



City of San Diego CALGRIP Project: Evaluation Report

May 2011

Sandy Keaton
Janelle Sisting
Cynthia Burke, Ph.D.



401 B Street
Suite 800
San Diego, CA 92101
(619) 699-1900

BOARD OF DIRECTORS



The 18 cities and county government are SANDAG serving as the forum for regional decision-making. SANDAG builds consensus; plans, engineers, and builds public transit; makes strategic plans; obtains and allocates resources; and provides information on a broad range of topics pertinent to the region's quality of life.

CHAIR

Hon. Jerome Stocks

FIRST VICE CHAIR

Hon. Jack Dale

SECOND VICE CHAIR

Hon. Jim Janney

EXECUTIVE DIRECTOR

Gary L. Gallegos

CITY OF CARLSBAD

Hon. Matt Hall, Mayor
(A) Hon. Ann Kulchin, Mayor Pro Tem
(A) Hon. Farrah Douglas, Councilmember

CITY OF CHULA VISTA

Hon. Cheryl Cox, Mayor
(A) Hon. Rudy Ramirez, Deputy Mayor
(A) Hon. Steve Castaneda, Councilmember

CITY OF CORONADO

Hon. Carrie Downey, Councilmember
(A) Hon. Al Ovrom, Mayor Pro Tem
(A) Hon. Michael Woiwode, Councilmember

CITY OF DEL MAR

Hon. Carl Hilliard, Deputy Mayor
(A) Hon. Terry Sinnott, Councilmember
(A) Hon. Mark Filanc, Councilmember

CITY OF EL CAJON

Hon. Mark Lewis, Mayor
(A) Hon. Jillian Hanson-Cox, Councilmember

CITY OF ENCINITAS

Hon. Jerome Stocks, Deputy Mayor
(A) Hon. Kristin Gaspar, Councilmember
(A) Hon. Teresa Barth, Councilmember

CITY OF ESCONDIDO

Hon. Sam Abed, Mayor
(A) Hon. Marie Waldron, Councilmember

CITY OF IMPERIAL BEACH

Hon. Jim Janney, Mayor
(A) Hon. Jim King, Councilmember
(A) Hon. Lorie Bragg, Councilmember

CITY OF LA MESA

Hon. Art Madrid, Mayor
(A) Hon. Mark Arapostathis, Councilmember
(A) Hon. Ruth Sterling, Vice Mayor

CITY OF LEMON GROVE

Hon. Mary Teresa Sessom, Mayor
(A) Hon. Jerry Jones, Mayor Pro Tem
(A) Hon. George Gastil, Councilmember

CITY OF NATIONAL CITY

Hon. Ron Morrison, Mayor
(A) Hon. Rosalie Zarate, Councilmember
(A) Hon. Alejandra Sotelo-Solis, Vice Mayor

CITY OF OCEANSIDE

Hon. Jim Wood, Mayor
(A) Hon. Jack Feller, Councilmember
(A) Hon. Gary Felien, Councilmember

CITY OF POWAY

Hon. Don Higginson, Mayor
(A) Hon. Jim Cunningham, Councilmember
(A) Hon. John Mullin, Councilmember

CITY OF SAN DIEGO

Hon. Jerry Sanders, Mayor
(A) Hon. Lorie Zapf, Councilmember
(A) Hon. David Alvarez, Councilmember
Hon. Anthony Young, Council President
(A) Hon. Sherri Lightner, Councilmember
(A) Hon. Todd Gloria, Councilmember

CITY OF SAN MARCOS

Hon. Jim Desmond, Mayor
(A) Hon. Hal Martin, Vice Mayor
(A) Hon. Rebecca Jones, Councilmember

CITY OF SANTEE

Hon. Jack Dale, Councilmember
(A) Hon. John Minto, Vice Mayor
(A) Hon. Rob McNelis, Councilmember

CITY OF SOLANA BEACH

Hon. Lesa Heebner, Mayor
(A) Hon. Mike Nichols, Councilmember
(A) Hon. Dave Roberts, Councilmember

CITY OF VISTA

Hon. Judy Ritter, Mayor
(A) Hon. Steve Gronke, Councilmember
(A) Hon. John Aguilera, Mayor Pro Tem

COUNTY OF SAN DIEGO

Hon. Bill Horn, Chairman
(A) Hon. Dianne Jacob, Supervisor
Hon. Ron Roberts, Vice Chair
(A) Hon. Greg Cox, Chair Pro Tem
(A) Hon. Pam Slater-Price, Supervisor

ADVISORY MEMBERS

IMPERIAL COUNTY

Vacant
(A) Vacant

CALIFORNIA DEPARTMENT OF TRANSPORTATION

Cindy McKim, Director
(A) Laurie Berman, District 11 Director

METROPOLITAN TRANSIT SYSTEM

Harry Mathis, Chairman
(A) Hon. Al Ovrom
(A) Vacant

NORTH COUNTY TRANSIT DISTRICT

Hon. Chris Orlando, Chairman
(A) Hon. Dave Roberts, Councilmember
(A) Hon. Mark Packard, Councilmember

U.S. DEPARTMENT OF DEFENSE

CAPT Keith Hamilton, USN, CEC,
Southwest Division Naval Facilities Engineering Command
(A) CAPT James W. Wink, USN, CEC
Southwest Division Naval Facilities Engineering Command

SAN DIEGO UNIFIED PORT DISTRICT

Scott Peters, Chairman
(A) Dan Malcolm, Commissioner

SAN DIEGO COUNTY WATER AUTHORITY

Mark Muir, Director
(A) Javier Saunders, Director

SOUTHERN CALIFORNIA TRIBAL CHAIRMEN'S ASSOCIATION

Hon. Edwin 'Thorpe' Romero
Barona Band of Mission Indians
Hon. Allen Lawson
San Pasqual Band of Diegueño Indians
(A) Dennis Turner, SCTCA Executive Director

MEXICO

Hon. Remedios Gómez-Arnau
Cónsul General of Mexico
Hon. Martha E. Rosas,
Deputy Cónsul General of Mexico

As of April 7, 2011

INTRODUCTION

In 2007, California launched a statewide initiative to support a comprehensive approach to reduce gang violence. The California Gang Reduction Intervention and Prevention (CalGRIP) program pooled together state and federal dollars to fund prevention, intervention, and suppression activities throughout the state. In 2008, the San Diego Police Department (SDPD) in partnership with the San Diego Commission on Gang Prevention and Intervention was successful in their submission of a CalGRIP grant application. The purpose of the project was to implement a continuum of services from prevention to suppression in communities with high rates of gang violence. As one of the partners in this endeavor, the Criminal Justice Research Division of SANDAG was tasked with documenting the outcomes of the project.

BACKGROUND

As the seventh largest city in the nation, San Diego is also one of the safest among large metropolitan cities. In 2009, San Diego had the third lowest FBI violent crime rate and the second lowest property crime rate among large metropolitan areas. A key factor contributing to its low crime rate is the collaborative nature and intelligence-led approach to policing. SDPD is an active partner in the community, participating on taskforces, commissions, and supporting the work of community-based organizations (CBO). Additionally, the SDPD frequently partners with other law enforcement entities (e.g., District Attorney; Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); Immigration Customs and Enforcement (ICE); other local jurisdictions; Federal Bureau of Investigations (FBI); and Sheriff) to leverage resources and intelligence in crime reduction efforts. This collaborative focus has been particularly useful to SDPD in addressing gang

Report Highlights

- In 2008, the San Diego Police Department was awarded a California Gang Reduction, Intervention, and Prevention (CalGRIP) grant to provide prevention, intervention, and suppression operations in neighborhoods with high gang crimes.
- San Diego Parks and Recreation Department extended operation hours at three recreation centers in the target areas (Memorial, Mountain View, and Southcrest), offering youth a safe place to be between the hours of 6:00 and 9:00 pm on Friday nights.
- Between June 2009 and December 2010 there were 5,339 visits to the centers during the extended hours.
- Youth who visited the center were 13 years old on average, mostly male, and lived within walking distance to the center.
- Respondents to a center survey reported that they were “very” (81%) or “somewhat” satisfied (17%) with the center’s activities.
- Intervention services were provided by United Methodist Urban Ministry (METRO), which served 89 high risk youth.
- Almost all youth reported a need for academic assistance (93%) followed by Wraparound (39%) and employment assistance (32%).
- Three-quarters (76%) of the youth were successfully linked and enrolled in a community program.
- Gang-related crime decreased in Central (35%) and Southeastern (37%) divisions between 2008 to 2010.

violence and proliferation. SDPD has been focusing resources in high gang activity neighborhoods and applied for the CalGRIP grant intending to increase their presence in communities located within SDPD's Southeastern and Mid-City Divisions. The 20 neighborhoods located in the target area are characterized by low socioeconomic status, numerous subsidized housing units, run-down buildings, and are home to some of the most violent and established gangs in the city (i.e., Logan 30, 5/9 Brim, Southeast Locos, and Shelltown Gamma) involving over 1,000 members.

Program Description

Prevention Services: Analysis conducted as part of Project Safe Neighborhoods (PSN)¹, showed that a disproportionate amount of gun-related crime in the San Diego region occurred on weekend evenings. As such, providing youth a safe and engaging place to go during these times were the goals of prevention efforts. CalGRIP funds were utilized to extend the hours of three San Diego City Park and Recreation centers located in the target area: Memorial, Mountain View, and Southcrest. Between June 2008 and December 2010, these three recreation centers extended their hours from 6:00 p.m. to 9:00 p.m. on Fridays. Because of the high gang activity in these neighborhoods, SDPD provided an extra police car that would patrol the recreation centers during the extended hours. In addition to open recreational activities, supplemental programming was brought into the centers during these times. Activities included softball games between youth and staff (i.e., recreation staff, police officers, CBO staff), movies, and talks by police officers.

¹ PSN is a Department of Justice-sponsored initiative to reduce gun and gang crime in the United States. The United States Attorney's Office is the coordinator of the project.

Intervention Services: The intervention arm of the project involved a partnership with the United Methodist Urban Ministry (METRO), a local CBO that serves gang-involved individuals, as well as at-risk youth and their families. Working closely with the SDPD's Juvenile Service Team (JST), METRO offered youth referred from JST, as well as from other sources (e.g., Probation, schools, and the community), case management services. METRO's primary role was to refer youth to services within the community and provide mentorship and case management to monitor their progress. Youth were assessed at intake and then teamed with a case manager to assist them in obtaining needed services.

Suppression: The enforcement component of the project centered on intelligence-led policing, targeting high-profile gang members and gang activity in the project areas. To accomplish this, a crime analyst was hired and assigned to work with the SDPD's Gang Unit. The analyst utilized technology to organize the vast amount of information (e.g. field contacts, arrests, and probation and parole searches) in order to identify patterns, hot spots, and linkages. This information was then used by the Gang Unit to direct suppression operations.

Advisory Committee: The City of San Diego Commission on Gang Prevention and Intervention acted as the advisory committee for this project. Staff from the Commission facilitated the project meetings, and project updates were provided to the Commission on a quarterly basis.

METHODOLOGY

To help document the services delivered and outcomes achieved, SANDAG worked closely with the project partners to develop documenting systems and data collection instruments, and also analyzed and summarized the information.

Evaluation Purpose

The purpose of San Diego's CalGRIP project was to reduce gang activity and gang crime in the target areas by providing the aforementioned services. To assess if this occurred, the evaluation focused on answering the following research questions:

1. How many youth attended three Park and Recreation centers during the extended hours?
2. What were the characteristics of the youth who attended the Park and Recreation centers during extended hours?
3. What were the characteristics of the youth who received case management services from METRO?
4. What type of METRO services did participants receive?
5. What was the exit status of youth at program exit?
6. How did gang-related crime change in the target areas?

Data Collection Process

To minimize resources directed toward the evaluation, program staff were responsible for collecting all data. Once data were collected, the information was entered into an Excel database and sent to SANDAG or data collection forms were given to SANDAG to enter. To answer the research questions, information was gathered from the following sources.

Satisfaction Surveys: A survey was developed by research staff to learn more about the youth who attended the Park and Recreation extended hours. In addition to questions about their satisfaction level with the staff and recreation center activities, the survey included questions about how the youth got to the center, their opinion about gangs, and their perception of safety. The surveys were distributed to each youth who attended any of the three centers each week

during the month of September 2010. Although youth were to complete only one survey each, duplication is possible since no identifying information was gathered by staff administering the surveys.

METRO Intake and Exit Form: METRO's existing intake and exit forms were downloaded and sent to SANDAG staff for analysis to document the characteristics of youth who entered the program, as well as their exit status upon program completion.

Treatment Tracking Form: SANDAG created an Excel form for METRO staff to enter treatment data in order to track the services received while in the program. Information on the amount and type of contact, client's needs, number of referrals, and outcome of referrals was collected. Data were sent to SANDAG via email on a monthly basis for analysis.

Park and Recreation Sign-in Log: A sign-in sheet was utilized to track the number and age of youth attending the Park and Recreation Centers during the extended hours. Each signature was given a unique identification number and the names were destroyed to preserve confidentiality.

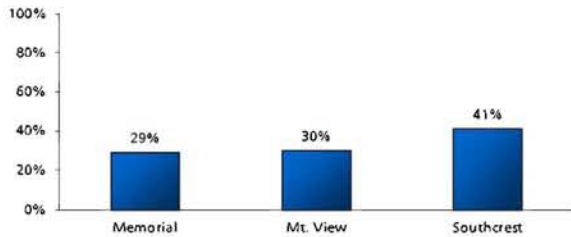
PREVENTION SERVICES – PARKS AND RECREATION CENTERS

How many youth attended the three park and recreation centers during extended hours?

As noted previously, the City of San Diego Park and Recreation Department provided extended hours at three centers located in the target areas: Memorial, Mountain View, and Southcrest. During the period of June 2009 to December 2010, a total of 5,339 youth visited the center, with Southcrest having the largest proportion (41%),

followed by Mountain View (30%), and Memorial (29%).

Figure 1
SOUTHCREST CENTER HAD THE GREATEST PROPORTION OF VISITORS



TOTAL = 5,338

NOTE: Cases with missing information not included.
SOURCE: SANDAG Park and Recreation sign-in sheets

On average these youth were around 13 years old, with those at Mountain View being slightly younger (12.91, $SD = 2.80$) than those attending Memorial (13.46, $SD = 2.33$) and Southcrest (13.78, $SD = 2.90$)² (not shown). Overall, two-thirds of attendees were male (66%) ranging from 62 percent at Southcrest to 69 percent at Memorial (not shown). These data are consistent with the project's desire to engage younger youth in pro-social activities. Research shows that gang association starts in early adolescence (i.e., 12 to 13) and progresses to membership as the youth ages (Curry, Decker, & Eagley, Jr., 2002)³. Given the lag between gang association and membership, the Park and Recreation prevention activities are reaching the appropriate age population of at-risk youth.

What were the characteristics of the youth who attended the Park and Recreation centers during the extended hours?

To better understand what the youth thought of the extended center hours, as well as learn about their awareness of gangs and their level of safety in the area, a survey was distributed to youth who participated in any of the three centers on Friday nights during the month of September 2010. A total of 175 youth completed the survey, with the majority attending Memorial (61%), followed by Southcrest (22%), and Mountain View (17%) (not shown). While it was not possible to conduct a random sample, the respondents were similar in age (13.62, $SD=2.68$) to the general population who attended on Friday nights. However, there was a larger representation of girls (45%) among the respondents compared to the overall population (34%). The exception was respondents from Mountain View, who were almost all male (86%) (not shown).

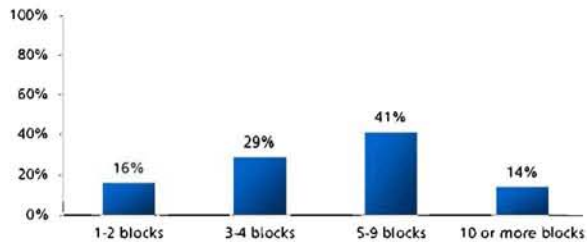
As expected, the centers served youth who lived in the neighborhood. Most of the respondents reported that they lived within five to nine blocks (41%) or three to four blocks (29%) from the center, with only 14 percent living ten or more blocks from the center (Figure 2).

² Average age is based on those attendees that were 20 years or younger.

³ Curry, D.G., Decker, S.H., Eagley Jr. A. (2002). Gang involvement and delinquency in a middle school population. *JQ: Justice Quarterly*, 19(2), 275.

Figure 2

THE MAJORITY OF RESPONDENTS LIVED WITHIN A FEW BLOCKS FROM THE CENTERS



TOTAL =170

NOTE: Cases with missing information not included.

SOURCE: Park and Recreation participant survey, 2010

Consistent with living in close proximity to the center, most respondents walked (67%) or rode their bike (25%) to the center, with the fewest getting there by car (15%) (not shown). This information is important for several reasons. First, since the project partners anticipated youth walking to and from the center, they shortened the originally scheduled hours from 10:00 p.m. to 9:00 p.m. to avoid any issues with curfew. Secondly, because of the expected increase in youth traveling to and from the center at night, having a police presence at and around the center was a priority.

To assess the respondent's level of participation and satisfaction with the centers' activities, the survey included a series of questions to measure how respondents heard about the extended hours, how often they attended, their level of satisfaction, and what they would be doing if they were not at the center during its extended hours.

Given the influence of peers in an adolescent's life, it is not surprising that the most common way a respondent heard about the extended hours was from his/her friend (52%). Around one-third (32%) were informed while at the center during normal hours, and a similar proportion heard at school (11%) or through a family member (10%) (Table 1).

Table 1

RESPONDENTS MOST LIKELY TO HEAR ABOUT EXTENDED HOURS THROUGH FRIENDS

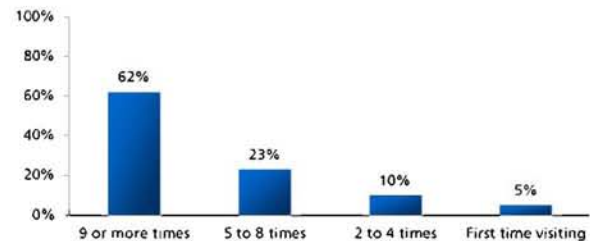
Respondents heard about the extended hours from ...	
friends	52%
while at the center	32%
school	11%
family	10%
other	6%
church	5%
TOTAL	175

SOURCE: Park and Recreation participant survey, 2010

Most of the respondents were regular participants at the center, with 95 percent having previously visited the center during its normal hours and having attended the center during its extended hours on Friday evenings (not shown). The respondents were also frequent visitors, with nearly two-thirds (62%) visiting the center nine or more times during its extended hours, almost one-quarter (23%) visiting five to eight times, and 10 percent visiting two to four times (Figure 3). This attendance pattern suggests that youth who had visited the center prior, were now taking advantage of the extended hours.

Figure 3

RESPONDENTS WERE FREQUENT USERS OF THE CENTERS



TOTAL =174

NOTE: Cases with missing information not included.

SOURCE: Park and Recreation participant survey, 2010

In an effort to encourage regular attendance, a variety of extracurricular activities were offered to the youth. When asked to select the three activities they preferred at the

center, the most common responses were meeting with friends and playing sports (39% each), followed by watching movies and talking with the staff (32% each) and doing arts and crafts (26%) (Table 2).

Table 2

RESPONDENTS ENJOYED A VARIETY OF ACTIVITIES WHILE AT THE CENTERS

While at the center respondents liked ...	
meeting with friends	39%
playing sports	39%
watching movies	32%
talking with staff	32%
doing arts and crafts	26%
playing games	23%
dancing	14%
playing softball with staff	11%
participating in other activities	7%
TOTAL	155

NOTE: Cases with missing information not included.

SOURCE: Park and Recreation participant survey, 2010

When asked to rank their level of satisfaction with the activities the center provides on Friday evenings, the majority of respondents said they were “very” satisfied (81%) or “somewhat” satisfied (17%) with the activities (not shown). This satisfaction level varied among centers, with Memorial having the highest percentage (90%) and Southcrest having the fewest respondents (66%) stating they were “very” satisfied (not shown).

The purpose of the extended hours is to provide a safe alternative for youth in the neighborhood. As such, the survey asked where youth might be if they were not at the center. Although the majority of respondents stated they would be at home (53%), almost one-third (31%) reported that they would be “hanging out” in the neighborhood or at a friend’s house (28%) (Table 3). This is critical since these recreation centers are located in generally unsafe neighborhoods where gang activity is a reality.

Table 3

OVER HALF OF RESPONDENTS WOULD BE HANGING OUT OR AT A FRIENDS HOUSE IF NOT AT THE CENTER

If not at the center respondents would be at ...	
home	53%
hanging out in the neighborhood	31%
a friend’s house	28%
the mall	12%
the movies	8%
someplace else (other)	5%
TOTAL	173

NOTE: Cases with missing information not included. Percentages based on multiple responses.

SOURCE: Park and Recreation participant survey, 2010

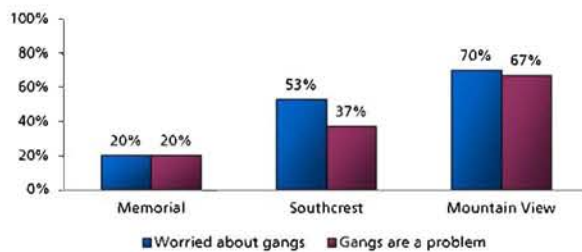
Having the recreation center open for these extended hours allows the youth to engage in pro-social activities while being in a safe, supervised environment. When asked about their feeling of safety, almost all (99%) respondents said that they felt safe while at the center. The remaining two respondents reported not feeling safe because of gangs, but said having a police officer at the center would make them feel safer (not shown).

The survey also asked youth to share how safe they felt traveling to and from the center. Since the majority of respondents (92%) walk or ride their bike to the center, the response to this question was especially noteworthy. All but four respondents (97%) reported feeling safe going to and from the center (not shown).

As part of measuring level of safety, youth were also asked about the presence of gangs in their neighborhood. Results indicate that the youth were concerned about gangs, with close to two-third (65%) reporting they were “somewhat” or “very” worried about gangs in their neighborhood. In concert with this

result, when respondents were asked how serious of a gang problem exists in their neighborhood, a similar percentage (69%) felt gangs were “somewhat” of a problem or a “very serious” problem (not shown). Interestingly, when the data were analyzed by site, the youths’ perceptions of the gang problem varied. As Figure 4 shows, respondents attending Memorial were less likely to be worried about gangs (20%) and to report having gang problems in their neighborhood (20%), compared to Southcrest (53% and 37%, respectively) and Mountain View (70% and 67%, respectively). Feedback from staff who work at the Mountain View center commented that a substantial amount of gang activity does exist around the center. Females overall were also more likely to report having a concern about gangs (73%) and viewing them as a problem (78%) compared to males (58% and 61%, respectively) (not shown).

Figure 4
MOST YOUTH AT MOUNTAIN VIEW FELT GANGS WERE A PROBLEM*



TOTAL = 172

*Significant difference at $p < .05$.

NOTE: Cases with missing information not included. Categories “somewhat” and “very serious” were collapsed into “a problem” or “not a problem”.

SOURCE: Park and Recreation participant survey, 2010

These results suggest that youth recognize there is an issue with gangs in their neighborhood. However, the responses are interesting because while the youth were worried about gangs, they still felt safe traveling within their neighborhood to get to the center. This disconnect warrants further exploration to learn more about the

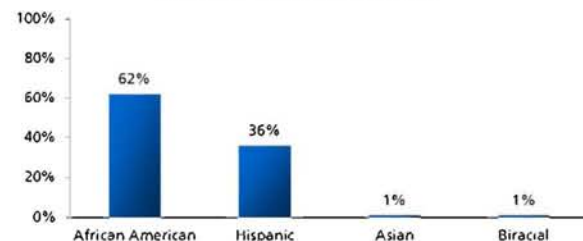
perceived impact gangs have in the neighborhood, as well as how entrenched gangs may be in these neighborhoods. That is, youth and their families may be friends and neighbors with gang members and therefore don’t perceive them as an immediate threat.

INTERVENTION SERVICES

What were the characteristics of youth who received case management services from METRO?

As the lead agency for the intervention component of the project, METRO was charged with providing services to the higher risk youth (e.g., those associating with or members of gangs). During the period between March 2009 to August 2010, 89 youth⁴ enrolled in METRO. Almost all (97%) participants were referred by to the program by METRO, with the remaining 3 percent referred by the San Diego Police Department’s Juvenile Service Team (JST) officer. There were slightly more males (54%) than females (46%) enrolled in the program (not shown). Almost two-thirds (62%) of participants were African-American, over one-third Hispanic (36%), and 1 percent each were Asian or biracial (Figure 5).

Figure 5
MAJORITY OF PARTICIPANTS WERE AFRICAN AMERICAN



TOTAL = 84

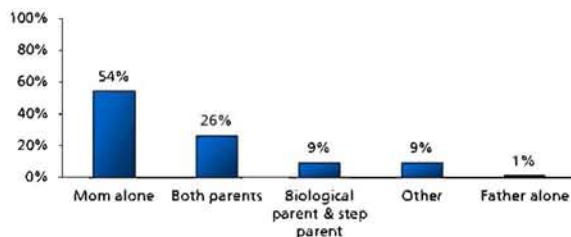
NOTE: Cases with missing information not included.

⁴ Exact age was not collected so an average cannot be presented.

SOURCE: METRO Intake form

At the onset of the program, all youth were enrolled in school (100%) and almost all had a stable housing situation (99%) (not shown). Over half of the youth lived with their mother (54%) and about one-quarter (26%) lived with both biological parents (Figure 6). Youths' average monthly household income was \$1,568 (SD = \$637). Additionally, four percent of youth reported having a family member in jail (not shown).

Figure 6
MOST YOUTH LIVED IN SINGLE FEMALE-HEADED HOUSEHOLDS



TOTAL = 85

NOTE: Cases with missing information not included. Percentages do not equal 100 due to rounding.

SOURCE: METRO Intake form

At enrollment, almost all (98%) participants reported being exposed to gangs and one-fifth (20%) reported being involved with gangs. Additionally, youth were asked to complete a nine-item "Attitudes Toward Gangs⁵" assessment to measure if s/he viewed gangs in a positive or negative light. A review of the answers shows that although most youth were not in a gang, their lives were heavily influenced by gangs. Specifically, the majority had friends in school that belonged to gangs (88%) and/or had family members with gang affiliation (79%). Furthermore, the youth were clearly aware of the dangers associated with gangs, with two in five (41%) believing joining a gang offered them protection but at the same time three-quarters (75%) felt joining a gang was

⁵ The assessment was created by Nadel, Spellmann, Alvarez-Canino, Lausell-Bryant & Landsberg, 1996 and is available at: <http://www.cdc.gov/ncipc/pub-res/measure.htm>.

dangerous. Additionally, one-third of youth reported they would either join a gang (14%) or that they already belonged to a gang (19%). Overall, the average assessment score was 3.48 (SD = 1.68), with a higher score indicating a more positive attitude toward gangs (the possible range was 0 to 9).

Table 4
PARTICIPANTS HAD SUBSTANTIAL GANG EXPOSURE IN THEIR LIVES

	True (%)
You are safer and have protection if you join a gang.	41%
I will probably join a gang.	14%
Some of my friends at school belong to gangs.	88%
It is cool to be in a gang.	13%
My friends would think less of me if I joined a gang.	49%
It is dangerous to join a gang.	75%
Being in a gang makes it more likely that you will get into trouble.	81%
Some of my family belongs or used to belong to a gang.	79%
I belong to a gang.	19%
TOTAL	85

NOTE: Cases with missing information not included. Questions 5, 6, and 7 were reverse coded when calculating the overall score.

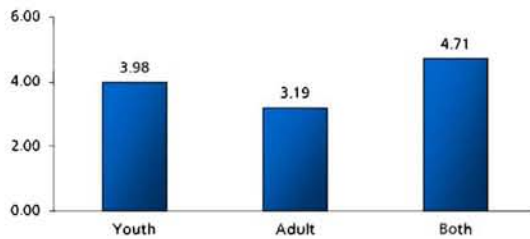
SOURCE: METRO Attitudes Toward Gangs survey

What type Of METRO services did participants receive?

As described earlier, youth were teamed with a case manager who helped guide the youth's case plan. METRO was not responsible for providing all the services but for assisting the youth to connect with services in the community. On average, youth were in the METRO program for 24 weeks (range 6 to 52 weeks) and met with their case manager an average of 4 times (range 0 to 17) in person and 8 times (range 0 to 30) by phone (not shown). When examining who was contacted by program staff, it is apparent that METRO

made an effort to involve the youth and the adult in his/her life in the case management plan. As Figure 7 shows, most program contacts were with the youth and adult (4.70, SD=4.33), followed by the youth alone (3.98, SD=5.98), and an adult alone (3.19, SD =5.36).

Figure 7
BOTH YOUTH AND AN ADULT WERE CONTACTED DURING PROGRAM PARTICIPATION



TOTAL = 89

SOURCE: METRO Treatment Tracking Form

During case management meetings, staff assessed the youth’s needs and determined the appropriate type of referral(s). Academic assistance was identified as the greatest need (93%) by program participants upon entrance to the program, followed by wrap-around services (39%), and employment assistance (32%). A small portion (8%) of the youth required some form of emergency assistance (e.g., food, clothing), and only one percent were in need of substance abuse treatment (Table 5).

In regard to services received, since academic assistance was the greatest need identified at intake, it follows that 98 percent of program participants were referred to an academic assistance program. Additionally, over half (56%) of youth were referred to a program that provided wrap-around services. One-fifth (20%) of program participants were referred to a substance abuse treatment program, but only one percent cited substance abuse treatment as a need upon entering the program. One possible explanation for this could be that as a youth interacted more with his/her case manager, his/her trust level

increased and so did his/her willingness to disclose any substance abuse problems. It is also worth noting that only five percent of youth were referred to an employment assistance program, although almost one-third (32%) reported it as a need at intake (Table 5).

Table 5
ALMOST ALL PARTICIPANTS RECEIVED ACADEMIC REFERRAL

Type of Referrals	Needed	Received
Academic assistance	93%	98%
Wrap-around services	39%	56%
Employment assistance	32%	5%
Emergency assistance	8%	0%
Substance abuse treatment	1%	20%
Mental health treatment	0%	1%
TOTAL	89	89

NOTE: Percentages based on multiple responses

SOURCE: METRO Treatment Tracking Form

While almost all participants received some type of referral (98%), not all participants chose to follow through and contact the program (not shown). Specifically, three-fourths (76%) of those who received a referral made and attended their appointment, one-third (33%) made an appointment but did not attend, less than half (45%) who received a referral eventually enrolled (Table 6).

Table 6
NEARLY ONE-HALF OF YOUTH ENROLLED INTO THE REFERRED PROGRAM

Outcome of Referrals	Percentage
Made and attended an appointment	76%
Enrolled in the program	45%
Made but did not attend an appointment	33%
TOTAL	89

NOTES: Percentages based on multiple responses. Cases with missing information not included.

SOURCE: METRO Treatment Tracking Form

What was the status of youth at program exit?

At exit from the program, more than nine in ten (92%) youth completed their planned services, 6 percent exited early because they got a job, and 2 percent were incarcerated (not shown). When asked more specifically about their status at exit, 45 percent of youth were active with a mentor, 24 percent were enrolled in an academic assistance program, 15 percent were enrolled in an after school program, 14 percent had obtained an internship or employment, 13 percent were enrolled in wrap around services, 4 percent were involved in a sports program, and 2 percent each were incarcerated or not allowed to receive services per their parents (Table 7).

Table 7
MENTORSHIP WAS THE MOST POPULAR SERVICE RECEIVED AT EXIT

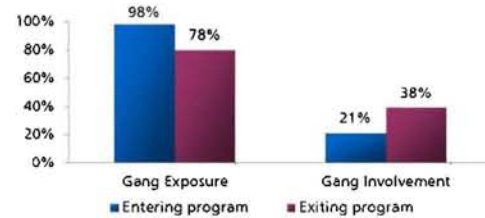
Participant Referrals	
Mentorship	45%
Academic assistance program	24%
After school program	15%
Internship/employment	14%
Wraparound services	13%
Sports program	4%
Incarcerated	2%
Parent refused services	2%
TOTAL	84

NOTES: Percentages based on multiple responses. Cases with missing information not included.

SOURCE: METRO Treatment Tracking Form

Data on participants' gang affiliation and involvement was difficult to interpret because of the direction of the change and the inconsistency in the results. Specifically, a significantly smaller proportion (78%) of youth reported being exposed to gangs at exit compared to intake (98%). However, a significantly higher proportion of youth reported involvement in gangs (38%) at exit compared to intake (20%) (Figure 8).

Figure 8
MORE YOUTH WERE INVOLVED IN GANGS AT EXIT THAN INTAKE



TOTAL = 76 - 80

Significant difference at $P < .05$.

NOTE: Cases with missing information not included.

SOURCE: METRO Intake and Exit Forms

When program staff were asked why there was an increase in reported gang involvement, staff noted youth were more forthcoming about the level of their gang involvement at exit. Specifically, after establishing a trusting relationship with staff youth were more likely to admit their involvement. This admission of involvement was viewed as a positive outcome by staff because the increased level of trust was an asset in assisting in being able to both engage and assist the youth in achieving their goals.

An additional contradiction was found in the results of the gang assessment. The overall score of the exit gang assessment indicated that youth were significantly less likely to view gangs positively at exit (1.59, $SD=1.68$) than at intake (3.48, $SD=1.68$) (not shown). However, a comparison of each individual question at intake and exit highlights some inconsistencies in the youths' responses. For example, as Table 8 shows, only one percent of youth reported they belonged to a gang at exit and none said they would probably join one in spite of the results that more reported involvement (38%) at exit. Furthermore, fewer (60%) youth reported that a family member was or had been involved in a gang at exit compared to intake (79%). There are a few possible explanations for these findings including the reliability of the instrument, the administration of the instrument, and the

change in trust level on the part of the youth. While the assessment has been tested for internal consistency (.74), the reliability of the instrument has not been tested and these mixed results could be a factor of the assessment. The results could also be influenced by how and when the instruments were administered by program staff. Different staff may have administered the post from the pre-tests or asked the question differently over time. Finally, feedback from

program staff indicated that youth may have enhanced their own involvement and that of their parents at intake in order to establish some “street credibility,” which was not necessary at exit. Even with these inconsistencies, the overall result of the gang assessment indicated that youth were less likely to view gangs in a positive light and indicated they were also less likely to join them.

**Table 8
YOUTH LESS LIKELY TO VIEW GANG POSITIVELY**

	Percent True Intake	Percent True Exit
You are safer and have protection if you join a gang	41%	2%
I will probably join a gang	14%	0%
Some of my friends at school belong to gangs	88%	31%
It is cool to be in a gang	13%	2%
My friend would think less of me if I joined a gang	49%	45%
It is dangerous to join a gang	75%	95%
Being in a gang makes it more likely that you will get into trouble	81%	98%
Some of my family belong or used to belong to a gang	79%	60%
I belong to a gang	19%	1%
TOTAL		85

NOTE: Cases with missing information not included. Questions 5, 6, and 7 were reverse coded when calculating the overall score.

SCORE: METRO Attitudes Towards Gang survey

How Did Gang-Related Crime Change In the Target Areas?

As noted earlier, a crime analyst was hired as part of this project to gather and analyze data from various sources and provide a strategic picture of gang activity in the target areas. In addition, the analyst provided crime statistics before and during the project period. While the overall violent crime rate in the City of San Diego decreased by seven percent between 2008 and 2010, gang-related crime in the target law enforcement divisions decreased 35 percent in Central division and 37 percent in Southeastern from 2008 (prior to CalGRIP) to 2010. There were several large scale gang operations that occurred during this time that have been

attributed to the overall reduction of gang crime in the City. These multi-jurisdictional operations included Operation Stamped (2008 – 2009) that resulted in 31 arrests, including three gang-related homicide arrests; Operation Red Sky (2009) that culminated with 93 arrests, 19 firearms and significant narcotic seizures; and Operation Winter Storm (2009 – 2010) that resulted in 53 arrests, 16 firearms recovered and the seizure of cocaine, ecstasy, and methamphetamine. While CalGRIP did not fund the operations, the CalGRIP analyst did supply key information on possible gang targets in support of these efforts.

Table 9
GANG-RELATED CRIMES DECREASED IN
TARGET AREAS BETWEEN 2008 TO 2010

	2008	2009	2010	Percent Change
Central	66	56	43	-34%
Southeastern	123	94	77	-37%
TOTAL	189	150	120	-37%

SOURCE: SDPD CRIME ANALYST 2011

SUMMARY

In 2008, SDPD in partnership with the San Diego Commission on Gang Prevention and Intervention was successful in their submission of a CalGRIP grant application. The purpose of the project was to implement a continuum of services from prevention to suppression in communities with high rates of gang violence. Prevention activities entailed San Diego Parks and Recreation Department extending normal hours of three recreation centers located in high gang crime areas. A local community-based organization provided case management and mentoring services to youth and families who were impacted by gang activity (either through membership or association). SDPD led the suppression component of the project, utilizing CalGRIP funds to hire a crime analyst who supported the gang unit by synthesizing data to inform operations and targets. SDPD also supported the intervention portion of the project by identifying at-risk youth and referring them to METRO and also providing patrols around the centers during the extended hours.

Information gathered from a variety of data collection methods showed that the project was well received by participants, that positive gains were achieved, and that gang crime did decrease around the three target areas. Specifically, attendees at the centers during the extended hours reported high levels of satisfaction with the services and over half reported that they would be hanging out in the neighborhood or at a

friend's house if the centers were not open. Outcome data gathered on those youth who received intervention services from METRO showed a lower propensity towards gang and gang activity and an engagement in supportive services in the community. Finally, gang crime decreased dramatically in the police divisions where the three centers are located.

While the evaluation was limited in scope because of resources, the results indicate that the CalGRIP funds targeted the appropriate at-risk population and had a positive impact in the target neighborhoods.

RECOMMENDATIONS

Continue to engage the San Diego Parks and Recreation Department in gang reduction strategies: The positive feedback from participants, the consistent level of engagement, and the locations of the centers demonstrate a need for pro-social services in these areas. With threats of closures due to reduced funds, strategically aligning hours of operation with high risk times could reduce the potential negative impact from shortened hours of operations and reductions of other prevention services in high risk neighborhoods.

Increase referrals from police to the community-based organization: The original intention of the grant was to utilize the community policing activities of SDPD to identify at risk youth and refer them for services. However, the data shows that only three of the youth participating in METRO were referred from police. The reasons for these low numbers is unclear from the data available; however, this is a valuable pipeline to services and exploring ways to enhance this opportunity should be considered.

Increase the assessment of the project: The data gathered as part of the evaluation

elude to the positive impact CalGRIP money has on at-risk community. Additional collection and analysis would provide a clearer picture of what components are responsible for change, as well as learn more about the individuals served. Furthermore, adding a follow-up component would allow for measuring the longer term impact of the interventions.