

A Guide for Understanding
Effective
Community-Based
Gang Intervention

Volume II

What is **Gang Intervention**?

How do You Measure its **Effectiveness**?



TONY CÁRDENAS
Councilmember, 6th District

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Dedication

Volume II is dedicated to all the victims of gang violence and to those who continue to work toward peace and prosperity in our communities.

A special acknowledgement to Darren "Bo" Taylor who lost his life during the development of the Community-Based Gang Intervention Model.

Acknowledgments

Los Angeles City Councilmember Tony Cárdenas would like to thank the following individuals and agencies for their continuing efforts in creating long-lasting peace in Los Angeles and beyond. This guide would not have been possible without their input based upon decades of working with and connecting tens of thousands of youth and their families to jobs, education, cultural arts, and other necessary services and programs. Through their efforts, Los Angeles and the rest of the country now has a blueprint for understanding and adequately funding community-based gang intervention:

Bobby Arias, Communities in Schools
 Rosemarie Ashamalla, Sunrise Outreach Center
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 Dameian Hartfield, Watts Gang Task Force
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Forward

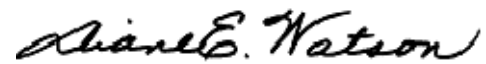


I would like to thank Councilman Tony Cárdenas for bringing forward a nationwide model on how to prevent gang and youth violence. For many years, Councilman Cárdenas has been a champion for youth development in the California State Legislature and the Los Angeles City Council. His leadership is a blessing to the people of Los Angeles and to the nation and that is why I have attached his name to my legislation, the Tony Cárdenas Community-Based Gang Intervention Act, H.R. 3526.

For the first time in the history of America, we now have a definition and a model that every community across the nation can use to ensure that agencies are held accountable for providing intervention services and that funding is utilized in a cost effective manner. I've introduced the Tony Cárdenas Community-Based Gang Intervention Act which will provide definitions of terms and services related to community-based gang intervention programs.

The Tony Cárdenas Community-Based Gang Intervention Act is the product of the hard work and collaboration of Los Angeles-based gang intervention agencies. Together, they worked to develop the following model that provides solutions to alleviate the plague of gang violence that affects not only Los Angeles, but the entire country. I, along with the intervention community are the ultimate believers in providing individuals with a second chance, that no child should be thrown away.

The overall premise of this legislation has already been adopted by the City of Los Angeles, but now it is time to work towards making this gang prevention model a national standard. Los Angeles gave the world the Crips and the Bloods and now it is time we take a leadership role to change the tremendous influence gangs have on our young people and society.



DIANE E. WATSON

Congresswoman, California's 33rd District

Introduction



Today is a unique moment of community optimism, yet deeply felt economic insecurity; neither of which has been felt in decades. As our federal government and local municipalities struggle with never-before seen rising deficits, the justice system is forcing governments to spend more of their general fund expenditures on corrections and incarceration rather than on social programs and services, such as: education, jobs, housing, and healthcare.

More individuals are becoming politically engaged, inspired, and motivated around cost-effective and proven approaches to reducing violence despite the government eliminating vital programs and services, in favor of incarceration. Today, overwhelming data and research reveals the danger of relying solely on incarceration as a deterrent to violence. Studies emphasize the direct connection between poverty, homelessness, an inadequate education system, and limited economic opportunities with violence and juvenile delinquency. When governments and communities comprehensively and holistically address these root causes and conditions, violence does and is proven to substantially decrease.

During my 12 years as a legislator, I have committed myself to working on youth development, juvenile justice, and public safety issues. As such, I released *A Guide for Understanding Effective Community-Based Gang Intervention*, a handbook intended to provide a better understanding of community-based gang intervention while at the same time outlining why communities and governments across the country should prioritize and invest in gang intervention as a way to increase peace-building efforts and overall public safety.

Since the release of the guidebook, hundreds of elected leaders, community-based agencies, universities, and community members from around the country have requested copies. On July 31, 2009, Congresswoman Diane Watson (D-CA) introduced the “Tony Cárdenas Community-Based Gang Intervention Act,” federal legislation that incorporates the community-based gang intervention model and definition and provides a nationwide approach to reducing youth violence. It’s the first federal bill to help professionalize gang intervention workers across the country and hold them accountable for the services they provide.

Now is the time to recognize that our juvenile justice system must be for the care and treatment of our children, not simply incarcerating and punishing them. Now is the time for change. Now is the time to ensure that we are smart on crime and providing all the necessary opportunities for youth and families most in need of services. Now is the time to support Congresswoman Watson’s “Tony Cárdenas Community-Based Gang Intervention Act.”

With the growing demand for *A Guide for Understanding Effective Community-Based Gang Intervention* and increased questions surrounding the role of intervention, I have expanded the first edition of the guidebook and created Volume II which includes the latest information and research regarding incarceration and a new chapter on professional standards and training.

Thank you once again for all your efforts and I urge you to join me and others who are creating and implementing innovative and forward-thinking policy and programs that fundamentally challenge and transform the way that we effectively address and reduce gang violence.



Tony Cárdenas

TONY CÁRDENAS

Councilmember, City of Los Angeles, 6th District

PART I:

THE REASON FOR COMMUNITY-BASED GANG INTERVENTION



PART I: THE REASON FOR COMMUNITY-BASED GANG INTERVENTION

The Cost of Incarceration

For the first time in the history of America, more than one in every 100 adults are now incarcerated in prison or jail.¹ Even more startling is the fact that the United States incarcerates more people than any other country in the world with more than 2.2 million people behind bars and another 5 million people on probation or parole.²

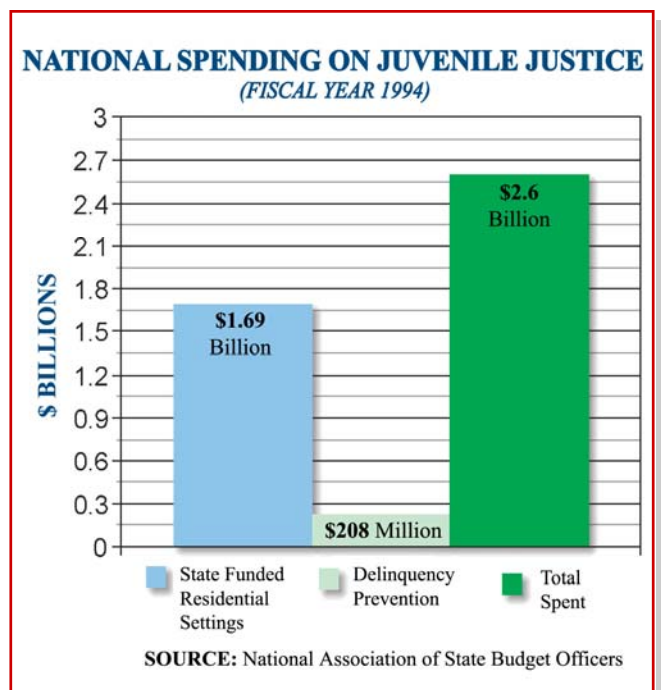
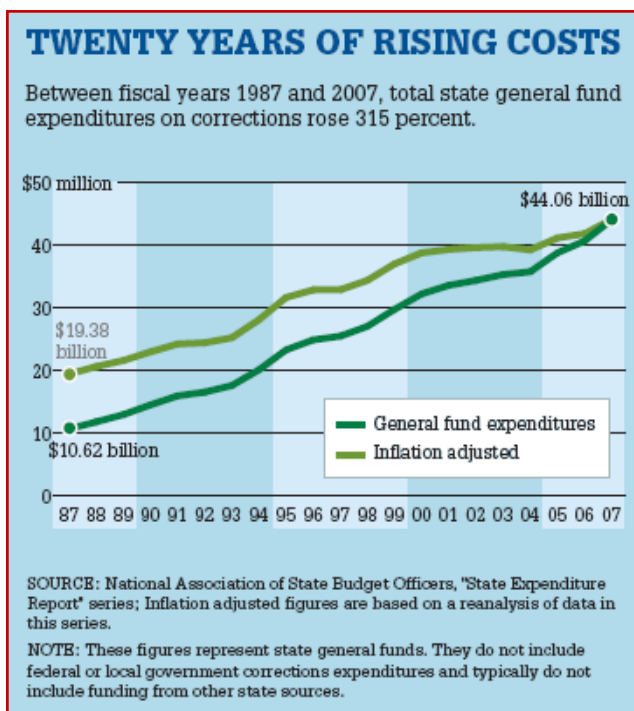
The growing prison system is impacting every state in America with total state spending on incarceration topping \$44 billion in 2007, which is up from \$10 billion dollars in 1987.³ Given this reality, prisons are now the fourth-largest state budget item, behind health, education, and transportation.⁴ As a result, vital social programs and services, such as education, jobs, housing, and health care, are being drastically cut or eliminated to maintain the booming prison industry.

Direct expenditure for each of the major criminal justice functions (judicial, corrections, police) has increased substantially since 1982 with hundreds of billions of dollars spent. From 1982 to 2005, expenditures have increased 474% for the judicial system, 619% for corrections, and 396% for police.⁵ This has taken a dramatic toll on local

spending as local governments are forced to spend more of their general fund expenditures on corrections and incarceration, spending more on criminal justice than the State and Federal governments.⁶

However, as America spends more money on corrections and incarceration, less money is being spent on juvenile delinquency prevention and intervention resources and programming.

The most recent data for national spending on juvenile justice comes from 1994 and reveals that the states spent approximately \$2.6 billion on juvenile justice expenditures. State funded residential settings, such as detention centers, accounted for about 65% or \$1.69 billion of the total expenditures. As a direct result, delinquency prevention accounted for only 8% of juvenile justice expenditures in 1994, or \$208 million.⁷ Taking inflation into account and the fact that states now spend billions of dollars annually on corrections and incarceration, these numbers do not adequately reflect the huge gap that currently exists between incarceration costs and prevention and intervention spending.



The Cost of Incarceration

“Investing in prisons and corrections has not significantly helped to rehabilitate the youth and families that I work with. Governments can considerably decrease gang violence by appropriately funding education, jobs, and intervention.”

- Gregory Thomas, KUSH Incorporated, Gang Interventionist

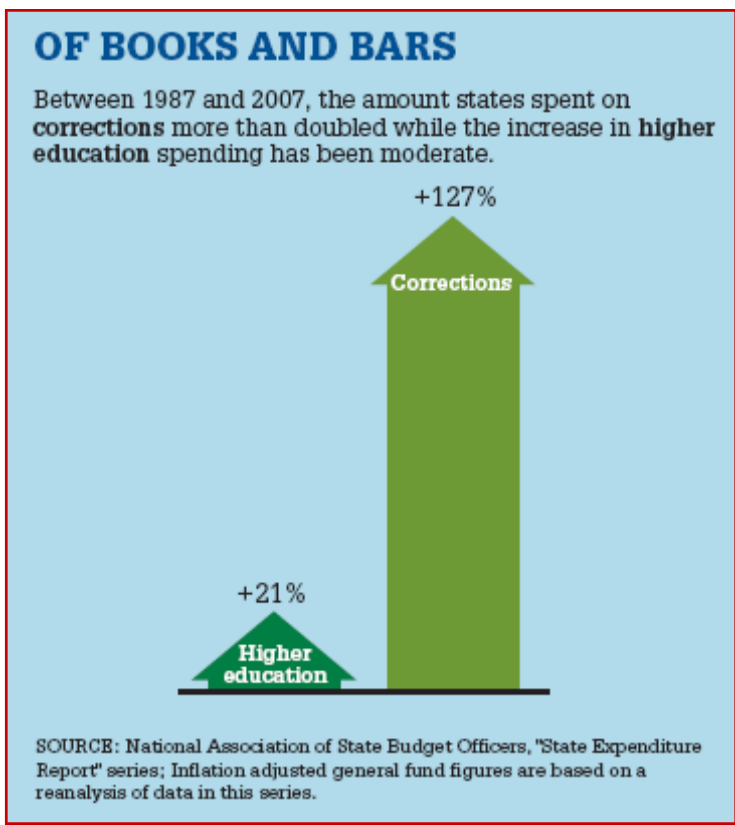
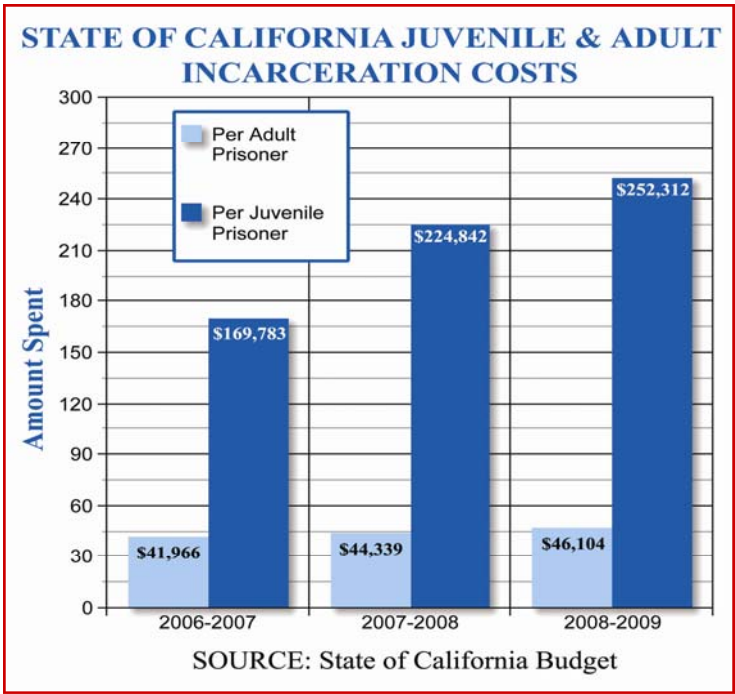
Although state trends vary widely, California continues to influence policy-makers nationwide while the state continues to lead the country in incarceration costs and its prison population.

Currently, California leads the world in incarceration rates with more than 175,000 people in our state prisons and county jails.⁸ California spends over 10 billion dollars a year in incarceration costs, exceeding the 7.1 billion dollars that the state spends on both the University of California and the Cal State University Education system’s budgets combined.⁹

Los Angeles, the biggest city in California, has spent billions of dollars on incarceration and policing while the number of alleged gangs and gang members continues to increase at an alarming rate.

Law enforcement agencies report that there are now six times as many gangs and at least twice the number of gang members in the region than there were twenty years ago.¹⁰ As a result, Los Angeles has the largest number of alleged gangs and gang members in the world, with an estimated 700 gangs and 40,000 gang members in the City of Los Angeles and allegedly over 1,076 gangs and more than 80,000 gang members throughout the County of Los Angeles.¹¹

California taxpayers now spend roughly \$46,000 a year to incarcerate one adult and \$252,000 a year to incarcerate one youth in a state facility. According to the authors of the Juvenile Justice Crime Prevention Bill, it only costs \$1200 - \$1300 a year to keep that same youth or adult in a gang intervention or prevention program, less than one percent of the total cost of incarceration.¹²



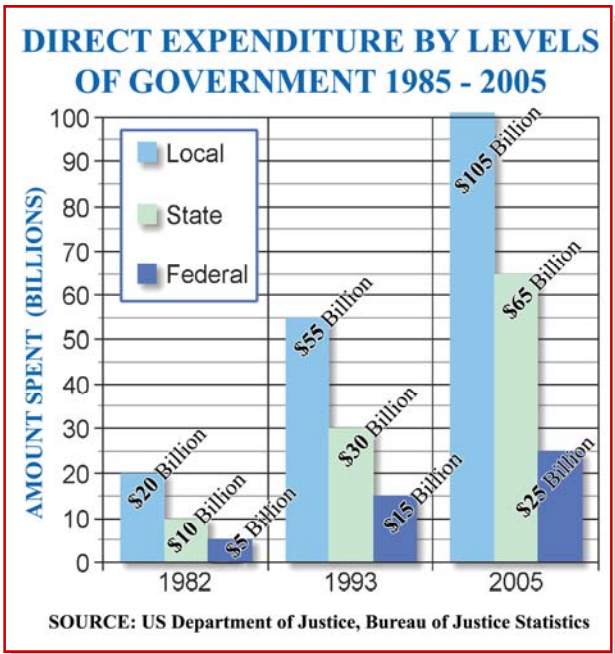
The Cost of Incarceration

As the pool of public dollars available for education, housing, and social services decreases in direct proportion to the increases in incarceration spending, lawmakers and communities are looking for and developing smart, innovative, and cost-effective strategies to increase public safety and reduce America's over reliance on costly incarceration.

However, before proceeding in developing comprehensive violence reduction strategies, America must acknowledge and address those larger, entrenched social conditions and issues such as poverty, homelessness, an inadequate education system, and limited economic opportunities that give rise to gangs and gang violence.

More than enough research and evidence exists that demonstrate that violence substantially decreases when governments address the root causes of gang violence while at the same time adequately funding community-based programs and practices.

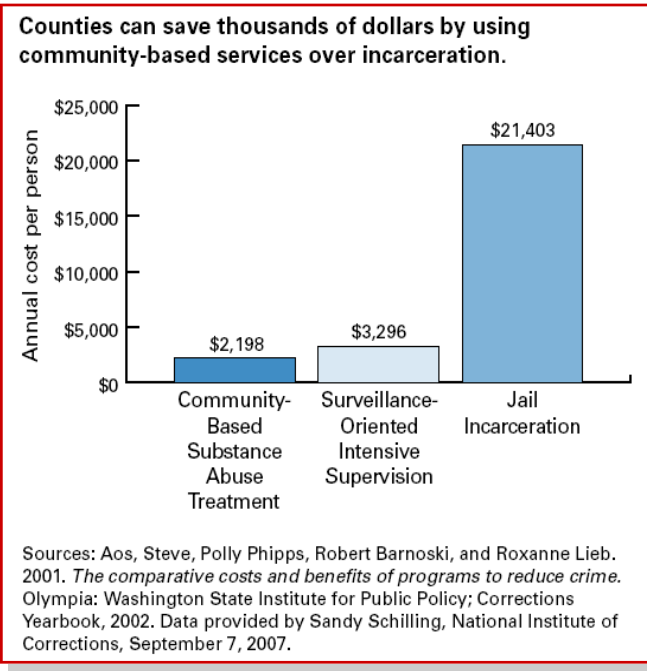
One integral aspect of these new strategies is community-based gang intervention. Community-based gang intervention is one of the most cost-efficient and proven ways to stop crime and create healthy and safe communities.



Investing in the front end by funding gang intervention programs not only provides long lasting results, but it allows governments to invest more in education, health care, transportation, and other vital services.

A recent study by the Justice Policy Institute reveals that the “average daily cost per person in jail custody was \$68.58 for the largest jail systems, with an average cost of \$58.64 per person per day for all jails.”¹³ Based on these figures, if a person is incarcerated for one year, it would cost the county a minimum of \$21,403 as compared to \$2,198 per year for a community-based substance abuse treatment program.

There are research-backed and community-based alternatives, such as gang intervention, that increase public safety while saving taxpayers billions of dollars. As lawmakers and communities explore and learn about new ways to reduce incarceration rates, there are indeed fiscally sound and proven options available to reduce crime and create healthy communities.



Introduction to Community-Based Intervention

Community-based gang intervention increases the safety of the overall community by addressing the violence in a comprehensive and cost-effective manner by directly reducing gang violence and providing holistic, integrated human services.

The following Community-Based Gang Intervention Model is an integrated approach of service delivery that addresses the various systemic and institutional barriers that gang involved youth and their families encounter in their daily lives. The Model considers the complex interplay between individuals, families, gangs, the community, and the societal factors that promote gang violence.

What is innovative and noteworthy about the Community-Based Gang Intervention Model is that it comes from the appropriate people at the right time. The two-prong approach calls for the deployment of peacemakers on the streets who save lives by quelling rumors, preventing and mediating conflicts, responding to crises, and by delivering rehabilitative services to gang-involved individuals, families, and communities.

The Community-Based Gang Intervention Model places gang intervention specialists within communities to promote public safety with the specific objective of reducing and stopping gang-related and gang-motivated violence and crime.

Effective gang intervention does this by providing specialized crisis intervention as well as ongoing attention and maintenance by skilled intervention specialists who have personal knowledge, understanding, and experience of gang life and thereby offer the greatest likelihood for gaining, building, and maintaining trust and confidence among active and former gang members.

The ability of gang interventionists to develop safe and trusting environments allows for open communication that facilitates an individual's transition away from a life of participating in violent and destructive behavior towards a more productive and healthy lifestyle.

“Leaders in Los Angeles, and even around the country, now have a model for saving precious lives by preventing gang violence, a plan written by former gang members whose own lives have turned around. Community-based gang intervention must be seriously funded and the foundation of any violence reduction plan.”

***- Tom Hayden,
Former California State Senator***

Population

“Research shows that the best results in reducing crime are achieved by targeting the worst offenders. The reason is straightforward: one cannot prevent most low-risk juveniles from committing more crimes because they were not going to do more crimes anyway. But high-risk offenders are very likely to commit more crimes and more serious crimes. So any progress achieved with higher-risk juveniles results in very meaningful reductions in future crime.”

- Fight Crime: Invest in Kids ¹⁴

Gang involved youth tend to become involved with a gang in early adolescence (10-13yrs). Therefore, to target this age group with solely prevention services will not produce the results constituents and governments are looking for.

One of the unique characteristics of this population is that the risk factors that promote violent behaviors are already present at this point in their development, creating a need for intensive and comprehensive intervention services. In contrast, prevention based programs are designed for a youth population exposed to lower levels of risk and displaying lower levels of aggression.

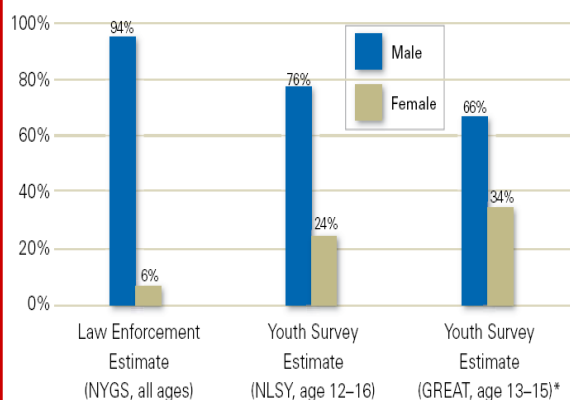
Historically, as economic downturns increase in cities and counties throughout the nation, gang violence has tended to increase proportionally. Reducing the number of youth entering gangs will not necessarily reduce gang violence overall because gang violence is not determined by the number of individuals within the group. Economic factors tend to drive increases in gang violence nationwide and the Community-Based Gang Intervention Model directly addresses these factors.

According to the Community-Based Gang Intervention Model, gangs are groups organized by geography, culture, or activity that have a group name (and may or may not have other identifying characteristics such as colors, nicknames, etc.), whose members may engage in the use of violence to defend other members or territory. However, research indicates that an estimated 90-95% of gang members are not committing violent crimes.¹⁵

Community-Based Gang Intervention reaches out to, connects with, and serves youth and adults who claim gang membership, have close friendships/association with current or former gang members, and/or have family members (especially parents/guardians or siblings) who are current or former gang members. People who have been suspended from or expelled from school, and/or arrested for gang-related activity, should be referred to community-based gang intervention agencies to assess their needs and/or to provide referrals to needed services and resources for purposes of redirecting individuals towards positive and healthy lifestyle choices.

Therefore, gang intervention workers and service providers must work directly with gang-involved youth, young adults, and families in order to effectively reduce gang violence.

Figure 4.3. Gender of estimated U.S. youth gang population



Source: National Youth Gang Survey 2004; National Longitudinal Survey of Youth 1997; Esbensen and Winfree 2001

*GREAT data are not based on a representative national sample and are provided for comparison only.

The Purpose

The purpose of the Community-Based Gang Intervention Model is to:

- Define the work that builds and sustains violence reduction and promotes peace.
- Assist in the promotion of a community vision for public safety involving youth and community development that moves beyond suppression, incarceration, and deportation.
- Provide definitions for terms and services to assist in funding allocations.
- Broaden the understanding and support for essential services.
- Determine what steps service providers and agencies must take in order to qualify for recognition and funding.

The Potential Impact

The Community-Based Gang Intervention Model can be useful and effective in:

- Policy and Legislation
- Program Development
- Training
- Media
- General Education
- Funding
- Evaluation
- Research



Aquil Basheer from Maximum Force Enterprises conducting a gang intervention training.



Luis Cardona of the Montgomery County Health and Human Services Agency introducing Susan Cruz at a multi-agency training on gangs.

“Investing in community-based gang intervention provides youth and families with proven services and opportunities to better themselves and their community.”

- Aquil Basheer, Maximum Force Enterprises

PART II:
**THE COMMUNITY-BASED
GANG INTERVENTION MODEL**



PART II: THE COMMUNITY-BASED GANG INTERVENTION MODEL

Gang Intervention Model Explanation

Community-based gang intervention is comprised of a variety of activities that focus on and engage active and former gang members, their close associates, and gang members in and returning from confinement. Gang involved youth and their families require specialized intensive and comprehensive services that address the unique issues encountered by youth when they become involved with gangs. Therefore, specific protocols and procedures must be developed and existing services be modified to address the need for more intensive and comprehensive gang intervention services. Service providers should have a history, experience, or specific training in effectively working with gang-involved youth and their families. This work must be specifically tailored to these communities where the service providers work collaboratively and directly with youth and their families. All services must come from an asset-based, population-specific development perspective. Inherent in this model is the recognition of ethnic/cultural competency.



Johnny Godinez from Soledad Enrichment Action Gang Intervention with some youth in Boyle Heights, California.

Hardcore, Specialized, Street and Detention/Prison-Based Services

Community-based gang intervention involves proactive and reactive responses to gang activities on several levels: (1) within the regional level to promote and coordinate peace truces and/or ceasefires between groups, (2) the neighborhood/street level with active gang members individually, and (3) within the community and the juvenile halls, camps, Division of Juvenile Justice

facilities, county jails, and state prisons. On the group level, interventionists engage gangs to promote, negotiate, and maintain understandings or agreements that prevent violence. Intervention workers mediate and decrease the intensity of and/or manage ongoing conflict between gangs. On the individual level, intervention workers also assist gang members either in or returning from incarceration with successful transition and integration into their communities and provide ongoing access to social services for them and their families.

Gang-Responsive/Specific Individual and Family Services

Gang-responsive/specific individual and family services are essential and complement the demanding work done on the streets. Gang intervention work has too often been undermined by the absence of or ineffectiveness of existing services. Funds must be provided to those agencies that clearly demonstrate specific responsiveness to gang-involved youth and their families and have specific methods, protocols, and procedures for servicing these groups.

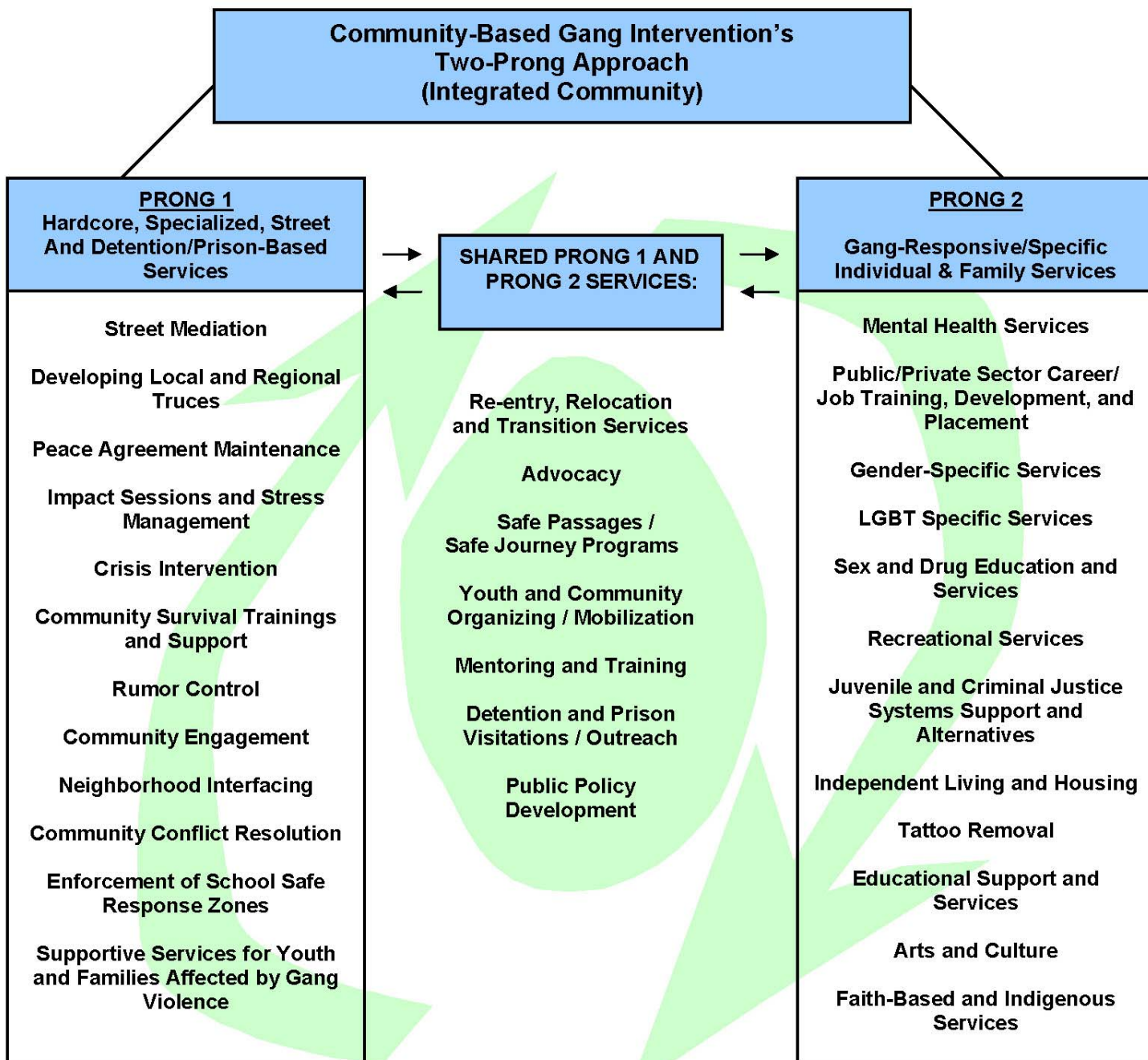
Significance of Street and System Experience

People who have experienced arrest, detention, and/or incarceration and who are committed to utilizing their experiences to positively transform and change their lives are often in the best position to do this work. Any exclusion of this population from employment or volunteer service opportunities greatly hinders the ability of any program to reach gang-involved youth and promote peace. This experience is essential in helping young people and their families negotiate the complexities of the streets and the juvenile and criminal justice systems.



Community-Based Gang Intervention Definition and Diagram

Gang Intervention is a two-prong approach that provides hardcore, specialized, street-based mediation and mitigation to stop or prevent violence between gangs and the concurrent redirection of individual gang members and their families in ways that bring progress to themselves and their communities.



The above-mentioned services are listed in no particular order and are conducted within the community and in the juvenile halls, camps, division of juvenile justice (DJJ) facilities, county jails, and state prisons.

Prong I Activities and Services Definitions

<p style="text-align: center;"><u>PRONG 1</u> Hardcore, Specialized, Street And Detention/Prison-Based</p>	
<p>Street Mediation</p>	<p>Street Mediation: Working with gang members and persons with influence to defuse and de-escalate potential and/ or actual violence between rival gangs and one another.</p>
<p>Developing Local and Regional Truces</p>	<p>Developing Local and Regional Truces: Creating "ceasefires" or non-aggression agreements between rival gangs/neighborhoods. Agencies serve as conduits who facilitate constant dialogue and maintenance between gangs/neighborhoods.</p>
<p>Peace Agreement Maintenance</p>	<p>Peace Agreement Maintenance: Keeping gangs/neighborhoods and gang members at the peace table. The key methodology is actively involving them in working with their counterparts from rival gangs/neighborhoods in reinforcing peace agreements with their respective groups and neighborhoods.</p>
<p>Impact Sessions and Stress Management</p>	<p>Impact Sessions and Stress Management: Immediate response to any high levels of anxiety experienced by gang members, families, intervention workers, and community members in order to decompress critical situations due to traumatic events.</p>
<p>Crisis Intervention</p>	<p>Crisis Intervention: Immediate response to requests for violence prevention services. These may be made by multiple sources--gang members, families, schools, law enforcement, concerned residents, etc.—twenty-four hours a day, seven days a week.</p>
<p>Community Survival Trainings and Support</p>	<p>Community Survival Trainings and Support: Providing comprehensive targeted training and technical assistance to violence plagued communities after a major incident occurs. Facilitating the development of a community response plan including training on protocols and situational scene scenarios, block club refinement and tactical procedure development, and emergency response.</p>
<p>Rumor Control</p>	<p>Rumor Control: Preventing rumors from causing an intensification of tension and/or igniting violent responses.</p>

Prong I Activities and Services Definitions

<u>PRONG 1</u> Hardcore, Specialized, Street And Detention/Prison-Based	
<p>Community Engagement: Establishing relationships with community stakeholders to inform and engage them in quality of life activities which enhance intervention activities.</p> <p>Neighborhood Interfacing: Serving as intervention representatives in communities by attending local meetings such as Neighborhood Councils, schools, faith-based organizations, etc.</p> <p>Community Conflict Resolution: Using conflict resolution skills to address and resolve community concerns related to gang activity in order to improve the quality of life within neighborhoods.</p> <p>Enforcement of School Safe Response Zones: Working with schools to respond to gang-related issues and crises both within and outside of school.</p> <p>Supportive Services for Youth and Families Affected by Gang Violence: These services may include, but are not limited to: advocating for public sector and private sector assistance and services; grief counseling; and referrals to treatment/rehabilitation for cognitive, mental, emotional, physical and/or financial injury, loss or suffering. Victims may include anyone who is physically, emotionally, financially or otherwise harmed by criminal activity, including those affected by the harm done either to or by a family member. No person, regardless of their background (race, ethnicity, gender, sexual orientation, socioeconomic level, etc) or past record may be excluded from victim assistance if they meet the above qualifications.</p>	<p style="text-align: center;">Community Engagement</p> <p style="text-align: center;">Neighborhood Interfacing</p> <p style="text-align: center;">Community Conflict Resolution</p> <p style="text-align: center;">Enforcement of School Safe Response Zones</p> <p style="text-align: center;">Supportive Services for Youth and Families Affected by Gang Violence</p>

"Imagination and healing are two concepts not often considered in gang intervention. I've used both for 30 years and it works. My arts and spiritual based inner-core work involves hard core and highly traumatized youth as well as those who just need guidance and a mentoring hand. A whole community approach that expands our ideas of what a healthy life, a healthy family, and a healthy and strong community is what the Community-Based Gang Intervention Model's all about."

- Luis Rodriguez, author of "Always Running" and "Hearts & Hands" and co-founder of Tia Chucha's Centro Cultural & Bookstore

Prong II Activities and Services Definitions

PRONG 2 Gang-Responsive/Specific Individual & Family Services	
Mental Health Services	<p>Mental Health Services: Comprehensive gang responsive mental health services to youth and families affected by gang violence and/or involvement. Integrated services are comprised of individual, family, and group therapy modalities, as well as psychological education provided through youth and parent training programs. Gang responsive services include substance use/abuse; skills training; anger management; emotional regulation for traumatic stress, family violence, depression, suicide, anxiety, and educational problems; assessing for and servicing youth with developmental disabilities; behavioral modification; parental implementation of discipline; and on-site and in-home services consisting of intensive therapeutic interventions, case management, family reunification, one-on-one counseling, family, group, and peer counseling, and parenting services and education. This work must be youth and family centered where the service providers work collaboratively and directly with youth and their families in the development and implementation of any treatment plan. All therapeutic services must be rooted in a strength-based, population-specific development perspective.</p>
Public/Private Sector Career/ Job Training, Development, and Placement	<p>Public/Private Sector Career Job Training, Development, and Placement: Training people/clients in job-finding and job-maintaining skills; including resume writing, interview skills, workplace decorum and rules, interpersonal communication, problem-solving, legal rights in the workplace, etc. Placement includes developing and maintaining relationships with employers, academic institutions, and vocational training facilities in order to successfully place multiple people/clients over time. Services should include life skills training, union pre-apprentice and certification classes, financial literacy, assisting in obtaining their high school diploma and/or GED, seeking higher education, securing employment, and achieving self-sufficiency.</p>
Gender-Specific Services	<p>Gender Specific Services: Gender specific services address and support gender identity development in both females and males. These gender-specific issues must be incorporated in all aspects of program design and service delivery.</p>
LGBT Specific Services	<p>Lesbian, Gay, Bisexual, and Transgender (LGBT) Specific Services: LGBT services are ones that are developed to address and support the specific development and service needs of the LGBT community. These services are ones that are knowledgeable on issues unique to LGBT youth, including the effects of homophobia and transphobia as it relates to the gang culture.</p>

Prong II Activities and Services Definitions

PRONG 2 Gang-Responsive/Specific Individual & Family Services

Sex and Drug Education and Services: Providing education and services that focus on harm reduction including risky behavior, needle exchange, condom distribution, family planning, sexual reproductive health, drug treatment on-demand, physical rehabilitation services, and linkages to general medical and dental services.

Recreational Services: Providing services that include daily access to physical activity, including organized sports, skills workshops, team building, field trips, and free play. Recreational services and activities are a key component to providing linkages between gang-involved youth and intervention workers. These services must incorporate gang-involved youth vs. segregating and excluding youth based upon their perceived or real gang involvement. This may include facilitating athletic competitions or activities between gang rivals to ease neighborhood tensions and break down anonymity of youth violence.

Juvenile and Criminal Justice Systems Support and Alternatives: Programs that focus on educating and preventing youth and their families from either entering into or becoming further involved with the juvenile or criminal justice systems (e.g. school expulsion, arrest, court, detention, incarceration, placement on and/or violations of parole, probation, and gang injunctions, and/or deportation). Programs must be specifically designed to transition youth and adults from the juvenile and criminal justice systems using these tools:

- **Legal Education** • **Mediation** • **Expungement**
- **Restorative Justice** • **Court Support** • **Graduated Sanctions**

Independent Living and Housing: Programs that provide supportive services or emergency, transitional, appropriate placement, and permanent housing for gang-involved youth and their families who are homeless and/or at-risk of being homeless.

Tattoo Removal: Providing voluntary laser removal of markings on the body related to gang involvement, substance abuse, domestic violence, or traumatic life experiences. Laser tattoo removal drastically reduces job discrimination, casual police interest, and the probability of random violence while increasing self-esteem and life chances. In certain very limited cases where laser use is not done, (e.g. tattoos on eyelids, inside mouth, etc.), surgical rather than laser removal may be done.

Sex and Drug Education and Services
Recreational Services
Juvenile and Criminal Justice Systems Support and Alternatives
Independent Living and Housing
Tattoo Removal

Prong II Activities and Services Definitions

<p style="text-align: center;">PRONG 2 Gang-Responsive/Specific Individual & Family Services</p>	
<p>Educational Support and Services</p>	<p>Educational Support and Services: Gang youth are being systematically forced out of mainstream schools into alternative educational environments that do not provide appropriate or adequate educational services. Educational support services can play an integral role in stemming this tide by providing a spectrum of educational options within the mainstream educational system to address the specific needs of gang-involved and affiliated youth and their families. The alternative educational system should be given the support to focus on returning youth to their changed home-school environment. Options should exist to take into account the current realities of work, family maintenance, and other skills needed to make it for the present as well as the future. We also recognize the amazing number of teachers, counselors, librarians, and administrators who are struggling at great odds to create these kinds of educational environments. Gang intervention workers complement their efforts with the full involvement of parents, youth, activists, and other members of the community.</p>
<p>Arts and Culture</p>	<p>Arts and Culture: The arts and culture have consistently been shown to be one of the most effective means of intervention for gang-involved and affiliated youth and their families. Through visual arts, dance, media, theater, writing, and music, young people connect to the inexhaustible possibilities that exist in their immense capacity to be creative. The arts are vital to having a creative and imaginative life, especially for those caught in the grips of violence. It is the main source of abundance and transformation in a person. By tapping into the arts, one taps into purpose, meaning, capacities, and gifts; into callings, destiny and meaning. The arts are the best path for change, peace, wholeness, and abundance. Arts can help youth and their families live fully realizable lives, self-driven and self-actualized, and should be reintegrated into the education system.</p>
<p>Faith-Based and Indigenous Services</p>	<p>Faith-Based and Indigenous Services: Many people connect with one another by activities that enrich their spirits. There are many paths to spiritual engagement and enlightenment. This is not necessarily about any one religion; although these can be important for one's spiritual connection and growth. Faith-based institutions, properly aligned to the issues of human want, need, moral guidance and full participation in the world, can and must be welcomed and supported in this area. This is done by cultivating the growth and development of gang members mentally, spiritually, emotionally, and socially; and working to inspire them to fulfill their potential in life. Christians of all denominations: Muslims, Buddhists, Jews, and other religious faiths, must be allowed to enter into this work of transforming unhealthy, raging and violent lives. Indigenous spiritual practices are also important in this regard. Native/indigenous systems of spiritual engagement are very much part of the multiplicity of cultures inhabiting this land. All can be crucial in healing, creating community, giving back, and teaching.</p>

Shared Prong I and Prong II Activities and Services Definitions

SHARED PRONG 1 AND PRONG 2 SERVICES

(These services are found in the middle of the Community-Based Gang Intervention Diagram)

Reentry, Relocation, and Transition Services: Re-entry, relocation, and transition services reconnect people to their families, friends, and the community while ending system ties/custody. Agencies provide targeted reintegration of current and formerly incarcerated youth and adults back into communities upon release from prisons, jails, juvenile halls, and other institutions noted below. The goal is for youth to succeed without relying on underground economies that bring harm to themselves and others. This requires both the public and private sector focusing on family reunification, public safety, and restorative justice. These programs provide support to people who are transitioning from:

- **Detention** – (juvenile hall, jail, Immigration and Custom Enforcement (ICE) detention)
- **Probation** (including Probation programs such as house arrest)
- **Incarceration** – (Probation, California Youth Authority/Division of Juvenile Justice, County Jail, State or Federal Prison)
- **Secure Placement**
- **Parole**
- **Drug & Mental Health Treatment**

Advocacy: Advocacy ensures that individuals, families, and communities attain the rights and resources to which they are entitled. Advocates empower gang involved, affiliated, and accused individuals and their families to take proactive stances. This is done by negotiating governmental and private systems to access legal, educational, health, housing, transportation, and other needed resources. Advocates assist in on-site navigation of services, access and secure needed documentation, and provide support through testimony and correspondence. Advocacy also provides for active involvement and input from youth and families in developing and passing policies. Youth become educated and involved in the development of public policy that influences communities.

Safe Passages / Safe Journey Programs: Programs designed to assure that children, youth and other community members move safely throughout the community with emphasis on the paths between home and school. Safe Journey Programs offer sanctuary sites, such as churches, schools, non-profit centers, and shelters where youth can go to escape domestic violence as well as school and street violence situations.

Re-entry, Relocation and Transition Services

Advocacy

Safe Passages / Safe Journey Programs

As an attorney in the County of Los Angeles Public Defenders Office for the last 15 years, the Community-Based Gang Intervention Model provides the clarity and insight that the justice system needs to better understand the critical services that are essential to gang-involved youth and their families.

- Shelan Joseph, Los Angeles County Public Defender's Office

Shared Prong I and Prong II Activities and Services Definitions

SHARED PRONG 1 AND PRONG 2 SERVICES

(These services are found in the middle of the Community-Based Gang Intervention Diagram)

Youth and Community Organizing / Mobilization

Youth and Community Organizing / Mobilization: Engaging community members, particularly youth, in an organizing process to: critique the world around them; identify key problems; develop solutions; and plan/implement campaigns to change and/or create policies, programs, or institutions. Through organizing, people participate in a reform agenda or build a transformative agenda to generate new policies, programs, institutions, or systems. This process can include mobilizing communities to advocate for specific programs or policies.

Mentoring and Training

Mentoring and Training: Mentors establish respectful relationships that provide youth and adults with guidance, knowledge, and direction. The goal of the mentoring relationship is to empower youth to achieve their own particular life purposes and aspirations. Mentoring includes both one-to-one and group activities. Mentors include those who have direct gang experience through their own or their family's participation. Training and mentoring also provides an opportunity for youth and young adults to be trained as the next generation of intervention workers. This may include training, shadowing, and supporting people to move to adopting the core values and skills necessary to be an effective intervention worker.

Detention and Prison Visitations / Outreach

Detention and Prison Visitations / Outreach: Providing leadership, court support, advocacy, spiritual support, service referrals, independent development, artistic expression, resources, and other opportunities to youth, adults, and their families. These services are delivered in juvenile halls, jails, ICE detention facilities, youth camps and prisons, adult, state, and federal prisons, and court mandated placement.

Public Policy Development

Public Policy Development: Focuses on developing new or reforming existing juvenile justice and youth development laws and/or legislation that directly impacts public policy relating to prevention, intervention, and incarceration of youth, families, and communities. This expands public policy development to include healthy, whole communities (i.e. jobs, affordable housing, health care, appropriate educational services, recreational space).



Members of the Youth Justice Coalition at the California State Capital advocating for more intervention services and monies.



Kenny Green from Toberman Settlement House mentoring a youth.

PART III:

EVALUATING THE EFFECTIVENESS OF GANG INTERVENTION



PART IV: EVALUATING THE EFFECTIVENESS OF GANG INTERVENTION

Several factors must be considered when evaluating the efficacy of the Community-Based Gang Intervention Model. Based on the socio-ecological theory of youth development, the two-prong approach provides specificity of services that directly target gang-involved youth and their families. The Community-Based Gang Intervention Model successfully incorporates the various service systems gang involved youth and their families interface with on a daily basis, including education, social service, and criminal justice systems.

The Community-Based Gang Intervention Model identifies the mechanisms and avenues by which Prong I service providers can engage with and incorporate Prong II services. This integration of services provides the flexibility needed to address the various levels of gang involvement evident in the population and targets the various degrees of violence ranging from intra and interpersonal conflicts to gang turf wars and shootings.

The underlining theory of the Community-Based Gang Intervention Model is that for intervention services to be effective, an integrated approach must have “specialized, street, and detention/prison-based services” that directly address the group structure of gangs while simultaneously incorporating “gang-responsive/specific individual and family services” that address youth and families on a more individual level. If efforts toward gang violence reduction are to have long lasting effects, we must address both the individual and group dynamics of gangs.

Baseline Services

To implement the Community-Based Gang Intervention Model and effectively fund gang intervention agencies, the minimal level of baseline services would be as follows:

Prong I Services:

- Street Mediation
- Developing Local and Regional Truces
- Peace Agreement Maintenance
- Crisis Intervention

Prong II Services:

- Mental Health Services (Evidence Based)
- Job Training, Development, and Placement
- Removal of Gang-Related, Visible Tattoos
- Juvenile/Criminal Justice Support/Alternatives
- Educational Support and Services

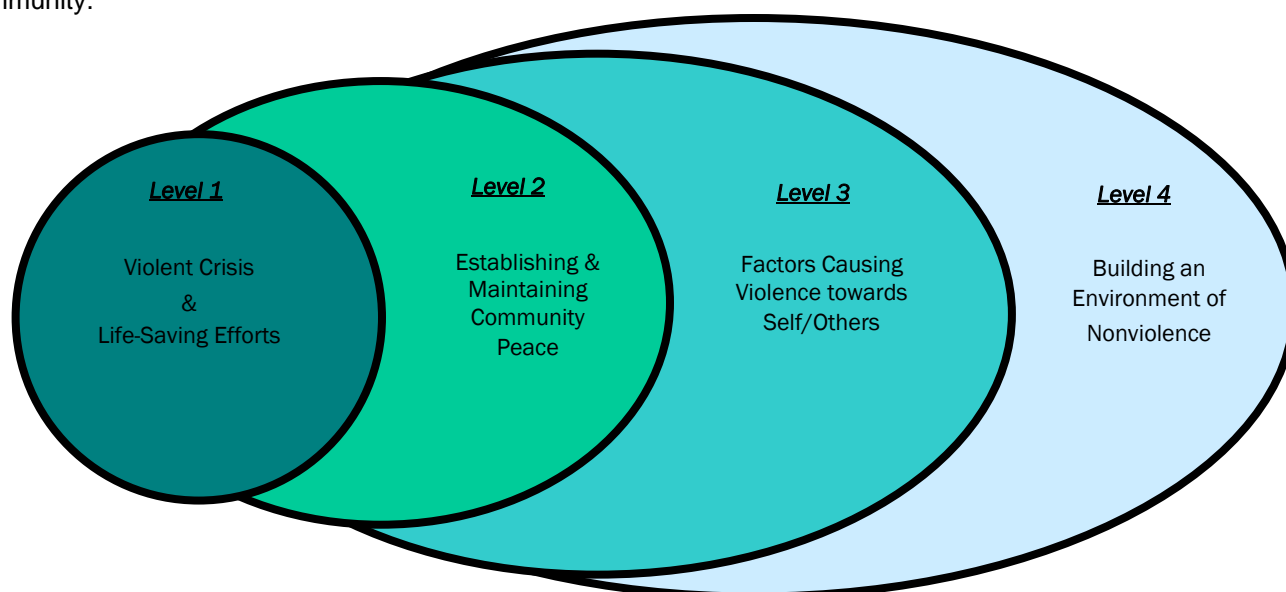
There is a tremendous amount of variability in the availability and quality of community-based gang intervention services. In order to effectively measure gang intervention services, governments must develop *baseline services* to ensure that a minimal level of intervention is met and that all service providers are held to the same evaluation criteria.

Any agency seeking intervention funding must be required to provide these baseline services at a minimum. This will facilitate a basic standard of service delivery that should be evaluated within each local area (i.e. measuring gang violence at the group level,) and for each participant (measuring the individuals ability to successfully transition out of a violent lifestyle.) Consistency of services or fidelity is an extremely important concept whenever conducting intervention research in order to ensure uniform standards of evaluation are equitably applied to all service providers.

Target Goals of Gang Intervention

The following diagram presents the targeted goals of the Community-Based Gang Intervention Model across four levels of service delivery and intervention. To implement the Model effectively, governments must comprehensively and significantly fund all four levels of intervention, or at a minimum, focus intervention monies towards levels 1 & 2 services (i.e. Prong I).

Levels 1 & 2 are composed of Prong I services that target gang violence by focusing on the group dynamic within and between gangs. These two levels of service delivery are extremely crucial if policy makers are to witness significant declines in violence in the coming years. Levels 3 & 4 are comprised of primarily Prong II services which target and provide direct services to individual gang members and their families. These two levels of intervention are important for sustaining and cultivating an environment of non-violence within the home and the larger community.



Level 1 Services: Violence Crisis & Life-Saving Efforts

This level of intervention specifically targets violent crises and events in the community that require life-saving efforts by gang intervention workers such as: 1) Street Mediation; 2) Impact Sessions & Stress Management; and 3) Crisis Intervention.

Level 2 Services: Establishing & Maintaining Community Peace

Intervention services establish and maintain community peace through efforts by gang intervention workers such as: 1) Developing Local and Regional Truces; 2) Peace Agreement Maintenance; 3) Community Survival Trainings & Support; 4) Rumor Control; 5) Community Engagement; 6) Neighborhood Interfacing; 7) Community Conflict Resolution; 8) Enforcement of School Safe Response Zones; 9) Supportive Services for Youth and Families Affected by Gang Violence.

Level 3 Services: Factors Causing Violence Towards Self/Others

Intervention services focus on the risk and protective factors promoting violence towards gang involved individuals and others. These services are composed of: 1) Mental Health Services; 2) Public/Private Sector Career/Job Training, Development, & Placement; 3) Gender-Specific Services; 4) LGBT Specific Services; 5) Sex & Drug Education/Services; 6) Tattoo Removal; 7) Educational Support and Services; 8) Arts & Culture; 9) Faith-Based/Indigenous Services; 10) Re-entry, Relocation, & Transition Services; 11) Advocacy; 12) Safe Passages/Safe Journey Programs; 13) Mentoring & Training; and 14) Detention and Prison Visitations/Outreach.

Level 4 Services: Building an Environment of Non-Violence

These intervention services address the systemic need to build an environment of non-violence in the lives of youth and their families, schools, and communities by: 1) Recreational Services; 2) Juvenile & Criminal Justice Systems Support/Alternatives; 3) Independent Living & Housing; 4) Re-entry; 5) Relocation & Transition Services; 6) Advocacy, Youth, & Community Organizing/Mobilization; and 7) Public Policy Development.

Gang Intervention Measurements

The following section briefly reviews the eight areas that are involved in influencing gang violence among youth, young adults, families, and the community. Any assessments of gang intervention should at a minimum measure the following:

I. Gang Truces, Peace Agreements, and Mediation Services

- Number of Gangs Involved
- Duration and Maintenance of Peace Agreements and Truces
- Reduction in Violent Conflicts
- Peace Efforts (i.e. Community Engagement Activities)
- Community Self Reports of Decreases in Gang Violence

II. Accessibility and/or Barriers to Service Utilization

- Responsiveness of Service Agencies as Measured by Willingness of Service Providers to Work with Gang-Involved Youth, Young Adults, and Families and Adhere to Contractual Mandates
- Increase in Skills or Comfort Level of Youth, Young Adults, and Families Negotiating and Navigating Social Service Systems (i.e. Legal System, Mental Health and Social Service Systems, Educational Services)
- Maintenance of Consistent Contact with Youth, Young Adults, and Families
- Family Self Reports of Service Providers

III. Experience and Expertise of Service Providers

- Clinical Goals that are Specific and Appropriate for Gang-Involved Youth, Young Adults, and Families
- Years of Direct Service Contact to Population of Gang-Involved Youth, Young Adults, and Families
- Maintenance of Consistent Contact with Youth, Young Adults, and Families
- Family Self Reports of Service Providers

IV. Extent and Degree of Service Integration

- Number of Individuals Outreached To
- Number of Individuals Linked to Services
- Number of Individuals who Complete Specific Service Requirements (i.e. job development)
- Outcome of Specific Services Accessed by the Individual

V. Accessibility and Availability of Community and Faith-Based Services

- Visibility and Accessibility of Service Providers (i.e. distance of services)
- Responsiveness of Service Agencies
- Hours of Operation
- Youth and Family Evaluations of Community and Faith-Based Services

Gang Intervention Measurements

VI. Educational Opportunities and Barriers

- Drop Out Statistics
- Triage of Youth into Alternative Schools, Non-Public School Settings (NPS)
- Schools Providing Individual Educational Plan (IEP) Mandated Services to Youth, Young Adults, and their Families
- Continuing Education in Community Colleges, Trade and Apprenticeship Programs and Schools, and Universities

VII. Economic Opportunities and Barriers

- Job Availability
- Successful Placement of Individuals in Employment
- Removal of Tattoos
- Socioeconomic Status / Family Income
- Long-Term Career Goals

VIII. Communities Perception of Gang Violence Reduction

- Visibility, Accessibility, and Efficacy of Service Providers
- Youth, Young Adult, and Family Self and Community Evaluations
- Community Self Reports of Decreases in Gang Violence

"These evaluation measurements not only hold gang interventionists accountable to the community, but prove that gang intervention does indeed work and is effective at stopping gang violence."

***- Blinky Rodriguez, Executive Director
Communities in Schools***

PART IV:

**THE TONY CARDENAS COMMUNITY-BASED
GANG INTERVENTION ACT**

H.R. 3526



The Tony Cárdenas Gang Intervention Act H.R. 3526

NEW FEDERAL BILL HELPS REDUCE GANG VIOLENCE WHILE HOLDING GANG INTERVENTION WORKERS MORE ACCOUNTABLE

Congresswoman Watson Introduces the ‘Tony Cardenas Gang Intervention Act’ to Help Professionalize Gang Intervention and Stop Wasteful Spending

On August 10, 2009, Congresswoman Diane E. Watson (D-33) and Councilman Tony Cárdenas announced a historic federal bill that will change gang intervention in Los Angeles and across the country. Codifying the Community-Based Gang Intervention Model authored by Cárdenas and passed by the Los Angeles City Council on February 13, 2008, Watson has now turned that model into a federal bill called the **Tony Cárdenas Community-Based Gang Intervention Act (H.R. 3526)**. The bill will help reduce gang violence and prevent wasteful spending on intervention programs that are simply not working. It's the first federal bill to help professionalize gang intervention workers across the nation and hold them accountable for the services they provide.

With recent controversy surrounding gang interventionists' street credibility, intervention workers have sought higher standards and stricter requirements in their industry. In fact, the **Tony Cárdenas Gang Intervention Act (TCGIA)** was developed with input from actual gang intervention workers asking for more accountability. The act is based upon the work of the Community Engagement Advisory Committee, an internationally-renowned group of intervention and prevention experts that regularly convened with Cárdenas' office and drafted the model. Now Watson has introduced this ground-breaking intervention method through her federal bill (TCGIA) which was introduced on July 31, 2009. Watson has been a nationally-recognized leader on youth development and juvenile justice issues, placing youth violence at the forefront of her agenda.

"The Tony Cárdenas Gang Intervention Act H.R. 3526 was created to ensure community-based gang intervention agencies are held accountable for providing holistic, integrated intervention services," said Watson. "The purpose of this bill is to address community violence as a united entity. Increased prison costs have caused societal programs and services such as education, job creation, housing and healthcare to be eliminated in order to maintain the prison industry."

"We stand at a historic time where the nation and the rest of the world are looking to Los Angeles as the 'undisputed gang capital of the world' for solutions to gang violence," said Cárdenas. "Today, we are defining gang intervention on a federal level to ensure funding is utilized in a cost-effective manner and agencies are held accountable. Programs can no longer hide under the guise of loose terminology."

"For the first time in the history of Los Angeles, intervention workers on the frontlines had the opportunity to come together and clearly define what we do and the risks we take," said Blinky Rodriguez, Director of Communities in Schools. "In the area of violence, not many programs are willing to deal with the gang population we deal with. With such limited funding, we should make sure that the dollars ear-marked for intervention are indeed going to those programs that are proven to be effective and that truly intervene in gang violence."

"Community-based gang intervention is a component of a larger strategy to address the root causes and conditions that give rise to gang violence including poverty and lack of jobs," said Jitahadi Imara, Deputy Director of County Probation. "Until we tackle these root causes and significantly invest in cost-effective and proven approaches to increasing opportunities for gang-involved youth, gang violence will continue to flourish and our prison costs will skyrocket."

The Tony Cárdenas Gang Intervention Act H.R. 3526

The TCGIA will provide a comprehensive definition that outlines a baseline of services for agencies wanting to get funding. It will make it mandatory for agencies applying for gang intervention funding to provide an integrated delivery of services for gang-involved youth and families. For example, it will require agencies that provide wrap-around services, such as tattoo removal, mental health counseling, and job training, to work with hard-core gang interventionists. TCGIA also provides definitions for terms and services to assist in funding allocations and will determine what steps service providers and agencies must take in order to qualify for recognition as an intervention service provider, and thus receive funding.

The Community-Based Gang Intervention Model was unanimously passed by the Los Angeles City Council and made into city policy on February 13, 2008. The federal bill will now go through Congress. Historically, intervention has been the least funded compared to prevention, like after-school programs, and suppression which is law enforcement. Some say intervention is the riskiest type of work since many programmers deal with gang members directly on the streets.

“The Tony Cárdenas Gang Intervention Act H.R. 3526 was created to ensure community-based gang intervention agencies are held accountable for providing holistic, integrated intervention services. The purpose of this bill is to address community violence as a united entity. Increased prison costs have caused societal programs and services such as education, job creation, housing and healthcare to be eliminated in order to maintain the prison industry.”

***- Diane E. Watson
Congresswoman, California’s 33rd District***



Councilman Tony Cárdenas and Congresswoman Diane Watson at Communities in Schools announcing the “Tony Cárdenas Community-Based Gang Intervention Act.”

The Tony Cárdenas Gang Intervention Act H.R. 3526

Overview

111TH CONGRESS
1ST SESSION

H. R. 3526

To provide definitions of terms and services related to community-based gang intervention to ensure that funding for such intervention is utilized in a cost-effective manner and that community-based agencies are held accountable for providing holistic, integrated intervention services, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JULY 31, 2009

Ms. WATSON introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide definitions of terms and services related to community-based gang intervention to ensure that funding for such intervention is utilized in a cost-effective manner and that community-based agencies are held accountable for providing holistic, integrated intervention services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Tony Cárdenas Com-
5 munity-Based Gang Intervention Act”.

The Tony Cárdenas Gang Intervention Act H.R. 3526**1 SEC. 2. FINDINGS; SENSE OF CONGRESS.**

2 (a) FINDINGS.—The Congress finds as follows:

3 (1) For the first time in American history,
4 more than one in every 100 adults is now incarcer-
5 ated in prison or jail.

6 (2) The United States incarcerates more people
7 than any other country in the world with more than
8 2,200,000 people behind bars and another 5,000,000
9 people on probation or parole.

10 (3) The growing prison system is impacting
11 every State, with total State spending on incarcer-
12 ation toppling \$44,000,000,000 in 2007, up from
13 \$10,000,000,000 in 1987.

14 (4) Prisons are the fourth-largest State budget
15 item, behind, health, education, and transportation.

16 (5) With increased prison costs, vital social pro-
17 grams and services such as education, job creation,
18 housing, and healthcare are being cut or eliminated
19 to maintain the prison industry.

20 (6) From 1982 to 2005, direct expenditures for
21 the judicial system increased by 474 percent, includ-
22 ing an increase of 619 percent for corrections, and
23 an increase of 396 percent for police. These in-
24 creases resulted in hundreds of billions of dollars in
25 government spending.

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 (7) Increased spending on the major criminal
2 justice functions (including police, corrections, and
3 judicial functions) has forced local governments to
4 spend more of their general fund expenditures on
5 corrections and incarceration.

6 (8) The United States incarcerates more people
7 than any other country in the world, including
8 China, whose population is more than 4 times as
9 large. As a result the United States expends large
10 sums on corrections and incarceration, while gang
11 prevention and intervention resources and program-
12 ming continue to be under funded.

13 (9) The most recent data for national spending
14 on juvenile justice is from 1994, and reveals that
15 States spent \$2,600,000,000 on juvenile justice ex-
16 penditures. State funded residential settings, such as
17 detention centers, accounted for 65 percent
18 (\$1,690,000,000) of total juvenile justice expendi-
19 tures, while delinquency prevention accounted for
20 only 8 percent (\$208,000,000) of such juvenile jus-
21 tice expenditures.

22 (10) According to the Office of Juvenile Justice
23 and Delinquency Prevention, allowing 1 youth to
24 leave school for a life of crime and drug abuse costs
25 society \$1,700,000 to \$2,300,000, annually.

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 (11) The State of California leads the world in
2 incarceration rates, with more than 175,000 people
3 in State prisons and county jails.

4 (12) The State of California spends nearly
5 \$10,000,000,000 a year on incarceration costs, ex-
6 ceeding the \$7,100,000,000 the State spends to fund
7 the University of California and California State
8 University education systems.

9 (13) Law enforcement agencies report that,
10 compared to 20 years ago, there are now 6 times as
11 many gangs and at least twice the number of gang
12 members in the Los Angeles metropolitan area.

13 (14) The City of Los Angeles has the largest
14 number of alleged gangs and gang members in the
15 world, with an estimated 700 gangs and 40,000
16 gang members.

17 (15) The County of Los Angeles allegedly has
18 more than 1,076 gangs and more than 80,000 gang
19 members.

20 (16) California taxpayers now spend roughly
21 \$46,000 a year to incarcerate one adult and
22 \$252,000 a year to incarcerate one youth in State
23 facilities.

24 (17) Gang and youth violence substantially de-
25 creases when governments address the root causes of

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 gang violence and adequately fund community-based
2 programs and practices.

3 (18) Studies continue to prove that community-
4 based gang intervention provides long-lasting, cost-
5 effective results and opportunities for the youth and
6 families most susceptible to gang violence.

7 (b) SENSE OF CONGRESS.—It is the sense of the
8 Congress that, in developing a comprehensive violence re-
9 duction strategy, the United States must acknowledge and
10 address larger, entrenched social conditions and issues
11 such as poverty, homelessness, inadequate educational sys-
12 tems, and limited economic opportunities that give rise to
13 gangs and gang violence.

14 **TITLE I—COMMUNITY-BASED** 15 **GANG INTERVENTION AGENCIES**

16 **SEC. 101. COMMUNITY-BASED GANG INTERVENTION AGEN-** 17 **CIES.**

18 The Juvenile Justice and Delinquency Prevention Act
19 of 1974 (42 U.S.C. 5601 et seq.) is amended by adding
20 at the end the following new title:

21 **“TITLE VI—COMMUNITY-BASED** 22 **GANG INTERVENTION GRANTS**

23 **“SEC. 601. PURPOSE.**

24 “The purpose of this title is to offer holistic and com-
25 prehensive understanding and support for the variety of

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 community-based gang intervention activities that focus
2 on and engage active and former gang members, their
3 close associates, and gang members in and returning from
4 confinement. Gang involved youth and their families re-
5 quire specialized intensive and comprehensive services that
6 address the unique issues encountered by youth when they
7 become involved with gangs. Community-based gang inter-
8 vention involves proactive and reactive responses to gang
9 activities on several levels, including—

10 “(1) the regional level, to promote and coordi-
11 nate peace truces and cease-fires between groups;

12 “(2) the State and local level, including commu-
13 nity and the juvenile halls, camps, Division of Juve-
14 nile Justice facilities, county jails, and State prisons;
15 and

16 “(3) the neighborhood and street level, includ-
17 ing with active gang members individually.

18 **“SEC. 602. SUPPORT OF COMMUNITY-BASED GANG INTER-**
19 **VENTION AGENCIES.**

20 “(a) SUPPORT OF COMMUNITY-BASED GANG INTER-
21 VENTION AGENCIES.—Subject to the availability of appro-
22 priations, the Administrator shall award grant to eligible
23 entities to carry out the activities described in subsection
24 (c).

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 “(b) ELIGIBLE ENTITY.—For the purposes of this
2 section, an ‘eligible entity’ means a community-based gang
3 intervention agency that is a nonprofit organization with
4 a proven track record and reputation for expertise in pro-
5 viding community-based gang intervention activities
6 through a community-based gang intervention model, as
7 defined in section 603.

8 “(c) GRANT ACTIVITIES.—Each entity awarded a
9 grant under this section shall carry out the following:

10 “(1) Conduct street mediation, by working with
11 gang members and persons with influence over such
12 member to defuse and de-escalate potential and ac-
13 tual violence internally between gang members and
14 between rival gangs.

15 “(2) Develop local and regional truces, by cre-
16 ating cease-fires or non-aggression agreements be-
17 tween rival gangs and neighborhoods.

18 “(3) Serve as conduits who facilitate constant
19 dialogue and maintenance between gangs and neigh-
20 borhoods.

21 “(4) Provide services that respond to the high
22 levels of anxiety experienced by gang members to de-
23 compress critical situations due to traumatic events.

24 “(5) Provide 24-hour, 7-day-a-week crisis inter-
25 vention services by responding to requests for vio-

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 lence prevention services made by gang members,
2 gang member's family, school officials, intervention
3 workers, social service agencies, or law enforcement.

4 “(6) Provide targeted training and technical as-
5 sistance to violence plagued communities after a
6 major gang-related incident occurs.

7 “(7) Facilitate the development of a community
8 response plan, including training protocols, situa-
9 tional scene scenarios, and emergency response.

10 “(8) Make a reasonable effort to prevent gang-
11 related rumors from intensifying tension between
12 gangs or igniting violent responses by gangs.

13 “(9) Establish relationships with community
14 stakeholders to inform and engage them in quality-
15 of-life activities that enhance intervention activities.

16 “(10) Serve as intervention representatives in
17 communities by attending local meetings involving
18 non-profit organizations, schools, faith-based organi-
19 zations, and other entities.

20 “(11) Develop conflict resolution skills and
21 techniques to address and resolve community con-
22 cerns related to gang activity in order to improve the
23 quality of life within neighborhoods.

The Tony Cárdenas Gang Intervention Act H.R. 3526

1 “(12) Work with schools to respond to gang-re-
2 lated issues and crises both within and outside
3 school.

4 “(13) Provide support services for youth and
5 families affected by gang violence and other victims
6 of gang violence (including any individual who is
7 physically, emotionally, financially, or otherwise
8 harmed by criminal activity, and those affected by
9 harm done to or by a family member), which may
10 include—

11 “(A) advocating for public sector and pri-
12 vate sector assistance and services;

13 “(B) grief counseling; and

14 “(C) referrals to treatment and rehabilita-
15 tion for cognitive, mental, emotional, physical,
16 or financial injury, loss, or suffering.

17 “(14) Provide comprehensive mental health
18 services to youth and families affected by gang vio-
19 lence or involvement, including—

20 “(A) integrated services comprised of indi-
21 vidual, family, and group therapy modalities,
22 and psychological education provided through
23 youth and parent training programs; and

24 “(B) gang-responsive services including
25 skills training, assessing for, and servicing,

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1 youth with developmental disabilities, behavioral
2 modification, and services to address substance
3 use and abuse, anger management, emotional
4 regulation, traumatic stress, family violence, de-
5 pression, suicide, anxiety, and educational prob-
6 lems.

7 “(15) Provide public and private sector career
8 job training, development, and placement, includ-
9 ing—

10 “(A) job-finding and job-maintaining skills,
11 including skills related to resume writing, inter-
12 viewing, workplace decorum, interpersonal com-
13 munication, and problem-solving;

14 “(B) information about legal rights in the
15 workplace; and

16 “(C) financial literacy, and assisting.

17 “(16) Assist with substance use and abuse
18 treatment, and domestic violence victims, and vol-
19 untary tattoo removal of markings on the body re-
20 lated to gang involvement.

21 “(d) AVAILABILITY OF VICTIMS ASSISTANCE.—An
22 entity awarded a grant under this section shall provide
23 victim assistance under paragraph (13) of subsection (c)
24 to any individual who meets the qualifications of such
25 paragraph regardless of the background of the individual,

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1 and shall not discriminate in the provision of such assist-
2 ance based on race, ethnicity, gender, sexual orientation,
3 socioeconomic level, or past record.

4 **“SEC. 603. DEFINITIONS.**

5 “In this title:

6 “(1) **COMMUNITY.**—The term ‘community’
7 means a unit of local government or an Indian
8 Tribe.

9 “(2) **COMMUNITY-BASED GANG INTERVEN-**
10 **TION.**—Except when used as part of the term ‘com-
11 **munity-based gang intervention agency’ or ‘commu-**
12 **nity-based gang intervention model’, the term ‘com-**
13 **munity-based gang intervention’ means a two-prong**
14 **approach to reducing gang violence that provides—**

15 “(A) specialized, gang-specific mediation
16 and mitigation to stop or prevent violence by,
17 within, and between gangs; and

18 “(B) the redirection of individual gang
19 members and their families through proactive
20 efforts that increase peace and safety for gang
21 members, their families, and their communities.

22 “(3) **COMMUNITY-BASED GANG INTERVENTION**
23 **AGENCY.**—The term ‘community-based gang inter-
24 **vention agency’ means a community-based organiza-**
25 **tion, association, or other entity that—**

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1 “(A) promotes public safety, with the spe-
2 cific objective of reducing and stopping gang-re-
3 lated and gang-motivated violence and crime;
4 and

5 “(B) has a history of, or experience or spe-
6 cific training in, effectively working with gang-
7 involved youth and their families.

8 “(4) COMMUNITY-BASED GANG INTERVENTION
9 MODEL.—The term ‘community-based gang inter-
10 vention model’ means a holistic and comprehensive
11 two-prong approach to reducing gang violence and
12 an integrated approach of providing rehabilitative
13 service delivery to gang involved youth that—

14 “(A) deploys community-based gang inter-
15 vention specialists who are trained in the two-
16 prong approach and who intercede, interact,
17 and participate with and in into the community
18 to quell rumors, prevent and mediate conflicts,
19 and respond to crises related to gang activity
20 and violence;

21 “(B) delivers rehabilitative services to
22 gang-involved individuals and families; and

23 “(C) addresses the barriers that gang-in-
24 volved youth and their families encounter and
25 the societal factors that promote gang violence.

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1 “(5) EVIDENCE-BASED.—The term ‘evidence-
2 based’, when used with respect to a practice relating
3 to gang activity prevention and intervention (includ-
4 ing community-based gang intervention), means a
5 practice (including a service, program, or strategy)
6 that has statistically significant outcomes that in-
7 clude a reduction in gang-related violence and an in-
8 creased number of youth in job development, recre-
9 ation, arts-based activities, or faith-based activities.
10 Such outcomes may be determined by—

11 “(A) an experimental trial, in which par-
12 ticipants are randomly assigned to participate
13 in the practice that is the subject of the trial;
14 or

15 “(B) a quasi-experimental trial, in which
16 the outcomes for participants are compared
17 with outcomes for a control group that is made
18 up of individuals who are similar to such par-
19 ticipants.

20 “(6) GANG.—The term ‘gang’ means a group of
21 individuals—

22 “(A) organized by geography, culture, or
23 activity;

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1 “(B) that have a group name, and may
2 have other identifying characteristics of the
3 group such as colors and nicknames; and

4 “(C) who engage in the use of violence to
5 defend the members or territory of the group.

6 “(7) PROMISING.—The term ‘promising’, when
7 used with respect to a practice relating to commu-
8 nity-based gang intervention, means a practice that
9 is not evidence-based, but—

10 “(A) that has outcomes from an evaluation
11 that demonstrate that such practice reduces
12 gang-related violence and crime; or

13 “(B) about which a study is being con-
14 ducted to determine if such practice is evidence-
15 based.

16 “(8) YOUTH.—The term ‘youth’ means—

17 “(A) an individual who is 18 years of age
18 or younger; or

19 “(B) in any State in which the maximum
20 age at which the juvenile justice system of such
21 State has jurisdiction over individuals exceeds
22 18 years of age, an individual who is such max-
23 imum age or younger.”.

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1 **TITLE II—AMENDMENTS TO THE** 2 **OFFICE OF JUVENILE JUS-** 3 **TICE AND DELINQUENCY** 4 **PREVENTION**

5 **SEC. 201. DEFINITION OF COMMUNITY-BASED GANG INTER-** 6 **VENTION.**

7 Section 103 of the Juvenile Justice and Delinquency
8 Prevention Act of 1974 (42 U.S.C. 5603) is amended—

9 (1) in paragraph (28), by striking “and” after
10 the semicolon;

11 (2) in paragraph (29), by striking the period at
12 the end and inserting “; and”; and

13 (3) by adding at the end the following new
14 paragraph:

15 “(30) **COMMUNITY-BASED GANG INTERVEN-**
16 **TION.**—Except when used as part of the term ‘com-
17 **munity-based gang intervention agency’ or ‘commu-**
18 **nity-based gang intervention model’, the term ‘com-**
19 **munity-based gang intervention’ means a two-prong**
20 **approach to reducing gang violence that provides—**

21 “(A) specialized, gang-specific mediation
22 and mitigation to stop or prevent violence by,
23 within, and between gangs; and

24 “(B) the redirection of individual gang
25 members and their families through proactive

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1 efforts that increase peace and safety for gang
2 members, their families, and their commu-
3 nities.”.

4 **SEC. 202. COMMUNITY-BASED GANG INTERVENTION REP-**
5 **RESENTATIVE TO STATE ADVISORY BOARDS.**

6 Section 223(a)(3)(ii) of the Juvenile Justice and De-
7 linquency Prevention Act of 1974 (42 U.S.C.
8 5633(a)(3)(ii)) is amended—

9 (1) in subclause (III), by inserting “, commu-
10 nity-based gang intervention,” after “delinquency
11 prevention”; and

12 (2) in subclause (IV), by inserting “community-
13 based gang intervention,” after “prevention and
14 treatment,”.

15 **SEC. 203. GRANTS FOR DELINQUENCY PREVENTION PRO-**
16 **GRAMS.**

17 Section 504 of the Juvenile Justice and Delinquency
18 Prevention Act of 1974 (42 U.S.C. 5783) is amended—

19 (1) in subsection (a)—

20 (A) by redesignating paragraphs (7) and
21 (8) as paragraphs (8) and (9), respectively; and

22 (B) by inserting after paragraph (6) the
23 following new paragraph:

24 “(7) community-based gang intervention and
25 prevention activities;” and

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- 1 (2) in subsection (c)(2), by inserting “and com-
- 2 munity-based gang intervention” before “activities;”.

○

PART V:
CONCLUSION



PART V: CONCLUSION

“One of the many reasons I support gang intervention, youth centers and jobs for youth over prisons is because I want to give youth a chance to live past the age of 18 or 21; to have a life beyond the streets. I want them to have the chance I never had, so that way they feel like there is hope or like they don’t have to join a gang.”

- Nery Cividanis, 19, Youth Justice Coalition

Community-based gang intervention is essential to achieving youth and community development. Studies continue to prove that gang intervention is not only cost-effective, but that it also provides long-lasting results and opportunities for those youth and families most susceptible to gang violence.

Gang membership and gang violence are symptoms of larger societal, economic, and community conditions. Therefore, our systemic and programmatic response must be aimed not simply at the symptoms, but also at providing neighborhoods with gang-responsive and gang-specific services needed for people to remain and thrive in their community. By investing in and prioritizing gang intervention, lawmakers and communities can indeed increase peace-building efforts and begin tackling the root causes and conditions that give rise to gang violence.

Law enforcement agencies play a critical role in any comprehensive gang violence reduction plan; however, a suppression strategy alone will never solve the problem of gang violence. If government continues to disproportionately fund law enforcement efforts in neighborhoods plagued by violence without adequately funding gang intervention work on the streets and within detention and incarceration facilities, then governments will only provide temporary and costly solutions.

Ultimately, the goal of Community-Based Gang Intervention is to obtain lasting peace within our neighborhoods and communities. “A Guide for Understanding Effective Community-Based Gang Intervention” provides a critical and necessary framework for understanding the field of gang intervention and providing the necessary and appropriate services and mechanisms to support and expand this growing field.

For cities and regions to effectively reduce gang violence, there must be a programmatic commitment to creating intervention services that are holistic and comprehensive while integrating both Prong 1 and Prong 2 services.

This guide does not provide a menu of services, but rather a comprehensive and integrated process that meets the immediate needs of the community and leads to long-term systemic changes. I hope that this guide has provided you with more information and concrete reasons why governments and communities should invest and prioritize gang intervention as a way to create long-lasting peace and safety. Until we unite around this issue and begin to address the underlying social conditions from which gang violence flourishes by truly implementing proven solutions, such as community-based gang intervention, than we as a society will continue to lose countless lives to gang violence.

HISTORY OF THE LOS ANGELES CITY COUNCIL'S AD HOC COMMITTEE ON GANG VIOLENCE AND YOUTH DEVELOPMENT

On March 2, 2007, Los Angeles City Councilmember Tony Cárdenas, Chair of the City's Ad Hoc Committee on Gang Violence and Youth Development directed the City's Human Relations Commission to facilitate the Community Engagement Advisory Committee; an internationally renowned group of prevention and intervention experts, researchers and academics, peacemakers, and stakeholders throughout the County and City of Los Angeles. The purpose of the Committee was to advise him as the Chair of the Ad Hoc Committee on Gang Violence and Youth Development on juvenile justice and youth development issues by drafting legislative policy proposals.

From April 2007 to May 2008, the group met weekly to advise Councilmember Cárdenas on issues of youth development as well as to offer recommendations on the City's current community-building efforts. During that time, the Community Engagement Advisory Committee

created the "Community-Based Gang Intervention Model" which continues to garner praise throughout the region, state, and nation for clearly and holistically defining the emerging field of gang intervention.

The Committee brought with it several generations of experience, wisdom, and knowledge in the fields of juvenile justice and youth development. The Committee members all live and work in Los Angeles and represent organizations that work with Los Angeles' most disconnected youth and families in the City's poorest communities. Together, the Committee's members have connected tens of thousands of youth and their families to jobs, education, cultural arts, and other necessary services and programs. Currently, Councilmember Cárdenas is reconvening members of the Community Engagement Advisory Committee to continue advising him on juvenile justice issues to be directed towards the implementation of established policy and legislation.



Members of the Community Engagement Advisory Committee after the historic February 13, 2008 vote that made the "Community-Based Gang Intervention Model" official City of Los Angeles policy and legislation.

Back row from left to right: Michael de la Rocha, City Human Relations Commission, Gregory Thomas, KUSH Inc, Susan Cruz, Sin Fronteras, Robert Hernandez, Communities in Schools, Kim McGill, Youth Justice Coalition, Rosemarie Ashamalla, Sunrise Outreach Center, Alex Sanchez, Homies Unidos, Stan Muhammad, Venice 2000, Former State Senator Tom Hayden, Johnny Godinez, SEA-Gang Intervention, and Blinky Rodriguez, Communities in Schools. **Front row from left to right:** Noreen McClendon, Concerned Citizens of South Central Los Angeles, Rainbow Alvarez, Youth Justice Coalition, Jose Aldana, Youth Justice Coalition, and Maritza Galvez, Youth Justice Coalition.

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Endnotes:

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Graphs Courtesy Of:

Pg. 2: The Pew Center on the States: The Public Safety Performance Project. "One in 100: Behind Bars in America 2008." February 2008. Online at www.pewcenteronthestates.org

Pg. 3: The Pew Center on the States

Pg. 4: Petteruti, Amanda and Nastassia Walsh. "Jailing Communities: The Impact of Jail Expansion and Effective Public Safety Strategies. A Justice Policy Institute Report." April 2008. Online at www.justicepolicy.org

Pg. 6: Greene, Judith and Kevin Pranis. "Gang Wars: The Failure of Enforcement Tactics and the Need for Effective Public Safety Strategies. A Justice Policy Institute Report." July 2007. Online at www.justicepolicy.org

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Page. 7: Maximum Force Enterprises and Sin Fronteras

Page. 10: SEA Gang Intervention and www.abcnews.com

Page. 18: Youth Justice Coalition and www.gbghm-mc.org

Page. 29: Office of Los Angeles City Councilman Tony Cárdenas

Page. 53: SEA Gang Intervention

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