



ANTONIO R. VILLARAIGOSA  
MAYOR

April 23, 2013

Honorable Members of the City Council  
c/o City Clerk  
Room 395, City Hall

Re: Notification of Submission of Grant Application to the Board of State and Community Corrections for the 2013-2014 California Gang Reduction, Intervention and Prevention Program; Request for Authority to Accept \$1,000,000 Grant Award

Honorable Members:

In accordance with Section 14.6(c) of the Los Angeles Administrative Code, the Mayor's Office of Gang Reduction and Youth Development (Mayor's GRYD Office) hereby informs Council about the submission of an application and subsequent notice of award in the amount of \$1,000,000 from the Board of State and Community Corrections ("BSCC") 2013-2014 California Gang Reduction, Intervention and Prevention Program ("CalGRIP") for programs in support of the comprehensive GRYD strategy. The Mayor's GRYD Office received award notification from BSCC on November 30, 2012. The GRYD Office respectfully requests that the City of Los Angeles (the City) retroactively accept the award in the amount of \$1,000,000.00 for a performance period beginning January 1, 2013 to December 31, 2014. Funds will be used to support the City's overall gang reduction strategy. There is a 100% in-kind match requirement which will begin in Fiscal Year 2013-2014. The grant application to BSCC is attached hereto as Attachment 1, and the notice of award is attached hereto as Attachment 2.

**I. Background: California Gang Reduction, Intervention and Prevention Program ("CalGRIP") Grant**

CalGRIP is a formula grant and is managed by the Board of State and Community Corrections (BSCC). CalGRIP grant funds can be utilized for gang prevention, intervention, and reentry programs, including related education, job training and skills development, and family and community services. Grant monies are provided to the City on a cost-reimbursement basis.

Previously, the City was awarded \$1,000,000 under the CalGRIP 2010 Grant Program which funded programs in the Watts and Newton GRYD zones; \$1,000,000 under the CalGRIP 2011 Grant Program for use in the Rampart GRYD Zone and \$1,000,000 under the CalGRIP 2012 program for use in the Boyle Heights and Cypress Park GRYD Zones.

It should be noted that funds for the CalGRIP Grant Program are contingent upon the action of the California Legislature. According to BSCC guidelines, if state funds are reduced or eliminated by the California Legislature or in the event that revenues are not collected at the level appropriated, the Board of State and Community Corrections may terminate or reduce the grant award by written notice to the recipient. However, the reduction or termination of the grant would not apply to allowable costs already incurred by the recipient.

## II. CalGRIP 2013 Grant

CalGRIP grant funds, totaling \$1,000,000, will be used by the GRYD office during fiscal years 2013-2014 and 2014-15, ending on 12/31/15, to support (1) the coordination of gang prevention, intervention, and re-entry work in all of the GRYD zones by funding GRYD personnel; and (2) to fund comprehensive gang intervention and prevention programs in up to four GRYD zones by agencies experienced in implementing the GRYD model, and who are in solid fiscal standing with the City. The GRYD Office is proposing to contract with Intervention and Prevention providers that were selected through a competitive bid process administered in FY 2010-2011. Acceptance of the results of the Request for Proposals took place in July of 2012 (C.F. 12-0923).

With this CalGRIP grant, the GRYD office will contract with Intervention and Prevention providers, all experienced in implementing the GRYD model, to execute defined scopes of work. These scopes of work contain benchmarks and sequential action steps reflective of the GRYD model action plan. Contracted prevention providers adhere to an implementation timeline and coordinate (a) Youth Services Eligibility Tool assessments to identify highest at risk youth, (b) the implementation of the seven phase GRYD prevention model of practice, (c) violence prevention community education campaigns at schools, parks, and family venues, (d) staff, youth, and leadership training in GRYD model systems, (e) client tracking and evaluation, (f) database management, and (g) wrap around referrals. Contracted intervention providers adhere to an implementation timeline and coordinate (a) the Intervention Deployment Plan, (b) Family Case Management including using Genogram family-asset tool, (c) client tracking and evaluation, (d) wrap around referrals, (e) incident response, and (f) database management.

This CalGRIP funding will support services for 300 families with extensive, direct comprehensive services, and will impact over 2,000 parents, guardians, and youth through community education, and violence prevention actions.

### III. Budget

The following budget was presented in the grant application and approved by the BSCC.

| LINE ITEM  | GRANT FUNDS        | CASH MATCH | IN-KIND MATCH      | TOTAL              |
|--|--------------------|------------|--------------------|--------------------|
| 1. Salaries and Benefits                             | \$234,714          | \$0        | \$100,000          | \$334,714          |
| 2. Services and Supplies                             | \$12,502           | \$0        | \$0                | \$12,502           |
| 3. Professional Services                             | \$0                | \$0        | \$0                | \$0                |
| 4. CBO Contracts* ( <i>min. 20% of grant funds</i> ) | \$752,784          | \$0        | \$900,000          | \$1,652,784        |
| 5. Indirect Costs                                    | \$0                | \$0        | \$0                | \$0                |
| 6. Fixed Assets / Equipment                          | \$0                | \$0        | \$0                | \$0                |
| 7. Other   | \$0                | \$0        | \$0                | \$0                |
| <b>TOTAL</b>   | <b>\$1,000,000</b> | <b>\$0</b> | <b>\$1,000,000</b> | <b>\$2,000,000</b> |

Contractors will be identified and presented in a subsequent report. Two prevention and two intervention providers will be contracted to provide services using CalGRIP 2013 funds:

- (a) Prevention (2) \$163,446 X 2 contractors = \$326,892
- (b) Intervention (2) \$212,946 X 2 contractors = \$425,892

The following GRYD staff will be required to implement the CalGRIP grant:

- (a) Regional Manager (Mayoral Aide V-Step1)  
\$5,075.51 X 12 months @ 100%
- (b) Regional Manager (Mayoral Aide V-Step2)  
\$5,358.68 X 12 months @ 100%
- (c) Administrative Services Manager (Mayoral Aide V-Step 2) \$5,358.68 X 12 months @ 50%
- (d) Accountant (Mayoral Aide V-Step 2)  
\$5,358.68 X 12 months @ 25%

The Regional Managers will oversee Prevention and Intervention initiatives, provide direct services within their respective GRYD zones, and provide technical assistance to its assigned contractors. The Administrative Services Manager is responsible for budget approvals, contract administrative compliance and document approvals. The Accountant is responsible for overall contract budget oversight including invoice management, accounting, accounts receivable and payable, audits and preparing financial reports.

The total in-kind match presented and approved by the grantor is \$1,000,000 or a 100% match: \$900,000 of the total in-kind match will be identified using general fund dollars in FY 13-14 at approximately \$300,000 per prevention contract ( $\$300,000 \times 2 = \$600,000$ ) and \$150,000 per intervention contract ( $\$150,000 \times 2 = \$300,000$ ) that will be receiving grant funds; approximately \$100,000 of the total in-kind match will be identified using salaries for individuals identified in the grant also during FY 13-14 (Regional Manager, Mayoral Aide V – Step 1 at  $\$5,075.51 \times 6$  months @ 100% = \$30,453.06; Regional Manager, Mayoral Aide V – Step 2 at  $\$5,358.68 \times 6$  months @ 100% = 32,152.08; Administrative Services Manager, Mayoral Aide V - Step 2 at  $\$5,358.68 \times 12$  months @ 50% = \$32,152.08; and Accountant, Mayoral Aide V – Step 2 at  $\$5,358.68 \times 4$  months @ 25% = \$5,358.68). Any applicable increases to the fringe benefit line item (i.e. increase in Cost Allocation Plan rate for City of Los Angeles) will be presented to the grantor as a request for a budget modification to ensure appropriate reimbursement of related costs.

#### IV. Recommendations

It is therefore recommended that the Council:

1. **AUTHORIZE** the Mayor, or designee, to accept the California Gang Reduction, Intervention and Prevention Program (CalGRIP) 2013 Grant from the Board of State and Community Corrections in the amount of \$1,000,000, for the period effective January 1, 2013 to December 31, 2014.
2. **AUTHORIZE** the Mayor, or designee, to negotiate and execute the Grant Award Agreement and submit any other necessary agreements and documents relative to the grant award, subject to the review and approval of the City Attorney as to form and legality.
3. **APPROVE** the Grant budget and authorize the Mayor, or designee, to expend the grant award in accordance with the approved budget.

4. **AUTHORIZE** the Controller to:

Establish a new fund entitled 2013 CalGRIP Grant Fund No. XXX, Department 46; recognize a receivable in the amount of \$1,000,000; expend funds upon presentation and proper demand from the Mayor, or designee, and establish appropriation accounts as follows:

| <u>ACCOUNT NO.</u> | <u>ACCOUNT TITLE</u> | <u>AMOUNT</u>      |
|--------------------|----------------------|--------------------|
| 46J246             | Mayor Reserve        | \$234,714          |
| 46J304             | Contractual          | \$752,784          |
| 46J601             | Supplies             | \$12,502           |
|                    | <b>TOTAL</b>         | <b>\$1,000,000</b> |

5. Instruct the City Clerk to place on the Council Calendar for July 1, 2013 or immediately after, the following actions relative to the 2013 CalGRIP Grant Program:

As grant funds are received and upon presentation of documentation from the Mayor's Office, appropriate and transfer up to \$234,714 from the 2013 CalGRIP Grant Fund XXX, Department 46, Account No. 46J246 to the Mayor's Office Salaries Grant Reimbursed and Related Costs accounts as follows:

FROM:

| <u>FUND NO.</u> | <u>ACCOUNT NO.</u> | <u>ACCOUNT TITLE</u>          | <u>AMOUNT</u>   |
|-----------------|--------------------|-------------------------------|-----------------|
| XXX/46          | 46K146             | Salaries – Mayor's GRYD Staff | \$173,438       |
| XXX/46          | 46K299             | Related Costs                 | <u>\$61,276</u> |
|                 |                    | Total:                        | \$234,714       |

TO:

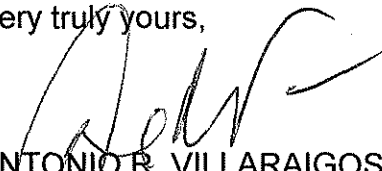
| <u>FUND NO.</u> | <u>ACCOUNT NO.</u> | <u>ACCOUNT TITLE</u>             | <u>AMOUNT</u>   |
|-----------------|--------------------|----------------------------------|-----------------|
| 100/46          | 001020             | Salaries Grant Reimbursed        | \$173,438       |
| 100/46          | 5346               | Related Costs Reimb. From Grants | <u>\$61,276</u> |
|                 |                    | Total:                           | \$234,714       |

6. **AUTHORIZE** the Mayor, or designee, to prepare any Controller instructions and/or make technical adjustments that may be required to implement the actions approved by the Mayor and Council on this matter, subject to the approval of the City Administrative Officer and authorize the Controller to implement these instructions.

**FISCAL IMPACT STATEMENT**

GRYD does not anticipate any additional fiscal burdens on the City due to the acceptance of this Grant. All programs and services supported by the matching funds for this Grant are necessary to fully support the implementation of the comprehensive GRYD strategy in all GRYD zones during Fiscal Years 2013-2014 and 2014-15. All funding is subject to the availability of grant funds and funding determinations by Mayor and Council.

Very truly yours,



ANTONIO R. VILLARAIGOSA  
Mayor

ARV: msn

**Attachments**

1. CalGRIP Grant application to BSCC
2. Notice of Award

ATTACHMENT 1

CALGRIP GRANT APPLICATION 2012-2013

City of Los Angeles, Office of the Mayor, GRYD Program  
CalGRIP Application 2012-2013

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**APPLICANT INFORMATION**

**A. APPLICANT / CITY DEPARTMENT IMPLEMENTING THE GRANT / FEDERAL IDENTIFICATION NUMBER**

City of Los Angeles / Office of the Mayor, GRYD Program / 95-6000735  
 TELEPHONE NUMBER: 213-473-7798

**B. CITY POPULATION (check one)**

yes Above 200,000       BELOW 200,000

STREET ADDRESS: 200 N. Spring Street, Room 303  
 CITY: Los Angeles      STATE: CA      ZIP CODE: 90012

MAILING ADDRESS: 200 N. Spring Street, Room 303  
 CITY: Los Angeles      STATE: CA      ZIP CODE: 90012

**C. PROJECT SUMMARY (brief 3 or 4 sentences describing the project)**      **D. GRANT AMOUNT REQUESTED**

City of Los Angeles will measurably impact Gang Reduction and Youth Development utilizing the GRYD Model of Practice; Prevention, Intervention, Capacity Building, and Suppression strategies. Upholding the GRYD model commitment to capacity building, 80% of the budget is committed to community-centered contractors.  
 \$1,000,000.00

**E. NAME OF EVIDENCE-BASED PROGRAM, PRACTICE or STRATEGY PROPOSED**

The GRYD Model combines Case Management, Cognitive Behavioral Therapy, & Mixed Counseling with Referral strategies

**APPLICANT PROJECT DIRECTOR**

NAME AND TITLE: Mildred Lopez, Associate Director, Gang Reduction, Youth Development  
 TELEPHONE NUMBER: 213-473-7798

STREET ADDRESS: 200 N. Spring Street, Room 303  
 FAX NUMBER: 213-978-8773

CITY: Los Angeles      STATE: CA      ZIP CODE: 90012      E-MAIL ADDRESS: Mildred.m.lopez@lacity.org

**G. APPLICANT PROJECT FINANCIAL OFFICER**

NAME AND TITLE: Travon Moss, Accountant  
 TELEPHONE NUMBER: 213-978-3104

STREET ADDRESS: 200 N. Spring Street, Room 303  
 FAX NUMBER: 213-978-8773

CITY: Los Angeles      STATE: CA      ZIP CODE: 90012      E-MAIL ADDRESS: Travon.moss@lacity.org

**H. APPLICANT DAY-TO-DAY CONTACT PERSON**

NAME AND TITLE: Patricia S. Etem, Resource Development Manager  
 TELEPHONE NUMBER: 213-978-3106

EMAIL ADDRESS: Patricia.etem@lacity.org

**I. APPLICANT'S AGREEMENT**

By signing this application, the applicant assures that the grantee will abide by the laws, policies and procedures governing this funding.

NAME AND TITLE OF PERSON AUTHORIZED TO SIGN AGREEMENT: Guillermo Cespedes, MSW, Deputy Mayor

APPLICANT'S SIGNATURE:       DATE: October 30, 2012

## Project Narrative

### SECTION I: PROJECT NEED

The City of Los Angeles is considered the gang capital of the world with over 450 separate gangs and an estimated 45,000 gang members<sup>1</sup>. Gangs and gang violence are often cited as the number one problem facing the city, by its residents.

The Mayor's Office of Gang Reduction and Youth Development (GRYD) is charged with implementing a comprehensive, data-driven, inter-departmental, community model to reduce gang violence. An example of the significance of the problem of gangs, and the effectiveness of the GRYD program, is reflected in GRYD Program "Community and Law Enforcement Milestones:" (a) GRYD staff has responded to 2,386 incidents since April 1, 2009, approximately two per day; (b) The Mayor's Office has collected over 6,000 firearms over four years through the Gun Buyback Program; and (c) Assaults with a deadly weapon against law enforcement in GRYD Zones have declined by 48% vs. 9% outside of GRYD Zones when comparing 2011 levels versus 2007. Exhibit I contains GRYD milestones.

In 2005 when Mayor Antonio R. Villaraigosa took office, there were 6,279 Part 1 gang crimes throughout the city.<sup>2</sup> In 2007 the Mayor released a GRYD Plan, based on outcomes from a 2003-2008 OJJDP-funded gang-reduction demonstration project in Boyle Heights. At that time, 2,000 gang members resided in Boyle Heights.

The demonstration project affirmed the need for one office, the GRYD Office, to oversee implementation of a comprehensive strategy, in communities most impacted by

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<sup>1</sup> The Los Angeles Police Department (LAPD) classifies part 1 crimes to include gang related homicides, rape, robbery, burglary, burglary and theft from motor vehicles (BTFV), personal/other theft, auto theft, shots fired, and shooting victims.

<sup>2</sup>

gang violence. 12 areas were selected as GRYD Zones because they were most affected by gang violence.

Currently the 12 GRYD Zones have a 40% higher level of gang crime than other parts of the city, with concomitant population risk factors: 55% of LAUSD foster youth and 31% of probation youth attend schools in the GRYD Zones. 30% of families live below the poverty line, and from 26% to 35% of children in these zones are, financially dependent on, and cared for by, their grandparents.<sup>3</sup>

Although gang-related crime has decreased, gang-related violence and criminal conduct continue as “the norm” throughout too many Los Angeles neighborhoods and GRYD zones. Residents in these communities live in fear of senseless gang violence. In vulnerable communities there is no escape from the presence of gangs. Youth walking to school are constantly intimidated by gang members. Middle-school students are recruited by gangs to be graffiti “taggers” and look-outs. Some residents are born into multi-generational gang families with parents, brothers, sisters, uncles, and cousins all living the gang lifestyle. Simply put, criminal gang violence robs vulnerable Los Angeles children and communities of safety and life.

Increased violence has the added toll of reducing small business growth and economic development, increasing insurance rates, disrupting educational achievement, stunting access to employment, and requiring community collaborative efforts to focus on peacekeeping and baseline capacity building, rather than enterprise development.

The problem of gang related violence in Los Angeles is severe, as are the socioeconomic conditions that GRYD Model strategies are designed to combat. Currently, there are 44 gang injunctions issued by the City Attorney’s office against 72

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<sup>3</sup> The Urban Institute; Y3 Final Report

gangs in the city. Additionally, Los Angeles County has an estimated 1,200 gangs with 80,000 gang members. 2010 – 2011 saw an increase in violence and homicides in the Baldwin Village, Southwest II, 77<sup>th</sup>, Newton and Panorama City GRYD zones. However, the overall progress experienced by the city in preventing, intervening in, and suppressing gang activity, through exemplary implementation of the GRYD model is the overriding rationale for requesting and dedicating funding from CalGRIP to implement the GRYD Model, in 2013 and 2014.

Of note is the 35.3% reduction in total violent crimes and 27.1% decrease in total part 1 crimes since 2007. A statistically significant reduction in gang violence and part 1 crimes has occurred each year of program implementation. The comprehensive GRYD model and strategy is successful due to the multi-level infrastructure upon which it depends to reach these measurable objectives. The GRYD office utilizes CalGRIP funding and its local match to manage the office and its comprehensive gang reduction strategy.

## **SECTION II: PROJECT DESCRIPTION AND DELIVERABLES**

The GRYD office coordinates and oversees all gang prevention, intervention, re-entry, and youth development for the City of Los Angeles. The GRYD office provides direct services to the community, coordinates city-wide and interdepartmental efforts related to gang prevention, intervention, and suppression, oversees evaluation contracts, coordinates trainings for contractors, and contracts with strategic partners, including agencies with expertise in evaluation and staff training. Nearly 80% of CalGRIP funds are contracted out to community-based and other contractors who are instrumental in applying the GRYD model to youth at highest risk for gang involvement, their families, schools, and community partners. The GRYD Model integrates data-driven, proven

strategies of (1) Cognitive Behavioral Therapy (Prevention and Intervention using structured goal setting, planning, and practice), (2) Case Management (Prevention and Intervention using a case manager and team to develop a service plan and arrange services for youth and adults), (3) Mixed Counseling with Referral (Individual, group, and/or family counseling), and (4) Job-Related Interventions, particularly through the Summer Night Lights violence reduction strategy.

GRYD funding through CalGRIP at the \$1,000,000.00 level for 2013-2014 fiscal year implementation will enable the City of Los Angeles to meet the following goals and measurable objectives. Grant funds will be used by GRYD to support (1) the coordination of gang prevention, intervention, and re-entry work in all of the GRYD zones by funding GRYD personnel; and (2) to fund comprehensive gang intervention and prevention work in up to four GRYD zones by agencies experienced in implementing the GRYD model, and who are in solid fiscal standing with the city.

The GRYD Model has six interlocking approaches to gang reduction which include primary and secondary prevention carried out by community based organizations (CBO) located in or extensively connected to GRYD zones. Intervention case management, violence interruption, community engagement, and re-entry services are core intervention practices. Each of the six approaches has specific components that when implemented across zones or regional strategies, are determinants for overall project success.

With this CalGRIP grant, the Mayor's GRYD office will contract with Intervention and Prevention providers, all experienced in implementing the GRYD model. The Prevention component takes a family centered approach to helping youth highest at risk for gang joining within each GRYD zone. Agencies contracted under the prevention component

are required to manage a 150-client (100 model clients and 50 traditional clients) caseload. Agencies must utilize the Youth Services Eligibility Tool (YSET) to identify highest at risk youth, develop an individualized service plan for each case, and help construct a genogram to address high risk behaviors and identify assets and resources within each youth and family. Prevention agencies are also required to participate in a peer learning network that highlights best practices and holds agencies accountable for providing quality resources to communities. They also participate in ongoing trainings coordinated by the Mayor's GRYD staff to increase their capacity to implement the GRYD model. In addition, agencies are tasked with coordinating services in support of the GRYD office's Summer Night Lights program at recreation centers and public housing developments in and around GRYD zones.

The Intervention model of practice requires providers to manage a 50 client caseload and provide gang intervention family case management services to youth and adults between the ages of 14 and 25. The case management component utilizes the Embeddedness scale which measures how deeply immersed a client is within his/her respective gang. The objective for these services is to reduce the level of gang involvement among enrolled clients. In addition, GRYD Intervention contractors also respond to gang related incidents of violence, work in collaboration with law enforcement and GRYD staff to address gang related violence in GRYD zones/Secondary areas, increase pro-active peace keeping activities, participate in the Los Angeles Violence Intervention Training Academy (LAVITA), and provide extensive referral and wrap around services to gang intervention clients and their families.

GRYD is a data-driven model, designed to a) prevent youth 10-15 years of age who are highly likely to join a gang, from joining a gang, b) enroll youth and adults, 14-25 years of age, who are gang involved, in family case management with the goal of measuring disengagement from the gang over time, c) respond to incidents of gang related violence, d) refer families to supportive services, and e) refer clients to services to sustain commitments that decrease their involvement in gang related activities. GRYD office staff oversee and facilitate program success by ensuring all CBO's and staff are trained to successfully implement the GRYD Model. Additionally, staff support data collection and evaluation.

GRYD operates by facilitating a prescribed sequence of steps at the administrative and community level for project implementation among all partners. Administratively, GRYD (1) analyzes data from LAPD, evaluation contractors, and managers, (2) identifies and contracts with CBO's that have the capacity to prescribe to data collection protocols, fiscal oversight, staffing responsibilities, and who have access to gang and municipal decision-makers. GRYD, then contracts with CBO's and agencies for prescribed services and deliverables, and assumes a leadership role collaborating with action teams, partners, and committees to advance evidence-based violence prevention strategies that impact GRYD outcomes city-wide.

CBO's implement defined scopes of work. These scopes of work contain benchmarks and sequential action steps reflective of the GRYD model action plan. Contracted Prevention providers adhere to an implementation timeline and coordinate (a) the implementation of the seven phase, GRYD prevention model of practice (b) YSET assessments (an interview-response tool administered to identify youth highest at risk for

joining a gang), (c) a violence prevention community education campaign at schools, parks, and family venues, (d) staff, youth, and leadership training in GRYD model systems (e) Client tracking and evaluation, (f) database management and (g) wrap around referrals. Contracted Intervention providers adhere to an implementation timeline and coordinate (a) The Intervention Deployment Plan, (b) Family Case Management including using the Genogram family-asset tool, (c) Client tracking and evaluation, (d) Wrap-around referrals, (e) Incident response, and (f) database management. The Mayor's GRYD staff collaborate with Community Intervention Workers and Law Enforcement officials to respond to gang related incidents and identify strategies to reduce incidences of violence, enhancing relations between all GRYD agency partners, implement the Summer Night Lights violence reduction strategy, and provide technical assistance to Intervention providers. Together, this comprehensive, measured, array of interventions comprise the GRYD Model, and have significantly reduced gang violence, reduced shots fired, reduced Part I crime, increased neighborhood safety, and improved the quality of life of individuals in and near GRYD zones in Los Angeles.

For this funding request, prevention agencies will conduct YSET interviews with youth age 10-15 who are referred or demonstrate behaviors that can indicate a "significant likelihood" for gang involvement. The YSET "risk" tool guides the facilitator and youth through an interview. Youth whose answers place them in the threshold of "likely to join a gang" are referred to case management. CBO's provide the family and youth with guided activities and counseling that, after six months, enable the youth to graduate from case management, providing the post-intervention YSET interview indicates readiness. Intervention agencies provide young adults 14-25 with wrap-around services that include,



but are not limited to, individual and family counseling, relocation and transition services, job training and placement, educational support and services, tattoo removal, and referrals to housing, mental health, substance abuse treatment, and legal services.

The scope of this project is substantial. Through extensive commitment to a multi-systems approach, GRYD leadership has successfully engaged a multitude of decision-makers, to diffuse any hesitation about, or impediments to program implementation.

GRYD serves over 6,000 families, and is the catalyst for substantive collaboration between over 50 schools, LAUSD, and community based agencies. This CalGRIP funding will support services for 300 families with extensive, direct comprehensive services, and will impact over 2,000 parents, guardians, and youth through community education, and violence prevention actions.

### **SECTION III: PROJECT EVALUATION**

The GRYD office contracts with an entire evaluation and data management team including University of Southern California (USC), and Harder + Company Community Research (Harder + Company) . Harder + Company conducts data collection for both prevention and intervention components of the GRYD model and provides necessary training for all service providers.

Each GRYD model component has an evaluation. On a scheduled basis, the GRYD office receives LAPD gang related crime data, which assists the GRYD office, and subsequently, Harder + Company assess the program's impact on reducing gang violence and crime. GRYD evaluation measures Prevention and Intervention process and outcomes. Process evaluation results assist the GRYD office adjust program approaches.

GRYD is able to obtain process and outcome evaluation results because CBO contractors and GRYD staff keep meticulous data throughout the Model implementation process. Prevention CBOs are required to submit tri-annual progress reports that detail: (i) the number of potential clients assessed with the YSET; (ii) the number of tested potential clients who were eligible for services based on the YSET; (iii) the number of most at-risk clients who were enrolled to receive prevention services; and (iv) the total number of clients being served by the agency.

Prevention and Intervention agencies are also subject to annual programmatic and fiscal audits by the GRYD office to ensure that the agencies are making progress programmatically as required of them by their contracts with the City of Los Angeles and that they are in compliance with other necessary financial and legal requirements.

The overall outcomes of our gang reduction strategy are to (1) reduce the factors contributing to the number of gang-affiliated youth and young adults; (2) reduce gang-related violence and criminal behavior (i.e. shots fired, gang-related homicides, etc.); (3) increase the safety of the GRYD zones; (4) increase collaborations between gang intervention providers and law enforcement.

The evaluation data is used to (a) inform the Mayor, City Council, city departments, the GRYD zone communities, and schools about program progress, (b) enhance, amend, and revise program protocols, (c) allocate resources to areas experiencing increases in gang-related violence or indicating a need to fill a service gap, (d) develop specific 'demonstration' initiatives locally, nationally, and globally to address specific findings, trends, or outcomes, (e) identify needed training for staff or partner agencies, (f) identify family and community support services and facilitate access to

systems and services for greater outcome success, and (g) build upon overall project design and implementation.<sup>4</sup>

#### **SECTION IV: PROJECT MANAGEMENT AND READINESS TO PROCEED**

A strong team is trained to deploy the GRYD model; operational since 2007. The management structure can be described as a “designated team” format. The Deputy Mayor, Guillermo Cespedes, oversees and represents the office. Mr. Cespedes has worked in the GRYD program at the community level, and now, as its Deputy Mayor. He has constructed the framework of the GRYD model and established its partnership and measurement infrastructure. Mildred Lopez, who was an instrumental staff member through the initial Boyle Heights Demonstration Program phase, oversees the entire administrative services division of the office. This includes grants, contract, and staff oversight. Both of these individuals communicate with city departments, major funding offices, and contractors either directly or through a staff designee. Deputy Mayor Cespedes manages a team of direct reports who are responsible for contracts and grants, program management, multi-agency collaboration to ensure seamless implementation, region-wide, of the GRYD Model of practice. The comprehensive staff infrastructure is provided in Exhibit A. The office is comprised of six teams: Prevention, Intervention, Fiscal and Administrative Services, Summer Night Lights, Watts Regional Strategy and Evaluation. The GRYD staff monitor and provide technical assistance to the CBO's as well as provide direct services (i.e. incident response, Summer Night Lights, Gun Buyback). All efforts are guided by the GRYD Model and GRYD Fiscal Policy.

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<sup>4</sup> Y3 Final Report: Evaluation of the Los Angeles Gang Reduction & Youth Development Program, Urban Institute 2012

GRYD is equipped to document the organization's readiness to provide services beginning January 1, 2013 by adhering to the timeline in Exhibit B.

**SECTION V: CAPABILITY AND QUALIFICATIONS TO PROVIDE SERVICES**

The GRYD Office will directly oversee the contractual management, and program implementation of the grant. The GRYD management team and the city are highly experienced in conducting this type of project. GRYD has contracted with CBO's and has implemented the comprehensive strategy since 2007. The City of Los Angeles, GRYD office manages over \$24 million dollars annually to implement the program, and services state, federal, and local grants. GRYD employs experienced Regional Managers, highly familiar with each GRYD zone. GRYD has issued and managed five complex research, training, and evaluation contracts since 2007. GRYD leadership is highly experienced with administrative protocols with the City of Los Angeles. GRYD staff excel in taking a leadership role to engage City Council, City Administrative offices, LAPD, LAUSD, and all members of the GRYD cabinet in collaborating to provide comprehensive prevention and intervention strategies. CBO's that have extensive experience implementing the GRYD model include Children's Hospital, Los Angeles, Soledad Enrichment Action, and Alma Family Services, Public Health Foundation Enterprises, Inc/Aztecs Rising. A sample MOU is provided in Exhibit C.

**COST EFFECTIVENESS AND BUDGET REVIEW**

GRYD places substantial priority on contracting with CBO's and evaluation contractors to implement the GRYD Model. Close to 80% of project funds are contracted out. This is the most cost effective management strategy. By achieving project goals, GRYD intends to (1) limit the number of youth that become involved in area street gangs; (2) reduce the level of association with area street gangs; (3) reduce the number of gang

risk factors assessed by the YSET by the end of the program; (4) reduce gang-related victimization; and (5) reduce gang-related violence and criminal behavior.

#### **SECTION VII: COLLABORATION/REGIONAL APPROACH**

In addition to collaborating with implementation partners such as CBO's, and LAPD, the GRYD Office and program has a cabinet. The GRYD Cabinet functions as the Coordinating and Advisory Council. It is composed of representatives from the Mayor's Office, Los Angeles Police Department, the City Attorney, Los Angeles County Department of Probation, Community Development Department, Housing Authority of the City of Los Angeles, Los Angeles Unified School District, California Department of Corrections & Rehabilitation, United States Attorney's Office, and Community Based Organizations. The GRYD Cabinet meets once a month and provides: (1) oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) resource development for GRYD; and (3) strategic advice.

The Office of the Mayor, City of Los Angeles is privileged to continue to lead, manage, and contribute to the success of GRYD, and looks forward to implementing the GRYD Model in partnership with contracted CBO's, with CalGRIP 2013 FY funding of \$1,000,000.00.

## PROPOSED BUDGET

| LINE ITEM  | GRANT FUNDS        | CASH MATCH | IN-KIND MATCH      | TOTAL              |
|--|--------------------|------------|--------------------|--------------------|
| 1. Salaries and Benefits                             | \$234,714          | \$0        | \$100,000          | \$334,714          |
| 2. Services and Supplies                             | \$12,502           | \$0        | \$0                | \$7,402            |
| 3. Professional Services                             | \$0                | \$0        | \$0                | \$0                |
| 4. CBO Contracts ( <i>min. 20% of grants funds</i> ) | \$752,784          | \$0        | \$900,000          | \$1,657,884        |
| 5. Indirect Costs                                    | \$0                | \$0        | \$0                | \$0                |
| 6. Fixed Assets / Equipment                          | \$0                | \$0        | \$0                | \$0                |
| 7. Other   | \$0                | \$0        | \$0                | \$0                |
| <b>TOTAL</b>   | <b>\$1,000,000</b> | <b>\$0</b> | <b>\$1,000,000</b> | <b>\$2,000,000</b> |

This proposed budget represents a sample GRYD program budget, and is provided as a preliminary budget. A final, actual budget will be derived during contract negotiations with contractors.

## BUDGET NARRATIVE

|           |  |                  |
|-----------|--|------------------|
| <b>I.</b> | <b>Total Salaries and Benefits</b>   | <b>\$234,714</b> |
|           | (a) Regional Manager (Mayoral Aide, V-Step1)<br>\$5,075.51 X 12 months @ 100%                | \$60,906         |
|           | (b) Regional Manager (Mayoral Aide, V-Step2)<br>\$5,358.68 X 12 months @ 100%                | \$64,304         |
|           | (c) Administrative Services Manager (Mayoral<br>Aide, V-Step 2) @ 50% \$5,358.68 X 12 months | \$32,152         |
|           | (d) Accountant (Mayoral Aide V-Step 2) @ 25%<br>\$5,358.68 X 12 months                       | \$16,076         |
|           | <b>Total GRYD Salaries</b>   | <b>\$173,438</b> |

The Regional Managers will oversee Prevention and Intervention initiatives, provide direct services within their respective GRYD zones, and provide technical assistance to its assigned contractors. The salary is consistent with those who have similar levels of responsibility in the Mayor's Office. The Administrative Services Manager is responsible for budget approvals, contract administrative compliance and document approvals. The Accountant is responsible for overall contract budget oversight including invoice management, accounting, accounts receivable and payable, audits and preparing financial reports.

### IA. Fringe Benefits

|                             |                              |                 |
|-----------------------------|------------------------------|-----------------|
| (a) Regional Manager        | \$60,906 X 35.33% @ 100%     | \$21,518        |
| (b) Regional Manager        | \$64,304 X 35.33% @ 100%     | \$22,719        |
| (c) Admin. Services Manager | \$64,304 X 35.33% @ 50%      | \$11,359        |
| (d) Accountant              | \$64,304 X 35.33% @ 25%      | \$5,680         |
|                             | <b>Total Fringe Benefits</b> | <b>\$61,276</b> |

The Fringe Benefits rate of 35.33% is based on the City of Los Angeles Indirect Cost Rate Cost Allocation Plan (CAP) 33, as approved by the U.S. Department of Health and Human Services.

**II. Total Supplies \$12,502**

Monthly estimates of office supply and training material costs are based on expenses for comparable programs within the GRYD office.

(a) Office Supplies - \$100 per month x 24 = \$2,400.00

(b) Program Supplies (i.e. Community Action Team)

\$150.00 per month x 24 months = \$3,600.00

(c) Special Events for Peacekeeping = \$6,502

**III. Total Contracts \$752,784**

These tables represent an example of contract budget structure to demonstrate specific personnel and activities needed to implement Prevention and Intervention activities. They are subject to modification upon negotiations with specific agencies.

(a) Prevention (2) \$163,446 X 2 contractors = \$326,892

(b) Intervention (2) \$212,946 X 2 contractors = \$425,892



**PREVENTION CONTRACT:**

| Position                                   | No. of Personnel | Salary  | Benefits                    | Total                      |
|--|------------------|---|-----------------------------|----------------------------|
| Case Manager                               | 2<br>1 each site | \$35,000 annual salary                            | \$35,000 x 20%<br>= \$7,000 | \$42,000/year<br>each site |
| Senior Case Manager                        | 2<br>1 each site | \$40,000 annual salary                            | \$40,000 x 20%<br>= \$8,000 | \$48,000/year<br>each site |
| Administrative and Data Coordinator        | 2<br>1 each site | \$35,000 X 75% FTE<br>annual salary<br>= \$26,250 | \$26,250 X 20%<br>= \$5,250 | \$31,500/year<br>each site |
| Total Personnel Costs per Prevention Site: |                  |   |                             | \$121,500                  |
| Total Additional Agency Expenses:          |                  |   |                             | \$41,946                   |
| Total Per Prevention Contract:             |                  |   |                             | \$163,446                  |

**INTERVENTION CONTRACT:**

| Position                                     | No. of Personnel | Salary  | Benefits                                 | Total                      |
|--|------------------|---|--|----------------------------|
| Community Intervention Workers               | 4<br>2 each site | \$35,000 annual salary                            | \$35,000 x2x20%<br>= \$14,000            | \$84,000/year<br>each site |
| MSW Case Manager                             | 2<br>1 each site | \$55,000 annual salary                            | \$55,000 x 20%<br>= \$11,000             | \$66,000/year<br>each site |
| Administrative & Data Coordinator            | 2<br>1 each site | \$35,000 X 50% FTE<br>annual salary<br>= \$17,500 | \$35,000 @ 50%<br>FTE X 20%<br>= \$3,500 | \$21,000/year<br>each site |
| Total Personnel Costs per Intervention Site: |                  |   |  | \$171,000                  |
| Total Additional Agency Expenses:            |                  |   |  | \$41,946                   |
| Total Per Intervention Contract:             |                  |   |  | \$212,946                  |

**Additional Agency Expenses Description**

Additional agency expenses, specific to each agency: \$41,946

- Contract agencies incur travel, youth transportation & insurance costs.
- CBO's incur background and drug checking costs for contracted

- Employees and youth interns and volunteers involved in the program.
- Stipends, Incentives, youth leadership, Participant Support Services
- Supplies
- Program costs for meetings, trainings, media advocacy focus groups
- Utilities and Communications
- Space/lease

|                                  |                       |
|----------------------------------|-----------------------|
| <b>Sub-TOTAL PROJECT BUDGET:</b> | <b>\$1,000,000.00</b> |
| <b>Sub-TOTAL MATCH</b>           | <b>\$1,000,000.00</b> |
| <b>GRAND TOTAL</b>               | <b>\$2,000,000.00</b> |

## **Exhibit A: Management Structure**

1. Mayor Antonio R. Villaraigosa: GRYD is under the auspices of the Mayor's Office. Thus, the Mayor has final authority and oversight of GRYD.
2. Guillermo Cespedes, MSW, Deputy Mayor of GRYD: Mr. Cespedes reports to the Mayor and is accountable for the successful implementation of the Mayor's gang reduction strategy all over the City of Los Angeles.
3. Mildred M. Lopez, Fiscal and Administrative Director: Ms. Lopez assists Mr. Cespedes in the overall programmatic planning and implementation of the Mayor's gang reduction strategy.
4. Miguel Leon, Director of Prevention Programs: Mr. Leon oversees implementation of GRYD Prevention programs and oversees the GRYD Regional Managers (RMs) who are assigned to each of the GRYD zones. The RMs are the primary point of contact for each of the twelve GRYD Zones and coordinate and oversee all gang prevention programs including administration of the Youth Services Eligibility Tool (YSET), genogram, data collection, Community Education Campaign, and training and technical assistance.
5. Alicia Avalos, Director of Summer Night Lights and Intervention (acting): Ms. Avalos oversees implementation of the GRYD Summer Night Lights program and Intervention programs. She oversees the GRYD Regional Managers who implement the GRYD Intervention Model of Practice and Summer Night Lights Program at local parks and housing developments across the city.
6. Administrative Services Manager (ASM): The ASM works closely with both the GRYD Prevention and Intervention teams and the community-based organizations (CBOs). They are responsible for providing all administrative oversight of the City's contracts, which includes negotiating and finalizing contracts, ensuring that City policies and procedures are met, conducting field visits and audits of the agencies, overseeing the agencies' budgets, and providing day-to-day administrative assistance to the agencies.

7. Accountant: Accountants are responsible for accounts receivable and payable, invoice compliance, contractor monthly financial reviews, and coordinating fiscal components of contract compliance with the ASM.

### Exhibit B. Project Timeline

| Month                     | Activity  | Deliverable   | Outcome  |
|---------------------------|---|---|--|
| November/<br>December '12 | <ul style="list-style-type: none"> <li>•Procurement &amp; City Council preparations</li> </ul>  | <ul style="list-style-type: none"> <li>•January 2013 Council Approval</li> </ul>  | <ul style="list-style-type: none"> <li>•Transmittals prepared</li> </ul>   |
| January 2013              | <ul style="list-style-type: none"> <li>•CalGRIP Approval Finalized</li> <li>•Contractor Awards</li> <li>•GRYD Fiscal Policy Training</li> <li>•Staffing Confirmations</li> <li>•Prevention Education Campaigns</li> </ul>   | <ul style="list-style-type: none"> <li>•Final Award acceptance</li> <li>•Trained contractors</li> </ul>   | <ul style="list-style-type: none"> <li>•Project (ongoing) &amp; 2013 FY start-up</li> </ul>                                  |
| February 2013             | <ul style="list-style-type: none"> <li>•LAVITA Training</li> <li>•YSET, Wrap-Around Education</li> </ul>  | <ul style="list-style-type: none"> <li>•Trained staff &amp; contractors</li> <li>•Engaged partners &amp; highly at-risk youth</li> </ul>          | <ul style="list-style-type: none"> <li>•Youth referred to family case management</li> </ul>                                  |
| March 2013                | <ul style="list-style-type: none"> <li>•Contractor Prevention &amp; Intervention caseload management</li> <li>•1<sup>st</sup> Quarter Reports due</li> <li>•Genogram Training</li> </ul>  | <ul style="list-style-type: none"> <li>•Caseload compliance</li> <li>•Evidence based Intervention, media &amp; GRYD Cabinet engagement</li> </ul> | <ul style="list-style-type: none"> <li>•Family resiliency,</li> <li>•Gang prevention &amp; intervention goals met</li> </ul> |
| April 2013                | <ul style="list-style-type: none"> <li>•Contractor Prevention &amp; Intervention ongoing efforts,</li> <li>•Spring Break</li> <li>LAVITA, Media Advocacy, &amp; Peacekeeping Training/Action</li> <li>•Ongoing monthly Prevention &amp; Intervention meetings w/GRYD &amp; contractors</li> </ul> | <ul style="list-style-type: none"> <li>•Contractor capacity building</li> </ul>   | <ul style="list-style-type: none"> <li>•GRYD Model Outcomes;</li> <li>•GRYD Cabinet involvement</li> </ul>                   |
| May 2013                  | <ul style="list-style-type: none"> <li>•GRYD Model implementation</li> <li>•Ongoing monthly/quarterly fiscal Administrative activities</li> <li>•Collaboration with Summer Night Lights preparation (SNL)</li> <li>•Family</li> </ul>   | <ul style="list-style-type: none"> <li>•Successfully managed family cases,</li> <li>•Family resiliency</li> <li>Asset engagement</li> </ul>       | <ul style="list-style-type: none"> <li>•Reduced risk factors for highly at risk youth</li> </ul>                             |
| June 2014                 | <ul style="list-style-type: none"> <li>•Ongoing Intervention and Prevention</li> <li>•LAVITA Training &amp; Prevention &amp; Intervention Media Campaign run</li> <li>2<sup>nd</sup> quarter reports due</li> </ul>   | <ul style="list-style-type: none"> <li>•LAVITA training</li> </ul>  | <ul style="list-style-type: none"> <li>•Youth referrals &amp; program graduates</li> </ul>                                   |

|                |   |   |  |
|----------------|---|---|--|
|                |   |   |  |
| July 2014      | <ul style="list-style-type: none"> <li>•SNL, Collaborative support, LAVITA Training,</li> <li>•Ongoing GRYD Model Prevention &amp; Intervention services</li> </ul>                     | <ul style="list-style-type: none"> <li>•Youth job training</li> <li>•Family case management</li> </ul>                    | <ul style="list-style-type: none"> <li>•Participation numbers reached for each component</li> </ul>  |
| August 2014    | <ul style="list-style-type: none"> <li>•GRYD Model Implementation through SNL</li> </ul>  | <ul style="list-style-type: none"> <li>•Youth employed</li> <li>•Case Management</li> </ul>                               | <ul style="list-style-type: none"> <li>•Norm Change &amp;</li> <li>•Reduction in violence</li> </ul> |
| September 2014 | <ul style="list-style-type: none"> <li>•GRYD Model Implementation &amp; Grandparents Day/Labor Day Community Education campaign</li> <li>•3<sup>rd</sup> Quarter Reports Due</li> </ul> | <ul style="list-style-type: none"> <li>•Campaign Implementation</li> <li>•Community Education</li> </ul>                  | <ul style="list-style-type: none"> <li>•Involved Clients &amp; Stakeholders</li> </ul>               |
| October 2014   | <ul style="list-style-type: none"> <li>•GRYD Model Implementation</li> </ul>  | <ul style="list-style-type: none"> <li>•Caseload compliance</li> </ul>  | <ul style="list-style-type: none"> <li>•Youth referrals</li> </ul>                                   |
| November 2014  | <ul style="list-style-type: none"> <li>•Ongoing GRYD Model Implementation</li> <li>•LAVITA Training</li> </ul>  | <ul style="list-style-type: none"> <li>•Peacekeeping for holidays</li> <li>•Trained CBO's staff, &amp; cabinet</li> </ul> | <ul style="list-style-type: none"> <li>•GRYD quarterly objectives met</li> </ul>                     |
| December 14    | <ul style="list-style-type: none"> <li>•Ongoing GRYD Model Implementation</li> <li>•4<sup>th</sup> &amp; final quarter reports due</li> </ul>   | <ul style="list-style-type: none"> <li>•Final Report</li> <li>•Quality outcomes</li> </ul>                                | <ul style="list-style-type: none"> <li>•Measurable objectives met</li> </ul>                         |

**OPERATIONAL AGREEMENT  
BETWEEN THE CITY OF LOS ANGELES AND CHILDREN'S HOSPITAL OF LOS ANGELES**

This Operational Agreement stands as evidence that the City of Los Angeles ("City") and Children's Hospital of Los Angeles ("CHLA" or "Contractor") are working together on Mayor Antonio Villaraigosa's Gang Reduction and Youth Development strategy. Agreement number C114771, and Amendments 1 through 3, as well as any future amendments, between the City and CHLA represents the binding legal contract governing the described project and specifies all terms and conditions of said agreement.

CHLA provides gang prevention services to eligible youth between the ages of 10 and 15 ("Clients") present in the Cypress Park/Northeast Gang Reduction and Youth Development ("GRYD") zone. CHLA shall serve 200 Clients with the understanding that enrollment is fluid and the 200 Clients enrolled at the end of the 12 month contract period may not be the same as the 200 Clients initially enrolled. The focus of the services will be targeted street gang prevention. Gang prevention shall be defined as the undertaking of program procedures to discourage neighborhood youth from initial involvement with street gangs, i.e., gang joining. Programs will focus services on youth who are most vulnerable to gang joining.

The primary outcome goals of the programs will be to:

1. Limit the number of youth that become involved in area street gangs,
2. Reduce the level of association with area street gangs, and
3. Reduce the number of gang risk factors assessed by the end of the program (6 months and 12 months after Client enrollment).

The secondary outcome goals will be to:

1. Reduce gang-related victimization and
2. Reduce gang-related violence and criminal behavior.

The Mayor's GRYD office is designated by the City to provide for the proper planning, coordination, direction and management of the City's gang reduction activities including the gang prevention in the Cypress Park GRYD Zone.

Following is a summary of the compensation and method of payment as well as the operational agreement period.

- I. Total amount of the 2009 CalGRIP grant funds that will be allocated for gang prevention services in the Cypress Park GRYD zone: \$200,000.
- II. The Process for transferring the grant funds as noted in Agreement number C114771 and Amendment 3 of that agreement; Section 302 Payment to the Contractor:

*"The Contractor shall be paid on a cost reimbursement basis, unless an advance payment plan has been authorized by the City pursuant to §303 and as noted in the Contractor's approved BS/EP. Contractor shall request reimbursements by submitting the cash request (monthly invoice) and all other documents as required by City. Final expenditures shall be determined 45 days after receipt of end-of-contract documentation."*

- III. Grant funds and City monies will go to fund the following services as noted in the Agreement number C114771 and Amendment 3 of that agreement; Section 202 Services to be Provided by the Contractor:

*The Contractor shall provide contractual services that are supported by the City approved Work Plan incorporated herein by reference (Exhibit E). Detailed Work Plan services shall be adhered to unless modifications are requested in writing and approved by the City. All work is subject to prior City approval. Failure to receive approval may result in withholding compensation pursuant to §301(B). Contractor agrees to provide these services in accordance with the terms of this Agreement and any future City Directives issued by GRYD.*

The Contractor shall provide gang prevention programs to youth between the ages of 10 and 15 ("CLIENTS") residing in the Cypress Park Gang Reduction and Youth Development ("GRYD") Zone. By the fourth month following completion and issuance of the Gang Assessment Tool which will be provided by City Directive in the future. Contractor shall serve 84 Clients. However, it is anticipated that enrollment will be fluid and the 84 Clients enrolled at the end of the contract may not be the same as the 84 Clients initially enrolled. The focus of the services will be targeted street gang prevention. Gang prevention shall be defined as the undertaking of program procedures to discourage neighborhood youth from initial involvement with street gangs, i.e., gang joining. Programs will focus services on youth who are most vulnerable to gang joining.

The primary outcome goals of the programs will be to:

1. Limit the number of youth that become involved in area street gangs,
2. Reduce the level of association with area street gangs, and
3. Reduce the number of gang risk factors assessed by the end of the program (5 and 10 months after this Agreement begins).

The secondary outcome goal will be to:

1. Reduce gang-related victimization and
2. Reduce gang-related violence and criminal behavior.

A. Scope of Services

At any given time during this Agreement, the Contractor shall provide services for a minimum of 84 youth. Contractor shall provide case management services, recreational activities, tutoring, and administrative support. Services shall be provided to youth identified at highest risk for gang joining using the Gang Risk Assessment tool.

Contractor shall:

- Coordinate with existing City and County health and human services agencies, foster care, The Los Angeles Probation Department ("Probation") and other service agencies
- Provide services that are accessible to Clients
- Have the capacity to deliver timely services particular to crisis situations
- Offer community and school-based services and activities throughout the day, including after-school, evening, weekend, holidays, and summer hours
- Involve community leaders and residents in identifying community resources that can reduce gang joining risk factors
- Work with families of youth identified at high risk of gang joining
- Targeted outreach to reach individuals most at risk of gang joining.

The Contractor will be required to comply with the City Gang Risk Assessment tool, which will establish the performance standards for this Agreement. This tool will be issued by the City in a separate directive when it becomes final.



The Contractor will also track Client progress in the City's Web-based Client Tracking System, detailed procedures for tracking Clients will be provided by future City Directive, and participate in an evaluation of Contractor's performance.

1. Program Activities

The Contractor shall provide program activities that will work to reduce the prevalence of risk factors associated with gang-joining and augment protective factors to ensure the youth do not become involved in gangs. Program activities shall work to discourage association, involvement, and identification with street gangs and encourage participation in pro-social programs and activities.

2. Reduction of Risk Factors

The following strategies shall be used to mitigate the risk factors that lead to gang joining:

Poor parental supervision of children and youth shall be addressed through parent training, therapy or counseling to improve supervision. This could include identifying ongoing support for parents and youth or alternative family situations. Effective parenting programs shall have multiple components focused on encouraging pro-social behavior in children and discouraging antisocial and defiant behavior.

Early childhood aggression shall be addressed through program elements designed to remediate early childhood aggression and other externalizing behaviors through therapy, counseling or other means.

Delinquent beliefs shall be addressed through approaches focused on counseling youth holding delinquent beliefs. This could include mentoring relationships or other ways of promoting personal responsibility for one's actions.

Negative life events shall be addressed through counseling or therapy focused on assisting youth to cope with negative life events. This could include increasing adult and peer social support.

Peers or friends involved in delinquent and deviant behavior shall be addressed through mentoring, counseling or therapy with youth focused on involvement with antisocial peers and friends.

Commitment to Street-Oriented Peers shall be addressed through program activities designed to reduce Client's involvement and commitment to street-oriented peers.

3. Client Eligibility

a. Geographic Requirements for Eligibility

Services under this Agreement shall be provided to residents of the City of Los Angeles, residing or present in the Cypress Park GRYD Zone, the boundaries of which have been set forth by the City and are more fully detailed in Attachment 1.

b. Gang Risk Assessment Tool

The sole determination for Client eligibility will be made via the Gang Risk Assessment Tool issued by future City Directive. The Assessment Tool will include a pre-screening process, which includes procedures for handling referrals.

4. Case Management

a. Description

*Case Management Services shall include intensive counseling (i.e. individual and/or family counseling, anger management, etc.), follow-up, motivational support, treatment and referrals to other resources that will reduce risk factors associated with gang-joining. Contractor shall work with local school administrators, law enforcement, Probation, faith-based groups and community organizations in implementing program services.*

*Case managers must conduct assessments using the Gang Assessment Tool before determining a service strategy for each Client (Youth Service Plan). All services and outcomes shall be documented in the Client's individual hard file and in the City's Web-Based Client Tracking System. All files shall be kept confidential.*

*The Contractor shall facilitate the involvement of identified youth in conventional or pro-social activities in the community. Youth at high risk of gang joining who are served in a group context should not dominate the group (neither numerically nor socially). The Contractor must minimize co-mingling of youth identified as having a high risk of gang joining unless they are in highly structured and supervised situations that are designed to promote pro-social attitudes and behavior.*

b. Provision of Services

*Services shall address all six risk factors associated with gang joining. Services should be of sufficient intensity and duration to produce the desired outcome. Case Managers shall provide the following services:*

- 1) *Enroll the Client in GRYD Program,*
- 2) *Conduct a needs and asset assessment of Client,*
- 3) *Develop the Youth Service Plan in accordance with Exhibit E,*
- 4) *Enroll the Client and family into appropriate services within our outside collaborative,*
- 5) *Track Clients participation in GRYD referred activities, and*
- 6) *Track the Client's progress on City's Web-based Client Tracking System.*

*Contractor shall have a minimum of 3 face-to-face contacts with the Client each week. Face to face contacts with all the adults in the parenting role for each Client shall take place at least once a month.*

*Relevant program staff will be required to attend ongoing education and training including, but not limited to motivational training, Health Insurance Portability and Accountability Act of 1996 (HIPPA) compliance, mandated reporter training in child abuse reporting, domestic violence training, conflict resolution, non violent crisis intervention, etc.*

B. Collaboration

1. *As the lead agency, Contractor will serve as fixed point of responsibility for each Client's management, follow-up and coordination. Contractor will hold regular multidisciplinary case conferences with relevant community stakeholders to mandate information sharing and coordination of services. The Contractor shall utilize its existing relationships with area schools, community and faith-based organizations, and other City and County agencies including the Department of Child and Family Services (DCFS), Department of Mental Health (DMH), Probation, Los Angeles Police Department (LAPD), and the Los Angeles Department of Recreation and Parks (RAP) in order to provide the most comprehensive scope of services, coordinate programs to meet specific Client needs, leverage available resources, and increase the probability of meeting all program goals and outcomes.*
2. *To the fullest extent possible, Contractor shall coordinate its services, planning and activities with other City Contractors that target the same geographic service area so that funding provided under this Agreement is not used to duplicate services to the same Clients.*

C. Program Markers

*At a minimum, the Contractor will collect four types of program markers for each Client:*

1. *Number of sessions over what period of time*
2. *Efficacy of Model: Approach or type of evidence-based service used*
3. *Implementation Fidelity: Evidence that the model is being faithfully implemented; and*

4. Gain in Knowledge or Skills: Program-specific "tests" developed by Contractor at program intake and program exit (implementation check)

General Program Milestones

1. Milestones

- a. The Contractor shall achieve full enrollment by the end of the fourth month following the completion and issuance of the Gang Risk Assessment Tool.
- b. The Contractor shall conduct follow up risk assessments 3 months and 10 months after the date of enrollment for each client. Clients who score below a predetermined threshold level will be exited successfully from the program.

2. Recurrent Responsibilities

- a. The Contractor shall submit program reports on a monthly basis, which will provide updates to the City regarding the number of clients enrolled, client progress, obstacles to effective service, and best practices.
- b. The City may monitor at any time with or without notice. Technical assistance is available upon request.
- c. Standing meetings involving the City and all GRYD Contractors shall take place on a quarterly basis. Additional meetings will take place as deemed necessary.

3. Monitoring and Evaluation

City shall conduct monitoring visits to track Contractor's performance during the term of the contract. As required by Section 19.39.2 of the Los Angeles Administrative Code, evaluations will be based on a number of criteria, including the quality of work product or service performed, the timeliness of performance, the Contractor's compliance with budget requirements and the expertise of personnel that the Contractor assigns to the contract. The Contractor will be provided with a copy of findings and allowed fourteen (14) calendar days to respond.

An independent evaluator will be hired by the City of Los Angeles to conduct a thorough evaluation of program services during the term of the contract. Organizations must identify a dedicated staff person to collect appropriate data, as detailed in §202C, and provide the information to the evaluator on a regular basis. Forms authorizing the release of confidential client information shall include the evaluator as one of the potential recipients of client information.


- IV. Grant funds from the 2009 CalGRIP grant award will be designated for the Cypress Park GRYD Zone's 2011/2012 fiscal year contract; therefore, will have an operational agreement period of July 1, 2011 through June 30, 2012. However, CHLA's designee as the gang prevention contractor for the Cypress Park GRYD zone is dependent upon having an effective contract with the City for such services for the same period. This would require that CHLA be awarded said contract again via an additional amendment or, if necessary, through the City's Request for Proposal process.

If there's a change in contractor, for any reason, and CHLA does not become the gang prevention provider in the Cypress Park GRYD zone during Fiscal Year 2011-2010, Grantor will immediately be notified and a modification will be submitted in addition to newly executed operational agreements from the selected Contractor.

We, the undersigned, as authorized representatives of the City of Los Angeles and Children's Hospital of Los Angeles do hereby approve this document.

  
Name, Title: Bonji Salwan,  
Director of Financial Services  
For: Children's Hospital of Los Angeles

5/18/11  
Date

  
Name, Title  
For: Office of Mayor Antonio R. Villaraigosa's  
Office of Gang Reduction and Youth  
Development

5/18/11  
Date

**Exhibit D. GRYD Model**

| <b>GRYD Strategy Approaches</b>  |  |  |   |   |
|--|--|--|---|---|
| <b>Primary Prevention</b>  | <b>Secondary Prevention</b>  | <b>Intervention Case Management</b>  | <b>Intervention Violence Interruption</b>   | <b>Suppression</b>  |
| <ul style="list-style-type: none"> <li>➤ Gun Buy-Back</li> <li>➤ GRYD Cabinet</li> <li>➤ Community Action Teams (CATs)</li> <li>➤ Community Education Campaign</li> </ul>  | <ul style="list-style-type: none"> <li>➤ GRYD Gang Prevention Services</li> <li>➤ Family Centered Model</li> </ul> | <ul style="list-style-type: none"> <li>➤ Family-Based Case Management</li> <li>➤ Reentry referrals and services</li> </ul> | <ul style="list-style-type: none"> <li>➤ Crisis Response</li> <li>➤ Proactive peace-making activities</li> <li>➤ Los Angeles Violence Intervention Academy</li> </ul> | <ul style="list-style-type: none"> <li>➤ On-going communication with law enforcement agencies</li> <li>➤ Coordination of services after suppression activities (e.g., "take-downs"/ Operation Ceasefire)</li> </ul> |
| <ul style="list-style-type: none"> <li>➤ <b>Community and Law Enforcement Engagement</b> <ul style="list-style-type: none"> <li>➤ <b>Summer Night Lights Program</b> <ul style="list-style-type: none"> <li>➤ <b>Evaluation</b></li> </ul> </li> </ul> </li> </ul> |  |  |   |   |

**MEMBERSHIP ROSTER OF REQUIRED COORDINATING  
AND ADVISORY COUNCIL**

| Member   | Role and Responsibilities   |
|--|---|
| Los Angeles Mayor's Office – Gang Reduction & Youth Development (GRYD) | Coordinate and oversee all gang-related prevention, intervention, and re-entry services in the City of Los Angeles.   |
| Los Angeles Police Department (LAPD)                                   | <p>Implement targeted suppression of, and enforce graduated sanctions in connection with, gang-related crime and violence. Provide gang-affiliated individuals with referrals to the prevention and intervention services provided by the intervention and prevention agencies funded by the City.</p> <p>Provide oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p>  |
| Los Angeles City Attorney's Office                                     | <p>Work with LAPD in implementing targeted suppression and graduated sanctions strategies for gang-related crime and violence. Implement gang injunctions, including, without limitation, the gang injunction removal petition process. Provide gang-affiliated individuals with referrals to the prevention and intervention services provided by the intervention and prevention agencies funded by the City.</p> <p>Provide oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p> |
| Los Angeles Community Development Department                           | <p>Provide clients of GRYD's prevention and intervention agencies with spots in the City's workforce training programs. Also provide these clients with basic needs assistance through the City's Family Source Centers.</p> <p>Provide oversight over all of GRYD's projects and</p>   |

|   |   |
|---|---|
|   | <p>programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p>   |
| <p>Housing Authority of the City of Los Angeles</p> | <p>Work with GRYD to provide housing assistance and social services for clients and their families of GRYD's prevention and intervention agencies that reside in the following housing developments: Ramona Gardens, Jordan Downs, Imperial Courts, Gonzaque Village, Estrada Courts, Nickerson Gardens and Pueblo del Rio.</p> <p>Provide oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p> |
| <p>Los Angeles Unified School District</p>          | <p>Provide gang-affiliated individuals with referrals to the prevention and intervention services provided by the intervention and prevention agencies funded by the City.</p> <p>Provide oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p>  |
| <p>Los Angeles County Dept. of Probation</p>        | <p>Provide gang-affiliated individuals with referrals to the prevention and intervention services provided by the intervention and prevention agencies funded by the City.</p> <p>Assist with re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p>  |
| <p>United States Attorney's Office</p>              | <p>Help implement targeted suppression and graduated sanctions strategies in connection with gang-related</p>   |

|   |  |
|---|--|
|   | <p>crime and violence.</p> <p>Provide oversight over all of GRYD's projects and programs, including intervention, prevention, and re-entry programs; (2) assists GRYD in searching for and obtaining additional sources of funding; and (3) in connection with GRYD's goals and programs, assists GRYD in helping to identify resources and partnerships that are available on various levels and sectors.</p> |
| <p>Community-Based Organizations that do gang-related prevention, intervention, and re-entry work</p> | <p>Provide gang-related prevention, intervention, and re-entry services to youth at highest risk of gang joining and gang-involved youth and their families in 12 GRYD zones across the City.</p>  |

# Y3 Final Report: Evaluation of the Los Angeles Gang Reduction and Youth Development Program

## Executive Summary

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KiDeuk Kim  
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# EXECUTIVE SUMMARY

## INTRODUCTION

The Urban Institute in partnership with Harder+Company has been contracted by the Office of the Mayor of Los Angeles to conduct a multi-year evaluation of the Mayor's Gang Reduction and Youth Development program (GRYD). This Executive Summary describes the key findings of the third year of the evaluation. We first identify the main components of the GRYD program and then describe the sources and scope of data that comprise the foundation for the main report. Key findings are then presented.

The full report<sup>1</sup> is organized as follows:

|             |                                 |
|-------------|---------------------------------|
| Chapter I   | Introduction                    |
| Chapter II  | Gang Violence in Los Angeles    |
| Chapter III | Gang Violence in GRYD Zones     |
| Chapter IV  | The Summer Night Lights Program |
| Chapter V   | Prevention                      |
| Chapter VI  | Intervention                    |
| Chapter VII | Conclusions                     |

## THE GANG REDUCTION AND YOUTH DEVELOPMENT PROGRAM

The Los Angeles Mayor's GRYD program was established in 2007. The mission of the GRYD Office is defined in its *Comprehensive Strategy* as follows:<sup>2</sup>

- Reducing gang joining among youth at high risk for gang membership;
- Reducing gang involvement among youth who have already joined a gang;
- Providing effective proactive peace-making and responses to incidents of violence when they occur; and  
Improving communication and collaboration within and across government agencies, community-based organizations, and community residents.

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<sup>1</sup> Dunworth, et al., (2012 forthcoming). Y3Final Report: Evaluation of the Los Angeles Gang Reduction and Youth Development Program, Washington, D.C.: The Urban Institute.

<sup>2</sup> Guillermo Caspedes, MSW and Denise C. Herz, Ph.D. The City of Los Angeles Mayor's Office of Gang Reduction and Youth Development (GRYD): *Comprehensive Strategy* (December 2011), p6.

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To achieve these goals, the GRYD office has developed, implemented, and coordinated a range of programs across five components:

- Primary prevention;
- Secondary prevention;
- Intervention case management;
- Community engagement; and
- Suppression.

Needs assessments were commissioned by the Mayor's office in 2008 to identify the geographic areas in Los Angeles where gang prevalence and violence were documented to be most acute. Twelve zones were selected.<sup>3</sup> Contracts with private sector prevention and intervention service providers were competitively selected for each of the zones during 2008 and 2009. The contracts have been re-competed or renewed on July 1 of each year since then.

Service delivery for prevention programs began in early 2009; intervention programs commenced later that spring. Since commencement, the programs have been in continuous operation and the number of youth receiving services and assistance has grown steadily.

In addition to the prevention and intervention programs, the GRYD office, in collaboration with other agencies and organizations, sponsors and organizes the Summer Night Lights (SNL) program, which addresses all five components of the GRYD program. SNL operates each summer from July 4 through Labor Day. Financial support for SNL comes from private sector contributors as well as from Los Angeles' city funds. Under the SNL program, for four evenings each week of the two-month period, local parks and recreation centers across the city host a range of activities including free meals, recreation, and other activities that are open to all members of the community. GRYD Office Program Managers and teams of gang and violence intervention specialists are present at each location during the SNL hours of operation, working to extend the reduction of inter-gang conflict and violence beyond the two months of SNL. Los Angeles Police Department officers also participate, not only to help maintain security, but also to engage in non-law enforcement group activities with attendees.

SNL began with eight locations in 2008 and has expanded since then to a total of 32 locations by the summer of 2012.

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<sup>3</sup> The 2008 needs assessments are available online: <http://mayor.lacity.org/index.htm>

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## SCOPE OF THE YEAR 3 EVALUATION

The goals of the evaluation are to address both implementation and impact issues. The Year 1 evaluation report focused primarily on implementation; the Year 2 report added an empirical examination of Part I and Part II gang crime, and also analyzed the progress made by youth in the secondary prevention program.<sup>4</sup>

The Year 3 report seeks to assess the impact of the GRYD program by continuing the analysis of the secondary prevention program and incorporating additional data on new program clients, and by analyzing gang and gun violence in GRYD Zones and SNL Areas using seven years of LAPD data (2005 to 2011). Gang violence data for the same period were also obtained from the Los Angeles County Sheriff's Department and are used to make an inter-jurisdictional comparison between GRYD Zones and LA County locations that also have serious gang problems.

GRYD's primary prevention, secondary prevention, and intervention programs are at different stages of development with respect to data systems and documentation of their activities. Generally speaking, the secondary prevention program is more extensively documented than either the primary prevention program or the intervention program. It has therefore been possible to conduct evidence-based quantitative analysis of secondary prevention effects, but not of the activities in primary prevention or intervention. The sections of the report covering primary prevention (the first section of Chapter V) and intervention (Chapter VI) are therefore primarily qualitative. However, they do contain survey findings about the views of GRYD held by LAPD officers, Community Intervention Workers, GRYD Regional Managers, and community members.

The secondary prevention program, focusing on at-risk GRYD Zone youth aged 10-15 who are not already gang members, had received 6,390 referrals by mid-June 2012. Of these, 3,840 (60.1 percent) were considered sufficiently at-risk to be eligible for GRYD services on the basis of GRYD's Youth Services Eligibility Tool (YSET). All youth who enrolled in the program after taking the initial YSET are retested at intervals of approximately six months. We retested 2,388. A sample of 1,288, drawn from that group, comprises the youth whose progress is assessed in this report. A second sample of 397 youth, drawn from the 2,550 referrals that were below GRYD's eligibility threshold based on their YSET scores, were located by service providers and also given a retest. Changes in self-reported gang risk factors and delinquent/criminal behaviors were measured at both points in time for both groups. The results and comparisons between the two groups are detailed in the secondary prevention section of Chapter V.

LAPD provided more than 1.3 million crime records and more than 9 million 911 calls for service records, covering the period from January 1, 2005 through December 31, 2011. Violent gang crime and

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<sup>4</sup> Both reports are available on the Urban Institute web site: <http://www.urban.org/publications>. Dunworth, et al., Evaluation of the Los Angeles Gang Reduction and Youth Development Program: Final Y1 Report (2010) and Evaluation of the Los Angeles Gang Reduction and Youth Development Program: Final Y2 Report (2011) Washington, D.C.: The Urban Institute.

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Shots Fired calls for service were extracted and were allocated to GRYD Zones, SNL Areas, and Comparison Areas based on the LAPD reporting district in which they occurred. Analysis of the data is conducted in Chapters II (overview and methodology), III (GRYD Zones), and IV (SNL Areas).

## PROGRAM IMPLEMENTATION

Past evaluation reports by the Urban Institute/Harder+Company have highlighted the challenges that the Los Angeles Mayor's Office of Gang Reduction and Youth Development has faced in implementing its highly ambitious and complex set of programs. Year 3 of the program has seen significant progress in addressing those challenges.

The most notable program implementation improvement by the GRYD Office this year was its development and dissemination of a *Comprehensive Strategy*<sup>5</sup> in December 2011. This plan was the result of an on-going dialogue with those most affected by and knowledgeable about gang violence in the City of Los Angeles; the GRYD Office obtained input from a variety of groups and individuals: prominent gang researchers; service providers working with at-risk youth; gang intervention specialists; and many people receiving services under the GRYD program itself. The result is a well thought out and far-reaching strategy for achieving reductions in gang and gun violence, and gang joining by Los Angeles youth. The strategy not only provides theoretical justifications for program structures and objectives; it also establishes the management and organizational principles and procedures that are essential for a complex program such as GRYD. Program benefits are already observable, and we expect these to continue and expand during the coming year.

One benefit has been GRYD's ability to increase the accountability of service providers and prepare the way for performance measurement. These steps have included renewed efforts toward documentation of program progress and of individual prevention and intervention provider activities. Capturing these important pieces of information, and subsequently compiling them in searchable databases, is a noteworthy accomplishment, given the problems that impeded earlier efforts to do so. A key component of this progress is that systematic information is being developed on GRYD's Crisis Response System and the incidents to which responses are made. Systematic data collection is not yet at the point where it can be considered fully operational, or at a level that will support evaluation, but all indications are that these shortcomings will be rectified during the coming year.

During Year 3, the Summer Night Lights program has been expanded from 24 to 32 parks and recreation centers across the city. There were many thousands of attendees during the two months SNL operated in 2011 and, as is noted below, community residents' reactions to SNL have been very positive.

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<sup>5</sup> Op. cit.

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## KEY OUTCOME FINDINGS

Program outcome changes were examined at both the community and individual levels. Analysis of gang and gun violence was undertaken at the community level; youth in GRYD's prevention programs were the focus of the individual-level outcome assessment.

### Gang and Gun Violence

At the community level, this year's evaluation focused on gang and gun violence. Crime data and Shots Fired calls for service were used to map violence trends across all GRYD Zones and SNL Areas from January 2005 to December 2011. Trends were also developed for Comparison Areas in Los Angeles, defined as all LAPD reporting districts that were neither in a GRYD Zone nor in an SNL Area. In addition, data were obtained from the Los Angeles County Sheriff's Department for the same period. Comparisons were then made between GRYD Zones and SNL Areas with these comparison locations.

The comparisons were made using three different but complementary methodologies: segmented regression which was used to describe the trends; interrupted time series analysis which was used to make projections based on the trends from 2005-2008, in order to see whether actual incident levels were higher or lower than predicted; and differences-in-differences analysis which assists in compensating for the fact that any comparison group drawn from Los Angeles is not equivalent to the GRYD Zones, since the latter were selected because they had the most endemic gang problems. We conducted separate analyses of the GRYD Zones and the SNL Areas.

The descriptive analysis of gang and gun violence trends indicated that, prior to GRYD program implementation, the locations that became GRYD Zones in 2009 had increases in violent gang crime of 30.2 percent from 2005 to mid-2007, followed by declines of 21.8 percent until the end of 2008. Declines of 29.9 percent then followed in the GRYD program years. These compare to changes in the Comparison Areas of a 17.3 percent increase (2005 to mid-2007), a 13.4 percent decline (mid-2007 to the end of 2008), and a 38.9 percent decline (during the GRYD program years). Thus, although GRYD Zones have experienced substantial declines in violent gang crime since the GRYD program began, these have not been as great as in the Comparison Areas.

The gun violence analysis, as represented by Shots Fired calls for service, has a similar pattern prior to GRYD program commencement – substantial increases in GRYD Zones and Comparison Areas to mid-2007, declines to the end of 2008, and continued declines during the GRYD program operation. However, the comparison during the GRYD years is reversed – GRYD Zones declined more than Comparison Areas – 13.1 percent versus 7.6 percent.

It would be premature to interpret this evidence as program success (based on the gun violence findings) or failure (based on the violent gang crime findings). To gather additional information, we developed predictions of the level of gang violence and gun violence that would have occurred had the 2005-2008 trends for each of them continued during 2009-2011.

This analysis showed that actual levels of gang crime and actual levels of Shots Fired calls for service were both, on average, 10.1 percent less than the predicted levels across the three program

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years. This is a quite positive finding for the GRYD program, though it does not constitute proof that the GRYD program was the cause of the difference. It could simply have been an extension of the declining trend for both that began in mid-2007, and that existed for Comparison Areas as well as for GRYD Zones.

To supplement the above findings with additional information, using another methodology, we identified 117 reporting districts in the Comparison Areas that, in 2008 – the year the GRYD Zones (which also have 117 reporting districts in them) were selected – had the highest gang violence of all all possible comparison area reporting districts. This group turned out to have very comparable numbers of violent crimes to the GRYD Zones, thus validating their usefulness as a comparison group.

We then calculated three difference-in-differences models – a one year model, a two year model, and a three year model. Respectively, the models can be interpreted as summarizing the GRYD versus Comparison Area trends after the GRYD program had been in existence for one year, two years, and three years respectively. An interpretation of program success would be indicated by a negative difference-in-differences number, because that would mean the GRYD Zones were experiencing a faster rate of reduction than the Comparison Areas.

The differences-in difference results, for both gang crime and gun violence, were in fact all positive, supporting an interpretation that the GRYD program did not have its desired effect. However, the results, again for both gang and gun violence, indicate that the situation was improving year to year. For instance, the average annual number of violent gang crimes by which the GRYD reporting districts fared worse than the Comparison reporting districts, during the time that GRYD was operating, was 3.9 per reporting district at the end of the first program year, 2.1 at the end of the second, and 1.9 at the end of the third. For gun violence, the comparable numbers were 4.4, 2.7, and 0.7. In other words, on both measures, the GRYD communities have been gradually closing the gap.

In SNL Areas, gang-related crime declined following program implementation, but less so than in City Comparison Areas. Shots Fired calls for service, on the other hand, declined more in the SNL Areas than in the LA Comparison Areas, and also more than in the LA County areas that we considered.

When we compared the reporting districts that were *both* in a GRYD Zone and an SNL Area with those reporting districts that were *either* in a GRYD Zone or SNL Area (but *not* both), we found that both gang and gun violence trends were declining faster in the former than in the latter, suggesting that there may be a synergistic effect in the overlapping areas, leading to a superior impact on violence.

## Attitudinal and Behavioral Change in Prevention Program Youth

Changes between initial assessments of at-risk levels at the time of referral, and retest assessments at six month intervals thereafter, were analyzed for a sample of 1,288 youth in the prevention program. These youth were compared to 397 other youth who had been deemed not-eligible at referral due to low scores on the Youth Services Evaluation Tool (YSET).

We examined the seven attitudinal scales that comprise the YSET test, comparing changes from initial YSET to the most recent retest YSET for enrolled youth, and concluded that substantial and



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statistically significant improvements had taken place on all the scales. Improvements also took place with respect to self-reported delinquent and gang-related behaviors, though at somewhat lower levels. Overall, by the time of the last retest, 55 percent of the youth originally found eligible would no longer have qualified for entry into the program because their at-risk levels had dropped below the cut-point established by GRYD as the threshold for service eligibility.

The comparisons to the not-eligible sample, using the same measures, indicated that, on average, the not-eligible youth had some improvements on most of the attitudinal scales but at lower proportions than the enrolled youth, and at lower levels of improvement. The not-eligible youth had little change in gang-related behaviors.

Because of the fact that enrolled youth and not-eligible youth were not equivalent groups at the time of referral, drawing firm conclusions from the descriptive comparisons between the two groups is problematic. It is probable that a low risk group will have had fewer problems, as well as having had less chance to improve their at-risk levels since they were already low to begin with. We conducted a Regression Discontinuity analysis to obtain other estimates of the comparative change between the enrolled and not-eligible groups. The results affirmed that the enrolled youth had reduced their risk levels and gang-related behavior to a greater extent than the not-eligible youth, after controlling as much as possible for the difference in at-risk levels that the initial YSET disclosed.

## STAKEHOLDER PERCEPTIONS

In broad strokes, the outcome findings of the Y3 evaluation can be categorized in terms of stakeholder perceptions of GRYD program effectiveness and empirical evidence concerning program outcomes. Program effectiveness perception data were collected from a wide variety of groups and individuals most familiar with GRYD programs. These included members of the GRYD office staff, service providers (most notably community intervention workers and SNL youth squad members), leadership, detectives and line officers from LAPD, and residents of the communities served by GRYD (in particular, SNL locations), among others. These perceptual data were collected through surveys, interviews and focus group meetings.

The views of the stakeholders we surveyed or spoke with were largely supportive of the conclusion that the GRYD program is achieving the goals outlined under the *Comprehensive Strategy*, although the results of the LAPD survey were less positive than those obtained from GRYD staff, intervention workers and members of served communities. Community members that attended SNL programs during the summer of 2011 were overwhelmingly positive about program activities and staff. Respondents reported enhanced feelings of safety during SNL programming, felt comfortable calling the police, and were positive about relationships within their communities. GRYD staff and intervention workers were also quite positive about relationships with other agencies, and felt that GRYD programs were having a positive impact on crime and violence. LAPD personnel, on the other hand, tended to feel that GRYD was not having much of an effect on crime, but did indicate positive views about GRYD and SNL effects on the community, and specifically on youth (by providing alternatives to the street and gang life).

City of Los Angeles  
Office of Mayor Antonio Villaraigosa



Gang Reduction & Youth Development (GRYD)

# FISCAL MANUAL

Guillermo Cespedes, MSW  
Deputy Mayor

UPDATED  
July 25, 2012

200 N. Spring Street, Room 2225  
Los Angeles, CA 90012

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## INTRODUCTION

The purposes of this GRYD fiscal policy document are twofold. One, it will serve as a reference guide to help you make key decisions when managing your cash flow or establishing fiscal policies within your own organization. And two, it will help you navigate through the City's complex fiscal processes, such as budget approval, reporting of expenditures, and processing of payments.

The goal of the GRYD Office is to facilitate the success of its service providers, while insuring accountability through engagement, collaboration, utilization of best practices, and continuous process improvement. Ultimately, we will not reach success until we help realize Mayor Antonio Villaraigosa's vision of making Los Angeles neighborhoods safer by reducing crime and changing the conditions that result in gang violence. A solid administrative foundation will lead to success on all levels.

Again, we look forward to a productive relationship as we make the city safer for all residents of the City of Los Angeles.

## SECTION 1: ANNUAL BUDGET APPROVAL

After a contract is awarded but prior to contract execution, a budget is prepared based on the proposed services, funding availability, and contract term.

It is understood that a budget is simply an estimation of costs for the contract period. It is expected, however, that GRYD contractors submit a budget that aligns with the programmatic goals of the Mayor's Office of Gang Reduction and Youth Development. Budgets should clearly reflect activities and services outlined in the programmatic workplan. Approval will be contingent upon a fiscally sound and programmatically responsive budget. Budget narratives must explain in detail all costs outlined in the budget. This narrative serves as a critical reference to determine whether or not spending is in line with the stated goals. Failure to provide sufficient detail in the budget narrative may result in costs being disallowed on a monthly basis. This document is as vital as the budget itself.

Submitted budgets and narratives will be reviewed by the appropriate GRYD staff, including, but not limited to, the assigned policy analyst, program manager, and accountant. **Budgets must be approved and a budget approval letter issued by the GRYD Office, before any expenditure reports can be submitted and contractual payments released.** Failure to submit the required budget documents (as outlined below) will result in a delay in budget approval, and a subsequent delay in the receipt of contractual payments.

**Please note that payment of any costs incurred prior to budget approval is at the discretion of the Mayor's Office of Gang Reduction and Youth Development and the City of Los Angeles.**

**List of Budget Categories:**

**(100) Personnel Costs:**

- (105) Salaries & Wages-Full Time
- (110) Salaries & Wages-Part Time
- (115) Fringe Benefits

**(200) Contractual Services**

- (205) Consultant(s)
- (210) Subcontractor(s)
- (215) Vendor(s)
- (220) Audit

**(300) Other Costs**

- (305) Supplies
- (310) Stipends
- (315) Travel-staff (Includes mileage, fuel)
- (320) Insurance
- (325) Utilities/Telephone/Communications
- (330) Background Checks/Drug Testing
- (335) Staff Training/Staff Development (Excluding Consultants)
- (340) Other

**(400) Capital Costs**

- (405) Equipment Purchase (Excluding Vehicles)
- (410) Equipment Lease (Excluding Vehicles)
- (415) Vehicle Purchase
- (420) Vehicle Lease
- (425) Equipment and Vehicle Maintenance & Repair
- (430) Furniture Purchase
- (435) Facility Costs (Lease/Rental/Depreciation)

**(500) Participant-Related Costs**

- (505) Program Events
- (510) Field Trips
- (515) Food/Beverages
- (520) Incentives
- (525) Participant Support Services
- (530) Other

**(600) Indirect Cost Rate**

- (605) Approved Indirect Cost Rate

## Budget Category Definitions

### (100) PERSONNEL COSTS

Any employee paid with GRYD funds must perform work related to the GRYD contract. GRYD will only pay for the portion of time that is solely dedicated to meeting the objectives of the GRYD contract.

#### **Definitions**

Salaries and Wages: Salaries are fixed compensation for services performed by employees of the contracted agency and are paid on a regular basis. These costs are based on the percentage of time that the person(s) is allocated to the GRYD Contract. More than one person may occupy a given salary line as long as the total percentage is 100% or less. All figures must be rounded to the nearest whole dollar.

Some employees work on multiple programs. Estimate the percent of time devoted to each program and allocate only the appropriate amount to each contract. The total of all estimates can not exceed 100%.

Full-time Employee: A person who works 35 hours or more per week, even if only for a portion of the year.

Part time employee: A person who works less than 35 hours per week.

Fringe Benefits: Employee benefits and employer payroll taxes include employer's contribution or expenses for social security, employee's life and health insurance plans, unemployment insurance, pension plans, worker's compensation and other similar expenses. These expenses are allowable when they are in accordance with the organization's approved written policies. The maximum rate allowed for fringe benefits is 30% for prevention and intervention contractors. (This fringe rate is subject to the City of Los Angeles established fringe rate). Research, evaluation and data collection providers may honor their federal approved rate.

### (200) CONTRACTUAL SERVICES

Agencies must provide executed copies of all contracts with outside organizations or individuals pertaining to the GRYD contract.

#### **Definitions**

Consultants: Consultants are independent firms or individuals, with specific skills, retained to perform limited programmatic tasks or complete projects within the contract that can not be accomplished by regular full-time or part-time staff.

Consultants can not be salaried employees, as they usually consider themselves self-employed, maintain their own service and financial records and have a place of business separate from the contracted agency.

Consultants retained by the contracted agency must enter into a written agreement with the contracted agency which details the specific services to be performed and the hourly rate. An executed consultant agreement with the contracted agency must be submitted in order to receive final budget approval. If an agency has a pre-existing agreement with a consultant, GRYD may mandate changes to the agreement. If suggested changes are not amenable to the contracted agency, GRYD retains the right to disallow consultant's costs.

Subcontractors: Subcontractors are independent, non-profit entities retained to perform specific programmatic services. A subcontract agreement may be governed by the terms of the GRYD contract. An executed sub-contract agreement, including scope of work and budget/expenditure plan, must be submitted in order to receive final budget approval. All subcontractor agreements that were not originally included in the awarded proposal must include a two page explanation and justification. Additionally, agencies must go through a formal procurement process when selecting a new subcontractor (**Please see section 4, procurement procedures for more requirements**); and agencies must go through a formal process in order to terminate a subcontractor agreement (**Please reference your contract**).

Vendors: Vendors are businesses retained to provide non-program services, such as cleaning, security, accounting, etc. Vendor agreements should be maintained on file at the contracted agency for a minimum of five years. Contracted agencies must follow the purchasing procedures outlined in the fiscal manual for the procurement of goods and services (**See Section 4**)

Audit: All agencies shall adhere to the rules and regulations of the single audit act if their contract is \$500,000 or more with the City of Los Angeles. Please refer to §503 of your contract for additional information.

### **(300) OTHER COSTS**

**Agencies have flexibility in how they budget their OTHER COSTS line items. Agencies must keep in mind, however, that funds expended under this category must be for GRYD related activities only. If there are shared costs, this must be clearly outlined in the budget narrative and/or the allocation plan.**

#### **Definitions**

Supplies: Supplies are programmatic and non-programmatic supplies that are used in the administration of the GRYD program. These are supplies that are easily replaced and are often depleted on a somewhat regular basis. Supplies may include but are not be limited to general office supplies, consumable supplies, postage, printing/copying,



etc. Postage costs cover the mailing of correspondences, packages, and other deliverable materials related to the GRYD program. The most cost effective means of postage should be sought when possible.

For printing/copying, this is the cost to print and copy materials from a third party vendor (i.e. Office Depot). Charges for the lease or purchase of copying machines or printers should not be charged to this line.

Stipends: Stipends are an incentive or allowance to individuals providing services that benefit a participant, client, or family member(s) of the program (i.e. volunteers or interns). Stipends may not be used to pay for service being received by the contracted agency or to avoid payment of FICA, unemployment insurance, or workers compensation insurance. All stipends must be detailed in the budget narrative. Any use of stipends must be separately approved by GRYD, which may come in the form of a budget approval, prior to issuance. Gift cards can not be issued as a stipend.

Travel-Staff: Travel expenses including mileage reimbursement and parking, and costs incurred for GRYD approved traveling expenses related to staff training and development should be charged to this line.

Insurance: The cost to retain coverage for insurance premiums (not included in Fringe Benefits) and other financial protections against losses. Vehicle insurance should also be included in this category (i.e. the cost to retain coverage for auto insurance premiums and other financial protection against losses).

Utilities/Telephone/Communication: Cost incurred for electricity, water, gas, telephone and other communication methods.

Background Checks/Drug Testing: Costs incurred related to the background and drug testing of non administrative employees.

Staff Training & Development: Expenses related to training materials and program related training sessions. This does not include the cost of retaining a consultant to provide training.

Other: This pertains to line items that do not fall in any of the afore-mentioned budget item categories within OTHER COSTS.

#### **(400) CAPITAL COSTS**

Any costs that deviate from the approved budget, narrative or bids within this category must receive prior approval by the GRYD Office before being incurred and must follow GRYD procurement guidelines. Please refer to Section 4: Procurement Process for more information

## Definitions

Equipment Purchase (Excluding Vehicles): The purchase of devices, machines, and tools used in carrying out the programmatic and administrative operations of the agency as it relates to the GRYD contract. An item is considered equipment if the unit cost is above \$500. (Exceptions to the \$500 threshold include the purchase of video game systems and sporting/game equipment. These items must receive pre-approval by GRYD staff.)

Equipment Lease (Excluding Vehicles): The lease or rental of devices, machines, and tools used in carrying out the programmatic and administrative operations of the agency as it relates to the GRYD contract.

Vehicle Purchase: Multi-passenger van purchases as stipulated in the Vehicle Policy.

Vehicle Lease: Multi-passenger van leases as stipulated in the Vehicle Policy.

Equipment and Vehicle Maintenance & Repair: Cost to conserve and repair equipment and vehicle purchased with or without GRYD funds (this equipment and vehicle must be used exclusively for GRYD related purposes or the cost of maintenance and/or repair should be allocated based on its usage for GRYD related activities).

Furniture: Office or programmatic furniture with a unit cost that exceeds \$500.

Facility Costs: Costs may include space, maintenance, lease/rent, depreciation, etc. for GRYD purposes only. For example, a portion of the cost related to the rental or lease of space appropriated to the GRYD program and maintenance costs associated with the upkeep of the space/building. Additionally, depreciation costs for buildings that are owned can also be charged to this line. No property taxes can be charged. An agency may charge rent OR depreciation, but not both.

A Contractor may charge rent for usage of space, when it owns the building in which performance of the contract takes place, if provided City general funds. The Contractor must allocate a percentage for the space used in the performance of the contract. The rental amount should be proportional to the space utilized. The amount charged for rent must be current, fair market value. It is the responsibility of the Contractor to prove to the City that the amount it intends to charge in rent is fair market value. This description and breakdown must be included in the budget narrative.

## **(500) PARTICIPANT RELATED COSTS**

Costs budgeted under this category must clearly link to the risk factors and/or programmatic objectives. The goal of these costs is to support participant success in the program.

### **Definitions**

Program Events: These are organized activities that are designed to engage participants, family, and the community. Staff-only events are not covered. Costs should include any supplies and materials associated with the event.

Field Trips: Costs here include ticket admission and participant transportation to events outside the facilities of contracted agencies. Trips can be of an educational or recreational nature but must address risk factors and/or programmatic objectives as outlined in the scope of work.

Food/Beverages: Food and beverage costs are for participants and community members only. These costs cannot be incurred for staff-only functions.

Incentives: Small gifts for participants and/or family members to motivate progress and tied to a specific goal, new behaviors, and the completion of programs. This may include a gift card(s). At no time will cash awards (including Visa, MasterCard, or American Express gift cards) be allowed.

Participant Support Services: This includes any type of service rendered to a client or a family member that falls outside of the regular program offerings. Costs associated with this line must be clearly outlined in the budget narrative.

Other: Line items that do not easily fall into any of the aforementioned budget item categories under PARTICIPANT RELATED COSTS.

## **(600) INDIRECT COST RATE**

**Definition:** The indirect cost category is used to capture overhead costs incurred by a contracted agency that operates several programs and has administrative costs that cannot be identified as a direct cost to a specific program. The maximum indirect cost rate allowed by GRYD is 15% (excluding non social service provider contracts). Agencies must have an approval letter from a federally recognized agency or City of Los Angeles department (i.e. Community Development Department).

**(100) Personnel Costs - Documents required for budget approval**

**Salaries & Wages (105, 110)**

- ✓ Job descriptions for all positions (must include duties and minimal qualifications)
- ✓ Resumes of all staff
- ✓ Updated Personnel Manual: All increases in pay must be in accordance with established personnel policies as evidenced by the Agency Personnel Manual.
- ✓ For staff receiving a salary wage increase, a justification must be included in the budget summary (if submitting during budget modification).
- ✓ Vacation and holiday policies must also be clearly outlined in the personnel manual. GRYD will **only** pay for vacation time used by the employee during the contract period, up to a maximum of ten (10) days per contract year, in the absence of a personnel policy.
- ✓ Staff Allocation Sheet

**Fringe Benefits (115)**

- ✓ Fringe allocation sheet
- ✓ Letter from the State Employment Development Department establishing annual SUI percentage.

**(200) Contractual Services - Documents required for budget approval**

**Consultants (205)**

- ✓ Consultant Agreements

**Subcontractors (210)**

- ✓ Subcontractor agreements-must include a scope of work and detailed budget. Additionally, lead agencies must provide approximate dates for when contract monitoring visits of all sub-contracted agencies will occur.
- ✓ The subcontractor agreement needs to include all stipulations listed on the contract.
- ✓ If the subcontractor is receiving an advance from the lead agency, the subcontractor agreement needs to outline the percentage and recoupment policy (if applicable).

**Vendor (215)**

- ✓ Vendor Agreements

**(300) Other Costs - Documents required for budget approval**

**No Documents are Required**

**(400) Capital Costs - Documents required for budget approval**

**Equipment Lease (410)**

- ✓ Lease Agreement

**Vehicle Lease (420)**

- ✓ Lease Agreement

**Vehicle Insurance (435)**

- ✓ Insurance Policy

**Space Lease/Rental (445)**

- ✓ Lease Agreement

**(500) Participant Related Costs - Documents required for budget approval:**

**Nothing Required**

**(600) Indirect Cost Rate - Documents required for budget approval:**

**Approved Indirect Cost Rate (605)**

- ✓ Letter from Federally Cognizant Agency or City of Los Angeles Department

## SECTION 2: GRYD FISCAL POLICY GUIDELINES

This is a key section to your GRYD FISCAL MANUAL. Please take the time to read this section carefully as what is mentioned here will determine what costs are allowed on a monthly basis. When GRYD staff is reviewing your monthly expenditures, these principles will be used as a guideline to remit the appropriate payment to your agency.

### (100) PERSONNEL COSTS:

- Overtime costs are not allowed for salaried-full time employees. Only in rare circumstances will these costs be approved for part-time employees. Agencies must get pre-approval from the GRYD office, when possible, in order for these costs to be considered.
- The maximum allowable for salary wage increase is 5% of the employee's current salary per contract year. You must get pre-approval from the GRYD office, which may come in the form of a budget approval, before instituting any wage increases. Any increases that have not received pre-approval will be disallowed.
- Agencies must receive pre-approval before adding new employees to the budget after the initial budget is submitted and approved. Failure to do so may result in these costs being disallowed. Pre-approval is not needed to replace an employee; however, GRYD needs to have the new employee's resume on file.
- Agencies will not be held to monthly limitations for salary lines. Agencies will be able to spend these lines at a rate that is appropriate for their agency. This flexibility will largely pertain to part-time employees as overtime policies still apply. Please keep in mind that in order for an employee to be considered part-time, they must work less than 35 hours per week.
- Vacation policy will be based upon the agency's personnel policy. If an agency does not have a vacation policy, the maximum amount of vacation days allowed for a full time employee will be ten (10) days during a 12-month period and five (5) days during a 12-month period for a part-time employee.
- Vacation is not paid on an accrued basis, unless indicated in the Contractor's personnel/vacation policy. The GRYD Office will only pay vacation that is accrued within the contract period for an employee that is leaving the organization.
- Bonuses of any kind can not be charged to GRYD contracts.

- Fringe benefits are capped at 30% for prevention and intervention agencies. Research, evaluation and data collection providers may use their federally approved rate.
- Life insurance coverage for CIWs must be a minimum of \$10,000 (Intervention).
- If an agency has a written policy that allows an employee to receive a medical allowance (e.g. the employee is receiving medical coverage through a spouse and waives the employer's coverage), the maximum allowable by the City is \$50.00 per pay period for bi-weekly payroll, or \$100.00 for monthly payroll.

**(200) CONTRACTUAL SERVICES:**

- Proposed consultant agreements must be submitted to and approved by the GRYD office prior to budget approval. If an agency has a pre-existing agreement with a consultant, GRYD may mandate changes to the agreement. If suggested changes are not amenable to the agency, GRYD retains the right to disallow consultant's costs.
- In order to recoup subcontractor costs, you must include a detailed invoice from the subcontractor. Additionally, as proof of payment you must submit a copy of a bank statement and/or cancelled check..
- Fiscal policy compliance is mandatory for all subcontractors, but the budget forms submitted are at the lead agency's discretion.
- Training for subcontractors on GRYD fiscal policy may be provided upon request.
- Accrued expenses incurred for the annual audit are payable so long as a copy of the contract agreement with the external auditor is submitted. The agreement serves as the invoice for accruing monthly payment from GRYD.

**(300) OTHER COSTS**

- For staff training and development activities, all expenses related to the trip are billed under this line item. This includes the cost for attending a conference or a training activity.
- International travel can not be charged to the GRYD contract.
- Domestic/ out of state travel related to staff training and development activities requires pre-approval from GRYD. The request must be submitted to GRYD at least fourteen (14) calendar days in advance of the training and/or development activity. Failure to receive pre-approval for training and travel will result in these costs being disallowed.

- Agencies are to ensure that hotel costs incurred on approved domestic travel costs related to staff training and development activities are within reasonable costs. Hotel costs should adhere to the U.S. General Services Administration guidelines. Please refer to [www.gsa.gov](http://www.gsa.gov) for applicable rates.
- Only economy flights are allowed. Business and first class tickets will not be reimbursed.
- There is a \$60 per diem allowance for food costs incurred on approved domestic travel costs related to staff training and development activities.
- Mileage will be reimbursed at the approved IRS rate. Mileage will only be paid for personal vehicles used.
- GRYD reserves the right to determine if costs under this category are appropriate and within reason. The following costs are expressly disallowed:
  - Fundraising
  - Capital improvement costs
  - Late Fees/Penalties
  - Membership Dues/Fees
  - Food/Beverage (For staff only purposes)
- Cell phones are an allowable purchase but must receive pre-approval from the GRYD office. Cell phone purchase costs above \$100 will be disallowed. The most cost-effective service plan must be applied to each individual assignee based on the level of usage and coverage needed. Intervention may use 1.5% of the contract amount to cover for Blackberry costs.
- The costs for phone calls made to out of state or international numbers can not be billed to the GRYD contract. These costs will be disallowed.

#### **(400) CAPITAL COSTS**

- Please see the Vehicle Lease/Purchase Policy included in this document.
- All purchases in this budget category must follow the procurement process included in Section 4 of this document.
- No vehicles may be purchased or leased within the last 90 days of the contract period.
- All costs within this category must receive prior approval before being incurred and may come in the form of a budget approval.



- The purchase of land and buildings is disallowed.
- Capital Improvements are not allowed (i.e. renovation and remodeling).

#### **(500) PARTICIPANT RELATED COSTS**

- Incentives of any form are limited to 1% of the contracted amount. Incentives in the form of any gift cards are limited to \$2,500 per contract year. For prevention agencies, an additional \$1,000 in gift cards may be used to support the YSET – R process. Agencies may provide a \$20 gift card per youth in the “comparison group” and for youth that have graduated from the program and require a retest 6 months after their completion date.
- At no time can gift cards be used to purchase goods or services. Gift cards can not be purchased for staff under any circumstance. No single gift card for more than \$25 may be purchased at any time. There must be proof of receipt by the client/family for any gift card that is distributed. Documentation of receipt must include name and signature of recipient, source and amount of gift card, date of receipt, and relationship to client (if applicable). Failure to provide documentation of receipt will result in the cost being disallowed. In addition, no more than \$100 in gift cards can be given to any one family within one contract period.
- The types of incentives being used and purchased must be clearly outlined in the budget narrative.
- Costs for food and beverages (including water) are only allowed as participant-related costs.
- Events and field trips must be clearly detailed in the budget narrative. Costs for events and field trips not mentioned in the budget narrative will not be covered unless prior approval is received from the GRYD office. No more than 2% of the total contract amount can be allocated for field trips in any given contract year.
- Clothing purchases for participants should be tied to program-related events or are deemed necessary to meet client needs. The costs of items should be reasonably priced and should be purchased from the most cost-effective vendors (preferably from vendors within the City). Agencies should be prepared to submit a justification for all clothing purchases if requested by GRYD staff.
- Any costs charged to line 535 “Other” must receive pre-approval by the GRYD office. Failure to receive pre-approval will result in these costs being disallowed.

### (600) INDIRECT COST RATE

- An approved indirect cost rate will be accepted during the contract period if provided to the GRYD Office in a formal request for a budget adjustment. The indirect cost rate (either provisional or final) will be applied starting from the date of approval provided by the federal agency or City of Los Angeles department (i.e. Community Development Department). Costs approved under your indirect cost rate should not appear as direct costs in your budget or expenditures. Such costs will be disallowed. The maximum rate allowed to be charged to this contract is 15% (excluding non social service provider contracts).

### ADVANCE POLICY

- All agencies requesting an advance will receive an advance equal to fifteen percent (15%) of the total contract amount for the entire term of the contract. For Fiscal Year 2012-13, the GRYD Office will conduct a review of the Contractor's expenditures to determine a recoupment schedule that is the most feasible for the Contractor. Agencies receiving initial advances will still be required to submit expenditure reports for each month of the contract term.
- Lead agencies receiving an advance that have subcontractors receiving over fifty (50%) percent of the contract amount will need to release the appropriate cash advance once the subcontractor agreement is executed. The recoupment process shall vary depending on the agreement between the lead and subcontractor agency (if applicable).
- No additional advances will be paid during the contract term. Agencies must budget accordingly.
- GRYD has the right to withhold any cash advance for Contractors on administrative or programmatic probation.

### MONTHLY EXPENDITURE REPORT POLICY

- Agencies must submit monthly expenditures by the fifteenth (15<sup>th</sup>) calendar day of the following month. For example, the December expenditure report must be received by your GRYD Accountant no later than January 15<sup>th</sup>. If the 15<sup>th</sup> falls on a holiday or a weekend, the report must be submitted by the next working day. Expenditure reports may not include future expenses.

#### *Disallowed Expenses*

- Expenses will be disallowed if they fail to comply with clearly articulated GRYD fiscal policies, inadequate documentation is provided, or expenses are not in line

with an approved budget. Agencies must appeal all disallowed costs and provide the requested documentation within 30 calendar days of the dated "Disallowance Notice." Failure to respond to this notice will result in a forfeiture of these funds with no recourse. Agencies will receive reimbursement based on allowed costs. Once disallowed costs have been addressed, agencies will receive reimbursement for those omitted costs in the next month's payment.

- GRYD will send out a disallowance/ questioned costs letter and a summary of the disallowance/ questioned costs per monthly expenditure.

#### *Receipt of payment.*

Agencies that are fully funded through the City of Los Angeles general funds should expect to receive reimbursement for approved expenditures (excludes any disallowed costs) within 30 calendar days of submission of all documentation. Agencies that are funded through grants might experience some delay in the receipt of payment. However every effort will be taken to mitigate these delays. Agencies not meeting the reporting deadline will experience a delay in the receipt of payments.

### **PRE-APPROVAL POLICY**

- If an anticipated expense **is** clearly outlined in the budget narrative that is approved by GRYD staff in the budget development or modification stage, that item is approved for purchase. The budget narrative must include the unit cost of the item (a 5% variation is allowed). **Agencies must still follow procurement procedures and the additional stipulations outlined in this policy.**
- If an anticipated expense **is not** clearly outlined in the budget narrative that has been approved by GRYD staff in the budget development or modification stage, then that item is **not pre-approved** even if it is mentioned in the narrative. Additionally, if the item has more than a 5% variation in unit cost or if the unit cost is not mentioned at all, the agency must get written approval from the assigned policy analyst for that purchase.

### **BUDGET MODIFICATION POLICY**

- Agencies will only be allowed two (2) budget modifications; one within the contract period and the other during closeout (due 45 days after the last day of the contract period). Failure to submit the second budget modification by the appropriate due date will result in a denial of your modification request.
- Agencies will need to submit a letter (on agency letterhead) to GRYD requesting a budget modification and provide a justification and summary of the items being modified.

- Agencies will need to submit the request letter, budget modification forms, budget narrative, and all necessary supporting documents for review. They must be submitted with your expenditure report. Approved modifications will be applied for the periods indicated in your request, which may be retroactive. For example, an agency may submit a request for a budget adjustment to account for unanticipated, over-expended costs as long as they are included in the request. If an agency does not submit a request for a budget adjustment as indicated above, they will lose the opportunity to recover these costs.
- Approval of budget modifications is at the discretion of the GRYD Office. Modifications must be submitted and approved before modified expenses are incurred. All expenses incurred that are not in line with an approved budget will be **permanently** disallowed.

#### COST ALLOCATION PLAN POLICY

- If an agency has more than one funding source they must allocate their resources accordingly, and submit a cost allocation plan based upon generally accepted accounting principals. Some agencies have funding variations on a month to month basis, if this occurs agencies must submit their cost allocation plan on a monthly basis. Agencies that will be charging a portion of rent or utilities must also submit a space allocation plan that reflects the square footage usage for the GRYD program.

### SECTION 3: REPORTING OF MONTHLY EXPENDITURES

The submission of monthly expenditure reports in a timely manner is essential to the work of the GRYD accounting staff. As mentioned in the previous section, monthly invoices are due the 15<sup>th</sup> day of the following month and must reflect costs which were paid during the reporting month. All expenditure reports will be reviewed in the order received by the GRYD accounting staff to determine allowable costs. Agencies that are fully funded by City of Los Angeles general funds should expect to have payment issued within 30 calendar days from the date that the documents are received by the GRYD office. Agencies funded through grant funds might experience some delay in the receipt of payment.

Once we have an approved budget, agencies will be provided with their monthly invoice template. An unpopulated copy has been attached to this manual for your reference. Official GRYD forms are pre-populated and the agency shall only fill in the white section of each form. At no time should an agency add figures to the gray or sections of any GRYD form.

The Gang Reduction and Youth Development office is a part of the Mayor's office and receives funding from the City of Los Angeles General Fund as well as from Federal and State Grants. The Mayor's GRYD office must be able to prove our costs to our funders and therefore, all substantiation of Contractor's costs must be submitted to and reconciled by GRYD accountants on a monthly basis. The function of supporting documentation is to validate that an allowed cost exists and to also demonstrate that the incurred cost was paid. The following is the list of required documentation which serves the aforementioned purposes. If a Contractor has different documentation that may be submitted in lieu of the following it must be approved by the GRYD office.

#### Required Documentation

##### (100) Personnel Costs:

- Timesheets which reflect the percentage of time worked on the GRYD related project must be signed by the employee and supervisor, and must be dated within the appropriate period. Electronically submitted timesheets are acceptable as long as they contain supervisor approval (either signed or electronic).
- Payroll register or copies of paychecks.
- Invoices for fringe benefits may be submitted on an annual basis, the first month of the contract period. However, if there is a change in cost due to annual enrollment or other circumstances, then another month's invoice reflecting the changes will be required. Worker's compensation invoices must be submitted to GRYD as they are received by the agency.

**(200) Contractual Services**

- Signed invoice which reflects the appropriate time period, number of hours being billed (if applicable), and services provided (if applicable).
- Proof of payment- For consultants and vendors, this may be in the form of a copy of a check.
- For subcontractors, you must submit a copy of a bank statement or cancelled check.

**(300) Other Costs**

- Invoices – Invoices must include the date, the company name, and itemization of costs. Invoices must be dated within the month for which the expenditure report is being submitted.
- Receipts for purchased items must be dated within the month for which the expenditure report is being submitted.
- Proof of Payment – This may be in the form of a copy of a check, credit card receipts or bank statement

**(400) Capital Costs**

- Invoices – Invoices must include the date, the company name, and itemization of costs. Invoices must be dated within the month for which the expenditure report is being submitted.
- Packing slips which show itemization of delivery, shipping date, and proof of payment
- Proof of Payment which may be in the form of a copy of a check, credit card receipts or a bank statement.

**(500) Participant- Related Costs**

- Invoices- Invoices must include the date, the company name, and itemization of costs. Invoices must be dated within the month for which the expenditure report is being submitted.
- Receipts for purchased items must be dated within the month for which the expenditure report is being submitted.
- Proof of Payment – This may be in the form of a copy of a check or bank statement.
- Receipt for gift card, prizes, gifts, and/or other forms of incentives, and proof of receipt by the client/ family member receiving the incentive. Agency

needs to submit a form identifying the recipients and amount of gift cards in the monthly expenditures. If the gift card recipient is not a client, the Contractor needs to indicate the relationship to the client (e.g. client's mother) on the form submitted.

- Sign In Sheets for Program Events and Field Trips (must include event name, date, location on sign-in sheet)

**(600) Indirect Costs**

No documentation shall be required on a monthly basis as long as the agency has submitted a rate approval letter from a federally cognizant agency or City of Los Angeles department (i.e. Community Development Department) and this letter has been approved by the GRYD office in the budget approval process.

**SECTION 4: PROCUREMENT PROCEDURES/COMPETITIVE BIDDING**

All items purchased with GRYD funds under budget category (400), which include equipment, furniture, and vehicles are the property of the City of Los Angeles and must be tagged property of GRYD. At the end of the contract, all non-depreciated items that still have useful life and were purchased with GRYD funds must be returned if requested by GRYD.

The acquisition of goods/services shall be dictated by the requirements described under **Section 602 Procurement Procedures** of your contract. The purpose of acquiring bids is to insure that the contractor has performed due diligence and has found the most competitive price available. If a contractor has a pre-established relationship with a certain vendor, they must provide GRYD the details of that relationship during the annual budget approval process. If a contractor chooses to purchase an item that is not the lowest quoted price, they must provide a brief explanation to justify the added expense.

Bids must be submitted and approved by a GRYD Policy Analyst before the purchase can be made.

The following procedures apply to all items except for vehicles. Please see the separate Vehicle policy.

1. Purchases less than \$1,000: No bids required

2. Small Purchase Procedures. Small purchases are made from vendors for goods or services under \$100,000. Following the procedures for small purchase will constitute justification of the procurement method chosen. The bid must indicate the quantity, time frame and all other requirements of the product or service sought. Bids must be solicited from vendors that can reasonably be expected to provide the goods or services needed.

The requirements are:

| <u>Dollar Range of Purchase</u> | <u>Contacts and Method</u>  |
|---------------------------------|---|
| \$1,000 to \$10,000             | 2 bids<br>Bid may be obtained by telephone but must be documented in writing in the file  |
| \$10,001 to \$100,000           | 3 written bids<br>Three bids must be received by Contractor. The bids must be documented in writing in the file. The bid must either be provided in writing to the vendors or transmitted as uniformly as |



possible over the telephone. To be considered, the response must be signed and dated by the vendor.

3. Purchases/Services Over \$100,000 and up\*: A public solicitation of a minimum of three written/sealed bids is required when the cost can reasonably be expected to exceed \$100,000. The bids must be solicited from responsible bidders offering such commodities or services. The method for rating and selecting the chosen recipient must be detailed in the solicitation. Agencies must work with the GRYD office when engaging in this process to ensure compliance with the contract. (\*Subcontractors that were a part of the original proposal are exempt from this requirement.)

*\*Purchases are defined as the unit cost and the cost of the total invoice. For example, if you intend on purchasing 5 chairs at a cost of \$300 each from the same vendor, two (2) bids are required.*

Please see Vehicle Policy Below.

| <b>VEHICLE POLICY</b>   |  |
|-------------------------|--|
| <b>Vehicle Type</b>     | Only multi-passenger vans (more than 8 seats) will be allowed to be purchased or leased with GRYD funding.   |
| <b>Vehicle Purchase</b> | Only used vehicles can be purchased with GRYD dollars. The total cost of the vehicle cannot exceed \$20,000. Agencies must get prior approval from GRYD Management Staff and the appropriate Policy Analyst before purchasing a vehicle. Agencies choosing to purchase a vehicle may purchase no more than 2 vehicles with GRYD funding in a 5-year period, and no more than one in a given contract year.   |
| <b>Vehicle Lease</b>    | New vehicles may be leased with GRYD dollars. Lease terms can not exceed 1-year as the GRYD contract is a year to year contract. The lease agreement should stipulate how and to whom the vehicle is returned. All leases must terminate as of June 30 <sup>th</sup> of the calendar year regardless of when the lease commenced. A GRYD Policy Analyst and GRYD Management Staff must approve the lease agreement prior to it being executed. Vehicle leases may not exceed the cost of \$20,000 per year (for a 12-month lease) or \$15,000 per year (for a lease shorter than 12 months). Agencies choosing to lease a vehicle may only lease one vehicle per contract term.  |
| <b>Procurement</b>      | <p>Any procurement must be conducted in the Agency's name. The agency is responsible for ordering, receiving, inspecting and accepting the merchandise. The name of the GRYD Office, the City of Los Angeles, its officials, or employees should not be used, under any circumstances, for the purpose of securing goods from a vendor. Invoices, bills, receipts, etc., must be issued in the name and address of the agency.</p> <p>Whether an agency chooses to lease or purchase a vehicle, 3 competitive written bids from different dealerships must be obtained and submitted to a GRYD Policy Analyst for review. The bids must contain a description of the item requested, the time, date, and the name of the employee responsible for securing the bids.</p> |
| <b>Insurance</b>        | Compliance with California law requiring auto liability insurance is a contractual requirement. Agencies may include the cost for vehicle insurance in their GRYD budgets.   |

|   |   |
|---|---|
| <b>Operator's License</b>                       | Any person driving a vehicle leased or purchased with GRYD funding must have a current Class 'B' driver's license.  |
| <b>Maintenance Costs</b>                        | Agencies may include reasonable vehicle maintenance costs in their budgets.   |
| <b>Title/Ownership (Purchase Vehicles Only)</b> | All vehicles purchased with City funds are the property of the City of Los Angeles and must be returned, if requested, at the end of the contract period. The title of the vehicle must be conveyed to the City upon request. The agency will be allowed to affix the name of their agency on the vehicle only with a non-permanent sign that is easily removable.  |
| <b>Usage/Justification</b>                      | Vehicles purchased and/or leased with GRYD dollars must be <b>exclusively</b> used for GRYD related activities. Additionally, agencies must provide written justification for its purchase and/or lease.  |
| <b>Timeframe</b>                                | Vehicles must be leased or purchased at least 90 days prior to the end of the contract year.  |
| <b>Lease and Purchase</b>                       | Agencies with one GRYD contract will not be allowed to purchase <b>and</b> lease a vehicle within one contract period. Such requests from agencies with multiple GRYD contracts (within one contract year) will be considered on a case by case basis.  |
| <b>Cost Allocation</b>                          | <p>A Vehicle can not be purchased using both GRYD dollars <b>and</b> other funding sources. The City of LA must have exclusive ownership of purchased vehicles.</p> <p>If an agency has an existing lease agreement (prior to the execution of the GRYD contract), approval may be granted to allocate a portion of those expenses to the GRYD contract, while also waiving many of the terms of this policy. This will be handled on a case by case basis.</p> |

## SECTION 5: CONTRACT CLOSE-OUT PROCEDURES

Agencies will have 45 days from the last day of the contract period to close out their prior year's contract. Agencies will complete a supplemental invoice to their final month's invoice that will capture any outstanding costs incurred within the contract year but not billed until after the end of the contract year. Agencies will have an opportunity at this time to submit their second request for a budget modification.

Agencies can not incur new costs in the close-out period, and will only be reimbursed for costs incurred in the final month of the contract period (rare exceptions may apply).

Agencies must take the following steps to close-out the prior year's contract and to recoup any costs:

1. Prepare a supplemental invoice for the last month of the contract (for example, if the contract ends on June 30<sup>th</sup>, a June Supplemental invoice must be prepared). This invoice must be received in the GRYD office within 45 days of the contract end.
2. Attach any and all documentation that is needed to substantiate costs (costs must have been incurred during the month of June in the example given above). If there are questionable and/or disallowed costs, an agency will have ten (10) working days from the notification of disallowance to provide requested documentation. Failure to provide this documentation will result in a permanent disallowance of these costs.
3. Submit a letter (template will be provided) on agency letterhead agreeing to the final payment amount for close-out.
4. Submit the final budget modification request, along with justification letter, budget forms, and backup documents.

Once these steps are completed, your assigned GRYD accountant will process the final payment which will result in the close of the contract.



Office of Mayor Antonio R. Villaraigosa  
Gang Reduction and Youth Development

Name of Contractor: \_\_\_\_\_

GRYD Zone(s) and/or Secondary Area(s): \_\_\_\_\_

\_\_\_\_\_

**Acknowledgement of Receipt**

Please acknowledge receipt of this document by initialing in designated areas after having read each corresponding section. We trust that you will take some time to become familiar with GRYD's fiscal manual to ensure timely payments to your organization. Once you have read and initialed each section, please return this form to your assigned GRYD Policy Analyst.

| Section                                       | Date | Initial |
|---|------|---------|
| 1: Annual Budget Approval                     |      |         |
| 2. GRYD Fiscal Policy Guidelines              |      |         |
| 3. Reporting of Monthly Expenditures          |      |         |
| 4. Procurement Procedures/Competitive Bidding |      |         |
| 5. Contract Close-Out Procedures              |      |         |

*Your initial above indicates that you have read each of the sections and understand what is fiscally required of you as a GRYD contracted agency. Your signature below indicates that you have received the Updated (July 2012) GRYD Fiscal Manual.*

\_\_\_\_\_  
Print Name of Executive Director or Designee  
(If Designee Include Title)

\_\_\_\_\_  
Signature of Executive Director or Designee

Date: \_\_\_\_\_



Office of Mayor Antonio R. Villaraigosa  
Gang Reduction and Youth Development

Name of Contractor: \_\_\_\_\_

Name of Sub-Contractor: \_\_\_\_\_

GRYD Zone(s) and/or Secondary Area(s): \_\_\_\_\_

\_\_\_\_\_

**Acknowledgement of Receipt for Subcontractors**

As stated in the GRYD Fiscal Manual, fiscal compliance is mandatory for all subcontractor(s). Please provide a copy of the Fiscal Manual to all subcontractor(s). Subcontractor(s) are to acknowledge receipt of this document by initialing in designated areas after having read each corresponding section. We trust that the subcontractor(s) will take some time to become familiar with GRYD's fiscal manual to ensure timely payments from your organization. Once the subcontractor(s) has read and initialed each section, please return this form to your assigned GRYD Policy Analyst.

| Section                                       | Date | Initial |
|---|------|---------|
| 1: Annual Budget Approval                     |      |         |
| 2. GRYD Fiscal Policy Guidelines              |      |         |
| 3. Reporting of Monthly Expenditures          |      |         |
| 4. Procurement Procedures/Competitive Bidding |      |         |
| 5. Contract Close-Out Procedures              |      |         |

*Your initial above indicates that you have read each of the sections and understand what is fiscally required of you as a GRYD contracted agency. Your signature below indicates that you have received the Updated (July 2012) GRYD Fiscal Manual.*

\_\_\_\_\_  
Print Name of Executive Director or Designee  
(If Designee Include Title)

\_\_\_\_\_  
Signature of Executive Director or Designee

Date: \_\_\_\_\_

**The City of Los Angeles Mayor's Office of Gang  
Reduction and Youth Development (GRYD)**

**Comprehensive Strategy**

November 2011

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## Introduction

Cities across the nation have implemented a number of approaches to specifically address gang violence since the 1940's (Spergel et al., 1994; Spergel, 1995). The effectiveness of these efforts has varied, with some approaches yielding better results than others (Klein and Maxson, 2006; Spergel, Ming Wa, and Sosa, 2001; Shelden, Tracy, and Brown, 2001). In 2003, a growing body of research in this area and a widespread recognition that "we cannot arrest our way out of this problem" led the Office of Juvenile Justice and Delinquency Prevention to implement the Gang Reduction Program (GRP) in several cities across the nation (see Spergel et al., 1994; Spergel et al., 2006; OJJDP, 2010). GRP marks a notable departure from suppression dominant strategies to a more comprehensive approach that combines targeted suppression with primary prevention, secondary prevention, intervention, and reentry activities.

While there is widespread support for a more comprehensive approach such as GRP, implementing multiple strategies remains challenging due to the dynamic nature of gangs. Effectively implementing a multi-pronged approach is further complicated by unpredictable violence that can erode community support for prevention and intervention and ignite calls for suppression strategies. The process of moving from a well-developed strategic plan to implementation has been described by at least one respected community activist as analogous to "building the plane while flying it" (Rice, 2010). Thus, to be successful, the implementation process requires an effective feedback loop to calibrate efforts on a regular basis. This feedback loop must be guided by the academic literature on effective programs, evaluation of current programming, and "lessons learned" from "up close and personal" practice in the communities most affected by gang violence (for example, see Klein and Maxson, 2006 and Spergel et al., 2006).

In an effort to build such a feedback loop, the Los Angeles Mayor's Office of Gang Reduction and Youth Development (GRYD) developed a comprehensive strategy reflective of on-going dialogue with communities most affected by gang violence; prevention providers and intervention workers addressing the violence on a daily basis; and consultation with experts in the fields of criminology and criminal justice, social work, and family systems theory/practice.<sup>1</sup> Taken together, the GRYD strategy embodies state of the art research as well as the voice of marginalized communities who experience gang violence "from the body bag up." All the programmatic components of the comprehensive strategy described in this document are being

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<sup>1</sup> An Evaluation Advisory Committee was formed in 2008 to advise the GRYD Office on evaluation and research issues related to program implementation. The Committee is comprised of researchers noted for their work in the gang field: Malcolm Klein, University of Southern California; Scott Decker, Arizona State University; Finn-Aage Esbensen, University of Missouri—St. Louis; Karen Hennigan, University of Southern California; David Huizinga, University of Colorado at Boulder; Charles Katz, Arizona State University; and Cheryl Maxson, University of California—Irvine. In addition to the EAC, several other researchers and practitioners in the field of family systems were consulted including: James Alexander, Ph.D., Functional Family Therapy Founder; Elaine Bobrow, M.S, MRI's Strategic Family Therapy Training Center; John Rolland, MD, and Froma Walsh PhD, Chicago Center for Family Health.

implemented, therefore this strategy humbly represents “what is taking place” in Los Angeles, rather than a plan of “what can take place”.

### **An Overview of the Los Angeles Mayor’s Office of Gang Reduction and Youth Development**

The Mayor’s Office of Gang Reduction and Youth Development (GRYD) evolved from several developments aimed at reducing gang violence in Los Angeles. One of these developments was the Los Angeles Bridges Program (L.A. Bridges). L.A. Bridges was a multi-phased, community-driven gang prevention and intervention effort established in 1997 by the City of Los Angeles and by the Ad Hoc Committee on Gangs and Juvenile Justice. The program was overseen by the City of Los Angeles’ Community Development Department (CDD) and represented a partnership between schools, community organizations, law enforcement agencies, students and parents. The program targeted middle school aged youth between 10 and 14 years old in an attempt to enrich their lives; strengthen their families, and promote community action to empower their neighborhoods. In addition, the program supported gang intervention programs that worked directly with gang leaders to resolve conflict and diffuse potentially violent situations through crisis intervention. Intervention also included developing peace treaties between gangs, creating sports opportunities for rival gangs, and providing employment opportunities for current and former gang members.

Another critical development occurred in 2003 when Boyle Heights was selected as one of four Gang Reduction Program demonstration sites.<sup>2</sup> OJJDP’s Gang Reduction Program (GRP) demonstration project was designed to reduce gang activity in targeted neighborhoods by incorporating a broad spectrum of research-based interventions to address the range of personal, school, family, and community factors that contribute to juvenile delinquency and gang activity. The program integrated local, state, and federal resources to incorporate state-of-the-art practices in prevention, intervention, and suppression. The primary goal of GRP was to reduce youth gang crime and violence in targeted neighborhoods that were between 2 to 5 square miles; characterized by high levels of crime and gang activity; had strong indicators of citizen involvement; and exhibited existing program investment.

The service delivery area for the Los Angeles GRP was the eastside community of Boyle Heights: Soto Street to the East, Indiana Street to the West, Washington Blvd to

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<sup>2</sup> The demonstration project was funded by the U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. The other three sites were Miami, Florida, Milwaukee, Wisconsin, and Richmond, Virginia. All cities were designated to receive \$2.5 million over a five year period (2003-2008) to implement a five-pronged approach of primary prevention, secondary prevention, intervention, reentry and suppression. The grant was awarded to the Mayor’s Criminal Justice Planning Office (CJPO) who served as the fiscal and administrative agent of the grant, and the Program Coordinator was Mildred Lopez, MPA, who is currently the Associate Director of the GRYD Office.

the South, and 6<sup>th</sup> Street to the North.<sup>3</sup> GRP sites were evaluated by The Urban Institute, and findings for Los Angeles were positive (Cahill and Hayeslip, 2010):

- Los Angeles was one of two sites that most effectively implemented the model and either developed or built upon strong local partnerships across the various GRP components.
- Only Los Angeles applied the GRP model to combat “traditional,” multigenerational, urban territorial gangs.
- Decreases in violent gang crime and calls reporting shots fired were seen in both the target and control areas following GRP implementation, but the declines were steeper for the target area and statistically significant.

The third instrumental development occurred in 2005 when the Ad Hoc Committee on Gang Violence and Youth Development was formed to review all City gang prevention, intervention, re-entry, and youth development proposals, programs, and legislation.<sup>4</sup> An initial report, *A Call to Action: A Case for a Comprehensive Solution to LA's Gang Violence Epidemic*, was completed by the Advancement Project in 2007. The second report, *Blueprint for a Comprehensive Citywide Anti-Gang Strategy*, was completed in 2008 by the City of Los Angeles' Controller's Office. Both reports recommended the creation of a single office to coordinate all gang violence reduction services.

In 2007, Mayor Antonio Villaraigosa released a *Gang Reduction Plan*, which also affirmed the need for one office (the Gang Reduction and Youth Development Office) to oversee the implementation of a comprehensive strategy in communities most impacted by gang violence. Reverend Jeff Carr was appointed as Deputy Mayor of Gang Reduction and Youth Development in July of 2007. In July 2008, the City Council transferred oversight of the City's previous gang prevention and intervention programs (L.A. Bridges I and II) from CDD to the Mayor's GRYD Office. In August 2010, the Ad Hoc Committee on Gang Violence and Youth Development held its last meeting. The Mayor's GRYD Office currently reports to the City Council's Public Safety Committee.

Since the establishment of the GRYD Office, its work has been guided by two primary functions: to provide/support direct services to the community and to coordinate efforts with key partners. The GRYD Office directly or indirectly (through contract providers) provides services in GRYD Zones through the implementation and support of several activities that fall within the primary prevention, secondary prevention, and intervention approaches. Additionally, the GRYD Office plays an important role in communicating

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<sup>3</sup> The service delivery area was also part of the Department of Justice, National Institute of Justice's effort to implement Operation Ceasefire in several sites across the nation in the late 1990s. Evaluation results showed some effectiveness for suppression but an absence of services to link to suppression efforts (Tita, Riley, Ridgeway, and Greenwood, 2005). The GRP effort was an attempt to link suppression and intervention efforts in a more effective way.

<sup>4</sup> Members of the Los Angeles City Council Ad Hoc Committee on Gang Violence and Youth Development Committee included Councilman Tony Cardenas – Chair; Councilman Herb J. Wesson - Vice Chair; Councilmember Jose Huizar; Councilmember Janice Hahn; and Councilmember Ed Reyes. For more detailed information related to their work and findings, refer to *The Los Angeles City Council Ad Hoc Committee on Gang Violence and Youth Development Committee Report*, 2010.

public awareness about risk factors associated with gangs, as well as coordinating efforts across multiple stakeholders within and outside of the communities most affected by gang violence.

Currently, the Mayor's Office of Gang Reduction and Youth Development oversees all of the City's efforts to curtail gang violence through gang prevention and intervention strategies. The Mayor's GRYD Office operates a budget of approximately \$24 million annually, overseeing over 30 contracts with community-based services providers and universities in implementing their comprehensive gang reduction strategy.<sup>5</sup> Additionally, GRYD regularly partners with multiple entities at the local level and participated in initiatives at the state and national levels.

Reverend Carr held the position as Deputy Mayor of the Gang Reduction and Youth Development Office until September 2009 when he was appointed the Mayor's Chief of Staff. Reverend Carr was replaced by Guillermo Cespedes who currently serves as the Deputy Mayor of Gang Reduction and Youth Development.

### **Applying the GRYD Strategy**

The GRYD Strategy serves community residents, youth at high risk for gang-joining (10-15 years old), and young people (14-24 years old) involved in gangs and who live in one of 12 GRYD Zones. Areas were selected as GRYD Zones because they were most affected by gang violence. The areas designated as GRYD Zones, for example, only account for 8% of the Los Angeles City's population, but they experience approximately 30% of all gang crime in the City.

The average GRYD Zone is approximately 3.5 square miles, and suffers from a number of poor social indicators—for example, over half of residents in GRYD Zones do not have a high school diploma (compared to 34% of the general population in Los Angeles), and only 5% of GRYD zone residents have earned a bachelor's degree. Fifty-five percent of LAUSD foster children attend elementary and middle schools that serve our GRYD zones, and 31% of all probation youth in Los Angeles County attend schools that serve our GRYD zones. While 19% of Angeleno families live in poverty, almost 30% of all families in the GRYD zones live below the poverty line with a median household income of approximately \$30,000.

Each GRYD Zone may include one predominate neighborhood or several neighborhoods located within close proximity to one another. Likewise, the number of active gangs in a Zone may be one or multiple. Each GRYD Zone has a contracted prevention provider, a contracted intervention agency, a dedicated law enforcement

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<sup>5</sup> Annual funding for the Summer Night Lights program (SNL) is a combination of funding from the City's General Fund, State and Federal Grants, and private donors. SNL funding for 2011 was \$6.2 million for 32 park sites.

component, and an assigned GRYD staff member. The twelve GRYD Zones by region are:<sup>6</sup>

- Central L.A. Region GRYD Zone
  - Rampart
- East L.A. Region GRYD Zones
  - Boyle Heights/Hollenbeck
  - Ramona Gardens/Hollenbeck
  - Cypress Park/Northeast
- Valley Region GRYD Zones
  - Pacoima/Foothill
  - Panorama City/Mission
- South L.A. Region GRYD Zones
  - Baldwin Village/Southwest
  - Southwest II
  - Newton
  - Florence-Graham/77th
  - 77th II
  - Watts/Southeast

In addition to the twelve GRYD Zones, the Mayor's GRYD Office also contracts with a total of nine non-profit community-based organizations to provide stand-alone gang prevention and intervention services in non-GRYD areas across the City. Prevention services are provided in the following Non-GRYD areas:

- Highland Park
- Canoga Park
- Watts
- Wilshire

Family case management, crisis response, and proactive peace-making intervention services are provided in the following Non-GRYD areas:

- Sun Valley (San Fernando Valley)
- Venice/Mar Vista
- San Pedro
- Wilmington
- Belmont (Rampart)

Both GRYD and Non-GRYD Zones receive funding each year to provide services, the Non-GRYD Zones receive less funding than the GRYD Zones; thus, the number of young people served is contractually lower in these areas.

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<sup>6</sup> To access maps of and community needs assessment reports for each area see <http://www.ci.la.ca.us/Mayor/villaraigosaplan/PublicSafety/GangReductionStrategy/index.htm>.

## **An Overview of the GRYD Comprehensive Strategy**

*The mission of the GRYD Office and Comprehensive Strategy is to reduce gang violence within the Los Angeles communities with the most need by:*

- *reducing gang joining among youth at high risk for gang membership;*
- *reducing gang involvement among young people who have already joined a gang;*
- *providing effective proactive peace-making and responses to incidents of violence when they occur; and*
- *improving communication and collaboration within and across government agencies, community-based organizations, and community residents.*<sup>7</sup>

Inherent in this mission are several assumptions. First, the GRYD Strategy views gang membership and gang violence as a symptom of multi-systemic dysfunction within a community. Secondly, comprehensive strategies, by definition, must include a diversification of partners and activities to be most effective. By diversifying its efforts, the sum impact of GRYD's Comprehensive Strategy's is expected to be greater than its individual parts. Third, GRYD firmly believes that building resiliency at multiple levels is a responsibility shared, rather than owned, by GRYD and many key partners such as (but not limited to) community residents, families, community advocacy groups, non-profit organizations, schools, law enforcement, other City and County agencies, the business community, and policy makers.

For its part in addressing gang membership and gang violence, the GRYD Office developed a multi-systemic strategy directed at both the micro level (i.e., individual, peer, school, and family) as well as the macro level (i.e., the community at large). The strategy recognizes the importance of simultaneously directing activities to multiple systems that significantly contribute to a youth's ability to avoid gang membership and its associated violence in order to live a healthy and stable life.

The GRYD Strategy is comprised of six interrelated approaches, including: (1) primary prevention; (2) secondary prevention; (3) intervention case management services for gang-involved young people; (4) intervention services directed at violence interruption; (5) engagement with the community; and (6) suppression. Several GRYD activities were developed to implement the strategic approaches. Table 1 illustrates how each of these activities fit along a continuum starting with primary prevention and ending with suppression. Although all activities except Summer Night Lights are listed under one or two approaches, they are all interrelated in that they emanate from the same conceptual foundation and mutually reinforce one another. For example, all the activities

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<sup>7</sup> GRYD is committed to evaluating the effectiveness of its approach and related activities. Given the comprehensive nature of the strategy combined with the large scale of the work, GRYD also recognizes that a diversity of evaluation approaches must be merged to effectively measure the impact of GRYD's Strategy on GRYD Zone communities. Currently, the Urban Institute is contracted to evaluate the effectiveness of GRYD approaches.

incorporate the engagement of law enforcement whenever possible. Similarly, the Summer Night Lights Program incorporates activities from all the Strategy approaches except suppression. To use a medical analogy, the Summer Night Lights Program is an “inoculation” against gang violence in neighborhoods adjacent to parks across the City throughout the summer—all other GRYD activities then represent “booster shots” as they continue after the Summer Night Lights ends throughout the remainder of the year.

**Table 1: The Continuum of Strategies and Related Activities within the GRYD Comprehensive Strategy**

| <b>GRYD Strategy Approaches</b>   |   |  |  |   |
|---|---|--|--|---|
| <b>Primary Prevention</b>   | <b>Secondary Prevention</b>   | <b>Intervention Case Management</b>  | <b>Intervention Violence Interruption</b>  | <b>Suppression</b>  |
| <ul style="list-style-type: none"> <li>➤ <i>Gun Buy-Back</i></li> <li>➤ <i>GRYD Cabinet</i></li> <li>➤ <i>Community Action Teams (CATs)</i></li> <li>➤ <i>Community Education Campaign</i></li> </ul> | <ul style="list-style-type: none"> <li>➤ <i>GRYD Gang Prevention Services</i></li> </ul>  | <ul style="list-style-type: none"> <li>➤ <i>Family-Based Case Management</i></li> <li>➤ <i>Reentry referrals and services</i></li> </ul> | <ul style="list-style-type: none"> <li>➤ <i>Crisis Response</i></li> <li>➤ <i>Proactive peace-making activities</i></li> <li>➤ <i>Los Angeles Violence Intervention Academy</i></li> </ul> | <ul style="list-style-type: none"> <li>➤ <i>On-going communication with law enforcement agencies</i></li> <li>➤ <i>Coordination of services after suppression activities (e.g., “take-downs”/ Operation Ceasefire)</i></li> </ul> |
|   | <ul style="list-style-type: none"> <li>➤ <i>Female Responsive Programming</i></li> <li>➤ <i>GRYD Interdisciplinary Teams</i></li> </ul> |  |  |   |
| <ul style="list-style-type: none"> <li>➤ <i>Summer Night Lights Program</i></li> </ul>  |   |  |  |   |
| <b>Community Engagement</b>   |   |  |  |   |

Each of the Strategy approaches is defined as follows:

- *Primary Prevention:* This approach in the Strategy includes activities that support the community and help build its resistance to risk factors for gang membership and gang violence. Activities are targeted at the entire community and attempt to include residents along the family life cycle stages.
- *Secondary Prevention:* Services provided in this approach are directed at youth (ages 10-15) and families identified as high-risk for gang joining. Youth in this category may be loosely involved in gang-related behaviors, but they are not members of a gang.
- *Intervention:* There are two different focal points for intervention—family case management with gang-involved youth between 14 years old and 25 years old

(Prong 2), and crisis response and proactive peace-making in the community (Prong 1).<sup>8</sup>

- *Family Case Management*: Intervention agencies provide referrals to needed services (e.g., mentoring, counseling, etc.), and provide assistance and oversight for each of their clients. Reentry services play an important role in the case management services provided by intervention agencies.
  - *Crisis Response and Proactive Peacemaking*: Ensures an immediate response to gang-related violent incidents when they occur (i.e., crisis response) as well as activities to maintain peace before violence occurs or after it occurs.
- *Community Engagement*: This approach refers to GRYD's efforts to engage the community and law enforcement in a community policing capacity. Rather than one specific activity for this purpose, all GRYD activities attempt to engage law enforcement whenever possible.
- *Suppression*: The GRYD Strategy recognizes the importance of targeted suppression activities and its relationship to GRYD activities, but it does not implement law enforcement activities directed at gang members. Rather, the GRYD Office communicates regularly with law enforcement agencies and helps coordinate the role of prevention and intervention activities with suppression activities when appropriate.

### **Implementing the Comprehensive Strategy — A Conceptual Framework**

Although the literature on comprehensive strategies provides clear instructions on the infrastructure of a strategy (i.e., must have multiple prongs or components, must be collaborative, etc.; see for example, OJJDP, 2010 and Spergel et al., 2006), the literature is often silent on how to drive practice (for an exception see Skogan, Harnett, Bump, and Dubois, 2008). In other words, there is little direction on what types of services should be delivered, how services should be delivered, and how services across strategic approaches should be coordinated. The literature encourages cities to use evidence-based programs and best practices (OJJDP, 2011; Howell, 2010); however, evidence-based programs and best practices do not address how to develop and implement a coordinated approach. Ironically, the macro message from this literature is to build collaborative efforts across key partners, but the implementation of services at the micro level is often fragmented across the different parts of the strategy.

The GRYD Strategy addresses this gap by building responses to key risk factors identified in both criminal justice and public health research using guiding principles and theoretical concepts from family systems theory to guide practice. Together, GRYD believes this approach offers a roadmap on how to “turn the curve” on gang

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<sup>8</sup> For further description of these prongs and activities related to them, see [A Guide to Understanding Effective Community-Based Gang Intervention](#) (Cardenas, 2010).



membership and violence within GRYD Zones (Friedman, 2005). The risk factors empirically related to gang joining and gang violence can be categorized into individual, peer, family, school, and community domains, but activities to address these risk factors cannot be segregated; rather, research underscores the need for a multi-systemic approach. Without such an approach, there is little likelihood that behavioral change will be sustainable.

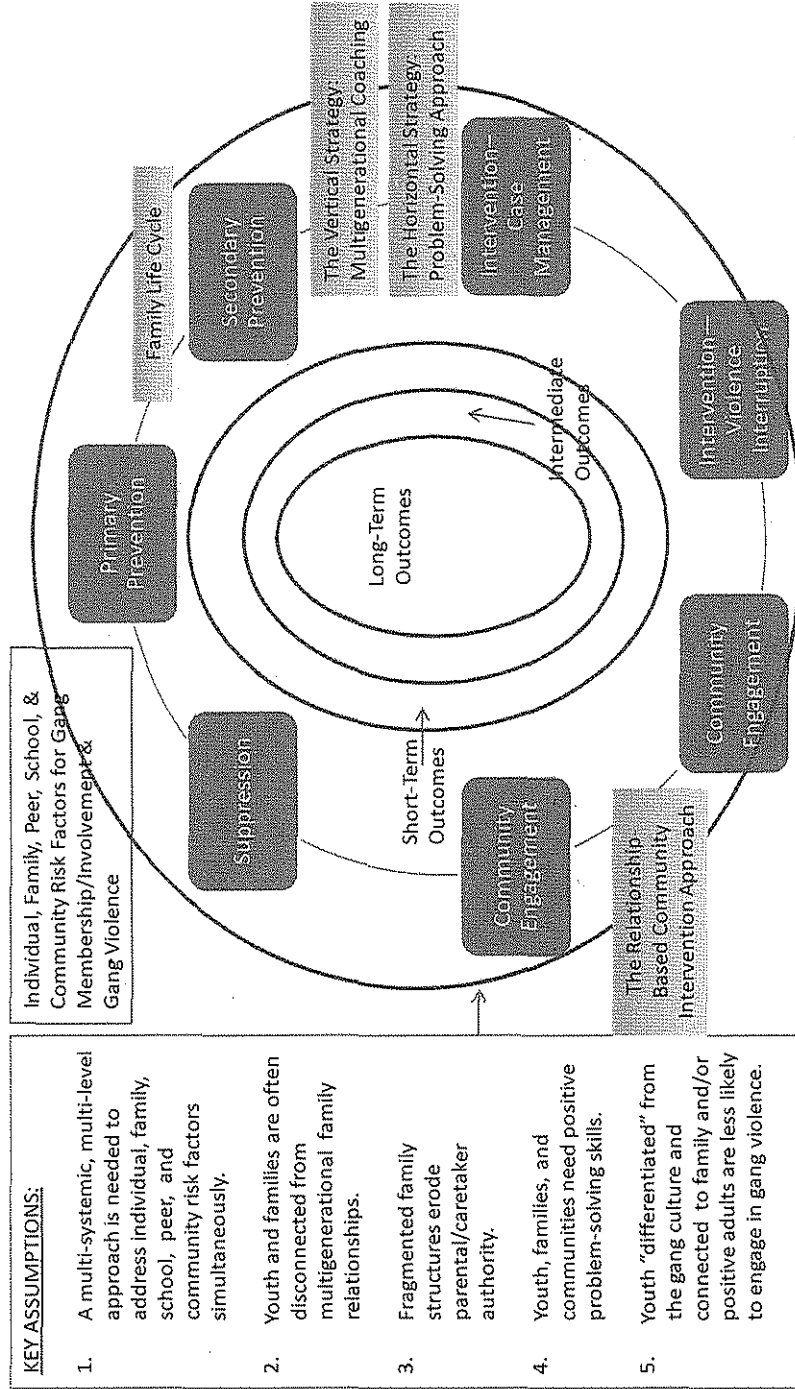
The GRYD Strategy recognizes the multiple theories developed to explain gang membership in criminology, sociology, and other disciplines, but it does not adopt one theoretical model to guide its work; rather, the GRYD strategy broadly adopts a theory of change from both the gang literature and principles related to family systems theory (see Figure 1). From the gang literature, the Strategy recognizes the importance of risk factors at the individual, family, peer, school, and community levels (for a review of risk factors, see Klein and Maxson, 2006 and Howell, 2010), and from family systems theory, GRYD recognizes the importance of (1) supporting community residents along the family life cycle through information-sharing and access to services; (2) evaluating and treating youth within their living context; (2) encouraging multigenerational family “connectedness;” (3) reinforcing parental/caretaker authority; (4) using of positive and effective problem-solving skills at the individual, family, and community levels; and (5) helping youth self-differentiate from the gang culture through alternative, positive activities and positive connections to positive, supportive family members and/or other adults (Bowen, 1993; Kerr and Bowen, 1988; Fisch, Weakland, and Segal, 1982 Minuchin and Fishman, 1981), (Walsh, 2003, 2006, 2010)

Thus, at the community level, GRYD activities are focused on building community-level support systems to alter norms that tolerate violence and support healthy children, youth, and families (Skogan, W. G., Hartnett, Bump, and Dubois, 2008; Sampson and Jeglum Bartusch, 1998). At the individual, family, and peer level, GRYD activities are designed to change behavior by focusing on the strengths of the community, the family structure (or living context) that may not provide sufficient nurturing and firm direction for the youth, the youth’s internal decision-making processes, the peer level interactions that reinforce antisocial norms, and the absence of desirable, pro-social alternatives that compete with the allure of the gang culture and peer pressure.

### GRYD’s Conceptual/Practice Framework

GRYD’s conceptual/practice framework for responding to these risk factors is drawn largely from family systems theory and practice. Family systems theory views social context as the starting point for making change. From this perspective, the following guiding principles were established to drive practice for activities directed at the community as well as the individual, family, and peer systems (see also Figure 1 for a visual depiction of GRYD’s Theory of Change).

Figure 1: Theory of Change for the GRVD Comprehensive Strategy



- All families, all individuals, and all communities have the inherent capacity to transform themselves and change the narrative of their lives.
- The concept of family in the GRYD Strategy is defined through the broad lens of multi-generations including grandparents, aunts, uncles, great grandparents, and so on.
- When biological family members are not present in a youth's life, the concept of family extends to caretakers, adults, and any other networks viewed by the youth as significant to his/her life.
- It is equally as important to identify and affirm the strengths of a youth and his/her family as it is to identify his/her deficits.
- It is equally as important to identify and affirm the strengths of a particular neighborhood as it is to identify the areas that are vulnerable to counterproductive behavior.
- It is preferable to view a youth's functional and/or dysfunctional range of individual behaviors in the context of his living situation, which includes his/her family, peer, and community environment.

There are several concepts drawn from family systems theory/practice that guide practice throughout the Strategy approaches and activities. Each of these concepts is described below:

### The Family Life Cycle

The family life cycle provides a powerful framework for understanding the vulnerabilities and opportunities for investing in children and youth. Human development during childhood and youth is not a uniform process; rather, critical periods exist during and across life cycles. Any significant harm that occurs during these critical periods is likely to produce particularly severe, often irreversible, and intergenerational effects. The advantages of a life cycle approach are several. It recognizes that:

- Interventions are cumulative—maximum benefit in one age group can be derived from interventions in an earlier age group;
- Intervening at one point or a few points is not enough for sustainable improvement of outcomes;
- Interventions in one generation will bring benefits to successive generations.

This perspective and the family life cycle stages used in the GRYD Strategy are taken from the "family health cycle" model (Simon, Rosen, Claeson, Bremam., and Tuiloch, 2001). These stages connect children, mothers, fathers, and grandparents in a system that, as a whole, shapes the health of individual family members. The family or household, in turn, interacts with various actors in the community and is affected by a wide range of external conditions and inputs. The family health cycle is divided into five stages:

1. The first period is the initial two months of life. This “young infant” timeframe includes the perinatal and neonatal periods.
2. The second period is from 2 to 4, capturing most of infancy and childhood.
3. The third period covers school-age children prior to puberty, approximately 5 to 13 years.
4. The fourth period is the period of reproductive potential (usually 13 to 49 years for women, slightly longer for men).
5. The fifth cycle period occurs after the biological reproductive potential has passed.

Each of these stages carries with it age and gender-specific risks and calls for different interventions. This framework helps identify which kinds of interventions are likely to be most effective at each stage of the family health cycle. Thus, the family health cycle has the potential to improve understanding of the linkages among the many interventions available and to help put scarce resources to better use as Community Action Teams (i.e., GRYD staff working with community residents and key stakeholders) work to build community resiliency to risk factors for gang joining and gang violence.

### Self-Differentiation

Both prevention services for at-risk youth and intervention family-based case management services for gang-involved young people are related to practice principles rooted in the theory of self-differentiation (Kerr and Bowen, 1988; Bowen 1993). The theory of self-differentiation, in particular, is incorporated into the GRYD work as a vehicle for addressing the levels of fusion (i.e., a lack of self-differentiation) between individuals and groups. Based on Bowen’s theory, less differentiated persons are thought to be more emotionally reactive, have greater difficulty thinking under stress, and are less able to maintain a sense of self in close relationships (Kerr and Bowen 1988). By extension individuals with a lower level of self-differentiation are more prone to lose their sense of self in response to the pressures and norms of the group (Note: This point correlates, in some ways, with ideas found in the social identity literature—see for example, Hennigan and Spanovic, forthcoming; Leach, Zebel, Vlick, van Zomeren, Ouwerkerk, and Spears, 2008)

In the context of practice, Bowen’s theory postulates that self-differentiation is increased as individuals develop one-to-one relationships with all members of their three generational family and/or care-giving group.

### The GRYD Vertical Strategy: Multigenerational Coaching

The vertical level strategy focuses on multi-generational family history and family relationships to support long term family resiliency, family engagement, and individual development of each client (Walsh, 2010). From this perspective, family is defined through the broad multi-generational lens that includes minimally three generations, (grandparents, aunts, uncles, cousins, padrinos, and so on). This practice strategy is

primarily based on the “Multi-Generational Family Systems Coaching Approach” (Bowen, 1993).

Multigenerational coaching is an approach in which an individual, a couple, or a family is coached (i.e., direction, instruction, and training is given) through the process of making contact with and establishing one-to-one relationships with each member of his/her three generational family. This approach is rooted in the premise that the more individuals know about their family of origin, the more secure, high functioning, and “differentiated” the individual is likely to become (i.e., self-differentiated). In the Bowen approach (Bowen, 1993), individuals are encouraged to visit relatives, write letters, and make positive emotional connections with all members of his/her family of origin. To some degree, the coaching approach attempts to recreate the emotional connection to the multi-generational nurturing that has become less common as families become more fragmented due to immigration, work, and the requirements of modern life. An important tool in multigenerational coaching is the use of genograms. In the context of GRYD services, the strength-based genogram is used to facilitate multigenerational coaching.

#### The GRYD Horizontal Strategy: The Problem-Solving Approach

Family systems theory highlights the relational aspect of human problems. Likewise, a problem-solving strategy focuses on the behavior and interactions between individuals within their social context, including their family structure and hierarchy. Thus, the horizontal level strategy focuses primarily on the family members/caretakers that live together as a part of a given household and on immediate problem-solving strategies to address the risk factors identified above. Emphasis is placed on affirming and reinforcing parental/caretaker authority, identifying a presenting symptom, and creating a problem-solving intervention within the client’s social context. This approach is vital to problem-solving. The primary goal of this component of the Strategy is to teach a set of problem-solving skills that enhance the youth’s and family’s ability to apply new solutions to identified problems.

This strategy is based on widely used approaches including (but not necessarily limited to) Functional Family Therapy (Alexander, 2000), Structural Family Approaches (Minuchin & Fishman, 1981), the MRI Problem Solving Approach (Fisch, Weakland, and Seagel., 1988), and the Strategic Family Approach (Haley, 1991).

Both the vertical and horizontal approaches intersect and define practice for GRYD prevention and intervention family-based case management services. Additionally, they are helpful for framing practice for community-level activities.

## The Relationship-Based Community Intervention Approach<sup>9</sup>

The GRYD practice of intervention is a multi-systemic relational approach that focuses on the individual gang member, the peer group or gang, the multi-generational family of which the gang member is a part of, and the neighborhood or broader community in which the individual gang member and the gang claims. The model assumes that the dysfunctional behaviors associated with gang involvement are embedded in and reinforced by a complex system of relationships that consists of shifting intra- and inter-gang coalitions, beliefs, rituals, boundaries, coded verbal and non-verbal communication, hierarchical constructs, and multi-generational family dynamics and neighborhood-community legacies. The Relationship-Based Community Intervention Approach requires that the intervention worker is able to access and impact this complex system of relationships by using specific tactics/techniques as part of a planned strategy to bring about a reduction in gang involvement and gang violence.

### Relational Triangles

A critical part of the Relationship-Based Community Intervention Approach involves the relational triangles. In family systems theory, relational triangles are the building blocks of the family emotional system, as well as the source of potentially severe dysfunction among individuals in a family (Bowen, 1983). Bowen viewed a two person relational system (a dyad) as inherently unstable when subjected to sufficient levels of tension resulting from conflict, disagreements, and in some cases intimacy. The tendency for a dyad to triangulate around a third person, object and in some cases a memory is viewed as a natural phenomena which can serve to reduce the levels of tension. When a relational triangle is comprised of fluid roles that are interchangeable and affirming, it builds emotional stability and competence in each individual that is a part of the relational triangle.

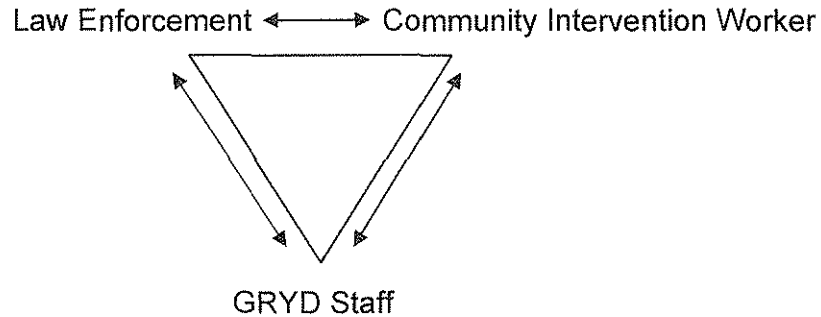
The concept of relational triangles is featured prominently in GRYD's Crisis Response Model. Law enforcement and community intervention workers are expected to work together to reduce the likelihood of retaliation following an incident of gang violence. However, the dyadic relationship system between law enforcement and gang intervention workers is viewed as inherently unstable. In most cases, gang intervention workers were at one time active gang members, were affiliated, or are likely to have been raised in a context in which the relationship with law enforcement was viewed through an adversarial lens. Likewise, the world-view of law enforcement is guided by the training, professional mandate, and in some cases, moral, personal and/or religious reasons for viewing gang members as adversarial.

The relational triangle presented in GRYD's Crisis Response Model is comprised of three entities (a relationship triangle) rather than two entities (a dyad) that respond simultaneously to gang-related incidents of violence. The three entities are: community

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<sup>9</sup> The name and some of the basic principles of Relationship-Based Community Intervention Approach were adapted, in part, from the Advancement Project's Relationship-Based Intervention Model.

intervention workers (CIWs), law enforcement personnel, and staff members from the Mayor's Office of Gang Reduction and Youth Development (GRYD).



This relational triangle combines the assessment and implementation strategies of gang intervention practitioners, the investigative and targeted suppression strategies of law enforcement, and the social work and community organizing principles of crisis intervention (GRYD Staff). The interaction among these entities affirms the roles and boundaries of each, while adding flexibility to each entity's response to gang violence; thereby, creating stability and competence as they work collectively to reduce gang violence overall.

Taken together, this conceptual/practice framework guides the work completed within GRYD activities. Although these concepts are more or less prominent in particular strategies, an element of each is incorporated in all the GRYD Strategy activities.

### **GRYD Comprehensive Strategy Activities**

#### A Combination of Approaches: Summer Night Lights<sup>10</sup>

The Summer Night Lights Program engages all community stakeholders along the family life cycle (i.e., infant to elderly residents). The notion of community stakeholders includes all members of the community including those who may be potential perpetrators of violence (e.g., gang members) as well as those who may be potential victims of violence.

The SNL approach is rooted in the philosophy of focusing on behavior, rather than identity, as a vehicle to violence reduction. To this end, SNL integrates prevention, intervention, and community and law enforcement engagement strategies to address violence in neighborhoods adjacent to parks across the city (Note: SNL parks are both

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<sup>10</sup> The SNL program is based on the 2003 "Summer of Success Baldwin Village Program" at Jim Gilliam Park (the "Summer of Success" program was directed by Guillermo Cespedes, who is currently Deputy Mayor and head of GRYD). GRYD launched the "Summer Night Lights" program in 2008 at eight recreation and parks facilities. In 2009, Summer Night Lights expanded its programming to sixteen sites (11 parks, 4 housing developments and 1 school site), and in 2010, SNL expanded to a total of 24 sites (20 parks, 4 housing developments) across Los Angeles. In 2011, SNL expanded to 32 parks across the City. Alicia Avalos is currently the SNL Director for the GRYD Office.

within and external to GRYD Zones). Specifically, SNL provides extended programming to entire communities and the residents who reside within them between the hours of 7 p.m. to midnight, Wednesday through Saturday, from July 4th through Labor Day weekend. Essentially, SNL is an annual inoculation of all Strategy approaches when the potential for violent crime is at its highest.

The core programmatic components of the SNL program are:

- *Extended Programming:* Extended programming includes a variety of activities such as the provision of meals, cooking classes, athletic programming, arts programming, and other skill-based programs. This aspect of SNL contributes to the Primary Prevention portion of the Strategy.
- *The Youth Squad:* The Youth Squad hires youth from the community who are at-risk for gang involvement and engaging in gang violence. Youth Squad members are then given extensive training in five areas: career building, financial literacy, violence awareness, asset mapping, and health. This aspect of SNL directly addresses the Secondary Prevention portion of the Strategy.
- *The Intervention Component:* Community Intervention Workers are hired from the community to engage in proactive peace-making activities as well as violence interruption strategies throughout the SNL program. This aspect of SNL directly addresses the Intervention portion of the Strategy.
- *The Law Enforcement Engagement Component:* The Los Angeles Police Department is an active partner in the programming of SNL. Law enforcement presence at SNL sites takes the form of active participation and interaction with all community members in sports, cooking, and arts activities.

### **Prevention Activities in the GRYD Strategy**

#### Primary Prevention Activities

##### *Gun Buy-Back Program*

The Gun Buy-Back Program engages entire communities throughout the City of Los Angeles by creating an opportunity for community residents to anonymously turn in firearms to drop-off at locations on Mother's Day each year. GRYD staff partner closely with the Los Angeles Police Department (LAPD) to accomplish this effort. Initially launched in the spring of 2009, the Gun Buyback is scheduled on Mother's Day and marks the beginning of the GRYD summer violence reduction strategy, which leads into the Summer Night Lights (SNL) Program.

In addition to law enforcement, key partners in this effort include GRYD-contracted intervention agencies, GRYD-contracted prevention agencies; and the local Los Angeles media sponsor KCBS 2/KCAL 9. In partnership with the media, a community-wide education campaign is initiated as a call to end gang and gun violence. The



program is featured as a special segment each night of the week leading to the gun buyback event. The media segments feature stories on individuals or organizations that have been impacted by gang & gun violence and various efforts to reduce violence.

#### *GRYD Cabinet*

The GRYD Cabinet is comprised of key leaders from County and City agencies as well as representatives from each GRYD Zone. This group seeks to build collaborative efforts and to coordinate agency efforts and resources to provide services and programs that respectfully engage all residents across the family life cycle; provide positive development opportunities for youth and young adults; match resources to the size and scope of the gang problem; and renew hope for communities.

#### *GRYD Community Action Teams*

GRYD Community Action Teams (CATs) are intended to create and support a community-based working group that target the entire community with primary prevention activities along the family life cycle. The primary focus of CATs in each GRYD Zone is to drive the development and implementation of community-based activities aimed at strengthening protective factors along all family life cycle stages.

#### *Community Education Campaign*

The population served by the Community Education Campaign (CEC) is community members (typically parents) and school professionals and staff at elementary, middle, and high schools located in and around GRYD Zones. GRYD staff present information to community members and school professional/staff at forums typically held at the school locations. The purpose of the forums is to increase knowledge and awareness of risk factors for gang joining. Referral forms for GRYD Gang Prevention Programs are distributed, and community members and school staff are encouraged to refer youth who they believe are at high-risk for gang-joining to their local GRYD Gang Prevention provider.

#### Secondary Prevention Activities

##### *GRYD Gang Prevention Model*

In each GRYD Zone, gang prevention programs target 10-15 year olds who are highest risk for gang joining (for a discussion of why this is important, please see Klein and Maxson, 2006; Howell, 2010; and Sheldon et al., 2001). To ensure prevention programs are targeting the highest risk youth for gang joining, providers administer the Youth Services Eligibility Tool (YSET) to all referrals. The YSET is designed to capture the presence of risk factors consistently shown in the research studies to be related to gang involvement during early adolescence—the timeframe when youth are most likely to join a gang (Thornberry, Krohn, Lizotte, Smith, and Tobin, 2003; Esbensen, 2001).

The YSET risk factors include (see Appendix A for a review of literature related to key risk factors):

1. Antisocial/Prosocial Tendencies
2. Weak Parental Supervision
3. Critical Life Events
4. Impulsive Risk Taking
5. Neutralization
6. Negative/Positive Peers
7. Peer Delinquency
8. Family Gang Influence
9. Self-Report Delinquency
10. Substance Abuse
11. Lack of a Commitment to School
12. Code of the Street
13. Gang Awareness

All youth referred for services must complete the YSET to determine their eligibility for prevention services. The YSET measures and yields a score for each risk factor listed above. Total scores that exceed a predetermined threshold indicate a higher at risk for gang joining; conversely, scores falling below the threshold represent a lower risk for gang joining. Youth whose scores exceed the threshold are deemed eligible for GRYD prevention services and given the opportunity to participate in programming, while youth found ineligible receive a referral to other services.

To guide consistent implementation of prevention services, the GRYD Office developed a GRYD Gang Prevention Model of Practice, which is comprised of eight phases. Each of the phases utilizes the vertical strategy (i.e., multi-generational coaching) and the horizontal strategy (i.e., use of problem-solving techniques) (Madsen, 2008; Walsh, 2006). The GRYD prevention model phases include:

Phase 1: Referral/Collaboration: This phase begins as soon as a referral is received. The agency meets with and talks to the referral source and meets with the youth and family to define the problem and identify potential solutions to the problem. The YSET is administered to determine the youth's eligibility for services. The key focus of this stage is to collect information for "problem definition" and "problem solutions." This information, in turn, is used to build a case plan if the youth is deemed eligible.

Phase 2: Building Agreements: The provider team works with the family to identify problems that need to be addressed as well as the youth and family strengths. Case plans for both the family and the youth are developed and integrated. At this stage, the family and youth select 1-2 problems to address over the next month, and the team helps the family identify individual roles and responsibilities to help the youth make changes in his/her behavior. Over the next month, the youth has individual sessions and peer sessions, and the

family completes its “homework.” During this phase each family is guided through the initial steps of constructing a strength-based genogram.

**Phase 3: Redefining:** In this phase of the work, the family reconvenes with the Team to discuss progress, obstacles, and reflections on experiences from the last month. If youth has successfully addressed the 1-2 problems identified in Phase 2, another 1-2 problems are chosen. If Phase 2 problems were not successfully addressed, the Team, youth, and family discuss new strategies to implement over the next month. Family and youth continue to work on their strength-based genogram. Individual and peer sessions are held to reinforce these activities.

**Phase 4: Celebrating Changes:** At this point in the process, the Team affirms the family’s efforts to reduce specific behaviors in the previous phases in order to strengthen the family’s motivation for change. The method for celebration is defined by the youth and the family (e.g., going out to dinner together). Family and youth continue to work on their strength-based genogram.

**Phase 5: Mainstreaming:** In mainstreaming, the Team works with the youth and family to identify social supports in the community to facilitate progress in the family’s natural environment. Skills utilized within the program environment are “tested” in the natural environment. Family and youth continue to work on their strength-based genogram.

**Phase 6: Next Level Agreements:** The youth and family build on their success during this phase by working together and fully engaging in the problem-solving process. The Team helps guide youth and family to take on more difficult problems to solve. Family and youth complete their strength-based genogram.

**Phase 7: Re-Evaluation:** The youth and family are re-evaluated in Phase 7. The YSET is re-administered, and the Team assesses the progress of the youth and family. If sufficient progress has been made, the youth and family are ready to “graduate” from the program. Graduation involves public recognition of the youth and family’s accomplishments. If sufficient progress is not achieved, the youth and family remain in the program until they are ready for graduation.

### **Bridging Prevention and Intervention Activities: GRYD Interdisciplinary Teams**

GRYD Interdisciplinary Teams bridge GRYD prevention services and GRYD intervention family-based case management services. Specifically, the purpose of the Team is to bring GRYD prevention and intervention providers together to monitor and respond to cases that require additional assessment, consideration, and/or oversight because they fall into a place where prevention services and intervention services overlap. Specifically, the Team has three critical functions:

1. Discuss and resolve "consult" cases from USC YSET feedback report
2. Discuss and monitor families with siblings in both prevention and intervention services
3. Develop and oversee case plans for youth who need both prevention and intervention services. There are two types of cases that fall into this function:
  - Cases that require a hybrid plan (i.e., a combination of prevention and intervention services to augment main case plan).
  - Cases that require a hybrid plan (i.e., a combination of prevention and intervention services to augment main case plan) AND need additional, more intensive monitoring than provided by the case manager alone.

Additionally, the purpose of the Team is to facilitate and support information exchange and cross-training for prevention and intervention staff. For example, these meetings provide an opportunity for prevention staff to learn more about the areas from which youth are coming and the dynamics that impact youths' behaviors and decisions from Community Intervention Workers (i.e., "what is happening on the street"). Conversely, Community Intervention Workers can learn more about prevention services and resources and how they play an integral role in enhancing the work of intervention.

The Team is premised on the principle that all parties in the Team are experts within their individual areas of practice, and as such, their opinions are given equal consideration when discussing cases. Mutual respect of one another's scope of practice is a core value of the Prevention/Intervention Team. The goals of the Team are: (1) to meld knowledge from a variety of sources to build a comprehensive understanding of clients and their families' situations; and (2) to work together to achieve the best outcomes for clients and their families.

#### Female Responsive Programming

Female Responsive Programming refers to services targeting girls and young women at risk for gang joining and gang violence. Currently, this programming involves the Young Women from Adversity to Resiliency (YWAR) program. This program is a component of the Juvenile Justice Crime Prevention Act (JJCPA), and is a collaborative effort between the County of Los Angeles Department of Probation and the City of Los Angeles. YWAR is facilitated at selected LAUSD continuation schools to young women who are at risk for entering the juvenile justice system.

The YWAR program seeks to eliminate, resolve, or reduce behaviors and environmental factors that increase a young woman's risk of delinquency while simultaneously increasing protective factors for avoiding delinquency. YWAR facilitators implement a gender specific curriculum to develop protective factors which include enhanced social skills and self-assertiveness, promoting positive mental and social health, positive decision making skills, and developing and increasing educational and career aspirations.

## Intervention Activities in the GRYD Strategy

In 2006 and 2007 gang intervention practitioners in Los Angeles came together under the guidance of the Ad Hoc Committee on Gang Violence, and developed a set of practice principles for a framework defined as “the two-prong approach” (Cardenas, 2010). The first prong is “Hardcore, Specialized, Street and Detention/Prison-Based Services” and the second prong is “Gang-Responsive/Specific Individual & Family Services.” Several types of services and activities fall within and across these prongs. The GRYD Strategy incorporates and addresses both prongs by implementing activities related to the interruption of gang violence (Prong 1) and case management for gang-involved youth (Prong 2) using the Relationship-Based Community Intervention Approach. Related to this work, there are two types of workers: (1) Community Intervention Workers-CIWs; and (2) case managers. Community Intervention Workers are involved in Prong 1 and 2 activities while intervention case managers are involved in Prong 2 activities. Prong 2 is described first given its relationship to be prevention (i.e., cases that need both prevention and intervention services).

### Family-Based Case Management

In each Zone, GRYD intervention family-based case management services are directed at 14-25 year olds who are gang-involved. At least 10% of these clients are considered “reentry” clients because they are transitioning to the community from a correctional institution. Family-based case management services are defined as linking the clients to existing services to meet his/her needs within the community. Case managers work closely with their assigned GRYD Zone Program Manager and a number of referral agencies including schools, parents, community-based organizations, faith-based groups, existing City and County health and human services agencies, the Los Angeles County Department of Probation, the California Department of Corrections and Rehabilitation, and the Los Angeles Police Department to identify local resources that can be utilized to provide Clients with services. Such services may include (but are not necessarily limited to):

- Education and vocational training
- Job readiness and placement
- Family reunification services
- Behavior modification programming
- Peer driven mentoring, motivational workshops, social support groups and local field trips
- Community recognition
- Contribution to probation or parole status reports
- Positive Role Modeling (i.e., one-on-one mentoring or group mentoring)
- Tattoo removal
- Assistance with the expunging of records
- Mental health and/or substance abuse counseling
- Community service opportunities

- Participation in extracurricular activities
- Auxiliary services such as relocation and transition services, housing, food; clothing and transportation vouchers, legal workshops/services, and child care - as needed

Family-based case management services are provided to clients on a six month cycle following the referral and assessment phase. The vertical strategy (i.e., the use of a strength-based genogram) is incorporated throughout each of the phases. A brief description of the phases is provided below:

*Phase 1: Referral and Assessment:* At this stage, Intervention receives and reviews referrals for services. To be eligible for services, the referral must meet two or more of the following criteria:

- Individual admits to being a gang member
- Individual is identified as gang member as documented through CAL-GANGS or an LAPD Gang Unit officer
- Individual has gang tattoos
- Individual has been arrested for gang activity
- Individual hangs out with identified gang members in gang areas
- Individual is on probation or parole for crime consistent with usual gang activity

If youth is eligible for services, the Contractor schedules a meeting with the youth and family (mandatory if youth is younger than 18) to conduct an assessment and build a service plan.

*Phase 2 Building Agreements (Month 1 of Services):* Following the Client's assessment, the Intervention Case Management Team (i.e., a case manager and a Community Intervention Worker) begin meeting to discuss and monitor the case. The case manager also regularly meets with the client on a one-to-one basis..

*Phases 3 through 5: On-Going Case Management and Linkage to Services (Months 2-5):* During this phase of services, the Team and case manager work with the client to provide support and to monitor whether the client is following through with service referrals, and if so, his/her progress in those services.

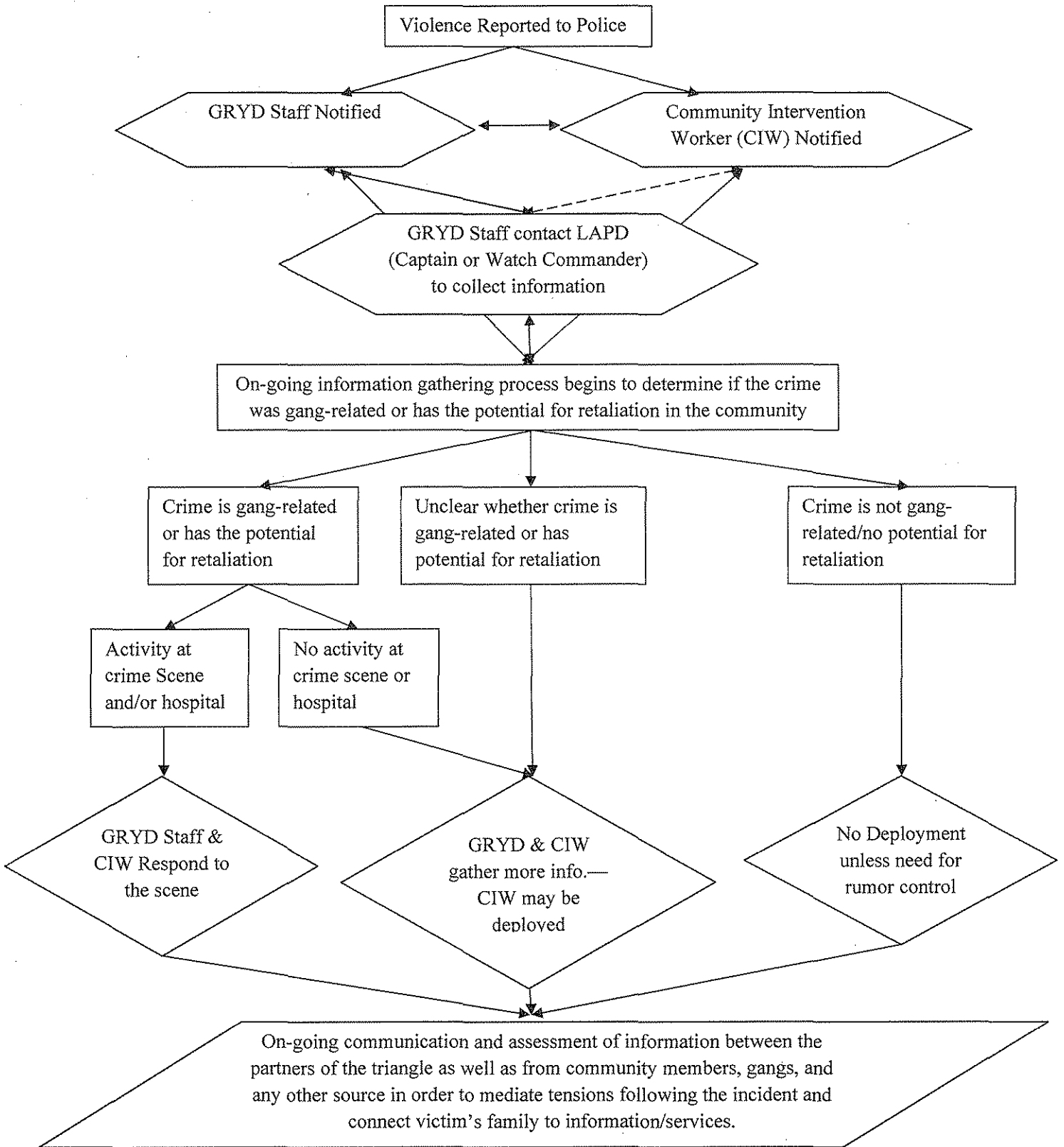
*Phase 6: Reassessment (Month 6):* In Phase 4, the Team reassesses the Client. Based on an assessment of these outcomes, the Team decides whether the Client has made "sufficient progress" and can exit the program. If the Client has made sufficient progress, he/she will exit the program; however, if the Client has not made sufficient progress, he/she may remain in the program for another six month cycle of case management services.

## Intervention — Gang Violence Interruption

### *Crisis Response*

The GRYD Crisis Response Model builds a relationship triangle between GRYD staff, law enforcement, and Community Intervention Workers in an attempt to improve communication and effectively reduce the likelihood of retaliation through multiple pathways (see Figure 2). Once a violent incident occurs and is reported to the police, all partners of the triangle immediately work toward rumor control and crisis intervention. Rumor control is defined as disseminating accurate information as quickly and widely throughout the community as possible, crisis intervention requires community intervention workers to respond quickly to the prevention of additional violence. Although GRYD staff, law enforcement, and Community Intervention Workers work collaboratively to share information and support one another's work, the specific role each party plays toward these goals differs. Table 2 summarizes the individual responsibilities of GRYD staff, law enforcement, and Community Intervention Workers.

**Figure 2: An Overview of the GRYD Crisis Response Model**





**Table 2: A Summary of Partner Responsibilities  
Immediately Following a Violent Incident**

|                                | Gang Violence Interruption Goals  |  |
|--------------------------------|---|--|
|                                | Rumor Control   | Crisis Intervention  |
| GRYD Staff                     | <ul style="list-style-type: none"> <li>Distribute facts to all GRYD staff and formal systems in the community (e.g., City Departments, City Council Offices, neighborhood organizations, etc.)</li> </ul> | <ul style="list-style-type: none"> <li>Connect with the victim's family to determine if they need any immediate services</li> <li>Communicate with schools, relevant City Departments, City Council Offices, and neighborhood organizations to establish safety</li> </ul> |
| Law Enforcement                | <ul style="list-style-type: none"> <li>Distribute facts to all gang units</li> </ul>  | <ul style="list-style-type: none"> <li>Stabilize the crime scene</li> <li>Hold community meetings</li> </ul>   |
| Community Intervention Workers | <ul style="list-style-type: none"> <li>Distribute facts to the community through informal networks</li> </ul>   | <ul style="list-style-type: none"> <li>Connect with victim's family (coordinate with GRYD staff) to determine if they need any immediate services</li> <li>Engage in "street mediation" in order to defuse or de-escalate additional violence</li> </ul>                   |

Additionally, following the violent incident, all parties have on-going responsibilities to monitor the situation and prevent retaliatory violence in the future. To this end, all three parties meet on a bi-weekly basis to assess whether the victim's family needs services and to monitor hot spots of violence or other indications of violence.

*Proactive Peace-Making Activities*

Community Intervention Workers actively engage in developing truces among rival gangs (when appropriate), participate in a variety of activities that bring the community together to respond to violence (e.g., peace marches), participate in neighborhood interfacing and community engagement (for a description, see Cardenas, 2010) by serving as representatives on GRYD Community Action Teams.

Los Angeles Violence Intervention Training Academy

The City's Los Angeles Violence Intervention Training Academy (LAVITA) is a part of the Advancement Project's (AP) Urban Peace Academy. The Professional Standards Committee (PSC) of the Urban Peace Academy is responsible for developing the Standards of Practice and Conduct. PSC relies on the Standards as the basis for assessing and certifying all Academy participants through pre/post interviews, pre/post written exam, and a classroom conduct and participation point system.

The curriculum for the 140-hour Basic 101 Certification course, which all GRYD contracted intervention workers are required to complete, trains intervention workers in five core competency areas. Each class addresses one or more components of the Standards. The five core competency areas are:

- ***Orientation – 5 hours***

Provide overview of the entire course and expectations regarding standards of conduct, review course requirements and expectations, and develop group agreements. Conduct group activity to familiarize students with each other, instructors and administrators.

- ***Direct Practice – 62 hours***

Objective: To teach basic skills and knowledge necessary for entry level gang intervention workers with specific do's and don'ts in the street as well as in working with community based and government partners.

Covers topics of females in gangs, victims services, "license to operate", mediation/conflict resolution, community crisis intervention, intervention organizing, creating ceasefires and understandings, school based intervention, hospital intervention, reentry/prison nexus, fire department and law enforcement dynamics.

- ***Personal Development – 35 hours***

Objective: To enhance understanding of professionalism and code of conduct among entry level gang intervention workers as well as to create opportunities for personal insight that will foster self-reflection and growth.

Covers recent case studies, intervention workers' roles and responsibilities, ethics, professionalism, leadership, Post Traumatic Stress Disorder, and healing/reflection and spirituality.

- ***Applied Theory – 25 hours***

Objective: To enhance understanding of the theory that supports the proactive peace building and collaboration oriented practice of gang intervention as well as the challenges to the work resulting from community dynamics.

Covers a basic overview of public health model of violence reduction, history of gangs and gang intervention, immigration, ethnic dynamics and application of gang intervention standards..

- ***Concrete Tasks – 7 hours***

Objective: To increase concrete skills needed to satisfactorily complete administrative tasks associated with gang intervention.

Covers basic organization administration concepts, budget and finance tools, program evaluation, proper documentation, and communication protocols (e.g., reporting requirements, use of Blackberry, phone calls, etc.).

- **Broader Policy Initiatives – 6 hours**

Objective: To enhance understanding of the policy and legal context of gang intervention.

Covers legal liability, violence prevention policy at local and State level.

For intervention workers who successfully complete the Basic 101 Certification course, Continuing Education courses and accelerated seminars are also offered to encourage continued professional development of intervention workers.

### **Community Engagement in the GRYD Strategy**

This component of the GRYD Strategy refers to efforts to partner with law enforcement and integrate them into GRYD activities in order to engage communities in problem-solving. The Law Enforcement Engagement approach does not specify activities independent of the other approaches; rather, law enforcement is built into multiple GRYD approaches. Within the primary prevention approach, law enforcement is an integral part of SNL, the GRYD Cabinet, the Gun Buy-Back Program, and Community Action Teams. Law enforcement officers are either engaged as part of the activity (e.g., SNL and the Gun-Buy Back Program) or serve as members of the GRYD Cabinet and Community Action Teams in each Zone. From the intervention perspective, law enforcement is invited to be part of interdisciplinary teams that cross prevention and intervention case management programs when appropriate, and they play a critical role in the relationship triangle in the Crisis Response Model.

### **Suppression Activities in the GRYD Strategy**

The GRYD Strategy recognizes the importance of suppression activities and the relationship between suppression activities and GRYD activities, but it does not define suppression activities for the GRYD Office. For example, law enforcement “take-downs” of shot-callers in a gang often result in a need for prevention and intervention services as well as community mobilization. The City of Los Angeles has several suppression activities, including:

- Los Angeles Police Department Gang Units
- CLEAR Units—Units that bring together the LAPD, Probation, City Attorney’s Office, and County District Attorneys to target the arrest and vertical prosecution of hard-core gang members and shot-callers
- Gang injunctions issued by the City Attorney

To this end, GRYD staff communicate and collaborate regularly with law enforcement agencies, and when appropriate, coordinate GRYD activities with targeted suppression activities (e.g., following “take-downs” and as part of Operation Ceasefire). Given the

limited scope of GRYD's suppression involvement, no specific performance or process measures are offered in this section.

### **Conclusion**

The GRYD Office views and approaches gang membership and gang violence as a symptom of multi-systemic dysfunction within a community. Given the multi-systemic nature of the problem, gang membership, and its associated violence is addressed simultaneously at the individual, peer, family and community levels.

The GRYD Office recognizes that in order to implement an effective comprehensive strategy, all individual program components must be "stitched together" by a congruent practice/conceptual framework. Family systems theory and practice serves as the thread that drives the practice approach to each of the program components that comprise the GRYD comprehensive strategy.

GRYD views its strategy as a shared responsibility of community residents, families, schools, businesses, and City/County governmental agencies. To this end, the GRYD Office is committed to hearing the voices of the community, integrating these voices into its work, and weaving all of its programs together in order to strengthen these communities. We believe a strategy that is both comprehensive in name and practice is the most effective way to build and sustain resilient and safe communities for everyone along the family life cycle.

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## Appendix A

### Research summary as it relates to selected YSET scales<sup>11</sup>

1. *Negative life events*: Negative life events including school failure and school disciplinary sanctions, difficulties or changes in relationships with friends, and illness or death of loved ones. An accumulation of negative life events over a relatively short period of time may lead to adolescent stress or strain. Studies suggest that an accumulation of negative life events is related to gang joining for a number of youth (Thornberry, Krohn, Lizotte, Simth, and Tobin, 2003; Maxon, Whitlock, and Klein, 1998).
2. *Risk taking and impulsivity*: Social control theory suggests that children learn to control impulses and avoid doing risky or antisocial things through socialization and social learning. Youth who are impulsive and prone to taking risks may be more inclined to join a gang because they are less likely to consider the consequences (Huizinga, Weiher, Menard, Espiritu, and Esbensen, 1998; Esbensen and Osgood, 1999).
3. *Antisocial tendencies*: In several studies, the relationship between gang joining and conduct disorder or more broadly defined as externalizing behavior, has been tested prospectively. A significant relationship has been consistently confirmed (Uberto, Tremblay, Vitaro, and McDuff, 2005; Hill, Howell, Hawkins, and Battin-Pearson, 1999; Lahey, Gordon, Loeber, Stouthamer-Loeber, and Farrington, 1999; and Thornberry et al., 1999). In these studies, aggressive tendencies preceded gang membership which confirms that it is a risk factor for gang joining. However, Thornberry and his associates also confirm that violence is enhanced by gang membership and that it decreases when youth leave a gang (Krohn and Thornberry, 2008).
4. *Delinquent beliefs or neutralization of guilt for offending*: Agnew argues that a relatively small number of people approve of violence while a larger number come to accept neutralizing justifications for it (Agnew, 2005). Youth who endorsed higher levels of neutralization were more likely to indicate gang membership in later in life (Huizinga et al., 1998).
5. *Weak parental monitoring*: Many aspects of parenting might contribute to youth becoming involved in a gang. However, one particular aspect of parenting has emerged with the most consistent evidence - weak parental monitoring (Klein and Maxon, 2009). Researchers have pointed out that the parental monitoring measure often used in research studies is worded to measure parental knowledge of a youth's behavior, not just the parent effort to be involved with their youth (Lac and Crano, 2009). This knowledge depends as much on the youth's honest disclosure of

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<sup>11</sup> This research summary was provided by Karen Hennigan, Ph.D., University of Southern California, Department of Psychology.

their activities and associations as it does on parents' interest and skills in keeping track of their youth (Gatti et al., 2005).

6. *Negative peer influence*: Friends are very influential in the lives of adolescents. Youth more susceptible to negative peer influence, sometimes referred to as peer pressure to get into trouble, are more likely to go along and join a street gang. Joining a gang is a social act that is very much tied to peers (Huizinga et al., 1998; Esbensen, Winfree, He, and Taylor, 2001).
7. *Peer delinquency*: Research also confirms that association with friends who are involved in a variety of delinquent activities, from school truancy to stealing, to drug sales, to robbery and other activities precedes, coincides with and continues after joining a street gang. This risk factor predicts gang joining in all major longitudinal and cross sectional studies that have tested it (Klein and Maxson, 2009; Krohn, Thornberry, and Liberman, 2008). The evidence is consistent and clear. Few if any youth join a gang without this risk factor being present. However, this factor alone does not discriminate who will join a gang and who will not.
8. *Self-reported delinquent activities and substance use*: Similarly, a youth's own involvement in a variety of delinquent activities that may include substance use precedes, coincides with, and continues after joining a street gang. Again this relationship is consistent and strong but could be misleading if considered alone (Krohn et al., 2008). While virtually all youth who join a gang have been involved in delinquent activities, the majority of the youth that become involved in delinquent activities or substance use do not join a gang.

# Exhibit: GRYD Program Milestones

## GRYD Prevention

- ✓ The most recent quarterly report received from the Urban Institute (UI) stated 49.7% of current clients have reduced risk factors and negative behaviors below threshold levels.
- ✓ In 2011, Urban Institute reported:
  - 23% decrease in antisocial behavior
  - 29% decrease in the lack of parental supervision
  - 35% decrease in critical life events
  - 47.3% decrease in gang fights
  - 35.0% decrease in hanging out with gang members
  - 48.0% decrease in participation in gang activities

## GRYD Intervention

- ✓ In 2011, LAPD Chief announced lowest crime rate in LA since 1959.
- ✓ Gang-related crime decreased for all GRYD Zone communities cumulatively when comparing 2011 v. 2007:
  - 29.8% reduction in gang-related crimes
  - 42.4% reduction in shots fired
  - Homicides have decreased by 50% more compared to the rest of the City (33.3% reduction in homicides in the GRYD Zones vs. 15.6% reduction outside of GRYD Zones)

## Community and Law Enforcement Engagement

- ✓ GRYD Staff has responded to 2,386 incidents since April 1, 2009, approximately 2 per day
- ✓ Assaults with a deadly weapon against law enforcement in GRYD Zones have declined by 48% GRYD Zones vs. 9% outside of GRYD Zones when comparing 2011 levels v. 2007
- ✓ The Mayor's Office has collected over 6,000 firearms over four years through the Gun Buyback Program

## Summer Night Lights

- ✓ Between 2008 and 2011:
  - There were approx. 1,804,800 visits made
  - More than 1,137,424 meals served
  - Approx. 3,503 jobs made available
- ✓ In 2011, crime decreased at Summer Night Lights sites across the City v. 2007 levels:
  - 35% reduction in gang-related part 1 crime for all locations combined
  - 35% reduction in gang-related homicides
  - 43% reduction in aggravated assaults
  - 55% reduction in shots fired

# Exhibit I: GRYD Program Milestones

|  |   |
|--|---|
| <p><u>Watts Regional Strategy</u></p> <ul style="list-style-type: none"> <li>✓ Secured 1.3 HACLA Funding</li> <li>✓ Providing Gang Intervention Services for 4 housing developments</li> <li>✓ Providing Safe Passages for 7 LAUSD Schools</li> <li>✓ Hired 19 Staff</li> <li>✓ Collaboration with CSP</li> <li>✓ Results from the first half of the year (1/1/12 to 6/1/12):             <ul style="list-style-type: none"> <li>• 46% reduction in Gang Related Part 1 Crimes</li> <li>• 50% reduction in Homicides</li> <li>• 39% reduction in Aggravated Assaults</li> <li>• 7.8% reduction in Property Crimes</li> </ul> </li> </ul> | <p><u>GRYD Re-Entry</u></p> <ul style="list-style-type: none"> <li>✓ Secured Second Chance Planning Grant in the amount of \$50,000</li> <li>✓ Juvenile Re-Entry Pilot in the Florence-Graham GRYD Zone - \$50,000</li> <li>✓ Will minimally serve 40 probation youth (ages 14-18)</li> <li>✓ Future Funding Potential</li> </ul> |
| <p><u>GRYD Budget 2012-2013</u></p> <ul style="list-style-type: none"> <li>✓ GRYD's budget of approx. \$23.7 million was approved</li> <li>✓ All GRYD contractors for the 12-13 FY have been selected except GRYD Secondary Areas             <ul style="list-style-type: none"> <li>• Secondary Area RFP process will conclude in September 2012 and contracts will be executed in October</li> </ul> </li> <li>✓ Formation of GRYD Foundation</li> </ul>   | <p><u>Research Component</u></p> <ul style="list-style-type: none"> <li>✓ Completion of Year 3 Evaluation due September 30, 2012</li> <li>✓ Hired 3 internal staff members (including Denise Herz, PhD of CSULA)</li> <li>✓ Established an effective, easy-to-navigate database for GRYD contracted agencies</li> </ul>           |

# LOS ANGELES POLICE DEPARTMENT

EXHIBIT J

**CHARLIE BECK**  
Chief of Police



**ANTONIO R. VILLARAIGOSA**  
Mayor

P. O. Box 30158  
Los Angeles, Calif. 90030  
Telephone: (213) 486-0130  
TDD: (877) 275-5273  
Ref #: 1.1

October 25, 2012

CalGRIP  
The Board of State and Community Corrections  
600 Bercut Drive  
Sacramento, California 95811

Re: Application of the City of Los Angeles for the California Gang Reduction, Intervention, and Prevention (CalGRIP) Program January 1, 2013 – December 31, 2013

Dear Sir/Madam:

I am writing this letter in strong support of the application submitted by the City of Los Angeles, Mayor Antonio R. Villaraigosa's Office of Gang Reduction & Youth Development (GRYD) for funding, administered by the Board of State and Community Corrections, to support the implementation of the Los Angeles Comprehensive Gang Reduction Youth Development Strategy.

In 2007, Mayor Villaraigosa and his Office of Gang Reduction & Youth Development established a comprehensive strategy for addressing gang violence and crime across the City of Los Angeles. An integral part of this strategy is determining specific zones within the City with the highest levels of gang violence and crime and designating those zones as Gang Reduction & Youth Development (GRYD) zones. In these GRYD zones, the Mayor's Office and the Los Angeles Police Department (LAPD) have worked together to build strong, multi-jurisdictional partnerships with other city agencies, other law enforcement agencies, prosecutor's offices, and community-based organizations that provide gang violence intervention, prevention, and re-entry services.

The proposed application demonstrates these multi-jurisdictional partnerships that are already in place – including the strong relationship between GRYD and LAPD – have the capacity to ensure evidence-based program implementation will continue to achieve outcomes that reduce gang violence, impact community safety, and support youth and family development. LAPD strongly supports this strategy.

CalGRIP  
Page 2  
1.1

The Los Angeles Police Department and the Mayor's Office of Gang Reduction & Youth Development will continue working together to provide opportunities for gang members who are ready to exit gangs and criminal lifestyles. We ask that you help us in these efforts by approving the City of Los Angeles's application for the Community-Based Violence Prevention Demonstration Program.

Very truly yours,

A handwritten signature in black ink, appearing to read 'C. Beck', with a long horizontal flourish extending to the right.

CHARLIE BECK  
Chief of Police

ATTACHMENT 2

NOTICE OF AWARD





Board of State and Community Corrections  
600 Bercut Drive, Sacramento, CA 95811

916.445.5073 PHONE  
916.327.3317 FAX

[bscc.ca.gov](http://bscc.ca.gov)

GOVERNOR Edmund G. Brown Jr.  
EXECUTIVE DIRECTOR Patricia Mazzilli

November 30, 2012

Mildred Lopez, Associate Director, Gang Reduction, Youth Development  
City of Los Angeles, Office of the Mayor GRYP Program  
200 N Spring Street, Room 303  
Los Angeles, CA 90012

Dear Ms. Lopez:

RE: 2013-2014 California Gang Reduction, Intervention and Prevention (CalGRIP) Program

Congratulations! On November 8, 2012, the Board of State and Community Corrections (BSCC) approved the funding recommendations for the California Gang Reduction, Intervention and Prevention (CalGRIP) Program. This action by the Board includes CalGRIP funding of \$1,000,000 for the City of Los Angeles. The grant period is from January 1, 2013 through December 31, 2014.

The purpose of this notice is to provide you with notification of the award, and to highlight a few next steps:

- We are currently drafting the requisite grant documents to formalize the grant. These documents will be sent to the City Manager's office within the next couple of weeks and will require the **signature of the city manager, or his/her designee**.
- Although the grant period does not take effect until January, we highly encourage you to begin the process of obtaining a city council resolution which acknowledges receipt of these grant funds. A copy of the resolution must be received by this office by January 1, 2013. Please ensure the resolution includes acceptance of the following:
  - Intent of grant: Cities funded must use local collaborative efforts to reduce gang activity through the use of evidence-based prevention, intervention and suppression activities
  - Grant funds awarded
  - Period of commencement and conclusion of the grant
  - Dollar for dollar match
  - 20% contracting requirement to Community-Based Organization (CBO)
- In the next week we will be contacting the "Day-to-Day Contact Person" as listed in your proposal, with potential dates for the new grantee orientation meeting. This meeting will likely take place in early January, however the location is yet to be determined.

On behalf of the BSCC, we want to congratulate you once again, and look forward to working with you and your city as we work together to address the gang issues in your communities. Please do not hesitate to contact me if you have any questions.

Sincerely,

Oscar Villegas  
Field Representative  
Corrections Planning and Programs Division  
Board of State and Community Corrections  
(916) 445-3146  
[oscar.villegas@bscc.ca.gov](mailto:oscar.villegas@bscc.ca.gov)

cc (letter only): Travon Moss, Financial Officer  
Patricia Etem, Day to Day Contact