Prevention Workgroup

An initiative is only successful if it is well managed from its design phase through its implementation. Because of the complexity of the gang violence issue and the fact that different County departments maintain different kinds of resources and assets that can help address the problem, we recommend that the County create the position (whether through a staff hire or through a consulting contract) of a dedicated County **Gang Violence Prevention Coordinator** and form an **Interdepartmental Gang Violence Prevention Workgroup** that comprises staff from all relevant County Departments and external stakeholders and collaboratives. The Coordinator and the Workgroup will then develop and implement a Gang Violence Prevention Action Plan.

The Gang Violence Prevention Coordinator will manage all aspects of policy development, planning, coordination, administrative, and implementation functions of the Gang Violence Prevention Action Plan; serve as the primary point of contact for the initiative; and act as the coordinator of the Gang Violence Prevention Workgroup.

The coordinator must have expertise and a proven track record in gang violence prevention strategies, collaboration building, and strong project management and facilitation skills.



To ensure access to key stakeholders both inside and outside the County family, we recommend that the coordinator be placed within the County Administrative Office (CAO). To insure a high level of accountability, we recommend that the coordinator report directly to the County Administrative Officer. The coordinator will work with the CAO’s office to reduce policy, budgetary, and other roadblocks, and will monitor progress for both County and community implementation. The coordinator will work with the Gang Violence Prevention Workgroup to prevent duplication of efforts, collaborate to decrease burden on County departments, streamline bureaucracy, and create a new systems for sharing information and ensuring accountability.

The organizational structure required to carry out the integrated action plan will follow the functional requirements of the plan. The coordinator is expected to convene, manage, and support an interdepartmental planning and implementation process, sustain the effort and manage its progress over time. The implementation needs to be agile yet measurable against an agreed upon set of outcomes. The workgroup must receive regular updates about the progress toward these outcomes.

The approach we recommend is based on the Collective Impact Model for Social Change.¹⁰ Collective impact is particularly suited to initiatives that require coordination and collaboration among many different stakeholders who are looking to impact a shared goal though they may have different and complementary individual missions. It is also proven to be effective in addressing complex social problems.

¹⁰ John Kania and Mark Kramer, “Collective Impact”, *Stanford Social Innovation Review*, Winter (2011)

Though this approach is typically used across different organizations in a community, it applies equally to interdepartmental coordination within a large organization, such as a county government. Even there, collective action on a top priority cause, requires a champion and the equivalent of a backbone agency (a department or a dedicated leader).

The approach requires that the following five conditions are met:

1. *Common Agenda* – groups have a shared vision for change. That means they also have a shared understanding of the problem and its solutions.
2. *Shared Measurement* – groups define common data points that are consistently collected and continually monitored for outcomes.
3. *Mutually Reinforcing Activities* – groups have different activities that reinforce and compliment each other around the common agenda, and are coordinated around an action plan.
4. *Continuous Communication* – communication between partners and the coordinator is consistent and open, building trust and synergy between groups.
5. *Backbone Organization* – the deep coordination requires dedicated, neutral staff with the right skill set to coordinate and monitor the activities of the group around the action plan. Neutral means the backbone staff work for the shared agenda only, not to move forward an individual agenda (e.g. that of a participating group).¹¹

The coordinator will allow the County to effect change through coordination and communication instead of through programs or direct services alone. In this model, the coordinator acts as a “backbone agent” who helps focus the disparate efforts of various organizations around a shared vision. A key to success is to develop common measures to evaluate outcomes. The Collective Impact model is effective in moving a community towards a shared vision with comparatively little additional financial investment.

3. Engage All Relevant County Departments in the Development of an Integrated Gang Violence Prevention Action Plan

County Departments already offer a broad range of services that are designed to break the cycle of gang violence. Respondents agreed that, though their respective agencies would welcome more resources towards achieving their individual missions, the objective of this initiative is to maximize the investments already made and increase their impact through improved coordination and redesign.

To that end, we recommend that the County, through its newly formed Gang Violence Prevention Workgroup, develop an **Integrated Gang Violence Prevention Action Plan**.

We envision an iterative, multi-year process that serves as a blueprint for immediate and sustainable violence prevention efforts by the County of Monterey. The Action Plan will outline the goals, objectives,

¹¹ Hanleybrown, Fay, John Kania, Mark Kramer. “Channeling Change: Making Collective Impact Work.” Stanford Social Innovation Review. January 2012.

rationale, and action steps to support the County's violence prevention strategy. It will also capture the timeline for completing each action step, the lead agency responsible for making sure the action step is completed, and the cooperating agencies that are critical to completing each action step.

The Gang Violence Prevention Action Plan will:

- Recognize characteristics and regional variability of gang violence in Monterey County and support context-appropriate strategies suited to a range of environments where violence occurs.
- Be agile and responsive to a changing environment.
- Emphasize accountability to ensure engagement and effectiveness.
- Be guided by evidence-based practices and an evaluation effort that tracks outcomes.

The action planning process should be launched as soon as this Strategic Plan is approved. The first step will be to engage the Gang Violence Prevention Workgroup in a highly facilitated **Gang Violence Prevention Design Lab**. We are proposing a lab approach instead of the typical retreat to emphasize the fact that the stakeholders (members of the Gang Violence Prevention Workgroup and other key invitees) must engage in an actual design process that leads to an integrated action plan with a shared set of outcomes.

We propose the use of “design thinking” (as developed by IDEO, the leading international design thinking hub near Stanford) because of its potential to transform the way organizations craft strategy, and develop and implement services. IDEO is known around the world for applying design thinking to solve all kinds of problems in the private and non-profit sectors and, increasingly, in government. Today, communities large and small use design thinking to integrate and align people, technologies, processes, and systems to meet their most critical needs. Design thinking is also well suited because it is client-centered -- emphasizing the application of creativity that we all have but that get overlooked by traditional problem-solving practices.¹² In the case of gang violence prevention “the clients’ are the young people at risk of becoming gang members, as well their family members around whom programs and projects are designed.

Using the design thinking approach in combination with a collective impact model, marries system level outcomes with shared accountability.

The proposed design lab will be launched in a two-day, kick-off event and will then reconvene after a predefined period of time, to refine and eventually finalize modules of the Action Plan. The kick-off event for the lab will move stakeholders through the three overlapping spaces that are part of a typical design process: *inspiration*, *ideation*, and *implementation*.

¹² In the words of Tim Brown, president and CEO of IDEO, Palo Alto, one of the preeminent originators of design thinking: “Design thinking is a human-centered approach to innovation that draws from the designer’s toolkit to integrate the needs of people, the possibilities of technology, and the requirements for business success.”

Inspiration describes the problem or opportunity that motivates the search for solutions – in this case, the prevalence of gang violence in pockets of our community and the fact that the community is uniting in its efforts to address this problem.

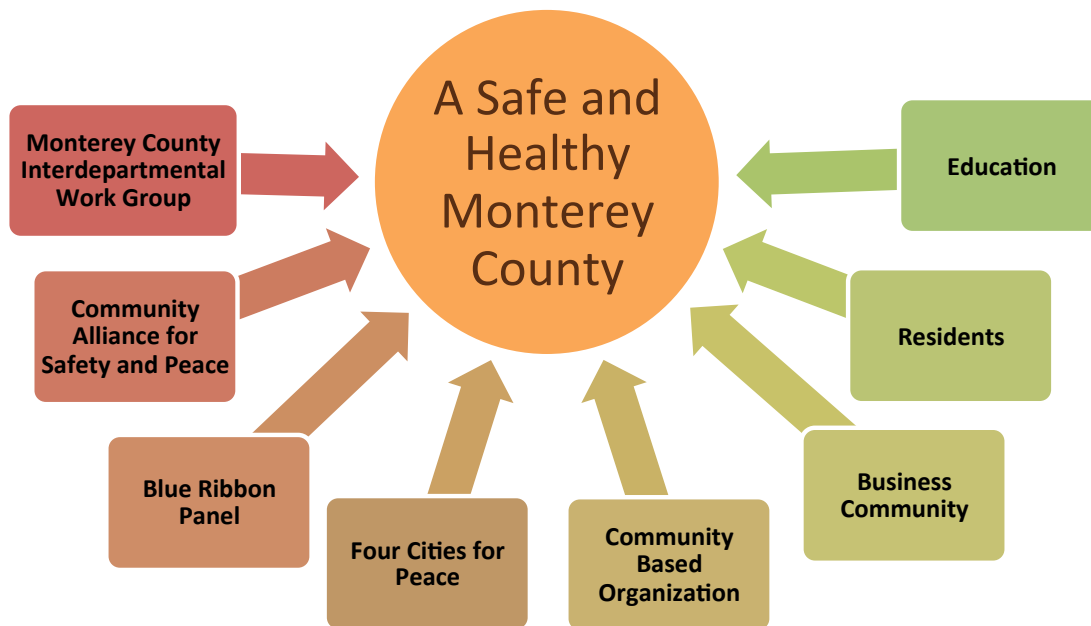
Ideation generates, develops, and tests ideas – where the modules of the action plan will be designed.

Implementation leads from the planning stage into people’s lives in Monterey County.

As we design the Action Plan, we will ensure that it addresses the unique needs of each area of the County – levels of gang activity and violence, community demographics, economic activities, and access to and gaps in services.

4. Embed the County’s Work in a Countywide Public Health Campaign

Among evidence-based practices that have been tested around the country, one that stands out is the public health model to gang violence reduction. This approach looks at gang violence as a long-term epidemic with similar characteristics to a communicable disease. It has shown promise in numerous communities and has already received seed funding in Monterey County through the STRYVE program.



We recommend building on the efforts currently under way by designing and implementing a **Countywide Public Health Campaign** to reduce gang violence in a way that engages the entire community and connects all related efforts.

A public health approach changes the lens through which we view gang violence. Instead of looking at it through a criminal justice lens, where law enforcement is prescribed and perpetrators are targeted, we look at it through a public health lens, where a change in the behavior of the entire community is supported through a long-term public information and engagement campaign. Such campaigns have led to dramatic cultural shifts on issues such as smoking and drunk driving.

Applied to an issue like gang violence, this approach is intended to lead to a shift in community resiliency and a decreased acceptance of youth violence in our community. The approach supports the systemic change required to reduce gang violence, addressing the full continuum of violence reduction – prevention, intervention, suppression, and reentry. The public health model has already been adopted by many cities around the country, including San Francisco, Minneapolis, and Chicago.

A Countywide campaign to reduce gang violence connects the work of County Departments to the various collaborative efforts around Monterey County and even regionally and nationally. The intent of such a campaign is to engage all levels of our social structure – individuals, educators and services providers, coalitions and networks, and framers of policies and legislation.

The CDC has already chosen Monterey County as a pilot community for its STRYVE program. As a STRYVE community, the County Health Department is currently:

- Creating a comprehensive plan to prevent youth violence in the community.
- Implementing appropriate and feasible youth violence prevention programs, policies, and practices based on best available evidence.
- Tracking and measuring improvement in organizational and community capacity to prevent youth violence.
- Developing an evaluation plan to track and measure the implementation of the youth violence prevention plan.
- Producing a sustainability plan identifying the resources needed to sustain the coalition and its implemented activities.

Building on these efforts, the Gang Violence Prevention Coordinator and the Health Department, as lead agency, will collaborate on linking the campaign with other departmental efforts and those of other community collaboratives and individual efforts throughout the County, working with community groups and individuals, large and small businesses, schools and institutes of higher education, the faith community, and cultural organizations.

5. Evaluate Strategies an Ongoing Basis

Launching an interdepartmental initiative such as the **Gang Violence Prevention Action Plan** is complex and multi-faceted. One of its challenges is knowing how to define success and how to track the County's

progress towards that success. To ensure proper tracking of the initiative, we recommend that it be accompanied by an independent third-party evaluation.

The recommended evaluation design will need to be developed alongside the proposed Action Plan. The evaluative lens might focus on service delivery implementation, systems change, impact, population-level outcomes, community and stakeholder perceptions, or any combination of the above.¹³

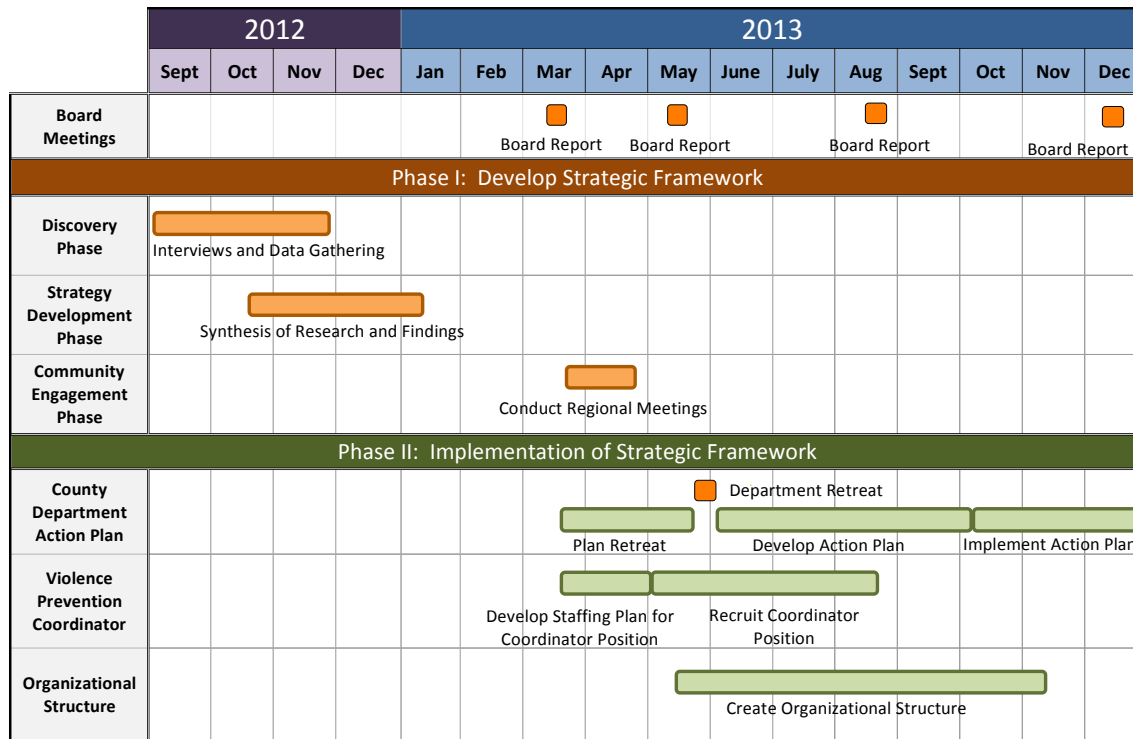
The County currently lacks the data and the data management systems necessary to evaluate effectiveness or demonstrate a return on investment for the programs it funds, and to share among departments. We therefore recommend that as part of the Gang Violence Prevention Design Lab, stakeholders will explore the data and technology needed to support meaningful gang violence prevention.

Implementation Timeline

The urgency of our youth violence problem demands swift action. The steps of our proposed Strategic Plan are sequenced to facilitate deliberative but swift action. A number of tasks are proposed to run in parallel for maximum impact.

The chart below shows the next steps with an approximate timeline:

Strategic Planning Timeline



¹³ From Evaluating Comprehensive Strategies to Reduce Gang-related Violence: A Municipal Action Guide *Angela M. Wolf, Ph.D.*

Appendix

I. List of Interviewees

INTERVIEWEE	AGENCY/ORGANIZATION
Fernando Armenta	<i>Monterey County Supervisor: District 1</i>
Louis Calcagno	<i>Monterey County Supervisor: District 2</i>
Simon Salinas	<i>Monterey County Supervisor: District 3</i>
Jane Parker	<i>Monterey County Supervisor: District 4</i>
Dave Potter	<i>Monterey County Supervisor: District 5</i>
Elliot Robinson	<i>Director, Monterey County Social & Employment Services</i>
Ray Bullick	<i>Director, Monterey County Health Department</i>
Wayne Clark	<i>Director of Behavioral Health, Monterey County Health Department</i>
Linda McGlone	<i>Senior Health Educator, Monterey County Health Department</i>
Manuel Real	<i>Chief Probation Officer, Monterey County</i>
Dean Flippo	<i>District Attorney, Monterey County</i>
Robert Reyes	<i>Probation Services Manager, Monterey County</i> <i>Project Manager, Silver Star Resource Center</i>
James Edgar	<i>Chief Public Defender, Monterey County</i>
Jayanti Addleman	<i>County Librarian, Monterey County Free Libraries</i>
Scott Miller	<i>Sheriff, Monterey County</i>
Michael Rodriguez	<i>Chief Building Official, Monterey County Resource Management Agency</i>
Linda Guillis	<i>Interim Director, Monterey County Employment & Economic Development</i>
Joyce Aldrich	<i>Interim Assistant Director, Monterey County Employment & Economic Development</i>
Dr. Nancy Kotowski	<i>Superintendent, Monterey County Office of Education</i>
Steve Nejasnich	<i>Deputy Superintendent, Monterey County Office of Education</i>
Casey Nielsen	<i>Deputy Chief Park Ranger, Monterey County Parks & Recreation</i>
Lew Bauman	<i>County Administrative Officer, Monterey County</i>
Judge Robert Burlison	<i>Juvenile Division, California Superior Court, Monterey County</i>
Rene Mendez	<i>City Manager, City of Gonzales</i>
Eric Sills	<i>Chief of Police, City of Soledad</i>
Mark Hartunian	<i>Police Investigator, Soledad Police Department</i>
Dennis Donohue	<i>Former Mayor, City of Salinas</i>
Georgina Mendoza	<i>Community Safety Director, City of Salinas</i>
Kelly McMillin	<i>Chief of Police, City of Salinas</i>
Vicki Myers	<i>Chief of Police, City of Seaside</i>
Carmel Gil	<i>Project Manager, Building Healthy Communities - East Salinas</i>
Susie Brusa	<i>Executive Director, Rancho Cielo</i>
Angela Wolf	<i>Associate Director of Research, National Council on Crime & Delinquency</i>
Jack Calhoun	<i>Director, 13-California City Gang Prevention Network for the National League of Cities</i>

II. Catalog of Active, Relevant Monterey County Department Programs

Monterey County Office of Education	Health Department
Juvenile Court Schools	STRYVE
Truancy Unit: Truancy Abatement	Teen Parenting Program
Migrant Education	Safe Routes to School
Special Education	Health In All Policies
Foster Youth Services	Juvenile Justice Programs
Head Start	La Cultural Cura
The Media Center	Child Health and Disability Prevention Program (CHDP)
Monterey County Child Care Planning Council	Sexual Assault Response Team
Monterey County Children's Council	WIC
Silver Star Resource Center	Alisal Health Center
Day Care Services	Laurel Family Practice Clinic
Monterey County Free Libraries	Seaside Family Health Center
Homework Assistance	Monterey County Health Clinic
Literacy Tutoring	Children's Behavioral Health
English Conversation	Patients Rights Advocacy Program
Financial Literacy	POSTPONE
Computer Classes	MCSTART
Summer Reading Programs	Alcohol and Drug Programs
Cultural Events/ Programming	Case Management and Home Visitation
Extra Curricular Activities	Creating New Choices
Monterey County Children's Council	MCHOME
Department of Social and Employment Services	Day Care Services
DSES Programs/Activities:	Home Partners
Child Abuse Hotline	Residential and Dual Diagnosis Day Care
Pathways to Safety	Crisis Support Team
Emergency Response/ Child Maltreatment Assessments	Nueva Esperanza
Foster Care	Parent Education Partnership
Family to Family	Secure Families
Independent Living Skills and Transitional Housing Plus	Silver Star Resource Center
OET: Youth Employment Program	Rancho Cielo
OET Silver Star Partnership	Alisal Resource Center
OET: Operation Ceasefire	Child Abuse Prevention Council
OET: One Stop Career Center	Monterey County Children's Council
OET: Employment Services AB109	Probation
OET: KickStart	High Risk Youth Program
Community Benefits: Public Assistance	Repeat Offender Prevention Program
CalWORK's Cash Assistance	Sunrise House
CalWORK's Child Care Payments	Probation 101
Medi-cal Eligibility Determinations	Intake Diversion/ Restorative Justice
CalFRESH Benefits	Court Services: Juvenile Sex Offender Response Team (JSORT)
Adoption Assistance Payments	Field Services: Intense Supervision for High Risk Offenders
Family Ties: Partnership with Kinship Center	Field Services: Sex Offender
DSES: Community Action Partnership:	Field Services: Campus-based Probation Officer Program
Domestic Violence Prevention and Intervention: YWCA	Juvenile Drug Court
Youth Counseling and Parental Services	Juvenile Mental Health Court
Adult Education	Placement Intervention Program
211	Wrap-Around Services
Emergency Food: Food Bank	Community Schools
Homelessness Services	Day Reporting Center: Rancho Cielo
AB109 Housing Services	Evening Reporting Center: Rancho Cielo
Public Defender	Juvenile Hall: Juvenile Offender Community Health Service
Expungements Program	Youth Center: YC Aftercare
District Attorney	Family Violence: Child Advocate Program (CAP)
Gang Prosecution Unit	Adult Drug Court
Witness Relocation	Adult Mental Health Court
Victim Witness Assistance	Residential and Dual Diagnosis Day Care
Prison Prosecution Unit	Community Corrections: Post-Release Community Supervision
Narcotics Prosecution Unit	Community Corrections: Adult Day Reporting Center
Auto Theft Prosecution Unit	Community Corrections: Gang Violence Suppression: CeaseFire
Juvenile Unit	Silver Star Resource Center
Sexual Assault Response Team	Monterey County Children's Council
Child Abuse Response Team	Sheriff's Department
Truancy Unit: Truancy Abatement	County Jail Operations
Drug Court	Law Enforcement Operations
Juvenile Court	Gang Task Force
Monterey County Children's Council	Narcotics Unit (NEUCOM)
Operation Ceasefire	Community Oriented Policing (COPS)
Child Abuse Prevention Council	Law Enforcement Operations Center (LEOC)
	Child Abuse Prevention Council

III. Current Gang Violence Prevention Assets

Initiative	Acronym	Lead	Geography	Purpose
Striving To Reduce Violence Everywhere	STRYVE	Dept. of Health	Countywide	Prevent youth violence through a communitywide public health approach.
Silver Star Resource Center	SSRC	Probation	Countywide	Empowers youth and families and encourages healthy, resilient communities through wraparound services.
Rancho Cielo	-	Rancho Cielo	Salinas	A comprehensive learning and social services center for underserved youth.
Community Alliance for Safety and Peace	CASP	City of Salinas	County	Reduce gang and youth violence through prevention, intervention, suppression and re-entry in the City of Salinas and Monterey County.
Four Cities for Peace	4C4P	City of Gonzales	South County	Reducing gang and youth violence through prevention, intervention and community mobilization.
Peninsula Regional Violence Narcotics Team	PRVNT	-	Monterey Peninsula	To prevent and control violent crime and illegal narcotic sales throughout the Monterey Peninsula through intelligence-driven, law enforcement collaboration.
Blue Ribbon Panel	-	-	Seaside	Reduce gang and youth violence through prevention, intervention and suppression through multi-agency and organizational collaboration on the Monterey Peninsula.
National Forum on Youth Violence Prevention	NFYVP	US Depts. of Ed. & Justice	National	To build a national conversation about youth and gang violence to increase awareness, drive action, and build local capacity to more effectively address youth violence.
California Cities Gang Prevention Network	CCGPN	NCCD & NLC	Statewide	Combat gang violence and victimization through prevention, intervention, and a community's moral voice as an alternative to prison-only solutions.

IV. Model Strategic Plans

In order to get a sense of trends and best practices in gang violence prevention in other parts of the country, we reviewed County and city plans and approaches to reduce violence, including:

- County of Monterey, CA – A Framework for Safety and Peace: Monterey County’s Comprehensive Violence Prevention, Intervention, Suppression and Reentry Framework 2009
- City of Salinas, CA – Cultivating Peace in Salinas: A Framework for Violence Prevention
- City of Salinas, CA – Salinas Comprehensive Strategy for Community-wide Violence Reduction 2010-2012
- City of Detroit, MI – Preventing Youth Violence: Detroiters Working Together to Help Youth Succeed
- City of San Jose, CA – Action Collaboration Transformation: A Plan to Break the Cycle of Youth Violence and Foster Hope (Mayor’s Gang Prevention Task Force Strategic Work Plan 2008-2011)
- County of Alameda, CA – A Lifetime Commitment to Violence Prevention: The Alameda County Blueprint
- County of Napa, CA – Napa County Gang and Youth Violence Master Plan 2011

- City and County of San Francisco, CA – Violence Prevention Plan 2008-2013
- City of Minneapolis, MN - Blueprint for Action: Preventing Youth Violence in Minneapolis
- City of Memphis, TN – Youth Violence Prevention Plan (An Initiative of *Operation: Safe Community*)
- County of Shannon, MA – Comprehensive Approaches to Reducing Youth Violence and Gangs in Local Communities 2007

Below are summaries of the two plans that have most informed our work:

Blueprint for Action: Preventing Youth Violence in Minneapolis

- In the wake of a major spike in youth violence and homicide in 2006, the Minneapolis City Council and Mayor R.T. Rybak drafted a resolution to develop a comprehensive, multi-year strategy and implementation plan to significantly reduce and prevent youth violence in Minneapolis. The *Blueprint for Action to Prevent Youth Violence* adopted a public health lens using a scientific, population-based targeted approach similar to methods used to address public health problems, such as automobile injuries and tuberculosis. This approach recognized that there is no single strategy to prevent violence, but such an effort would require a long-term commitment to a comprehensive set of strategies. By implementing an epidemiological approach, this strategy is designed to mitigate the risk factors that are associated with a greater propensity for violent behavior and gang involvement, as well as simultaneously bolstering the protective factors can give youth and communities greater resistance and resilience to gang influences.
- Addressing gang violence through a public health lens requires for prevention strategies along three levels:
 - Primary, or universal prevention aimed at an entire population with universal strategies designed to prevent problems from developing in the first place;
 - Secondary, or selective prevention aimed at specific groups of people who may be more at risk;
 - Tertiary, or targeted prevention, aimed at people who have already demonstrated serious problems.
- Components of the plan's implementation:
 - Youth Violence Prevention Coordinator: The City created a new position specifically for a coordinator to establish implementation steps and responsibilities, monitor community wide outcomes, coordinate City and County efforts, facilitate communication and advise departments and policy makers on needs.
 - Data Collection: Key measures were selected to assess results of the Blueprint for Action based on their validity and availability and involve data collected routinely by government agencies including:
 - a. Direct measures of violent acts committed by or against young people;
 - b. Measures to address risk factors associated with violence;

- c. Measures to address factors associated with a lower likelihood of violence; and
- d. Additional measures of protective factors.

San Francisco Violence Prevention Plan (2008-20013)

- Funded by a grant from the U.S. Department of Justice, the *San Francisco Violence Prevention Plan* was developed in 2007 by the Mayor's Office of Criminal Justice in partnership with experts from the University of California, San Francisco, the Prevention Institute and numerous community stakeholders. Although at the time, overall crime rates had improved, homicide rates, incidents of assault, family violence, elder abuse, and hate crimes were on the rise.
- In response, Mayor Gavin Newsom issued a political directive that declared violence prevention one of the City's most important priorities, requiring the full support and cooperation of all city departments and cooperating agencies. Adopting a public epidemiological lens, the plan emphasizes that violence is a health issue and, similar to other medical disease, there are preventive measures to that can be taken to address social conditions and individually behaviors that lead to violence.
- The Mayor's directive and the prevention plan were codified into legislation by establishing a Violence Prevention Advisory Committee, Interagency Council and Violence Prevention Director to lead the City's violence prevention efforts and ensure that strategies it's implementation and continuity independent of future leadership transitions. Structured into this plan is a comprehensive methodology for a measurable-outcomes framework to guide financial resources, programmatic resources, staffing, and data tracking systems to support achieving measurable outcomes, such as truancy, recidivism or increasing financial stability of a set number of low income families.
- The three primary goals of this plan:
 1. Coordinate to harmonize the work of City agencies so that local government is more capable of achieving violence prevention.
 - a. Prioritize Violence Prevention as a Health Crisis
 - b. Establish Mandated Coordination and Collaboration across City Agencies
 - c. Develop Shared Outcomes to Measure Accountability
 - d. Align Resources to Support Achieving Shared Outcome
 - e. Evaluate through Shared Data and Information System
 2. Invest more strategically to increase the community's capacity to achieve violence prevention in partnership with the City,
 - a. Define and Adopt Shared Principles for Community Transformation
 - b. Develop a Coordinated, Family Centered, Neighborhood Focused Service Delivery System
 - c. Coordinate and Strengthen Training and Capacity Building for both City and Community
 - d. Strengthen Public /Private Investments in the Coordinated Delivery System and Training
 - e. Strengthen Community Outreach Strategies and Community Connectivity

3. Hold City and community agencies accountable for achieving concrete, short and longer term, and measurable outcomes in 10 key policy areas.
 - a. 10 key areas: 1) Jobs 2) Housing 3) Education, 4) Reentry 5) Youth Development and Empowerment 6) Community Transformation 7) Family Support and Senior Support 8) Trauma Reduction 9) Community Policing and 10) Firearms, Alcohol and Drugs