



CalGRIP '15-'17 Local Evaluation Fresno Final Report

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EXECUTIVE SUMMARY

Due to the high level of gang activity and violent crime in the city of Fresno, CA, the Mayor's Gang Prevention initiative began in 2006. Throughout the initiative several programs and projects were created to assist in gang intervention, providing services to high risk individuals and engaging in large scale community outreach.

The California Gang Reduction Intervention and Prevention initiative provides funding to these programs and projects in an effort to increase the impact of outreach in particularly high-risk communities.

This program evaluation looks at 8 different intervention programs that were created out of the Gang Prevention Initiative in Fresno. Program measures and program outcomes were monitored throughout the 3-year grant period from 2015-2017. Crime data were collected from the Fresno Police Department as well as the California Attorney General's office. Feedback from participants and community members were also collected.

Overall, the programs are operating successfully and achieving desired goals and outcomes.

- Violent crime in the intervened areas is on the decline, although gang-related homicide continues to rise.
- Throughout the last decade of these programs violent crime in the city of Fresno has fallen, but in recent years continues to increase again.
- - 27% change in violent crime incidents in the outreach areas.
- - 30% change in calls for service in outreach areas between 2015-2017.
- + 37 % change in gang-related homicide in the city of Fresno from 2015-2017.
- - 41% change in felony arrests in the intervened communities.

These programs, grounded in evidence-based practice, are doing valuable community outreach; responses from participants as well as community members continue to show the support and impact these programs are making in Fresno.

Recommendations include additional tracking measures for participants in the programs, as well as a look toward future funding to expand the outreach even further.

Definitions*

Gang-Related Homicide**: Actual homicides that occurred where the victim/offender relationship is a known gang member, and the precipitating event was a known gang shooting/assault.

Violent Crime: A combined variable using counts of homicide, robbery, forcible rape, and aggravated assault.

Retaliatory shooting: Actual homicides where the weapon is a firearm, the victim/offender relationship is a known gang member, and the precipitating event was a known gang shooting/assault.

**Crime data were retrieved from the Fresno Police Department and the State of California Department of Justice*

***Actual gang homicides were chosen as the measure because gang-related crime is difficult to track due to a lack of a common and detailed definition. Actual gang homicides are known homicides that are recorded as gang related.*



INTRODUCTION

Gang violence has been a prominent issue in urban areas for decades. More recently, statistics show that the number of gangs across the United States increased to almost 30 thousand established gangs (Howell, 2013). As the number of gangs expands across the U.S., prevention and intervention programs have become a major factor in combating the problems associated with gangs. These programs have made their way into school institutions that help educate the youth about the negative factors of being involved with gangs. At the adult level, there are programs that help gang members get back on their feet in order to move them away from the gang lifestyle (Howell, 2013).

Several gang intervention programs have been developed - some have been successful while others have not reached their ultimate goal. An important factor shared by many prevention programs is the focus on the youth. Law enforcement are focusing their attention on programs that help deter youths from gang involvement (Buckle & Walsh, 2013). The idea is to get youth onto a positive path before they become truly involved with a gang. In focusing on youth, the ultimate goal is to limit the number of youths that become gang members.

Moreover, certain cities witness high violent crimes committed by gangs. For this reason, gang intervention programs have been established in order to reduce the violent crime committed by gangs. Program evaluations have been conducted on many intervention programs, including G.R.E.A.T., Boston's Operation Ceasefire, Chicago's Group Violence Reduction Strategy, and Brief Strategic Family Therapy (Ebensen & Osgood, 1999; Braga, Hureau & Papachristos, 2014). Each of these programs were found to have successfully achieved outcomes of reaching youth, growing community bonds, and reducing gang-violence in high crime areas. Research from these programs resulted in the development of community intervention projects across the, U.S., and Fresno is no exception.

Areas in the city of Fresno that experience high levels of gang activity and violence also have unique challenges as a community. U.S. Census data estimates demographics for these areas to be predominately Hispanic/Latino at 59%. The majority of gang members in Fresno identify as Hispanic and Latino. The median household income for these areas is estimated at \$21,000 per year. These areas are not only experiencing high levels of violence, but also high levels of poverty.



The Multi-Agency Gang Enforcement Consortium (MAGEC) in Fresno County is severely impacted by gang activity and gang-related violence.

- In the County of Fresno, there are 24,000 gang members/associates and 141 established gangs.
- In the City of Fresno, there are 10,100 gang members in 94 gang sets, and 5,000 to 10,000 associated gang members.
- Fresno County is home to 3.05% of the nation's total gang members (MAGEC, 2014).

In Fresno, The Gang Prevention Initiative (GPI), established in 2006, is a comprehensive multi-dimensional and community enhancement violence reduction strategy, under the umbrella of the City of Fresno's Police Department. The Initiative assists individuals who want to voluntarily leave the gang lifestyle to service provider programs that will assist them with this positive lifestyle change (City of Fresno, 2017).

In an effort to reduce the amount of gang-related crime throughout the City of Fresno, the Initiative incorporates the following violence reduction strategies and core components - Prevention, Intervention, Enforcement, and Community Engagement (City of Fresno, 2017). There are a variety of service providers GPI facilitates services to for individuals that meet the eligibility criteria. These programs include needs intake, job training, job placement, employment referrals, substance abuse, anger management, mental health, education, food, housing, mentoring, dental, vision, medical, mentoring, youth activities, tattoo removal, and other basic life skill services.

To be eligible for GPI assistance, an individual:

- Must reside within the City of Fresno.
- Must have a direct tie to a gang (validated, associate or "wanna-be") and desire to voluntarily leave the gang lifestyle.
- Cannot have pending warrants and/or court cases.
- Cannot be a registered sex offender nor have disqualifying offenses as determined by GPI.

Program Goal

Prevent youth crime, violence, and gang involvement while developing a positive relationship between law enforcement officials, school officials, families, and young people to create safer communities.

Partners



The initiative is comprised of three bodies: 1. MGPI Staff, 2. Advisory Board, and 3. Service Providers.

1. GPI Staff's primary objective is to facilitate eligible participants' direct services identified in needs intake to existing local community agencies that focus on: prevention, intervention, suppression, rehabilitation, and economic development. This coordinated approach through grassroots organizing and public/private partnerships, allows the Initiative to reinforce local best practices.
2. Advisory Board includes representatives from local law enforcement, juvenile and adult criminal justice system, education, health, and social services entities. The Advisory Board evaluates emerging trends that address the gang population, facilitate interagency collaboration, troubleshooting, and assist where possible in the progression of the GPI program, including a review current future and potential resource opportunities.
3. Service Providers include social service providers, community-based organizations and faith-based organizations that provide direct services to GPI participants and their families (City of Fresno, 2017).

Outreach Projects

A variety of federal, state, and private foundation grants and violence reduction projects are administered and supported by GPI. Projects include community outreach and engagement efforts as follows:

Youth Leadership Development: Fresno Barrios Unidos facilitates El Joven Noble (Noble Youth) youth development program for male and female youth ages 11-24 in the city of Fresno. The program is designed to support leadership enhancement through a set of courses, strengthen self-esteem via curriculum and a camp project.

Community Learning Sites: Care Fresno heals neighborhoods through holistic ministries such as after-school tutoring, sports, mentoring, Bible studies, and summer camps. Five new community learning sites were established in gang dominated apartment complexes.

Boxing: Fresno Police Activities League prevention efforts provide structured boxing activities as healthy alternatives for local at-risk youth. Boxing is provided to all youth living in inner-city and low income neighborhoods. The program builds character, strengthens police-community relations, and keeps children away from gangs.

Intervention Counseling: Fresno Madera Youth for Christ (YFC) seeks to positively impact the lives of youth through intervention counseling inside the Juvenile Justice Center and Youth Correctional Facilities. The program emphasizes gang prevention and intervention with high-risk youth from central and west Fresno. Youth are trained in conflict resolution, job skills, and taking accountability for their actions.

Community Outreach & Engagement: Bringing Broken Neighborhoods Back to Life under the fiscal agent Neighborhood Watch, the project goal is to build bridges of resources to community residents living in neighborhoods directly affected by gang violence. The objective is to host 12 community events in gang infested neighborhoods during the spring and summer months. This community collaboration of service providers, FPD, and faith-

based organizations meet 40 times a year planning events within the southern part of the city.

Street Outreach: The program responds to gang-related incidents in an effort to mediate and reduce conflicts between gangs following a violent incident, support victims of shootings and family through these incidents, provide resources, and mentor gang members towards positive alternatives.

Tattoo Removal: The Gang Prevention Initiative in collaboration with local FCEOC clinic, offers treatment to GPI enrolled participants demonstrating a sincere commitment to change their life through mandated volunteer community service and removal of visible gang related tattoos which may inhibit their ability to seek employment (City of Fresno, 2017).

The eight intervention programs evaluated here, draw on the criteria from known, successful, gang intervention programs. This is a focus on youth, family, and community, as well as a holistic, multi-agency, approach. Criminological research supports these ideas as strengthening community ties and social bonds are shown to have more long-term effects on reducing crime than many other factors (Shaw & McKay, 1942; Hirschi, 1969; Hunter, 1985; Bursick & Grasmick, 1993; Marshall & Lombardo, 2016). These programs have taken bold steps in youth outreach in Fresno communities experiencing high levels of violence due to gang concentration in the areas.

The key questions for this evaluation are

1. Are the programs meeting their goals?
2. Are the programs achieving desired outcomes?
3. Is violent crime and gang related crime decreasing as a result of these programs?

To try to answer these questions, program processes were measured, as well as program outcomes. Participant and staff feedback were also collected in order to understand the impact the programs have on individuals and the community. The following analyses observe eight gang intervention programs in the city of Fresno to determine their overall effectiveness.



CORNERSTONE COMMUNITY CARE

Purpose

Cornerstone Community Care is a community outreach project from Cornerstone Community Church. Their mission is to create community safety and provide avenues with which communities can come together and change community dynamics. By using trained street interventionists, Cornerstone Community Care aims to build community relationships through various outreach efforts and activities, promoting positive and alternative life choices and offering a connection to resources for those who are high-risk for violence and gang activity.

Cornerstone Community Care creates a public safety presence of trained street interventionists in high violence areas, building relationships with local residents, promoting positive life choices, connecting high-risk individuals to resources, and preventing the escalation of tension that is likely to lead to violence.

Goal

The goal of this specific program is to reduce retaliatory shootings by 10% over three years.

Program Participants

The participants are local communities with high rates of violence, gang activity, high-risk youth, and high community tensions.

Core Strategies

- Hiring well-trained interventionists.
- Building community relationships.
- Street outreach.
- Identifying high risk individuals.
- Providing support and service referrals for high risk program participants.

Research Design

Process Evaluation

To understand the effectiveness of the program, the following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- The number of incidents street interventionists were deployed to.
- The number of incident hours.
- The number of street outreach field hours.
- The number of referrals for services.
- The number of participants assisted.

Outcome Evaluation

To ensure the goals of the Cornerstone Community Care are achieved, an analysis of the current rates of violence and retaliatory shootings in the communities of interest were recorded prior to the implementation of street interventionists. Surveys were conducted with willing community participants after the program completed services. The following quantitative data were used to evaluate the program outcomes:

- Number of reported violent crimes in intervened communities.
- Number of reported retaliatory shootings in intervened communities.
- Number of arrests in intervened communities.

Findings

Process Measures

The number of incidents street interventionists were deployed to.

- Interventionists were deployed to 499 incidents between 2015 and 2017.

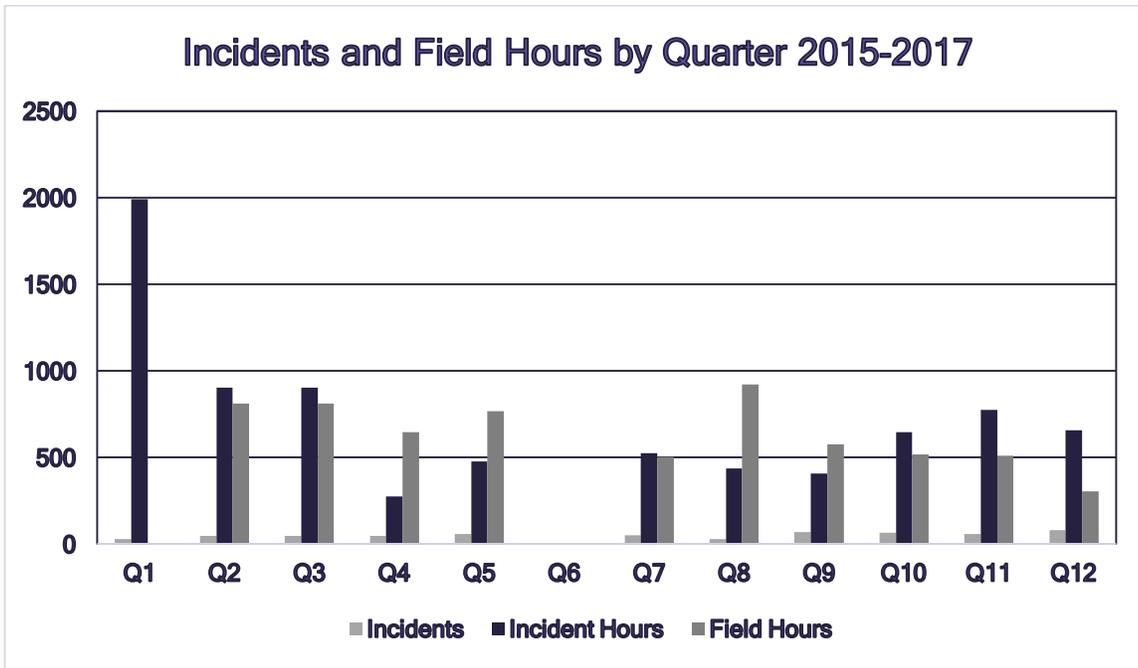
The number of incident hours.

- 7,344 hours spent working with individuals between 2015 and 2017.

The number of street outreach field hours.

- 6,065 street outreach field hours between 2015 and 2017.

Figure 1



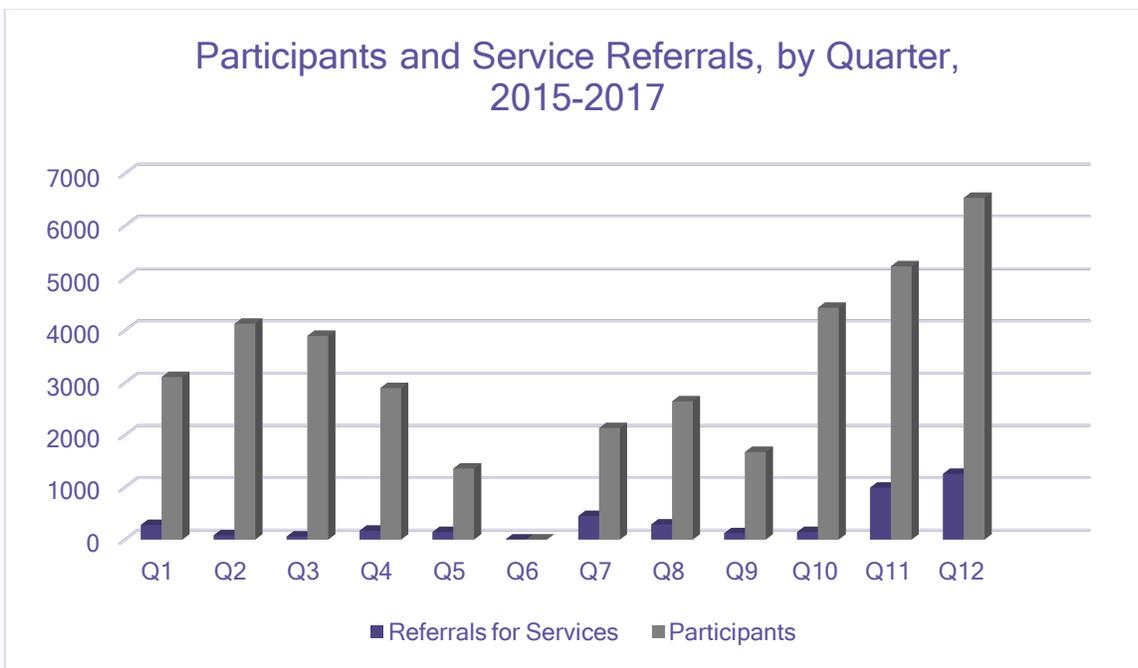
The number of referrals for services.

- 2,726 referrals for services were given between 2015-2017.

The number of participants assisted.

- 31,489 participants were assisted between 2015-2017.

Figure 2



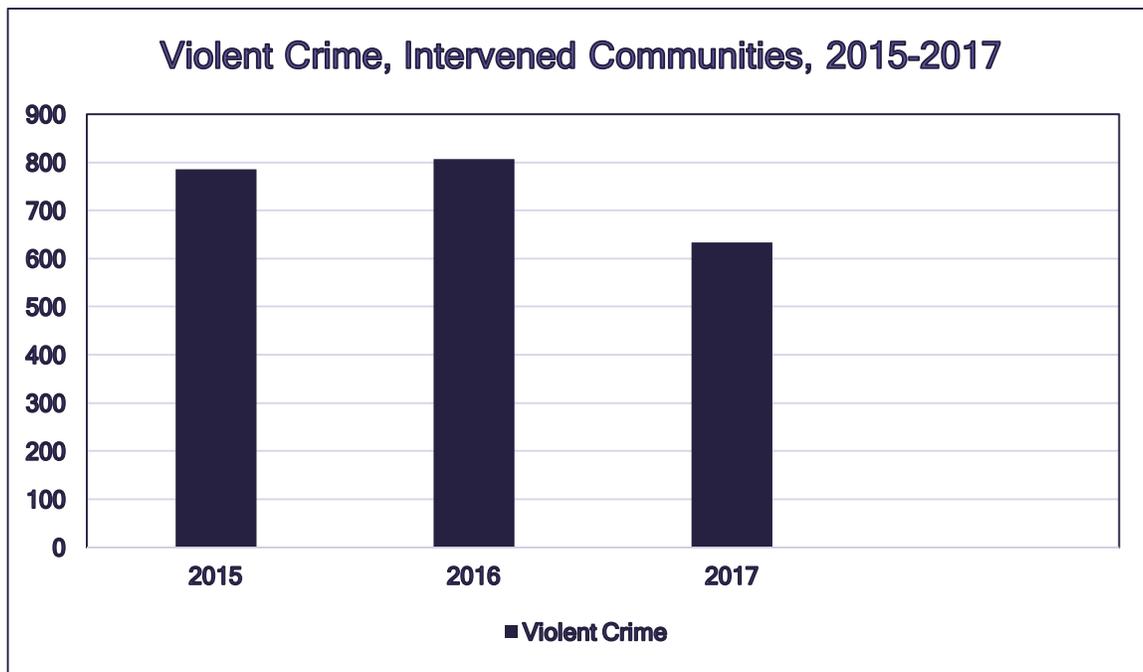
Outcome Measures



Number of reported violent crimes in intervened communities.

- 786 violent crimes in the intervened communities in 2015.
- 806 violent crimes in the intervened communities in 2016.
- 633 violent crimes in the intervened communities in 2017.

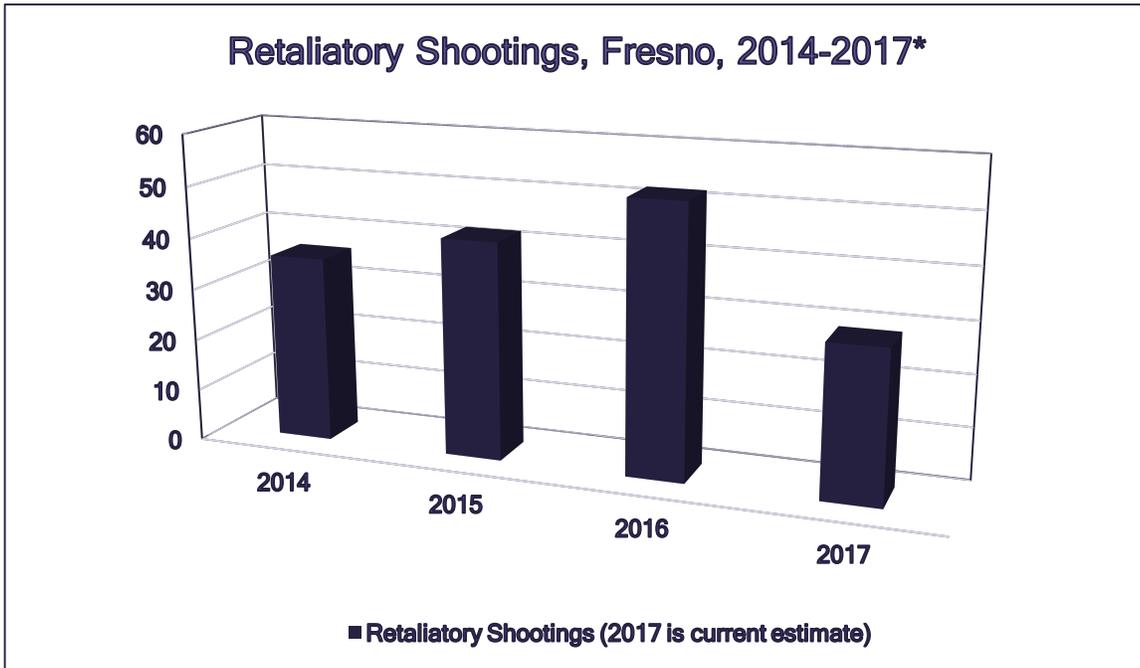
Figure 3



Number of reported retaliatory shootings in Fresno 2014-2017.

- 36 retaliatory shootings in 2014.
- 42 retaliatory shootings in 2015.
- 52 retaliatory shootings in 2016.
- 29 retaliatory shootings in 2017 (latest estimate).

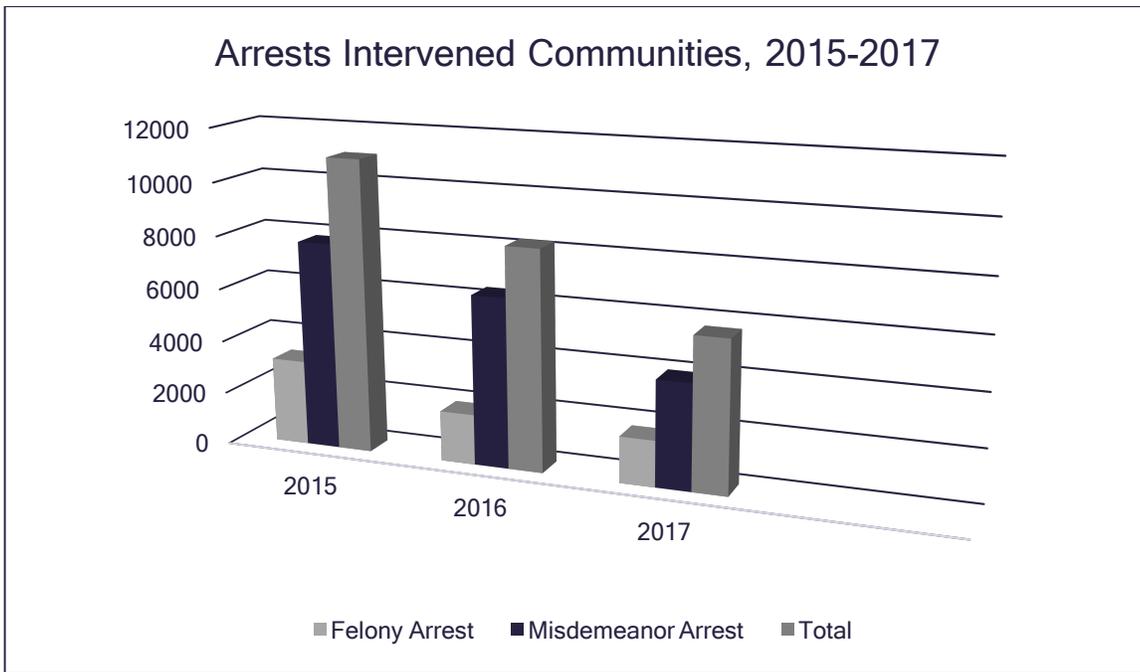
Figure 4



Number of arrests in intervened communities.

- 11,002 arrests in the intervened communities 2015.
- 8,256 arrests in the intervened communities 2016.
- 6,246 arrests in the intervened communities 2017.

Figure 5



Overall Evaluation

Process Measures

- There were 7,344 incident hours with an average of 668 hours per quarter.
- The most incident hours, 1,991, were in the first quarter of 2015, and have declined by nearly 50% each quarter since then.

This could indicate that prior interventions were effective, ultimately reducing the time spent on incidents as a whole. Fewer incidents could also be responsible for the change in incident hours.

However, during the 1st quarter of 2015, the total incidents were 28 with the hours 1,991. In quarter 1 of 2016, there are 60 incidents with only 479 hours, indicating that there may not be a relationship between number of incidents and hours spent working the incidents by interventionists. After a statistical analysis, there is no relationship between the number of incidents and incident hours, which indicates that hours spent are a result of the seriousness of the incident and the risk level of the individual, and not due to the amount of incidents in the area.

- Referrals have been steady and low compared to the number of participants. This indicates that while some individuals are high-risk and in need of referrals to additional services, most participants are served well by the organization itself.
- Participants steadily increased over the course of the 3-year grant period, although there is a notable drop in Q5 and Q6, and the first 2 quarters in 2016. However, street outreach continues to be effective as participants have risen to over 5,000 in 2017.

Is Cornerstone Community Care meeting its desired goals?

The goal of the program was to reduce retaliatory shootings by 10% between 2015-2017.

- Gang related retaliatory shootings in the city of Fresno increased from 35 in 2014 to 57 in 2016. 29 retaliatory shootings is the most recent estimate for 2017.

This indicates that this particular goal of the organization was not met.

Is Cornerstone Community Care achieving desired outcomes?

There have been significant changes in crime incidents in intervened communities.

- Total violent crime incidents in the SW Fresno district, increased from 2015-2016. 2017 saw a drop in violent crime.
 - - 27% change in total violent crime incidents in the intervened communities.
- Felony arrests declined significantly from 3,203 in year 2015 to 1,900 in 2017 in the SW district.
 - - 68% change in felony arrests in the intervened communities.
- Gang related retaliatory shootings in the city of Fresno increased from 35 in 2014 to 57 in 2016. 29 retaliatory shootings are the most recent estimate for 2017.
 - + 38% change in gang-related retaliatory shootings in the city of Fresno.

Data show that the organization functions in the way that it sets out to. Outcome data show that violent crime has gone down in the areas where outreach is consistent, however gang homicides and retaliatory shootings have risen during the 3- year grant period. There are many other variables that can account for this increase, and therefore these outcomes do not indicate that the organization is not reaching the outreach goals.

Cornerstone Community Care engages in very individualized services for those involved in or impacted by gang violence. The aim to reduce violence is clear, and the organization approaches this outreach with a very organized and well-trained staff.

FRESNO POLICE CHAPLAINCY

Purpose

The Fresno Police Chaplaincy was created in 1981 to minister the needs of a growing community and provide support service for the Fresno Police Department (FPD). Through challenges and growing pains the FPD Chaplaincy has become one of Fresno's undiscovered treasures.

In the community, the FPD Chaplain's assume the role of a Spiritual Triage Unit. Chaplains respond to calls for service 365 days a year; chaplains provide immediate care and comfort to citizens along with follow up, in an attempt to make connections to local resources.

Program Goal

Identify 300 runaways, provide resources, and reduce their contact with law enforcement by 2% in year one, 4% in year two, and 6% in year three.

Program Participants

This program is focused on those individuals who have run away from their homes while still juveniles. Typical participants are at high-risk for participation in gangs and criminal activity.

Research Design

Process Evaluation

The process of identifying runaways and pairing them with mentors was observed. The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications were needed to achieve desired outcomes:

- Number of youth enrolled.
- Number of youth matched with a mentor.
- Number of support services provided to mentee.



Outcome Evaluation

To ensure the goals of the Fresno Police Chaplaincy were achieved, an analysis of the current rates of contact for runaways with the criminal justice system was assessed, prior to mentorship and recruitment to the program. Surveys were given to willing participants upon completion of the program in order to measure attitudes about their experience. The following was used to evaluate the program outcomes:

- Rate of youth enrolled that leave the program.

Findings

Process Measures

Over the 3-year grant period outreach ultimately stayed consistent.

Number of youth enrolled.

- 152 youth were enrolled between 2015-2017.

Number of youth matched with mentor.

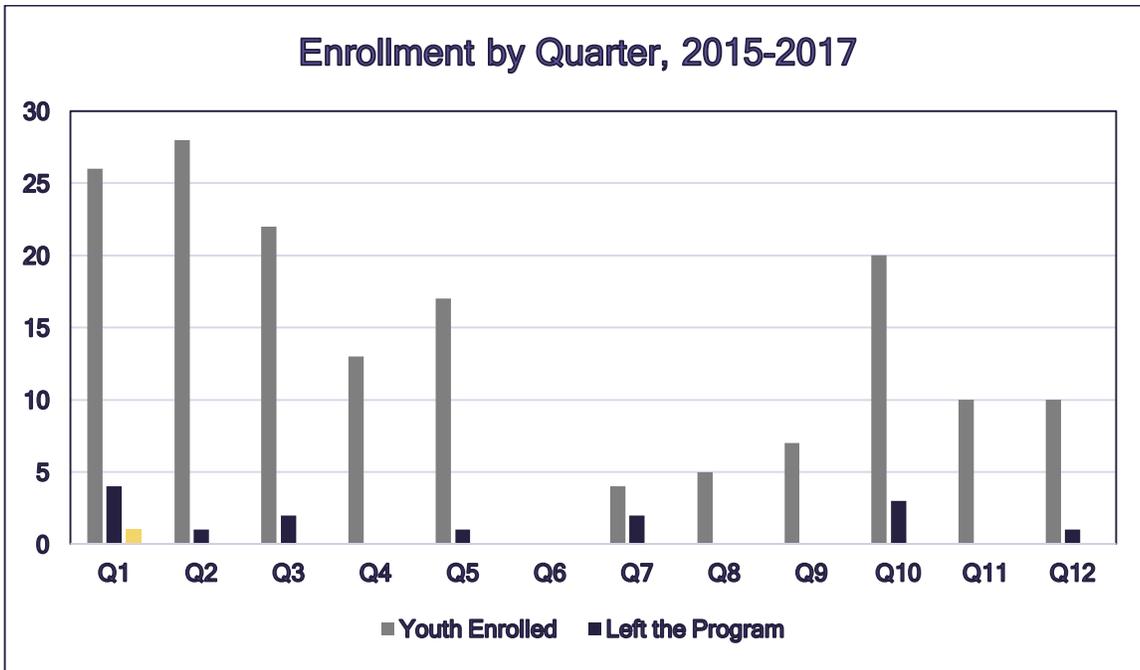
- 57 youth were matched with a mentor between 2015-2017.

Number of support services provided to mentee.

- 180 support services were provided to mentees between 2015-2017

Enrollment in 2015 had an average of 22.25, per quarter. There was a dip to an average of 7 per quarter in 2016, but back up to an average of 12.33 per quarter in 2017. There is a statistically significant difference between years 2015 and 2016.

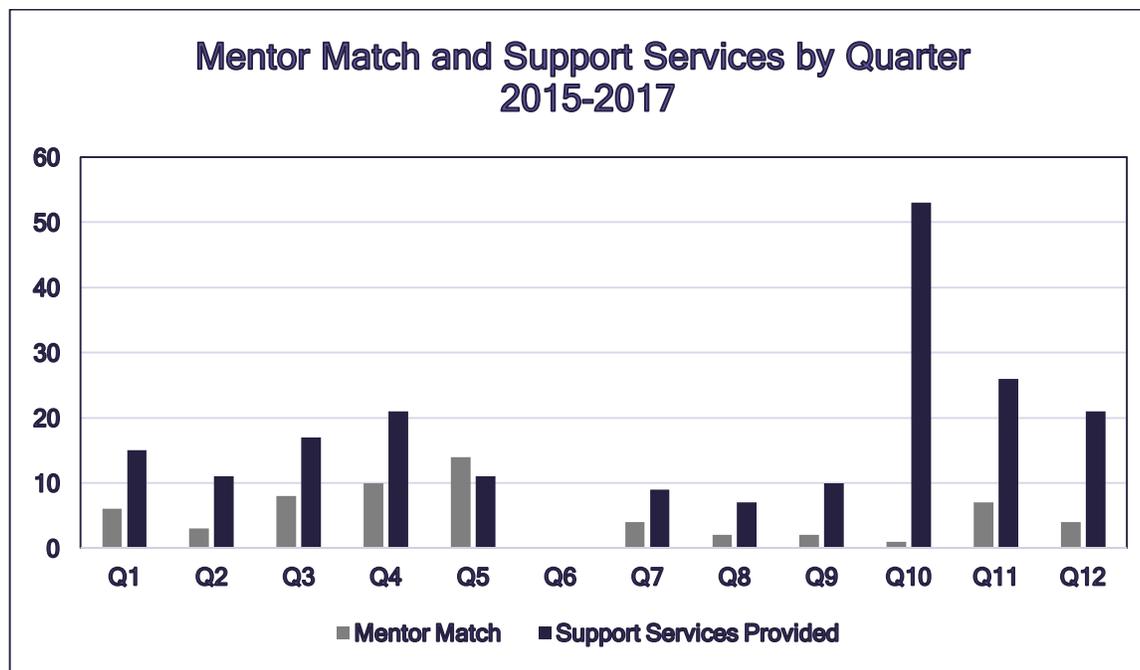
Figure 6



Mentor matching was consistent over the 3-year period despite the drop in enrollment in 2016. Referrals for support services also remained consistent; while dropping in 2016, there were no significant differences between years for support service referrals.

An average of 2 participants per year dropped out of the program - this is not a statistically significant loss when compared to the total enrollment of the program.

Figure 7



Outcome Measures

Defining and identifying runaway youth is challenging and often inconsistent between jurisdictions. Given the difficulty of tracking runaway youth, outcome measures were changed toward the beginning of the program. Rather the focus was whether or not the organization was able to locate participants. Runaway/homeless youth are difficult to outreach to, and successful enrollment in the program indicates that this organization is able to locate runaway youth and engage them with the program.

- 8% of youth enrolled left the program.
- Majority of youth continue enrollment in the program.
- Identification of participants continues each year.

Participant Impact

Many participants (84 out of 95 individuals) rate this organization 5 out of 5 when asked about their satisfaction with services. Of the feedback obtained, some notable comments were made:

- “Fresno Police Chaplaincy is doing a wonderful job of ministering emotional, spiritual, and practical help in our city! Thank you for all that you do!”

- 
- “The FPD chaplaincy is the BEST!! I will be forever grateful to them and their service.”
 - “Humble hearts with kind words.”
 - “Thank you for your service and how you actively show compassion and love to our community.”

Overall Evaluation

The processes for the Police Chaplaincy are consistent, seemingly well-organized, and continue to promote youth welfare in high-risk communities. The goal of this organization was to identify and enroll 300 participants over a 3- year period. A total of 152 youth were enrolled, thus half of the original goal was achieved through the processes of the organization. Continued outreach will yield more participants over the years; while the specific goal was not met, this does not indicate that the program is ineffective. This program has shown to be effective in its processes, and is connected to a positive impact on the community and violent crime in the intervention areas.

BRINGING BROKEN NEIGHBORHOODS BACK TO LIFE

Purpose

A faith-based collaboration under the non-profit Fresno Police and Neighborhood Watch Association is comprised of the Fresno Police Department, and many faith-based and service organizations from throughout the community. The organization plans to continue to bring a message of hope to the citizens of Fresno through various year-round “Community Outreach” events. The outreach events aim to reduce the gang activity in these particular neighborhoods.

Program Participants

This program serves communities that have known gang members and known gang activity.

Program Goal

Bringing Broken Neighborhoods Back to Life hosts “Community Outreach” events in specified gang infested neighborhoods.

Core Strategies

- Partnering with service providers
- Hosting community events
- Engaging the community
- Promoting community ideals

Research Design

Process Evaluation

The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- Number of block parties hosted.

- 
- Number of citizens registered per event.
 - Number of services referrals per event.
 - Number of services follow-ups per event by each host.
 - Number of collaborative partner attendance per event.
 - Number of planning meetings.

Outcome Evaluation

To ensure the goals of Bringing Broken Neighborhoods Back to Life are achieved, an analysis of the current rates of violent crime and gang-related incidents were assessed in the communities selected for outreach as well as the neighboring communities, prior to implementation of the outreach events. Surveys were given to willing community participants after outreach was complete, to measure community attitudes. The following quantitative measures were used to evaluate the program outcomes:

- Number of calls for service in the communities selected for outreach, during each year of the grant.
- Number of reported gang-related incidents in the communities selected for outreach, during each year of the grant.
- Rate of violent crime in the communities selected for outreach, during each year of the grant.
- Number of gang-related incidents after outreach in selected communities.
- Number of gang related incidents after outreach in the neighboring communities.
- Average time between outreach event and violent crimes committed in those communities.

Findings

Process Measures

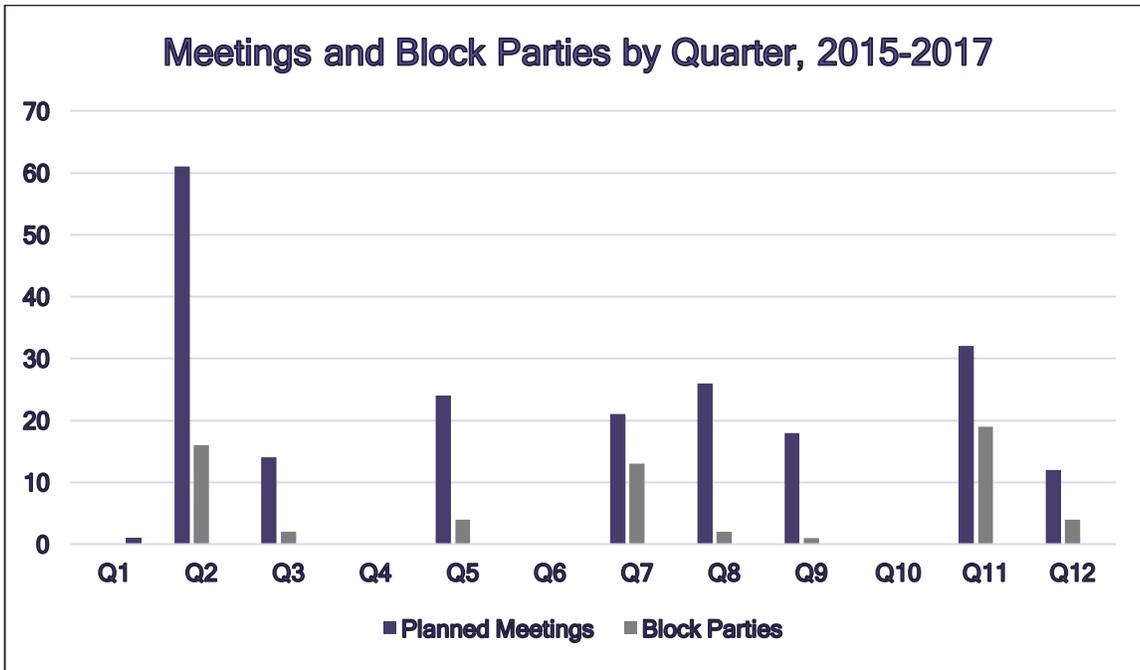
Number of block parties hosted.

- 57 block parties were hosted between 2015-2017.

Number of planning meetings.

- 196 planned meetings were held between 2015-2017.

Figure 8



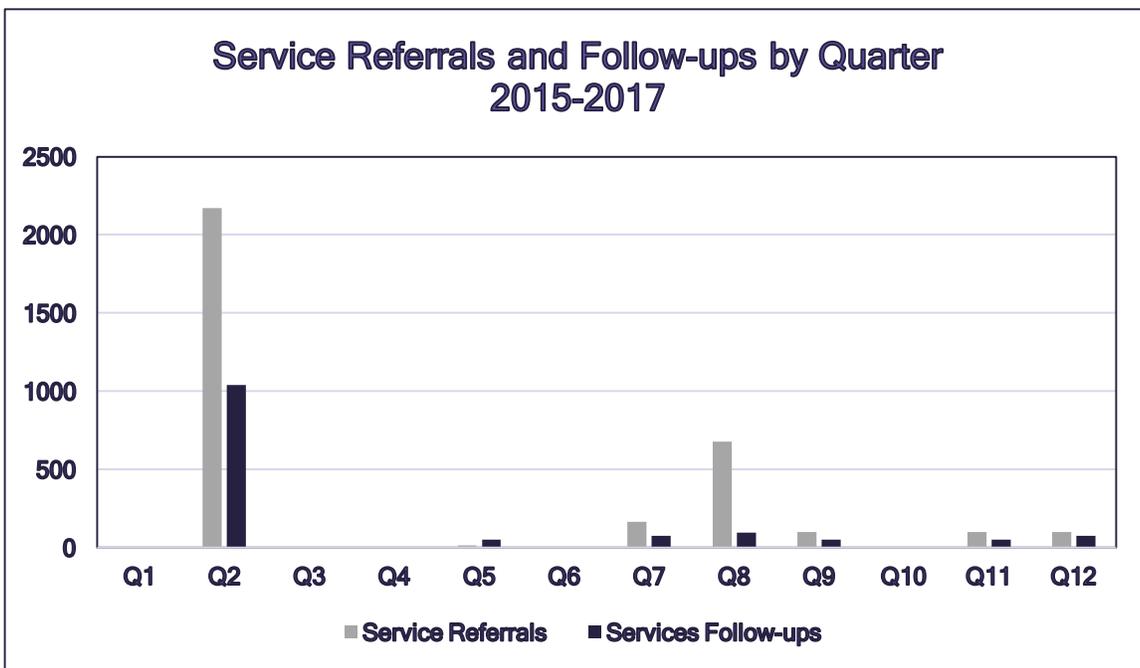
Number of services referrals per event.

- 328 service referrals were given between 2015-2017.

Number of services follow-ups per event by each host.

- 1,364 service follow-ups occurred between 2015-2017.

Figure 9



Number of collaborative partners' attendance per event.

- 265 collaborative partners attended events between 2015-2017.

Number of citizens registered per event.

- 10,650 citizens were registered between 2015-2017.

Figure 10

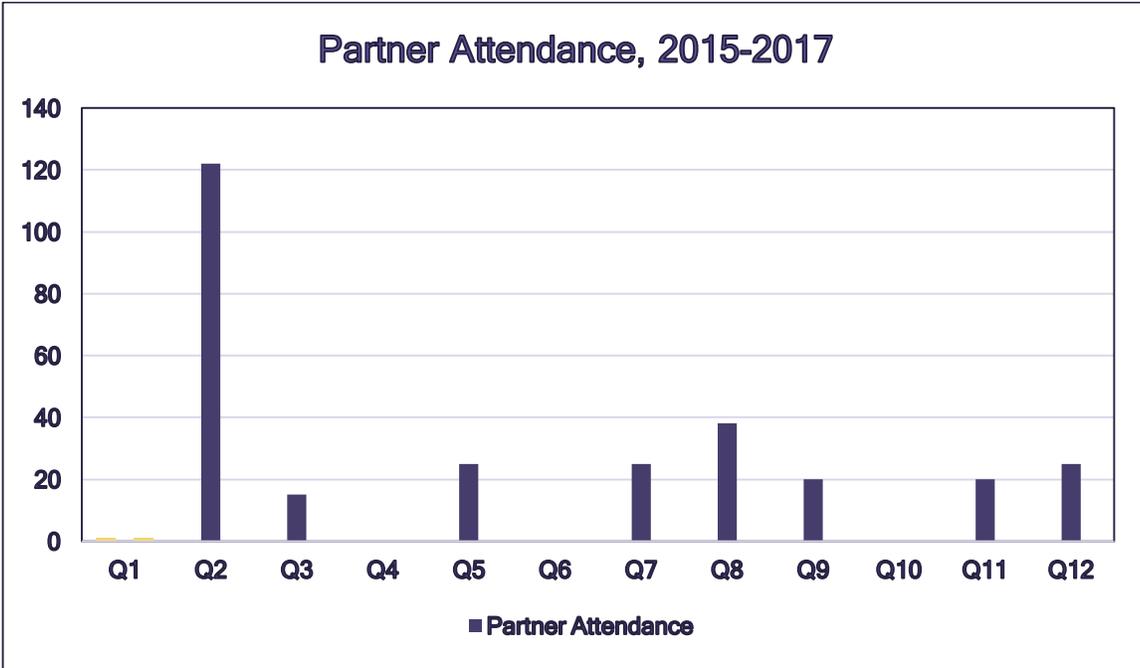
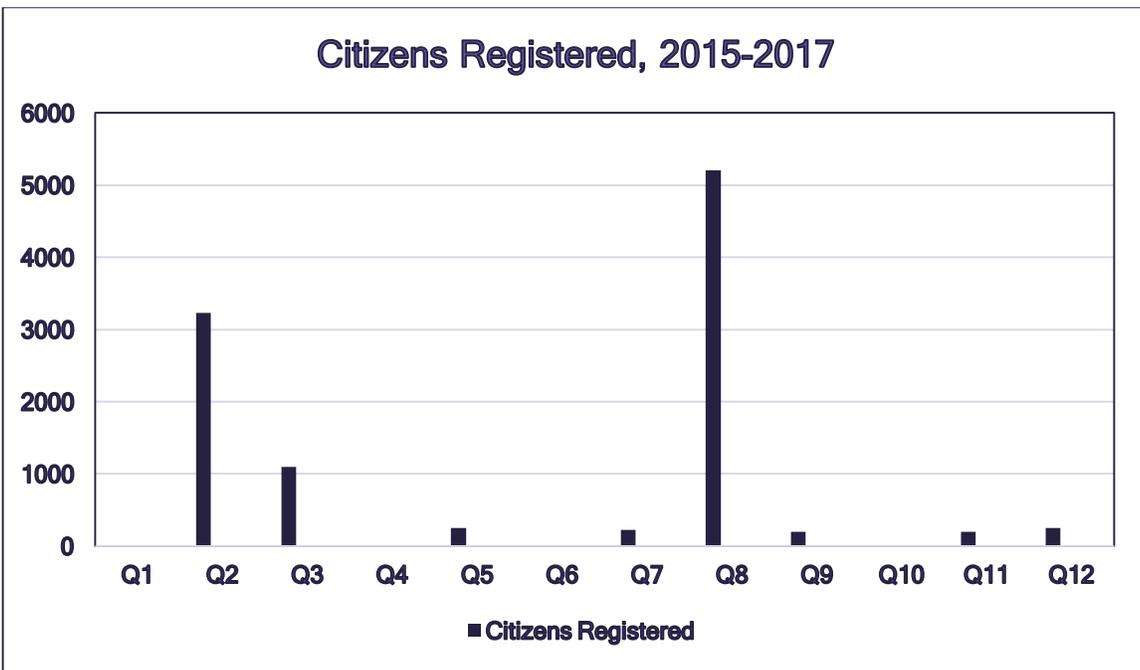


Figure 11



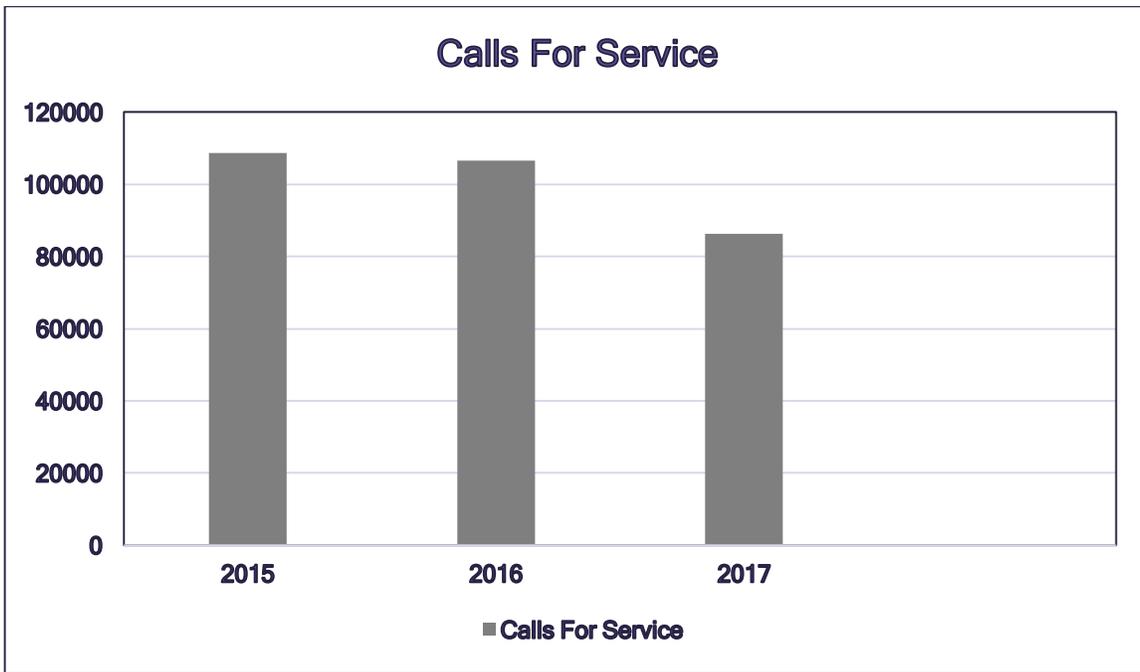
Outcome Measures



Number of calls for service in the communities selected for outreach, during each year of the grant.

- 108,729 calls for service in 2015.
- 106,583 calls for service in 2016.
- 86,318 calls for service in 2017.

Figure 12



Number of reported gang-related incidents in the communities selected for outreach, during each year of the grant.

- 39 known gang-related homicides in 2014.
- 46 known gang-related homicides 2015.
- 62 known gang-related homicides 2016.
- 31 reported gang-related homicides 2017.

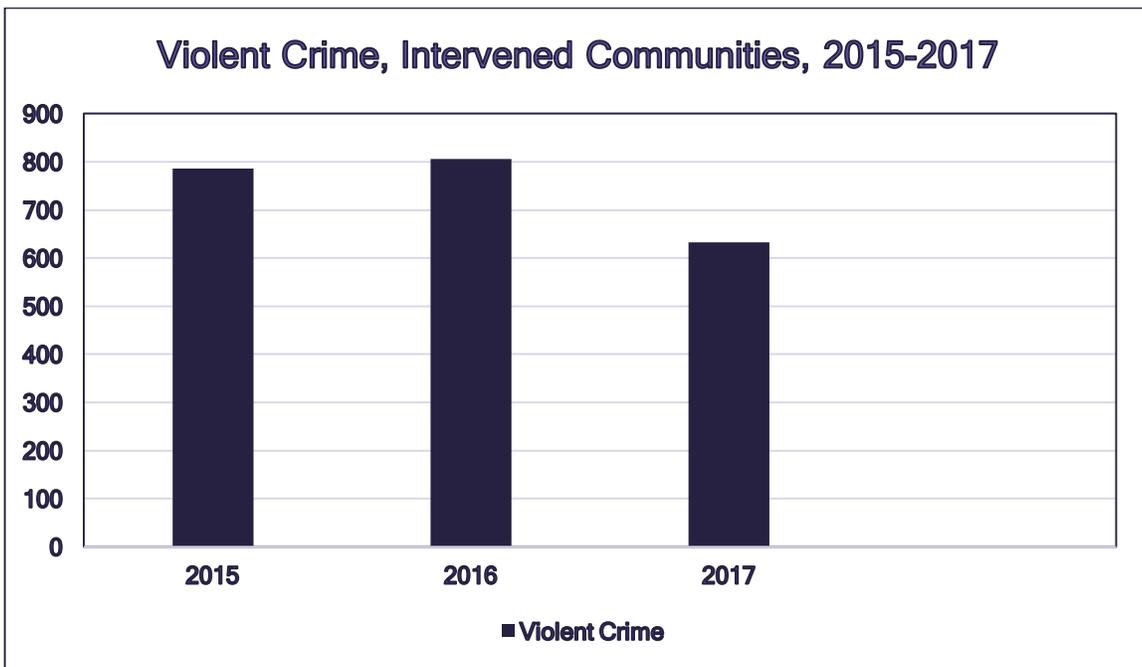
Figure 13



Rate of violent crime in the communities selected for outreach, during each year of the grant.

- 786 violent crimes in the intervened communities in 2015.
- 806 violent crimes in the intervened communities in 2016.
- 633 violent crimes in the intervened communities in 2017.

Figure 14





Overall data indicate that outcomes are achieved from this organization.

Process Measures

Is Bringing Broken Neighborhoods Back to Life achieving their goal?

- Planned meetings stayed consistent with an average of 17 per year. There were an average of 5 block parties per year. The number of citizens registered each year averaged about 945. There was a decline in registration in 2017, but this drop is not statistically significant, and therefore not concerning.
- 2015 saw an average of 542 service referrals, but far less in following years. 2016 showed an average of 214 referrals, and only 66 in 2017. Similarly, follow ups follow the same pattern. In 2015, follow ups for nearly half of the service referrals occurred (260), but in 2016 there were 56 follow ups and 2017 saw only 33 follow ups. Fewer referrals for service (and follow ups) do not necessarily indicate a flaw in the process, but can indicate a lack of need for services, which could indicate positive benchmarks for the community.
- Partner attendance was consistent over time, with an average of about 24 per year.

This indicates that the program is achieving its goal of hosting community events and providing service referrals.

Outcome Measures

Is Bringing Broken Neighborhoods Back to Life achieving desired outcomes?

- Total violent crime incidents in the outreach areas Fresno increased from 2015-2016. 2017 saw a drop in violent crime although crime data from 2017 are incomplete at this time.
 - - 27% change in violent crime incidents in the outreach areas.
- Gang-related homicide the city of Fresno increased from 39 in 2014 to 62 in 2016. 2017 data is not available yet for analysis.
 - + 37 % change in gang-related homicide in the city of Fresno from 2015-2017.
- Calls for service decreased in the outreach areas from 108,729 in 2015 to 86,288 in 2017.
 - - 30% change between 2015-2017.

These data indicate this program is achieving the desired outcome of lowered violent crime and fewer calls for service.

Participant Impact

Community events were well attended by community members and service providers/partners. Block parties were frequent and many discussed how much they looked forward to the next event. Everyone mentioned looking forward to Santa's workshop. This is a large event during the holidays each year where kids can visit with Santa and the community becomes engaged with each other through the holiday "spirit." Participants in different events (block parties, Santa's Workshop Christmas event) had many great things to say about this organization:

- "Love what they are doing for the community, and bringing the whole community together!"
- "Loved meeting everyone at the block party, great outreach!"

Others gave 5/5 in evaluation of the services. Community members seem to look forward to events and appreciate the opportunity to get to know each other. The connection that community members make with law enforcement at these events are invaluable one participant thanked the police chief:

- "Thank you Chief, for not only hearing, but getting it done."

The reviews of community members truly encapsulate what this organization is aiming to do, create a sense of community and strengthen relationships between violent communities and law enforcement. Fear reduction is occurring in many parts of these communities.

Overall Evaluation

The processes that Bringing Broken Neighborhoods Back to Life set out to achieve their goals were effective. The goal of this organization was to host events in neighborhoods with high levels of gang violence and crime. The organization did achieve this goal through the process measures set forth in the evaluation plan. Many events were held and thousands of community residents registered with the organization. Based on participant reactions and the



success of the program goals, this organization is doing valuable work in the community and has effective outreach.

Data show that this organization is functioning the way it is designed to, based on process measures. The goals of the organization were achieved as far as outreach through community events. Participants rave about the block parties, and in particular love the Christmas event. This organization is certainly one the community supports and the work it does is proactive in bringing communities together, which is known to reduce violent crime over time (Shaw and McKay, 1942; Bursick and Grasmick, 1993; Marshall and Lombardo, 2016).

CARE FRESNO

Purpose

In 1995, during Fresno's high-crime era, Care Fresno was started by the Fresno Police Department, in collaboration with church and faith-based leaders. Its goals have always been to address crime and poverty at its root in Fresno's most concentrated areas of poverty. Over the years, through holistic ministry with faith leaders, Care Fresno has been able to serve over 15,000 at-risk youth and their families living in over 60 high-crime apartment complexes.

This program has entered a new era with a focus on local missions. Today, churches do not simply adopt a neighborhood, but Care Fresno actually moves Christian leaders into these communities and trains them to serve their community with their whole lives.

Program Participants

The participants in this program are communities with known gang members and known gang violence.

Program Goal

Care Fresno creates safe and healthy program sites in communities struggling with gang related issues, and aimed to reduce police calls for service in five specific gang neighborhoods by 10%.

Research Design

Process Evaluation

The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- Number of volunteer hours within program site communities.
- Number of enrolled children at each program site.
- Number of youth attending "Care Camp".
- Number of services referrals provided.

Outcome Evaluation

To assess whether the goals of Care Fresno were achieved, an analysis of the current rates of violent crime, arrests, and calls for service in the five specified neighborhoods were assessed prior to implementation of the safe and healthy program sites. Surveys were given to willing community participants at the end of the grant period to measure community attitudes about program experience and safety. The following were used to evaluate the program outcomes:

- Number of reported violent crimes in specified neighborhoods.
- Number of arrests in specified neighborhoods.
- Number of calls for service in specified neighborhoods.

Findings

Process Measures

Number of volunteer hours within program site communities.

- 684 volunteer hours between 2015-2017.

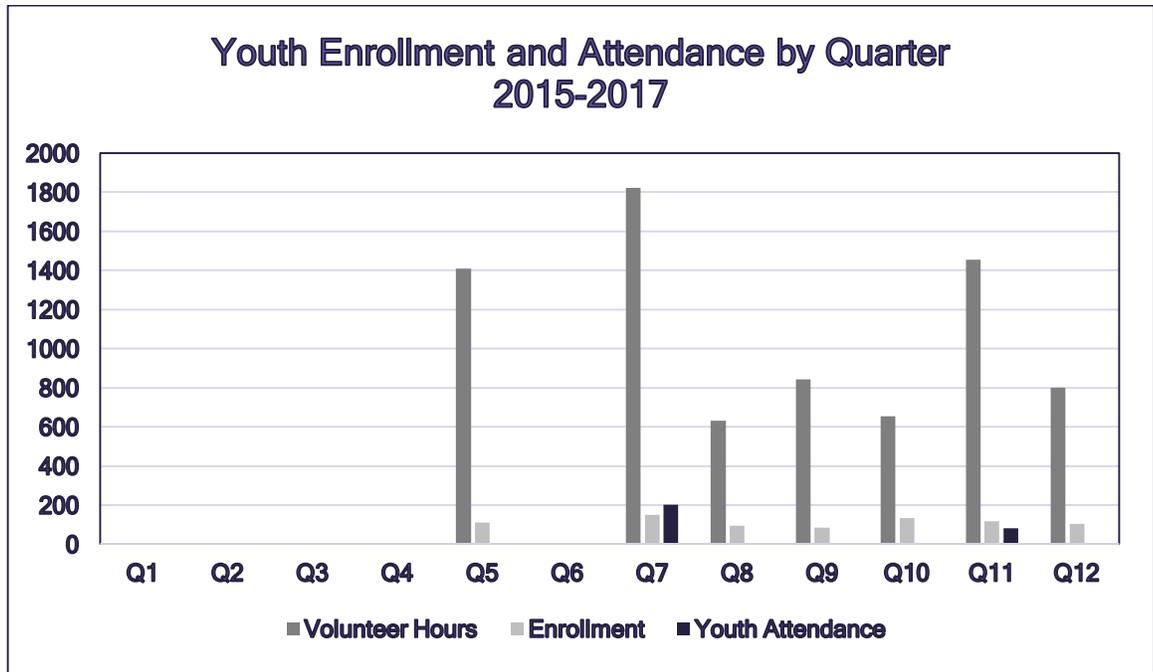
Number of enrolled children at each program site.

- 690 youth enrolled between 2015-2017.

Number of youth attending “Care Camp”.

- 281 youth attending “Care Camp” between 2015-2017.

Figure 15



Number of services referrals provided.

- 0 service referrals provided between 2015-2017.

Volunteer hours showed significant differences (between years 2015-2016). This is mostly due to a reporting of zero volunteer hours in 2015. However, 2016 and 2017 saw similar volunteer hours with an average of 965 and 984 respectively. Similarly, enrollment saw significant increases from zero in 2015 to 112 in 2017. Outreach has consistently increased over the 3-year period to increase enrollment and volunteer hours.

Attendance at youth camp in year 2 was 201 and 80 in year 3. While this is a decrease in attendance, it is not a significant or concerning decrease. However, aiming to increase attendance at this camp would be a worthwhile future goal.

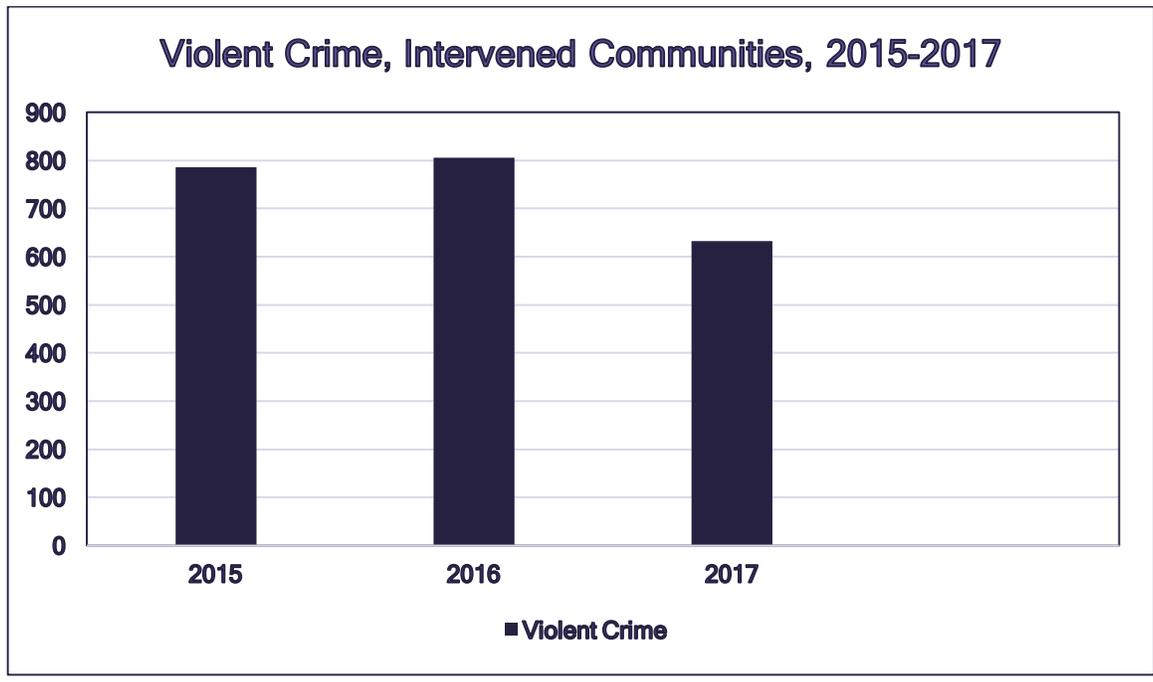
No referrals were given during the 3 years of the program. This can indicate that there were no individuals high-risk enough to need referrals, but it could also indicate a lack of identification of individuals needing referrals for services.

Outcome Measures

Number of reported violent crimes in specified neighborhoods.

- 2,225 reported violent crimes in program neighborhoods between 2015-2017.

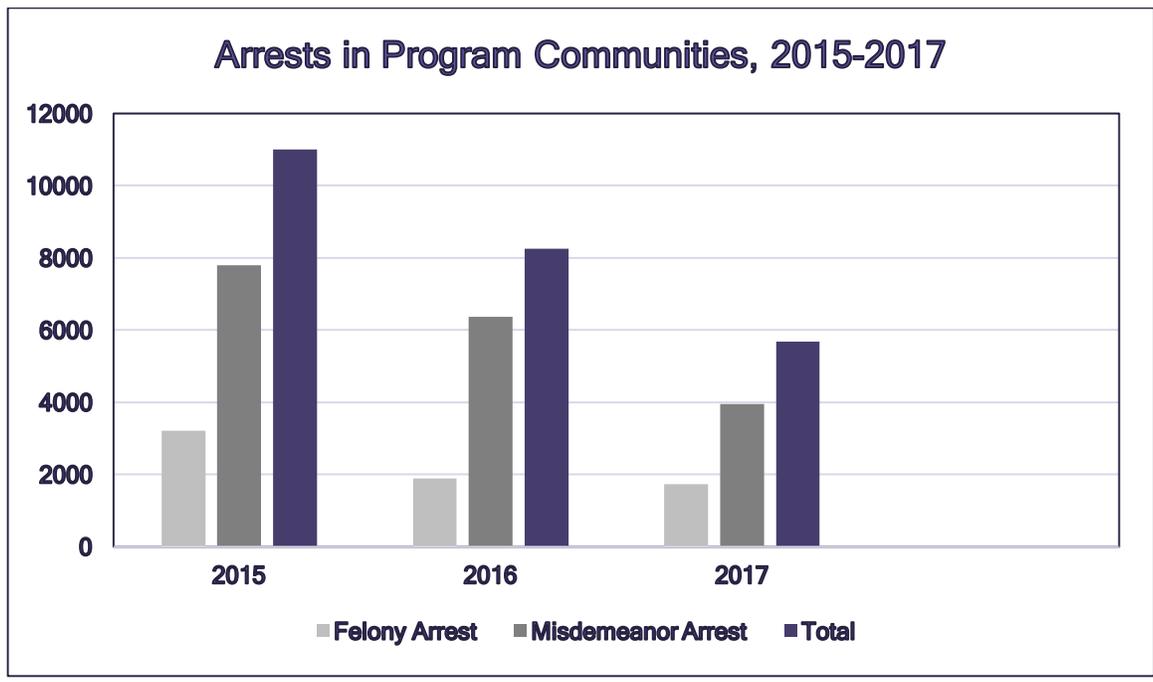
Figure 16



Number of arrests in specified neighborhoods.

- 25,504 felony arrests in program neighborhoods between 2015-2017.

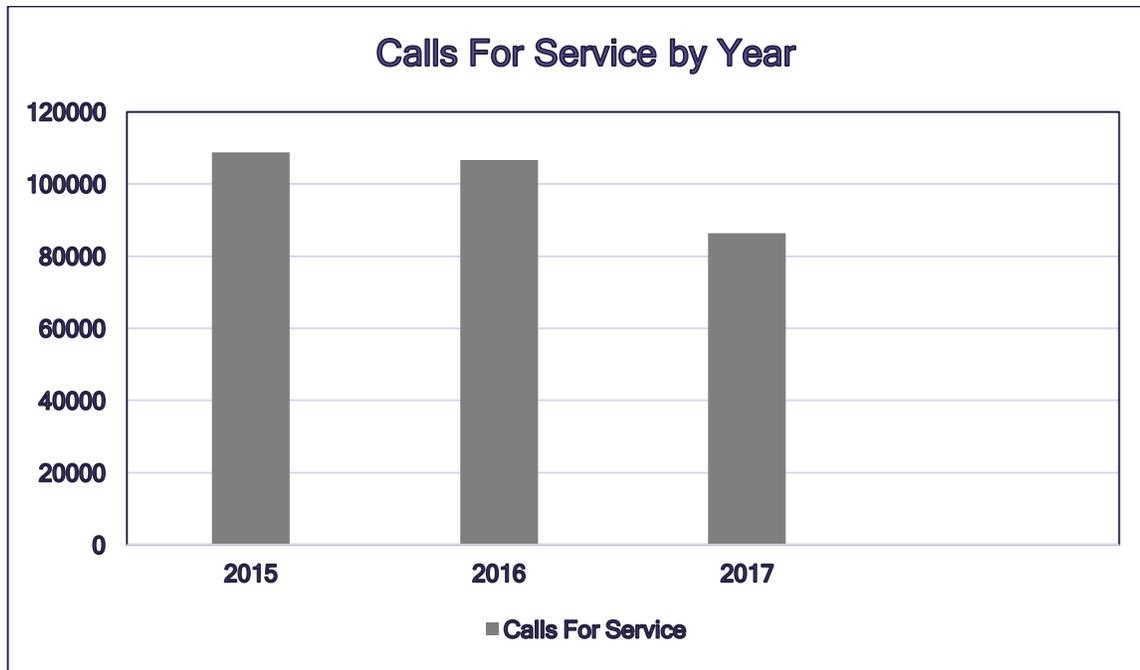
Figure 17



Number of calls for service in specified neighborhoods.

- 301,630 calls for service in program neighborhood between 2015-2017.

Figure 18



Is Care Fresno achieving the program goals?

Calls for service decreased in the program areas from 108,729 in 2015 to 86,288 in 2017.

- - 30% change between 2015-2017.

This indicates that the program is achieving the goals of a significant decrease in calls for service, while also likely lowering distress in the community.

Is Care Fresno achieving desired outcomes?

Total violent crime incidents in the program areas increased from 2015-2016. 2017 saw a drop in violent crime.

- - 27% change in violent crime incidents in the outreach areas.

Felony arrests declined significantly from 3,203 in 2015 to 1,900 in 2017 in the program areas.

- - 68% change in felony arrests in the intervened communities.



These data indicate that the desired outcomes are being achieved by this program during the 3-year grant period. Violent crime and arrests are both declining in the program areas, which shows a positive change in the community.

Participant Impact

The majority of participant feedback indicated a rating of 5 out of 5 when asked about services. Of the feedback we were able to obtain, some notable comments were made:

- “I just wanna say thank you carefresno for lovn my kids...”
- “Care Fresno has blessed our children in so many ways.”

The positive impact this program has on families and the community is evident, and many participants said they strongly agree with continuing and growing this program.

Overall Evaluation

Care Fresno is meeting the process measures that were set out in the evaluation plan. Youth enrollment and attendance remains steady. The goal of the organization, to ultimately reduce calls for service in program neighborhoods, was achieved. Calls for service declined over the 3-year grant period. Families and community members have wonderful things to say about Care Fresno and it is clear that their presence in the community is valuable. The activities designed for youth aid proactively changing the culture of violence and could potentially have long-term positive effects on the community.

FRESNO/MADERA YOUTH FOR CHRIST

Purpose

Youth For Christ (YFC) is a non-profit organization that works within the community to bring young people closer to God and closer to each other. They do this through six different divisions, each focusing on a different aspect of the lives of today's youth. While every program or division is different, they are all rooted in our Savior Jesus Christ.

YFC reaches young people everywhere, working together with the local church and other like-minded partners to raise up lifelong followers of Jesus who lead by their godliness in lifestyle, devotion to prayer and the Word of God, passion for sharing the love of Christ and commitment to social involvement.

Program Participants

Participants are juveniles who have come in contact with the justice system and are confined or pre-sentenced. Fresno/Madera YFC engages in outreach and aims to enroll 50 incarcerated and pre-sentenced juveniles per year in the program.

Research Design

Process Evaluation

The process of outreach and enrolling incarcerated and pre-sentenced youth are the focus of this evaluation. The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- Number of high-risk youth enrolled in program.
- Number of services provided.
- Number of youth successfully completing the program.

Outcome Evaluation



To ensure the goals of Fresno/Madera Youth for Christ are achieved both qualitative and quantitative measures were used. A survey was given to program participants following completion of the program to measure attitudes about experiences and the following quantitative measures were used to evaluate the program outcomes:

- Total number of confined and pre-sentenced juveniles enrolled in the program.
- The number of juveniles that successfully completed the program.

Findings

Process Measures

Number of high-risk youth enrolled in program.

- 1,020 high risk youth were enrolled in the program.

Number of services provided between 2015-2017.

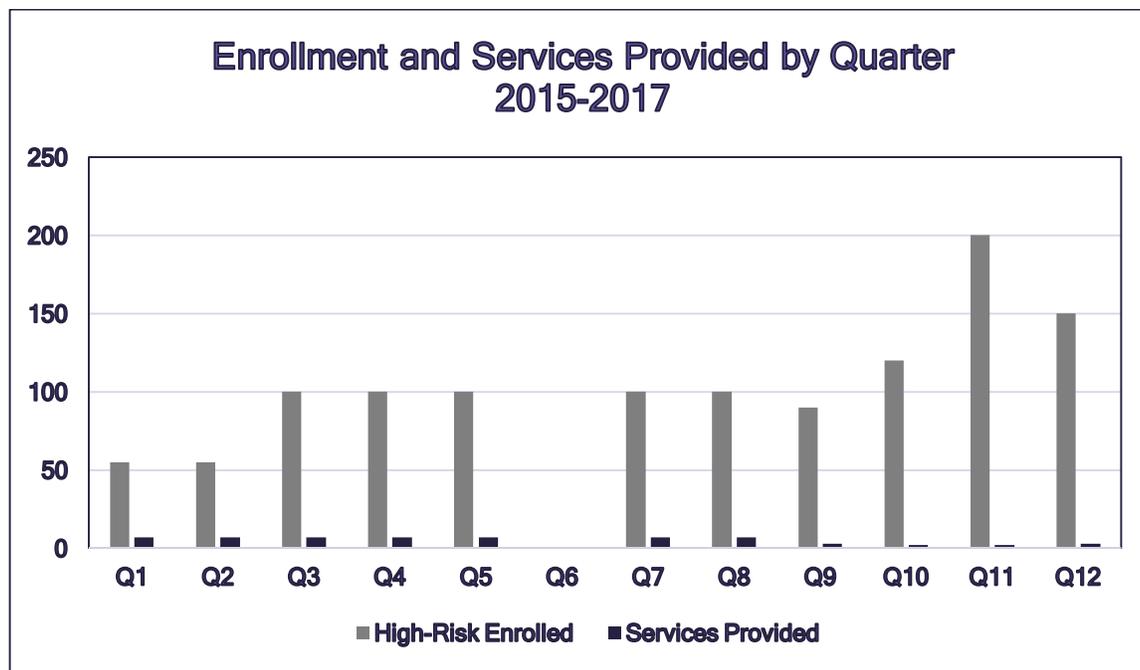
- 56 services were provided between 2015-2017.

Number of youths successfully completing the program.

- 55 youths successfully completed the program between 2015-2017.

Enrollment increased from an average of 77.5 per quarter to 136 per quarter. Services declined from average of 7 per quarter in year 1 to an average of 2.3 per quarter in 2017. This is a significant difference between 2015 and 2017. 55 individuals completed the program in 2015, and completion has been ongoing for the remainder of the grant period. A focus on participant completion is highly recommended.

Figure 19



Outcome Measures

Total number of confined and pre-sentenced juveniles enrolled in the program.

- 1,020 high-risk youth were enrolled in the program.

The number of juveniles that successfully completed the program.

- 55 juveniles successfully completed the program between 2015-2017.

Is Fresno/Madera Youth for Christ meeting the goal?

Fresno/Madera Youth for Christ set a goal to enroll 50 high-risk participants per year. This goal was met and exceeded through enrollment of over 50 participants per quarter. They provide a wealth of activities for youth that keep them engaged with each other and with the material in the programming.

Is Fresno/Madera Youth for Christ achieving its desired outcomes?

Continued enrollment and successful completion of the program indicate that this program is achieving desired outcomes. Outreach is effective and youth are benefitting from the wide range of counseling services and activities that are available to them. Youth enjoy attending programming and the range of offerings continue to engage the youth. There are study



rooms, computer access, youth can take music lessons and many other activities. Summer time has movie nights, group activities, sports, and many other

Overall Evaluation

Fresno/Madera Youth for Christ positively affects the community where outreach is strong. Youth have a positive experience and have many opportunities to engage with tools for success, particularly tools to succeed educationally. They continue to enroll high-risk youth in their program which will only positively impact youth and the community.



FRESNO BARRIOS UNIDOS-EL JOVEN NOBLE CAMPS

Overview: Program Activities

Fresno Barrios Unidos (FBU) is a grass roots organization created in 1994, and has been serving southeast Fresno for 20 years. El Joven Noble, a program of FBU, is a youth development, support, and leadership program for male youth ages 10-24. The program incorporates an approach and curriculum that is based on the philosophy that young men need the guidance of other men, their family, and community. The purpose of these support systems is to care for, assist, heal, guide, and successfully prepare them for adulthood. The ten-session curriculum was created by Jerry Tello, an internationally recognized author, trainer, and consultant to the White House on men and boys of color. Specific goals of El Joven Noble include: character development, promotion of healthy relationships, the reduction and prevention of unplanned pregnancies, substance abuse, and community violence. The program emphasizes that a responsible man is one that respects and values his family, partner, and community rather than falling into the stereotypical “macho” perception of a “real man.”

Program Participants

The program participants are male youth (ages 10-24) in Fresno.

Program Goal

During the grant period, Fresno Barrios Unidos aimed to enroll 90 youth into the “El Joven Noble” camp project.

Research Design

Process Evaluation

The process of recruiting and enrolling youth was the focus of this evaluation. The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

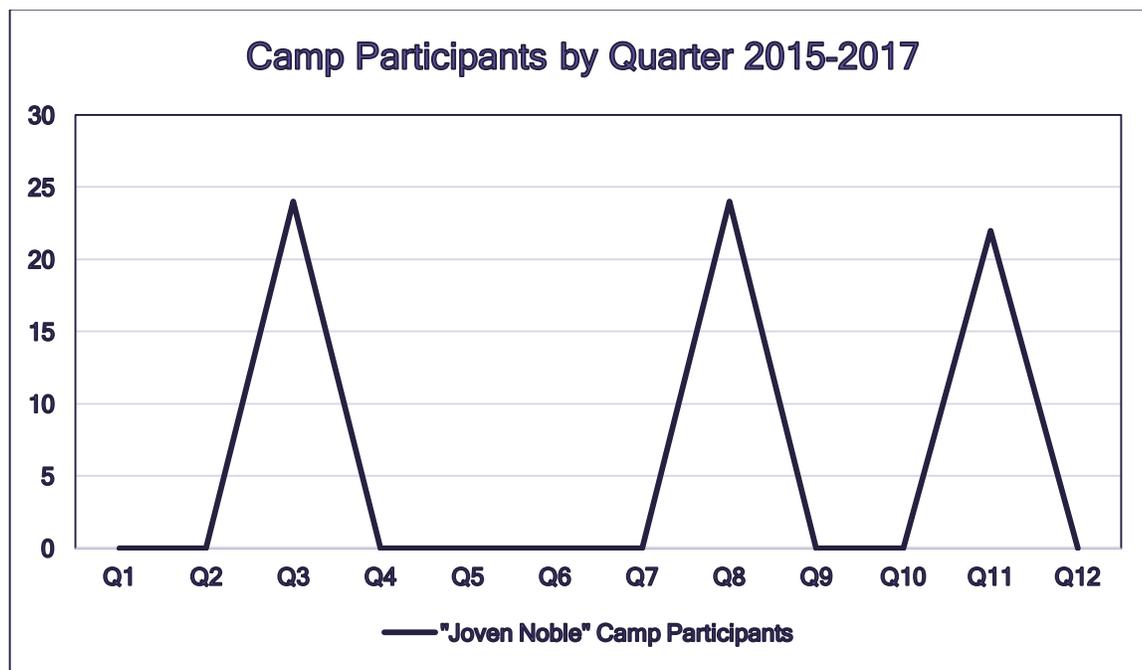
- Number of youth participants in Camp.
- Number of youth recruited for Camp.

Outcome Evaluation

To ensure the goals of El Joven Noble are achieved, qualitative and quantitative measures were utilized. Surveys were given to willing participants who completed the program to measure attitudes about program experiences. The following measures were used to evaluate the program outcomes at the end of the grant period:

- Number of youth recruited for Camp.
- Number of youth participants in Camp.
- Number of youth successfully completing Camp.

Figure 20



Findings

Process Measures/Outcome Measures

Number of youth participants in Camp.

- 70 youths participated in Camp between 2015-2017.

Number of youths recruited for Camp.

- More than 70 youths were recruited for Camp between 2015-2017.

Participant Impact

Feedback includes 11 ratings of 5/5 when asked about Camp and other services provided by this program. Some notable feedback includes:

- “Their mission is so important here in Fresno, and so many families benefit from their work!”
- “Amazing staff. Friendly and professional.”

Overall Evaluation

Are El Joven Noble Camps achieving their goal?

El Joven Noble set a goal to enroll 90 participants in their annual camp. This goal was met over the 3-year grant period.

Are El Joven Noble Camps meeting the desired outcomes?

The process measures and outcome measures were met throughout the grant period. After speaking with staff and managers of the organization, these camps are highly successful for engaging individuals in activities that help them understand their feelings, and how to properly express feelings without the use of violence. These camps build the self-esteem of participants while also teaching them how to engage with the community. Value is placed on helping the community whereby participants can feel like they are necessary for community success. Many participants are said to not only re-enroll in a camp, but also come back to volunteer for the organization. This program is successful in helping individuals each year through these camps, and creating memorable experiences for participants that they may not have had an opportunity to otherwise.

FRESNO POLICE ACTIVITIES LEAGUE

Overview: Program Activities

Fresno Police Activities League involves police officers and other volunteers working with at-risk youth to assist in gang prevention and intervention, as well as promote positive interaction between caring adults and youth who do not have adult support at home. Through basketball, karate, dance, modeling, boxing, and mentoring, the Activities League keeps children involved in positive activities.

Program Participants

Participants in this program are at-risk youth (under age 18) who may also be involved in gang activity or gang-related violence. This program seeks to keep youth involved in positive activities.

Program Goal

Fresno Police Activities League aimed to enroll 20 youths in karate and 20 youths in boxing per year.

Research Design

Process Evaluation

The process of recruiting and mentoring youths through karate and boxing was the focus of the evaluation. The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- Number of youth enrolled in karate and boxing.
- Number of youth with improved attendance.
- Number of youth with improved academic performance (pre/post enrollment quarterly).
- Youth behavior development since enrollment.
 - Number of visits to principal's office.
 - Number of suspensions.
 - Number of expulsions.

Outcome Evaluation

To ensure the goals of Fresno Police Activities League were achieved, an analysis of the current academic performance, and measures for youth behavior (visits to principal’s office, number of suspensions/expulsions) of program participants were assessed prior the enrollment in boxing or karate. Surveys were given to willing participants to measure attitudes about the program experience. The following quantitative measures were used to evaluate the program outcomes at the end of the grant period:

- Number of youth enrolled in karate and boxing.
- Number of youth with improved attendance.
- Percent change in academic performance of youth completing program.
- Percent change in behavior of youth completing program:
 - Number of visits to principal's office.
 - Number of suspensions.
 - Number of expulsions.

Findings

Process Measures

Number of youth enrolled in karate and boxing.

- 452 youth were enrolled in boxing between 2015-2017.

Figure 21

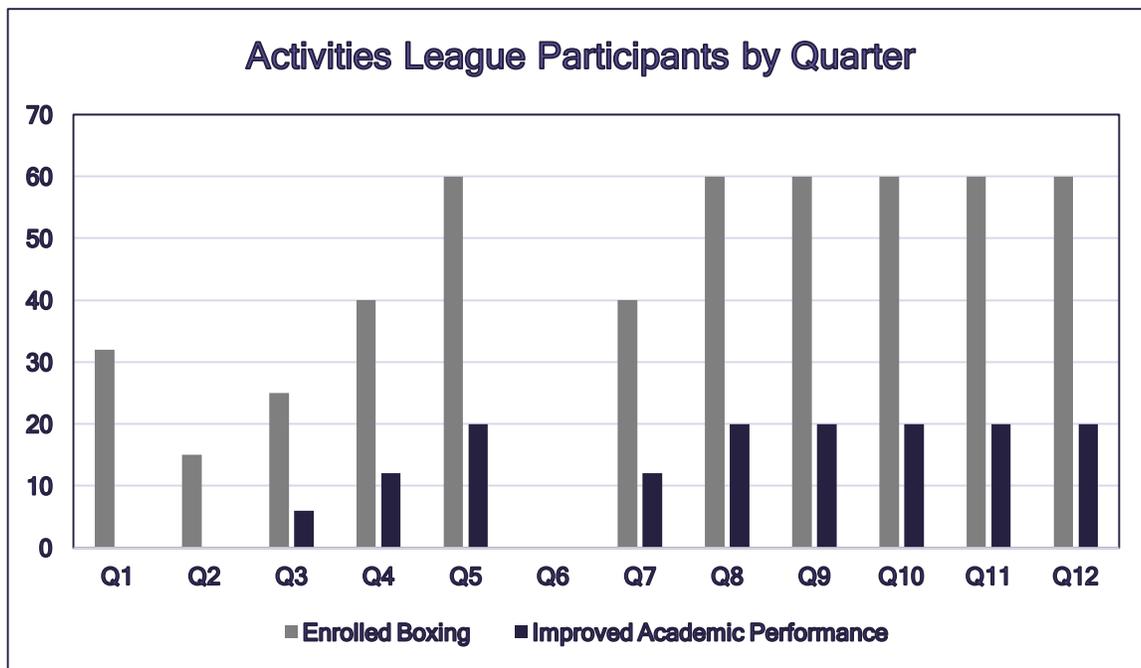
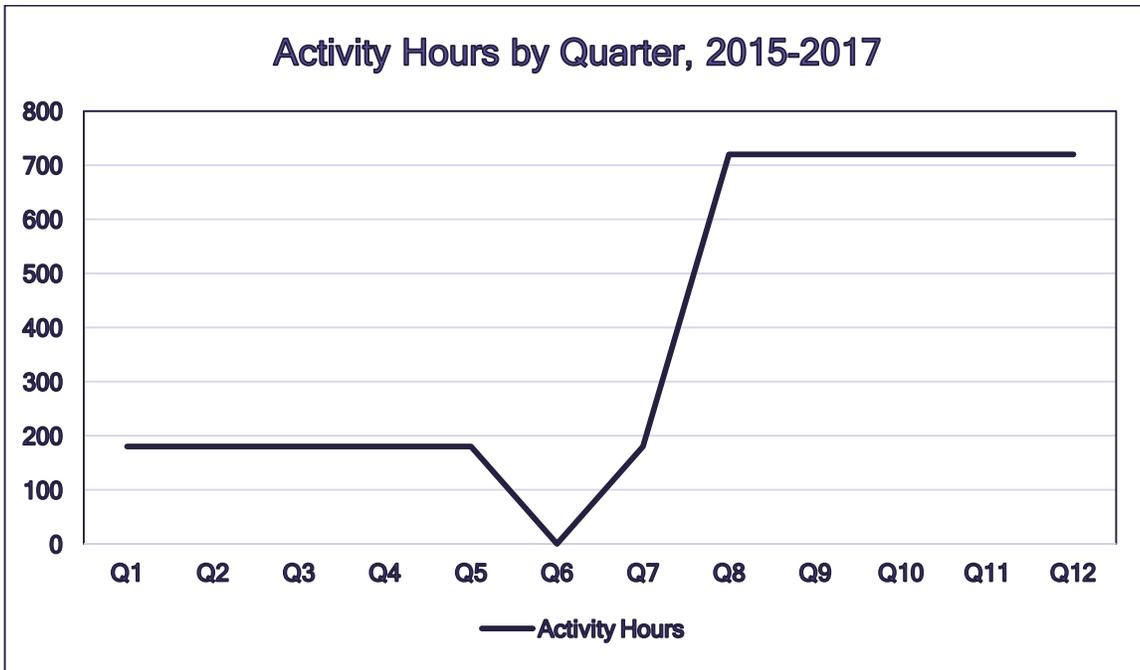




Figure 22



Number of youth with improved academic performance.

- 130 youth showed improved academic performance.

Youth behavior development since enrollment.

Number of visits to principal's office.

- 46 visits to the principal's office occurred between 2015-2017.

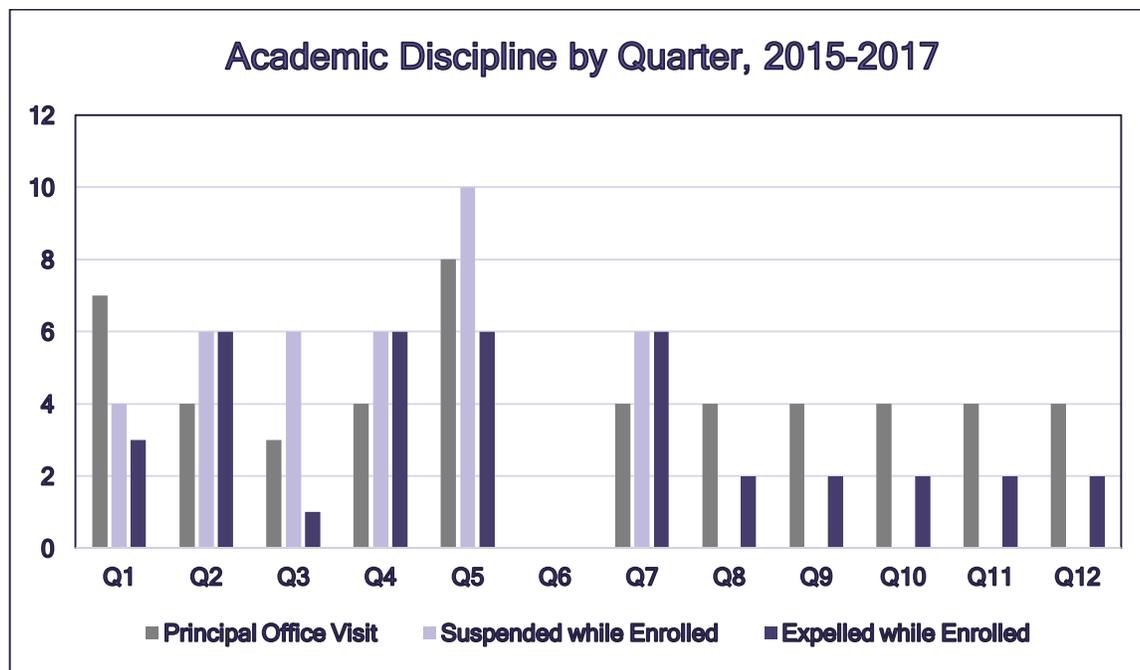
Number of suspensions.

- 38 suspensions occurred between 2015-2017.

Number of expulsions.

- 36 expulsions occurred between 2015-2017.

Figure 23



- Activity hours significantly increased between years 2015 and 2017. Differences are significant between year 2015 and 2017, as well as 2016 and year 2017.
- There was an average of 180 activity hours per quarter in 2015, 270 per quarter in 2016 and 720 per quarter in 2017. There were increases in both the offering of activities and the attendance of participants.
- Enrollment stayed consistent with an average of 40 enrolled per quarter, with the highest enrollment in 2017 at 60.
- There were significant differences in academic performance between years 2015 and 2017. 2015 saw an average of 4 students per quarter with improved academics. 2016 saw an average of 13 students improving academics per quarter and 2017 saw 20 students with improved academic performances. This indicates that as activity hours increased, academics improved.
- There was an average of 4 principal visits per quarter and an average of 3 suspensions and expulsions per quarter.

Outcome Measures



Number of youth enrolled in karate and boxing.

- 452 youth were enrolled in boxing between 2015-2017.

Percent change in academic performance of youth completing program.

- + 70% change in academic performance of youth enrolled in the program between 2015-2017.

Percent change in behavior of youth completing program:

Number of visits to principal's office.

Number of suspensions.

Number of expulsions.

- - 15% change in principal's office visits occurred between 2015-2017.
- -16% change in suspensions between 2015-2017.
- -9% change in expulsions between 2015-2017.

There is a strong and positive relationship between enrollment and academic performance. This indicates that participation in the program has a positive effect on academic performance. Academic discipline fluctuated over time, but has declined between 2015-2017.

Overall Evaluation

Is Fresno Police Activities League meeting its goal?

The goal of this organization was to enroll 20 participants in karate and boxing each year. However, the organization decided to stick with only boxing for this grant period. More than 20 participants were enrolled in each quarter. Through the processes of this program, the goals are being met.

Is Fresno Police Activities League achieving their desired outcomes?

Academic performance improved in many of the participants, and suspensions and expulsions decreased over the 3-year period. This suggests that the outcomes of the program are also being met.

This program does well to provide youth with opportunities to engage in safe and healthy activities. Youth are gaining skills and confidence, while engaging with peers and bonding with mentors. This program is necessary in its community of outreach, as many depend on it.

This program also connects communities with law enforcement which is integral to gang intervention.



FRESNO COUNTY ECONOMIC OPPORTUNITIES COMMISSION

Purpose

When Congress passed the Economic Opportunity Act of 1964, the goal was to obtain equality of opportunity in education, employment, health, and living conditions for every American in our country. To realize this goal, nearly 900 locally based Community Action Agencies were established throughout the nation; Fresno Economic Opportunities Commission, known as Fresno EOC, is one of those agencies. Fresno EOC is widely recognized and is one of the largest nonprofit Community Action Agencies in the United States.

Fresno EOC has spent over four decades investing in people, helping them become self-sufficient. The scope of services provided by the agency consists of almost all facets of human services and economic development. They range from pre-school education to vocational training; from juvenile drug abuse counseling to treatment for serious juvenile offenders; from youth recreation to senior citizen hot meal services; from energy conservation education to crisis intervention; from preventative health care to prenatal nutrition education; and from vocational counseling to job placement services.

Program Participants

Program participants are those eligible for the Mayor's Gang Prevention Initiative (MGPI) and are in need of tattoo removal. Fresno EOC performed tattoo removal treatment services to eligible MGPI participants in an effort to improve the chances of employment and transition into mainstream society as productive citizens.

Program Goal

The goal of the program was to enroll 150 MGPI eligible participants for treatment.

Research Design

Process Evaluation

The following measures were monitored during the grant period to ensure the quality operation of the program and to assess if modifications are needed to achieve desired outcomes:

- Number of eligible participants recruited.
- Number of eligible participants enrolled in the program.
- Number of eligible participants actively seeking employment.

Outcome Evaluation

To ensure the goals of Fresno EOC were achieved, an analysis of the current employment and contact with the justice system of program participants was assessed prior to implementation of the tattoo removal treatment service. The following was used to evaluate the program outcomes at the end of the grant period:

- Number participants who are employed after participating in the program.
- Number participants who are actively searching for employment after participating in the program.
- Number of participants who have had contact with the criminal justice system after completion of the program.

Findings

Number of eligible participants recruited.

- 161 participants were recruited between 2015-2017.

Number of eligible participants enrolled in the program.

- 33 participants enrolled in the program between 2015-2017.

Number of eligible participants actively seeking employment.

- Unknown.

Data show most participants are actively looking for employment and/or setting a better example for their children. Many indicate wanting to attend school events or other public events with children and family but feel the tattoos prevent them from doing so.

During the 3-year grant period 161 were recruited, 75 were deemed ineligible for the process, and 33 were enrolled.

Outcome Measures

Number of participants who are employed after participating in the program.

Number of participants who are actively searching for employment after participating in the program.

Number of participants who have had contact with the criminal justice system after completion of the program.

After examining data files, participants are not tracked after completion of the program, so there are no data on current employment status of those who have completed the program. Participants are actively seeking employment or already employed throughout the duration of the program. The assumption is that most continue looking for employment after the tattoo removal; it is unlikely that individuals engage in tattoo removal if they are not serious about leaving the gang lifestyle.

Overall Evaluation

Is Fresno EOC meeting the goal?

The goal of this organization was to enroll 100 participants over the 3-year grant period. This goal was met by about half with 54 total participants during the 3-year grant period. Because of the requirements to be involved in the program, many recruits were ineligible, which made it difficult to reach the goals of enrollment. However, the eligibility requirements are appropriate and the screening process is worthwhile; finding serious participants is key for successful completion of the program as well as successful integration into a new lifestyle outside of the gang environment.

Is Fresno EOC meeting its desired outcomes?

It is likely that this organization is meeting its desired outcomes, however data were not available to assess employment and success of participants. Records kept are well organized and do track the recruitment process well. Tracking employment and success of individuals after program completion in the future would greatly benefit this program. This program is highly successful for those individuals serious about exiting the gang lifestyle.

FRESNO MAYOR'S GANG PREVENTION INITIATIVE

Overall Evaluation

To understand the effects of the MGPI programs on the city of Fresno as a whole, crime data were observed from the years 2006-2017.

Is the program achieving desired goals?

Data show that the goal to prevent youth crime, violence, and gang involvement while developing a positive relationship between law enforcement officials, school officials, families, and young people to create safer communities, is being met at several levels. Each program is promoting positive lifestyles, strong community relationships, and easing the tension between communities and law enforcement. The proactive approach to reducing crime and violence is an effective one and the responses from community participants only further highlights the work these programs are doing. Many communities do feel safer, more connected, and positive about future change.

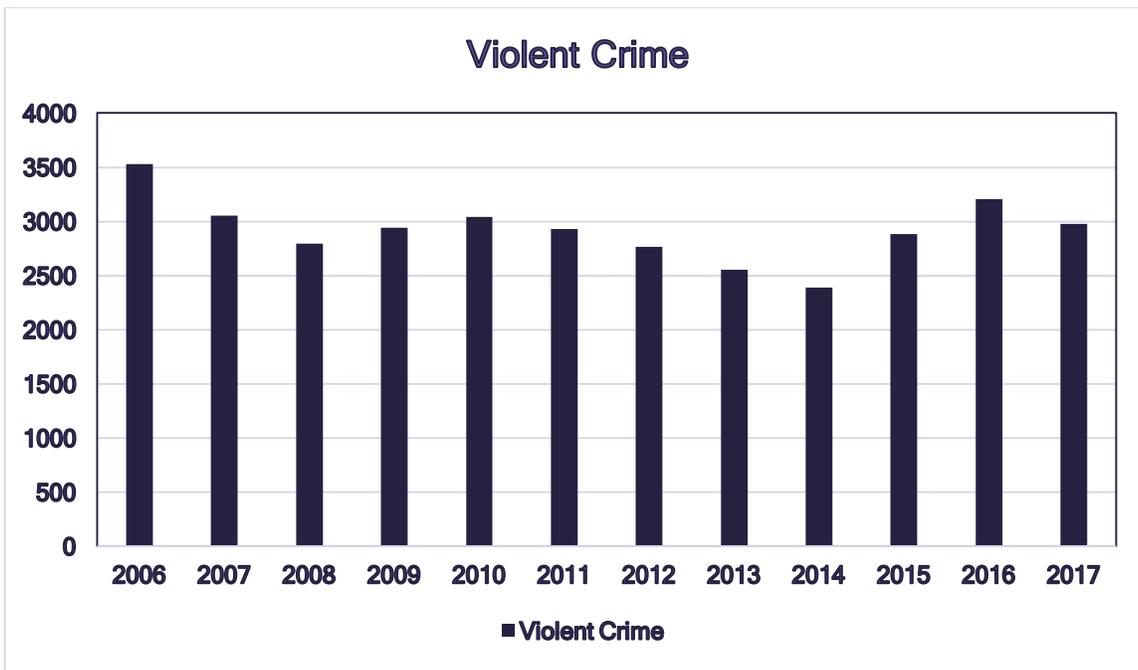
Is the program achieving its desired outcomes?

Violent crime and gang homicide in Fresno were at their highest point in 2006. Violent crime began to decline in 2007 and continued to decrease rapidly across 2009-2011. After 2011, violent crime has been steadily increasing. 2015-2016 data show an increase in violent crime, although still at lower counts than 2006. Careful attention should be paid to the community dynamics during 2011, this seems to be a year in which a notable drop in gang-homicide is worth studying, and potentially replicating.

Limitations

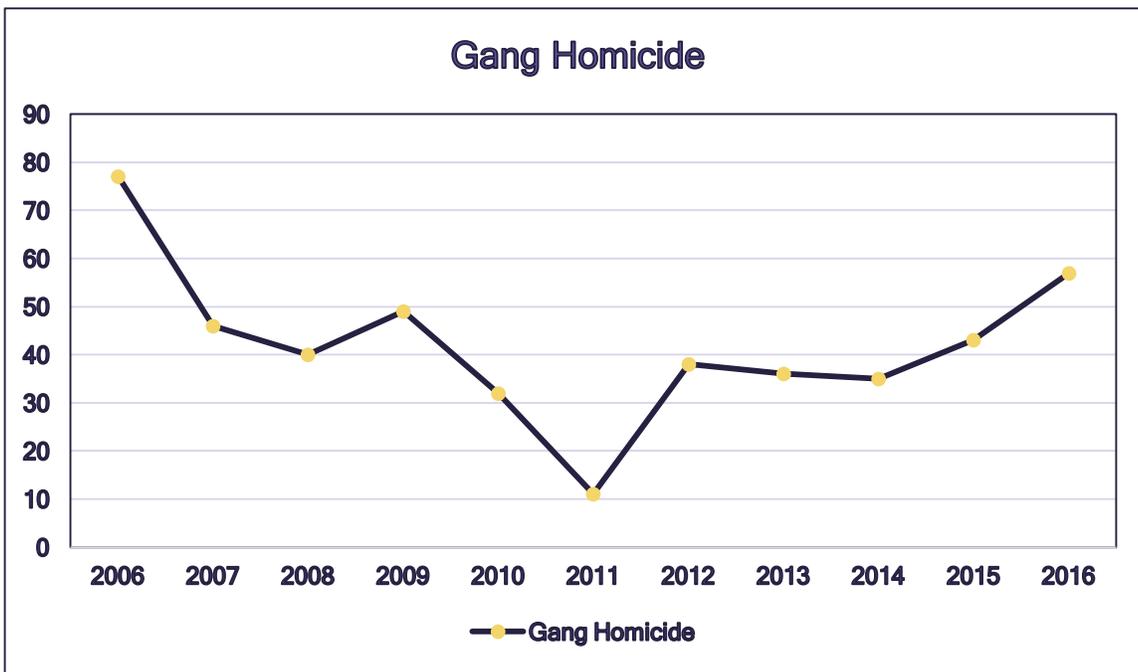
There are issues with defining and measuring gangs and “gang-related crime.” Because there is no real workable/trackable definition, some data are not as clear as they need to be to determine overall program impact. Another issue arose with adding a policing district in October 2016, crime data in the intervention areas may be skewed due to a difference in reporting districts toward the end of the grant period. These limitations impact how we can understand the desired outcome of the program, some improvements are discussed in the recommendations section.

Figure 24



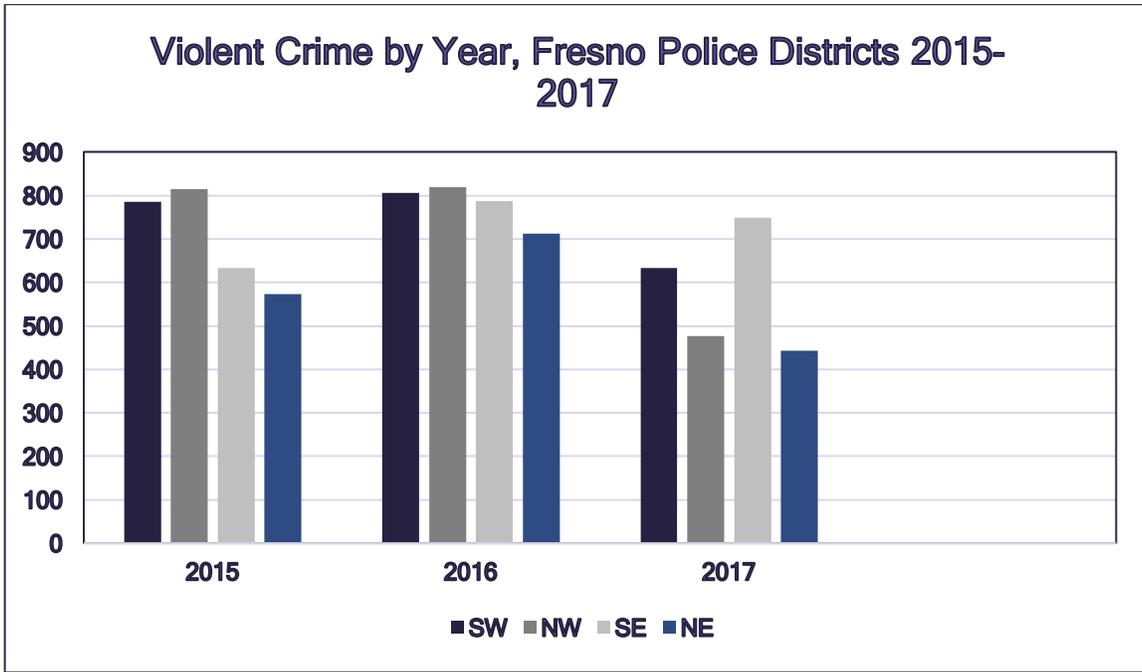
Gang-related homicides saw a decline, from 77 in 2006 to 11 in 2011, and have been on the rise since. Another decline occurred from 2012-2014, and now gang-related homicides have increased to 57. This is still lower than the high of 77 in 2006, but it is important to note the recent increase.

Figure 25



In the decade that these programs have been actively pursuing outreach and services for at-risk populations in communities with high rates of violence and gang crime, there has been a decline in violent crime and gang-related homicides. Because many factors contribute to the fluctuation in crime, it can be difficult to link these programs specifically to the decrease in crime over the last decade. However, it can be said that these programs are a contributing factor to the overall decline in violent crime and gang activity in these communities.

Figure 26



This research supports prior studies that indicate a focus on youth, family, and community is a successful approach to reducing the issue of gangs in various communities. The MGPI programs in Fresno are making great strides toward gang crime reduction. As research shows, making a proactive approach is not the fastest way to reduce crime, but over the long-term crime will decline as communities grow together and youth attitudes change toward more a positive focus. Changing community attitudes and increasing the self-esteem of youth who otherwise would feel unsuccessful can only have a positive impact on the city as a whole. Connecting communities with each other as well as improving the relationship with law enforcement have shown positive impacts in high crime areas. Continuing the Gang Prevention Initiative can only further positively change the city of Fresno by reducing gang activity and increasing public safety. The community support for these programs is significant, and a sign that these programs hold real value in the Fresno community, this is something that stuck out in all programs as part of program success. Formal and informal feedback suggest that this initiative is as important to the community as it is to law enforcement and those who are directly benefitting from services.

RECOMMENDATIONS

A. Financial

1. Provide continued funding to sustain the Mayor's Gang Prevention Initiative (MGPI).
2. Provide new funding to continue to support service programs that are part of the MGPI projects.

B. Tracking and Reporting Data

1. Create and use a more detailed and proactive reporting/pre-suspension tool, particularly when working with gang-involved youth.
2. Create and use a system to track participants after program completion, to better understand the success of individuals after leaving services.
3. Use consistent boundaries for crime statistics so that crime in a given area can be accurately tracked across time.
4. Develop and apply workable definitions for critical concepts such as "gang-activity" and "gang-related crime."

C. Communications

1. Establish and use a protocol for communicating with neighboring jurisdictions so cases can be tracked through the system seamlessly.
2. Establish and implement a system for cross-collaboration and information sharing among all of the MGPI partners.

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