

Cost-Benefit Analysis

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As part of the Advancement Project’s effort to develop a comprehensive gang violence reduction strategy for the City of Los Angeles, the Vera Institute of Justice analyzed the costs of gang violence to government, and potential savings that can result from investing in programs that have been shown empirically to reduce gang crime. This memo presents the results of that analysis. The first section provides an overview of our approach and findings. The second section presents the criminal justice costs of gang crime for city agencies, county agencies, and state agencies. It also discusses medical costs of treating victims. The third section presents projected cost savings from a variety of prevention and intervention programs that have been rigorously evaluated. The final section includes recommendations for how the City, County, and State might improve their capacity to make empirically-based policy and budgeting decisions in this area in the future, in addition to suggestions for how to use this analysis.

Overview

The consequences of gang crime are substantial, including injury, death, property damage, the arrest and often lengthy incarceration of gang members, and extensive costs to victims, defendants, communities, and taxpayers. Vera’s work with the Advancement Project has focused on government costs because the investment by government in programs to reduce gang violence can be advantageous from both a public safety and a fiscal perspective, as forward-looking investments can save money in the long-term. We hope the Advancement Project can use this

analysis of the costs of gang violence and the potential cost savings of various programs to help City, County, and State government officials make wise budgeting decisions.

Our analysis focuses on the costs of arresting and processing gang members through the criminal justice system, because these are the largest and most direct government costs of gang crime. We also calculated government-funded medical costs for treating victims in the most serious cases. Given the limitations of data availability, time, and budget, our estimates are only approximations. However, to ensure that they are a sufficiently reliable basis for budgeting decisions, we used two different methods, with different strengths and weaknesses, to calculate the costs. The first method of calculation relies on the annual budgets, per capita costs, and the approximate proportion of crimes that are gang-related in each major criminal justice agency. The second method draws on an analysis conducted by the Washington State Institute for Public Policy (WSIPP), the research branch of the Washington Legislature. Their methods are the most in-depth and methodologically sound criminal justice cost-benefit analyses that have been published.

The calculations were also reviewed by a former Budget Director for the State of New York and a former Deputy Budget Director for the City of New York, both of whom have significant experience making criminal justice budgeting decisions.

Our analysis showed that gang violence in the City of Los Angeles costs the City, the County, and the State hundreds of millions of dollars *each* year. What is most striking, however, is the proportion of costs of violence in the City of Los Angeles that are incurred by the County and the State. According to our calculations, the State is incurring approximately 52% of the total costs for the incarceration and parole of adult and juvenile offenders, while the City incurs approximately 21% and the County incurs 27%. These findings suggest that it would be wise for the County and the State to invest in efforts to reduce gang violence within the City.

Our analysis suggests that gang violence in the City of Los Angeles is costing these three levels of government in California approximately \$1.145 billion per year in criminal justice system costs. Broken down more specifically, gang-related crime costs City agencies approximately

\$246,880,524 per year, County agencies approximately \$304,785,871 per year, and State agencies approximately \$593,905,502 per year. We have also roughly calculated that medical costs resulting from gunshot wounds to victims of gang members in the City of LA is costing the government approximately \$45,296,446 annually. Due to the nature of insurance and medical payment, this cost is divided among California and federal agencies.

The chart that follows shows the costs resulting from gang crime in Los Angeles by agency, calculated using budget figures and estimates of numbers of LA gang cases handled. These calculations are very conservative estimates, as explained in detail in the next section.

Agency	Annual Cost
LAPD	\$243,764,532
City Attorney	\$3,115,992
District Attorney's Office	\$9,798,562
Public Defender	\$17,438,167
Superior Courts	\$6,615,840
Sheriff's Department	\$230,289,975
CDCR Adult Prison	\$524,475,700
CDCR Adult Parole	\$39,746,791
Adult Probation	\$898,536
CYA Incarceration	\$20,752,131
CYA Parole	\$2,315,040
Juvenile Probation (Home)	\$21,176,064
Juvenile Probation (Detention)	\$25,194,567
Total	\$1,145,581,897

We have also calculated the approximate annual taxpayer costs of gang violence using the estimates of marginal resource operating and capital costs provided in WSIPP's 2001 report, *The Comparative Costs and Benefits of Programs to Reduce Crime*,¹ and their 2006 follow-up report, *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*.² From this, we have computed that the gang violence that occurs each

¹ Aos, S., Phipps, P, Barnoski, R, and Lieb, R (2001). *The Comparative Costs and Benefits of Programs to Reduce Crime*. Olympia: Washington State Institute for Public Policy. <<http://www.wsipp.wa.gov/pub.asp?docid=01-05-1201>> (29 November 2006). Referred to throughout text as "WSIPP's 2001 report."

² Aos, S., Miller, M., Drake, E. (2006). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. Olympia: Washington State Institute for Public Policy.

year in Los Angeles costs the California criminal justice system approximately \$1,097,036,170. Using the figures in the Washington report, we are able to estimate costs for crime victims as well as taxpayers. Out-of-pocket monetary victim costs for annual crime total approximately \$363,476,000 and quality of life costs add another \$709,125,000, totaling \$1,072,601,000. Please see the next section for more details on these calculations. The table below shows the total cost per agency, based on the number of gang crimes in 2005 as recorded by the Los Angeles Police Department (See Appendix A). Please note that, although we have divided the costs by agency and jurisdiction, the organization of institutions and services are likely to differ between Washington and California, so we are more confident about the totals than about the distribution of costs to specific agencies and jurisdictions. It is striking that although the two methods of calculation differ, the total costs are remarkably similar.

Agency	Costs Per Annual Crimes
Police/Sheriff (Ci)	\$50,059,093
Courts and Prosecutors (Ci, Ct, St)	\$51,757,475
Local Juv Detention (Ct)	\$260,318,651
Local Juv Probation (Ct)	\$16,527,643
Juv Rehab, Institutional (S)	\$300,476,124
Juv Rehab, Parole (S)	\$66,772,472
Local Adult Jail (Ct)	\$146,121,044
Local Adult Probation (Ct)	\$23,643,068
Adult Corrections (Prison) (S)	\$157,717,532
Adult Corrections (Parole) (S)	\$23,643,068
Total	\$1,097,036,170

While gang crime is extremely costly for government, there are programs that have been proven in multiple studies to reduce criminal behavior. By investing in these programs, the City, County and State government can reduce their costs. Vera determined projected government cost savings of evidence-based programs to reduce criminal behavior using a sophisticated analysis conducted by the Washington State Institute for Public Policy.³ This evidenced-based analysis can be used by thoughtful officials and community activists in other jurisdictions, including Los Angeles, to estimate the impact on crime of many such programs. Because crime is costly to

<<http://www.wsipp.wa.gov/rptfiles/06-10-1201.pdf>> (29 November 2006). Referred to throughout text as “WSIPP’s 2006 report.”

³ WSIPP’s 2001 and 2006 reports. See footnotes 1 and 2 for full citations.

government and to individual victims, programs that have been proved to reduce crime will provide savings to taxpayers and a variety of benefits to victims in the medium- and long-term.

Some of the programs under consideration by the Advancement Project are similar or identical to programs that have undergone this rigorous analysis by WSIPP researchers, and their work allows us to estimate the impact of a portfolio of those programs. This selection is outlined in more detail in the third section of this memo, but we stress that the choice of programs is made for illustration, and can be modified as the Advancement Project's work proceeds. The illustrative program array outlined here would save state and local taxpayers \$59 million over the lives of the program participants, and would save victims an additional \$112 million.

Our emphasis on programs with evidence-based results is not meant to preclude analysis of new programs or other initiatives that have not undergone such scrutiny. Indeed, upfront investment in programs whose benefits have been tested and evaluated is an important way to help pay for programs that have not undergone systematic evaluation, or programs with more general scopes which provide fewer savings for taxpayers.

The Government Costs of Gang Crime

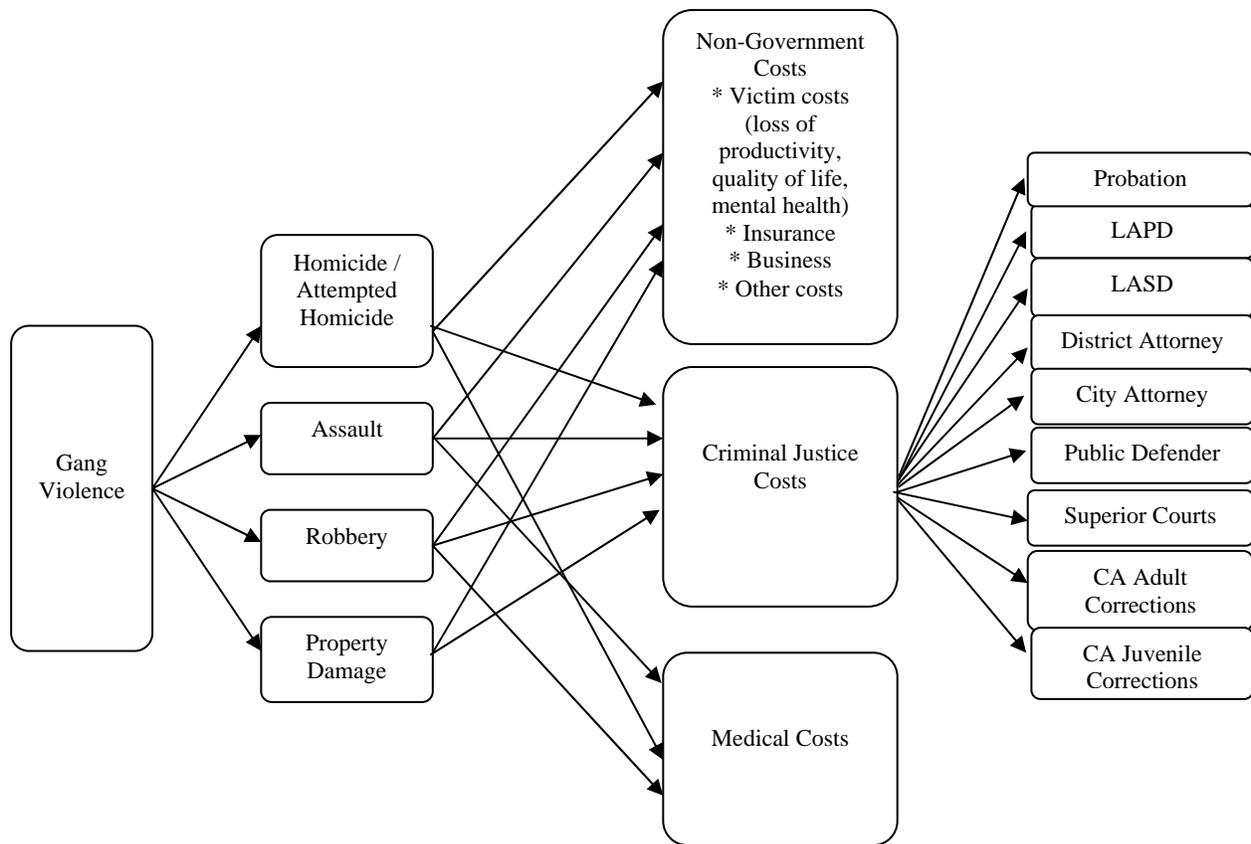
In this section, we discuss the specific steps that Vera took to analyze the current costs incurred by government as a result of gang activity, the limitations of this type of analysis, and the detailed calculations that we conducted to determine the costs of gang violence.

Vera identified Los Angeles City and County agencies and California State agencies that are incurring substantial costs relating to or resulting from gang crime in the city of Los Angeles: the Los Angeles Police Department, the City Attorney, the District Attorney, the Public Defender, the Superior Courts, the Los Angeles Sheriff's Department, the Probation Department, the California Department of Corrections and Rehabilitation (Adult and Juvenile Incarceration and Parole), and Los Angeles County hospitals. Within the criminal and juvenile justice systems, government agencies pay for the investigation of crime; the arrest, prosecution, defense, detention, and trial costs of alleged offenders; and the confinement, parole, and/or probation of

offenders. In addition to the criminal justice costs of gang crime, Vera calculated the costs to the government of treating gunshot victims of gang crime who are uninsured or who are insured by Medi-Cal.

The costs of gang violence to Los Angeles City and County and California State agencies are illustrated in the following chart.⁴

Figure 1: Gang Crime and Subsequent Costs



Limitations of Cost-Benefit Calculations

⁴ This chart includes Part I crimes since the LAPD only keeps track of gang crimes that fall into this category.

The methods used to arrive at these calculations have their strengths, but it is important to be cognizant of the limitations of each before using the numbers to justify funding. Conducting an analysis that most accurately reflects the government costs of violence requires significant resources and time, and also requires that government agencies methodically and systematically collect data and statistics that can be used in the analysis. In the absence of these resources or figures, we have been forced to make educated guesses in a number of places. For example, based on data from the Los Angeles Sheriff's Department, we have assumed that 70% of adult jail and prison inmates, probationers, and parolees are gang-involved. However, record-keeping differs in the County Department of Probation, and those data suggest that only 3% of Los Angeles County probationers are gang-involved. These large differences in estimates result because the Department of Probation does not require Probation Officers to keep track of this statistic, and their record-keeping systems only can count a probationer as gang-involved if the officer has noted this fact in their file by chance.

The first method of calculation also cannot account for criminal justice costs that are incurred in the future. This factor is mitigated by WSIPP's methodology, which uses marginal operating and capital costs. As stated in the 2006 WSIPP report, "The model uses estimates of marginal operating and capital costs of the criminal justice system. Marginal criminal justice costs are defined as those costs that change over the period of several years as a result of changes in workload measures. Some short-run costs must be changed instantly when a workload changes. For example, when one prisoner is added to the state corrections system, certain variable food and service costs increase immediately, but new corrections staff are not hired the next day. Over the course of a governmental budget cycle, however, new corrections staff are likely to be hired to handle the larger average daily population of the prison. In the institute's analysis, these 'longer-run' marginal costs have been estimated, rather than immediate, short-run marginal costs. These longer-run marginal costs reflect both the immediate short-run changes in expenditures, and those operating expenditures that change after governments make adjustments to staffing levels, often in the next budget cycle."⁵ This method, therefore, is able to calculate the direct costs (both current and projected) of violence that occurs each year. By applying the

⁵ WSIPP's 2006 report, page 37. See <http://www.wsipp.wa.gov/rptfiles/06-10-1201.pdf> for additional information.

figures to Los Angeles, we are able to calculate the approximate criminal justice and victim costs of one year of gang-related crime.

However, this method brings with it another set of problems. The multi-year approach and present value analysis is not strictly compatible with annual budgets and the usual approaches to preparing them. Moreover, the WSIPP methodologies are complex and more difficult for legislators or citizens to understand.

Method 1: Current Criminal Justice and Medical Government Costs Using LA Data

Vera used two different calculation methods to determine the government costs of gang violence in Los Angeles. The first method was to calculate the cost per crime based on (1) the per capita cost to the agency per day/month/year; and (2) the number of LA city gang members (or victims) served per year. Where per capita cost was not available, we divided the agency's total budget, or the budget for a designated program, by the total number of individuals served (or other unit of analysis – e.g. arrests effected, cases represented). Where the number of gang members served per year was unavailable, we estimated the number using the proportion of gang arrests relative to the number of total arrests per year by the Los Angeles Police Department, or using the proportion of gang-involved detainees/inmates relative to the total number of detainees/inmates housed per year by the Los Angeles Sheriff's Department.

Based on the movement of adult and juvenile offenders through the system, Vera calculated the current costs of gang violence to each LA City and County and California State agency. Please see Appendix A for a diagram of the flow of people from arrest to incarceration and parole.

City Agencies

Los Angeles Police Department

LAPD	Costs⁶
2005 Citywide arrests	\$159,106
Part 1 arrests	\$29,292
2005 Part 1 gang arrests	6,619
Total budget	\$1,368,277,896
Cost per Part 1 arrest	\$36,828
Total cost	\$243,764,532

According to the LAPD, there were 6,619 Part 1 gang arrests in 2005.⁷ The total number of Part 1 arrests in the City was 29,292. There were a total of 159,106 arrests (Part 1 and 2).⁸ The total budget for FY 05-06 with pension and fringe was \$1,368,277,896.⁹

The Washington State Institute for Public Policy has calculated that the average felony arrest costs the police approximately 16.5 times as much to investigate/arrest as a misdemeanor.¹⁰ Assuming that a similar ratio exists between Part 1 and Part 2 arrests, we can calculate that in 2005, each Part 1 arrest cost approximately \$36,828 to investigate/arrest.

6,619 Part 1 gang arrests at \$36,828 each totals \$243,764,532.

This calculation assumes that 100% of the LAPD budget is spent on making arrests. While this is probably not the case, one could make the argument that the purpose of the Department is to uphold public safety through investigations and arrests and thus all of

⁶ The LAPD's Gang Unit's annual budget is \$53,027,883 per year. However, according to Sergeant Wesley McBride, who has worked in the field of public safety for over 30 years including investigating gang crime for the LASD and is currently serving as the president of the California Gang Investigators Association, the gang unit only makes a small fraction of the gang arrests and makes non-gang arrests when necessary. Consequently, this number is not an accurate reflection of the costs of gang crime to the LAPD.

⁷ See Appendix A for LAPD gang crime statistics.

⁸ As identified by LAPD statistics.

<http://www.lapdonline.org/crime_maps_and_compstat/content_basic_view/24435> (29 November 2006).

⁹ Los Angeles City Council annual budget, page 118. <http://www.lacity.org/cao/bud2006-07/Proposed_Budget_2006-07.pdf> (29 November 2006).

¹⁰ WSIPP's 2001 report, Table IV-D, page 82.

their activities aim towards this end. In addition, this calculation is based on the number of annual gang arrests as identified by the LAPD, which is likely an undercount, and does not include misdemeanor or drug crimes, which are not tracked specifically by the LAPD as gang crimes.

City Attorney

City Attorney	
Gang Unit Budget	\$3,115,992

The City Attorney’s Gang Unit’s annual budget is \$3,232,355, and \$3,115,992 of this total is paid for by the City.¹¹ There are likely other costs related to gang crime not included in this budget, but this can serve as a conservative estimate. The City Attorney handles misdemeanors prosecutions.

County Agencies

District Attorney’s Office

District Attorney's Office	
Total annual budget	\$288,193,000
Percentage spent on gang crime	3.4%
Total annual spending	\$9,798,562

If we assume that the District Attorney spends the same percentage of its budget on gang crime as the City Attorney (3.4%),¹² we can calculate that the District Attorney spends approximately \$9,798,562 on gang crime per year (total annual budget = \$288,193,000).¹³ This is likely a grossly conservative number, but we are forced to make assumptions such as this due to a lack of statistics. The District Attorney handles felony prosecutions for the City of Los Angeles.

Public Defender

¹¹ Statistics provided to Vera by Leticia Ramirez of the Advancement Project, based on work by Peter Greenwood.

¹² City Attorney total budget in 2005-2006 was \$92,226,753. The budget for the City Attorney’s Gang Unit represents 3.4% of this total. See LA City annual budget, 2005-2006, page 61. <http://www.lacity.org/cao/bud2006-07/Proposed_Budget_2006-07.pdf> (1 December 2006).

¹³ County of Los Angeles. Annual Report 2005-2006, page 24. <<http://cao.lacounty.gov/pdf/An1%20Rpt%2005-06.pdf>> (29 November 2006).

Public Defender	Costs
Felony cases represented	104,866
Total gang cases	24,119
Percentage from LA City	39%
Gang cases from LA City	9,406
Per case cost	\$702
Adjusted to 2005	\$723
Total	\$6,796,602

In FY 2004-2005, the Public Defender’s Office provided representation on 104,866 felony cases countywide.¹⁴ If we assume that approximately 23% those cases were gang crimes (based on percentage of LAPD Part 1 arrests that are gang-related), the Public Defender’s Office defended 24,119 gang cases.

If we assume that 39% of those cases are from LA City (based on total representation in the LA County jail), that would equal 9,406 LA City gang cases defended.

According to the Public Defender’s office, each felony case cost \$702 to defend in 2004.¹⁵ If we adjust this number to 2005 using the consumer price index, each case costs \$723 to defend.

By multiplying the number of cases (9,406) by the per case cost (\$723), we can calculate that the Public Defender spent \$6,796,602 on LA City gang cases in 2005.

*Sheriff’s Department (Detainees and Sentenced)*¹⁶

¹⁴ Public Defender information given to Vera by Leticia Ramirez of the Advancement Project, who was given statistics on October 27, 2006 by Robert Kalunian, Chief Deputy Public Defender.

¹⁵ Public Defender statistics given to Vera by Leticia Ramirez of the Advancement Project

Sheriff's Department	Costs
Annual corrections budget	\$843,553,021
Percentage of inmates from LA City	39%
Cost of housing LA City inmates	\$328,985,678
Percentage of gang-involved inmates	70%
Cost of LA City gang-involved inmates	\$230,289,975

The Sheriff's Department FY 2005-2006 corrections budget was \$843,553,021. According to the Sheriff's Department, 39% of its detainees/inmates are from the City of Los Angeles, and 70% of its detainees/inmates are gang-affiliated. By taking 39% of the budget, and then 70% of the budget, we can calculate that the LASD spends approximately \$230,289,975 on gang crimes per year.

Department of Probation (Adult)¹⁷

Adult Probation	Costs
Per capita cost (yearly)	\$1,533
Number of adults on probation	63,000
Percentage from LA City	31%
Number of probationers from LA City	19,530
Percentage that are gang-involved	3%
Number of gang-involved probationers	586
Total cost	\$898,338

The Department of Probation spends \$1,534 per person annually for supervision. There are approximately 63,000 adults on probation each year. 31% of people on probation are from LA City, and 3% are gang-involved, totaling 586. The total annual cost of supervising LA City gang-involved probationers is \$898,338.

According to Gina Byrnes at the Department of Probation, officers do not routinely identify gang-affiliated probationers. Probation staff will sporadically make a note of it in their paperwork, but there are no official records keeping track of this statistic. Ms.

¹⁶ All Los Angeles Sheriff's Department statistics and budget figures given to Vera by Leticia Ramirez of the Advancement Project. The budget and statistics were originally prepared on October 17, 2006 by Conrad Meredith of the LASD's Custody Budget Unit in response to an information request submitted by the County Administrator's Office on behalf of the Advancement Project.

¹⁷ All Department of Probation data prepared by Gina Byrnes in the Administrative Services Bureau and given to Leticia Ramirez of the Advancement Project on October 20, 2006.

Byrnes stated that 3% is an extremely conservative undercount but they have no other way to estimate the number. We will use this percentage in our calculations because it is official, but if we assumed that 70% of probationers were gang-involved (like the LASD inmate population), the total annual cost would be \$20,957,643.

Department of Probation (Juvenile, Home and Detention)

Probation (Home)	Costs
Number of probationers per year	20,000
36% from LA City	7,200
56% gang involved	4,032
Per capita cost (annual)	\$5,252
Total cost	\$21,176,064

According to the Department of Probation, there are 20,000 juveniles on probation each year. 36% of the probationers are from LA City, and 56% are gang-involved. This totals 4,032 gang-involved probationers from LA City. The per capita cost of supervising a juvenile probationer is \$5,252.¹⁸

4,032 probationers at \$5,252 each costs the County \$21,176,064.

Probation (Detention)	Costs
Per capita cost (daily)	\$215
Average length of stay (days)	37
Per capita cost (based on avg stay)	\$7,955
Detentions per year	15,710
Total cost of detentions per year	\$124,973,050
36% from LA City, 56% gang involved	\$25,194,567

According to Gina Byrnes in the Probation Department, 90% of costs for Probation Halls (\$155.2 million) and Camps (\$92.9 million) are for minors with gang affiliation. Given that 36% of the population is from LA City, this would total \$80.38 million in Probation costs per year. However, if we err on the conservative side and use daily per capita costs, we can calculate a more precise figure.

¹⁸ Department of Probation statistics given to Vera by Leticia Ramirez of the Advancement Project

According to the Department of Probation, the daily per capita cost is \$215. Using the average daily population (1,582) and the number of annual detentions (15,710), we can calculate the average length of stay (37 days)¹⁹ and thus the average cost per capita (\$7,955).²⁰

15,710 detentions at \$7,955 each totals \$124,973,050. According to Probation, 36% of probationers are from LA City and 56% are gang-involved, totaling \$25,194,567 in costs resulting from gang crimes in LA City.

State Agencies

Superior Courts

Superior Courts	Costs
Number of annual nontraffic criminal cases	307,307
Budget approximation for nontraffic criminal cases	\$73,752,800
Cost per case	\$240
Number of cases from LA City (39%)	119,850
Number of gang-related cases (23%)	27,566
Total	\$6,615,840

In LA Superior Court, criminal filings made up 84.3% of all filings (2,232,834 of 2,647,346) in 2004-2005.

In 2004-2005, 307,307 nontraffic criminal cases were filed in LA Superior Court, including criminal habeas corpus appeals, criminal appeals, juvenile delinquency cases, and nontraffic felonies, misdemeanors, and infractions, or 11.6% of all filings.

The Court's total budget for 2004-2005 was \$635.8 million. 11.6% of \$635.8 million is \$73,752,800. \$73,752,800 divided by 307,307 comes to \$240 per filing.²¹

¹⁹ Average length of stay = average daily population * days per year / number of annual entries into the jail (1,582 * 365 / 15,710)

²⁰ Average cost per capita = average length of stay * daily per capita cost (\$215 * 37)

²¹ All Superior Courts statistics from the Los Angeles Superior Court Annual Report 2006. <<https://www.lasuperiorcourt.org/courtnews/uploads/14200628112158AnnualReport2006.pdf>> (29 November 2006).

If we assume that 39% of the cases were from LA City (119,850), and 23% were gang crimes (according to LAPD statistics), we can calculate that there were 27,566 cases at \$240 each, totaling \$6,615,840.

This calculation is extremely conservative, given that the average cost per filing is heavily weighted by the cost of traffic cases, which cost significantly less than prosecuting a gang case; however, given the lack of relevant statistics, this is the most accurate estimation we can make.

California Department of Corrections and Rehabilitation (Adult)

CDCR (Prison)	Costs
Per capita cost (yearly)	\$34,150
Total number of offenders	170,475
33% from LA County	56,257
39% from LA City	21,940
70% gang involved	15,358
Yearly cost of LA gang members	\$524,475,700

The California Department of Corrections and Rehabilitation’s annual per capita cost of imprisoning an offender is \$34,150. In 2005, it had 170,475 total offenders under its jurisdiction. 33% of these were from Los Angeles County, which totals 56,257.²²

If we assume that there is the same ratio of LA City to LA County people in the prisons that there is in the LA County jail, that would equal 39% of the 33%, totaling 21,940 inmates from LA City. If we assume that 70% are gang involved (according to LASD’s estimate of their inmate population), there are a total of 15,358 gang-involved inmates from the City of LA.

15,358 people at \$34,150 per year costs the State \$524,475,700.

Parole	Costs
Per capita cost (yearly)	\$4,067

²² California Department of Corrections and Rehabilitation Facts and Figures. <<http://www.cdcr.ca.gov/DivisionsBoards/AOAP/FactsFigures.html>> (29 November 2006)

Total number of offenders	115,699
From LA County	35,817
39% from LA City	13,969
70% gang involved	9,773
Yearly cost of LA gang members	\$39,746,791

The California Department of Corrections and Rehabilitation’s annual per capita cost of supervising a parolee is \$4,067. In 2005, CDCR had a total of 115,699 parolees under its jurisdiction. 35,817 of these were from LA County.²³

If we assume that there is the same ratio of LA City to LA County people in the prisons that there is in the LA County jail, that would equal 39% of 35,817, which totals 13,969. If we assume that 70% are gang involved, there are a total of 9,773 gang-involved parolees from the City of LA.

9,773 people at \$4,067 per year will cost the State \$39,746,791.

California Department of Corrections and Rehabilitation, Division of Juvenile Justice

Juvenile Incarceration	Costs
Number of wards (March 2004)	4,222
Per capita cost (annual)	\$71,700
Updated to 2005	\$73,851
Percentage from LA County	33%
Total from LA County	1,393
36% from LA City, 56% gang involved	281
Total cost	\$20,752,131

As of March 2004 (the most recent date for which data is available), the California Youth Authority housed 4,222 wards.²⁴ CYA’s annual per capita cost (including mental health care) in 2003-2004 was \$71,700, adjusted to \$73,851 for 2005 using the CPI.²⁵

²³ *Ibid.*

²⁴ California Department of Corrections and Rehabilitation Summary Fact Sheet. <http://www.cdcr.ca.gov/ReportsResearch/summaries.html> (1 December 2006).

²⁵ California Department of Corrections and Rehabilitation Ward Per Capita. http://www.cdcr.ca.gov/ReportsResearch/wardcost_0405.htm (1 December 2006).

If we assume that 33% are from LA County (like the CDCR adult population), there are a total of 1,393 wards from LA County. If we assume that, consistent with the Department of Probation’s population, 36% of juvenile probationers are from LA City and 56% are gang involved, there are a total of 281 gang members from LA City. We expect that this number is extremely conservative, as there is likely a much higher number of gang-involved youth incarcerated by the State than on County Probation; however, these are the best estimates we can make.

281 wards at \$73,851 each will cost the state \$20,752,131. This totals 6% of the Probation Department’s annual budget.²⁶

Juvenile Parole	Costs
Number of parolees	4,158
Total budget	\$37,022,000
Per capita cost (budget/4,158)	\$8,904
Percentage from LA County	31%
Total from LA County	1,289
36% from LA City, 56% gang involved	260
Total cost	\$2,315,040

As of March 2004 (the most recent date for which data is available), the California Youth Authority supervised 4,158 parolees. The total annual budget for Parole is \$37,022,000.²⁷

If we calculate the per capita annual cost based on the total budget and the total number of parolees, it equals \$8,904.

If we assume that 31% are from LA County (like the adults), there are a total of 1,289 parolees from LA County. If we assume that, like the Department of Probation, 36% are

²⁶ California Department of Corrections and Rehabilitation Budget Overview. <<http://www.cdcr.ca.gov/BudgetRegs/budgetOverview.html>> (30 November 2006). Juvenile Operations = \$170,634,000; Juvenile Education, Vocations, and Offender Program = \$131,590,000; and Juvenile Healthcare = \$55,976,000 totaling \$358,200,000.

²⁷ California Department of Corrections and Rehabilitation Facts and Figures. <<http://www.cdcr.ca.gov/DivisionsBoards/AOAP/FactsFigures.html>> (29 November 2006)

from LA City and 56% are gang involved, there are a total of 260 gang members on parole from LA City.

260 parolees at \$8,904 each produces State costs of \$2,315,040, which is 6% of the total CDCR Juvenile Parole budget.²⁸

Medical Costs

Number of Homicide and Assault arrests in LA City (2005)	15,989
Number that are gang-related	3,443
Percentage that are gang-related	21.5%
Total annual shooting victims	2,227
Gang-related shooting victims (at 21.5%)	479
Proportion of these that are fatal	244
Proportion that are non-fatal	235
Cost of treating a fatal gunshot wound	\$50,261
Cost of treating a non-fatal gunshot wound	\$103,814
Total cost of gang-related gunshot wounds	\$36,659,974
Number of homicides/assaults that do not involve guns	13,762
Assuming that half of these require medical treatment	6,881
Assuming that 21.5% are gang-related	1,479
Cost of treating a stab-wound victim	\$13,496
Total annual cost for crimes not involving guns	\$19,960,584
<i>Total cost of all gang-related medical treatment</i>	<i>\$56,620,558</i>
Percentage of victims not insured/covered by government insurance	80%
Total annual cost to government	\$45,296,446

According to the LAPD, the total number of homicides and aggravated assaults in LA City in 2005 was 487 and 15,502, respectively, totaling 15,989. The total number of gang-related homicides, attempted homicides, and felony assaults was 244, 579, and 2620, respectively, totaling 3,443, which is 21.5% of the total number in LA City.

According to the LAPD, the total number of shooting victims in 2005 was 2227.²⁹

²⁸ California Department of Corrections and Rehabilitation Budget Overview. <<http://www.cdcr.ca.gov/BudgetRegs/budgetOverview.html>> (30 November 2006). Annual Juvenile Parole Budget = \$37,022,000.

Assuming that 21.5% of the shooting victims were gang-related, there were 479 gang shooting victims in 2005.

According to the Office of Statewide Health Planning and Development Hospital Discharge Data, medical charges for non-fatal firearm injuries increased from \$29,817 in 1997 to \$64,985 in 2002. Using the same rate of change, we can estimate that the cost in 2005 was \$103,814.³⁰

In addition, according to the Los Angeles Sheriff's Department, the medical cost of treating a gang homicide victim is \$50,261.³¹

Please note that these costs only calculate immediate hospital/morgue costs, and do not include the cost of follow-up care, physical therapy, mental health care, or any other foreseeable medical expenses.

Out of these 479 gang-related shooting victims, we do not have a clear sense of how many were fatal and how many were non-fatal. However, we do know that at a maximum, 244 were fatal, since according to the LAPD, there were 244 gang-related homicides in 2005. Given the fact that fatal gunshot wounds cost approximately half as much to treat as non-fatal gunshot wounds, we can make a conservative estimate by assuming the maximum number of fatal shootings (244) and the remaining number as non-fatal shootings (235). Using these assumptions, 244 fatal gunshot wounds at \$50,261 each totals \$12,263,684, and 235 non-fatal gunshot wounds at \$103,814 each totals \$24,396,290, bring the final cost to \$36,659,974.

In addition, we know that out of the 15,989 annual victims of homicide and aggravated assaults, 13,762 are not shooting victims. If we assume that half of these victims require medical care, and 21.5% are gang-related, there are 1,479 additional victims with medical costs.

²⁹ LAPD website. <http://www.lapdonline.org/crime_maps_and_compstat/content_basic_view/24435> (29 November 2006).

³⁰ Statistics given to Vera by Leticia Ramirez of the Advancement Project, originally from the Office of Statewide Health Planning and Development Hospital Discharge Data, prepared by LAC-DHS-IVPP: August 24, 2006. Updated by Dall Forsythe using average rate of growth.

³¹ "The Gang Suppression, Prevention and Intervention Tax Act: IMAGINE How Los Angeles County Could Be" (2-07-2006). LASD. Given to Vera by Leticia Ramirez of The Advancement Project, 8-21-06.

According to Ted Miller and Mark Cohen (1997), the cost of treating a stab wound is approximately 1/13 of the cost of treating a gunshot wound.³² Assuming that this is true in LA, we can infer that it costs \$13,496 (1/13 of 103,814) to treat the other 1,479 victims, totaling \$19,960,584.

This brings the total cost of annual medical care to \$56,620,558.

According to the most in-depth study of gang related medical costs in Los Angeles County that has been conducted, 58% of victims being treated for gang-related gunshot wounds had no third party reimbursement, 22% had Medi-Cal, and 20% had medical insurance.³³

If, in this vein, we assume that 80% of the costs are being covered by the government (likely a combination of City, County, and State funds), we can estimate that the medical cost of gang violence to government is approximately \$45,296,446.

Method 2: Criminal Justice and Victim Costs Using WSIPP Figures

Vera's second method was to calculate the cost of gang violence to each agency based on the type of crime committed using the figures in the Washington State Institute for Public Policy's reports. WSIPP's approach is based on a sophisticated analysis of marginal and operating costs. This methodology is able to account for the additional costs added by each crime, and also calculates the cost beyond the present fiscal year. We believe that this method of calculation is more accurate than an estimate based on total budget costs. By adjusting for inflation, we calculated that the approximate criminal justice government costs of gang violence that occurred in 2005 totaled \$1,097,036,170. Vera adjusted for inflation using the West Region Consumer Price Index from the US Department of Labor's Bureau of Labor Statistics.³⁴

³² Miller, Ted R., and Mark A. Cohen. (1997) "Costs of Gunshot and Cut/Stab Wounds in the United States, with Some Canadian Comparisons." *Accident Analysis and Prevention* 29(3): 329-341.

³³ Song, David H., et al. (1996) "Gang Warfare: The Medical Repercussions." *Journal of Trauma*. 40 (5): 810-815.

³⁴ United States Department of Labor Bureau of Labor Statistics, "Consumer price indexes." <<http://www.bls.gov/cpi/home.htm>> (29 November 2006). See Appendix C.

The table below shows the WSIPP cost estimates for both criminal justice government costs and victim costs, by type of crime.

Figure 2: WSIPP's Estimates of Marginal Resource Operating Costs³⁵

Exhibit B.2
Estimates of Marginal Resource Operating Costs, Per Unit

Costs, Per Unit, By Type of Crime										
Resource	Units Used In Cost Estimate	Murder/Man-slaughter	Rape & Sex Offenses	Robbery	Aggravated Assault	Property	Drug	Mis-demeanor	Year in Which Unit Cost Estimates are Based	Annual Real Cost Escalation Rate
State and Local Governmental Operating Costs Paid by Taxpayers										
Police and Sheriff's Offices	\$ Per Arrest	\$31,648	\$6,438	\$6,438	\$6,438	\$5,370	\$5,370	\$305	2004	0.0%
Superior Courts & County Prosecutors	\$ Per Conviction	\$127,905	\$5,686	\$1,522	\$1,522	\$1,522	\$1,522	\$593	1996	0.0%
Juvenile Detention, with Local Sentence	Annual \$ Per ADP	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	1995	0.0%
Juvenile Local Probation	Annual \$ Per ADP	\$1,928	\$1,928	\$1,928	\$1,928	\$1,928	\$1,928	\$1,928	1995	0.0%
Juvenile Rehabilitation, Institutions	Annual \$ Per ADP	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000	\$0	1996	0.0%
Juvenile Rehabilitation, Parole	Annual \$ Per ADP	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$0	1996	0.0%
Adult Jail, with Local Sentence	Annual \$ Per ADP	\$17,047	\$17,047	\$17,047	\$17,047	\$17,047	\$17,047	\$17,047	1995	0.0%
Adult Community Supervision, Local Sentence	Annual \$ Per ADP	\$2,688	\$2,688	\$2,688	\$2,688	\$2,688	\$2,688	\$0	1994	0.0%
Department of Corrections, Institutions	Annual \$ Per ADP	\$22,600	\$22,600	\$22,600	\$22,600	\$22,600	\$22,600	\$0	2006	0.0%
Department of Corrections, Post-Prison Supervision	Annual \$ Per ADP	\$2,688	\$2,688	\$2,688	\$2,688	\$2,688	\$2,688	\$0	1994	0.0%
Costs Paid by Crime Victims										
Victim Costs--Monetary, Out of Pocket Costs ⁽¹⁾	\$ Per Crime	\$1,096,828	\$6,649	\$2,513	\$1,559	\$5,103	\$0	\$0	1995	0.0%
Victim Costs--Quality of Life ⁽¹⁾	\$ Per Crime	\$2,038,965	\$88,124	\$6,221	\$6,466	\$67	\$0	\$0	1995	0.0%

(1) Miller, T. R., Cohen, M. A., Wiersma, B. *Victim Costs and Consequences: A New Look*. U.S. Dept. of Justice, 1996.

By using the Consumer Price Index, West Region (see Appendix C), we were able to update the costs to reflect approximate 2005 figures. The table below shows the updated figures, in addition to the total calculations. We can see that there is a total of \$1,097,036,170 in criminal justice system costs incurred by the government, \$363,476,113 in victim monetary costs, and \$709,125,091 in victim quality of life costs.

³⁵ WSIPP's 2001 report, Table IV-D, page 82.

Figure 3: 2006 Marginal Resource Operating Costs

Resource	Manslaughter/Murder	Rape	Robbery	Agg. Assault	Property
Police/Sheriff	\$32,597	\$6,631	\$6,631	\$6,631	\$5,531
Courts and Prosecutors	\$161,288	\$7,169	\$1,919	\$1,919	\$1,919
Local Juvenile Detention	\$39,329	\$39,329	\$39,329	\$39,329	\$39,329
Local Juvenile Probation	\$2,497	\$2,497	\$2,497	\$2,497	\$2,497
Juvenile Rehab, Institutional	\$45,396	\$45,396	\$45,396	\$45,396	\$45,396
Juvenile Rehab, Parole	\$10,088	\$10,088	\$10,088	\$10,088	\$10,088
Local Adult Jail	\$22,076	\$22,076	\$22,076	\$22,076	\$22,076
Local Adult Probation	\$3,572	\$3,572	\$3,572	\$3,572	\$3,572
Adult Corrections (Prison)	\$23,828	\$23,828	\$23,828	\$23,828	\$23,828
Adult Corrections (Parole)	\$3,572	\$3,572	\$3,572	\$3,572	\$3,572
Victim Costs (Monetary)	\$1,422,982	\$8,610	\$3,254	\$2,019	\$6,608
Victim Costs (Quality of Life)	\$2,640,460	\$88,221	\$8,056	\$10,963	\$87
Total Justice System Costs/Crime	\$344,243	\$164,158	\$158,908	\$158,908	\$157,808
Total Victim Costs/Crime	\$4,063,442	\$96,831	\$11,311	\$12,982	\$6,695
Annual Number of Crimes in LA	244	32	2015	4176	152
Justice System Costs	\$83,995,342	\$5,253,049	\$320,200,108	\$663,600,819	\$23,986,853
Victim Monetary Costs	\$347,207,671	\$275,535	\$6,557,485	\$8,430,947	\$1,004,475
Total Victim Costs	\$991,479,832	\$3,098,593	\$22,790,718	\$54,214,398	\$1,017,663
Total Justice System Costs	\$1,097,036,170				
Total Victim Monetary Costs	\$363,476,113				
Total Victim QOL Costs	\$709,125,091				
Total Victim Costs	\$1,072,601,204				

Victim Costs

In addition to estimating the criminal justice costs, we also used the WSIPP report to estimate victim monetary costs and victim quality of life costs. According to the WSIPP report, a study by the US Department of Justice in 1996 was able to successfully estimate victim costs of crime.³⁶ The study divided victim costs into “monetary costs,” which include medical spending, mental health payments, future earnings, and property damage, less public programs, and “quality of life

³⁶ Miller, T.R., Cohen, M.A., Wiersema, B. *Victim Costs and Consequences: A New Look*, U.S. Dept. of Justice, 1996 cited in 2001 WSIPP report, page 52.

costs,” computed from jury awards for pain, suffering, and lost quality of life.³⁷ For the purposes of analyzing government costs, we adjusted these figures to 2005 using the CPI and calculated the total victim costs by multiplying it by the number of arrests in each category as reported by the LAPD. Please note that these numbers are conservative, as there could be multiple victims from a single arrest. We estimate a total of \$363,476,113 in victim monetary costs and \$709,125,091 in quality of life costs. We caution against the widespread use of these numbers, as they are controversial in public policy settings.³⁸

Projected Benefits and Cost Savings

In addition to estimating the current costs of gang crime in the City of Los Angeles, Vera also used the report published by the Washington State Institute for Public Policy to estimate potential cost-savings resulting from the implementation of the Advancement Project’s recommendations, in addition to other program possibilities. The WSIPP has assembled and reviewed a vast library of studies evaluating anti-crime programs. The Institute has used these studies to answer a critical question: “What works to reduce crime?” They have reviewed programs for adults as well as juvenile offenders, and for a limited number of preventive programs. From their analysis of these programs, they calculated the effect of those programs in reducing criminal activity during the lifetime of a program participant.

³⁷ This method for dividing costs has been used in other studies, including a study of the costs of crime by state by the Children’s Safety Network Economics and Data Analysis Resource Center. See www.edarc.org/pubs for more information.

³⁸ See, for example, Clear, T. (1996). The cost of crime—Or are prisons or community programs the best crime prevention investment? Community Corrections Report 4 November/December, cited in 2006 WSIPP report, page 37. Also, please note discussion from page 37 of WSIPP’s 2006 report: “In addition to costs paid by taxpayers, many of the costs of crime are borne by victims. Some victims lose their lives. Others suffer direct, out-of-pocket, personal or property losses. Psychological consequences also occur to crime victims, including feeling less secure in society. The magnitude of victim costs is very difficult—and in some cases impossible—to quantify. In recent years, however, national studies have taken significant steps in estimating crime victim costs. One U.S. Department of Justice study by Miller, Cohen, and Wiersema (1996) divides crime victim costs into two types: (a) Monetary costs, which include medical and mental health care expenses, property damage and losses, and the reduction in future earnings incurred by crime victims; and (b) Quality of Life cost estimates, which place a dollar value on the pain and suffering of crime victims. In that study, the quality of life victim costs are computed from jury awards for pain, suffering, and lost quality of life; for murders, the victim quality of life value is estimated from the amount people spend to reduce risks of death. The quality of life victim cost calculations are controversial for use in setting public policy.” For a more in-depth discussion of the victim costs of violent crime, including costs from factors such as ongoing psychological costs, increased work load of or psychological injury to other family members, loss of companionship, trauma to witnesses, and community fear of crime, see “The Costs and Consequences of Violent Behavior in the United States” by Mark Cohen, Ted Miller, and Shelli Rossman.

The table below labeled “Reducing Crime with Evidence-Based Options: What Works, and Benefits & Costs,” is drawn from WSIPP’s 2006 report. Although the Institute analyzed 571 individual programs, in this table the results have been aggregated and presented in a more general typology of programs. The effects are outlined in Column 1, where a negative number corresponds to a reduction in future criminal activity.

Once programs have been shown to reduce crime, the next step is to estimate the benefit of that reduction in criminal activity. This estimate was based on the detailed cost data WSIPP developed for the State of Washington. In our preliminary analysis, we have assumed that the cost of crime in California does not differ from Washington enough to require adjustment.³⁹ Those benefits from reduced criminal activity in the future are calculated separately for taxpayers and for crime victims. The first set of benefits is important to budget officials, legislators on appropriating committees and, of course, to taxpayers themselves. The second set of benefits is important to the full range of policy-makers and, of course, to crime victims and their families.

Benefits for taxpayers and for crime victims per program participant are displayed in Columns 3 and 2 respectively.

The next step is the calculation of the cost per participant of providing the program, presented in Column 4. Finally, the net present value (NPV) of the benefits less the costs is provided for each program type in Column 5. Net present value analysis is the standard methodology used in business and in policy analysis to summarize a set of costs and benefits which stretch several years into the future. For example, a corporation analyzing whether to enter a new business line will use the net present value of future costs and revenues to determine whether to move ahead with the investment. We note that this kind of long-term analysis is not regularly used in governmental budgeting, where a greater emphasis is placed on annual costs and savings.

³⁹ Several comparative analyses of the costs of criminal justice agencies in California and Washington suggest that the cost per inmate of those systems differ by a significant amount. In general, California costs seem to be about 75-80% of those in the state of Washington. However, in discussions with us, WSIPP researchers suggested that those differences are likely to be offset by longer sentences and higher incarceration rates in California, and suggested that we simply use the Washington data without adjustment. We have done so, with the caveat that this issue deserves additional study.

Figure 4: WSIPP Estimates of Implementation of Evidence-Based Programs⁴⁰

Exhibit 4
Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Washington State Institute for Public Policy Estimates as of October, 2006	Effect on Crime Outcomes Percent change in crime outcomes, & the number of evidence-based studies on which the estimate is based (in parentheses)	Benefits and Costs (Per Participant, Net Present Value, 2006 Dollars)			
		Benefits to Crime Victims (of the reduction in crime)	Benefits to Taxpayers (of the reduction in crime)	Costs (marginal program cost, compared to the cost of alternative)	Benefits (total) Minus Costs (per participant)
		(2)	(3)	(4)	(5)
Notes: "n/e" means not estimated at this time. Prevention program costs are partial program costs, pro-rated to match crime outcomes.					
Programs for People in the Adult Offender System					
Vocational education in prison	-9.0% (4)	\$8,114	\$6,806	\$1,182	\$13,738
Intensive supervision: treatment-oriented programs	-16.7% (11)	\$9,318	\$9,369	\$7,124	\$11,563
General education in prison (basic education or post-secondary)	-7.0% (17)	\$8,325	\$5,308	\$962	\$10,669
Cognitive-behavioral therapy in prison or community	-6.3% (25)	\$5,658	\$4,748	\$105	\$10,299
Drug treatment in community	-9.3% (8)	\$5,133	\$5,495	\$574	\$10,054
Correctional industries in prison	-5.9% (4)	\$5,360	\$4,496	\$417	\$9,439
Drug treatment in prison (therapeutic communities or outpatient)	-5.7% (20)	\$5,133	\$4,308	\$1,604	\$7,835
Adult drug courts	-8.0% (57)	\$4,395	\$4,705	\$4,333	\$4,767
Employment and job training in the community	-4.3% (16)	\$2,373	\$2,386	\$400	\$4,359
Electronic monitoring to offset jail time	0% (9)	\$0	\$0	-\$870	\$870
Sex offender treatment in prison with aftercare	-7.0% (6)	\$6,442	\$2,865	\$12,585	-\$3,258
Intensive supervision: surveillance-oriented programs	0% (23)	\$0	\$0	\$3,747	-\$3,747
Washington's Dangerously Mentally Ill Offender program	-20.0% (1)	\$18,020	\$15,116	n/e	n/e
Drug treatment in jail	-4.5% (9)	\$2,451	\$2,656	n/e	n/e
Adult boot camps	0% (22)	\$0	\$0	n/e	n/e
Domestic violence education/cognitive-behavioral treatment	0% (9)	\$0	\$0	n/e	n/e
Jail diversion for mentally ill offenders	0% (11)	\$0	\$0	n/e	n/e
Life Skills education programs for adults	0% (4)	\$0	\$0	n/e	n/e
Programs for Youth in the Juvenile Offender System					
Multidimensional Treatment Foster Care (v. regular group care)	-22.0% (3)	\$51,828	\$32,915	\$6,945	\$77,798
Adolescent Diversion Project (for lower risk offenders)	-19.9% (8)	\$24,328	\$18,208	\$1,913	\$40,623
Family Integrated Transitions	-13.0% (1)	\$30,708	\$19,502	\$9,665	\$40,545
Functional Family Therapy on probation	-15.9% (7)	\$19,529	\$14,617	\$2,325	\$31,821
Multisystemic Therapy	-10.5% (10)	\$12,855	\$9,622	\$4,264	\$18,213
Aggression Replacement Training	-7.3% (4)	\$8,897	\$6,859	\$897	\$14,660
Teen courts	-11.1% (5)	\$5,907	\$4,238	\$936	\$9,208
Juvenile boot camp to offset institution time	0% (14)	\$0	\$0	-\$8,077	\$8,077
Sex offender cognitive-behavioral treatment	-10.2% (5)	\$32,515	\$8,377	\$33,064	\$7,829
Restorative justice for low-risk offenders	-8.7% (21)	\$4,828	\$3,320	\$880	\$7,067
Interagency coordination programs	-2.5% (15)	\$3,084	\$2,308	\$205	\$5,186
Juvenile drug courts	-3.5% (15)	\$4,232	\$3,167	\$2,777	\$4,622
Regular surveillance-oriented parole (v. no parole supervision)	0% (2)	\$0	\$0	\$1,201	-\$1,201
Juvenile intensive probation supervision programs	0% (3)	\$0	\$0	\$1,598	-\$1,598
Juvenile wilderness challenge	0% (9)	\$0	\$0	\$3,085	-\$3,085
Juvenile intensive parole supervision	0% (10)	\$0	\$0	\$6,460	-\$6,460
Scared Straight	+6.8% (10)	-\$8,355	-\$6,253	\$58	-\$14,667
Counseling/psychotherapy for juvenile offenders	-18.9% (6)	\$23,126	\$17,309	n/e	n/e
Juvenile education programs	-17.5% (3)	\$41,181	\$26,153	n/e	n/e
Other family-based therapy programs	-12.2% (12)	\$15,006	\$11,231	n/e	n/e
Team Child	-10.9% (2)	\$5,759	\$4,131	n/e	n/e
Juvenile behavior modification	-6.2% (4)	\$19,271	\$12,238	n/e	n/e
Life skills education programs for juvenile offenders	-2.7% (3)	\$6,441	\$4,091	n/e	n/e
Diversion progs. with services (v. regular juvenile court)	-2.7% (20)	\$1,441	\$1,034	n/e	n/e
Juvenile cognitive-behavioral treatment	-2.5% (8)	\$3,123	\$2,337	n/e	n/e
Court supervision vs. simple release without services	0% (8)	\$0	\$0	n/e	n/e
Diversion programs with services (v. simple release)	0% (7)	\$0	\$0	n/e	n/e
Juvenile intensive probation (as alternative to incarceration)	0% (5)	\$0	\$0	n/e	n/e
Guided Group Interaction	0% (4)	\$0	\$0	n/e	n/e
Prevention Programs (crime reduction effects only)					
Nurse Family Partnership-Mothers	-56.2% (1)	\$11,531	\$8,161	\$5,409	\$14,283
Nurse Family Partnership-Children	-16.4% (1)	\$8,632	\$4,922	\$733	\$12,822
Pre-K education for low income 3 & 4 year olds	-14.2% (8)	\$8,145	\$4,644	\$593	\$12,196
Seattle Social Development Project	-18.6% (1)	\$1,805	\$4,341	n/e	n/e
High school graduation	-10.4% (1)	\$1,738	\$2,851	n/e	n/e
Guiding Good Choices	-9.1% (1)	\$570	\$2,092	n/e	n/e
Parent-Child Interaction Therapy	-3.7% (1)	\$268	\$784	n/e	n/e
Program types in need of additional research & development before we can conclude they do or do not reduce crime outcomes:					
Programs needing more research for people in the adult offender system					
Case management in the community for drug offenders	0% (13)				Findings are mixed for this broad grouping of programs.
COSA (Faith-based supervision of sex offenders)	-22.3% (1)				Too few evaluations to date.
Day fines (compared to standard probation)	0% (1)				Too few evaluations to date.
Domestic violence courts	0% (2)				Too few evaluations to date.
Faith-based programs	0% (5)				Too few evaluations to date.
Intensive supervision of sex offenders in the community	0% (4)				Findings are mixed for this broad grouping of programs.
Medical treatment of sex offenders	-21.4% (1)				Too few evaluations to date.
Mixed treatment of sex offenders in the community	0% (2)				Too few evaluations to date.
Regular parole supervision vs. no parole supervision	0% (1)				Too few evaluations to date.
Restorative justice programs for lower risk adult offenders	0% (8)				Findings are mixed for this broad grouping of programs.
Therapeutic community programs for mentally ill offenders	-20.8% (2)				Too few evaluations to date.
Work release programs (from prison)	-4.3% (4)				Too few recent evaluations.
Programs needing more research for youth in the juvenile offender system					
Dialectical Behavior Therapy	0% (1)				Too few evaluations to date.
Increased drug testing (on parole) vs. minimal drug testing	0% (1)				Too few evaluations to date.
Juvenile curfews	0% (1)				Too few evaluations to date.
Juvenile day reporting	0% (2)				Too few evaluations to date.
Juvenile jobs programs	0% (3)				Too few recent evaluations.
Juvenile therapeutic communities	0% (1)				Too few evaluations to date.
Mentoring in juvenile justice	0% (1)				Too few evaluations to date.

⁴⁰ Source: WSIPP's 2006 report, page 9.

This table is full of useful data, but it is also cumbersome and includes some data we will not need in our review. We have simplified these data to make them more accessible for use in the anti-gang initiative. Our first step was to eliminate the column specifying effects, allowing us to concentrate more easily on costs and benefits. We have also dropped the adult offender programs, which are less relevant to the anti-gang initiative. Finally, we have eliminated any program areas where WSIPP was unable to estimate an effect or calculate a net benefit, or where the effect was an increase in costs, or the net benefit was negative.

With this smaller data set in hand, we also calculated one additional data element. We have included the net benefit for taxpayers as well as the total net benefit, which also includes benefits for crime victims. By isolating the taxpayer benefit, we hope to make the analysis more persuasive to budget officials, and to emphasize that many of the programs detailed will not only pay for themselves in taxpayer dollars saved over a period of years, but can also throw off benefits sufficient to fund other programs of value where evaluation studies have not yet produced evidence of reductions in crime.

Figure 5: WSIPP Summary of Program Economics (in 2006 \$)⁴¹

Program Description	Net cost per participant	Benefits Participant Per		Benefits - Costs (NPV)	
		Taxpayer Only	Crime Victims Only	Taxpayer Only	Taxpayer and Victim
Nurse-Family Partnership -- Mothers	5,049	8,161	11,531	3,112	14,643
Nurse-Family Partnership -- Children	733	4,922	8,632	4,189	12,821
Pre-K for low-income 3 & 4 year-olds	593	4,644	8,145	4,051	12,196
Multi-Dimensionable Treatment Foster Care (vs regular care)	6,945	32,915	51,828	25,970	77,798
Adolescent Diversion Project (for lower risk offenders)	1,913	18,208	24,328	16,295	40,623
Family Integrated Transitions	9,665	19,502	30,708	9,837	40,545
Functional Family Therapy on probation	2,325	14,617	19,529	12,292	31,821
Multisystemic Therapy	4,264	9,622	12,855	5,358	18,213
Aggression Replacement Therapy	897	6,659	8,897	5,762	14,659
Teen Courts	936	4,238	5,907	3,302	9,209
Juvenile Boot Camp to offset institution time	(8,077)	-	-	8,077	8,077
Restorative Justice for low-risk offenders	880	3,320	4,628	2,440	7,068
Interagency coordinative programs	205	2,308	3,084	2,103	5,187
Juvenile Drug Courts	2,777	3,167	4,232	390	4,622

From these updated costs and benefits, we can create a menu of program options for the City of LA. In the table below, we have assumed an arbitrary and illustrative number of participants. Using the Excel spreadsheet that we have attached, the Advancement Project or the City can plug in any number of program participants and the total cost and benefits will automatically be generated.

⁴¹ Source: WSIPP's 2006 report, Exhibit 4, page 9.

Figure 6: Portfolio Selection Worksheet

Program Description	# of participants	Net cost per participant	Total Program Cost	Net Taxpayer Benefits	Total Net Benefits
Nurse-Family Partnership -- Mothers	100	5,049	504,900	311,200	1,464,300
Nurse-Family Partnership -- Children	100	733	73,300	418,900	1,282,100
Pre-K for low-income 3 & 4 year-olds	10,000	593	5,930,000	40,510,000	121,960,000
Multi-Dimensionable Treatment Foster Care (vs regular care)	100	6,945	694,500	2,597,000	7,779,800
Adolescent Diversion Project (for lower risk offenders)	100	1,913	191,300	1,629,500	4,062,300
Family Integrated Transitions	100	9,665	966,500	983,700	4,054,500
Functional Family Therapy on probation	100	2,325	232,500	1,229,200	3,182,100
Multisystemic Therapy	100	4,264	426,400	535,800	1,821,300
Aggression Replacement Therapy	100	897	89,700	576,200	1,465,900
Teen Courts	1,000	936	936,000	3,302,000	9,209,000
Juvenile Boot Camp to offset institution time	250	(8,077)	(2,019,250)	2,019,250	2,019,250
Restorative Justice for low-risk offenders	150	880	132,000	366,000	1,060,200
Interagency coordinative programs	1,000	205	205,000	2,103,000	5,187,000
Juvenile Drug Courts	1,000	2,777	2,777,000	390,000	4,622,000
Totals	14,200		11,139,850	56,971,750	169,169,750

This simplified presentation also allows the Advancement Project to create a portfolio of crime reduction programs suitable for the anti-gang initiative now under study. Using the cost per participant, the Project can estimate the costs and benefits of an initiative with a given number of participants. As evidenced by the table above, the total benefits of many of these programs for taxpayers and for crime victims are striking. As discussed earlier, it is also possible to argue that the positive net benefit for taxpayers of any recommended portfolio can be used to invest in other programs where evidence-based analysis does not show reductions in crime, but where other positive results are anticipated.

Recommendations

Establishment of Capacity to Track Data

As part of a comprehensive, long-term effort to reduce gang violence, we believe that the Advancement Project's key recommendations should include both better data collection by existing agencies as well as the establishment of a new research institute to support the City in developing more precise measures of gang violence. Without better data on gang crimes and their disposition, it is difficult to accurately compute the costs of gang violence, and therefore determine which agencies are most heavily affected. As discussed above, we found this to be a significant problem in our analysis and were forced to apply the estimates or assumptions of one agency to a number of agencies that do not keep track (or do not make available) these types of statistics.

Similarly, it is difficult to determine the best mix of investments to reduce crime without independent and rigorous analysis of programs and their results. The gang phenomenon in Los Angeles is without precise parallel elsewhere in the country. We assume in this analysis that programs that reduce juvenile criminality will work as well in Los Angeles as they do in other urban settings, but the analysis of programs in other cities must be buttressed by rigorous analysis of anti-crime initiatives in Los Angeles.

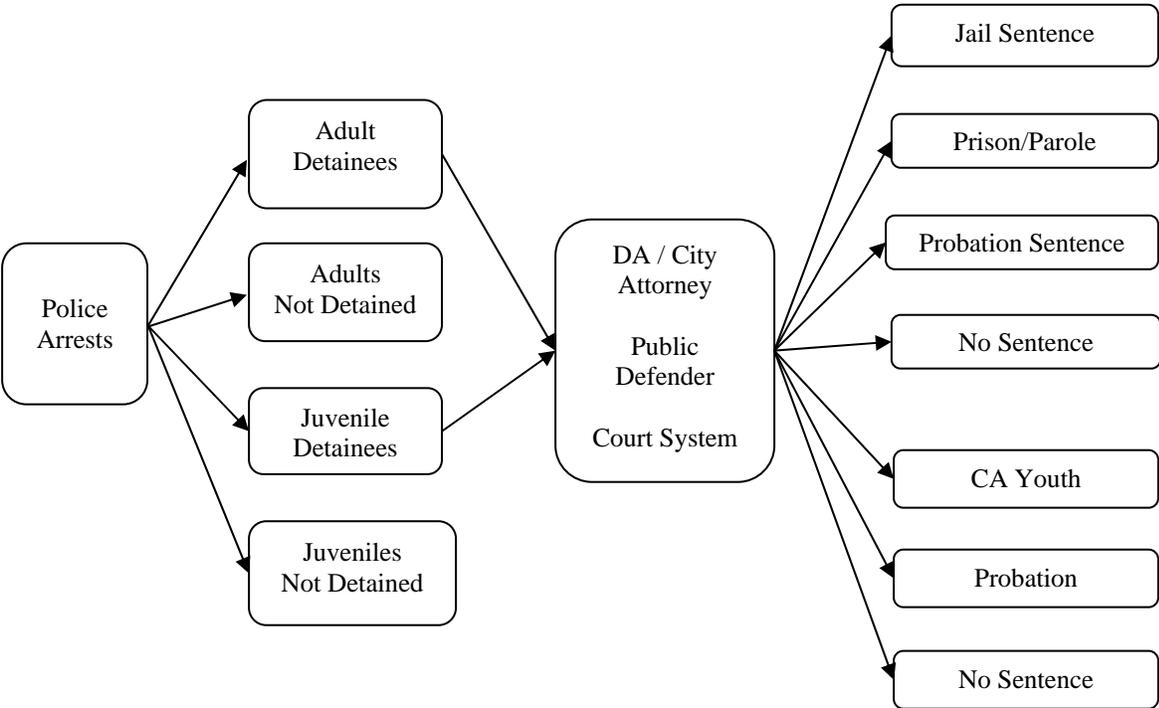
A new institution should replicate the Washington State Institute of Public Policy's trail-blazing work in the cost-benefit analysis of anti-crime programs. It might be situated in a university setting, or alternatively, could be a free-standing nonprofit. In either case, it should have a multi-year commitment of start-up funding from the City and County of Los Angeles, and should be free to seek additional support from foundations and federal agencies. A quick estimate suggests that base costs might total as much as \$1 million a year during its startup period, and long-term support of perhaps half that amount might be required on a continuing basis. We think the return on this investment will be very high indeed.

Simultaneously, however, is crucial to pay attention to definitions of gang involvement and to who is gathering and managing this data, as there exists a gray area between what counts as a “gang crime” and crime that is committed by someone who might be loosely gang-involved or gang-affiliated. It is apparent that each agency is defining “gang-involvement” differently, particularly as it relates to the classification of gang members under their respective watch. There are important questions to be answered about the categorization of gang crimes, especially in light of gang enhancement laws and the potential increase in gang involvement after a period of incarceration. We urge the Advancement Project to proceed carefully in this area and remain cognizant of the current political focus on incarcerating gang members.

Next Steps

How can these findings best be used to justify and secure funding for a comprehensive approach to gang violence in Los Angeles? We recommend that you start this process by having discussions with budget officials at the City and County levels, who will have to understand and agree with the methodology behind the analysis in order to use it to justify investments in cost-saving programs. You should use this opportunity to not only integrate their comments and feedback into the analysis, but also to discuss how they can plan for upcoming budget cycles by implementing programs that have demonstrated taxpayer savings. If resources allow, Vera would be happy to take part in these meetings or work with the Advancement Project to prepare beforehand. You should also begin a process of getting State officials to realize the potential payoffs of investing in local gang initiatives.

Appendix A: Criminal Justice System Flow



Appendix B: LAPD Citywide Gang Crime Summary, December 2005⁴²

LOS ANGELES POLICE DEPARTMENT Citywide Gang Crime Summary
DECEMBER 2005

The gang crime totals were prepared by the Area Gang CAD units and this report was compiled by Special Operations Support Division.

Gang-Related Crimes

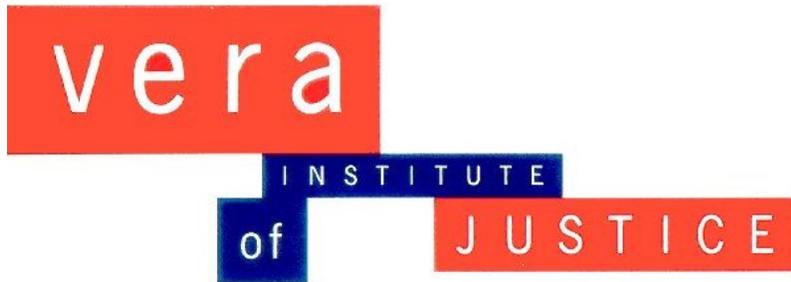
CRIME	CATEGORY	THIS MONTH	LAST MONTH	YR-TO-DATE	LAST YTD	% CHG LAST YTD	SYR AVERAGE	% CHG TO SYR AVERAGE
1	Homicide	9	16	244	293	-16.7	298.6	-18.3
2	Attempt Homicide	32	72	579	719	-19.5	723.0	-19.9
3	Felony Assault	170	166	2620	2625	-0.2	3049.2	-14.1
4	* Attacks on Police Officers	11	8	75	61	23.0	93.8	-20.0
5	Robbery	162	184	2015	2339	-13.9	2631.0	-23.4
6	Shots Inhabited Dwell	13	10	191	189	1.1	262.8	-27.3
7	Kidnap	3	3	53	44	20.5	61.0	-13.1
8	Rape	5	4	32	37	-13.5	46.0	-30.4
9	Arson	0	0	6	2	200.0	4.4	36.4
10	** Witness Intimidation	39	51	642	755	-15.0	776.8	-17.4
11	Extortion	0	2	16	20	-20.0	15.4	3.9
12	Carjacking	12	15	146	119	22.7	165.6	-11.8
	TOTAL	456	531	6619	7203	-8.1	8127.6	-18.6

⁴² LAPD online statistics. http://www.lapdonline.org/crime_maps_and_compstat/content_basic_view/24435 (1 December 2006).

Appendix C: CPI-U, West Region, all items⁴³

		% change	Adjustment Factor
1985	108.00	84.1%	1.841
1986	110.50	79.9%	1.799
1987	114.30	73.9%	1.739
1988	119.00	67.1%	1.671
1989	124.60	59.6%	1.596
1990	131.50	51.2%	1.512
1991	137.30	44.8%	1.448
1992	142.00	40.0%	1.400
1993	146.20	36.0%	1.360
1994	149.60	32.9%	1.329
1995	153.50	29.5%	1.295
1996	157.60	26.1%	1.261
1997	161.40	23.2%	1.232
1998	164.40	20.9%	1.209
1999	168.90	17.7%	1.177
2000	174.80	13.7%	1.137
2001	181.20	9.7%	1.097
2002	184.70	7.6%	1.076
2003	188.60	5.4%	1.054
2004	193.00	3.0%	1.030
2005	198.80	N/A	N/A

⁴³ United States Department of Labor Bureau of Labor Statistics, “Consumer price indexes.”
 <<http://www.bls.gov/cpi/home.htm>> (29 November 2006).



Cost-Benefit Analysis: Next Steps

Megan Golden and Jena Siegel, Vera Institute of Justice

As you requested, this memo outlines additional steps for the City to take moving forward. These steps are meant to complement the “Recommendations” section of our recent Cost-Benefit Analysis memo.

Make Sure Budget Officials Agree with Analysis

- Review calculations and methods and make adjustments as necessary based on feedback from budget officials
- Research and select potential programs or changes to current programs that have been shown to reduce gang activity, are needed in neighborhoods with high rates of violence, and are also cost effective; these should be heavily influenced by the Advancement Project’s findings and the cost-benefit analysis

Develop Projected Budget For New Programs

- Develop expense budget to implement proposed gang reduction programs or oversight body. Include budget for first year and start-up expenses, as well as budget for fully implemented program
- Come up with five-year budget projections of expenditures and savings; presumably the expenditures will initially exceed the savings, but over time, the savings should surpass the costs
- Identify City agencies in which the programs will be located and potential funding streams; work with the agency heads to move forward with planning
- Work with budget officials, the Mayor’s Office, and the City Council to include program costs in the City budget for the upcoming year

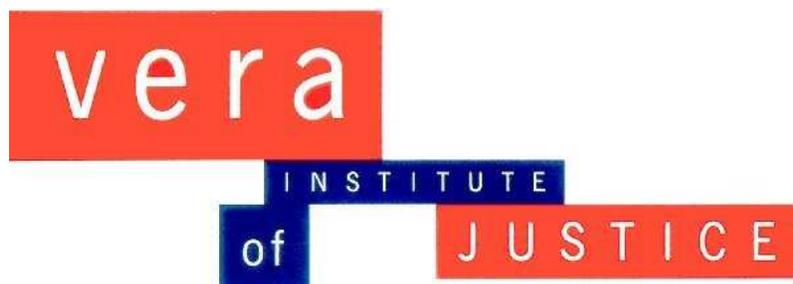
Meet With County and State Officials

- Develop strategic plan to approach County and State budget officials and representatives to discuss the potential payoffs of investing County and State money in LA City gang initiatives. This will likely include many of the steps discussed above, including

reviewing and adjusting the methods for the cost-benefit analysis based on feedback from budget officials

Develop Tracking Mechanisms

- Begin the process of developing mechanisms to track data on gang violence that were incomplete or difficult to obtain in the current cost analysis; this may result in the City issuing an RFP for consulting and/or research services to conduct a more in-depth cost analysis at this point or in the future, or may take the form of establishing a more formal capacity or body to collect this data



Date: September 22, 2006

To: Susan Lee, Advancement Project

Subj: Phase II Deliverable

From: Megan Golden and Jena Siegel, Vera Institute of Justice

In Phase II, Vera researched governmental and non-governmental funding streams to determine possible sources of funding for a comprehensive approach to reducing gang activity and violence in the City of Los Angeles. Vera also researched eight jurisdictions around the country to learn about how cities leverage federal, state, local, and private funding to develop, implement, and maintain anti-gang programs. The jurisdictions we chose to examine were Chicago, Oakland, Dallas, Minneapolis, Boston, Miami, Philadelphia, and Washington, D.C. This research builds on and complements the research conducted by the Bronner Group in Phase I.

In the memo that follows, we describe our findings and recommend strategies to identify and secure funding. In Part I, we report on our research on federal and foundation funding streams and discuss the potential for reprogramming some of these resources. In Part II, we explore how other jurisdictions have utilized these funding streams, as well as other creative funding mechanisms, to support their anti-gang efforts.

Along with Bronner's findings concerning government structures and David Marquez's analysis of city, country, and state funding streams, we hope that the strategies discussed in this memo will be helpful in developing a comprehensive strategy to secure funding for a new approach to gang reduction in Los Angeles.

Part I: Federal and Foundation Funding Streams

Federal funding for anti-gang programs

Options for maximizing federal funding

Three main options for effectively leveraging federal funding emerged from our research:

- Coordinate the available formula and discretionary funds for local law enforcement and juvenile justice, and focus those funds on anti-gang efforts;
- Explore and tap federal funds for youth development, and direct those funds to gang-prevention programming by taking an active approach with federal funders; and
- Pursue congressional earmarks.

Attorney General Alberto Gonzales this February announced the Department of Justice's comprehensive anti-gang strategy focusing on collaboration, prosecution, prevention, enforcement, and reentry. This is a good time to tap the federal government's funding for anti-gang programming.

Coordinating federal law-enforcement funding

Federal funds available to local law enforcement for anti-gang programs can be organized into three categories: (1) general crime control assistance to state and local governments, (2) targeted anti-gang assistance to state and local governments, and (3) youth-gang suppression, intervention, and prevention. A great deal more money is allocated to general crime control than to the other categories.

General funding that may be applied to anti-gang programming generally comes in the form of formula-based block grants that allow some degree of local discretion in establishing spending priorities. Targeted funding generally comes through discretionary, competitive grant awards, and must be applied to anti-gang programming.

The trend in Congress for the past few years is toward reduced funding of local law enforcement agencies through general block grants. Since 2001, funds formerly allocated to standard policing and anti-crime programs have been shifted to counter-terror programs.

There has also been a trend toward earmarking federal violence-prevention funds for specific programs or agencies. For example, while Congress appropriated about \$12 million a year for discretionary grants to address youth gang issues in the mid-1990s, that amount has decreased in each succeeding year. As congressional earmarking increased, allocations to the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) decreased, until in 2003 the budget line-item for anti-gang efforts was eliminated entirely.

This section first gives an overview of general federal funding for law enforcement, then describes targeted gang-suppression and gang-intervention funding, then describes youth gang

and delinquency-prevention funding. At least some general crime control funds can be used for a range of gang prevention and intervention activities, so coordinating with law enforcement agencies to make maximum use of those funds in implementing the comprehensive strategy is one potentially useful approach. Targeted gang-related funding for adults tends to be allocated to specific programs (e.g. Project Safe Neighborhoods), which should be part of the comprehensive strategy. Funding for youth gang programs and delinquency prevention has decreased substantially in recent years so may not be the source of significant funds, but the Justice Department has developed and invested in a clear model for developing and administering youth gang prevention strategies which is similar to the approach that the Advancement Project is developing. Showing that the City is using that model in applications for funding will help Los Angeles in its efforts to secure funds, to the extent any are available.

General Law-Enforcement Funding

The Justice Assistance Block Grant program (JAG) is the primary vehicle for federal funding of local law-enforcement agencies. The JAG grants consolidated and replaced the former Local Law Enforcement Block Grants, Edward G. Byrne Formula Grants, and COPS Hiring Grants, and reduced overall federal spending on law-enforcement block grants. All localities with gang problems use some chunk of their JAG funds for gang suppression and intervention, but the exact size of that chunk is difficult to determine. Los Angeles receives what appears to be the maximum amount of federal money awarded according to the formulas.¹ Localities that receive law-enforcement block grants have fairly broad authority to spend that money to plan and implement programs to meet local needs.

In Table 1, Los Angeles is compared with the eight other largest cities in the US, listed in descending order by population, regarding federal formula funding for law enforcement. In 2001, Congress appropriated \$418 million to the Local Law Enforcement Block Grants; by 2004, that number had dropped to \$115 million, and in 2006 the LLEBGs were folded into the Justice Assistance Grants.

Table 1: Federal JAG allocations to the largest US cities

	Combined 06	City 06	County 06	Combined 05
New York	\$4,794,817	\$4,794,817	\$0	\$8,676,071
Los Angeles	\$3,912,329	\$3,372,125	\$540,204	\$6,665,048
Chicago	\$3,419,443	\$3,191,648	\$0	\$6,293,215
Houston	\$2,062,127	\$1,653,014	\$409,113	\$3,341,531
Philadelphia	\$1,801,657	\$1,801,657	\$0	\$3,141,530
Phoenix	\$1,022,169	\$662,752	\$0	\$1,845,696
San Diego	\$574,893	\$484,841	\$90,052	\$957,751
San Antonio	\$638,843	\$606,863	\$31,980	\$1,117,297
Dallas	\$1,404,761	\$1,189,398	\$0	\$2,393,527

¹ US Department of Justice. Bureau of Justice Assistance. *FY 2006 Justice Assistance Grant (JAG) Program: Variable Passthrough (VPT) Percentages*, available at <http://www.ojp.usdoj.gov/BJA/grant/06JAGvpt.pdf>

Targeted Gang-Suppression and -Intervention Funding

Earlier this year Attorney General Alberto Gonzales announced that six sites, among them Los Angeles, would be designated to receive \$2.5 million each to implement the DOJ's Comprehensive Anti-Gang Initiative. (The other sites are Tampa, Milwaukee, Cleveland, Dallas/Fort Worth, and the "222 Corridor" in east-central Pennsylvania.)² The Initiative is headed up by the United States Attorney General to implement the combined prevention (\$1 million), law-enforcement (\$1 million), and offender re-entry (\$500,000) approaches. LA will be targeting these resources in the southeast part of the county, where the gang problem is thought to be the worst.

The federal government is strongly interested in addressing gang problems through collaboration between federal, state, and local law enforcement agencies, and that interest is embodied in the Comprehensive Anti-Gang Initiative. The US Attorney for each site will take a lead role in coordinating law enforcement with prevention efforts by organizing "a summit of law enforcement and community leaders to discuss best practices, identify gaps in services, and create a prevention plan to target at-risk youth within their individual communities."³ That coordination role could serve as a model for obtaining federal funding for anti-gang efforts in the future.

In the past, LA has received significant federal law-enforcement money for anti-gang programs. The major programs that include funds usable for anti-gang initiatives are Weed and Seed, Project Safe Neighborhoods, and Gang Reduction Education and Training (GREAT).

- Weed and Seed

The DOJ's Community Capacity Development Office now oversees the Weed and Seed program, and describes Weed and Seed as "a strategy—rather than a grant program—that aims to prevent, control, and reduce violent crime, drug abuse, and gang activity in designated high-crime neighborhoods across the country."⁴ The CCDO funds more than 300 Weed and Seed sites around the country. In 2004, the most recent year for which site-specific allocation information is available, three community groups in Los Angeles (Central American Resource Center, Gwen Bolden Youth Foundation, and LAPD Explorer Post) each received \$225,000 continuation grants (the maximum allocated), and one group (LAPD Southeast Explorer Post) received a \$50,000 program support grant.⁵ In fiscal year 2006, the maximum Weed and Seed award was \$175,000.

² US Department of Justice. *Fact Sheet: Department of Justice Initiative to Combat Gangs. February 15, 2006*, available at http://www.usdoj.gov/opa/pr/2006/February/06_opa_082.html (last visited September 15, 2006)

³ *Id.*

⁴ US Department of Justice. Office of Justice Programs. Community Capacity Development Office. *Weed & Seed* page, available at <http://www.ojp.usdoj.gov/ccdo/ws/welcome.html> (last visited September 15, 2006)

⁵ US Department of Justice. Office of Justice Programs. *California FY 2004 OJP, OVW, and COPS Grants Listed Alphabetically by City*, available at <http://www.ojp.usdoj.gov/fy2004grants/map/ca.htm> (last visited September 15, 2006)

- Project Safe Neighborhoods

PSN is a federal grant program that “brings together federal, state and local law enforcement and communities in a unified effort to reduce gun crime across America.”⁶ In February 2006, the Department of Justice announced it would “dedicate \$30 million in grant funding to support new and expanded anti-gang prevention and enforcement efforts” under the PSN program.⁷ In 2006, Central California was awarded \$1,018,901 under the PSN anti-gang initiative; the original award was reduced by 30% when LA received the \$2.5 Comprehensive Anti-Gang Initiative money described above. Because of the amount of anti-gang money awarded to Los Angeles, the district became ineligible to receive general PSN funds.

- GREAT in LA

In 2006 the City of Los Angeles received \$250,000 in GREAT funding for the LAPD to offer an anti-gang curriculum in the schools.

Table 2 compares Los Angeles’ Weed and Seed, general PSN, PSN anti-gang, and GREAT allocations with those of other large cities. Unlike the formula grants compared in Table 1, these are all discretionary and competitive grants, so the amounts awarded correspond to the number and quality of applications submitted by each jurisdiction.

Table 2: Federal anti-gang program allocations to cities

		PSN 06*	PSN Anti-gang 06**	GREAT 06	W&S 04***
1	New York	\$208,309	\$388,217	\$0	\$2,142,150(3)
2	Los Angeles	\$0 (ineligible)	\$1,018,901	\$250,000	\$500,000(3)
3	Chicago	\$240,100	\$641,579	\$143,245	\$225,000(1)
4	Houston	\$178,023	\$749,538	\$259,792	\$655,000(3)
5	Philadelphia	\$222,388	\$314,159	\$250,000	\$1,275,000(3)
6	Phoenix	\$94,112	\$626,777	\$250,000	\$225,000(1)
7	San Diego	\$0 (no request)	\$289,010	\$0	\$0
8	San Antonio	\$140,841	\$545,996	\$0	\$0
9	Dallas	\$0 (no request)	\$463,818	\$0	\$225,000(1)

* Allocations are by federal judicial district

** Los Angeles, Philadelphia, and Dallas each received an additional \$2.5 million under the Comprehensive Anti-Gang Initiative

*** Amount is followed by the number of sites receiving funding

⁶ US DOJ *Fact Sheet*, note 2

⁷ *Id.*

In addition, Congress has appropriated \$10 million to the Federal Bureau of Investigation for the current fiscal year to develop a National Gang Intelligence Center and gang information database.⁸ The Center and database will rely on local law-enforcement agencies, and will support those agencies by providing intelligence on local gangs. California has a similar database, CalGang, which is supported by state funds.⁹

Youth Gang and Delinquency-Prevention Funding

Like law-enforcement funding for anti-gang programs, federal youth-gang funding is both general and targeted. The DOJ's Office of Juvenile Justice and Delinquency Programs (OJJDP) administers both funding streams.

The general federal grants for juvenile justice primarily are delivered through Juvenile Accountability Block Grants, previously known as the Juvenile Accountability Incentive Block Grants. Title V of the JABG program directs funds to crime-prevention programs; these are known as Community Prevention Grants. The JABG program is administered on the federal level by OJJDP, in California by the Corrections Standards Authority, and in Los Angeles City by the Mayor's office. JABG funds can be used for anti-gang programming: in FY06 the City received \$1.4 million to carry out two programs, the LA Bridges Gang Prevention and Intervention Program and the Mayor's Restorative Justice Initiative. Coordinating with entities eligible for JABG funds and focusing on gang-prevention programs would be a useful strategy for Los Angeles.

In funding specific to youth gang prevention, the OJJDP has for a number of years developed and promoted a three-pronged strategy for combating youth gangs, involving suppression, intervention, and prevention. Suppression involves coordinated law-enforcement efforts, intervention is targeted at extremely high-risk youth (and involves coordination between law enforcement and community service providers), and prevention involves programs for youth exposed to a wide range of risk factors for gang membership. Prevention programs may not be specifically categorized as gang prevention programs.

The model also includes a two-tiered structure for coordinating the range of strategies. A steering committee, which is responsible for coordinating across strategies, includes representatives of multiple disciplines and levels of government. For each strategy, there is an operational team that includes the agencies that need to cooperate on that strategy (e.g. an enforcement team includes police, probation, parole, prosecutors). Those operational teams feed back information to the steering committee. Each program should collect data and base decisions on what evidence shows to work or not to work. The combination of this structure and

⁸ *Violence Against Women and Department of Justice Reauthorization Act of 2005*, Pub.L.No. 109-162, sec. 1107, 119 Stat. 3093 (January 5, 2006) (establishing and funding the National Gang Intelligence Center). Available from Thomas, <http://thomas.loc.gov/>

⁹ Despite the availability of this database, there is a great deal of skepticism about the quality of information about gang-related crime in California generally, and in Los Angeles particularly. See, e.g., California Legislative Analyst's Office, *Judiciary & Criminal Justice, 2002-2003*, p. D-53-D-54, available at http://www.lao.ca.gov/analysis_2002/crim_justice/crimjust_anl02.pdf, and "Tracking of gang-related crime falls short," *Los Angeles Times* p. A-1, January 24, 2003

the focus on data and analysis is supposed to create a process where decisions are made based on what will be most effective rather than based on political considerations.

Los Angeles was one of four pilot sites receiving funding for OJJDP's Gang Reduction Program in FY04. According to the NYGC, "[t]he primary goal of the GRP is to reduce youth gang crime and violence in targeted neighborhoods/communities through an integrated application of proven primary and secondary prevention, gang intervention, and suppression practices;" East LA was the target area.¹⁰ The law enforcement component of this program got started first and the other components have taken longer to get underway. No new grants for the Gang Reduction Program are available, and the Urban Institute's evaluation of the program is forthcoming. If that evaluation is favorable, perhaps GRP will be funded again and Los Angeles will be eligible for a continuation grant.

Now, the bulk of federal funding for prevention and intervention programs for youth at high risk of gang involvement goes to the Boys and Girls Clubs of America (BGCA) (discussed below) and to the National Youth Gang Center (NYGC). In 2006, \$85 million of the total of \$416 million allocated to JAG was earmarked for the BGCA for delinquency-prevention programs in collaboration with law enforcement. Coordinating with the BGCA in Los Angeles on gang-prevention funding is advisable.

The NYGC serves as a clearinghouse of information and assistance on youth gangs. OJJDP funds the NYGC to provide technical assistance and training to OJJDP-funded anti-youth-gang programs, particularly the Gang-Free Schools and Communities Program and the Gang Reduction Program. Los Angeles was not among the sites selected for the Schools program, and funding for Gang-Free Schools is limited to continuation money for the original four sites.

Coordinating the general and gang-specific funds, directing them toward gang-prevention efforts, and developing processes that enable law-enforcement agencies to work effectively with gang-prevention program providers is the OJJDP's main strategy for fighting youth gangs. A strategy for maximizing federal youth-gang funding in LA should to the extent possible adhere to the national model OJJDP developed, by beginning with an analysis of how current dollars are being spent, by having a two-tiered structure to coordinate efforts across agencies, and by integrating suppression, intervention, and prevention.

Tapping youth-development funds

Another promising strategy for obtaining federal funding for L.A.'s new approach is to seek federal youth-development funds that can be used for gang violence prevention. The prevention prong of the federal government's comprehensive strategy involves programs for youth exposed to a wide range of risk factors for gang membership. Many prevention programs are not specifically categorized as gang prevention programs, but more generally as programs designed to reduce youth crime. Thus, prevention programs can fit into both the city's gang violence prevention strategy and various federal agencies' youth development funding agendas.

¹⁰ Institute for Intergovernmental Research. National Youth Gang Center. *Gang Reduction Program* page, available at <http://www.iir.com/NYGC/grp.htm> (last visited September 15, 2006)

Earlier this year the America's Promise Alliance, a partnership of corporations, nonprofit service organizations, policy makers, advocacy organizations, and faith groups engaged in youth development work, published a *Guide to federal resources for youth development*.¹¹ The compilers identified a number of federal grant programs that either (1) include youth gang members or potential gang members among the populations served by the programs, or (2) include reducing juvenile delinquency or gang participation among the programs' goals.

Some of these programs currently are in operation in Los Angeles, and all of them could be operated in Los Angeles. Programs identified in the *Guide* with no apparent presence in LA (based on web research) are listed below. Please see Appendix A for funding information on selected programs.

Education Department, Office of Safe and Drug-Free Schools
Safe Schools/Healthy Students Initiative
<http://www.ed.gov/programs/dvpsafeschools/index.html>

Education Department, Office of Elementary and Secondary Education
Migrant Education Even Start
<http://www.ed.gov/programs/mees/index.html>

Education Department, Office of Safe and Drug-Free Schools
Life Skills for State and Local Prisoners Program
<http://www.ed.gov/programs/lifeskills/index.html>

Education Department, Office of Elementary and Secondary Education
School Dropout Prevention Program
<http://www.ed.gov/programs/dropout/index.html>

Education Department, Office of Elementary and Secondary Education
Improving Literacy through School Libraries
<http://www.ed.gov/programs/lsl/index.html>

Health and Human Services, Office of Minority Health
Family and Community Violence Prevention Program
<http://www.omhrc.gov/templates/content.aspx?ID=2745>

Justice Department, OJJDP
Gang-Free Schools and Communities
<http://www.ojjdp.ncjrs.gov/programs/ProgSummary.asp?pi=6&ti=&si=&kw=&PreviousPage=ProgResults>

¹¹ America's Promise Alliance. *Guide to federal resources for youth development*. Available at <http://www.americaspromise.org/uploadedFiles/AmericasPromise/Resources/Publications/Federal%20Funding%20Guide.pdf> (last visited August 23, 2006)

Although the grants programs may be targeted to youth-gang prevention, many of the programs serve other needs of youth. The 4H program (the USDA Cooperative Extension Service's program for youth), for example, offers programs in LA, but the programs are not targeted toward gang prevention. Programs identified in the *Guide* currently operating in LA are listed below.

Agriculture Department, Cooperative Extension Service
4H Youth Development
University of California
<http://celosangeles.ucdavis.edu/youth/>

Agriculture Department, Cooperative Extension Service
Children, Families, and Youth at Risk
University of California
<http://groups.ucanr.org/cyfar/index.cfm>

Corporation for National and Community Service
AmeriCorps and Vista
Numerous AmeriCorps programs in Los Angeles
http://www.nationalservice.gov/state_profiles/pdf/CA_AC.pdf

Corporation for National and Community Service
Learn and Serve America
Cal State LA, LA Unified School District, UCLA
http://www.learnandserve.gov/about/role_impact/state_profiles_detail.asp?tbl_profiles_state=CA

Corporation for National and Community Service
Retired and Senior Volunteers Program (RSVP)
Los Angeles (City) Recreation and Park RSVP
<http://www.laparks.org/dos/senior/seniervolunteer.htm>

Education Department, Office of Safe and Drug-Free Schools
Mentoring Program
Los Angeles Unified School District
<http://www.ed.gov/programs/dvpm/mentoring/index.html>

Education Department, Office of Safe and Drug-Free Schools
Safe and Drug-Free Schools National Program
Los Angeles Unified School District
<http://www.cde.ca.gov/fg/aa/ca/consolapp.asp>

Education Department, Office of Elementary and Secondary Education
Elementary and Secondary School Counseling Discretionary Grants
Los Angeles Unified School District
<http://www.ed.gov/programs/elseccounseling/awards.html>

Health and Human Services, SAMHSA
Comprehensive Community Mental Health Services Program for Children and their Families
LA County Integrated Service System of Infants, Preschoolers, and Families
<http://www.systemsofcare.samhsa.gov/ResourceDir/ComprehensiveCommunity/ComprehensiveCalifornia.aspx>

Health and Human Services, Administration for Children and Families
National Youth Sports Program
California State University, Los Angeles
<http://www.acf.hhs.gov/programs/ocs/dcdp/nysp/index.html>

Housing and Urban Development, Community Planning and Development
YouthBuild
Los Angeles Conservation Corps
<http://www.lacorps.org/>

Justice, Labor, and HHS
Serious and Violent Offender Reentry Initiative
Young Offender Initiative: Reentry Grant Program
Going Home – Los Angeles (currently excludes identified gang members)
http://www.reentry.gov/sar/pdf/wp1_ca.pdf

In sum, one fruitful strategy may be to work actively with federal funders of youth-development programs to get federal support for components of LA's comprehensive strategy, under the more general rubric of youth development. Coordinating with community-based organizations that provide alternatives to gangs and crime-prevention programming to tap new sources of federal funding also will help maximize these funds in Los Angeles. Rather than waiting for grant notices to appear, the City should begin discussions with the federal offices that oversee youth development funding about Los Angeles's new comprehensive strategy and where the components of the strategy intersect with the office's interests to determine whether additional funds can be provided to the City.

Pursuing congressional earmarks

As noted above, earmarks have increased in number and dollar amount while congressional appropriations to block grants and discretionary awards have been declining in recent years. Federal spending on anti-terrorism programming has supplanted spending on ordinary law enforcement and on human services programming that might reduce gang crime by offering alternatives to youth.

California received federal earmarks for anti-gang programming in 2006, including \$1 million for the pilot Gang Suppression Enforcement Team in the Attorney General's Bureau of Narcotics. A number of California cities also received anti-gang funding through earmarks,

according to Youth Today.¹² Persuading members of Congress to insert gang-prevention funding for Los Angeles into an appropriations bill could be a profitable strategy.

One particular source of earmarking is the Byrne Discretionary Grant program. While the Byrne Formula Grants were not funded in 2006, the Byrne discretionary grant program is still in existence, consisting in 2006 of direct earmarks and funds from the Department of Defense supplemental act.¹³ The discretionary grants were funded at \$191.7 million this year.

However, there are a few cautions about pursuing earmarks: First, earmarking generally is not considered “good government.” Second, this request would have to fit into the city’s legislative agenda, which doubtless includes a host of other Congressional priorities. Finally, earmarking cannot be considered a sustainable funding strategy.

State funding for anti-gang programs

David Marquez earlier produced a thorough review of state funding for Los Angeles’ anti-gang efforts. One change in funding since David’s report is contained in the recently-enacted appropriations bill. Over the objections of the Legislative Analyst’s Office (LAO),¹⁴ the legislature supplemented the state Department of Justice budget by \$6.5 million to add four new Gang Suppression Enforcement Teams (GSETs) to the original one, which is housed in the Attorney General’s Bureau of Narcotics enforcement. Next year the DOJ wants to add two more teams, resulting in a \$10 million program with fifty full-time permanent positions.

The original GSET was a pilot program funded by a \$1.1 million federal grant. “The pilot GSET program has been used throughout the state to uproot street gangs that have either taken over a significant portion of a community or capture specific gang members that have committed a particularly heinous crime,” according to an Assembly Budget Committee report.¹⁵ Whether one of the new teams will be based in Los Angeles is not clear yet, but it seems likely.

¹² Youth Today, *Selected 2006 Congressional Earmarks*, available at http://www.youthtoday.org/youthtoday/feb06/Earmarks_2006.xls

¹³ US DOJ Bureau of Justice Assistance. *Bureau of Justice Assistance (BJA): FYs 2002-2006 Appropriations*, available at <http://www.ojp.usdoj.gov/BJA/funding/06BJAfdg.pdf>

¹⁴ California. Legislative Analyst’s Office. *Analysis of the 2006-2007 Budget Bill, Judicial and Criminal Justice Chapter*, p. D-25, available at http://www.lao.ca.gov/analysis_2006/crim_justice/crimjust_anl06.pdf

¹⁵ California. Assembly. Budget Subcommittee Number 4 on State Administration. *Agenda: Items to be Heard*, April 19, 2006, p. 12, available at www.assembly.ca.gov/acs/committee/c22/hearing/april%2019%20%202006%20-public-jn.doc

Foundation Funding for Anti-Gang Programs

Key Points and Recommendations

- Foundations are not reliable as the sole or primary sources of ongoing project funding over the long term, but can be extremely helpful as a source of planning or capacity building money.
- Foundations tend to support projects that are innovative, address areas of great need, produce visible and tangible results, and are sustainable.
- This is an opportune time for Los Angeles to approach foundations for support of a comprehensive gang initiative given the wide-spread recognition of the gang problem, the political and community support behind implementing a new approach, and the City's commitment to basing the initiative on empirical evidence and best practices.
- While there are only a small number of foundations that directly support "anti-gang initiatives," Los Angeles may be able to interest other foundations by framing the problem as a community, public health, criminal justice, or juvenile delinquency issue.

Overview

While foundation support usually is not enough to entirely support a long-term strategy, like the one proposed by the Advancement Project, foundation funding can be a useful and often essential addition to other funding streams. Jurisdictions across the country struggling with gang problems use foundation funding to launch projects, support ongoing program development, train staff, evaluate a program's performance, and institutionalize reforms on a broad scale.

Foundations aim to fund initiatives that are innovative, that are sustainable, that produce visible results, and that are receiving funding from other foundations or government partners. Most foundations are interested in funding programs but do not want to fund core services indefinitely; rather, they often prefer to fund programs or services that will eventually be self-sustaining.

Instead of looking to foundations for significant ongoing support, a better tactic for the City of Los Angeles may be to apply for foundation funding to launch the strategy, and then rely more heavily on government funding sources to maintain the strategy. For example, a foundation might take interest in giving a large amount of support (millions of dollars) over four years in the form of seed money, which could be largest in its first year and trail off over the course of the following three years. This would enable the foundation to take part in the creation and launching of an innovative strategy or program, and also to invest its money in building the capacity of the community to implement and maintain the program. Playing this role appeals to foundations looking to engage in a shared commitment to make a difference in the lives of children, communities, and the justice and health care systems.

The types of things that could be paid for with large seed grants include: developing research designs and collecting baseline data; developing a set of performance measures for each segment of the strategy; designing, building, and implementing a management information system that supports front-line work, performance measurement, and evaluation; developing and

implementing training for staff; piloting specific programs and new strategies; and planning and developing pilot protocols for fostering cooperation between key players.

Strategies

LA's Pitch

Developing a strategy for approaching foundations is crucial, and Los Angeles is currently well-positioned to make a strong case to garner foundation support for the development of a comprehensive gang strategy for the City. In applying for funding, this is an important moment of opportunity: Los Angeles has a great need for new strategies, the necessary political support and government funding, the involvement of many key players, and the desire to build a program founded on evidenced-based practices.

First, there is a great need for services and coordination. The gang problem in Los Angeles is nationally recognized as a major problem that needs new solutions. Many existing governmental and community-based programs target gang members, but their effectiveness has been hampered by a lack of comprehensive and coordinated strategies based on empirical evidence and best practices.

Second, there is currently political support at the local level for anti-gang endeavors. The City government's investment of a half-million dollars in the planning process undertaken by the Advancement Project is an indication of their commitment to invest in new solutions. This support is crucial to move forward because a successful comprehensive approach relies on the backing and cooperation of the City. In addition, this makes the proposal appealing to foundations that are interested in funding projects that are self-sustaining and supported in part by the government.

Third, many key players in addition to government agencies are already involved in the planning process and are committed to rethinking how the City should handle gang activity. These key players work in all different areas of the system and can create an approach to gang violence that is far-reaching and multi-faceted. The Advancement Project alone has gathered together researchers, community group and nonprofit leaders, consultants, and experts in crisis intervention, gang violence reduction, and community organization. A proposal should list those involved and get letters of support from the key players.

Finally, the City has demonstrated commitment to develop an approach based on empirical evidence and best practices. By examining the strengths and weaknesses of current programs in Los Angeles, by developing an understanding of best national practices in reducing gang violence, and by researching funding strategies and government structures in jurisdictions around the country, the Advancement Project will be proposing an approach that relies on the most effective, tangible, and affordable national and local practices.

Selecting Foundations

Selecting foundation that might be interested in funding gang reduction strategies requires strategic thinking because few foundations directly state that they fund anti-gang initiatives. Instead, foundations that are interested in helping at-risk youth, building safer communities, and supporting more general anti-violence programs may be good funding partners. In addition, brainstorming creative ways to frame the gang problem can open up new funding streams that might not be otherwise apparent. For example, thinking about gang violence as a public health issue opens up public health funding streams. This strategy is currently used to support gang programs in cities including Chicago, Oakland, Philadelphia, and Minneapolis.

Although having many foundation supporters can be useful, securing one or two large grants for capacity building will be more efficient than gathering many smaller grants. Administering small grants can require significant attention and resources that could otherwise be spent implementing the new strategy. Another helpful strategy is to identify potential funders and start developing relationships with contacts at those foundations, since blind proposals are unlikely to be successful. The City of LA and the Advancement Project should schedule initial meetings with these contacts to explain the initiative and gauge the interest of the foundations. These meetings will help the City tailor the proposal to the interests of each foundation to increase the possibility of securing funding. These meetings can be held before the final proposal is finished, as this process of developing relationships takes time.

Vera conducted preliminary research on large foundations that might be interested in funding LA's comprehensive anti-gang initiative. We selected five foundations that fit well with the aim of the project: the Ford Foundation, the California Endowment, the California Wellness Foundation, the JEHT Foundation, and the Allstate Foundation. This is only a snapshot of the many foundations whose program interests align with the goals of this initiative. We have not made contact with these or other foundations yet, but can do so in Phase III if the Advancement Project determines it will be useful.

- Ford Foundation
<http://www.fordfound.org/>

Areas of Interest: The Foundation's goals are to strengthen democratic values, reduce poverty and injustice, promote international cooperation, and advance human achievement. Grants are made primarily within three broad categories: knowledge, creativity, and freedom; asset building and community development; and peace and social justice. The Foundation might be interested in funding LA's comprehensive gang reduction strategy under either the second or third program area.

Specifically, the Ford Foundation has funded programs that reduce youth crime and violence, especially by developing and revitalizing communities in urban areas. This has been achieved through cooperation with local law enforcement authorities as well as through community-based initiatives to intervene with those prone to gang involvement. Past recipients include New York, Los Angeles, and Chicago.

The Ford Foundation seeks to fund programs and strategies that are developed and implemented by partnerships among government, non-profits and community groups, and businesses. The collaboration between these groups in Los Angeles makes the City a good applicant for funding from Ford.

Types of Funding: The Ford Foundation gives money for general/operating support, management development and capacity building, program development, program evaluation, research, seed money, and technical assistance.

Total grant amounts and relevant awards: The Ford Foundation gives over \$500 million in grants each year, both in the United States and internationally. In the last two years, the Ford Foundation has funded gang research and reduction programs in Mexico and Central America as well as many programs for at-risk youth around the world. Ford has funded multiple projects at the Vera Institute and the Advancement Project, D.C.

Application Process: Unsolicited letters of inquiry are accepted and the Foundation reviews applications all year.

- The California Endowment
www.calendow.org

Areas of Interest: The California Endowment works to expand access to quality healthcare for underserved communities and individuals with the following three goals: increasing access to health, creating culturally competent health systems, and improving community health and eliminating health disparities. Historically, the Endowment has not directly funded anti-gang or anti-violence programs, but they provide a substantial amount of support to programs addressing health issues in California. In particular, their “community health and elimination of health disparities” program area may be a good source of funding, as it seeks to eliminate disease and injury by focusing on social and physical environments that contribute to unhealthy behaviors. As discussed above, public health foundations should not be overlooked, and funding may be available, for example, for anti-gang programs that focus primarily on the effects of gang violence on public health.

Types of Funding: The Endowment grants awards for building/renovation, conferences/seminars, technical assistance, general/operating support, and program evaluation.

Total grant amounts: The Endowment gives over \$150 million annually in California and will award one, two, or three- year grants.

Application Process: The Endowment accepts unsolicited proposals throughout the year.

- California Wellness Foundation
<http://www.tcwf.org/>

Areas of Interest: The California Wellness Foundation funds programs that seek to build safer and healthier communities in the following eight areas: diversity in the health professions, environmental health, healthy aging, mental health, teenage pregnancy prevention, violence prevention, women's health, and work and health. More specifically, the Foundation seeks to fund projects that prevent youth violence and youth involvement in gangs through mentoring programs, gang intervention programs, reentry programs, and community or after-school violence prevention programs. While they do fund some intervention and treatment programs, they tend to focus on prevention. The Wellness Foundation also provides grants to organizations involved in leadership development for violence prevention. In addition, they set aside a certain amount of funding each year that is granted to innovative programs outside the core areas of interest.

Types of Funding: The Foundation provides grants for general/operating support, program development, program evaluation, research, and seed money, among others.

Total grant amounts and relevant awards: In recent years, the Foundation has given approximately \$40 million in grants per year, with individual grants ranging from approximately \$20,000 to about \$300,000 for a one-to-three-year period, although they also award larger grants at times. The Foundation has given several million dollars to anti-gang and violence reduction programs and research throughout the country and specifically in the Los Angeles area.

Application Process: The Foundation does accept unsolicited proposals. Initially, a letter of interest should be submitted, which will be followed by an invitation for a full-proposal. The review process is ongoing throughout the year.

- JEHT Foundation
www.jehtfoundation.org

Areas of Interest: The JEHT Foundation works closely with a variety of criminal justice reform efforts, including juvenile justice initiatives, correctional alternatives, and reentry strategies. The Foundation considers proposals that advance alternatives to incarceration as well as proposals that promote systemic change in criminal justice policies and practices. Two of their specific areas of focus are on reducing incarceration and recidivism without risk to public safety and redirecting resulting savings into programs serving at risk youth and adults. These areas of focus make the JEHT Foundation a good match for the initiative being proposed by the City of Los Angeles. In addition, the Foundation has a particular interest in funding programs and strategies in partnership with government and community coalitions that are committed to implementing major justice system reforms. Los Angeles has

commitments of program support and funding from the City government as well as many community groups who are interested in moving this strategy forward.

Types of Funding: JEHT gives grants for continuing support, general/operating support, management development/capacity building, program development, program evaluation, and research.

Total grant amounts: In recent years, the JEHT Foundation has given grants totaling approximately \$20 million per year and up to \$750,000 to individual projects, and has given money to both the Advancement Project and Vera in the past.

Application Process: The Foundation requires that a letter of inquiry be sent before a formal proposal is submitted, and grant decisions are made twice per year.

- Allstate Foundation

<http://www.allstate.com/Community/PageRender.asp?Page=foundation.html#>

Areas of Interest: The Allstate Foundation, a national foundation funded by subsidiaries of the Allstate Insurance Company, awards grants in three areas: Safe and Vital Communities; Economic Empowerment; and Tolerance, Inclusion, and Diversity. Under Safe and Vital Communities, the Foundation funds youth anti-violence programs and neighborhood revitalization/community capacity building initiatives. Under the Tolerance, Inclusion, and Diversity program, the Foundation supports programs teaching tolerance to youth, ending hate crimes, and alleviating discrimination. Currently, the Allstate Foundation is not doing gang-specific work in California, but seems to be a strong candidate for this type of work in the future.

Types of Funding: Allstate gives money for general/operating support and program development.

Total grant amounts and relevant awards: The Allstate Foundation gives over \$15 million annually in grants. In 2005, it gave \$400,000 to two national programs that promote community-based approaches to preventing crime (and specifically gang violence) among youth: the National Crime Prevention Council and the Injury Free Coalition for Kids.

Application Process: The Foundation reviews proposals throughout the year and does accept unsolicited proposals.

In addition to these five foundations, other foundations that might be interested in funding LA's comprehensive anti-gang strategy include:

- Ralph M. Parsons Foundation
- Irvine Foundation

- Mott Foundation
- Ahmanson Foundation
- Community Foundation Silicon Valley
- Stuart Foundation

We can provide additional information or make contact with these foundations in Phase III if it would be useful to the Advancement Project moving forward.

Part II: Lessons Learned From Other Jurisdictions

Introduction

In order to develop a more hands-on understanding of the ways that cities seek out, secure, and leverage different types of funding for anti-gang and anti-violence programs, Vera and the Bronner Group conducted research into the anti-gang efforts taking place in eight cities around the country. Vera and Bronner worked with the Advancement Project to identify cities that are implementing innovative programs or using innovative funding streams. The Advancement Project initially selected the following four cities: Oakland, Philadelphia, Boston, and Chicago. Vera and the Bronner group explored a number of jurisdictions and ultimately chose Dallas, Minneapolis, Miami, and Washington, D.C. as the remaining four cities, either because of their use of innovative strategies to address gang violence or because of the magnitude of their gang problem. Initially, Vera took the lead on the Chicago, Dallas, Minneapolis, and Oakland, and Bronner took the lead on Philadelphia, Boston, Miami, and Washington, D.C. Vera also made follow-up calls to relevant sources in the cities that Bronner researched, in addition to speaking with Phelan Wyrick, the Gang Program Coordinator at OJJDP; Jerry Simon, the Director of the Southern Nevada Community Gang Task Force; and Buddy Howell, currently an Adjunct Researcher at the National Youth Gang Center and former Executive Director and Director of Research and Program Development at the Office of Juvenile Justice and Delinquency Prevention.

Vera researched programs and budget streams in each city to learn about the extent of gang activity, attempted solutions, and strategies to fund these programs. We gathered and reviewed reports and research and developed an understanding of the funding mechanisms in the respective jurisdictions. We also worked with Bronner and the Advancement Project to design a list of important goals and lessons that we hoped to learn. From there, we developed a more specific template of questions that we used in our phone calls and emails. In each jurisdiction, we reached out to contacts in the Mayor's office, the City's budget office, the City Council, local service providers and non-profits, and any relevant funders. Our questions focused on the following two areas:

Funding

We sought to learn about state and federal funding streams in each jurisdiction, as well as recent patterns or trends in funding. For example, we hoped to uncover any substantial increases or decreases in funding, and any major shifts in funding sources. We also gathered information on strategies and lessons learned in each city's efforts to obtain and sustain funding, and asked about any innovative funding mechanisms that had been used in the city.

Gang Programs and Structure

In addition to our funding questions, we asked questions about the types of gang programs that currently exist in the city, as well as any programs that had been in existence in the recent past. We learned about which agencies are administering programs and whether there is any coordinated oversight or evaluation of the programs, as well as what the structure of the

programs looks like; i.e., if the programs are mostly prevention, intervention, or suppression programs, and whether there is any coordination or cooperation between the three prongs. We also asked about obstacles to the formation of partnerships and how those obstacles could be handled. Finally, we inquired into whether the city had developed any type of interagency task force or identified city-wide goals and desired outcomes of anti-gang programs.

Themes Across Cities

The cities we investigated varied widely in their approaches to addressing gang activity. Some cities did not address gang activity as a discrete issue at all, choosing instead to pursue anti-gang programming within the wider context of youth violence. No two cities were alike in the quantity, diversity, or coordination of their anti-gang and violence prevention programming. Consequently, different cities coordinated their funding efforts in different ways (if at all). Different cities also drew from different funding sources, although there was considerable overlap at the federal level.

It was difficult to ascertain whether the level of funding in each city is sufficient to support the necessary programs since the nature and extent of gang problems across jurisdictions varies widely, and also because each city's approach to reducing gang violence is unique. However, all of the jurisdictions that we examined feel that their anti-gang or violence programs are underfunded and that they do not have the necessary resources to combat the problem. Described below are those themes that emerged with relative consistency across two or more cities.¹⁶

Accountability

In each city, the word we heard come up most often when asking about funding strategies was "accountability." There was a nearly unanimous consensus among everyone with whom we spoke that the single most important element in obtaining or sustaining funding in the present climate is the ability to demonstrate successful outcomes. There was wide agreement that it is very difficult to obtain funding unless the methods being used are transparent and evidence-based, and programs have built-in evaluative mechanisms. Contacts at both the Chicago Area Project and the Chicago Police Department reiterated this sentiment, explaining that there has recently been an increased demand for empirical data to obtain funding in prevention, intervention, and suppression programs, and that it is almost impossible at this point to secure funding without these evaluative measures.¹⁷

Intergovernmental Partnerships

While no city that we investigated had a seamless system that connected all of the government entities and private agencies involved in gang suppression, intervention, and prevention, almost every program in every city used partnerships between at least some public agencies in order to

¹⁶ Please see Appendix B for more detailed information on Chicago, Oakland, and Dallas, the cities Vera staff researched most thoroughly. This complements the information compiled by Bronner for Phase I.

¹⁷ Specifically, Howard Lathan, the Executive Director of the Chicago Area Project and Ellen Scrivner, the Chicago Police Department's Deputy Superintendent for Administrative Services.

effectively deliver services. Despite some difficulties coordinating different levels of government and nonprofits, successful partnerships were frequently cited as not only necessary for a substantively successful program, but also crucial for a well funded program. Forming successful partnerships is important to securing funding for two reasons. First, widespread support across agencies and levels of government is a necessary prerequisite for obtaining significant funding. It is difficult to generate that level of support without involving a large and diverse group of stakeholders in program planning and implementation. Second, partnering with a variety of agencies can open up new funding sources. For example, Oakland's Measure Y initiative reported that it was able to access SAMSHA and Department of Labor funding because of its partnerships with local mental health agencies and with a job readiness program.

In addition to opening up funding opportunities, creating partnerships is also a practical way to encourage the integration of prevention, intervention, and suppression programs. This integration has been shown to be more effective than using a single approach in dealing with gang activity and violence, and is promoted by the Office of Juvenile Justice Delinquency Prevention. OJJDP encourages this three-pronged approach to gang activity that is complemented by a steering committee or advisory board composed of local leaders from multiple disciplines, to ensure the integration of strategies. This model of gang activity reduction is currently in place in multiple jurisdictions under's OJJDP's auspices and continues to be adopted by localities around the country.

Targeting Services

Several programs have stressed the importance of targeting services in order to get maximum leverage out of existing funding. For example, Philadelphia's Youth Violence Reduction Project (YVRP), a partnership of various Philadelphia agencies and organizations that was created to steer at-risk youth towards more productive lives through intervention programs, has benefited both financially and programmatically by focusing its efforts on particular police districts with high levels of violence. In Oakland, the Measure Y initiative, a program which coordinates intervention and prevention programs and the Oakland Police Department programs, designates particular populations at whom the programs it funds must be targeted. Further, coordination between agencies and between types of intervention, prevention, and suppression programs is enhanced when each program or agency is clear about which populations it should be targeting and which populations do not appropriately fall within its reach.

Violence Prevention as Public Health

Nationally, there has been a trend towards conceptualizing violence prevention – which encompasses gang prevention and intervention – as a public health issue. A public health approach to violence prevention is an integral part of many cities' anti-violence initiatives, including Oakland, Philadelphia, and Minneapolis. In some of these cities, the public health approach has opened up new funding sources. For example, the CeaseFire program in Chicago receives funding from the UIC School of Public Health. County departments of public health also contribute to violence prevention efforts that are framed as public health initiatives.

Decreased Reliance on Federal Grants

According to the Office of Juvenile Justice and Delinquency Prevention, federal funding for gang-related initiatives has steadily decreased in recent years. Officials in several of the jurisdictions we investigated noted this fact in our conversations. Some officials described having to cut personnel, partially in response to the decreased availability of federal grant money. Some directors of programs that were initially created with federal grant money found that they could not depend on sustained funding from the federal government, and ultimately had to look elsewhere to ensure the survival of their programs. Where federal grants are available, recipients describe experiencing a decrease over the years in the amount of discretion accorded to grantees. The scarcity of federal grant money, resulting from a combination of decreased funding and decreased discretion, has affected suppression, prevention, and intervention agencies alike.

State Funding

Several of the cities placed a great deal of reliance on funding from the state, often in the form of a particular anti-gang or anti-violence bill. Boston drew considerable funding from the Charles Shannon gang prevention grant program, from which it received several million dollars of state money, which was distributed to the Boston Police Department as well as the Office of Human Services and other smaller entities. When Philadelphia's Youth Violence Reducation Partnership (YVRP) was searching for funds to sustain its existence, it found help from the Pennsylvania state government's commitment to the Blueprint for a Safer Philadelphia. Minneapolis has depended on funding for suppression as well as intervention and prevention from programs such as Minnesota HEALS and the Minnesota Gang Strike Force. The state of Illinois is the primary funding source for the Chicago Area Project, a key service provider in Chicago's anti-gang efforts.

Non-Government Funding

In several cities, anti-gang and anti-violence programs have found it helpful and even necessary to depend at least in part on non-governmental funding sources. In some cases, valuable support has come from local or national foundations and businesses. Philadelphia's YVRP has been able to expand its reach due in part to funding from Philadelphia Safe and Sound, a nonprofit organization that supports programs which improve the health and well-being of children in Philadelphia. In Oakland, Safe Passages has utilized grants from the Robert Wood Johnson Foundation to coordinate several anti-violence initiatives involving government and non-profit partnerships. Minneapolis has drawn substantial funds from non-government sources, and has been particularly successful in building corporate support for an anti-violence campaign. Minnesota HEALS, a primary organizer and funder of anti-violence efforts in Minneapolis and St. Paul, has been supported since its inception by corporations such as Honeywell and General Mills, which have offices in downtown Minneapolis.

Support for Small Non-Profits

Assisting small non-profits in obtaining independent funding has been cited as one way to capitalize on small amounts of money that are available from various sources. The head of the Southern Nevada Gang Task Force noted that with the Task Force's support, small non-profits obtained the knowledge necessary to apply for grants for which they had always been eligible but had never been able to take advantage of. In Oakland, the director of the city's violence prevention initiative noted that providing technical support to the non-profit community was a key element of her job.

Other Strategies

Law Enforcement in a Leadership Role

While all anti-gang programs have suffered in recent years from the decreased availability of federal grant money, suppression agencies have not been hit as hard as their counterparts in prevention and intervention. Law enforcement agencies still receive substantial federal money through Justice Assistance Grants, Project Safe Neighborhoods, and COPS. While this funding primarily supports suppression-oriented programs, creative funding strategies may be able to at least redirect this money in part. For example, the Southern Nevada Gang Task Force coordinates anti-gang programs through the Department of Juvenile Justice – a law enforcement agency – and has been able to make sub-grants to over 160 community based prevention and intervention organizations using federal grant money that is available to law enforcement.

Redirected Taxes

In Oakland, new funding – along with a new strategy – for violence prevention came in the form of the Violence Prevention and Public Safety Act, otherwise known as Measure Y. Measure Y instituted a commercial parking tax and a parcel tax in the city in order to raise a projected \$20 million per year to fund public safety measures and violence prevention programming targeted at at-risk populations. Approximately \$9.5 million of this funding goes to hiring and training police officers; \$6.4 million goes to specific Measure Y programming, including a violence prevention curriculum in elementary and middle schools, case management for at-risk middle schoolers, and mentoring for juveniles on probation; and the remainder of the funding will go to smaller grantees who are doing outreach work.

Asset Forfeiture

In California, the Health and Safety Code requires that 15% of money that local law enforcement receives from asset forfeiture funds must be used to fund programs that address drug abuse and gang activity. Our best estimate is that under this provision, approximately half a million dollars of asset forfeiture funds is available for gang prevention.¹⁸ We do not know how these funds are

¹⁸ In 2003, LA County initiated seizure of about \$10 million in assets. Of this \$10 million, 65% is required to be distributed to the state and/or local law enforcement agencies that participated in the seizure. Of this \$6.5 million, 15% (approximately \$1 million) must be deposited in a special fund and used for the sole purpose of funding

currently being used, but ensuring that they are being used effectively should be part of LA's overall strategy.

Creative Methods

- Partnering with School Districts

In Oakland, school districts are responsible for the costs of running their schools, and they are reimbursed by the County on a per-student basis. The number of students is based on daily attendance, which is taken during second period. Youth Sounds, a youth service organization in Oakland that teaches young people to use technology creatively, teaches electives in the public schools during second period, and then keeps a portion of the profit that the school district makes from the increased attendance at those classes. This enables the program and the school to partner in providing services to at-risk youth without the school incurring extra costs and, in addition, encourages a higher attendance rate at school.

- Utility Top-Off

Utility companies around the country have begun to work with communities in order to support local non-profits through "top-off" plans. Utility companies with top-off plans offer customers the option of rounding monthly bills up to the nearest dollar. Sometimes there is an additional option of rounding up to the nearest two or five dollars. Customers who opt to participate thus pay, on average, an additional six to twenty dollars per year on their utility bills. The utility company places those extra dollars into a fund that supports community organizations. The fund may be designated for a particular purpose or may be used to supply grants to varying projects or organizations.

programs to combat drug abuse and divert gang activity. We can infer that approximately half of this money will be used specifically for gang programs.

Appendix A: Funding Details on Selected Programs
from the *Guide to Resources for Youth Development*

Program	Total	Award Avg / Range
USDA, Cooperative Extension Service		
4H Youth Development Children, Families, and Youth at Risk	\$500,000	\$150,000 - \$200,000
Corporation for National and Community Service		
AmeriCorps State, National, and NCCC	\$258,960,000	\$200,000 - \$3,000,000
AmeriCorps Vista	\$95,470,000	
Learn and Serve America	\$25,616,000	\$298,610
Retired and Senior Volunteers	\$59,685,000	
DOE, Office of Secondary and Elementary Education		
Migrant Education Even Start	\$2,800,000	
School Dropout Prevention	\$4,851,000	\$2,000,000
Improving Literacy through School Libraries	\$19,486,000	\$100,000
DOE, Safe and Drug-Free Schools		
National Program		
Mentoring	\$215,992,000	
Safe Schools/Healthy Students		
Life Skills for State and Local Prisoners	\$4,980,000	\$400,000
DOE, Fund for the Improvement of Education		
	\$39,000,000*	
Elementary and Secondary School Counseling		
HHS, SAMHSA		
Comprehensive Community Mental Health Services	\$56,538,504	
HHS, Youth and Families, Community Development Block Grants		
	\$34,315,000*	
National Youth Sports Program		
HHS, Office of Minority Health		
Family and Community Violence Prevention	\$7,400,000	
HUD, Community Planning and Development		
YouthBuild Collaborations	\$49,500,000	\$400,000-\$700,000
DOJ, OJJDP		
Gang-Free Schools and Communities	\$423,486	

Specific dollar amounts for the Elementary and Secondary School Counseling program and the National Youth Sports Program are not available, but total budget amounts for the DOE's Fund for the Improvement of Education and HHS's Youth and Families Community Development Block Grants are listed above.

Appendix B: Expanded Notes on Chicago, Oakland, and Dallas¹⁹

Chicago

Structure

Chicago's nonprofit and governmental agencies have formed partnerships in the recent past to address juvenile detention reform and juvenile crime more generally. Chicago's participation in the Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) required the city to form a collaborative that would (and did go on to) plan and implement drastic reforms in Cook County's juvenile detention system. The JDAI collaborative was composed of approximately 50 members, including essential policymakers, government officials from all branches, and representatives from a variety of service providers. The group was eventually broken down into subdivisions that were directed by an executive committee. Many of the challenges faced by Cook County officials organizing this collaborative are documented in the Casey Foundation's report on the project.²⁰

More recently, the city of Chicago has used Federal Juvenile Accountability Incentive Block Grants to fund a Juvenile Gang Intervention Partnership Pilot Program (JGIPP - also referred to as the Juvenile Justice Intervention Partnership Program). The program focuses on providing diversionary services for juveniles who are gang-affiliated or at-risk for gang affiliation and are eligible to be diverted instead of prosecuted upon arrest. The program is the result of collaboration between the Police Department and the Cook County Juvenile Crime Enforcement Coalition (JCEC). The JCEC is a coalition of agencies that includes the State Attorney's Office, the Juvenile Probation Department, the Illinois Department of Children and Family Services, the Chicago Board of Education, the Chicago Department of Public Health, the Allstate Insurance Company, and the Illinois Department of Corrections.

Despite these promising models for collaboration, including one which specifically names reduction of gang membership as a goal, there is no single entity in Chicago that coordinates gang prevention, intervention, and suppression efforts citywide. The JCEC, for example, is organized around a particular funding source and programming effort. While that effort involves collaboration between several types of agencies, it does not necessarily bring together the wide range of suppression, prevention, and intervention activities that are taking place across the city. Howard Lathan, Associate Executive Director of the Chicago Area Project,²¹ reported that gang initiatives are conducted by a variety of Chicago agencies, and that each agency oversees its own programs according to its own approach or modality. He stated that programs are not linked in any particular way, and that ultimate responsibility and accountability for gang problems lies with the Police Department. Ellen Scrivner, the Chicago Police Department's Deputy Superintendent for Administrative Services, similarly stated that the Police Department has

¹⁹ A list of contacts can be provided for the information outlined in this section.

²⁰ Annie E. Casey Foundation. (1999). *Pathways to juvenile detention reform: Collaboration and leadership in juvenile detention reform*. Baltimore: Annie E. Casey Foundation.

²¹ The Chicago Area Project (CAP) is a community-based organization that focuses on delinquency prevention and intervention. CAP was founded in the 1930s and has received national recognition for its work in direct service, community organizing, and advocacy.

internal organization around gang issues and has working relationships with some community-based organizations, but that there is no formal coordination between agencies and no formal oversight of city-wide gang programs.

Given the absence of any coordinating person, agency, or task force, it is difficult to speak of the city as having a particular gang strategy, goal, or mechanism for evaluation. Rather, each agency is likely to have its own set of goals, strategies, and evaluative tools. Staff members in the city's legislative and executive offices²² echoed Mr. Lathan's assertion that ultimate responsibility for addressing gang activity lies with the police department. In response to the question, "what is the best thing that has happened to reduce the impact of gangs in your community?" both Mr. Lathan, from the Chicago Area Project, and Dr. Scrivner, from the Police Department, responded by citing particular efforts within their respective agencies. Mr. Lathan felt that community empowerment and accountability were instrumental in reducing gang activity, and Dr. Scrivner pointed to the use of new technology and increased specialization in gang issues within the Department as the most effective strategies.

Funding

In Chicago, government funding for most prevention and intervention programs is disbursed through the recently created Department of Children and Youth (DCY). DCY administers federal, state, and city funds to over 300 organizations. A few of these organizations, such as B.U.I.L.D. and the YMCA's Street Intervention Program, specifically focus on gang intervention. Many others serve at-risk youth or provide more general youth development services. In 2006, DCY's budget will be approximately \$193 million, including about \$3.2 million from Chicago's corporate fund, \$10.2 million from Chicago's Community Development Block Grant, and \$177.1 million from other grants (almost entirely Head Start and day care). The vast majority of that money – about \$167.7 million – will go towards programs that serve children who are five years old or younger. Approximately \$15.4 million will go to programs for young people in general, including programs that could be classified as prevention programs but do not specifically target delinquent or gang-involved youth. About \$364,000 will go to prevention and outreach, which includes youth delinquency programs.

The Illinois State Department of Human Services allocates a small amount of money (about \$250,000) for youth services, with \$13,000 of that money tagged especially for juvenile justice programs. It seems doubtful that this money would go to Chicago.

Gang suppression is the province of the Police Department, which has a budget of over \$1 billion, almost all of which is drawn from Chicago's corporate fund. In 2005, the police department received about \$32.5 million of grant money. For our purposes, notable grants in 2005 included a Byrne Justice Assistance Grant (\$6.3 million), Gang Information Exchange Program (\$1.3 million), Gang Resistance Education and Training (\$273,000), Juvenile Block Grant (\$1.7 million), and Project Safe Neighborhoods (\$520,000).

²² Specifically, Darcel Beavers, Chief of Staff to the Chairman of the City Council Committee on Budget and Government Operations, and Lee Hettinga, assistant to the Mayor's Chief of Staff.

The Police Department appears to be using its Juvenile Block Grant to fund Juvenile Intervention Support Centers, which are the product of the JGIPP and JCEC. JISCs facilitate and oversee service referrals for young people who are diverted from the juvenile justice system. Other gang-specific initiatives funded by the Police Department include gang prevention workshops, officers and Detectives who are gang specialists, technology to track patterns of gang crime, and gang intelligence units within the department.

Oakland

Structure

Oakland has not engaged in any organizing, as far as we can tell, specifically around the issue of gangs or gang crime. However, the broader issue of violence prevention is at the forefront of local policy, and – particularly in recent years – Oakland has formed multi-agency partnerships that seek to comprehensively address violence prevention. According to Anne Marks, who planned and directs the “Measure Y” initiative at the Department of Human Services, violence prevention has taken precedence over gang-specific initiatives because gangs are not as integral a component of Oakland’s violence problems as they are in cities like Los Angeles or Chicago.

In 2003, the City of Oakland released a Violence Prevention Plan. The Plan was the product of work from a diverse group of over 170 city, county, state, and federal officials, and representatives from service providers. The Plan was divided into six policy areas: prevention and positive alternatives for youth; breaking the cycle of family violence and sexual assault; adult and young offender initiatives; reducing access to illegal weapons; reducing the negative impact of alcohol and drug abuse; and community building and problem solving strategies. The Plan outlined strategies to address each of these areas and specified each strategy’s objectives. The Plan also detailed specific activities that could be taken to meet those objectives, and which government, non-profit, or private agencies should be enlisted in carrying out those activities.

The recommendations made in the Violence Prevention Plan ultimately laid the groundwork for the strategy developed by the Measure Y office in the Department of Human Services. Measure Y is a new initiative that was created by the Violence Prevention and Public Safety Act of 2004, an ordinance adopted by the City of Oakland in fall of 2004, and is the largest anti-violence effort taking currently taking place in the city. Key components of the Measure Y program are hiring additional police officers (primarily community policing and problem solving officers) and providing grants to local agencies for the purpose of providing services in specified areas, including reentry training and employment, street outreach, mental health services, sports and recreation, and after school jobs. The target populations for these services are children and young people under the age of 30 who are at risk of becoming victims or perpetrators of violence. Specifically, Measure Y focuses on juveniles or young adults who are on probation or parole; youth who are truant, suspended, or expelled from school; sexually exploited youth; and children who are exposed to violence (generally domestic violence). Measure Y also has an evaluation component, and has contracted with independent researchers to measure the outcomes of its work. Measurement will take different forms for different aspects of the initiative.

Implementation of Measure Y is overseen by the Oakland City Council and an 11-person Oversight Committee.²³ Measure Y's violence prevention programming aspects are run by a Measure Y office at the Department of Human Services (DHS). Anne Marks, the director, states that one of Measure Y's goals is to create coordination between various intervention and prevention service providers and the police department, and that the greatest obstacle is facilitating functional communication between systems. For example, she has found that the probation department had no consistent communication with the school system, despite the overlap in their consumer populations. However, more coordination is taking place between community-based police officers and social service agencies.

Funding

The Violence Prevention and Public Safety Act that created Measure Y also created an additional property/real estate tax and increased the Oakland parking tax in order to fund Measure Y. These taxes have added approximately \$20 million per year to the city's revenue, approximately \$9.5 million of which goes to hiring and training police officers, and about \$6.4 million of which goes to DHS's Measure Y programming. Measure Y at DHS has used some of this money to fund ongoing programs, including a violence prevention curriculum in elementary and middle schools, case management for at-risk middle schoolers, and mentoring for juveniles on probation. Most of the remainder of the funds will go to 15 grantees, 5 of which are funded to do street outreach with delinquent or at-risk youth.

In addition to specific Measure Y funding, the Measure Y office has obtained some funds from other sources. Partnership with health care services, which address violence as a public health issue, has provided some access to Early and Periodic Screening, Diagnostic, and Treatment Program (EPSDT) grant money. There has also been some access to Community Service Block Grant money, and to grants from the Department of Labor for prisoner re-entry.

Ms. Marks has found that the most important element in obtaining and sustaining funding has been involvement in local politics. In regards to leveraging existing funding resources, she stated that the Measure Y office has spent a lot of time "developing and nurturing" existing non-profits that are too small or insufficiently organized to obtain funding for which they might otherwise be eligible.

²³ The oversight committee is composed of the Alameda County Chief of Probation; the Chair of the Maxwell Park Neighborhood Crime Prevention Council; the Program Coordinator at San Quentin's Centerforce and Ranch Re-entry Project; the Executive Director of First Place Fund for Youth; the Secretary for the Neighborhood Crime Prevention Council 21Y; the Principal of VBN Architects; a member of the Police and Corrections Team, the Program Coordinator of the Books Not Bars Youth Program at the Ella Baker Center for Human Rights; and the Coordinator for the Administrative Office of the Courts at the Judicial Council of California.

Dallas

Structure and Funding

There seems to be very little coordination or organizing of gang programs in the city of Dallas at this time, and while there are some community-based prevention and intervention programs, the majority of the programs are suppression-based. The Dallas Police Department's (DPD) Division on Youth and Family runs the Gang Unit, which documents and tracks gang activity in the city. In addition to the Gang Unit, the DPD has established three programs to reduce violence: the First Offender Program, the Target Truant Enforcement program, and the Law Enforcement Teaching Students program. The Division on Youth and Family has a budget of approximately \$11 million per year.

The First Offender Program aims to reduce the recidivism rate among juveniles by providing counseling and educational programs to juvenile offenders after their first arrest. Its service target for FY 2005-08 is to enroll 70% of 850 referred juveniles into the program and maintain a 90% successful completion rate. This program costs approximately \$400,000 to run per year.

The Target Truant Enforcement (TTE) program's main objective is to reduce overall crime by 10% and homicide by 20% with a target date for completion set for October 2006. According to the city's FY05-06 Planned Annual Measure, the TTE will implement 175 coordinated initiatives between Interactive Community Policing officers and Patrol officers.

The DPD also sponsors the Law Enforcement Teaching Students (L.E.T.S.) program. An anti-drug/anti-violence life skills program aimed at preteens, L.E.T.S. was developed for Dallas area schools as an inter-agency effort between the DPD and the Dallas Independent School District. It teaches four core skills (self-confidence, conflict management, decision-making, and peer pressure reversal) at the fourth grade and sixth grade level. All classroom visits are facilitated by specially trained police officers. L.E.T.S. is funded by the City's Public Safety & Homeland Security Fund, totaling approximately \$725,000 per year.

In addition to suppression programs, there are community-based intervention and prevention programs. The Dallas Parks and Recreation Department sponsors and runs the Juvenile Gang Prevention Program, funded by their Youth Programs Division. This program costs slightly over \$1 million per year. There are also a handful of community-based organizations such as Vision Regeneration, which employs former gang members and provides mentoring and counseling services, as well as several faith based organizations that provide mentoring and activities for at-risk youth.

At the state level, the Texas Attorney General's Office runs a Criminal Law Enforcement Division. Within this, the Juvenile Justice Division serves as a clearinghouse for information related to youth crime and its prevention and maintains a gang information database which can be accessed by law enforcement agencies. The Texas Attorney General also runs a program called "Gangs 101: What We All Need to Know," a curriculum designed to teach community members and parents about gang-related issues such as the psychology of gang recruitment, the structure of the gang culture, common gang identifiers, and graffiti awareness.

Federal Funding and Initiatives

In 1996 and 1997, the Department of Justice's Office of Community Oriented Policing Services (COPS) initiative targeted five geographical areas that were home to seven of the city's most violent gangs. Three main suppression strategies were employed: 1) Saturation patrols/high-visibility patrols, which stopped and frisked suspected gang members and made appropriate arrests; 2) Aggressive curfew enforcement, targeted specifically at suspected gang members; and 3) Aggressive enforcement of truancy laws and regulations, enforced by both police and school districts.

In addition, earlier this year, Dallas/Fort Worth was chosen by the Attorney General's Office as one of the six sites selected to receive \$2.5 million to implement the Department of Justice's Comprehensive Anti-Gang Initiative.

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Comments on Funding and Reprogramming

Assumption:

The proposed Department of Neighborhood Safety will provide the best opportunity to organize, coordinate and ensure effective and efficient delivery of services designed to prevent and reduce gang related violence. In this model, policy (Council) and budget (Mayor) setting entities are compelled to provide oversight with prescriptions, negotiate, develop and ultimately share accountability, before the interested community. The major challenges, I believe are grants management and personnel. The oversight committee should include staff from the Office of the City Attorney, to ensure an appropriate distribution of relevant grants and RFP's and ensure timely approval through the necessary commission, mayoral and Council approvals and monitoring. Additionally, the reprogramming of funds will necessitate a shift in personnel. And the expectation is that any personnel involved in the successful implementation and management of this "new" organization will be mission directed with relevant experience. And just as important that management possesses the authority to hire personnel to promote a "culture" supporting the mission and have the support to expand and contract the agency as needed in response to strategic management decisions.

Key Commissions and Departments and their respective funding challenges and opportunities:

Proprietary Commissions and Independent Charter Departments with Commissions:

LA World Airports – Employment Programs
DWP – Youth Services Academy - Education
Harbor – Gang prevention and Development Programs

Proprietary Departments generate their own revenue stream to meet budget demands. The Commissions overseeing these departments have control over the spending of "special funds or trusts" and have responsibility for the expenditure of monies received from bonds. In short the proprietary departments and its respective Commissions have exceptional fiscal authority apart from other Commissions. Reprogramming funds away from these departments is not infeasible, however, it will require additional negotiation with justification. Leveraging or bringing additional funding into special youth serving programs may be a more pragmatic route, if there is value in the targeted program. Jurisdiction, however, over program implementation and evaluation from outside could become challenging with a Board approved collaborative agreement.

Independent Charter Department with Commission

Recreation and Park

The RAP Commission, besides its influence on policy and personnel, oversees and approves contracts, MOU's, and controls all RAP sites and is empowered to manage the RAP Fund and

can direct its investment with the assistance of the City Treasurer. Additionally the RAP Commission can exert influence on the bureaucratic organization of the Department.

RAP and its Commission possess the most significant amount of influence relative to the amount of proposed funding in the \$100 million Department of Neighborhood Safety Model. Although CDD may manage more of the funding identified in the Department of Neighborhood Safety Model, it is regulated by either Federal or State agencies, albeit modified by City Council and the Mayor.

The majority of RAP funding is categorically derived from the City's general fund and supplemented by Special revenue and trust funds. RAP, however, has in the last five years increased its receipt of grants to finance gang prevention related programming and employment and training. While the Federal Local Law Enforcement Block Grant is expiring, RAP has received a total of \$3.32 million in Cardenas-Schiff (JJCPA) funds via LA County Probation and the State Board of Corrections. \$520,000 was approved in 2006-7 to support outreach to youth challenged by gang turf, lack of transportation means and distance during "peak juvenile crime occurrences" in support of the CLASS Parks YEIP programming. \$190,000 was approved in the previous fiscal year (2005-6) to outreach to out-of-school youth. Currently an MOU exists between RAP and the County as approved by the RAP Commission, Council and Mayor.

Grants Management:

The reprogramming challenge, especially with grant funding and council committees, rests in their isolation from each other, unless political leadership or the CAO or CLA recognizes an opportunity and facilitates cooperation. In other words, discussion authorization to apply or execute a grant rarely invites collaboration from other committees or departments, despite shared outcomes. There is little evidence in my evaluation of funding streams of meaningful grants coordination at the front end of the pipeline when grants are noticed. Cooperation has occurred when there is a drive to backfill or finance a funding gap. Opportunity for leveraging or collaboration has rarely occurred in the front end and relationships are not developed. On the other hand RAP's relationship with Probation and LAPD that emerged from the distribution of Prop A youth employment monies has developed into a steady source of JJCPA funding. Within the city outside of CCYF, the committee and departments have convened to combine their efforts to finance shared objectives relative to youth services. The Public Safety Committee handles justice grants, Arts, Health and Humanities oversees Recreation and Parks, HCED oversees CDD's federally funded programs and projects, and Education and Neighborhood oversees the relationship between LAUSD and the City.

The Department of Neighborhood Safety Model could serve as a grants coordinator, respecting the overlapping funding cycles of local, federal and private grants, and provide legislative direction to manage cash flow to ensure the steady implementation of programming.

Reprogramming

The major sources of grants received from the City contributing to the Department of Neighborhood Safety Model are Justice Grants, CDBG and WIA- YOS. Firstly, WIA funding is

becoming extremely inflexible. Despite CDD's request embedded in the RFP promoting collaboration with the Family Development Network and outreach and service to out-of-school youth, the result has been negligible. The goal is to efficiently expedite and graduate youth from the program as a positive exit, which challenges agencies to case manage at-risk youth with exceptional needs and thus require more attention. Positively, the General Fund has provided opportunity to supplement the Youth Opportunity System with approximately \$2 million per year. This funding can be reprogrammed and possibly leveraged with RAP YEIP or another city sponsored youth employment program to specifically serve at-risk / high need youth.

CDBG funding, despite the challenges faced with the reduction of the Public Service Cap to 15%, is reprogrammable with restrictions relative to the Consolidated Plan goals and agency eligibility, both programmatically and geographically. The Family Development Network is the result of the restructuring of the Human Service Delivery System, which occurred in 1998-9. The restructuring was designed to support the philosophy and goals of family self-sufficiency. This approach shares objectives with the Department of Neighborhood Safety Model. In the effort to reprogram CDBG dollars, besides making organizational changes to CDD, the Federal Department Housing and Urban Development must be brought into the discussion to avoid ensuring its facilitation and avoiding possible retrofitting of program design.

Justice Grants / LAPD

The Mayor's office of Criminal Justice Planning has been restructured. Justice related grants, however, are still legislated through the Public Safety Committee. The Police Commission oversees grants, contracts and the budget of the LAPD, subject to Council and Mayor review and approval. In the past several years, there has been a significant reduction in Local Law Enforcement Block Grants and Justice Assistance Grants. LAPD, however, has received significant private funding relative to other city departments not empowered to deliver youth related programming. This funding has served to supplement, and in some instances, wholly fund internal programs. LAPD has also used special funds to finance its programs. Relative to reprogramming, we can look at the Jeopardy program, which receives general fund support and the GREAT program. The GREAT program is a key LAPD program, whose movement away from LAPD administration could be supported by a policy directing police officers away from activities deemed as social work or teaching. LAPD involvement can still be integrated into the curriculum. The overall management may be another agency.

Cardenas-Schiff (JJCPA) with various criteria for eligibility, is already being leveraged, and in some sense being redirected toward RAP by LA County Probation. This trend should continue. Overall, we should consider all grants related funding and general funding for reprogramming. The challenge will emerge in the possible impact of institutional programs such as the Explorers, Jeopardy, Deputy Auxiliary Program (DAP) and Police Athletic League (PAL) programs. Jeopardy should be a primary target as it does benefit from a contribution from the general fund. The other aforementioned programs, including Jeopardy, receive private funding and LAPD, and possibly the Police Commission, will hesitate to let this go. An approach is to consider the programs benefiting the most from justice grants and the general fund and exclude programs where there is a greater dependence on special funds and private donations.

Breakdown of Funding Sources for DNS

Funding Analysis
David Marquez

City Contribution (includes General fund source and Special Trust Funds allocated through the City)					
Monitoring Department		Allocation	Program Type	Sub-Totals	Notes
Board of Public Works	Clean and Green	1,514,803	Education		Reoccurring funding. Program with strong Council and Mayor support.
DWP	Youth Services Academy	600,000	Education	2,114,803	Reoccurring funding which could be certainly leveraged. Funding, however, is influenced/approved by DWP Commission. It should be considered for integration with other programs sharing similar objectives, however, it operates as an in-house program.
CDD	Summer Youth Employment	2,000,000	Employment		Managed and monitored through CDD. Recurring funding. Very malleable, reprogrammable. Very popular. It has generally received the same amount year after year. Funding can be easily leveraged with other CDD (WIA), RAP and BPW programs.
Board of Public Works	Operation Clean Sweep	4,166,368	Employment		Still trying to break down this amount per source. Funding is reprogrammable, however, it has become an institutionalized program at City Hall. Very popular. Funding from the City has remained steady. Funding, however, from CDBG, has been decreased.
CRA	LA Job Corp	167,600	Employment	6,333,968	Similar political and funding dynamics to DWP Youth Service Academy. Highly leveragable.
City Attorney	Project Parent	7,450	Family Support		Reprogrammable.
City Attorney	Parenting Program	3,600	Family Support		Reprogrammable.
CDD	Youth and Family Centers	2,000,000	Family Support	2,011,050	Reprogrammable, however, it is leveraged with CDBG to offset impact on Public Service Cap.
CDD	LA Bridges I and II	15,432,862	Gang Specific		Reprogrammable. Funding technically is allocated year to year.
LAPD	Jeopardy	983,195	Gang Specific		Reprogrammable. Popular in Public Safety Committee even without much solid documentation of long term results. LAPD leverages operational and facility costs with private funding and CBO's relative to facility and some programming.
Harbor Commission	Gang Alternative Program	64,844	Gang Specific		Reprogrammable, however, influence with oversight from the Harbor Commission, which determines where it goes.
Human Relations Commission	Gang Prevention and Intervention Programs	134,194	Gang Specific		Reprogrammable.
LAPD	Gang Resistance Education and Training (GREAT)	6,840,600	Gang Specific		Reprogrammable, however, leveraged with other LAPD initiatives and resources.
CDD	Gang Reduction Program (Boyle Heights)	2,500,000	Gang Specific	25,955,695	Reprogrammable. However, is key programmatic funding. Very leveragable.
City Attorney	Operation Bright Future	269,502	Youth Development		Reprogrammable. Funding has remained steady in past years. Key component of CA's intervention programs.
Commission on the Status of Women	YWAR	120,946	Youth Development		Reprogrammable.
Rec and Parks	Class Parks	6,203,109	Youth Development	6,593,557	Technically reprogrammable, however, program is managed primarily by non-exempt employees. Also, funding has increased incrementally in the past few years. Program has also become "institutionalized."

Breakdown of Funding Sources for DNS

Funding Analysis
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CDD	Central City Neighborhood Partners	12,000	Collaboration		Reprogrammable funding, separate from core CDBG funding.
City Attorney	Kidwatch LA	214,066	Collaboration		Reprogrammable.
CCYF	Neighborhood Network for Kids	200,134	Collaboration		Funding is malleable and leveragable. One of the initial CCYF community based programs. It is a reoccurring program with steady funding. Budget and program influenced by CCYF Commission and Office of the Mayor.
CCYF	Safe Corridors	233,550	Collaboration		Similar to Neighborhood Network for Kids.
CDD	Central City Neighborhood Partners	575,000	Collaboration	1,234,750	CDBG represents its core funding. Has CBDO status which has increased its CDBG funding flexibility. As a collaboration based program, it is highly leveragable, housing both FDN and WIA programs under its umbrella.
LAPD	Juvenile Impact Program (Harbor)	321,816	Youth Development		Technically non-reoccurring funding, however, it appears year to year and is reprogrammable.
Harbor	San Pedro YMCA	149,252	Youth Development		Technically one time (non-reoccurring) funding and reprogrammable. However, the organization has received year to funding on a regular basis.
Harbor	San Pedro Boys and Girls Club	374,000	Youth Development		Same as above. Reprogrammable.
Harbor Community Development Commission	Harbor Gang Alternative Program	134,722	Youth Development		Technically one time (non-reoccurring) funding and reprogrammable. However, the organization has received year to funding on a regular basis. Influenced by CD15.
Human Relations Commission	Youth Leadership Programs	228,109	Youth Development		General fund monies. Reprogrammable, however, it is part of the core (program related) funding of the Commission and very central to its mission. Also, Human Relations Commission has influence on policy and budget.
Human Relations Commission	Middle School Respond and Intervention Program	52,000	Youth Development		Same as above.
Human Relations Commission	High School Respond and Intervention Unit	52,000	Youth Development		Same as above.
Human Relations Commission	Youth Leadership Programs	228,109	Youth Development		Same as above.
Rec and Parks	After School Latch Key	390,123	Youth Development		(City match to California Dept of Education Grant) Non-reoccurring funding tied to length of grant - one year
Rec and Parks	Off Track Programs	757,452	Youth Development		City Wide After School Programs (After School Opportunities?)
Rec and Parks	Girls Play LA	443,246	Youth Development	3,130,829	Technically reprogrammable, however, it is a program designed to deliver equity. It is institutionalized and funded as a stand alone program. RAP has a strong say relative to it financing and programming goals.
CDD	WIA - Youth	4,533,700	Employment Programs		Highly regulated initiative, which hinders opportunity to leverage programming and modify expenditure related goals. Has proven difficult to reprogram and leverage. Leadership is key in this respect as it funding amount demonstrates potential.
CDD	Youth Opportunity Movement Grant	74,864	Employment Programs		Supplementary funding. Reprogrammable.
Personnel	Safe Neighborhood Action Plan (SNAP)	42,874	Employment Programs	4,651,438	Specialized program reprogrammable and leveragable.
			City Total	52,026,090	
Los Angeles County Contribution					

Breakdown of Funding Sources for DNS

Funding Analysis
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Rec and Parks	Youth Employment Internship Program	52,000	Employment Program		L.A. County Probation Department Award via JJCPA (State Board of Corrections) Non-reoccurring funding.
Rec and Parks	Youth Employment Services	252,920	Employment Program	304,920	LA County Parks and Recreation Open Space District (Prop A) Reoccurring funding from County as a part of Prop A Open Space Initiative. Funding is specific for employment. It is leveragable, however work is specific to recreation and parks sites.
			County Total	304,920	
State Contribution					
LAPD	Magnet School Program	425,000	Education	425,000	California Dept of Education (California Partnership Academy Grant). This is partial funding for the program. It is mixed with public and private funds. Likely little opportunity to reprogram.
Commission on the Status of Women	YWAR	276,000	Youth Development		JJCPA - Grant funds that may not easily reprogrammed but definitely leveragable.
Rec and Parks	After School / Latch Key Child Care	390,123	Youth Development	666,123	California Department of Education (is this after school opportunities?) Technically, one time Grant funding from State.
CDD	LA Bridges I	116,000	Gang Specific		Board of Corrections passed through LA County Probation. Funding is decreasing year to year and becoming unreliable without greater advocacy.
Mayor	Juvenile Justice Delinquency and Intervention Program (JJPPP)	432,000	Gang Specific		Board of Corrections Award. Funding can be reprogrammed or redirected.
Mayor	Juvenile Accountability Incentive Grant	240,000	Gang Specific	788,000	Board of Corrections - Awarded to Bridges II Programs. Board of Corrections Award. Funding can be reprogrammed or redirected.
			State Total	1,879,123	
Federal Contribution					
CDD	Eco Academy	50,000	Education Program		CDBG Funded. Managed through BPW. Funding monitored by CDD. Reprogrammable with approval of BPW.
CDD	Clean and Green	1,054,613	Education Program	1,104,613	CDBG Funded. Managed through BPW. Funding monitored by CDD.
CDD	WIA - Youth Opportunity Services	22,805,400	Employment Services		Highly regulated initiative, which hinders opportunity to leverage programming and modify expenditure related goals. Has proven difficult to reprogram and leverage. Leadership is key in this respect as it funding amount demonstrates potential.
CDD	Youth Opportunity Movement Grant	442,000	Employment Services		Dept of Labor-grant awarded to CBOs to fund additional services. Not reprogrammable, can be leveraged.
CDD	Youth Opportunity Movement (Watts, Boyle Heights, Pacoima)	1,200,000	Employment Services		CDBG - HUD. Funding is decreasing year to year, as it was designed to become sustainable with the assistance of City leadership. Reprogrammable as CDBG funding. Leveragable.
CDD	Operation Clean Sweep	688,203	Employment Services	25,135,603	Dept of Labor. Supplementary funding, used to maintain previous year's level of funding.
CDD	Neighborhood Action Program	8,292,866	Family Support (Specialized)		CDBG - HUD. Technically, reprogrammable , however, awarded through RFP to agencies whose core funding may be CDBG. Any change should be consistent with redesign of human service delivery system.

Breakdown of Funding Sources for DNS

Funding Analysis
David Marquez

CDD	Youth and Family Centers	25,720,921	Family Support		CDBG-HUD funded leveraged with city dollars. This funding addresses operational and programmatic objectives. Long time (legacy) project for CDD. Can be leveraged.
CDD	Family Development Network	9,578,500	Family Support	43,592,287	CDBG - HUD. Technically reprogrammable. Also can be considered a collaborative program. It is the core of the human services delivery system and designed to promote leveraging of public and private resources.
CDD	Rita Walters Learning Complex	989,600	Youth Development	989,600	CDBG - HUD. Technically reprogrammable. CDBG, however, represents core funding. Funding has remained at around the same level year after year. Leveragable.
LAPD	Gang Resistance Education and Training (GREAT)	54,160	Gang Specific		USDOJ - Bureau of Justice. Program objectives may restrict reprogramming opportunities. It can and has been leveraged.
Mayor	Local Law Enforcement Block Grant (LLEBG)	438,000	Gang Specific	492,160	Difficult to reprogram, however, it can be redirected in future use to greater intervention uses and to support or leverage other programmatic efforts with similar objectives.
CDD	Central City Neighborhood Partners	583,500	Collaboration		CDBG - HUD. Technically reprogrammable. CDBG, however, represents core funding. Funding has been reduced slightly year to year. Leveragable as a collaborative, houses WIA and FDN programs.
LAPD	Weed and Seed (Southeast Division)	80,000	Collaboration		USDOJ -Community Capacity Development Office. Difficult to reprogram, can be leveraged toward intervention efforts.
LAPD	Weed and Seed (Harbor Division)	175,000	Collaboration	838,500	USDOJ -Community Capacity Development Office. Difficult to reprogram, can be leveraged toward intervention efforts.
LAPD	Deputy Auxiliary Program	8,000	Youth Development		USDOJ (from Weed and Seed) Not highly reprogrammable.
LAPD	Deputy Auxiliary Program	3,000	Youth Development	11,000	HUD. Reprogrammable.
			Federal Total	72,163,763	
Private Funding - Foundations, Donations, Boosters					
LAPD	Magnet School Program	400,000	Education	400,000	Beside private grants, this includes funding from COPS grant (US DOJ) and US Dept of Education. However, unable to determine exact amount. Not highly reprogrammable. Reprogramming requires support of Police Commission and Chief.
LAPD	Jeopardy	25,207	Gang Specific	25,207	Reprogramming requires support of Police Commission and Chief.
LAPD	Explorer	435,622	Youth Development		Allocation by Bureau: West (155,232); Central (66,263); Valley (158,608); South (55,419)
LAPD	Explorer	1,000	Youth Development		Wells Fargo - toward operational expenses
LAPD	Juvenile Impact Program	69,770	Youth Development		Reprogramming requires support of Police Commission and Chief.
LAPD	Deputy Auxiliary Police Program	25,900	Youth Development		Reprogramming requires support of Police Commission and Chief.
LAPD	Police Activity League	194,177	Youth Development	726,469	Reprogramming requires support of Police Commission and Chief.

Breakdown of Funding Sources for DNS

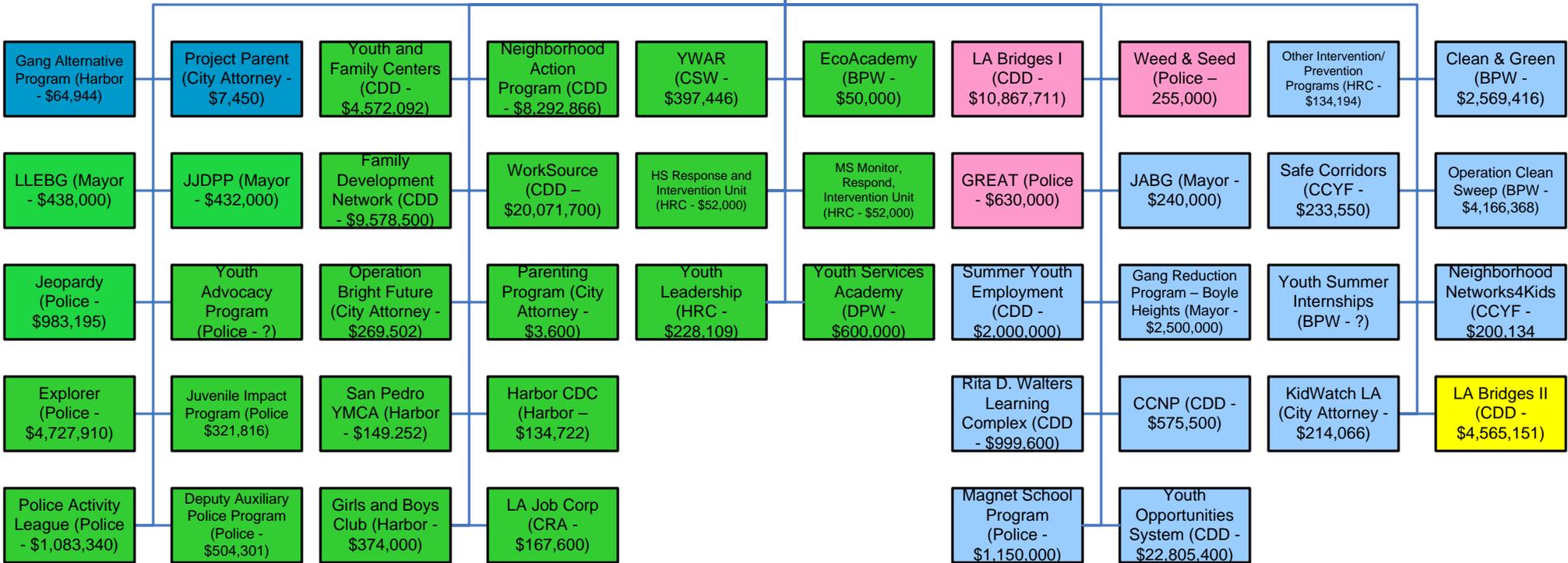
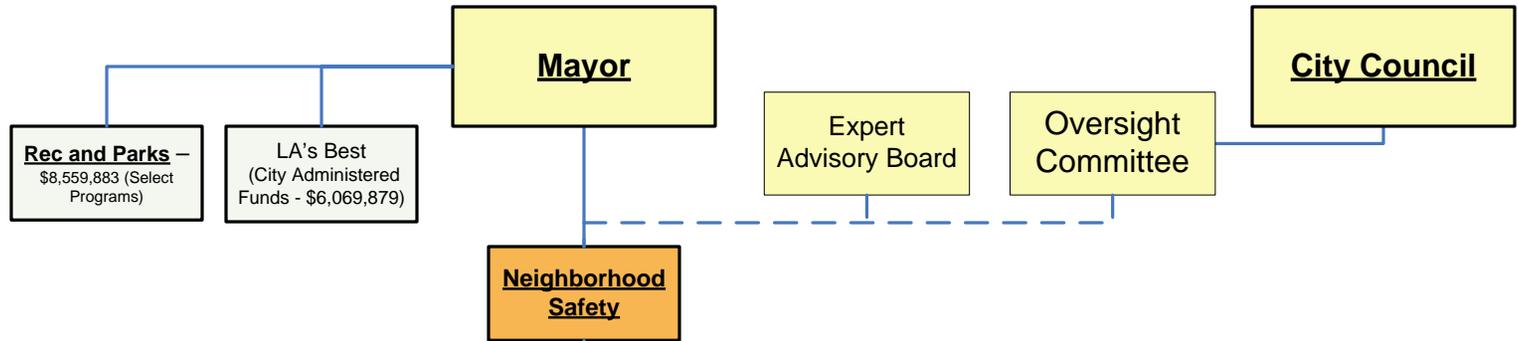
Funding Analysis
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LAPD	Rampart	125,000	Collaboration Programs		A Weed and Seed project designed as a collaborative effort between LAPD, a CBO (sub-contractor) other local agencies and business. Difficult to reprogram. It can be leveraged.
LAPD	Harbor	175,000	Collaboration Programs	300,000	Reprogramming requires support of Police Commission and Chief.
			Private funding	1,451,676	
			Grant Total	127,825,572	

Department of Neighborhood Safety – Funding Chart

- Governing Authorities
- City Departments.
- Early Childhood Prevention Programs (2)
- At-Risk Prevention Programs (27)
- Gang Focused Prevention Programs (3)
- Multiple Focus Programs (14)
- Intervention Programs (1)
- Suppression Programs (0)

— Dept. to Program links



Total: \$ 72,394	Total: \$ 53,483,952	Total: \$ 11,752,711	Total: \$ 37,788,228	Total: \$ 4,565,151	Total: \$ 0	Total: \$ 107,662,436
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