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#### **About Us**

#### **Advancement Project**

Advancement Project is a public policy change organization rooted in the civil rights movement. We engineer large-scale systems change to remedy inequality, expand opportunity and open paths to upward mobility. Our goal is that members of all communities have the safety, opportunity and health they need to thrive. Advancement Project's programs include: Educational Equity, Equity in Public Funds, Healthy City, and Urban Peace Institute. (www.advancementprojectca.org)

#### **Urban Peace**

The Urban Peace Institute at Advancement Project reduces and prevents community violence, making poor neighborhoods safer so that children can learn, families can thrive and communities can prosper. A new approach to preventing community violence, The Urban Peace Institute applies public health methods to understand the underlying reasons for violence and for imagining and executing innovative, holistic ways to change the conditions that lead to them.

#### Acknowledgements

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#### **About This Framework**

#### Who this Framework is for:

The Urban Peace Institute has found ways that people in communities impacted by violence can bring together residents, public safety personnel and elected officials to take action to reduce violence. This Framework is designed to help people working to reduce community violence and those providing technical assistance to them, to build an effective collaborative of all stakeholders and to implement a Comprehensive Violence Reduction Strategy (CVRS).

#### **How to Read This Framework:**

This Framework provides an overview of the CVRS and then a structure for how your community can adapt the CVRS, build an effective Community Collaborative, and develop and implement an action plan. There are four modules in this approach that can be approached in sequence with some overlap, or selected independently depending upon the groundwork already completed:

- 1. Conduct a Community Assets and Needs Assessment
- 2. Build a Collaborative of the Necessary People and Organizations
- 3. Develop a Plan of Action with Aligned Goals
- 4. Implement a Sustainable Action Plan

In the Appendix, please find additional resources: a) **bolded terms** are defined in the glossary;

b) the **Self-assessment worksheets** provide guiding questions c) the **Practice** exercise offers a chance to practice what you learn.



## I. Introduction

Advancement Project has been a force of nature. They have changed the way things are done in Los Angeles on gangs.

William J. Bratton, Former Los Angeles Police Chief

### A Call to Action

In January of 2007, Advancement Project released its groundbreaking report, A Call to Action: A Case for a Comprehensive Solution to LA's Gang Violence *Epidemic*, in a public hearing of the LA City's Ad-Hoc Committee on Gang Violence and Youth Development (Chair, Councilmember Tony Cardenas). With input from over 45 subject matter experts and from community leaders and residents participating in 30 **focus groups** throughout the City, and after doing a thorough review of national and local best practices, the report recommended a comprehensive, public health approach to achieving safety in the highest need communities with the most entrenched violence dynamics. It also advocated for a single accountability structure in the City charged with coordinating

a continuum of wraparound solutions including primary prevention reaching all children in violence entrenched communities, targeted prevention for **at-risk** and high-risk youth and their families, **gang intervention** to interrupt cycles of violence, robust reentry services, and coordination with targeted suppression. Dubbed as a "Marshall Plan" to end LA's gang violence epidemic, the report stressed the importance of sustaining community driven solutions through a public-private stakeholder partnership in order to address the root conditions fueling violence, relying on a data-driven and asset-based public health community violence reduction strategy.

Nearly five years after the release of *A Call to Action*, many of our core recommendations for a comprehensive public health approach to violence prevention have taken hold. The City of Los Angeles now has an Office of Gang Reduction and Youth Development (GRYD) and more public sector resources are being invested in the highest need communities; suppression only strategies towards gang violence have been tempered by efforts to build prevention and intervention resources; and law enforcement has become more open to collaborating with gang intervention workers. In Los Angeles, through a fiscal and

programmatic analysis of City programs, we were able to then recommend a coordinated services structure and accountability mechanism which became the basis for the Mayor's GRYD Office.



Connie Rice with government officials at the Ad Hoc Committee on Gang Violence and Youth Development. *January*, 2007

## National Research on Youth Violence

In the 1990s, the US Office of Juvenile Justice and Delinquency Prevention (OJJDP) catalogued common strategies used to address youth and gang violence and codified those strategies into

the Comprehensive Gang Model (Model).i The Model was initially implemented in four demonstration sites nationwide and has since proliferated in many revised forms.<sup>ii</sup> In the past 5-10 years, many cities and communities have begun to shed the path of costly suppression-heavy efforts, and are attempting to implement varying versions of a Comprehensive Gang Model. Some urban areas have shown moderate to significant reductions in violent crime, but most

have yet to measure an effect on long-term gangentrenchment and violent crime dynamics. iii

The preponderance of research over 30 years on gang violence reduction has shown community-based stakeholder collaboratives to be a key element in successful comprehensive strategies.

OJJDP National Gang Center

The varying versions of the model's early implementations have much to teach us. VolJDP's report "Best Practices to Address Community Gang Problems Gang Model" noted that "the effectiveness of a [demonstrations site's] steering committee has been crucial in determining the success or failure of the community in implementing a comprehensive approach." V, Vi



Since 2007, Advancement Project's Urban Peace Institute has built upon the existing research and enhanced its expertise on community violence reduction through direct engagement of "hotzone" communities (geographic areas with extremely high levels of violence and crime), the development of a gang intervention professional training academy and the provision of technical assistance to place-based violence reduction initiatives statewide. Urban Peace's practice-based, community-engaged research on gang-entrenched communities has shown that if communities are to implement the large scale, wraparound solutions needed, the community, public sector and **private sector** must develop innovative ways of overcoming the inherent political inertia that arises when confronting entrenched violence issues.

# II. Understanding the Comprehensive Violence Reduction Strategy (CVRS)

he Comprehensive Violence Reduction Strategy (CVRS) is an asset-based, public health approach to violence reduction that advocates a wraparound solution, actively linking and building prevention, intervention, targeted suppression, reentry, community development, cultural transformation, and multi-jurisdictional coordination and accountability.

A **suppression only strategy,** such as the one the City of Los Angeles relied on for 20 years, has proven to be ineffective at not only addressing the root conditions that sustain gang violence, but also at reducing gang-related crime. Incremental, untargeted, small-scale and

uncoordinated program approaches do not work.

Without doing the hard work of truly pulling together all impacted groups, communities cannot be united against violence.

A Call to Action

Gang violence experts have known for decades that gang violence is a public health epidemic. A public health approach is needed to break the cycle of fear, injury and death in violence entrenched communities. Yet violence often prevents adequate assessment, community collaboration, consensus building, and the resource

investment needed to sustain a plan of action. The Urban Peace Institute has led the field on best practices in building the **multi-sector** partnerships necessary to sustain successful violence reduction efforts. Neighborhood revitalization cannot occur without leveraging the community's existing assets and resources.

Comprehensive gang reduction initiatives must apply a place-based public health approach to addressing the root conditions that sustain gang violence, using multi-sector coordination that maximizes existing resources and creates enough political will to push reforms forward.

# Safety as a Threshold Issue

When communities are unsafe, residents are unable to meaningfully participate in a community development process, including a process to develop solutions to reduce violence. It is unrealistic for external agencies to ask communities to share in the responsibility of reducing violence without first acknowledging the ways in which gang violence can deny residents meaningful access and input to the process.

Existing violence dynamics are what most often prevent a community from building the cohesion necessary to reduce violence; moreover, gang dynamics reinforce other negative community conditions that then further sustain violence. Communities must build upon their existing networks and enhance their overall capacity to work with multiple sectors if violence reduction planning is to be successful (see Appendix F for Gang Dynamics description boxes).



Without freedom from violence, there can be no other freedoms.

Constance L. Rice Co-Director, Advancement Project

## **Asset-based Community Development**

A **need-based approach** focuses on the problems and needs and assumes public or private sector agencies will provide services to an area, thereby treating a community as its clients. In contrast, an **asset-based approach** to community development is an evidence-based approach that sustains real multi-sector partnerships by identifying and nurturing community strengths in ways that directly enhance violence reduction efforts. The asset-based approach recognizes and mobilizes individual and community talents, skills and assets; and promotes community-driven development rather than development driven by external agencies. vii

The US Department of Justice's Office of Community Policing Partnership Development Toolkit is one of many online resources available on **asset-based community development.** Viii In addition to such tools, **gang entrenched neighborhoods** require special community expertise when building a collaborative aimed at real multi-sector coordination.



## **Public Health Approach**

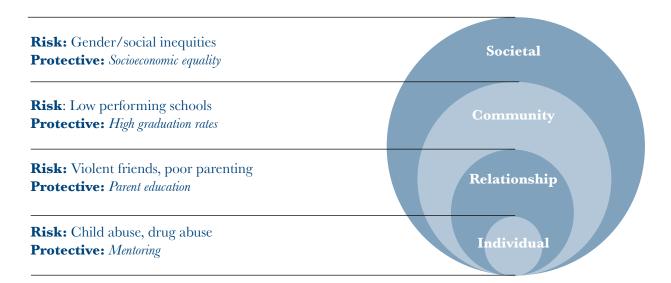
Research on violence reduction confirms that no single factor can explain why some individuals are at a higher risk of violence than others. Instead, violence reduction research shows that an ecological framework can explain how violence is a symptom that results from many risk factors interacting at different levels — the individual, the relationship, the community, and the societal (**Figure 1**). The public health approach asserts that the social and physical environment contribute to the health and wellbeing of a community. This is demonstrated in the ecological model (**Figure 1**), which supports the notion that individual change alone is not sufficient to change a community norm.

Such complex ecological problems require the public health approach to applying solutions: identify the cause of the outbreak to then guide the development of the appropriate intervention.

Developing the intervention will then inform how strategies are best implemented. Evaluations offer further clarity around whether suitable interventions were optimal and the process may begin anew.



**Figure 1: An Ecological Framework** views violence as the outcome of an interaction of many factors at four levels – the individual, the relationship, the community, and the societal. The risk and protective factors noted here are only four examples of dozens at work in any one neighborhood.



# CVRS: Elements and Principles

The CVRS includes five basic elements: Equitable Distribution of Resources, Primary Prevention, Infrastructure Intervention, Targeted Suppression and Reentry. Three guiding principles inform the design and implementation of CVRS: Community-based and Culturally Competent Service Delivery, Data Driven Policy Making and Built-in Accountability.

#### **CVRS: Five Elements**

#### 1. Equitable Distribution of Resources

The government must concentrate its violence reduction resources to the highest need communities and provide a balanced investment that builds prevention, intervention and targeted suppression resources in the communities. Private investment, whether philanthropic or corporate should also be leveraged to meet the scale and scope of the need in communities to reduce conditions that sustain violence.

#### 2. Primary Prevention Infrastructure

A primary prevention infrastructure includes safe and useable public spaces like parks and schools, quality affordable housing, quality early child care and education, access to public transportation, sports and recreation opportunities, and a strong service infrastructure that is accessible to all residents.

#### 3. Intervention

Gang intervention professionals can negotiate with high-risk individuals and **gangs** to de-escalate tensions, arrange ceasefires, control rumor to reduce retaliatory shootings, and intervene in crises.

#### 4. Targeted Suppression

Implementing a problem solving, community policing model in high crime, urban neighborhoods is vital to creating the public trust and partnership necessary for reducing violence; as well as

avoiding the overbroad suppression that leads to the targeting of an entire community, disproportionate minority contact, and strained community relations.

#### 5. Reentry

The reintegration of formerly incarcerated and system-involved youth and adults requires coordination of the public sector, community based organizations, faith-based organizations and other stakeholders to keep this high-risk population from re-offending and helping them reintegrate into the fabric of the community.

#### **CVRS: Three Guiding Principles**

## 1. Community-Based & Culturally Competent Service Delivery

Families in high poverty, high violence areas are often isolated from a support infrastructure because of the lack of accessibility and availability of such services. Families face a multitude of challenges such as language barriers and unprotected legal status. Any initiative must be community based, honor the existing leadership and assets of the community and must deliver culturally competent services.

#### 2. Data Driven Policy Making

Within high crime communities and communities in general, government efficacy is often impeded by an overall lack of data driven decision-making, data-sharing policies, and utilization of sound evaluation methods. Improved use of data and data sharing protocols across various public and community based service providers lead to more effective and coordinated service delivery as well as the ability to track what works.

#### 3. Built-in Accountability

Initiatives without accountability measures fail. Any initiative must have built in accountability measures that will ensure the initiative is regularly evaluated and that it is working. Both the public sector and the community must hold themselves accountable.

## III. A Framework for

# Implementing the CVRS

his section provides a framework for how your community can adapt the CVRS, build an effective community collaborative and develop an **action plan**. There are four modules that can be approached in sequence with some overlap, or selected independently depending upon the groundwork already completed:

- Conduct a Community Assets and Needs Assessment
- 2. Build a Collaborative of the Necessary People and Organizations
- 3. Develop a Plan of Action with Aligned Goals
- 4. Implement a Sustainable Action Plan

# A. Community Assets and Needs Assessment

A needs assessment is an important first step to any public policy problem-solving process. Urban Peace Institute has found that in order to understand the complex dynamics of violence in a community, it is worthwhile to undertake a comprehensive community violence assessment.

A good **community needs assessment** should combine statistical data analysis and community engaged research to ascertain community stakeholder perceptions and experiences. The different data sets then can be analyzed together to form one complete picture of community violence dynamics.

Conducting a comprehensive community needs and **gang violence assessment** helps create the conditions for quality multi-sector input in the CVRS planning process. Often, gang entrenched communities have undergone multiple assessments; in such circumstance, lead agencies should focus on refining and/or augmenting the prior community needs assessments after an overall **assessment review**. See Needs Assessment Methodology, Appendix A.

### Summary Assessments

#### Goal

You will have a 2-D detailed snapshot of your community needs and assets

#### Use

You can use this to build shared goals with partners and convince funders of need

#### **Resources Needed**

Data Analysts/Mappers, Surveys

#### **Common Obstacle**

High need communities often suffer "assessment fatigue" and feel "over-assessed"

#### **How to Overcome Challenge**

Focus on refining or augmenting existing assessments

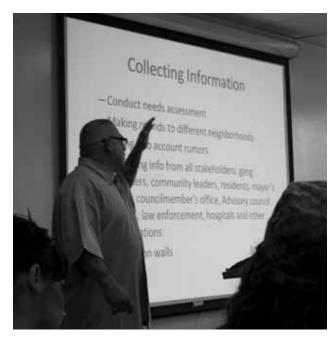


Throughout each phase of the stakeholder development process, conveners will rely on community input and assessment evidence to ensure a data-driven planning process. Comprehensive community needs assessment data allows stakeholders to better understand the full demographical dimensions of their community's needs and assets; embrace and rely on the collective input from all sectors throughout the planning process; and better recognize the value of all of the community's key stakeholders and high value participants. Ultimately, the community assessment should help stakeholders reach consensus on the root community conditions that sustain gang violence and which of these can be addressed in the short, medium and long term, as well as on what available resources would be most useful in implementing solutions.

A comprehensive assessment will include:

- a definition of target area and boundary justifications and detailed community history;
- a demographic and **segment analysis**;
- **GIS mapping** of socioeconomic data and key risk factors;
- **community asset analysis** (protective factors);
- gang violence assessment; and
- on-going power analysis including leadership analysis and stakeholder engagement, public sector analysis and public sector engagement and community dynamics analysis and community engagement

The Urban Peace Institute has conducted extensive field-based community needs assessments, including comprehensive assessments in six of the Los Angeles City's original 12 Gang Reduction & Youth Development zones and four assessments in Los Angeles County. In each, we examined a detailed subset of the general factors listed above withinthe identified boundaries to provide a context of the gang violence dynamics in each zone.



Urban Peace Academy classroom session of the LA Violence Intervention Academy (LAVITA) 2011

Implementing the CVRS requires multifaceted community resources deployed simultaneously and sustained in the long-term. Yet every agency and each participant engaged in the CVRS implementation has their own set of directives and mandates. Once stakeholders understand exactly how their limited resources will be used towards achieving the greatest impact, they will be more supportive of CVRS goals. A comprehensive needs assessment will clearly delineate such information for stakeholders.

The OJJDP has an online community violence prevention and intervention assets assessment tool. It recommends that you ask participants to complete an **asset survey** that details their relationships (i.e. resource networks) with other collaborative participants and community members, and lists the services they and their partners provide. Contextualize participants' asset data with the crime, needs and demographic data. Use the combined analysis to provide a realistic picture of the statistics.

#### For example:

- Are **youth development services** located in places that are easily accessible for youth?
- Do families have to cross gang boundaries to reach other services?
- What if gang violence fueled by illegal drug sales also created a lack of safe space for youth?

#### Tools

HealthyCity.org offers free access to the largest database of community services and localized data variables throughout California.

#### **Common Root Conditions of Violence**

Comprehensive assessments emphasize a groundlevel approach that engages residents and community leaders in contributing their expertise, experience and concerns about violence reduction. The methodology aims to provide the most ideal starting point for the development of a community planning collaborative. **Key amongst that** methodology is the identification of the root community conditions that research says compound the community and individual level risk factors that sustain community violence.

It is important for all community violence stakeholders to reach a shared understanding of the root conditions of violence in their community. Presenting research on the root conditions of a community's gang violence should serve to validate stakeholders' own experiences relating to youth and families with unmet needs. This research should strengthen the resolve for action as it validates stakeholder experiences. Ten common root conditions, explanations and examples are listed on the next page:

## Common Root Conditions of Violence

- 1. Lack of Targeted Suppression that Follows a Community Policing Model
- 2. Lack of Effective Reentry Services and Support
- 3. Family Isolation and Lack of At-Risk Services and **Support Structures**
- 4. Lack of Comprehensive **Primary Prevention** Infrastructure
- 5. Lack of Safe and Successful Schools
- 6. Lack of Community Economic Investment. Workforce Development and Family Economic Success
- 7. Lack of Community Cohesion to Improve Public Safety
- 8. Inadequate Government Coordination and Accountability
- 9. Normalization of Violence
- 10. Poor Access to Quality Health and Mental Health **Care Services**

## 1. Lack of Targeted Suppression that Follows a Community Policing Model

High violence communities often perceive law enforcement as using "heavy-handed" tactics that indiscriminately target large community segments (e.g. youth, African American males) without addressing the true source of violence. *Targeted* means using data driven evidence that focuses suppression efforts on the perpetrators of violence, builds strategic partnerships with hardcore community-based gang intervention, and collaborates on prevention and intervention efforts with community members and other key stakeholders.<sup>ix</sup>

# Law Enforcement Dynamics

Communities with longstanding gang violence epidemics typically have high-levels of distrust among law enforcement and community. Before trust can build, stakeholders have to acknowledge past mistakes and show willingness to initiate new partnerships. If law enforcement leadership cannot reject suppression-only strategies, efforts to build community trust in local law enforcement with existing residents will falter. If community refuses to engage law enforcement in joint planning and support, efforts to gain law enforcement support for prevention and intervention efforts and eventually, a balanced investment in all elements of violence reduction will falter.

## 2. Lack of Effective Reentry Services and Support

High violence communities usually have high concentrations of formerly incarcerated and system-involved youth and adults and are often the least prepared to fully reintegrate them into the fabric of the community. A lack of coordinated reentry resources puts these returning residents at risk of re-offending. System-involved youth and adults usually face the lack of comprehensive **transition planning** linking them to a support system in the community (housing, education, jobs, mental health/healthcare services, etc).\*

#### 3. Family Isolation and Lack of At-Risk Services and Support Structures

High violence communities often have significant concentrations of families that are racially, socially, culturally, financially or otherwise isolated from the larger community. Isolated families face a multitude of challenges to accessing services, such as language barriers and unprotected legal status.xi More specifically, hot-zone communities often lack availability to parent support services and opportunities that could help families to better support and protect youth.

## 4. Lack of Comprehensive Primary Prevention Infrastructure

Even in the most gang entrenched neighborhoods, only a small minority of youth ever joins a gang. However, the majority of children and youth who live in the neighborhood face daily exposure to violence. A "safety net" is needed in the form of a primary prevention infrastructure, which can include safe and useable public spaces like parks and schools, quality affordable housing, quality early child care and education, and access to public transportation, sports and recreation opportunities. Even where communities lack resources to develop new services, coordination among existing services can begin to address safety concerns (e.g. improving lighting in public spaces, organizing family-friendly community events).xi

#### 5. Lack of Safe and Successful Schools

To create a sufficient prevention safety net for the vast majority of youth who face daily exposure to violence, violence reduction strategies must be school-centered. Hot-zone communities often have under-resourced and overcrowded schools that desperately lack school-based services students need to achieve academic success. Schools can play a critical role in maintaining a healthy and safe community by serving as primary dissemination and coordination centers of resources and information. Schools can serve as the epicenter of a comprehensive primary prevention infrastructure through the full service community schools model and relying on schoolbased multidisciplinary teams to help coordinate support services for students, especially for those who are high-risk.xiii

## **Tools: Full Service Community Schools**

"Community schools are those that have been intentionally transformed into neighborhood hubs and that are open all the time to children and their families. In these buildings, a range of support services is provided by community agencies to help overcome the many barriers that schools face in producing successful students."

#### 6. Lack of Community Economic **Investment, Workforce Development** and Family Economic Success

The economic well being of families is necessary for the existence of a safe community. Poverty and unemployment rates in communities with the highest concentrations of crime are staggering and require the input of all sectors. Key elements of an economically strong community include a strong business infrastructure providing livingwage jobs, access to job training resources, and access to services that promote families' economic independence. Family self-sufficiency can be promoted through a variety of creative and innovative strategies including Earned Income Tax Credit outreach and education, and support for micro-businesses.

#### 7. Lack of Community Cohesion to Improve **Public Safety**

Communities with high concentrations of crime usually lack community cohesion overall and specifically to address public safety. Fear of violence prevents and limits residents from organizing or participating in social and civic institutions. Community cohesion occurs when strong networks of social infrastructure exist and when diverse groups gather and share bonds of neighborliness, civility, and trust. These neighborly connections can then give way to collective community events, information sharing, neighborhood watch programs, and other layers of community engagement. Some barriers to community cohesion that may exist are high mobility rate among residents, the tension between multigenerational groups, and a general lack of trust between neighbors and racial groups.xiv

#### 8. Inadequate Government Coordination and Accountability

Governments with jurisdiction over high violence areas often fail to demand and deliver comprehensive solutions to the complex, entrenched issues facing socioeconomically disadvantaged areas. Often, public sector agencies serving high violence areas lack data-driven and data-sharing policies, as well as multi-jurisdictional and multidepartment coordination. Agencies also fail to ensure equitable distribution of resources to communities with the highest needs. Longterm solutions can only be achieved through culturally competent, integrated service delivery; the use of data-driven planning and evaluation measures; increased collaboration and mission alignment between departments; community engagement in policy decisions; and the creation of a single accountability structure with enough authority to hold departments and agencies accountable for measurable community safety outcomes.

### **Tools: CBIS**

**Community Based Information** System (CBIS), an LA Sherriff Department-led collaborative, is a password protected law enforcement information sharing and mapping platform that includes socio-demographic data, prevention and intervention service provider data, crime and community level data. CBIS facilitates timely service referral, promotes law enforcement partnership with community stakeholders and assists in crime trend analysis.

#### 9. Normalization of Violence

In communities where the presence of a systemically entrenched environment of violence exists in every aspect of a resident's life, people begin to see violence as a normal, everyday occurrence. The lack of attachment to positive culture, positive role models, positive media messaging and a general sense of despair can all prevent community members, especially youth in multi-generational ganginvolved families, from recognizing violence as a force that can be combated and eliminated. The **normalization of violence** in a community can be neutralized by increasing the cohesion among community members and by helping residents actualize alternatives to violence in the community.

#### 10. Poor Access to Quality Health and **Mental Health Care Services**

Violence is a public health epidemic with crippling impact on the health and wellbeing of youth, children, families and entire communities. Communities in highest need of health services seldom have consistent access to quality, culturally competent preventative health and mental health services and education. Youth in high crime areas are often over-medicated, or misdiagnosed and at-risk of being labeled and placed in services that further stigmatize them, or categorically exclude them from rehabilitative services. Attention should be paid to enhancing the ability to recognize the needs of gang-effected youth and especially to their high levels of post-traumatic stress disorder (PTSD). These communities are in dire need of diagnosis and treatment that is culturally and linguistically competent.xv

## B. Building a Multi-**Sector Violence Reduction Community Collaborative**

As referenced earlier, building a **community** collaborative is a critical component to create the conditions for quality multi-sector input in the CVRS planning process.

Successful, high-profile urban efforts (such as the Harlem Children's Zone) to increase positive education and health outcomes have brought attention to community development strategies implemented through place-based, collaborative efforts.xvi Early evaluations of violence reduction initiatives attempting to replicate multi-sector community collaborative models noted eight key outcome or process problem areas faced during implementation.xvii

A multi-sector community-based collaborative is required to develop solutions that honor and nurture existing community assets and leadership. Very little has been documented about the processes associated with violence reduction community collaboratives. The Urban Peace Institute's study of violence reduction initiatives in hot-zone communities suggests that the successful implementation of violence reduction and prevention strategies centers on real community input and lasting engagement, and community ownership over the solutions. In order for a violence reduction community collaborative to achieve real input, it must intentionally build the capacity of community residents and stakeholders to sustain collaboration.

All successful community collaboratives are built using the basic principles of community mobilizing — essentially, supportive and respectful broad-based engagement. Chances for success improve when well-developed community

### **Summary: Community** Collaborative

#### Goal

You will have a group of 10-25 high value stakeholders effectively engaged

#### Use

You can use this collaborative to develop and implement an action plan to reduce violence

#### **Resources Needed**

Strong Convener, Key Stakeholders, Skilled Facilitator, Meeting Space, Food

#### **Common Obstacle**

Divergent interests and priorities among the wide variety of partners

#### **How to Overcome Challenge**

Use the guided logic model process to develop shared goals and priorities



leadership participates in the process or when participants have prior experience in successfully implementing change through a collaborative effort.xviii

Collaboratives in high violence communities need to pay careful attention to the potential "process" obstacles. A multi-sector collaborative seeking broad-based community participation in planning and implementation must follow the guiding principles of CVRS during each phase of development. To get started, a convener must be identified who then seeks out and engages an

To form a successful collaborative, in a defined geographic area stakeholders

- Choose a convener
- Understand public health approach to comprehensive violence reduction.
- Form a representative body that can achieve consensus around the root conditions that drive violence
- Develop a long-term vision and strategies to achieve common goals
- Focus on targeted and measurable actions
- Invest/secure the resources needed to make an impact

action-oriented group of about 10-25 agency members from all key sectors, including local representatives of probation, foster care, mental health, health agencies, schools, law enforcement, community based organizations, and community residents themselves.

#### Role of Convener (or Co-Conveners)

Conveners play a key role in the stakeholder development process and therefore can have immense impact on the success or failure of the Collaborative. A community agency with the capacity to convene must have an existing cache of community influence around the issue of violence reduction. An external agency whose location and main influence is outside the target community

can often be well-meaning and have the resources to help. However, there are a finite number of agencies that have the capacity and the influence to engage the community as well as widespread trust and goodwill to convene community stakeholders on the issue of violence. In fact, hot-zone communities often have such high levels of distrust around issues of violence and safety that even agencies based within the community may also meet with resistance. For example, if the agency's client constituency is limited to one segment of the community population, other segments may find the agency inaccessible and have qualms about their motives.

Whether internal or external to the target community, agencies acting alone on the issue of violence can become targets for suspicion and mistrust and run the risk of becoming the biggest barriers to successful violence reduction implementation. It is important for conveners to build broad leadership and practice shared decision-making as early as possible in the formation of the network. The convener should develop guidelines that specify facilitation and leadership roles, but also allow broad participation and provide regular opportunities to infuse the leadership with new members and fresh ideas. See Appendix B for critical convener characteristics and Appendix E for Self Assessment 1 to help you assess your readiness as a convener or co-convener.

The convener's position as facilitator comes with additional roles and responsibilities. Facilitators must document the process, including who comes to the meetings and what is said; manage the meeting by ensuring participants know why they are there, that they learn, and that they accomplish the tasks set forth; and close the meeting by ensuring participants know what the next steps are and how to follow-up. Good facilitators plan meeting goals, anticipate barriers to consensus and prepare materials necessary to move the process forward.

### **Tools: Building** Your Table

In the Belmont neighborhood of Los Angeles, Urban Peace Institute started with the identification and recruitment of multi-sector coconveners, who became known as the Core Partners. These included a community organization that administered a full service community schools model; the City's Gang Reduction and Youth Development program; a religious organization which was also mobilizing local residents around safety; and an area university that administered our evaluation component. Community input helped to identify the core partners who were most ready and able to play the role of co-convener. Then Core Partners, together with roughly 40 individual collaborative participants representing 25 collaborative agencies, formed the **Belmont Community Collaborative.** 

#### Stakeholder Identification

The Collaborative should strive to be representative of the target community. Not only must community organizations and funded stakeholders get involved in violence reduction efforts, but key public sector agencies, parents and youth must be meaningfully engaged. Key stakeholders include law enforcement (with probation and juvenile justice), foster care, mental health and health services, school leadership (at the classroom, school, and district level), agencies providing family support services, community providers of youth development, prevention and

gang intervention services, and representation from other place-based initiatives. It is also important to identify key "informal" leaders, particularly from sectors of the community that are hard to reach or isolated. The actual number of participants in a community collaborative may vary; however, it is important that each participant is an "influencer" in their respective organization, seen as a "doer" in the community and can dedicate some time and

resources to the planning process. See Appendix B

for critical stakeholder characteristics.

In reality, there is no standard formula for selecting who should and should not be asked to participate. In key stakeholder interviews with executive and managerial leadership, explain the project, get feedback on project goals and ask about high-value individuals (Appendix B) in their agencies or others who they think would make good candidates for participation. It is imperative to seek out high-value participants within high value agencies. However, each participating agency should have a clear role within the Collaborative and be assessed as to the value they may bring, the barriers that may arise if they are engaged and the barriers that may arise if they are not engaged. There are sometimes critical CVRS stakeholders who may not be high value planning participants; meaning, stakeholders who will not offer much to a community planning process, but are still critical to implementation.

All collaborative efforts must coalesce around engaging key stakeholders in the planning process and intensifying that engagement as the planning process develops and actions are implemented. Please see Appendix B — Figure 2 for an example of a basic friendliness map, which charts a decision tree for engaging stakeholders. As you begin to convene try to identify short-term strategies that might also meet the goals of individual stakeholders and service agencies that have their own reporting requirements and mandates.

## C. Developing an Action Plan through a Guided Logic Model Process: Getting to Multi-Sector Consensus

Developing an action plan with aligned goals and mission is the third module necessary to create a quality multi-sector CVRS. An action plan is a written document that expresses the goals of the collaborative, the required activities and assigned timelines, the responsible parties, and the desired outcomes.

Building consensus is the most difficult, yet often, the least planned step in most collaborative development processes. Communication is obviously essential, but as is often the case, different sectors with differing mandates and different constituencies often find it difficult to communicate, even when their goals are similar (see example in Appendix C).

To get to consensus, we recommend the use of a **Guided Logic Model Process**. Urban Peace Institute's CVRS **Logic Model** is a comprehensive document that catalogs the root conditions of gang violence in Los Angeles, documents the latest evidence-based strategies to address those root conditions, highlights research-based evaluation of which indicators best measure the success of those strategies, and lists the data sources from which

With over 1,400 points of data, Urban Peace Institute's Comprehensive Violence Reduction Logic Model is a powerful planning tool to help train and educate stakeholders on the best course of action.

# Summary Developing the Plan

#### Goal:

You will reach a clearly defined consensus on Collaborative goals and have a prioritized manageable set of outcomes

#### Use:

You can use this to implement the action plan to reduce violence

#### **Resources Needed:**

Strong Collaborative, Logic Model, Skilled Facilitator, Asset Maps

#### **Common Obstacle:**

Unclear articulation of the goals can lead to conflicting understandings among partners

#### **How to Overcome Challenge:**

Documentation of discussions and decisions, and clear articulation of goals and expectations



those indicators could be or should be attained. This extensive logic model stands as a visual, detailed presentation of how a place-based violence reduction initiative achieves results by outlining the specific relationships between problems, solutions and outcomes. Taken together, these elements can then help stakeholders identify and clarify their specific role in the strategy.

The process of guiding a community collaborative through its own logic model helps the group to understand what each participant views as the cause of problems, and gets their ideas on acceptable solutions, all of which helps participants move toward a shared understanding about which root conditions sustain the violence in their community. This process also helps participants better understand through each other the community's existing assets and gaps in resources. The goal of a Guided Logic Model Process is for participants to see the precise inter-related nature of the protective and risk factors at the individual, family, and societal levels (i.e. ecology framework) effecting their community. Please see Appendix D for a visual representation of the logic model process.

After soliciting each stakeholder's perspective, efforts should focus on reaching a common understanding amongst members about the goal/ mission of the collaborative: developing and implementing a community-based action plan to reduce violence. Clarity on this and other goals is the only way to ensure future agreement on acceptable solutions. Indeed, early consensusbuilding is the first step to committed participation and assumption of responsibility by participants. Expectations about commitment, accountability and dedication of resources should be set out early in the implementation stage, as well as during the planning process.

Consensus has been reached only when all stakeholders are clear about the collaboratives' goal. An unclear articulation of the goals ultimately leads to conflicting understandings among partners, which usually results in the failure to implement comprehensive, coordinated action (see Appendix E for Self Assessment 2 to help you assess the level of consensus among collaborative participants).

If stakeholders are clear on the goals and have enough information to agree on acceptable strategies, they then should prioritize a manageable set of outcomes, and from those, prioritize strategies with measurable impacts. These outcomes and strategies should become the focus of the written action plan. Collaborative participants should organize themselves



Participants at the Jewish Community Foundation convening engaging in an agenda prioritization process, April 2011.

into workgroups around each prioritized outcome. The goal is for participants who are most willing and most able to implement action around an outcome to take lead roles within the workgroups. Conveners can assist partners in determining which workgroup best fits their role by using data collected during stakeholder interviews, the preliminary findings of the collaborative and best practices data.

Once participants select their workgroup, they must consider whether additional expertise is needed to accomplish their goals and then if necessary outreach to those high value participants who can assist in the action planning. Within the workgroups, conveners should facilitate the development of strategies that have the largest potential for impact and highest likelihood of success while documenting the underlying reasoning and debate of participants.

### **Tools: CVRS Logic Model**

- Assess Assets, Networks, Resources and Needs
- 2. Understand the Root Conditions of Community Violence
- 3. Prioritize Shared Goals and Outcomes
- **4. Develop** Strategies and Activities
- **5. Implement** Actions with Responsibility, Timelines and Accountability

# D. Implementing an Action Plan

The final module necessary to create a quality multi-sector CVRS is the implementation of the action plan. The outcome planning workgroups should simply transition into implementation once they have identified action items.

A community-based violence reduction plan should outline work to be done around the five elements of the CVRS: primary prevention, intervention, targeted suppression, reentry, and equitable community investment. All strategies should be jointly planned and highly coordinated. The action plan should be informed by the community needs assessment and the elements of the model, and should address the most salient root community conditions of violence. Strategic action plans must be designed to achieve sustained, substantial reductions in gang activity and community violence with a measurable neighborhood impact.

Collaboratives will have to be flexible in their implementation of the action plan as events will undoubtedly push some goals into longer term planning. For example, once-committed collaborative participants may change jobs, community resources providing key supports may be lost due to funding cuts, and new employees potentially may enter with different directives, perhaps different expectations and a lack of understanding about the process. In reality, priorities may and do change. The action plan



### Summary: Implementing the Plan

#### Goal:

Achieve sustained, substantial reductions in community violence with a measurable neighborhood impact

#### Use:

Roadmap for short-term and long-term action; commitment of partner capacity

#### **Resources Needed:**

Strong Workgroups, Solid Action Plan, Flexibility

#### Common Obstacle:

Key partners change jobs

#### **How to Overcome Challenge:**

Ongoing engagement of stakeholders outside collaborative who can fill those roles



should therefore signal the level of commitment for each stakeholder, even as it details short- and long-term activities. Conveners and other participants must continue to design ways to engage the stakeholders who are not represented in the action plan in future work. Good documentation during the planning phase will help to "tell the story" of the collaborative to new members and also reinforce the process that led to the common vision.

Most importantly, the action plan should serve as a realistic blueprint for short term and long term action. Short-term strategies are more than just "low-hanging fruit"; they provide momentum and are necessary to build capacity towards larger action. Find short-term strategies that also meet the goals of individual stakeholders and service agencies that have their own reporting requirements and mandates.

The long-term goal could consider the following indicators:

- Reduction in number of gangs
- Reduction in number of youth and young adults joining gangs
- Increase in number of gang members exiting the lifestyle and gainfully employed
- Reduction in school drop-out rates
- Reduction in PTSD levels of children and youth

These types of indicators can be difficult to collect data on and subsequently measure. A greater commitment to data collection, tracking and analysis is imperative from both public and private agencies. Even at the implementation phase, the collaborative should continue to enhance key

capacities and relationships between existing networks and stakeholders. Use meeting planning time to allow stakeholders to share their skills and expertise. Continually offer opportunities for peer learning, skills sharing and trainings. Give ample time to discuss resources, successes and additional partnering opportunities. These dialogues and development activities designed to share, network, learn and test, are critical if stakeholders are to effectively explore ways to implement the most comprehensive strategies.

Once the stakeholders have settled on the strategies that make up the action plan, the last step is to design an evaluation that will measure the impact of each activity. Be as specific as possible regarding how the group will determine success, what data the group needs to collect and how it will obtain the data. Finally, assist the group in determining lead roles and/or accountability structures for each activity and a manageable timeline.

### **Programs: Safe Passages (Routes to School)**

In the Belmont neighborhood of Los Angeles, while the quality, choice and access to local schools had improved tremendously, our assessment uncovered that families were choosing schools based on where their children felt most safe traveling (specifically which gang turfs had to be traversed), as opposed to which school they believed provided the best educational opportunities. We encouraged more residents to share knowledge of unsafe routes to schools—which were then mapped, to create concrete visuals of problem stores, parks, intersection, etc. GIS mapping was then used to juxtapose law enforcement's crime data with the community generated map. Both maps



closely aligned. The exercise helped to build consensus between police and community members. In addition, mapping the school routes provided a tool in the "Safe Passages" program allowing police to partner with parent and community volunteers to target resources during school opening and dismissal times.

Jordan High School students monitored by Pastor Mike Cummings through A Safe Passages Program in 2007. Photo from USA Today

## IV. Technical Assistance

iolence prevention experts should endeavor to support community stakeholders and organizations, policymakers, and philanthropy in their work to prevent and reduce violence. That work can include:

- Multi-disciplinary research on best practices in violence reduction and prevention
- Community engaged data gathering and analysis
- Stakeholder engagement and capacity building through training and leadership development
- Facilitation to achieve mission alignment in multi-sector community collaboratives to reduce violence
- Policy development and advocacy at the federal, state and local level for comprehensive violence reduction strategies

Community violence reduction experts and lead agencies have other important roles within the planning efforts in addition to the role of convener or facilitator. These experts can use their understanding of the CVRS and knowledge of the community to act as an educator, trainer, and supporter of the collaborative and its participants. The convener should support existing community networks by sharing ideas and best practices with participants and other community stakeholders. Similarly, all stakeholders who understand the CVRS can work with conveners to enhance their capacities to support each phase of the collaborative — development, consensus-building, planning and implementation.

Depending on where a community is in their process, technical assistance could include a comprehensive assessment or a segment analysis (a "mini-assessment" such as gang violence dynamics); trainings on community datagathering, police-community engagement, or gang intervention work; facilitation and network support; development and/or execution of an action plan; public sector power analysis and engagement strategies; and education/research provision on best practices and new trends.



### **Enhancing an Existing** Collaborative's Capacity to Reduce Violence

Any single stakeholder may find it difficult to organize a community stakeholder network around violence: the focus area may be too expansive; the community sectors may be too diverse or there may be an overabundance of existing collaborative and partnering initiatives, all competing for the time and resources of a limited number of community stakeholders. Community collaborative development takes significant resources and may be too much for a single community organization to administer. Therefore, coordinating small-scale

violence reduction efforts within existing stakeholder collaboratives can sometimes prove more efficient. A collaborative that is organized with the explicit goal of reducing violence presents less obstacles to consensusbuilding; however, it is possible to build consensus around a violence reduction mission within an existing collaborative. When attempting to build consensus around violence reduction in an existing long-standing collaborative, efforts must focus, as soon as possible, on educating and engaging high value community stakeholders.

**Evaluation** 

Any community improvement effort should have a formal evaluation component built in, preferably executed by an external research based agency. An evaluation protocol should consist of at least two components: 1) to measure the effectiveness of the plan and 2) to measure the process. Urban Peace Institute advocates for designing evaluations that will measure the impact of each activity using group-determined metrics that are also supported by best

practices in the field and in research. It is important to be as specific as possible regarding how the group will determine success, what metrics the group will use and how it will obtain them.

Program effectiveness is comprised of tracking the multiple outcomes targeted, both over time and on a periodic basis. Process evaluation involves documentation of the services provided, including: the number of trainings or workshops administered, the number of classes/meetings held, the level of cohesiveness among participants, and the number of participants attending each event. In both instances, baseline data should be collected for both process and impact outcome measures.

Comprehensive Violence Reduction Strategies in Place-Base Initiatives ADVANCEMENT PROJECT Los Angeles, CA

Thank you for your participation in the second session of Urban Peace Institute's two-part learning series on Comprehensive Violence Reduction Strategies in Place-Base Initiatives. Please take a few moments to complete the following questionnaire. Your feedback is critical in helping us assess the effectiveness of the training and plan future efforts. If you chose, you may remain anonymous.

ing the events of today, how would you rate the Convening overall Presentations 1 Facilitations Exercises/Activities 4 1 2 5 Timing 2 5 1 Handouts 5 Location 5 1 Content 5

	ase indicate the degree to which you agree or agree with the following statements:	Strongly Disagree	Somewhat Disagree	Undecided	Somewhat Agree	Strongly Agree
1.	It is important to include youth as partners and participants in a violence reduction collaborative.	1	2	3	4	5
2.	I established meaningful contacts with public sector and community organizations.	1	2	3	4	5
3.	I feel connected with the other members of the community doing violence reduction work.	1	2	3	4	5
4.	Today's dialogue was inclusive and respectful.	1	2	3	4	5
5.	The group valued my contributions.	1	2	3	4	5
6.	This convening met my expectations.	1	2	3	4	5
7.	This convening was worth my time and effort.	1	2	3	4	5
8.	I understand the difference between conducting individual School Safety programs and implementing a community-wide Safe Passages strategy.	1	2	3	4	5
9.	My organization/agency will support a community Safe School action plan.	1	2	3	4	5
10.	My organization/agency involves youth in making decisions that affect the community.	1	2	3	4	5
11.	My participation in strategic community partnerships will benefit my organization/agency.	1	2	3	4	5
12.	It is important for me to participate in a coordinated violence reduction effort.	1	2	3	4	5

## V. Summary

The public health approach is gaining broader acceptance as an effective way to reduce levels of community violence and reverse decades-long entrenchment of violent neighborhood gangs. A community stakeholder collaborative is often an overlooked but critical part of the public health approach to violence reduction — without an engaged, community-driven planning and implementation body, there is little access in ensuring accountability and sustaining adherence to violence reduction efforts.

With this knowledge, your community can adapt the CVRS, build an effective community collaborative, and develop and implement an action plan to reduce gang and community violence as the first step towards sustained neighborhood revitalization.

Urban Peace Institute's Framework brings together a decade of research, training and community organizing in highviolence, gang entrenched communities to detail the necessary components of violence reduction.





# VI. Glossary

**Action Plan** A written document that expresses the goals of the initiative; the required activities and assigned timelines, responsible parties, and the desired outcomes that are based on a logic model.

**Assessment Review** A review of existing neighborhood assessments, community histories and existing community survey data. This assessment does not rely on meaningful community input and relies heavily on power/relationship analysis. This type of research can be conducted outside of a community's physical location, but typically cannot stand alone as a community needs assessment.

#### **Asset-based community development**

Recognizes and mobilizes individual and community talents, skills and assets and promotes communitydriven development rather than development driven by external agencies.

**Asset Survey** Allows stakeholders to self-assess the strengths and weaknesses of the community's assets and to identify the gaps. It may require assessing the capacity of the agency (e.g. types of services, waiting list for services, language coverage) as well as accessibility of services (e.g. location in the context of gang boundaries). The Asset Survey also assists in logic model development by satisfying questions around strategy prioritization and resource deployment.

**At-Risk** The high possibility that an individual or family will suffer a harmful event associated with violent/aggressive behavior and may require support through primary and targeted prevention efforts.

Case Management The goal of case management is to properly assess the client's strengths, weaknesses, and needs; support the identification of goals; coordinate services from other providers; provide service referrals as needed; and then diligently monitor progress toward that end.

**Community-based Organization Capacity Survey** See Asset Survey.

**Community Engaged Data Gathering and Analysis** Qualitative and quantitative research tool that allows stakeholders to use GIS mapping tools (such as community engaged mapping), surveys and

working groups to record community data and to identify specific safety and environmental risk factors relevant to the treatment area.

Community Engaged Mapping

(CEM) A group mapping exercise designed to answer specific research questions and gather neighborhood-level primary data from community members (who live, work or attend school in the area), for the purpose of developing place-based planning, policy, and interventions (CEM developed by Advancement Project's Healthy City program).

**Community History** Information collected from research, including media and historical records, organizational annual reports, web, interviews and other resources that will elicit the most useful and relevant information on a communities' violence reduction initiatives.

Community Policing Model A model that replaces the traditional way of conducting police activities, and emphasizes input from community members and stakeholders in police decisionmaking, strategies, and actions. Successful community policing is achieved through tactics that are based on partnerships between police, community members, and local institutions to proactively address issues of crime, social disorder, or any other issues that community members chose to prioritize.

#### **Comprehensive Violence Reduction**

**Strategy (CVRS)** Based largely on the Advancement Project's Urban Peace Institute's founding document, A Call to Action, the CVRS is an asset-based, public health approach to violence reduction that advocates a wraparound solution, actively linking and building prevention, intervention, targeted suppression, reentry, community development, cultural transformation, and multi-jurisdictional coordination and accountability.

#### **Community (Comprehensive) Needs**

**Assessment** A synthesis of the best research on violence prevention and youth gang violence, innovative community-based data-gathering and data analysis, and ground level community input. Advancement Project's Community Assessment protocol aims to provide an in-depth and customized understanding of the shifting dynamics of gang violence in a community and the readiness of the community to implement a comprehensive gang violence reduction strategy. A comprehensive needs assessment should form the foundation of a comprehensive neighborhood-based gang violence reduction strategy. A comprehensive community needs assessment and a gang violence assessment includes:

 A definition of target area and boundary justifications; a detailed community history; a demographic and segment analysis; GIS mapping of socioeconomic data and key risk factors; community asset analysis (protective factors); gang violence assessment; and on-going power analysis including leadership analysis and stakeholder engagement, public sector analysis and public sector engagement and community dynamics analysis and community engagement.

**Focus Groups** Qualitative community research that focuses on residents who represent particularly underserved or isolated segments of the community and who would therefore bring a necessary perspective/dimension to the issues related to community public safety. Focus groups, like survey trainings, are one element of community engagement during the assessment process.

#### Gang Intervention (Community-Based)

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. Hardcore gang intervention mainly focuses on street mediations, crisis intervention, rumor control, and peace agreements; and is differentiated from other forms by the practitioners' "License to Operate" or street credibility.

**Gangs** 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.), and whose members may engage in the use of violence to defend members or territory. Some gangs may also engage in illegal activity; however, research indicates that an estimated 90-95% of gang members are not committing violent crimes.

**Gang Violence Assessment** This assessment is typically conducted by community gang interventionists/experts and provides information about the particular gang dynamics of an area that other stakeholders may not be privy to. The information collected here focuses less on criminal gang activity operations, than attempting to reach a general understanding of history and evolution of gangs in the neighborhood, levels of gang entrenchment, and gang-to-gang dynamics that need to be considered when implementing a community-wide gang violence reduction strategy. In communities that have been heavily assessed, this assessment provides a useful way to delve into the relevant gang and violence dynamics at the neighborhood level.

**Gap Analysis** An analysis that considers a communitie's mobilized resources and existing assets and compares them to the immediate needs of a community or segments of a community to determine which outcomes should be prioritized in a violence reduction initiative and what level of resource allocation is needed to implement strategies.

**GIS Mapping** GIS is a computer application used to store, view, and analyze geographical information, or information associated with a location. Typically, GIS is used for creating and handling maps. GIS allows researchers to identify spatial patterns among problems and resources.

**Hardcore Gang Intervention** See Gang Intervention.

Issue-Friendliness (analysis) Documenting (sometimes visually) the logical reasoning used to assess a key stakeholder's proclivity or aversion to supporting a particular issue, in this case the comprehensive violence reduction strategy.

**Key Stakeholder Interviews** In addition to focus groups, interviews with key stakeholders play a critical role in relationship building, power analysis and the identification of other key stakeholders and knowledge brokers.

**Logic Model** Provides an organized structure for identifying and gaining consensus on the root conditions of each community's violence problem and desired outcomes of programming. The Logic Model is also used to evaluate program effectiveness. Many other technical assistance tools are embedded within the Logic Model process.

Guided Logic Model Process A facilitated series of meetings wherein a community collaborative is guided through developing a logic model that will help the collaborative participants to understand what each views as the cause of problems, ideas on acceptable

solutions, and help participants move towards a shared understanding on which root conditions sustain the violence in their community. This shared understanding or "consensus" provides the foundation for accountability and sustained action within the collaborative in the long-term.

**Multi-sector** Includes agency representation from more than one sector, such as schools, business, philanthropy, governmental agencies, law enforcement, faith based organizations, neighborhood associations and other forms of private, public and/or quasi public/private agencies.

**Need-based approach** Assessing a community's needs with the assumption that private or public sector agencies will provide services to residents in the area, therefore also known as a "client model" assessment.

Normalization of Violence A state of seeing violence as a normal everyday occurrence that happens in communities with a systemic entrenched milieu of multi-generational violence. This state is exacerbated by a lack of positive role models, hyper- violent media messaging, and a generalized sense of despair and helplessness about violence, which prevent community members, especially multi-generational gang-involved families, from seeing violence as a treatable, preventable behavior.

Policy Briefs/Memos Details evidence, data, and research necessary to influence public sector allies around the usefulness of a particular strategy; also useful for articulating recommendations and for documentation purposes.

**Power Analysis** A tool which attempts to gauge the potential impact of people on policies and institutions and policies and institutions' potential effect on people. Dependant on the context, power analysis is sometimes referred to as Relationship/ Friendliness Analysis.

Public Finance Analysis Tracks and reviews the allocation of prevention, intervention, and suppression funding and determines the malleability of funds in the budget. A key consideration in the needs assessment and development of a comprehensive strategy is the accessibility of budget data.

**Public Sector** Public or governmental agencies, i.e. law enforcement, schools, fire departments, libraries and offices of elected officials.

**Private Sector** For-profit and non profit organizations, including stores, manufacturers, universities, community and faith based organizations, policy organizations and foundations.

**Relationship Analysis** Method of visualizing, describing, and analyzing all the relationships (individual and organizational), relationship networks (and resulting social capital therein) of an existing community. See also, Power Analysis.

**Segment Analysis** A qualitative and quantitative data analysis that considers the resources, assets and needs of a particular segment of a community and contextualized within the larger community dynamics.

**Transition Planning** A pre-release planning process with incarcerated youth and adults (ideally begins the first day of incarceration), that includes goal development and articulation, housing assistance, individualized linkages to local community resources, coordination of school reentry, and continuity of care which involves mental and other health services.

**Workgroup** Meeting where a host of tools are employed to facilitate stakeholder-generated recommendations aimed at eradicating the root conditions of gang violence. Some facilitation tools include: presentations that include diagrams, charts, graphs and histograms, multi-voting exercises, brainstorming exercises, structured questioning sessions/focus groups, surveys, and detailed verbatim note-taking presented back to participants in a summary form at the start of every meeting.

**Youth Development Services** Many services qualify as youth development services. Key factors to consider are whether programs actually respond to the specific needs of the youth that are being targeted, incorporate best practices in youth development research and include youth participation in the decision making process.

- a. Youth leadership and development (i.e. youth councils)
- b. Life skills training
- Civic engagement and community service
- d. Mentoring
- e. Job readiness

## VI. Endnotes

- i Formerly known as the "Spergel Model of Gang Intervention and Suppression".
- ii Best Practices to Address Community Gang Problems. (2008). Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. http://www.nationalgangcenter.gov/Content/ Documents/Gang-Problems.pdf.
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- vi OJJDP National Gang Center. About the Comprehensive Gang Model. Available at http://www.nationalgangcenter.gov/ Comprehensive-Gang-Model/About
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- Comprehensive Evaluation of the Full-Service Community Schools Model in Washington: Showalter Middle School. The Milton S. Eisenhower Foundation Prepared by: LaFrance

- Associates, LLC (2005) Data shows that a Full Service Community School increased safety in and around school and increased students and parents perceptions of community safety. http://www.eisenhowerfoundation.org/docs/Showalter2.pdf
- Boston Indicators Project, definition on Civic Vitality http:// www.bostonindicators.org/Indicators2008/CivicVitality/ Default.aspx
- Trauma diagnosis in community violence http://technologylink. typepad.com/files/chapter-13-trauma-informed-practicecorbin-et-al..pdf
- Called "one of the most ambitious social-service experiments of our time," by The New York Times, the Harlem Children's Zone Project is a unique, holistic approach to rebuilding a community so that its children can stay on track through college and go on to the job market. HCZ was one of the first Beacon Centers in New York City, which turn school buildings into community centers, offering programs during the afternoon, evening and weekend. http://www.hcz.org/about-us/thehcz-project "Based on the experiences of initiatives such as the Harlem Children's Zone, Promise Neighborhoods is the realization of President Obama's vision for the creation of high-quality, comprehensive projects that transform whole neighborhoods and improve educational outcomes for the children in those neighborhoods." http://www.ed.gov/ blog/2010/04/promise-neighborhoods/
- xvii A Call to Action, pg 27-28
- xviii Kretzmann and McKnight (1994)
- OJJDP, 2008, Comprehensive Gang Model Core Strategy: Critical Elements pg. 11

# VIII. Appendices

- A. Needs Assessment Methodology
- **B. Work Sheet: Building** the Community Collaborative
- C. Speaking the Same Language
- D. Logic Model
- E. Self Assessments
- F. Gang Dynamics Description

## A. Needs Assessment Methodology

Methodology	Tools	What's Measured?			
Leadership Analysis & Key Stakeholder Engagement	Community History; Relationship Mapping	Capacity for planning: Identify community stakeholders that have already influenced (or can potentially influence) other community members to support or oppose participation in a CVRS.  Scope and scale of need: Identify target group(s) for prevention and intervention efforts.			
Community Engagement and Segment Analysis  Focus Groups; Working Groups; Key Stakeholder Interviews; Surveys; Community History		Capacity for planning: Identify public sector stakeholders that have already influenced (or can potentially influence) other community members to support CVRS for participation; Identify public sector stakeholders that have already influenced (or can potentially influence) other community members to oppose CVRS.  Scope and scale of need: Identify key public sector allies who should be involved; Identify various organizational or systems issues that will have to be addressed for long-term effectiveness.			
Public Sector Analysis and Engagement	Public Sector Analysis and Public Sector Finance Analysis; Power Mapping	Capacity for planning: Identify scale of community mobilization capacity and level of community cohesion (gang violence assessments must go further and attempt to understand the barriers to community action by seeking out and engaging isolated groups).  Scope and scale of need: Identify target group(s) for prevention, intervention and engagement efforts; Identify key community stakeholders who could be involved in implementation; Identify various organizational or systems issues that will have to be addressed for long-term effectiveness.			
Community Asset Mapping	Community-engaged Mapping; Community Asset Surveys; CBO Capacity Surveys	Capacity for planning: Define the target area (defining the target area through a community engaged mapping session should be the first step to any needs assessment, target area boundaries may change as more data analysis occurs and throughout the implementation phase); Identify areas of community resiliency and adaptability, expertise and existing resources to problem solve and implement action.  Scope and scale of need: Identify areas of competition, overlap, program inefficiencies and lack of coordination to better target response.			
Demographic and Socio-Economic Analysis & Key Risk Factors	GIS Mapping; Public Sector Analysis; HealthyCity.org Mapping	Capacity for planning: Identify existing capacities within the collaborative, community and school-level protective factors, and other resources.  Scope and scale of need: Identify size of the targeted geographical area, and the scale of need, in comparison to the resources available, to manage necessary action.			
Gang Violence Assessment	Crime Data Analysis; Gang Intervention Engagement	Capacity for planning: Understand the level of gang entrenchment and gang-to-gang dynamics as well as how gang violence and activities are impacting daily activities for residents and youth in the community. Identify what capacities the community has in place to diminish the gang dynamics which might otherwise hinder successful implementation of strategies; Identify current efforts to address gangs and gang-involved youth.  Scope and scale of need: Identify the most serious and prevalent gang-related problems.			

## **B.Work Sheet: Building the Community Collaborative**

#### **Convener Characteristics:**

- 1. Understand the comprehensive violence reduction strategy
- Capacity to enable participants to understand each other, and their roles as stakeholders in the CVRS
- 3. Ability to guide the development of accountability and governance structures
- Facilitate planning and processes towards consensus building, vision formation, goals and strategy identification, and strategy implementation
- 5. Support the stakeholders in aspiring to achieve the outcomes they have set

#### **Stakeholder Identification:**

There are other factors that can make a community stakeholder a "high-value" participant (see note at right). Use the needs assessments, key stakeholder interviews, power analysis and friendliness mapping to winnow and select candidates for outreach.

Some unlikely stakeholders may bring useful advice, expertise, resources and assets to the table. Establish a system of communication with stakeholders who may have low levels of friendliness to comprehensive violence reductions strategies, giving them intermittent updates on the process and sharing documented results. It is important to maintain open dialogue with these stakeholders about their concerns, with an eye towards how the goals of other collaborative participants may overlap.

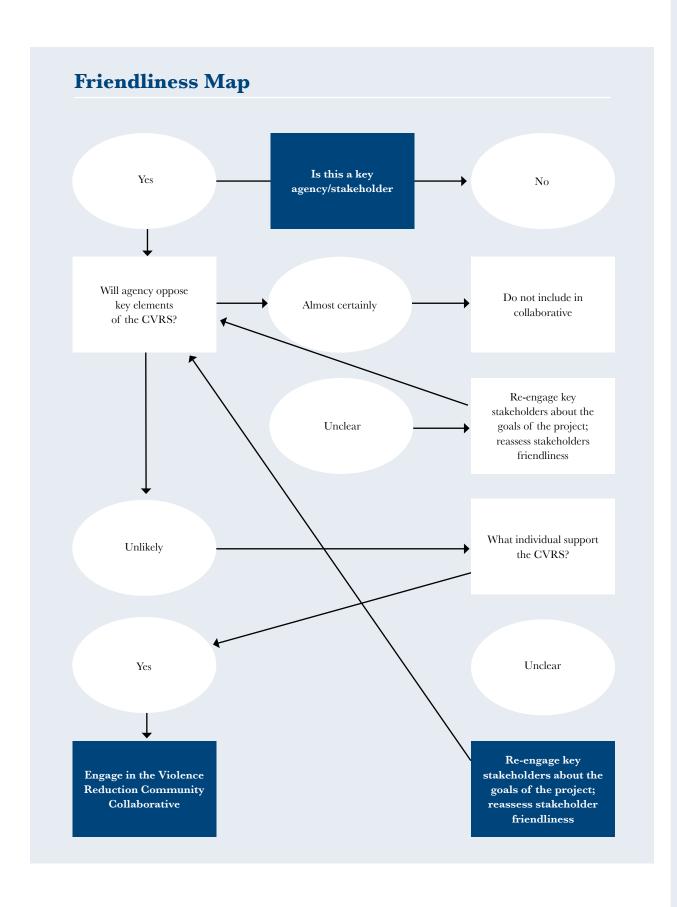
# High Value Planning ParticipantsCharacteristics

- 1. Previous experience in violence reduction efforts and/or high level understanding about the community violence dynamics
- 2. Previous experience in other successful collaborative initiatives
- 3. Capacity to impact policy at microlevel or macro level
- 4. Capacity to advocate for broader policy action that affects the community
- 5. Capacity to translate the collaborative goals and actions to the larger community

#### Friendliness Mapping:

This is an example of a basic friendliness map. The squares represent either one or more oneon-one meetings with stakeholders, or internal meeting with co-conveners to assess readiness of potential participants.

The squares may represent one or more oneon-one meetings with stakeholders, or internal meeting with co-conveners to assess readiness of potential participants. Given that some stakeholders must be re-engaged and re-assessed numerous times, partners should realistically prepare for time investment. Recruiting strong supporters at the onset means more long term support and resources for boarder outreach and engagement.

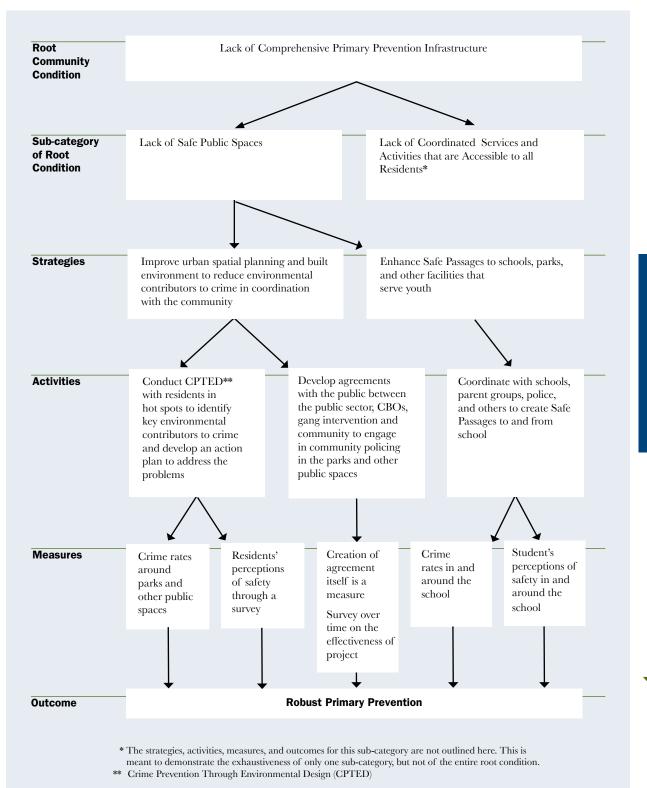


## C. Speaking the Same Language

This table gives examples of common miscommunications between partnering agencies and offers suggestions on how different sectors can overcome difficult dialogue through remedial action.

What is Said:	What May Be the Real Concern:	How Should External Agency Respond?	How Should Community Agency Respond?
Internal: "You don't listen." External: "You don't understand."	We need to be assured that we are working towards the same goals, and not at crosspurposes.	Seek out community input and aim to align community perceptions with statistical data when contextualizing community resources and needs.  Tools: Key Stakeholder Analysis and Community Engagement	Seek out evidence-based research practices and programs. Aim to better integrate outcome evaluations, data-sharing and data-driven decision-making into programs and services.
Internal: "You abused our trust in the past." External: "You aren't willing to help us get it right."	Past failures make us cautious and wary of reengaging.	Acknowledge past mistakes and engage community where they are now. Communicate clearly how you will move forward in the future. When you say you will do something, act.  Tools: Key Stakeholder Engagement - Interviews, Forums and Focus Groups	Move past old grievances by working toward new solutions. What issues have increased in urgency since past failures? How can you work with the external agency to prevent similar missteps?  Tools: Workgroups, Surveys, Community Leadership Forums
Internal: "I know best what the people really need." External: "This is how we are best able/ the only way we are able to meet community needs."	Your solutions/ideas of the problems do not include my perspective.	Indicate a willingness to tailor existing program and models to meet community and residents' needs. Be prepared to embrace bold and innovative action.  Tools: Guided Logic Model Process - Evidence-Based/Best Practice Research	Understand the limits of bureaucratic protocols and timelines that affect the public sector agencies and foundations that serve your community.  Implement organizational policies, actions and procedures that can meaningfully support relevant public sector mandates and decrease bureaucratic barriers.  Tools: Public Sector Analysis, Public Finance Analysis
Internal: "You only come to exploit us." External: "You only come because you are mandated."	I do not trust that you are committed to the process.	Ensure that all participants know exactly how their actions will be implemented. If information gathered through planning process will play only an advisory role in action development, be clear and upfront about the limits of community input. <i>Tools:</i> Key Stakeholder Recruitment	Build agency capacity and expand the scope of organizational missions from a focus on small/ad hoc community programs to outcomes focused on broader community-level impact. Seek out meaningful partnerships that will move action on violence reduction outcomes at the community and regional level.  Tools: Training on the CVRS, Guided Logic Model Process - Public Health Approach

## D. Logic Model



## E. Self Assessments: Community Collaborative Tiers

#### Self Assessment 1: Convener Readiness

A community collaborative must have the capacity to support the implementation of whatever violence reduction actions it designs during the planning process. Continually assess the readiness capacity of your collaborative to implement the CVRS. Conveners in a Tier I collaborative have high levels of community capacity, influence, and expertise. Conveners in a Tier II collaborative either have some capacity, some influence, and/or some expertise. A Tier III collaborative is a loosely organized network of individual stakeholders that neither have the capacity, influence, or expertise to convene.

#### 1. Does your agency have the community influence and capacity necessary to convene a long-term collaborative to plan and implement the CVRS?

If the answer is yes, as a potential convener, your agency would most likely be a Tier I. As a convener, your agency may still need to recruit another agency or a group of agencies that can serve in an advisory role. Consider a "steering committee" that will have robust input into the process design. Look for partners that can support gaps in your agency's existing capacity, such as evaluation expertise or capacity for direct outreach into target communities. Clearly define the roles of advisers and consider training on CVRS, if necessary.

#### 2. Does your agency have the capacity, but not community influence necessary to convene a long-term collaborative to plan and implement the CVRS?

If the answer is yes, as a potential convener, your agency would most likely be at Tier II. Your agency should recruit another agency or a group of agencies that collectively have the influence to legitimately lead a community effort and to act as co-conveners. The co-conveners can jointly guide

the development of the network and determine roles and responsibilities, facilitate the meetings, take care of meeting logistics, and document and evaluate the process. Ensure each co-convener fully understands the CVRS and the goals of the collaborative process. Consider training on CVRS, if necessary. Select only agency as the lead convening partner. Agree on a timeline and the planning goal. If possible, utilize M.O.A.s.

#### 3. Does your agency have either the community influence necessary to lead a planning process or the capacity to play a lead role in implementing CVRS?

If the answer is no, as a potential convener, your agency would most likely be at Tier III. Your agency should seek meaningful partnerships with community organizations that understand the CVRS and have influence and capacity to implement. Your agency should consider ways to educate, encourage, and/ or otherwise support these key agencies in initiating community planning around policy action. If no such internal and external community agencies exist, action should focus on resource development aimed at enhancing that capacity, or partnering with regional entities that may offer support (other collaborative, place-based initiatives, and/or violence reduction initiatives).

#### **Self Assessment 2: Consensus on Root Conditions**

**Tier I** collaborative participants have a strong consensus around a violence reduction mission and comprehensive solution. **Tier II** collaborative participants have a general consensus, perhaps about one or the other. **Tier III** collaboratives are loosely organized stakeholder networks, whose individual stakeholders may or may not understand CVRS.

#### 1. Do collaborative participants share a consensus on the root causes of community violence and all share a consensus on the goal(s) of collaborative process?

If the answer is yes, your Community Collaborative is most likely at Tier I. Since participants have reached a strong understanding of the CVRS, they should work to engage other staff in their organizations. Conveners should create opportunities to educate executive-level staff at participating organizations/agencies on CVRS, while supporting their existing mandates. For example, public sector participants can assist community organizations in obtaining timely data, which they require for grant reporting and evaluations. Challenge each community sector to engage in data-sharing and/or datadriven policymaking. Conveners can model the importance or neighborhood-based strategies through relevant peer learning opportunities (e.g. cultural sensitivity training, gang awareness training).

**Tools:** Technical Assistance to Participating Agencies

2. Do all collaborative participants share a general consensus about community/ environmental conditions at the root of community violence, but not all share consensus on the goal(s) of collaborative process?

If the answer is yes, your Community Collaborative is most likely at **Tier II.** Conveners should now focus on steps in the Guided Logic Model Process module.

Tools: Logic Model, Community Asset surveys

3. Do collaborative participants share a consensus on the root causes of community violence?

If no, your Community Collaborative is most likely at **Tier III.** Conveners should disseminate data from the needs assessments to participants and other stakeholders. Stakeholders often assume they fully understand the needs of their community, but may only see the need from a limited perspective or be unaware of changing dynamics. Participants should be adequately briefed early in the process on the most up-to-date data and relevant community input. It is critical that facilitators obtain accurate descriptions of the community, comprehensive detail about overall community needs and relevant input from all segments within the community. If a trusted and/or authoritative comprehensive community needs assessment does not exist, action should focus around completion of one and analysis of the collected data.

**Tools:** Comprehensive Community Needs Assessment

#### **Self Assessment 3: The Right Fit**

1. Do collaborative members share a general consensus about what the goal(s) of a stakeholder network process should be, but work of the stakeholder collaborative does not adequately reflect community violence reduction needs?

If the answer is yes, your Community Collaborative is most likely at Tier III. Sometimes stakeholder collaborative funded to develop policy neglect to include community input or make recommendations using outdated, incomplete or inaccurate data. As a result, these initiatives are often implemented in ways that ignore the realworld dynamics of the violence and/or avoid the long-term infrastructure needs that are essential to achieving lasting results. The convener and other key participating agencies must be trained on the comprehensive violence reduction strategy. Each stakeholder must understand the key principles of the CVRS and how to adhere to those principles during a planning process.

## F. Gang Dynamics Description

#### **Gang Entrenched Communities**

The presence of entrenched, violent neighborhood gangs usually signal 1) a large community (or community segment) that lack access to necessary resources and services; and 2) past failures to sustain violence reduction. Therefore, in gang-entrenched communities with longstanding violence dynamics, the stakeholders with knowledge, expertise, and a strong base constituency can prove less useful than they may appear. Organizations that are seen as the visible leaders of past violence prevention initiatives are often held responsible for failures to dramatically increase safety. These organizations are sometimes seen as exploitative by community members who feel competition for scarce resources or resented by those who feel the limited resources could be used better. Gang dynamics can quickly turn distrust into fear. Fear, in turn, decreases community cohesion, which research shows can sustain violence. All key formal and informal community leadership should be engaged in the process. However, conveners must be careful not to rely on some stakeholders at the expense of others which can unintentionally reinforce violence dynamics and derail cohesion.

#### **Gang Dynamics**

Gang-entrenched communities must build more than community cohesion They must also rebuild trust between neighbors as well as trust between residents. Often there are long-simmering fears and tensions between neighbors as a result of years or decades of high stakes violence dynamics. Gangs can and do exploit tensions around changing community dynamics to increase chaos or enforce territorial boundaries. At other times, racebased violence is a part of the gang's culture, and may signal an influence from prison gangs. Gangs sustain violence and criminal activity through networks that coordinate locally, regionally and nationally. To sustain violence reduction efforts, communities must work with the public and private sector to coordinate comprehensive solutions locally, regionally and even nationally.

### **Tools: For More Info**

For more info on gangs, go to OJJDP's National Center at www.nationalgangcenter.gov

# Notes

# Notes



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