

STRATEGIC PLAN TO ADDRESS GANG VIOLENCE

Multnomah County's OJJDP Comprehensive Gang Model Implementation Plan



Presented by the Youth & Gang Violence Steering Committee
of the Local Public Safety Coordinating Council

Supported by the Office of Juvenile Justice & Delinquency Prevention (OJJDP)
and the National Gang Center

Dear Community Members,

In response to the Comprehensive Gang Assessment conducted in 2014, we convened the Youth and Gang Violence Steering Committee of the Local Public Safety Coordinating Council in 2015-2016 to develop an implementation plan for addressing gang violence in our community.

As you read the following strategies, you should know that this plan is about action. It's about making a real and lasting difference in the lives of our youth. In spite of the many noteworthy efforts and contributions illustrated in the Gang Assessment, we recognize that the current level of action falls short of the current level of need. If we do not make diligent efforts to address these issues, then we risk losing our next generation of leaders, taxpayers, teachers, and engaged parents. It is the intent of this implementation plan to provide the building blocks for a robust system to prevent and address youth gang violence and to display the road map that guides us, and our youth, down the path toward a better future.

Many of the communities that are the focus of these strategies have experienced significant historical trauma and have been disproportionately impacted by violence. The disproportionate impact of violence in some communities affects all of us. Violence is a terrible burden on young people, families, neighborhoods, cities, and taxpayers. Violence incurs costs that cannot be easily calculated, such as the potential of young lives lost too soon, reduced quality of life, and neighborhoods where people neither trust each other nor venture outside due to fear. Further, we incur enormous costs related to law enforcement, social services, and medical care for every incident of violence that is not prevented. Therefore, all the strategies in the Implementation Plan are rooted in an effort to prevent violence from happening before it occurs, and when it does occur to promote healing and justice.

This effort is built upon a history of collaboration and community involvement to address youth gang violence. We believe that through enhancement and coordination of multi-disciplinary and data-driven strategies on the full spectrum from prevention to re-entry we will achieve better outcomes for the youth and families in our community.

We want to thank our fellow Steering Committee members for their service, and extend our thanks to the many committed organizations and individuals in our community who believe that we can solve our problems together. Creating a violence-free, and opportunity-rich future for our youth is a cause that unites us all.

Sincerely,



ANTOINETTE EDWARDS
Director, Office of Youth Violence
Prevention, City of Portland



KIRSTEN SNOWDEN
Chief Deputy District Attorney, Multnomah
County

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List of Abbreviations Used

ASHEP	Adolescent Sexual Health Equity Program
CBIM	Coaching Boys Into Men
CDC	Center for Disease Control
CHI	Community Healing Initiative
CPC	Community Peace Collaborative
CPTED	Crime Prevention Through Environmental Design
DCI	Defending Childhood Initiative
DCJ	Department of Community Justice, Multnomah County
DSVCO	Domestic and Sexual Violence Coordination Office
ECCC	East County Caring Community
GIFT	Gang Impacted Families Team
GPD	Gresham Police Department
IRCO	Immigrant & Refugee Community Organization
IYS	Institute for Youth Success
JCC	Juvenile Court Counselor
JDAI	Juvenile Detention Alternatives Initiative
LPSCC	Local Public Safety Coordinating Council
MCHD	Multnomah County Health Department
MESD	Multnomah Education Service District
MOU	Memorandum of Understanding
MYC	Multnomah Youth Commission
NAACP	National Association for the Advancement of Colored People
ODE	Office of Diversity and Equity, Multnomah County
OJJDP	Office of Juvenile Justice and Delinquency Prevention
OYA	Oregon Youth Authority
POIC	Portland Opportunities Industrialization Center
PP&R	Portland Park & Recreation
PPB	Portland Police Bureau
PPS	Portland Public Schools
PUSH	Parents United for Successful Homes
SOC	System of Care
SRO	School Resource Officer
STRYVE	Striving to Reduce Youth Violence Everywhere, MCHD
VOA	Volunteers of America Oregon
SUN	Schools Uniting Neighborhoods
WHO	World Health Organization
YGVSC	Youth & Gang Violence Steering Committee
YRJ	Youth, Rights & Justice

INTRODUCTION

Local Public Safety Coordinating Council (LPSCC)

Established by Senate Bill 1145 (1995), the Multnomah County Local Public Safety Coordinating Council (LPSCC) coordinates local criminal justice policy among affected criminal justice entities.

To carry out this mission, LPSCC's Executive Committee, co-chaired by Portland Mayor Ted Wheeler and Chair of the Multnomah County Board of Commissioners Deborah Kafoury, meets monthly to encourage the active participation of countywide leadership, foster collaboration in the development and operation of public safety operations and policies, and to promote coordinated, data-driven public safety operations and policies.

The Executive Committee also directs the work of several subcommittees, working groups, and affiliated committees that focus on key issues within the public safety system. A list of members of the Executive Committee can be found in Appendix A.

Youth & Gang Violence Steering Committee (YGVSC)

Chaired by Chief Deputy District Attorney Kirsten Snowden and Director of the City of Portland's Youth Violence Prevention Office Antoinette Edwards

The Youth & Gang Violence Subcommittee of LPSCC is committed to collaborating and communicating across systems and with communities impacted by gang violence. The Committee's vision is a violence-free, opportunity-rich future for every member of our community. Its mission is to reduce youth and gang violence, reduce related racial and ethnic disparities, and lessen the disproportionate negative impacts of gang violence on communities of color.

To achieve its mission, LPSCC has adopted a comprehensive approach that balances and coordinates prevention (primary and secondary), intervention, suppression, and re-entry strategies and that pursues well-defined, long-term goals and outcomes. In support of this approach, the Steering Committee's work is guided by the Office of Juvenile Justice & Delinquency Prevention (OJJDP) Comprehensive Gang Model.

About the OJJDP Model

This Implementation Plan is based on the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Comprehensive Gang Model, which was originally published in 2009 to aid communities in developing a comprehensive, coordinated approach to reducing and preventing youth gang violence. The OJJDP model draws on the work of national gang expert Dr. Irving Spergel of the University of Chicago to develop strategies that are considered best practices in addressing the problem of gang violence by youth. The model focuses on individuals rather than gangs, and specifically on people ages 21 and younger. This means the model does not address groups consisting mainly of adults, such as motorcycle gangs, prison gangs, ideological gangs, hate groups, etc.

By using the OJJDP model to address its youth gang problem, Multnomah County is following the lead of other jurisdictions across the country that have used the OJJDP model to (1) determine the types and levels of youth gang activity, gang crime patterns, community perceptions, and service gaps, and (2) design and implement appropriate responses.

In the past, youth gang activity was attributed to social disorganization, low socio-economic class, or poverty. However, the OJJDP model holds that none of these theories, by itself, adequately explains the scope or nature of young people's involvement in gangs and the crimes they commit. Instead, the model takes a more nuanced view—that it is the combination of social disorganization, a lack of legitimate opportunity, and the presence of alternative, criminal opportunities that lay the foundation for youth gangs. Multnomah County has supplemented the OJJDP model with additional guiding frameworks, including a public health perspective, trauma informed practices, and an equity and empowerment lens, all of which are described in Appendix B. Given this multi-faceted view, the enhanced model identifies strategies that focus not only on gang youth but also their families and the various community institutions that play a role in young people's transition from adolescence to productive members of society.

The model prescribes five core strategies:

- **Community mobilization:** Involving residents (including former gang youth, community groups, and agencies) and coordinating resources, programs, and staff.
- **Providing opportunities:** Developing a variety of specific educational, training, and employment programs focused on gang-involved youth.
- **Social intervention:** Reaching out to gang-involved youth and their families and connecting them with needed services.
- **Suppression:** Formal and informal control, including close supervision of gang-involved youth by criminal justice agencies, community organizations, and schools.
- **Organizational change and development:** Developing and implementing changes in policies and procedures to better use resources to address youth gang problems.

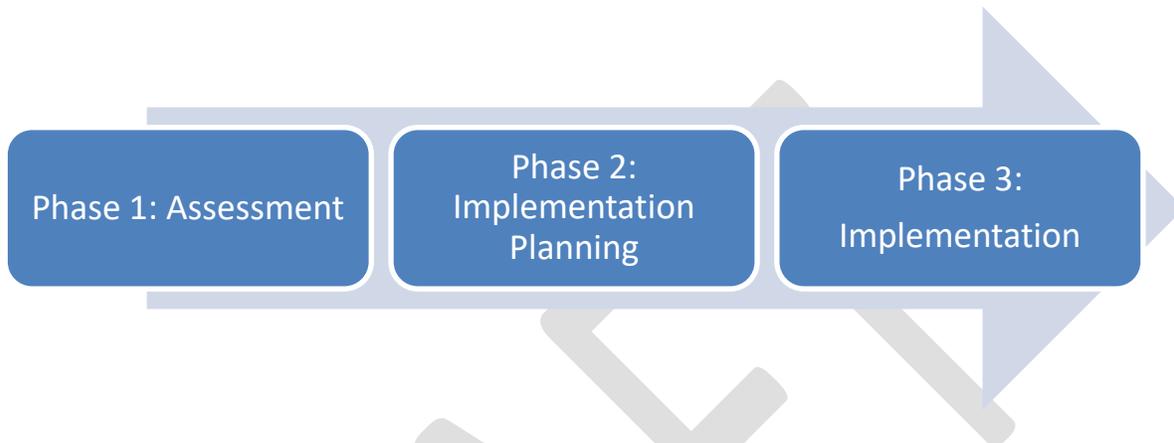
A key idea of the OJJDP model is to implement these strategies in a focused, coordinated manner based on a thorough understanding of the nature, scope, and dynamics of the problem. Because gang problems differ both between and within communities (Howell 1998¹), the first step in the process is to conduct a comprehensive assessment of the current gang problem in the community to identify its potential causes and contributing factors. Multnomah County's Comprehensive Gang Assessment was completed in 2014 and is available at <https://multco.us/lpscc/multnomah-county-comprehensive-gang-assessment>.

¹ Howell, J.C. (1998). Youth Gangs: An Overview. *Juvenile Justice Bulletin*. Youth Gang Series. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Once the youth gang problem has been fully described (via the assessment), the jurisdiction designs a strategic plan to reduce and prevent youth gang violence and then implements the plan.

The OJJDP Model’s Three Phases

FIGURE 1



Phase	Purpose/Activities
Phase 1: Assessment	Collect and interpret the data Prepare the assessment report Provide the community with a thorough understanding of the nature, scope, and dynamics of the problem
Phase 2: Implementation Planning	Use the data from the assessment to: <ul style="list-style-type: none"> • Clarify and prioritize gang-related problems • Develop measurable goals • Identify activities designed to achieve those goals
Phase 3: Implementation	Develop an administrative structure to support and sustain implementation, coordinate logistics, and information sharing, and implement an evaluation and sustainability plan Balance activities focused on prevention, intervention, suppression, and reentry Develop an intervention team that integrates a team-based case management protocol, and a street outreach program

This Implementation Plan represents the culmination of Phase 2 of the process. As recommended by the model, this plan is a comprehensive response to youth gang violence based on data gathered as part of the assessment.

Purpose of the Implementation Plan

The Multnomah County Local Public Safety Coordinating Council (LPSCC) plays a critical role in Multnomah County's youth and gang violence reduction strategies by providing effective coordination and oversight and supporting community engagement in the development and implementation of these strategies. LPSCC's effectiveness, credibility, and longevity, helps to ensure a sustainable process that promotes long-term, balanced strategies. LPSCC's commitment to data-driven and evidence-based policymaking and practices helps ensure the development of outcome measures that track the county's progress in reducing youth and gang violence.

In January 2014, the LPSCC Executive Committee decided to assess gang activity in Multnomah County. The assessment was based on the process outlined in Phase 1 of the Comprehensive Gang Model², which aligned with LPSCC's mission. LPSCC chose the OJJDP model with the following objectives in mind:

- Define the problem of gang and youth violence in the community
- Increase the efficiency and effectiveness of prevention and services focused on gang-impacted individuals
- Build increased cross-agency and community understanding and collaboration
- Position the jurisdiction for federal and state funding opportunities, some of which require that communities complete the OJJDP comprehensive gang model planning process

Following the assessment in June 2014, the Youth & Gang Violence Steering Committee of LPSCC undertook Phase 2 - Implementation Planning. The Steering Committee determined that their shared purpose for this phase was to:

- Identify strategies that have a positive impact on gang-impacted youth, families, and communities
- Increase efficiency and effectiveness through shared effort
- Identify system barriers
- Align policies across jurisdictions
- Reduce the instances of violent crime committed by youth
- Prevent youth from penetrating further into the criminal justice system
- Address the deterioration of community cohesion due to displacement of communities of color
- Make space to incorporate, recognize, and value the expertise and solutions of young people and their families who are impacted by violence

²National Gang Center. OJJDP Comprehensive Gang Model. Accessed at: <http://www.nationalgangcenter.gov/Comprehensive-Gang-Model/About>

IMPLEMENTATION PLAN

Focus Communities

The OJJDP Comprehensive Gang Model recommends that planning begins with identifying a focus community. As defined by the following elements:

- has a population of no more than 100,000
- geographically contiguous
- clear geographic boundaries
- has a sense of community identity

In addition to these elements, the OJJDP Comprehensive Gang Model says that prevention, intervention and suppression activities should be prioritized in the areas of the community that are most heavily affected by gang-related violent crime.

The steering committee added the following additional criteria for determining a focus community:

- informed by data from the assessment
- leverages existing efforts, such as STRYVE
- considers existing programs
- incorporates community input

An overwhelming number of risk factors for marginalization have accumulated in some communities, with few resilience factors to protect against violence. Some communities and groups are far more exposed to the poor neighborhood conditions that give rise to violence and other health inequities³.

Figure 2 was used to identify where the highest risk of marginalization and gang violence exist within our County. The following risk factors for marginalization are layered on the map;

- Highest Density of People of Color
- Lowest Median Household Income
- Low Voter Registration
- Low Educational Attainment
- Low Birth Weight Births
- High Teen Births
- Density of Reported Incidents: Part 1 Violent Crime in 2013
- Density of Reported Incidents of Non-Domestic Violence Assault in 2012-2013
- Density of Domestic Violence Assault Cases in 2014
- Density of Reported Incidents Flagged as Gang Activity October 2013 – October 2014
- Counts of Foster Care, October 2013-September 2014
- High Percentage of Unemployed

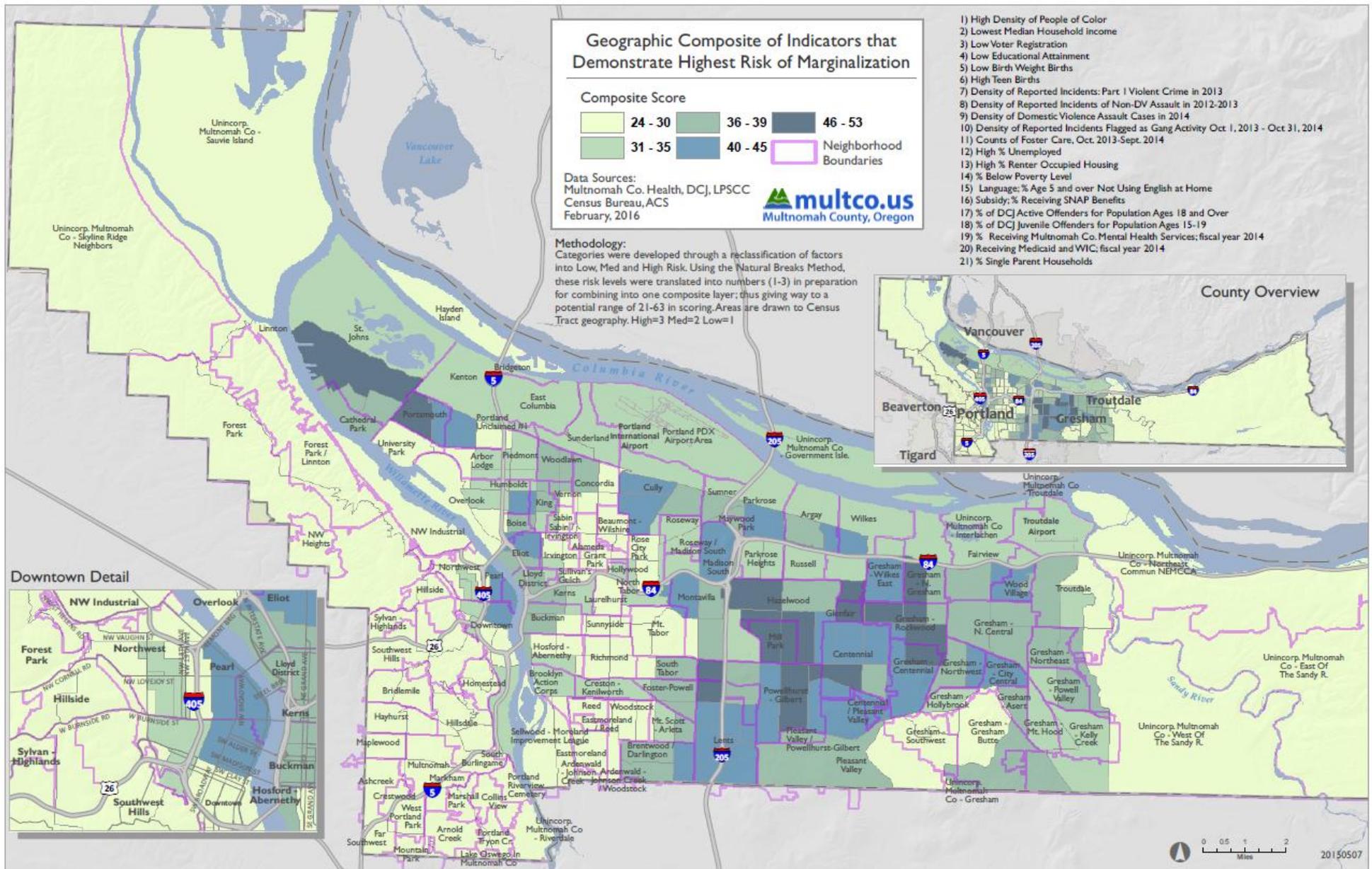
³ Acevedo-Garcia D, Lochner KA, Osypuk TL, Subramanian SV. Future directions in residential segregation and health research: a multilevel approach. *Am J Public Health* 2003;93(2):215-21

- High Percentage of Renter-Occupied Housing
- High Percentage Below Poverty Level
- Language: Percent Age Five and Over Not Using English at Home
- High Percentage Receiving Supplemental Nutrition Assistance Program (SNAP) Benefits
- High Percentage of Department of Community Justice (DCJ) Adult Offenders for Population Ages 18 and Over
- High Percentage of DCJ Juvenile Offenders for Population Ages 15-19
- High Percentage Receiving Multnomah County Mental Health Services; fiscal year 2014
- Receiving Medicaid and WIC; fiscal year 2014
- High Percentage of Single Parent Households

There is a clear concentration of risk for marginalization in two geographic areas. The first is the Portsmouth/New Columbia area. The second is an area the Steering Committee referred to as the “East Belt”, stretching from the Lents Neighborhood in Portland into the Rockwood Neighborhood in Gresham.

DRAFT

Figure 2



Goals and Objectives

The Steering Committee developed goals and objectives consistent with the prioritized themes from the assessment that facilitated the development of primary prevention, secondary prevention, intervention, suppression, and re-entry activities.

Prioritized Themes: The OJJDP Comprehensive Gang Model encourages local communities to prioritize problems that gangs pose that are identified in the Gang Assessment. While the Multnomah County Gang Assessment identified many problems, it also outlined many potential strategies to address those problems. The Steering Committee identified coordinated entry into gang prevention and intervention services as the overarching goal of this effort; to that end, the Steering Committee identified the five most common themes to reduce gang activity via a vis improved coordinated entry.

Five themes from the Gang Assessment were the need for:

- mentors that “get it”
- connection to schools
- employment opportunities
- parent partnership
- links between police, youth, and communities

For a detailed list of references to these themes in the assessment, see Appendix C. The following table outlines each goal and associated objectives. A full description of the strategies, and how they relate to the goals and objectives, can be found on page 10.

PRIMARY PREVENTION

Goal A: Coordinate entry from multiple systems of care and public safety using trauma-informed and data-driven decision making

Objective A1: Increase coordination of entry from multiple systems of care and public safety

Objective A2: Increase warm handoffs between programs

Objective A3: Increase organizational capacity through training on the use of trauma-informed practices

SECONDARY PREVENTION

Goal B: Address root causes of violence in our community

Objective B1: Increase connections between youth in focus populations and trusted adults

Objective B2: Increase economic opportunity for youth in the focus communities

Objective B3: Increase capacity of parents/caregivers to prevent youth violence

Objective B4: Increase restorative justice practices in schools

INTERVENTION

Goal C: Intervene at the first sign of risk and respond effectively when violence does occur

Objective C1: Increase funding for services that are asset-based, community-based, culturally relevant, and trauma-informed

Objective C2: Increase law enforcement use of community-based, trauma-informed enforcement practices

SUPPRESSION

Goal D: Repair, strengthen and restore our youth, families, and communities that have been affected by violence

Objective D1: Increase interactions with youth in focus populations that promote resiliency

RE-ENTRY

Goal E: Reduce recidivism rates for youth in our focus population

Objective E1: Decrease number of focus population youth who re-offend

Objective E2: Increase re-entry supports for gang involved youth

Objective E3: Increase employment preparation, training, and paid job opportunities for youth in the focus population

Strategies

This plan offers clear, specific, and manageable strategies for what our County can do with youth. They are straightforward, easy to understand, and specifically targeted multiple sectors of our community. Working with focus means we cannot meet all of the challenges youth face at once. We have focused our actions by prioritizing and sequencing the most essential building blocks.

In response to the prioritized themes from the Comprehensive Gang Assessment, the Steering Committee developed six strategies, which align with the Five Core Strategies of the OJJDP Gang Model. These strategies are used to organize activities undertaken as part of the implementation plan; in practice, they frequently overlap and are interdependent.

By applying what we know about youth development and the impact of trauma, we can stop – and even prevent – the cycle of violence. Our strategies attempt to embed both positive youth development activities and trauma informed practices. We also utilized family-centered and youth-focused approaches. Even the mentoring strategies are strongly rooted in a connection with the whole family. It is important to remember that unless positive changes in our systems manifest themselves in personal relationships of trust and respect with youth and families, they do little to change the status quo. People who work closely with youth and families are clear that relationships are what make their activities work.

Each Strategy is detailed in the pages that follow and is summarized in a strategy framework, which includes the following components:

- *Theme* – a topic recommended by various stakeholders in the assessment as something that could reduce gang activity
- *Strategy* – plan of action for achieving overall goal
- *OJJDP Strategy Category* – the type of strategy, recommended by the OJJDP Comprehensive Gang Model, which this strategy fits within
- *Goal(s)* – the portion of the goal with which the strategy is connected
- *Objectives* – the concrete, measurable desired outcome of the strategy
- *Activities* – the tasks to be undertaken to achieve the strategy and objectives
- *Focus Population* – the primary group of people who are the focus of the activity
- *Approach* – indicates where the activity falls on the spectrum from prevention to re-entry (see definitions in Appendix I).
- *Barriers and How to Address Them*– impediments to implementation of the activity, and ways to overcome them
- *Lead Organization(s)* – the organizations or governmental agencies expected to lead implementation of the activity

Theme: Coordinated Entry

<p>OJJDP STRATEGY CATEGORY Organizational Change and Development</p>	<p>STRATEGY Coordinate entry from multiple systems of care and public safety into youth gang violence prevention services using trauma-informed and data-driven decision making.</p>				
<p>GOAL A: Coordinate entry from multiple systems of care and public safety using trauma-informed and data-driven decision</p>	<p>OBJECTIVE(S): Objective A1: Increase coordination of entry from multiple systems of care and public safety <ul style="list-style-type: none"> ○ Measure: Annual numbers of screenings that lead to referrals to neighborhood hubs Objective A2: Increase warm handoffs between programs <ul style="list-style-type: none"> ○ Measure: Annual number of screenings that lead to service engagement and the timeliness of engagement Objective A3: Increase organizational capacity through training on the use of trauma-informed practices <ul style="list-style-type: none"> ○ Measure: Annual number of trainees and percent who indicate they have increased knowledge from the training Objective C1: Increase funding for services that are asset-based, community-based, culturally relevant, and trauma-informed <ul style="list-style-type: none"> ○ Measure: Annual new and continuing investments in city and county budgets ○ Measure: Consumer feedback </p>				
<p style="text-align: center;">ACTIVITIES</p>	<p style="text-align: center;">FOCUS POPULATION</p>	<p style="text-align: center;">APPROACH</p>	<p style="text-align: center;">BARRIERS</p>	<p style="text-align: center;">OVERCOMING THE BARRIERS</p>	<p style="text-align: center;">LEAD ORGANIZATION</p>
<p>Solicit feedback from affiliated systems of care about current screening practices and willingness to screen</p>	<p>Community-Based agencies</p>	<p>Primary Prevention</p>	<p>A lack of understanding about the need for gang violence prevention</p>	<p>Connect this issue to the primary issues each sector is working on addressing</p>	<p>Coordinated Entry Workgroup</p>

<p>Develop English Screening Tool</p> <ul style="list-style-type: none"> • Develop Draft Screening Questions • Solicit community input on draft screening questions • Solicit provider input on draft screening questions 	<p>English-speaking Community Based agencies, community members, parents and youth</p>	<p>Primary Prevention</p>	<p>Developing questions that are culturally relevant and meet the needs of a wide variety of stakeholders</p>	<p>Utilize Community Health Workers and youth from the MYC Youth Against Violence Committee to solicit input from other Community members and youth</p>	<p>Youth & Gang Violence Steering Committee, STRYVE</p>
<p>Develop Spanish Screening Tool</p> <ul style="list-style-type: none"> • Develop Draft Screening Questions • Solicit community input on draft screening questions • Solicit provider input on draft screening questions 	<p>Spanish-speaking Community Based agencies, community members, parents and youth</p>	<p>Primary Prevention</p>	<p>Developing questions that are culturally relevant and meet the needs of a wide variety of stakeholder</p>	<p>Partner with Latin@ service providers to develop content and solicit feedback from community members</p>	<p>Latino Network</p>
<p>Determine need for other culturally and linguistically specific screening tools</p>	<p>Other non-English-speaking Community-Based agencies, community members, parents and youth</p>	<p>Primary Prevention</p>	<p>There are limited service providers who provide gang violence prevention services to families in other languages</p>	<p>Reach out to the Immigrant and Refugee Community Organization to determine the utility of such a tool</p>	<p>Youth & Gang Violence Steering Committee, Immigrant & Refugee Community Organization (IRCO)</p>

Integrate screening tools into provider networks in affiliated systems of care	Community-Based agencies	Primary Prevention	Each system has different screening procedures.	Roll out integration of screening tools with each system of care one at a time	Youth & Gang Violence Steering Committee
Provide training to provider networks in affiliated systems of care on: <ul style="list-style-type: none"> • Screening tool • Cultural sensitivity • Trauma-informed practices • Creating welcoming/trusting environments • Gang violence prevention • Youth/Parents Perspective 	Community-Based agencies	Prevention	This would require coordination of training and adaptations based on the system of care.	Develop a training and integration team.	Office of Youth Violence Prevention
Develop Model for Screening & Referral to Services <ul style="list-style-type: none"> • Draft Recommended Model • Modify and Finalize based on system investments 	Local Public Safety Coordinating Council	Prevention	This would require coordination and funding to implement the model.	Advocate for funding based on cost savings from a more efficient system of services, and recent escalation in gang violence	Defending Childhood Initiative (DCI)

Summary of Process

The Workgroup met 16 times, with a total of 10 participants. The Workgroup began its work with members reaching out to affiliated systems of care, such as the SUN Service System, Homeless Families System, Child Welfare System, and others, to determine if they currently ask any questions about gang involvement or experiences of gang violence in their screening processes. Most of the systems responded that they did not currently screen for gang activity and that they would be interested in such a screening. Many indicated a willingness to incorporate questions into their existing processes.

The group developed a draft screening tool with three simple questions, which can be found in Appendix D. They developed a plan for training affiliated systems of care on the screening tool and gang violence prevention more generally. Finally, the work group developed a recommended model for screening and referral to services, which can be found in Appendix E.

The following organizations participated in this workgroup:

- Department of Community Justice
- Northwest Family Services
- Pathfinders of Oregon
- Multnomah County Health Department, STRYVE
- City of Gresham
- Juvenile Court

Theme: Mentors that Get It

OJJDP STRATEGY CATEGORY Community Mobilization	STRATEGY Ensure access to developmentally appropriate and culturally responsive ⁴ mentors through coordination of recruitment, training, and support, for the following populations: <ul style="list-style-type: none"> ■ Youth experiencing risk factors for gang involvement ■ Youth being influenced by gangs and gang-related activity ■ Young people re-entering communities from state facilities 				
GOAL B: Address root causes of violence in our community	OBJECTIVE(S): Objective B1: Increase connections between youth in focus populations and trusted adults <ul style="list-style-type: none"> ○ Measure: Annual number of youth with mentors who are part of the Mentors Network and feedback from those young people 				
GOAL C: Intervene at the first sign of risk and respond effectively when violence does occur	Objective C1: Increase funding for services that are asset-based, community-based, culturally relevant, and trauma-informed <ul style="list-style-type: none"> ○ Measure: Annual new and continuing investments in city and county budgets ○ Measure: Consumer feedback 				
GOAL E: Reduce recidivism rates for our focus population	Objective E1: Decrease number of focus population youth who re-offend <ul style="list-style-type: none"> ○ Measure: Number of youth with another criminal referral within one year Objective E2: Increase re-entry supports for gang involved youth <ul style="list-style-type: none"> ○ Measure: Annual number of youth re-entering Multnomah County from youth correctional facilities each year with a mentor in place 				
ACTIVITIES	FOCUS POPULATION	APPROACH	BARRIERS	OVERCOMING THE BARRIERS	LEAD ORGANIZATION
Develop Network of Organizations with Mentoring Programs that serve gang-impacted youth or those experiencing risk factors for gang involvement	Organizations with Mentoring Programs	Prevention	This would require a coordinator to help with planning and facilitation.	Seek to fund this position, or utilize a portion of an existing persons' FTE.	Institute for Youth Success ⁵

⁴ The individual must possess an understanding of gang culture.

⁵ The Institute for Youth Success is exploring the possibility of taking on this role.

Develop a monthly cross-agency Peer Support Meeting for formal and informal mentors, in order to: <ul style="list-style-type: none"> • Identify best practices • Provide coaching/peer support • Education • Networking 	Formal and Informal Mentors	Prevention	This would require a coordinator to help with planning and facilitation.	Seek to fund for this position, or utilize a portion of an existing persons' FTE.	Office of Youth Violence Prevention
Reach out to OYA to determine how Parole Officers can facilitate connection with formal and informal mentors at least 3 months prior to reentry or before.	Youth 14-25 re-entering the community following incarceration	Re-Entry	Facilities are located throughout the state	OYA has video conferencing equipment Research Aftercare for Indiana through Mentoring (AIM) Model	Oregon Youth Authority (OYA), Volunteers of America (VOA)
Work with Department of Corrections Transition Counselors to connect young adults with mentors 6 months prior to reentry	Young adults 18-25 re-entering the community following incarceration	Re-Entry	Facilities are located throughout the state	Research Aftercare for Indiana through Mentoring (AIM) Model	Pathfinders of Oregon, VOA, OYA, DCJ Adult Services Division
Work with school districts to reduce barriers for mentors with lived experience to enter school buildings	Mentors with a lived experience	Prevention	Schools have restrictions on letting people with criminal backgrounds enter their buildings	Background checks are conducted on mentors in formal programs, which can help alleviate concerns about risk.	MOU Operations Team

<p>Identify components of cross-agency training curricula for formal and informal mentors for both onboarding and ongoing training (at least 2 hours quarterly), including:</p> <ul style="list-style-type: none"> • Culturally Relevant Mentoring Best Practices • Trauma Informed Care • Restorative Practices • Assertive Engagement • Growth Mindset • Other topics 	<p>Formal and Informal Mentors</p>	<p>Prevention</p>	<p>Requires coordination</p>	<p>Connect this work with existing training efforts and coordination through the Network of Mentoring Agencies</p>	<p>Network of Organizations with Mentoring Programs</p>
<p>Develop a centralized place for information to be posted about training opportunities for formal and informal mentors</p>	<p>Formal and Informal Mentors</p>	<p>Prevention</p>	<p>There is a wide variety of places where people go to seek information.</p>	<p>While information can be made available in a centralized place, information sharing will have to be active and include outreach via social networks and other venues.</p>	<p>Network of Organizations with Mentoring Programs</p>

Summary of Process

The Workgroup met 10 times, with a total of 17 participants. In several of their meetings, the Mentors That Get It Workgroup included youth who were in custody at the Multnomah County Detention Center. In the assessment, youth indicated that they wanted mentors that “get it”. The Workgroup started by seeking to understand what characteristics youth were looking for in a mentor. Through technical assistance from the Institute for Youth Success (IYS), the workgroup discussed best practices and current research on components of effective mentoring programs. The Workgroup and youth discussed the importance of both formal and informal mentors in supporting youth. Sometimes a young person’s mentor might be an uncle or a street-level gang outreach worker. The Workgroup, then, set to work on developing activities that were responsive to what they heard from youth and known best practices. They focused their activities in the areas of recruitment, training, support, and coordination.

The following organizations participated in this workgroup:

- Department of Community Justice (DCJ)
- POIC Community Healing Initiative (CHI)
- POIC CHI Mentors
- Institute for Youth Success (IYS)
- Unify Portland
- Latino Network CHI
- Latino Network CHI Mentors
- District Attorney’s Office
- Juvenile Court

Theme: Connection to Schools

<p>OJJDP STRATEGY CATEGORY Social Intervention</p>	<p>STRATEGY Coordinate with and leverage the efforts of multiple stakeholders to achieve better educational outcomes for youth.</p> <ul style="list-style-type: none"> ■ Connect with efforts that reduce disparities in school exclusion ■ Expand trauma informed restorative justice practices ■ Support and enhance recommendations regarding current school reconnection strategies 				
<p>GOAL B: Address root causes of violence in our community</p>	<p>OBJECTIVE(S): Objective B4: Increase restorative justice practices in schools <ul style="list-style-type: none"> ○ Measure: to be determined Objective D1: Increase interactions with youth in focus populations that promote resiliency <ul style="list-style-type: none"> ○ Measure: Annual number of mentors, police officers and school staff that are trained in trauma-informed practices and percent who indicate they have increased knowledge from the training </p>				
<p>GOAL C: Intervene at the first sign of risk and respond effectively when violence does occur</p>					
<p>ACTIVITIES</p>	<p>FOCUS POPULATION</p>	<p>APPROACH</p>	<p>BARRIERS</p>	<p>OVERCOMING THE BARRIERS</p>	<p>LEAD ORGANIZATION</p>
<p>A facilitated certification workshop for mentors, youth, SROs and school staff including restorative justice and trauma-informed practices in schools, with ongoing coaching</p>	<p>Mentors working with gang impacted youth</p>	<p>Intervention</p>	<p>Cost, staff turnover</p>	<p>Seek funding options, Implement Trauma Informed lens in implementation</p>	<p>Resolutions Northwest, DCI, MOU Operations Team, Gresham Police Department</p>

Support the efforts to create a county-wide re-engagement collaborative	Students who have dropped out of school	Intervention	Costs, working across boundaries, the state does not offer any incentive for districts to re-engage youth who drop out	Already underway	Reconnection Services, Gateway to College, Centennial School District
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Summary of Process

The Workgroup met five times, with a total of 18 participants. The Workgroup hosted a focus group with youth at Centennial Park School, an alternative school in one of our focus communities. A summary of the feedback from the youth is in Appendix F.

Research demonstrates that high-quality education that fosters positive social-emotional development in young people protects against violence, whereas academic failure increases the risk of future violence⁶. The Workgroup began by reviewing a list of potential activities initially brainstormed by the Steering Committee. As the group began to narrow the potential activities, they began to focus on three areas:

- Advocates for youth in schools (such as mentors)
- Increasing restorative practices and reduce disparities in exclusionary practices
- Engagement in school

These areas of focus led the group to decide to pursue Trauma Informed and Restorative Practices training for mentors, and improved school re-engagement opportunities for youth in East County.

The following organizations participated in this workgroup:

- Reynolds School District
- Latino Network
- POIC
- Defending Childhood Initiative (DCI)
- Parkrose School District
- Gresham Police Department

⁶ Dahlberg LL. Youth Violence in the United States: Major Trends, Risk Factors, and Prevention Approaches. American Journal of Preventive Medicine 1998;14(4):259-272. - 69.

- Multnomah Education Service District (MESD)
- Centennial School District
- Portland Public Schools (PPS)
- Department of Community Justice (DCJ)
- Resolutions Northwest

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Theme: Employment Opportunities

<p>OJJDP STRATEGY CATEGORY Opportunities Provision</p>	<p>STRATEGY Advocate for year-around access to culturally responsive job readiness and employment/internship opportunities, including wraparound supports and mentorship for the following populations:</p> <ul style="list-style-type: none"> ■ Youth experiencing risk factors for gang involvement ■ Youth involved in gangs who are ready to make a change ■ Youth re-entering communities from state facilities 				
<p>GOAL C: Intervene at the first sign of risk and respond effectively when violence does occur</p>	<p>OBJECTIVE(S): Objective B2: Increase economic opportunity for youth in the focus communities <ul style="list-style-type: none"> ○ Measure: Annual high school graduation / GED completion and youth employment rates in focus communities Objective D1: Increase interactions with youth in focus populations that promote resiliency <ul style="list-style-type: none"> ○ Measure: Annual number of mentors, police officers and school staff that are trained in trauma-informed practices and percent who indicate they have increased knowledge from the training Objective E1: Decrease number of focus population youth who re-offend <ul style="list-style-type: none"> ○ Measure: Number of youth with another criminal referral within one year Objective E2: Increase re-entry supports for gang involved youth <ul style="list-style-type: none"> ○ Measure: Annual number of youth re-entering Multnomah County from youth correctional facilities each year with information about employment programs Objective E3: Increase employment preparation, training, and paid job opportunities for youth in the focus population <ul style="list-style-type: none"> ● Measure: Annual number of employment and training opportunities for youth in focus population ● Measure: Annual employment rate of youth in focus population </p>				
<p>GOAL D: Repair, strengthen and restore our youth, families, and communities that have been affected by violence</p>					
<p>GOAL E: Reduce recidivism rates for our focus population</p>					
<p style="text-align: center;">ACTIVITIES</p>	<p style="text-align: center;">FOCUS POPULATION</p>	<p style="text-align: center;">APPROACH</p>	<p style="text-align: center;">BARRIERS</p>	<p style="text-align: center;">OVERCOMING THE BARRIERS</p>	<p style="text-align: center;">LEAD ORGANIZATION</p>

Customize SummerWorks program for youth involved with gangs that is simpler to access and has incentives for every step along the way.	Gang impacted youth 16-24 that are participating in gang outreach programs	Intervention	Funding for crew leader, funding for quick incentives SummerWorks application process	There are too many barriers for youth without daily access to computers or good computer skills.	STRYVE
Train mentors to be able to help with employment.	Mentors	Intervention	Funding, turnover	Start with CHI Mentors SE Works shared their trauma informed care training info. Make use of training that is already out there.	SE Works, POIC, Latino Network, IRCO
Develop a reach-in program for youth at OYA facilities to inform them of programs in the community where they will live. Youth will then already know someone in that program.	Older youth 17 + in OYA facilities	Intervention	Nonprofits, County and State programs working together	Support OYA in the coordination of these services.	OYA, SE Works
Hire navigators/mentors to assist older youth wishing to access services and get into on-the-job training programs.	18-24-year-old re-entry and gang involved youth	Intervention	Funding to pay for navigators, Funding for incentives, there is not a culture of accepting “navigators” in other agencies	Start with a pilot program with one agency	SE Works

Summary of Process

The Workgroup met 8 times, with a total of 23 participants. The Employment Workgroup included youth who were in custody at the Multnomah County Detention Center in a number of their meetings. A summary of the feedback provided by these youth is included in Appendix G. Research shows that neighborhoods without employment opportunities deny residents the means to earn a living wage as part of the mainstream economy, and people without access to job training, support services, and loans and investment capital may turn toward drug dealing or other illegal activities for income⁷.

The Workgroup began by looking at places and people who could refer youth to job training programs (neighborhood hot spots, home, police, schools attorneys, judges, probation, corrections, parole etc.). The Workgroup evaluated what each of these groups could offer gang-impacted youth. After getting feedback from youth, the group met a few more times to narrow down the recommendations to those listed above.

The following organizations participated in this workgroup:

- Department of Community Justice (DCJ)
- SE Works
- Worksystems Inc.
- Latino Network
- POIC
- Multnomah County Commissioner Jules Bailey's Office
- Portland Office of Youth Violence Prevention

⁷ Dahlberg LL. Youth Violence in the United States: Major Trends, Risk Factors, and Prevention Approaches. American Journal of Preventive Medicine 1998;14(4):259-272.

Theme: Parent Partnership

<p>OJJDP STRATEGY CATEGORY Social Intervention</p>	<p>STRATEGY Enhance efforts to protect families against risk factors for gang involvement and identify resources for stability, advocacy and mobilization for the following populations:</p> <ul style="list-style-type: none"> ■ Parents/caregivers in focus communities ■ Low-income, first-time parents/caregivers ■ Parents/caregivers of gang-affiliated youth 				
<p>GOAL B: Address root causes of violence in our community</p>	<p>OBJECTIVE(S): Objective B3: Increase capacity of parents/caregivers to prevent youth violence <ul style="list-style-type: none"> ○ Measure: Annual number of parents who participate in training on the behavioral health system and the percent that indicate increased knowledge Objective E1: Decrease number of focus population youth who re-offend <ul style="list-style-type: none"> ○ Measure: Number of youth with another criminal referral within one year </p>				
<p style="text-align: center;">ACTIVITIES</p>	<p style="text-align: center;">FOCUS POPULATION</p>	<p style="text-align: center;">APPROACH</p>	<p style="text-align: center;">BARRIERS</p>	<p style="text-align: center;">OVERCOMING THE BARRIERS</p>	<p style="text-align: center;">LEAD ORGANIZATION</p>
<p>Discuss and get feedback on family engagement activities with parents and families who are gang-impacted and/or involved in juvenile justice</p>	<p>African American, Latino, African, Native American, and Asian/ Pacific Islander, Slavic parents/guardians involved in Community Healing Initiative</p>	<p>Intervention</p>	<p>Meeting times, translation needs</p>	<p>Go to their meeting, Develop pointed and relevant questions</p> <p>Ensure translation services for meetings</p> <p>Follow-up and report back on outcomes or next steps</p>	<p>Department of Community Justice (DCJ) (in partnership with culturally specific agencies)</p>

Identify available resources, best and emerging practices at a national level to vet recommended strategies and activities and empower parents	Juvenile Detention Alternatives Initiative (JDAI) Stakeholder Subgroup	Intervention	Involving right agencies/people Costs for services Time commitment	Gauge interest from diverse group and determine questions in advance Engage Justice For Families Adopt a partnership approach to education/training and involvement Work with county to identify resources to support training	DCJ, POIC, Latino Network, IRCO
Organize training for parents whose children are not yet involved in the behavioral health system about how to access treatment and services	Parents of gang-involved or affiliated youth	Prevention / Intervention	Perception of behavioral health system as not culturally- responsive or specific	Partner with and learn from SOC Consumer Leadership Team	System of Care (SOC) Collaborative
Organize initial meeting for parent advocates, parent education providers and families to develop relationships and connection	Gang Impacted Parents/ Caregivers and Parent Advocates	Prevention	Lack of system trust Need an ongoing leader/hub for organizing Parents are being asked to do a lot Interpretation/ Translation	Let parents lead with strong system support and capacity building, and administrative infrastructure. Learn from Community Peace Collaborative (CPC). Leverage existing meetings	DCJ

Organize listening sessions for parents and families	Parents and Youth who have experienced the court system	Intervention / Suppression	Making space welcoming for gang-impacted families Advance communication Translation for multiple languages Logistics--time, and location for working parents and families	Start with and maintain a focus on community defined needs Ensure translation/ interpretation services are available Report back on next steps	Multnomah County Circuit Court
Identify advisory groups (councils, collaboratives) that gang-impacted parents are interested in joining, and identify groups that are interested in authentically involving parents	Gang-impacted families	Prevention and Intervention	Parents/families work and need to support their families financially	Find resources to compensate/pay parents for their time Have parent advocates bring themselves and other parents Choose time and location so parents/families can attend and participate	DCJ
Train early childhood service providers on gang and youth violence issues, dynamics, etc.	Home Visitors and Community Education Workers	Prevention	Organizational capacity in serving gang-impacted families	Need to serve the most vulnerable	YGVSC

Connect gang outreach workers, community health workers, juvenile court counselors and others working with gang-impacted families with early childhood resources and supports	Gang outreach workers, community health workers, juvenile court counselors and others working with gang-impacted families	Prevention and intervention	Outreach workers', JCCs, health workers', etc. plates are full	Build relationships over time	YGVSC, DCJ, DCI, Office of Violence Prevention
Create parent advocacy/mentor roles to support gang-impacted parents of youth involved in the juvenile justice system	Community Healing Initiative Parent groups	Intervention	Engaging agencies/ providers not on contract with JSD	Apply equity lens Learn from Dependency Prelim Orientation	JDAI Stakeholders Subgroup
Educate parents on Measure 11 law and prosecution practices and its implications	Gang-impacted parents	Suppression	Need to avoid deficit-based and scared straight approach Be clear about individual level issues and system level issues Context of racial and ethnic disparities, systemic trauma and current/ historical oppression	Use curricula that are effective (integrating system and historical context) Utilize equity lens in implementation planning	District Attorney's Office, IRCO, POIC

Summary of Process

The Parent Partnership Workgroup met four times, with a total of 16 participants. Rather than create a new workgroup, we were able to leverage the work an existing group that is known as the Juvenile Detention Alternatives Initiative (JDAI) Stakeholders Subgroup, the purpose and makeup of which was ideal for developing the activities for this strategy. Members of this subgroup agreed to focus on partnering with families to prevent gang violence for a series of meetings. Participants were excited that there was synergy between the two efforts and that alignment would help advance their work to engage and build authentic partnerships with juvenile justice system stakeholders.

The Subgroup included parents whose children have been involved in the juvenile justice system, parent advocates, parent educators and staff from many culturally and linguistically responsive providers serving youth and families. This group reviewed their existing activities to determine what was applicable to youth and gang violence; brainstormed new activities; refined, prioritized and shared their recommendations with the Steering Committee. Many individuals and organizations committed to implementing or supporting several of the proposed activities. The original Stakeholder Subgroup will support these ongoing commitments and continue its work to educate, empower, and collaborate with parents and other stakeholders on juvenile justice system improvements and reforms.

The following organizations participated in this workgroup:

- Department of Community Justice (DCJ), Adult Services Division and Juvenile Services Division
- Immigrant and Refugee Community Organization (IRCO)
- Latino Network
- Gresham Police Department
- Youth, Rights & Justice (YRJ)
- Portland Opportunities Industrialization Center (POIC)
- Multnomah County District Attorney's Office
- Northwest Family Services
- Cascadia Behavioral Healthcare, Healing Hurt People
- Multnomah County Department of County Human Services

Theme: Links between Police, Youth, and Communities

<p>OJJDP STRATEGY CATEGORY Suppression</p>	<p>STRATEGY Promote opportunities for police and communities to build positive relationships and establish accountability in the following areas:</p> <ul style="list-style-type: none"> ■ safe spaces for high-quality interaction and meaningful dialogue, ■ evidence-based, culturally responsive approaches, ■ effective models for engagement and training, and ■ misperceptions, mutual fear, and trauma. 				
<p>Goal B: Address root causes of violence in our community</p>	<p>OBJECTIVE(S): Objective B1: Increase connections between youth in focus populations and trusted adults <ul style="list-style-type: none"> ○ Measure: Annual number of youth who participate in advisory councils Objective C2: Increase law enforcement use of community-based, trauma-informed enforcement practices <ul style="list-style-type: none"> • Measure: to be determined Objective D1: Increase interactions with youth in focus populations that promote resiliency <ul style="list-style-type: none"> ○ Measure: Annual number of mentors, police officers and school staff that are trained in trauma-informed practices and percent who indicate they have increased knowledge from the training </p>				
<p>Goal D: Repair, strengthen and restore our youth, families, and communities that have been affected by violence</p>					
<p align="center">ACTIVITIES</p>	<p align="center">FOCUS POPULATION</p>	<p align="center">APPROACH</p>	<p align="center">BARRIERS</p>	<p align="center">OVERCOMING THE BARRIERS</p>	<p align="center">LEAD ORGANIZATION</p>
<p>GETTING POLICE TO THE COMMUNITY</p>					
<p>Obtain items for officers to give away to increase and continue positive interactions between youth and police</p>	<p>Middle school and high school aged youth in North and outer SE/East</p>	<p>Prevention</p>	<p>Personnel time, money to purchase items</p>	<p>Identify police administrative person to request donations to buy incentives and disseminate to officers at North and East precinct as well as SRO's.</p>	<p>Portland Police Bureau (PPB), Gresham Police Department (GPD)</p>

Continue to invite police to already existing community programs/meetings	Middle school and high school aged youth	Prevention	Coverage within a shift to have an officer go to an activity.	Identify officers and provide time on their shift to do community outreach as able due to staffing constraints.	PPB, GPD
Support officers to stop by non-organized activities as well (when they see kids playing ball at a park, walking home from school, etc.)	Middle school and high school aged youth	Prevention	Coverage within a shift to have an officer go to an activity.	Identify officers and provide time on their shift to do community outreach as able due to staffing constraints.	PPB, GPD
GETTING THE COMMUNITY TO THE POLICE					
Make a line of communication for community members to get info to officers about activities happening in the community	Focus community members and police	Prevention	Point person with each agency and police bureau to get this information disseminated to the bureaus	Point person to keep a calendar of community events or use existing on-line calendar like PDX kids calendar. Community events to be discussed at roll calls.	Community Peace Collaborative (CPC), East County Caring Community (ECCC), RENEW, Portland Parks and Recreation
Continue to provide opportunities for the public to interact with police	Focus community members and police	Prevention	Staffing resources and funds	Have officers participate in activities in a rotational/as time allows, based on shift coverage. Look into overtime funds for community activities.	PPB, GPD
CONTINUED TRAINING/PULSE OF THE COMMUNITY					
Continue to promote a consistent message throughout police agencies about the importance and value of community policing	Police	Prevention	Staff may feel this idea won't last or don't have the time/resources	Reiterate the message, coverage to do activities, possible over time.	PPB, GPD

Provide ongoing updated information regarding what the community needs, the changes they are experiencing and how they can be affected based on their culture. Show officers videos made by youth regarding what their needs are, what they are experiencing when stopped by police, etc	SRO's and officers in focus communities	Prevention	Reviewing current training for its effectiveness, updating the training periodically, having community-based agencies providing the training.	Assign someone in the police bureaus' to review the current training for cultural appropriateness, lead persons to work with the police to update training, partnering as appropriate to provide culturally diverse training	Latino Network, POIC, IRCO, DCI
Assure all police agency yearly evaluations address community policing efforts	Police	Prevention	Updating the existing yearly evaluation forms	Updating the existing yearly evaluation forms	PPB, GPD
Police new hires do two full day ride along with officers who can introduce them to partner agencies, mentor and reinforce these goals as part of their orientation.	Newly hired police officers	Prevention	Adding additional training for new recruits Needing more training time from street officers	Police agency seeing the value of this hands-on training. Command staff supporting ridealongs for these new officers Coordinate with additional community members/resources during ridealongs	PPB
More use of written commendations for notable police community engagement interactions.	Police	Prevention	Using current recognition opportunities	Message from the top down Reminders to use recognition opportunities	PPB, GPD

Create an award for exceptional on-going community engagement to be presented at the police yearly awards ceremony (based on community input/recommendations)	Police	Prevention	Approval process	Appoint a person to integrate this award with existing awards	PPB
Establish youth advisory councils to better inform police bureau's work around engaging youth. Youth, in turn, will become more familiar with police bureau through their participation.	Police	Prevention	Capacity and resources to run youth advisory councils	Promote the ability for diverse kids to participate via extra supports to break down barriers (transportation, etc) and via coordination with groups such as Latino Network/POIC for a warm handoff and possibly a pre-MYC training	Multnomah Youth Commission (MYC), PPB
GETTING THE WORD OUT					
Encourage community members to post positive photos or videos of themselves with police officers on the police agency's Facebook/Twitter/Instagram page	Middle and high school aged youth of color	Prevention	Funds and personnel to follow the posts and hand out prizes Social media approval processes	Funds for awards, staff to view and select winners Check with police agency attorney's if there will be an issue with youth/community posting online for prizes	PPB, GPD

Youth-made videos for youth on what to do if stopped by an officer, what your rights are, etc in order to reduce mutual fear, and addressing mutual misconceptions.	High school youth	Prevention	Money, time to make videos, how to get them seen	Partnering with Free Arts NW, NW Documentary, PDX Community Media, and/or Roosevelt Rough Writers to make videos	Free Arts NW
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Summary of Process

The Workgroup met four times, with a total of 38 participants. The Workgroup included representatives from the Portland Police Bureau, Gresham Police Department, Latino Network, GIFT, Street Level Gang Outreach (from multiple organizations), NAACP, Juvenile Services Division, STRYVE, Roosevelt Rough Writers, Rosewood Initiative, Portland Parks & Recreation, and two youth.

In addition to the feedback from the assessment, the Workgroup felt like more input was needed to flesh out the activities. Appendix H includes a summary of participant comments from youth, police, and members of community organizations.

The consensus of all the feedback that the Workgroup received is that there needs to be an ongoing message to police and the community that we all need to come to the table, realizing we all bring our own biases, conflict resolution styles, and individual diversity. While there are current opportunities for these interactions, more need to be created.

The following organizations participated in this workgroup:

- Department of Community Justice (DCJ)
- Portland Police Bureau (PPB)
- Gresham Police Department (GPD)
- City of Portland, Office of Youth Violence Prevention
- Multnomah County Office of Intergovernmental Relations
- District Attorney’s Office
- Portland Parks & Recreation (PP&R)
- Beinestar de la Familia
- Latino Network
- POIC

- Defending Childhood Initiative (DCI)
- Multnomah Youth Commission (MYC)
- Rosewood Initiative
- PDX Parent

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PROCESS FOR PLAN DEVELOPMENT

During the Assessment

The Comprehensive Gang Assessment, completed in 2014, was truly a collaborative community endeavor. More than 1,000 community members shared their perspective through focus groups, one-on-one interviews, and surveys. Through the STRYVE Coalition, a group of community health workers assisted in tailoring the interview and survey tools to reflect a more strength-based perspective. Students at the Leadership and Entrepreneurship (LEP) charter school helped to tailor and disseminate the school-based surveys to more than 200 participants. More than 200 youth and adults attending the Multnomah County Youth Violence Prevention Summit responded to survey questions. Many agencies shared their data, assisted with developing data maps, and provided staff time to develop the assessment report.

Briefly, to complete the comprehensive gang assessment for Multnomah County, the Youth & Gang Violence Steering Committee did the following:

- Assembled representatives of relevant agencies and organizations into (1) a steering committee that provided overall direction, (2) a coordinating committee that provided more day-to-day management and guidance, (3) a project lead team, and (4) a set of multi-agency workgroups that collected the assessment data.
- Collected and interpreted both quantitative and qualitative data, as recommended by OJJDP. The data fell into four general categories—community demographics, law enforcement, community and school perceptions, and community resources—and included the experiences of service providers as well as the views of youth, parents, and community residents.
- Prepared the assessment report, which summarizes the findings and positions the County to develop and implement a strategic plan to address its youth gang problem.

The Multnomah County Comprehensive Gang Assessment, which served as the foundation of this Implementation Plan, is available at <https://multco.us/lpscc/multnomah-county-comprehensive-gang-assessment>.

During the Planning Process

The development of this Implementation Plan was led by the Youth & Gang Violence Steering Committee (YGVSC) of LPSCC in collaboration with gang-impacted youth and families and numerous community partners. Additionally, the Department of Community Justice (DCJ) received funding and technical assistance from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the National Gang Center.

Over the course of two years, the Steering Committee met on a monthly basis to review the results of the assessment, develop a shared vision, and identify strategies to help achieve this vision. The Steering Committee was made up of people who had an interest in, or responsibility for, addressing gang violence in our community. They were charged with:

- overseeing the overall direction of the project

- spearheading efforts within their own organizations to engage stakeholders who could inform the process and/or remove barriers
- developing effective strategies and activities
- promoting policies that will further the goals of the gang implementation plan

For the first year of planning, a smaller subset of the Steering Committee met in between meetings to provide in-depth guidance regarding the process, stakeholder involvement, and timeline. This group was called the Coordinating Committee. The Coordinating Committee included representatives from the District Attorney’s Office, schools, community-based organizations, law enforcement, Multnomah County Health Department, Multnomah County Department of Community Justice, City of Gresham, and the City of Portland. The Coordinating Committee also included two Community Health Workers who themselves had experience with gang activity.

Public safety and social service agencies have their own internal procedures and data systems, as well as their own definitions and understandings of terminology in their fields. Some of these definitions differ from one organization to the next. Because the implementation planning effort was multi-disciplinary and multi-agency, it was important to use consistent definitions for key terms, such as “gang” and “gang member.” At the beginning of the planning process, the Steering Committee spent time developing shared definitions for key terms throughout the plan. These definitions can be found in Appendix I.

During the second year of planning, in order to outline each of the activities necessary to accomplish the desired outcomes, workgroups were developed. Six Strategy Workgroups were formed; one for each of the strategies identified by the Steering Committee. Each workgroup included participants who were willing to take action related to the given strategy as well as people who were members of the populations that were the focus of the activity. A description of the process each Strategy Workgroup underwent can be found in the strategy summaries below.

Based on these inputs, the Steering Committee selected goals, objectives, and strategies that they believe will be most important and effective in preventing and addressing gang violence in Multnomah County.

During Implementation

A good plan requires more than just good strategies. In order to sustain the work over time, strategies to prevent gang violence must be integrated into an infrastructure that can support the effort over time. By building infrastructure into the Implementation Plan, we will ensure that the plan is effective, well-coordinated, and durable.

Structure

The Local Public Safety Coordinating Council (LPSCC) Youth & Gang Violence Steering Committee (YGVSC) will remain the coordinating body for the prevention of gang violence in

Multnomah County. LPSCC is currently in the process of working with its partner agencies to identify dedicated staff to lead the implementation effort. This coordinator will facilitate partnerships to address youth gang violence, link partners with necessary resources, and leverage funding to support gang violence prevention. In addition, the coordinator will support the collection and monitoring of the objective measures outlined in the implementation plan.

This is a collaborative effort. No one agency will be responsible for implementing this plan. Rather, embracing the public health approach to preventing gang violence, all the organizations identified in this plan will embrace partnerships and work collectively to achieve the desired outcomes. All members of LPSCC will work together to ensure that the recommendations inform policy and practice across the County.

Coordination and Integration

Multnomah County's commitment to youth gang violence utilizes multifaceted approaches that:

- align diverse, multidisciplinary partnerships
- engage communities and youth who are impacted by violence
- utilize the best available data, evidence, and strategies to reduce youth gang violence

Therefore, the Implementation Plan is designed to organize existing efforts and launch new efforts to prevent and respond to youth gang violence. Due to the inclusion of existing efforts, it will be integrated into those efforts to the extent possible.

We know that communities that are disproportionately impacted by youth gang violence are also adversely impacted by social determinates of health and exposure to violence. The Multnomah County Health Department (MCHD) leads an initiative known as STRYVE, which stands for "Striving to Reduce Youth Violence Everywhere". It is a national initiative of the Centers for Disease Control and Prevention (CDC) that seeks to apply a public health approach to preventing violence affecting youth before it starts. STRYVE staff work with the Local Public Safety Coordinating Council (LPSCC) Youth and Gang Violence Steering Committee, and other partners to plan and implement youth violence prevention activities in North/Northeast, East Portland, and East Multnomah County including Wood Village.

STRYVE and the Adolescent Sexual Health Equity Program (ASHEP) recently were awarded a new five-year CDC Teen Dating Violence and Youth Violence Prevention grant. This new grant has a six-month planning phase for an implementation plan specific to East County to include two evidence-based strategies: Coaching Boys into Men (CBIM) and Crime Prevention Through Environmental Design (CPTED).

The Defending Childhood Initiative (DCI) of the Multnomah County Domestic and Sexual Violence Coordination Office (DVSCO) was recently awarded a two-year OJJDP Safe and Thriving Communities grant to address all forms of violence including racism. Through the new DCI grant, a subset of the Youth and Gang Violence Steering Committee, known as the Violence

Prevention Coordination Team will be established. This team will develop a framework for how the multiple violence prevention related efforts fit together and advance similar goals.

In 2012, the Oregon Legislature created the Youth Development Council (YDC) in order to help youth who face barriers to education and the workforce get back on the path to high school graduation, college, and/or career. The Governor designated the YDC to receive, administer, and monitor federal grant funds from OJJDP. The YDC provides formula grant funds for gang, restorative justice, and school programs. Applicants to the “Youth and Gangs” Grant are required to utilize the Five Key Strategies from the OJJDP Comprehensive Gang Model. This implementation plan will better organize our many partners around these strategies and align us with efforts to address gang violence throughout the State.

It is important to recognize that while every action makes a difference, a single sector of our community, acting alone, will not be able to make the impact required to alter the path for Multnomah County’s youth. Ultimately, there is no doubt that we must all work together. We must give our time, energy and resources, all while constantly evaluating our efforts based on results and outcomes.

Benchmarks and Accountability

Within the Implementation Plan, the Steering Committee identified specific objectives to ensure inform decision making, improve our strategies and ensure that our strategies remain relevant for the communities that they seek to serve. The Youth & Gang Violence Steering Committee will regularly review progress towards achieving these objectives and implementing the strategies. Additional accountability will be provided by the Local Public Safety Coordinating Council Executive Committee (LPSCC). LPSCC is the backbone organization supporting this implementation plan.

Lead Organizations identified for each activity will provide the Steering Committee with regular updates on progress in implementing the strategies laid out in the Implementation Plan. The Coordinator will support coordination of the activities to ensure they are mutually reinforcing and will achieve the goals and objectives.

Externally, the Steering Committee will continue to engage a number of community partners, including gang-impacted individuals, to ensure that the activities continue to be informed by a variety of perspectives and implemented in a way that is relevant and responsive to community strengths and needs.

Updating the Implementation Plan

Recognizing the complexity of the issues related to gang violence, this plan is intended to be a living document that is open to ongoing revision. The process of revision will allow for the re-evaluation of priorities, the selection of new strategies or reimagining existing ones, and for improved measures to be set. This process will be led by the Youth & Gang Violence Steering Committee (YGVSC) in collaboration with community partners.

Community Context

The success of the implementation of this plan will be impacted by other issues facing our community members. Two of particular importance are issues related to immigration and housing.

Immigration

Immigrants bring many strengths such as a strong family and work ethic, innovation and entrepreneurship, tenacity, and resiliency. Immigration status, however, can put youth at increased risk as it's correlated with exposure to many types of violence, both in the home country as well as in the United States. In schools, not only a student's individual immigration status but also their family members' immigration status is associated with increased bullying victimization⁸.

Undocumented immigrants are at more risk of wage theft⁹, which along with low wage jobs, job insecurity and employer abuse can contribute to economic instability. In addition, a strong work ethic may mean that both parents are away from home working long hours at multiple jobs to make ends meet, which can contribute to family instability. Another factor that impacts family stability is first generation parents navigating and parenting in a context they do not fully understand further destabilizing the family.

Undocumented immigrants face disincentives to report crimes to police. Victims of crimes report fear that officers would inquire about their immigration status or the status of someone they know¹⁰. Immigration status has also been shown to be a barrier to domestic violence victims seeking help from advocacy agencies¹¹. All of these factors can put communities at risk for experiencing increased gang activity and violence.

Additionally, the current political atmosphere has increased fear of deportation. In an effort to ensure that people can get the services they need, regardless of their immigration status, Multnomah County and the City of Portland voted to become a Sanctuary County and City. This means that local law enforcement has been asked not to work with U.S. Immigration and Customs Enforcement (ICE) to help deport undocumented immigrants.

The Youth and Gang Violence Steering Committee has many partner agencies that are working to support communities impacted by this issue because, in order to achieve our goals, all youth and families need a violence-free and opportunity-rich future.

⁸ Jimerson, S. et al. (2010). *International Handbook of School Bullying: An International Perspective*. New York City, NY: Routledge.

⁹ Fussell, E. (2011), The Deportation Threat Dynamic and Victimization of Latino Migrants: Wage Theft and Robbery. *The Sociological Quarterly*, 52(4), 593–615.

¹⁰ Theodore, N. (2013). *Insecure Communities: Latino Perceptions of Police Involvement in Immigration Enforcement*.

¹¹ Reina, A. et al. (2013), "He Said They'd Deport Me" Factors Influencing Domestic Violence Help-Seeking Practices Among Latina Immigrants. *Journal of Interpersonal Violence*, 29(4), 593–615

Housing

Efforts to increase the availability of affordable housing are critical to ensuring safe and healthy neighborhoods. The Comprehensive Gang Assessment included experiences of displacement particularly for communities of color leading to social isolation and unplanned school transition and disruption. The City of Portland declared a state of emergency on housing and homelessness because the number of unsheltered people outnumbers the number of available indoor bed spaces and rents continue to rise. Housing instability and neighborhood quality are correlated with gang activity¹².

In 2016, The City of Portland and Multnomah County created a joint Office of Homeless Services in order to streamline the service delivery system. There is also a partnership known as A Home For Everyone that has brought the city, county, businesses, faith leaders, and community organizations together to form a unified plan to address the housing crisis. The Youth and Gang Violence Steering Committee recognizes that addressing the housing crisis is urgently important for public safety and that the success of these initiatives will impact the success of this implementation plan.

¹² Voisin, D. et al. (2014), Correlates of gang involvement and health-related factors among African American females with a detention history. *Children and Youth Services Review*, 44, 120-125.

CONCLUSION

Gang violence presents a significant challenge in Multnomah County. We cannot achieve our vision of a violence-free, opportunity-rich future for every member of our community if members of our community continue to lose their futures to violence and youth continue to feel unsafe. A challenge as complex as gang violence calls for an effective, collaborative response.

The Youth & Gang Violence Steering Committee of the Local Public Safety Coordinating Council, in collaboration with community partners and gang-impacted individuals from across the County, has developed this Implementation Plan as a strategic plan to prevent gang violence. Emphasizing the value of working across the spectrum from prevention to re-entry, and taking a collective approach, the Implementation Plan responds to the needs identified by the Comprehensive Gang Assessment in three key ways:

- Designating a structure for addressing youth gang violence
- Coordinating and integrating gang violence prevention activities towards shared priorities
- Establishing benchmarks and fostering accountability

With contributions from all the partners identified above, the Implementation Plan establishes the infrastructure for durable, lasting reductions in gang violence. Violence is preventable. By deepening our investment in approaches from prevention to re-entry through the Implementation Plan, we can take steps to achieve our vision.

How to Get Involved

Everyone has a part to play in preventing gang violence. On an individual level, you can play your part by nurturing positive, caring relationships with young people, participating in one of the identified activities, or donating money to organizations that are working to prevent gang violence. More broadly, you can help coordinate resources for youth by aligning your work with the goals and objectives of the Implementation Plan. Many of these strategies are designed to be broad so that anyone can contribute to promoting positive outcomes for youth. Let the Youth & Gang Violence Steering Committee know what you are doing to prevent youth violence so that we can include you as a partner in our collective efforts to create a violence-free, opportunity-rich future for every member of our community.

For more information, contact the Local Public Safety Coordinating Council (LPSCC):
<https://multco.us/lpscsc/webform/contact-us>.

APPENDIX A

LPSCC EXECUTIVE COMMITTEE MEMBERS

For over 15 years, public safety stakeholders have met monthly as Multnomah County's Local Public Safety Coordinating Council (LPSCC) to coordinate their policies and operations and to collectively address issues critical to public safety. The Council, co-chaired by Portland Mayor Ted Wheeler and Multnomah County Chair Deborah Kafoury, also directs the work of several subcommittees and smaller workgroups that focus on emerging issues within the justice system, such as youth violence prevention, law enforcement agency alignment, pre-trial supervision, and mental health services in the justice system.

Executive Committee Members

LPSCC Co-Chairs

Chair Deborah Kafoury, [Multnomah County](#)
Mayor Ted Wheeler, [City of Portland](#)

Members

Rose Bak, DCHS [Domestic and Sexual Violence Coordination Office](#)
Kellie Barber, [Department of Human Services](#)
Lane Borg, Director, [Metropolitan Public Defenders](#)
Gunnar Browning, [Oregon Youth Authority](#)
Deena Corso, [Juvenile Services Division Director Department of Community Justice](#)
Joanne Fuller, Director, [Health Department](#)
Judy Hadley, Citizen Representative
David Hidalgo, Director, [County Mental Health and Addiction Services](#)
Honorable Edward Jones, Chief Criminal Court Judge
Antonio Lopez, [Portland Public Schools](#)
Andrew McCool, Lieutenant, [Oregon State Police](#)
Michael Marshman, Chief of Police, [Portland Police Bureau](#)
Honorable Maureen McKnight, [Chief Family Court Judge](#)
Monique Menconi, [Citizens Crime Commission](#)
Colette S Peters, [Oregon Department of Corrections](#)
Mike Reese, Sheriff, [Multnomah County Sheriff's Office](#)
Brian Renauer, Chair, [Criminology and Criminal Justice, Portland State University](#)
Robin Sells, Chief, [Gresham Police Department](#)
Scott Taylor, Director, [Department of Community Justice](#)
Rod Underhill, [District Attorney](#)
Honorable Nan Waller, [Presiding Circuit Court Judge](#)
Liesl Wendt, Director, [County Human Service](#)
Bill Williams, [US Attorney's Office](#)
Representative Jennifer Williamson, [Oregon Legislature](#)

APPENDIX B

Guiding Frameworks

Public Health Perspective

The YGVSC members determined early on that it was critical to apply a public health approach as we developed strategies to address youth gang violence. As defined by the World Health Organization (WHO), this approach to violence prevention seeks to:

“improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence and consists of four steps:

1. *“To define the problem through the systematic collection of information about the magnitude, scope, characteristics and consequences of violence.*
2. *“To establish why violence occurs using research to determine the causes and correlates of violence, the factors that increase or decrease the risk for violence, and the factors that could be modified through interventions.*
3. *“To find out what works to prevent violence by designing, implementing and evaluating interventions.*
4. *“To implement effective and promising interventions in a wide range of settings. The effects of these interventions on risk factors and the target outcome should be monitored, and their impact and cost-effectiveness should be evaluated.*

“By definition, public health aims to provide the maximum benefit for the largest number of people. Programs for the primary prevention of violence based on the public health approach are designed to expose a broad segment of a population to prevention measures and to reduce and prevent violence at a population-level.”¹³

Equity & Empowerment Lens

In Multnomah County, individuals’ positive or negative life outcomes are driven largely by their race and ethnicity. Across major indicators of well-being and across institutions, people of color fare worse than their white counterparts. Across several of these indicators, the inequities are worse than those experienced at the national level.¹⁴

Although there has been some progress in addressing overt racial discrimination, deeper racial inequities still persist for communities of color. Eliminating the root causes of such inequities requires a more thoughtful, complex and direct analysis of all contributing power dynamics and legal, financial, and environmental factors, accompanied by the understanding that racial, class-

¹³World Health Organization’s Violence Prevention Alliance, *The Public Health Approach*. Accessed at http://www.who.int/violenceprevention/approach/public_health/en/

¹⁴Curry-Stevens, A., Cross-Hemmer, A., & Coalition of Communities of Color (2010). *Communities of Color in Multnomah County: An Unsettling Profile*. Portland, OR: Portland State University.

based and gender-based inequities intersect and complicate the analysis. In order to be truly successful, racial equity work must be addressed at the individual, institutional, and systemic levels.

With consultation from the Multnomah County Office of Diversity and Equity (ODE), the Steering Committee used the Equity Lens at multiple stages of the planning process to prevent unintended consequences by asking questions about the Purpose, People, Place, Process, and Power (Figure 3).

The Multnomah County Equity and Empowerment Lens (with a racial justice focus) is a transformative quality improvement tool used to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs. At its core, it is a set of principles, reflective questions, and processes that focus on the individual, institutional, and systemic levels by:

- deconstructing what is not working around racial equity
- reconstructing and supporting what is working
- shifting the way we make decisions and think about this work
- healing and transforming our structures, our environments, and ourselves

DRAFT

Figure 3:



Equity and Empowerment Lens



Trauma-Informed Practice

In the process of developing this plan, the YGVSC worked to ensure that all strategies consider the impact of trauma on gang-impacted youth and families. Trauma-informed practices are based on an:

- awareness of the prevalence of trauma
- understanding of the impact of trauma on physical, emotional, and mental health as well as on behaviors and engagement to services
- understanding that current service systems can re-traumatize individuals

Trauma-informed practice will look different in every setting, but across settings, we are considering:

- culturally responsive principles
- service recipient involvement
- workforce development¹⁵

Principles of trauma-informed practices include:

- **Trauma Awareness:** Those who are trauma informed will understand the prevalence and impact of trauma among their service recipients and within the workforce. Policy and practice reflect this awareness and may be supported with activities such as screening and assessments.
- **Safety:** Policy and practice reflect a commitment to provide physical and emotional safety for service recipients and staff.
- **Choice and Empowerment:** To facilitate healing and avoid re-traumatization, choice and empowerment are part of trauma-informed service delivery, for both service recipients and staff.
- **Strengths-Based:** With a focus on strength and resilience, service recipients and staff build skills that will help them move in a positive direction¹⁶.

¹⁵ Trauma Informed Oregon (2014). *What is Trauma Informed Care*. Retrieved from

<http://traumainformedoregon.org/wp-content/uploads/2016/01/What-is-Trauma-Informed-Care.pdf>

¹⁶ Hopper, E. K., Bassuk, E. L., & Olivet, J. (2010). Shelter from the Storm: Trauma-Informed Care in Homelessness Services Settings.

APPENDIX C

References to identified themes in the Assessment:

Education:

Gang Involved individuals:

- “Not a lot of adults invested in my education...school was like a job, nobody wanted to go.” (page ES 6)
- “We need more educational opportunities, more job opportunities, and more after school events- too much unstructured time.” (page ES 16)
- Question: “Why do you believe there is gang activity in your community?” Response: They are struggling in school, minds are elsewhere - Money needs to go to mentors, connecting out of school time - Youth need guidance to make the right choices. (A303)
- Question: “Why do you believe there is gang activity in your community?” Response: “Lack of education, educational trauma from being marginalized in school, kicked out” (A299)
- Approximate 50% of gang-involved youth indicated “get into school or education” as a reason for leaving a gang. (page 80)
- Most gang-involved individuals who were interviewed (83% of them) indicated that they had been suspended or expelled from school at some point. Of those, 60% identified the reason as “fighting.” (Page ES 2)
- Statistics regarding school experience for gang involved youth are as follows:
 - ↳ 32% of the interviewees are currently attending school.
 - ↳ 53% dropped out of school at some point.
 - ↳ 83% were suspending or expelled from school at some point. Of those, 60% indicated that they were expelled for fighting.
 - ↳ 70% expressed interest in returning to school. Of those, more than half (52%) are interested in attending college. (Page ES 15)

Respondent from a Youth Serving Agency:

- Question: “What things should be done about gang activity in your community?” Response: “Preventative education in elementary & middle school about the risks & realities of gang life” (page A115)
- “anti-immigrant climate means challenges even for kids that are motivated in school” (A106).
- “I’m not sure, but it seems that the gangsters in my area are too lazy to come to school. If they do, they usually cause problems, which get them suspended and eventually transferred to alternative schools. So they’re still around, but they’re just not in my exact school.” (A107)
- Question: “What issues do you think contribute to gang activity on the part of youth served by your project?” Response: “For African youth, especially boys, not fitting into school settings, dropping out. Hard to be successful in “traditional” ways due to lack of education, lack of English competency, mainstream system not adequate to truly support refugee youth boys.” (a109)

- Question: “What things should be done about gang activity in your community?” Response: “Prevention in schools; support for members to get out; to accurately identify the victims of gangs not just see them all as perps.” (A115)
- Question: “What issues do you think contribute to gang activity on the part of youth served by your project?” Response: “lack of opportunity related to institutional racism in schools, housing, employment and other critical areas.” (A111)
- “there are home and school issues that leave children looking for something, and often gangs seem to fill the void” (A113)

Parent/Family Member

- “Latino and black boys are targeted by gangs and also are underserved by schools.” (page ES 1)
- Less than half of the parents/family members of gang-affiliated youth see gangs as contributing to school or family disruption or causing a public nuisance. (ES 14), But they did see school problems as a cause of gang activity.

Community Leader

- “Educators work to keep kids in school but the data showing disproportionate amounts of black youth being expelled and suspended is very troubling.” (Page A40)
- “Schools need to address discipline policies” (Page A40)
- Question: “What is the general community response to gangs by law enforcement, parents, educators, other community leaders, etc.?” Response: “Kids get kicked out of school which puts them at further risk of getting in trouble.” (page A41)
- “How can the schools be concerned when they suspend or expel youth of color at a disproportional amount. If they had concerns, they would work with the youth and their families.” (A46)
- “Schools need to eliminate their 0 tolerance policies, and get educated about what dress, symbols etc. are actually gang related.” (Page A54)
- Community leaders cited family and school disruption as top gang-related problems. (Page ES 10)
- Community leaders and Parents/caregivers of gang affiliated youth chose “school programs” as one of the Top Six Things That Should Be Done to Reduce Gang Activity. (ES 11)
- “We need more involvement and less talk. Peer mentorship and education.” (ES16)

Community Resident

- “I think the schools can play an important role in prevention but not in fixing the problem.” (A90)
- “Better cooperation is needed from the school districts with public safety and programs designed to support children and families.” (A94)
- “Many kids' needs are not well met by the school system, especially if they are racial minorities, poor, or have English as a second language. Economic opportunities are limited for youth in general, but even more so for children of color, children of poverty, and children with limited educational attainment” said one youth serving agency (A109)

- Question: “How has your community responded to gang activity?”, Response: “Fighting racist school closures and police racial profiling.” (A92)

Youth Summit

- Both adults and youth attending the youth summit see mentoring and quality education and educational opportunities as important in preventing gang activity. (page ES 13)

Focus Groups

- A theme from the focus group responses was the desire to have increased connection at school by providing more personal attention. (Page 84)
- One Theme from the 2 focus groups at MacLaren was the need for positive supports to stay off the streets and to stay connected to school
- One theme that came out of the focus group at Donald E Long was - in order to be connected to school, youth need more personal attention. (A301)

Quantitative Data

- Across all Multnomah County school districts, 18.13% of African-American students were expelled during the 2012-2013 school year. This compares to 5.68% of white students. (Page ES 7)
- Drop-out rates at most school districts were at or below the statewide average in 2012-2013. The exception was Reynolds School District, whose drop-out rate was more than 25% higher than the state average. (Page 39)

Mentors:

Gang Involved Individuals

- “Have the big homies get involved in positive events.” (ES 15)
- “We need mentors who get it.” (Page ES 2)
- “I have been blessed with positive influences and mentors that have helped guide me towards a new path.” (ES 21)
- “Mentors who have been there” (A299)
- “Through the support of family, friends, and mentors, I was taught to value each breath of life and what it really means to be free: being able to make your own decisions, valuing human connection, doing things for the greater good, and setting a positive example for those around you. I was able to rid myself from gangs when I realized that I had a choice.” (ES 19)
- Question: “What do you think would make your community more positive?” Response: “More mentors that are doing things positive that come from one background.” (A259)
- Question: “What do you think would make your community more positive?” Response: “Having mentors meet with kids” (A259)
- Question: “What do you think would make your community more positive?” Response: “hands-on mentors that have knowledge of the group” (A260)
- “Ex-gang members mentoring youth” (A261)

Community Leaders

- Jobs & Mentoring show up in the top 5 things that should be done to reduce gang violence according to leaders, residents, parents/caregivers, and gang involved youth (page ES 11)
- “services need to be delivered by people who have lived it. Mentors who come from a gang affiliated life and build trust, respect, and relationship with youth to build pro-social options and accountability.” (A40)
- “We need more involvement and less talk. Peer mentorship and education.” (ES16)
- Question “What is the general community response to gangs by law enforcement, parents, educators, other community leaders, etc.?” Response: “The general response to gangs by law enforcement is mainly suppression but there are officers who work to engage and mentor youth trying to leave a gang lifestyle.” (pageA40)
- Question: “What is the general community response to gangs by law enforcement, parents, educators, other community leaders, etc.?” Response: “services need to be delivered by people who have lived it. Mentors who come from a gang affiliated life and build trust, respect, and relationship with youth to build pro-social options and accountability’ (A40)
- “There needs to be more of a community effort with everyone working together to provide safe places for youth to go with willing and stable adult role models.” (A41)
- Question: “What should be done to reduce the gang problem in the community?”
Response: “Mentoring by ex-gang members and those who have shared experiences” (A44)
- “Youth need mentors before they are too involved in a gang. They need hope of a future.” (A55)

Parent/Family Members

- One parent survey respondent said, “There are not enough mentors and community agencies have made many promises that go unfulfilled.” (A131)
- Question: “who is responsible for taking action in the reduction of the gang problem?”
Response: “people that mentor the gang members” (A130)
- Question: “Why do you think your child joined a gang?” Response: “He states that he joined cause he wanted a male mentor and as a single mom, was unable to provide more than his name on a wait list” (A132)

Youth Serving Agencies

- “Comprehensive employment readiness, entrepreneurship exposure, career exploration, life skill training, coaching and mentoring (and significant resources to really deliver this).” (Page 71)
- “Invest in mentoring of youth from an early age ...” (page 71)
- Question: “What things should be done about gang activity in your community?” Response: “more outreach from community mentors” (A114)
- “Mentors and communities of faith need to reach out to the young people before they become involved in gangs.” (A114)

Focus Groups

- One theme from focus group participants: Increase mentorship programs to include more mentors who have lived experience with gangs—individuals who can build trust and relationships to support early prevention. (Page 84)
- Theme from Helensview High School Focus Group: Need ex-gang members to act as mentors. (A292)
- Theme from Adult Probation focus group: Need mentors who have lived the same things. (A299)
- Theme from Donald E Long: Want mentors who have been there, lived it, can relate (A301)
- Theme from CRC Focus group: Need mentors who can build trust and relationships for early prevention. (A303)
- Theme from CRC Focus group: Money needs to go to mentors, connecting out of school time (A303)

Community Residents

- “Having community mentors, or someone or somewhere a kid can go for help could be an asset” (A97)

Employment:

Youth Serving Agencies

- Question: “What issues are contributing to the area’s gang problems? What solutions might be available?” Response: “There should be more jobs, more adult supervision, more parental involvement, and schools.” (page 70)
- Question: “What issues are contributing to the area’s gang problems? What solutions might be available?” Response: “Almost every youth I have worked with has said they want a job. Giving them the skills and opportunity to join the workforce is the best investment and gang prevention service we can provide.” (page 71)
- Question: “why do you believe that gang activity is increasing... among the youth that you serve?” Response: “Lack of jobs, poverty, housing issues, lack of youth development activities, family safety, and healing.” (page A108)
- Question: “What issues do you think contribute to gang activity on the part of youth served by your project?” Response: “Lack of viable alternatives. Youth who have criminal charges due to gang or gang-related activity get caught in a cycle of un/underemployment & lack or education/job skills resources.” (Page A110)
- Question: “What things should be done about gang activity in your community?” Response: “JOBS and pre-job training (for a wage) for those younger than 16. Almost every youth I have worked with has said they want a job. Giving them the skills and opportunity to join the workforce is the best investment and gang prevention services we can provide. It is an option for them other than gangs.” (Page A115)
- “We need activities to keep youth off the streets after school, no school days, and also weekend activities to engage youth. They need employment training opportunities with case managers who can follow up with them, and make sure they have the necessary skills and support to get and maintain a job.” (Page A116)

- “The limited number of alternative opportunities for engagement with positive community activity and employment may be a factor in youth not avoiding gang involvement.” (71)
- “Media images tend to glorify gang-like activity, especially for youth of color, and make mainstream employment or commitment to higher education seem 'geeky' or like some kind of sellout to 'the man.'” (A109)
- “The limited number of alternative opportunities for engagement with positive community activity and employment may be a factor in youth not avoiding gang involvement” (A110)

Gang involved Individuals

- “I think we as people need to have more things and jobs to keep them out of the streets or it’s never going to stop.” (page 79)
- Question “What do you think would make your community more positive?” Response: “If everyone can get a career job” (Page A260)
- Question “What should we do to reduce gangs in our community?” Response: “Make sure we have a job when we get out” (Page A300).
- Approximate 50% of gang-involved youth indicated “obtaining a job” as a reason for leaving a gang. (page 80)

Community Leaders

- Jobs & Mentoring show up in the top 5 things that should be done to reduce gang violence according to leaders, residents, parents/caregivers, and gang involved youth (page ES 11)
- Question: “Why do you believe there is gang activity in your community?” Response: “Only job some of these people can get.” (page A39)
- Question: “What is the general community response to gangs by law enforcement, parents, educators, other community leaders, etc.?” Response: “Not enough; we talk but we don't provide adequate education/training opportunities; skills to get and keep a job” (page A40).
- Question: “What should be done to reduce the gang problem in the community?” Response: “12-month vocational job training with stipend pay” (page A45)
- “Barriers to jobs, caused by background checks needs to be addressed” (page A54)
- “Residents have fear and state they feel unsafe being outside in their neighborhoods, community leaders seem unclear what to do and struggle against root causes of poverty, unemployment and domestic violence” (A42)
- “I believe the change comes from individuals who have lived the life but that means they need the support, stability, and employment from our systems to be successful.” (A51)
- “As you move into the implementation planning, please maintain your commitment to engage the voices of current and former gang members and incarcerated individuals. Please include creative strategies to bring the expertise and experience of the community into our structures of prevention (i.e. training and employment of people who have lived experience and can relate to youth experiencing risk factors)” (A54)

Community Residents

- “Those in gangs are sent to prison rather than therapy and job training” (page A81)
- Question “How satisfied are you with the current response to gang activity?” Response: “there need to be more jobs and things for kids to do” (page A93)

- “I think the most important thing is to provide individuals with employment and a means to provide for themselves and their families in a legal way.” (A90)
- “The powerless find power in gangs, so we need to address the fact that they feel powerless to begin with. Poverty, lack of education, inability to find meaningful employment.” (A94)

Quantitative Data

- The FBI specifically references job availability as a factor that is known to affect the volume and type of crime occurring from place to place (page 16).
- Between 2005 and 2012 the unemployment rate in the county rose from 4% to 6%, an increase of 16,800 people. (ES4)

Focus Groups

- One of the themes that came out of the Latino Network focus group was a desire for increase employment and youth summer jobs. (Page A298)
- One theme that came out of the 2 focus groups held at Donald E Long was that youth want jobs and extracurricular activities outside of school. (Page A301)
- Question: Why do you believe there is gang activity in your community? Focus group Theme: Lack of employment and housing. (83)
- Theme CRC Focus group: Interest in training and skill development to assist with re-entry and employment (A303)

Law Enforcement:

Parent/Family Members

- “My child has never joined a Gang. He has friends he has known since grade school who are in Gangs. I believe the Portland Police have him marked as a gang member though he has never been in a gang. Problems arise when he is approached by the police anytime they see him. This has led to my son having nervous twitches and anxiety. He is stopped, talked to and sometimes searched for no reason. This actually made him perform worse in school for a time. I am happy to say that he is graduating from high school this year.” (A133)
- “police intervention usually only leads to arrest and racial profiling” (A130)

Gang Involved Individuals

- Gang involved Interviewees varied in their perceptions of their treatment by police officers (Figure 57). The largest percentage of interviewees (47%) feel that they are not treated fairly by the police most of the time, while 10% feel that they are treated fairly most of the time. (80)

Quantitative Data

- According to the National Crime Victims’ Survey more than half of gang victims (53.9%) did not report their victimization to the police. (ES9)

- According to the National Crime Victims' Survey, victims of gang crimes were 4.4 times more likely than other victims to say that they did not report the crime because "police are biased." (ES9)

Youth Serving Agencies

- "Police, County, City staff should try to understand gang influence and gang dynamics more from culturally specific approaches. Funding is especially needed for the African immigrant population." (A115)

Focus Groups

- Theme from MacLaren Focus Group: Police is just a legal gang (colors, structure, behavior) (A294)
- Rosewood Initiative: The Police really do not understand our situations. They ride around in cars and they do not know how we live. (A305)

Community Leader

- "Law enforcement, GET, are respected by the gang members and their families for the most part. Other law enforcement who do not know the gang members or who treat them disrespectfully cause many more problems in the community." (Page A46)
- "I don't see much Gang Activity, and think the whole issue is much overblown. The perception of Gang Activity does support larger and larger Police Budgets, so perhaps that has an influence on the issue. I partner with my neighbors to keep neighborhood crime down, but I see no evidence that the car prowls and break-ins that happen around here are Gang Related." (A29)
- "The general response to gangs by law enforcement is mainly suppression but there are officers who work to engage and mentor youth trying to leave a gang lifestyle. There is also a youth referral program through OYVP where police can refer the youth in danger of becoming involved in gangs. So law enforcement also works in areas related to intervention and prevention." (A40)
- "Police attend neighborhood watch events to instill fear of 'others' among white property owners. Suspicion inhibits community cohesion in a time of population shift. I've witnessed neighbors beginning to pause, to observe the recent increase of police stops on people of color." (A42)
- Question: "What is the general community response to gangs by law enforcement?"
Response: "Targeting black kids for enhanced police actions including searches, stops and mere conversation." (A42)
- Question: "What should be done to reduce the gang problem in the community?"
Response: "Community-based Know Your Rights Training, so police over-reach can be checked by citizen awareness of constitutional protections" (A45)
- Question: "What should be done to reduce the gang problem in the community?"
Response: "Return of--and funding for--the Community Police program" (A45)
- "These problems cannot be 'policed away'. They are systemic." (A46)
- Question: "Are you satisfied with the current response to gangs by law enforcement?"
Response: "Less police violence, please." (A47)

- Question: " How can you help to improve the community's response to gangs?" Response: "Present a rationale. Develop criteria for interjecting armed officers into daily life, when no probable cause exists. Let us know how often 'mere conversation' results in an arrest. Sample PPB Stop Data for correlations between the depth of pigmentation and 'hit rates,' vs. non-productive stop & frisk. Report to the community the effectiveness of relying on Independent Police Review to improve officer conduct." (A52)
- "Stop the Police from frisking and chasing youth of color." (A52)
- "What law enforcement has done is not working. The Portland Police and the DA's Office are seen as hostile to much of Portland's Community of Color. It is much worse for people labeled as Gang Involved or Gang Affiliated. These labels are often given inaccurately." (A54)
- "What law enforcement has done is not working. The Portland Police and the DA's Office are seen as hostile to much of Portland's Community of Color. It is much worse for people labeled as Gang Involved or Gang Affiliated. These labels are often given inaccurately." (A55)
- "Clear definition of gang member so that black and brown kids are not targets of enhanced police presence simply because of their skin color. Explain to the community what a gang member is not just how many black kids you believe are gang members. Police have no credibility based on their own 2011 traffic stop data. Portland police gang enforcement need to be retrained by community experts" (A56)
- "There is a widespread problem of police response by SWAT teams etc becoming so robust that it adds to problems of violence in the community." (A55)

Community Resident

- Question: "How has your community responded to gang activity?" Response: "Fighting racist school closures and police racial profiling." (A92)
- Community residents and parents/family members of gang affiliated youth would like to see more police presence or protection as a way of preventing gang membership and gang activity. (ES11)
- Question: "Do you feel safer in your community than you did two years ago?" Response: "Prostitution & drug activity reduced, by excellent police work." (A72)
- Question: "Do you feel safer in your community than you did two years ago?" Response: "East Precinct officers have been great in coming down the street just about every day. Prostitutes- hardly ever now but, no matter police check" (A72)
- Question: "Please pick the top three concerns that you have about your community if any." Response: "The tactics that Law Enforcement uses on People of Color in my community, including the Transit Police" (A77)
- "by Police and the Criminal Justice system, I am talking about community policing and supervision, not jails. I think there are a lot of police and community corrections individuals who's heart to serve the public is in the right place and have the potential to help people to see alternatives." (A90)
- "Unfortunately some people have the attitude that the police need to round them all up and put them in jail. Not realizing that problems will continue until the root of the problem is corrected." (A91)

- Question: “How has your community responded to gang activity?” Response: “The police and majority population responded by labeling and supporting the mass incarceration of minority youths” (A91)
- “I don't envy the police. They I know work really hard, putting their lives on the line daily. I have considerable respect for them. Gangs are not only a police issue, it is a community issue. We all own it, unfortunately. We all have to be part of the solution.” (A92)

DRAFT

APPENDIX D

Local Public Safety Coordinating Council
Youth & Gang Violence Steering Committee
Coordinated Entry Workgroup

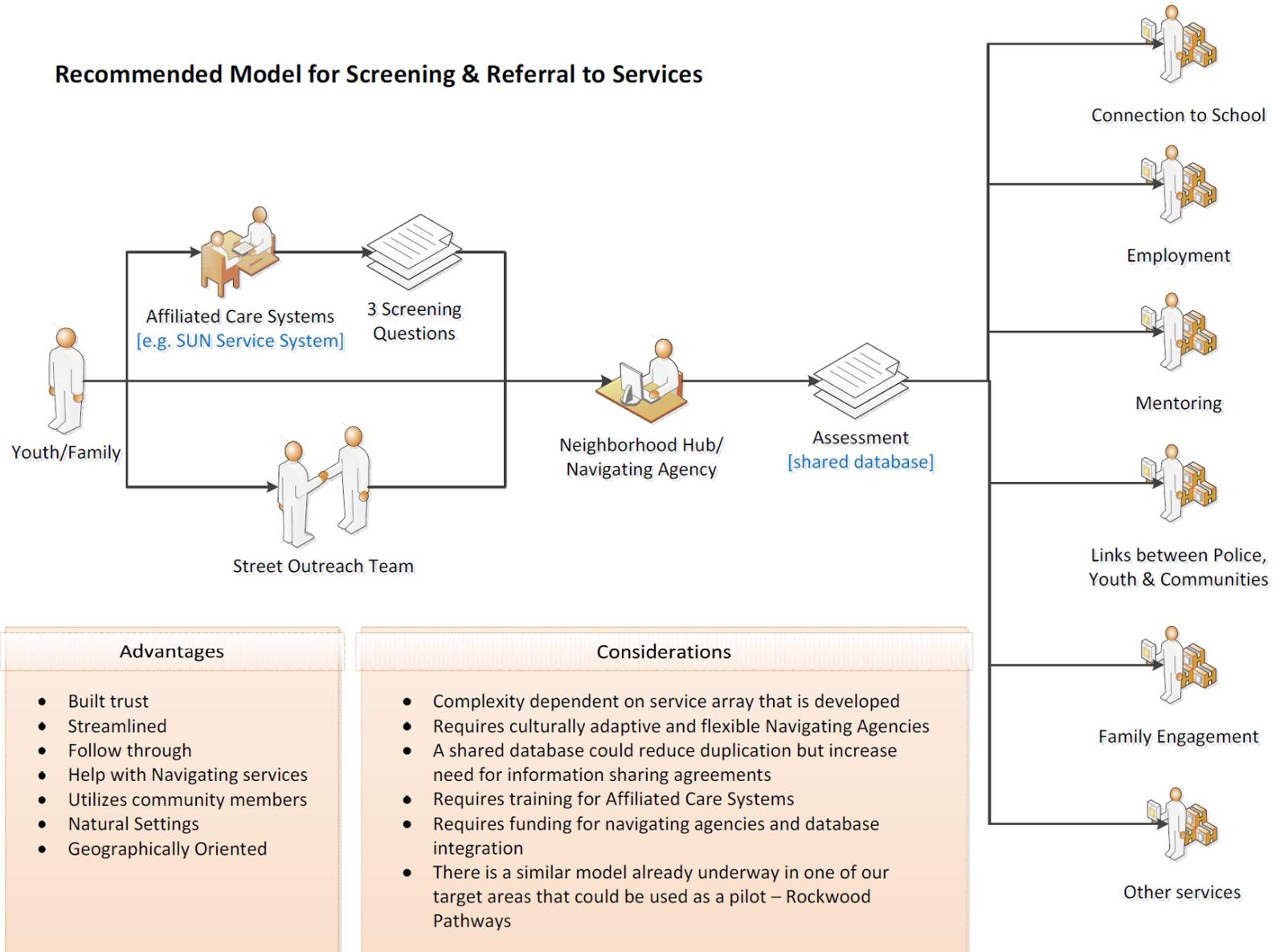
DRAFT – Screening Questions for Affiliated Care Providers

1. Do you have experience with gang violence where you live, work or go to school?
2. Do you personally know someone in a gang?
3. Are you interested in getting connected to youth violence prevention services, such as mentoring, education, employment, treatment and/or family support services?

DRAFT

APPENDIX E

Recommended Model for Screening & Referral to Services



APPENDIX F
Summary of Feedback from Centennial Park School Students who participated in a Focus Group hosted by the Connection to Schools Workgroup

After the Connection to Schools Workgroup somewhat narrowed down their list of potential activities, they hosted a focus group with students from Centennial Park School, an alternative school in one of the focus communities, to get their feedback about the potential activities.

The youth indicated that they need mentors and teachers who care and are not just doing it to be paid. They wanted smaller environments and that they have access to check in with someone every day. Youth wanted non-judgmental teachers that help you understand the reason behind a rule, can accommodate their needs, and would not let them fail. They want teachers and staff who are willing to give them second chances. Students felt that when they were in trouble at the larger schools that the staff wanted to get rid of them as fast as possible.

When asked about equity training for teachers, one youth said that teachers need to learn about equity first, and then ask people when they have questions. Teachers should not rely on students to teach them about equity. When asked about Restorative Justice, the youth wanted to have everyone start the process in elementary school so it would be a normal thing by high school.

Youth also mentioned that they wanted to pick their own mentors, have a chance to make a difference, and experience new opportunities.

APPENDIX G
Summary of Feedback from Youth Who Participated in the Employment Workgroup

The Employment Workgroup included youth who were in custody at the Multnomah County Detention Center in a number of their meetings. The following is a summary of the feedback they received from youth participants.

The youth indicated that they want information about job training programs, but they need to learn it from people they trusted or from social media. They were not supportive of getting information from “systems” (law enforcement officers, Deputy District Attorneys, Judges, or Juvenile Court Counselors). Youth expressed that they are labeled as gang members because of their crimes and associates. They did not feel that these “systems” (specifically the Deputy District Attorneys) acknowledge that everyone is different.

According to the youth, job readiness programs need to be shorter, so that youth can experience more than one career opportunity. They want programs to provide them with second chances and incentives along the way. Youth want culturally specific programs that provide them with information about their cultural history.

Young people in correctional facilities want employment programs that initially connect with them in the facility and can support them in navigating barriers when they get out. Programs need to have a rolling entrance date and they need to address the specific needs of re-entry youth.

APPENDIX H

Feedback from Focus Groups conducted by the Links between Police, Youth, and Communities Workgroup

Focus groups were conducted with 26 youth. The ethnic breakdown of the youth participants was 14 Hispanic, 6 African American, 4 Caucasian, 1 African American/Asian and 1 Pacific Islander.

Youth Feedback

The youth indicated that they see a difference between officers who want to get to know them, and work with them versus officers who want to “just take you to jail.” Youth stated “officers should be more approachable” and they want them to “care about them as people” noting, in particular, that they quickly feel disrespected and/or uneasy if an officer’s hand hovers over their gun before or while talking with them. Comments included: “Why can’t they take their sunglasses off when talking with us?”, “Can they ever just roll down the window to say ‘hi’ or come play basketball with us?”, “Do they always have to have their uniforms on?” One youth stated: “When a cop opens their car door, my reaction is to run whether or not I have done something wrong.” Youth indicated that the relationship needs to be worked on especially at the middle school age. Most of them became wary of officers versus seeing them as allies at this age.

Almost all youth are able to tell stories of individual officers who have helped them. “I know not all cops are bad. I’ve read articles recently about police doing good things too, but I don’t think it’s enough. Relationships can be strengthened if they just pay attention to the problems at hand. Listen to the youth and try to find ways to help them rather than intimidate them.” Several noted, when an officer does arrest them, the process is much better if the officer communicates during the interaction. This causes them to respect the officer more, even though they don’t like what is happening. This idea is often referred to as procedural justice.

Numerous youth indicated they want officers to listen to them, treat people equally, and be respectful when interacting with people of color. “Treat people the way you want to be treated”. “It’s simple. If cops want a better reputation they need to be genuinely invested in the community. They need to care.” “People are going to base their judgment off of the interactions they’ve had. If someone meets a cop that is rude as sh**, then that’s what they’re going to think of all cops. It’s important to check those cops first because they are the ones ruining it for the rest.”

Law Enforcement Feedback

Officers want to be recognized for the strides they have made as a whole, and their ongoing community outreach. They want the community to see them as individuals, not just a uniform. Many officers see the value in engaging with the community to promote mutual understanding and hope to see more venues to do so in the future. Community policing efforts need to be continued and supported with more opportunities for engagement, creative ideas, modeling,

and consistent conversations within police departments. Each of the police agencies within our County should provide opportunities for community engagement as often as possible, within the constraints of the shift, agency, etc.

Officers would like to see ongoing communication with the public, in order to stay up-to-date with trends in the community, their needs, views, etc. This is essential to the success of community policing. How this is presented is very important. “Officers may check out if we call it diversity training.” “If we have it be experiential and useful, rather than just checking the box to say it is done, it will be much more successful.” An officer also spoke of ways to do policing which empowers the community. For example, rather than doing curfew sweeps to round up kids and take them home, one agency recently contacted parents to come out to the youth and took that opportunity to work with the family to problem solve, talk about curfew laws, and address concerns.

Community-Based Organizations

Participants working at community-based organizations indicated they would also like more opportunities to work with the police, including having them at functions and meetings. “We need to have open, honest conversations to help promote young people.” “There needs to be more face to face interaction opportunities to promote more mutual understanding.” “Consistency is so important.” “In an interaction, it is important for officers to show they care about the youth as a person.” “When approaching a community member, approaching with the question ‘Are you okay?’ can change the whole interaction.”

Consensus

The consensus of all the feedback that the Workgroup received is that there needs to be an ongoing message to police and the community that we all need to come to the table, realizing we all bring our own biases, conflict resolution styles, and individual diversity. While there are current opportunities for these interactions, more need to be created. The recommended activities should be reviewed on a regular basis in order to assure their value and relevance in the future. Information should be shared regularly on opportunities for the community to engage with the police and vice versa. Lines of communication should be fostered so we can work together with our diverse and continually changing community within Multnomah County.

APPENDIX I

Defining Key Terms

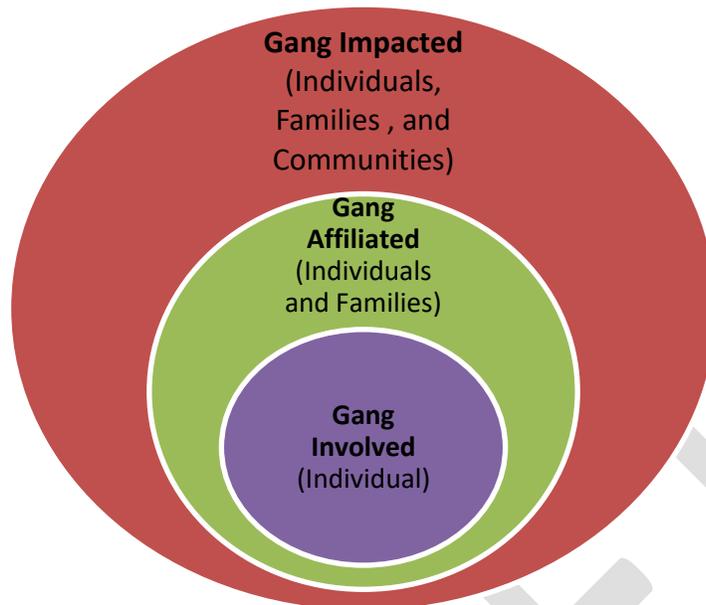
Public safety and social service agencies have their own internal procedures and data systems, as well as their own definitions and understandings of terminology in their fields. Some of these definitions differ from one organization to the next. Because the implementation planning effort was multi-disciplinary and multi-agency, it was important to use consistent definitions for key terms, such as “gang” and “gang member.” Accordingly, the YGVSC utilized the following definitions of terms for the plan (Figure 4):

- **Gang:** The following criteria are widely accepted among researchers for classifying groups as gangs:¹⁷
 - The group has three or more members.
 - Members share an identity that typically is linked to a name and often other symbols.
 - Members view themselves as a gang, and they are recognized by others as a gang.
 - The group has some permanence and a degree of organization.
 - The group is involved in an elevated level of criminal activity.¹⁸
- **Gang involved:** An individual who directly or indirectly participates in gang activity.
- **Gang affiliated:** An individual who associates with gang involved individuals through family or social networks but does not directly participate in gang activity. These individuals may be involved in prevention, peacemaking, and/or intervention.
- **Gang impacted:** An individual, family or community whose quality of life is affected by gang activity.

¹⁷Decker and Curry, 2003; Esbensen et al., 2001; Klein, 1995b; Miller, 1992; Spergel, 1995)

¹⁸Accessed at <http://www.nationalgangcenter.gov/About/FAQ#q1>

Figure 4:



In addition, because this implementation plan was designed to align with the YGVSC's four-pronged approach of primary and secondary prevention, intervention, suppression, and reentry, the YGVSC utilized the following definitions for these approaches:

- **Primary prevention (community and system):** Strategies that strengthen community capacity to address root causes of violence before it occurs by coordinating multi-sector partnerships that impact risk and protective factors for exposure to violence.
- **Secondary prevention (individual and family level):** Strategies that focus on individuals and families experiencing multiple risk factors, who demonstrate behaviors that have come to the attention of the community, schools, or law enforcement.
- **Intervention:** Strategies that involve community-based stakeholders, law enforcement, and the juvenile/criminal justice system in connecting gang-impacted individuals, their families, and their communities with needed services and supports.
- **Suppression:** Strategies that involve law enforcement, the juvenile/criminal justice system, and community-based stakeholders in supervising and monitoring gang-involved individuals and interrupting gang-related criminal activities.
- **Reentry:** Strategies that maximize healthy reintegration into families and communities, after an individual has been in detention, a youth correctional facility, jail, or prison.