

City of San Diego: Peacemaker Project

Local Evaluation Plan

Submitted by:

City of San Diego

Prepared by:

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¹ The Kroc Institute of Peace and Justice subaward with the City of San Diego was signed on March 19, 2024.

Project Background

Note: The background section is adapted directly from the City of San Diego's grant proposal to CalVIP.

Project Description

The biggest difference between “haves” and “have not” communities in San Diego is the presence of gangs. The Attorney General's Annual CalGang Report for 2021 shows 2,057 gang members in the City of San Diego; city records indicate that most gang members reside in the inner-city and border areas. The impact of gang related violence is devastating to entire communities. As residents are caught in the crossfire of shootings, enduring emotional trauma is inflicted on entire neighborhoods. Families feel unable to protect their children, businesses feel besieged, and schools become fortresses.

In response, the City's Commission on Gang Prevention and Intervention (Commission) and its partner agencies facilitated community discussions about the rippling effects of gang violence. The Peacemaker Project originated out of these conversations. The Peacemaker Project provides violence prevention and intervention services grounded in trauma-informed care, cultural competence, and restorative justice principles. During the 30-month intervention, the program will serve at least 300 youth and young adults as well as their close family and friends, reaching well over 1,000 San Diegans in all.

Program participants will be identified and selected from three different sources: (1) youth-involved violent incident reports from the community (e.g. law enforcement, community members, the media), (2) referrals from County Probation, and (3) requests from families for post-incarceration re-entry support. In addition, the project will work with 2-1-1 San Diego to list the Peacemaker Project in its directory, so community members know how to request a mobile response team that can respond to violent or potentially violent incidents.

The Peacemaker Project focuses on two groups most at risk of committing violence. Members of Group 1, serious and chronic offenders, are candidates for targeted enforcement and intensive support efforts because of their high level of involvement in crime and violent gangs. While they may represent as few as 4-8% percent of offenders, these individuals may account for the majority of all adolescent crimes in some communities. Members of Group 2, gang involved youth, are candidates for intensive treatment services and supervision. Evidence and experience show that a small number of people in street groups cause the majority of violence in troubled neighborhoods. The internal dynamics of the groups and the honor code of the street drive violence between

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those groups and individuals. The group members typically constitute less than 0.5 percent of a city's population but are consistently linked to 60%-70% of shootings and homicides. Recognizing and approaching this small percentage of youth and young adults in San Diego concentrates intervention efforts on the youth who are most involved; initiates dialogue directly with those who need to hear from their community; and responds both to gang members and the community with services that are trauma informed.

For these reasons, the Peacemaker Project will focus on engaging these serious and chronic offenders and gang involved youth using de-escalation tactics and the wraparound service model, while providing a comprehensive array of support services to help youth heal, reject gangs, and avoid criminal behavior – in particular gun violence.

A. De-escalation Tactics – The project will use an already established Incident Timeline that outlines a series of action steps in response to a gang related, youth-involved shooting. Performed by City staff, volunteers, and community-based organization partners (CBO), examples of de-escalation tactics include deployment of mobile response teams within eight hours of violent incidents, delivery of food care packages, candlelight vigils, visits to victims' homes and schools, informal support groups, and referrals to community resources. These in-person contacts put skilled staff on the front lines where they can evaluate the likelihood of additional violence and intervene before it occurs.

B. Wraparound Services – The Peacemaker Project will apply the wraparound model of care to address gang-related youth violence. The model uses a strengths-based, needs-driven approach to help youth and their families achieve positive goals and improve well-being. Care Coordinators work with youth/families to develop detailed individual care plans and connect youth and parents to supportive services (see below) and community resources. We estimate 2 out of 3 participants will need wraparound services while other youth and young adults may only require mentorship or case management services post-detention/incarceration. Under the Peacemakers Project, CBOs with expertise in supporting youth at highest risk for violence and their families will provide wraparound services.

C. Comprehensive Support Services: Below is a list of the types of support services that will be available to Peacemaker Project participants via our CBO partners:

- Trauma and behavioral health screenings
- Behavioral health
- Mentoring
- Employment

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- Education
- Positive parenting classes
- Crisis stabilization support

Project Team

Since 2007, the City of San Diego's Commission on Gang Prevention and Intervention has served as an official advisory body to the Mayor, City Council, and City Manager on policy issues relating to gang prevention and intervention. The Commission's vision is to develop a more strategic, coordinated, and collaborative effort between the City, law enforcement agencies, social service providers, and the general public with the objective of significantly curtailing gang involvement, and its negative impact, in the City of San Diego. The Peacemaker Project is led by Pastor Sandoval, Executive Director of the Commission and a former gang member who has devoted his life to violence prevention.

The project is a collaboration between Pastor Sandoval, the City of San Diego team, and four community-based organizations. Each has deep ties to the community and offers a wealth of knowledge and experience in working with youth at highest risk for violence and their families

- *Union of Pan Asian Communities* – UPAC provides health and human services focused on improving the overall well-being of underserved diverse populations.
- *Community Wraparound* – Community Wraparound is a gang prevention, positive youth development, and community safety initiative that leverages strategic community alliances to support gang-affiliated youth.
- *Open Heart Leaders* – Open Heart Leaders is the only African American female led organization in San Diego providing full wraparound services focused on mental health and education.
- *Paving Great Futures* – Paving Great Futures' goal is to increase the health and wealth in underserved communities for marginalized and at-risk individuals to thrive socially, economically, and politically.

Project Goals, Objectives, and Activities

Note: Per guidance received from CalVIP, the goals, objectives, and activities in this section are taken directly from the “CalVIP Workplan” on pg 43 of the grant agreement between Bureau of State and Community Corrections (BSCC) and City of San Diego.

Goal # 1: To Reduce homicides, shootings, and aggravated assaults in the City of San Diego

Objectives

1. End repeat offenses among the 100 youth/young adults enrolled in the program, including youth preparators and victims of violent crime, youth referred from County Probation, and young adults re-entering the community post-incarceration
2. Apply de-escalation strategies to end the cycle of violence following gang-related, youth-engaged incidents of violence
3. Engage families and close contacts of participants in program activities and services.

Activities

1. Deploy mobile response teams to de-escalate volatile situations and provide immediate support to youth victims, perpetrators, and their families.
2. Enroll 300 youth/young adults in the program, conduct health and wellness screenings, develop goal-oriented individual care plans, and assign to a CBO for on-going support.
3. Provide behavioral health, mentoring, employment, education and life skills training to youth and families, as indicated on individual care plans.

Goal #2: To improve the capacity of City of San Diego community-based organizations to effectively address gang-related youth violence

Objectives

1. To institutionalize the use of adolescent health and wellness screening tools to identify those with significant levels of trauma, anxiety, depression and substance use disorder.

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2. To facilitate trainings for CBO partner staff on how to work effectively with youth and families coping with violence.
3. To facilitate trainings for CBO partner staff on effective delivery of evidence-based, violence prevention and intervention strategies and curricula.

Activities

1. Work with evaluation consultants to identify appropriate screening tools and trainings on administering surveys and interpreting results.
2. Work with outside experts to implement essential trainings (e.g. trauma-informed care, motivational interviewing, developing care plans, wraparound model of care).
3. Work with local experts to identify culturally-relevant, evidence-based, violence prevention and intervention strategies and curricula.

Goal #3: To institutionalize policies and procedures effective in reducing gang-related youth-engaged violence

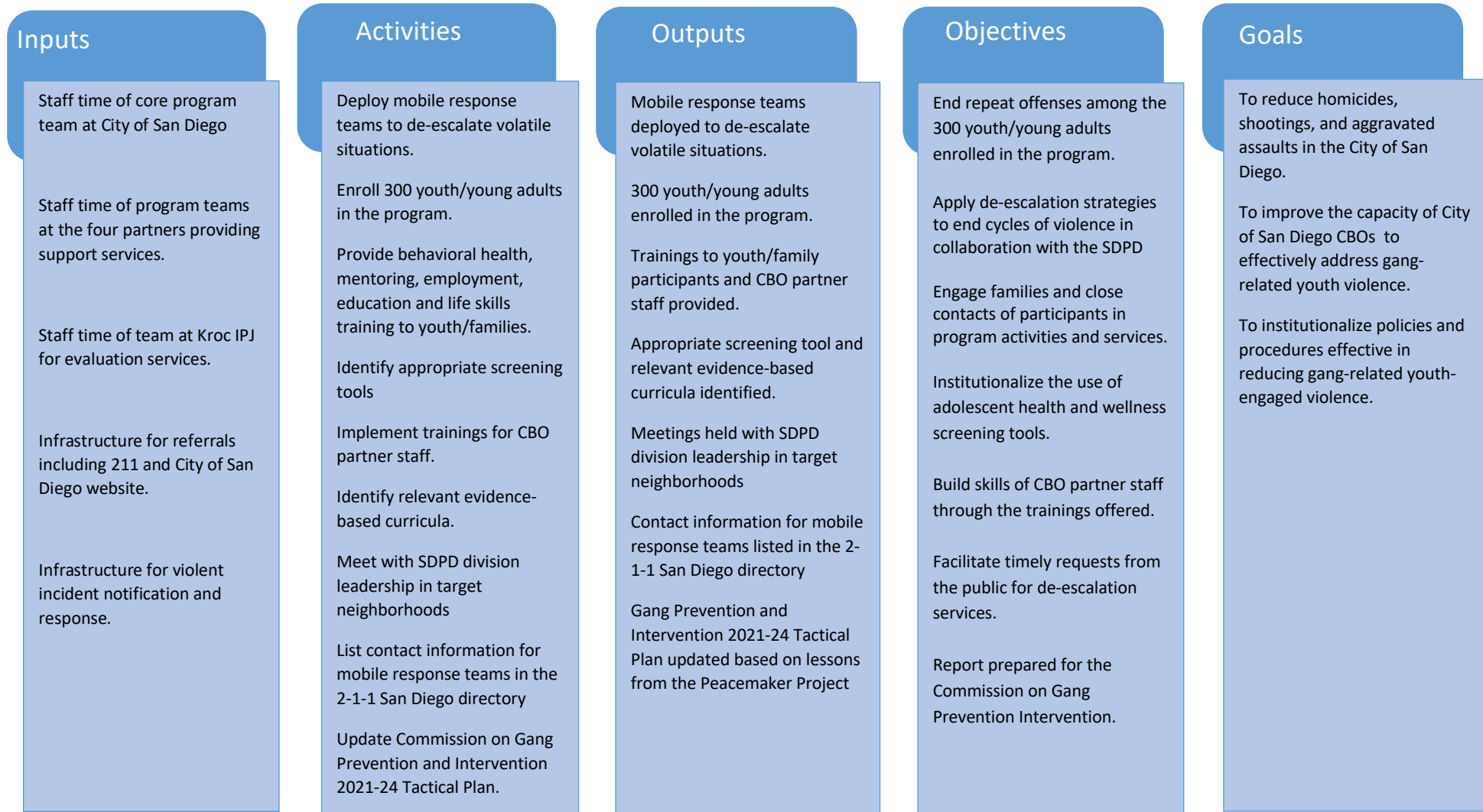
Objectives

1. Establish protocols with San Diego Police Department (SDPD) division leadership for engaging mobile response teams within two hours of violent incidents to facilitate de-escalation activities.
2. Facilitate timely requests from the public for de-escalation services by mobile response teams.
3. Prepare a report for the Commission on Gang Prevention Intervention outlining outcomes, less learned and future directions of the Peacemaker Project.

Activities

1. Meet with SDPD division leadership in target neighborhoods to discuss opening lines of communication between responding officers and mobile response teams.
2. List contact information for mobile response teams in the 2-1-1 San Diego directory.
3. Update the Commission on Gang Prevention and Intervention 2021-24 Tactical Plan based on lessons learned during CalVIP grant.

Project Logic Model



Process Evaluation Method and Design

Key Process Evaluation Questions:

- 1) To what extent is the project team able to deploy mobile response teams rapidly and effectively to violent incidents?
- 2) Is the project successfully enrolling youth in the project, including using high-quality screening tools and evidence-based curricula?
- 3) Are CBOs receiving the training necessary to improve their capacity to reduce gang-related, youth-engaged violence?
- 4) Are youth enrolled in the program and their families receiving relevant training?
- 5) To what extent are the lessons from the program being integrated into the work of the Gang Prevention and Intervention Commission?

Output	Data Source(s)	Frequency of Data Collection
# of violent incidents responded to by mobile response teams.	Project team tracking documents.	Quarterly.
# of youth/young adults enrolled in the program who have received high-quality and evidence-based curricula.	Intake and activity tracking records of CBO partners.	Quarterly
# of CBO staff trained on effective delivery of violence prevention and intervention strategies.	Training curricula and attendance sheets.	Quarterly
# of youth in program and family members who received training on behavioral health, mentoring education, and life skills.	Training curricula and attendance sheets.	Quarterly
Tactical Plan of Commission on Gang Prevention and Intervention updated based on lessons from project.	Document review of Commission documents. Interviews with Commission members	One-Time

Process Evaluation - Narrative:

The process evaluation will primarily focus on implementation and the extent to which the project's outputs are being delivered. It will focus on four areas in particular:

- *De-escalation:* The evaluation will assess the extent to which the project is able to rapidly respond to violent and potentially violent incidents in order to initiate de-escalation efforts.
- *Enrollment and Service Provision:* The evaluation will assess whether the project is on track to meet their target of enrolling 300 youth. In addition, the evaluation will evaluate the extent to which each participant undergoes a high-quality screening process and received evidence-based curricula.
- *Training:* The evaluation will compile information on all trainings conducted by the project for the CBOs and for project participants and their families.
- *Leveraging Lessons:* The evaluation will report on if and how lessons from the project have been integrated into the Tactical Plan of Commission on Gang Prevention and Intervention.

Outcome Evaluation Method and Design

Key Outcome Evaluation Questions:

- 1) To what extent the response by the project team to a violent incident prevent follow-on acts of violence that would have occurred in the absence of a response?
- 2) To what extent does participation in the program reduce the likelihood that participants will later be arrested for a crime?
- 3) To what extent has the capacity of CBOs to deliver effective programming to reduce gang-related, youth-engaged violence been increased?
- 4) To what extent has the work of the program been institutionalized through established and ongoing collaboration with the SDPD and the Gang Prevention and Intervention Commission

Outcome	Indicators	Data Source(s)	Frequency of Data Collection
Prevention of violent incidents after a violent incident to which a mobile response team responded.	Violent incidents (or lack thereof) that can be traced to a previous incident to which a mobile response team responded.	Law enforcement records. Consultations with community members and law enforcement.	Varies depending on frequency of responses to incidents.
Individuals involved in the program less likely to be arrested for a crime after entering the program.	Arrests of program participants while in the program or within three months of exiting the program.	Intake/Outtake data from CBOs. Interviews with CBO staff and project participants	Annual
Increased capacity of CBO partners to effective violence prevention and intervention programming.	Increase in relevant skills of CBO partner staff	Interviews with CBO staff. Pre-post data from CBO staff training.	One-time at baseline

Increased institutionalization of effective policies and procedures.	<p>Protocols for collaboration with SDPD established and being utilized.</p> <p>Mechanisms exist for public to request response to violence incidents, including through 2-1-1.</p> <p>Report to Commission on Gang Prevention and Intervention delivered. Findings from report guiding work of Commission.</p>	<p>Document review.</p> <p>Interviews with project staff, CBO staff, SDPD, and Commission members.</p>	One-time at endline
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Outcome Evaluation – Narrative

The outcome evaluation will assess four outcomes in order to understand the extent to which the goals of the Peacemaker Project have been achieved.

- *De-Escalation:* The evaluation will research violent incidents that took place in the same area as, or appear to be related to, violent incidents to which a project team responded. Interviews with community members and Peacemaker Project team members will take place to understand: 1) If violent incidents did take place, are they related to the original violent incidents that triggered a response; 2) If violent incidents did not take place, what was the impact, if any, of the project team response on prevention of follow-on acts of violence?
- *Re-Offending:* The evaluation will first research the number of participants in the program that were arrested while in the program or within three months of leaving the program. Second, in order to assess the impact of the project more directly,

the evaluation will do a pre-post-assessment using intake data and outtake data from the community partners. We will also conduct qualitative interviews with a sample of program participants.

- *Capacity-Building:* To assess the extent to which the capacity of CBOs has been increased, the evaluation will use data collected during the training sessions and conduct interviews with CBO staff members to understand what skills have been strengthened and how the staff members are using those skills in their violence prevention and intervention work.
- *Institutionalization:* To assess institutionalization of the work of the peacemaker project, the evaluation will review the protocols that have been established with SDPD, particularly regarding rapid response to violent incidents. Interviews will be conducted with representatives of SDPD, CBO staff members, and project team members to better understand how these protocols are being utilized. Documents and websites will be reviewed to assess what mechanisms exist for the public to request a response to violent incidents and whether those mechanisms are being utilized. Finally, the evaluation will review the report to the Commission on Gang Prevention and Intervention on the Peacemaker Project and interview Commission members to understand how lessons from the report are guiding the work of the Commission.