

Office of Commissioner Dan Saltzman  
Portland, Oregon

# **The Office of Youth Violence Prevention**



## **Outcome Report**

**For The**

## **Street Level Gang Outreach Grant Program**

**May 1, 2009 - August 31, 2009**

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# Street Level Gang Outreach Grant Fund Program

## Introduction

The City of Portland has long recognized the need to address youth violence problems in a way that respects all members of the community, empowers the community to solve problems with assistance from the police if needed and uses comprehensive solutions developed by stakeholders to address the root causes of these issues.

On December 6, 2007 Portland's City Council resolved through acceptance of Resolution No. 36460 that intervention and outreach service grant funding program recommended within the Office of Youth Violence Prevention Implementation Plan report be approved.

The City of Portland, through the Office of Youth Violence Prevention created the Small Grant Program to solicit proposals through a competitive grant allocation process.

Private non-profit programs funded included those with a proven history of providing successful services in gang outreach, intervention, mentorship, tutoring, and family support, with the guidance of advisory groups comprised of businesses, neighborhoods, Portland Police, other service agencies.

2 grant funding cycles have been made available through the Small Grant Fund Program since implementation in 2007. The first cycle ran from June 1, 2007 through June 30, 2008 which was amended to extend through the summer months of 2008. The second grant fund cycle ran from September 1, 2008 through April 30, 2009.

The 2008 / 2009 Small Grant Program funds were offered and awarded through a request for proposal process, being equally divided into \$60,000 available to 6 private non-profit organizations to supply intervention, outreach, prevention, counseling and educational services to at-risk youth to the age of 25 and/or their family members.

In December 2008 gang related shootings increased dramatically stimulated by a shooting within Portland area church which necessitated City services to redirect resources. Deemed as necessary was the redirecting of outreach service grant funding to increase street level gang affect youth outreach services to be available in Spring and Summer of 2009.

The remaining funds available within the Small Grant Program fund as of May 2009 were awarded through new grant agreements specifically for street level gang outreach services. Street level gang outreach service commenced May 1, 2009 and ran through August 31, 2009.

Provided through grant funding were 2 part time coordinator positions, 1 part time and 6 full time street level gang outreach workers.

### Definition: "Street Level Gang Outreach Worker"

Outreach workers are street wise adults who identify and engage individuals who are at high risk of becoming involved in violence. Outreach workers work to establish trust with at risk youth, many of whom are gang-involved, to influence the ways these youth think and act. The worker's objective is to direct gang affected and at risk youth to positive pursuits, jobs, job training and returning to school. Outreach workers assist at-risk youth in non-traditional settings such as parks, street corners, other gathering locations, during non-traditional hours when local data indicate violence is most likely to occur, particularly evenings and late-night hours and on weekends.

<sup>1)</sup> Reference: Ceasefire Chicago, Community Mobilization (Street Level Outreach Worker Definition)  
Web page [http://www.ceasefirechicago.org/five\\_core\\_components.shtml](http://www.ceasefirechicago.org/five_core_components.shtml)

## SECTION II

Descriptions of the private non-profit organizations participating in the Street Level Gang Outreach Grant Fund Program are featured below:

### **Brother's and Sister's Keepers Inc. (BSK)**

**Established:** 2006

BSK offers services focused on delivery of short term, intensive outreach services to at risk youth and young adults. Populations served are primarily African American and Latino.

**Program address:** 4815 NE 7th, Portland OR 97211-3939.

**Contact:** Executive Director, Tonya Dickens (503) 519-8261

### **Catholic Charities – El Programa Hispano (EPH)**

**Gang outreach established through EPH:** 1995

Offering services critical to neighborhoods that had seen an increase in youth violence associated with Latino youth gangs.

**Program address:** 231 SE 12th Street, Portland, OR 97214.

**Contact:** Executive Director, Doug Alles (503) 231-4866 ext 111.

### **Emmanuel Community Services (ECS)**

**Established:** 1984

ECS first provided outreach programming to gang affected youth in 1988. Offering outreach services primarily to African American communities.

**Program address:** 1033 N Sumner, Portland, OR 97217.

**Contact person:** Executive Director, Clayborn Collins (503) 288-5407

### **Immigrant and Refugee Community Organization (IRCO)**

**Established gang outreach services:** 1993

Services are tailored to the needs of immigrant and refugee populations. Service populations include: Asian Pacific Islander, African and Slavic (Russian, Ukrainian) youth and their families.

**Program address:** 10301 NE Glisan, Portland, OR 97220.

**Contact person:** Executive Director, Sokhom Tauch (503) 234-1541

### **Native American Youth and Family Center (NAYA)**

**Established:** 1974

Offering services to over 1400 youth and 600 families representing 300 tribes.

**Program address:** 5135 NE Columbia Blvd. Portland, OR 92178.

**Contact person:** Finance Director, Arta Lynn Ward (503) 288-8177

## Section III

### Grant Agreement Requirements for Work Service Area / Worker Requirements

- Street presence in areas with heavy gang activity.
  - To provide on-the-street outreach that targets violence reduction strategies to high-risk gang members and their associates.
- Present at hotspots and events.
  - To provide street outreach to city areas considered hotspots for gang-related activity, while working in coordination with law enforcement and other service providers during hours of highest activity probability.
- Work hours: When violence occurs.
- Relationships with those at risk of being shot or being a shooter.
  - To build relationships with high-risk gang members, associates and families in order to effectively reduce street-level violence.
- Effective communication with partners.
  - To build relationships with programs in the community for the purposes of connecting at-risk youth and/or their families to educational, social, medical, and employment-related services.
  - Attend Gang Violence Task Force meetings, Gang Service Coordination Team Meetings and related planning sessions. Attend training sponsored and or hosted by the Office of Youth Violence Prevention.

**Outcomes for:** Street presence in areas with heavy gang activity; Present at hotspots and events; Work hours - When violence occurs

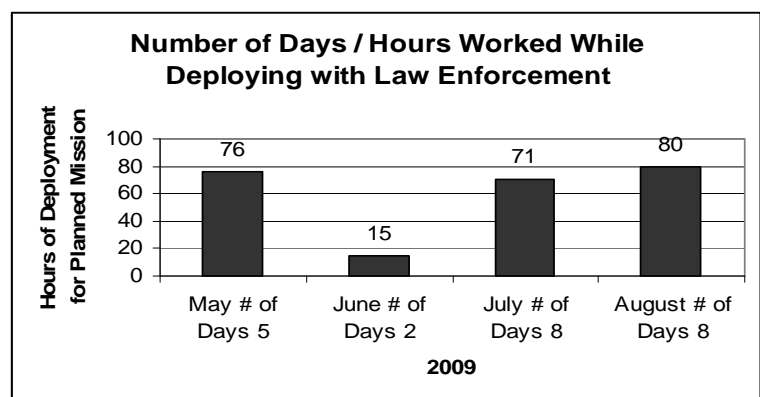
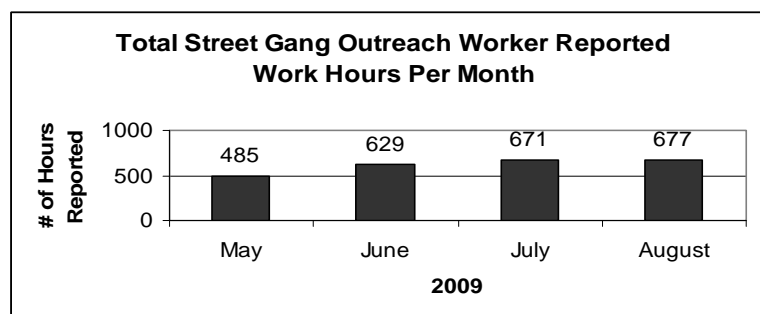
Street Level Gang Outreach workers selected to deploy independent of law enforcement to areas they considered hotspots for gang affect youth based upon knowledge gained independently, through meetings and conversation with law enforcement and the Office of Youth Violence Prevention.

Work hours when outreach workers independently deployed varied from late morning hours until midnight.

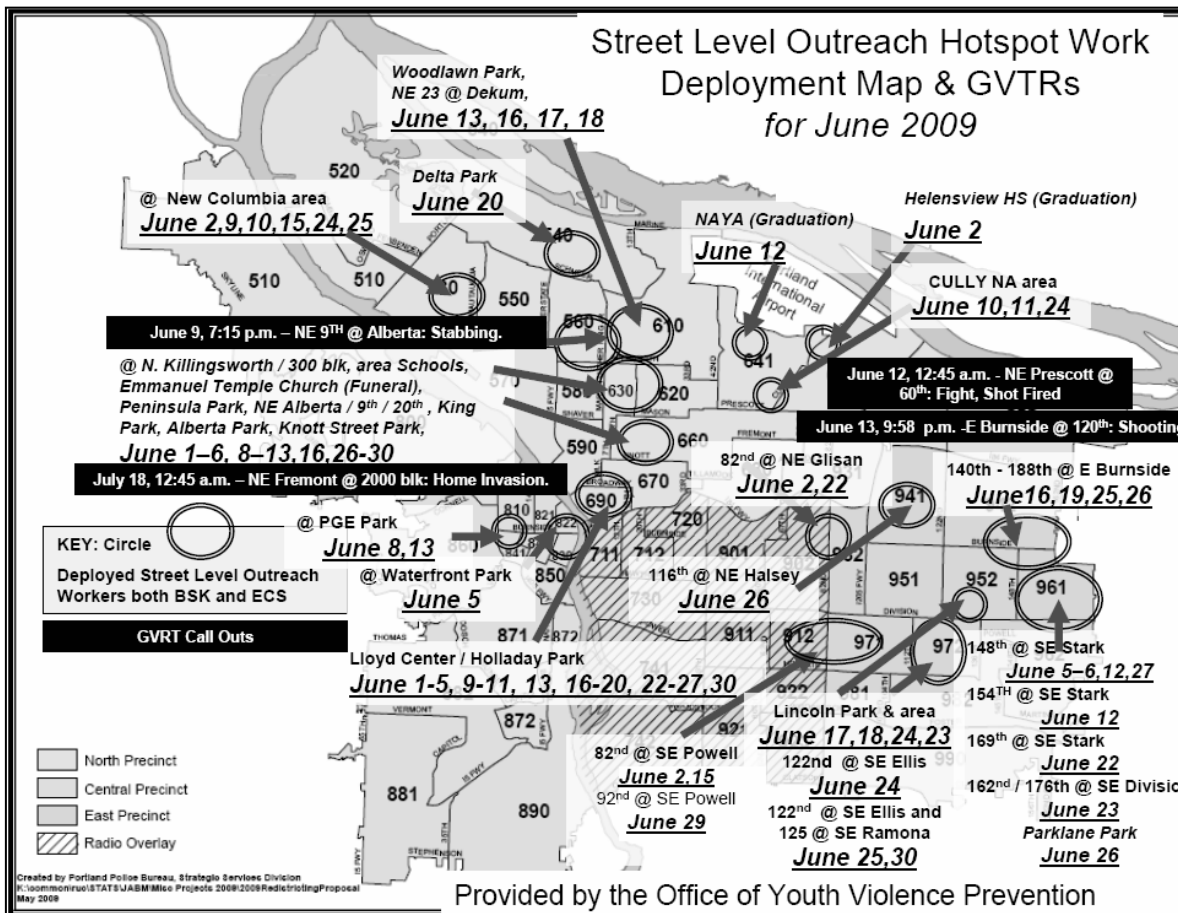
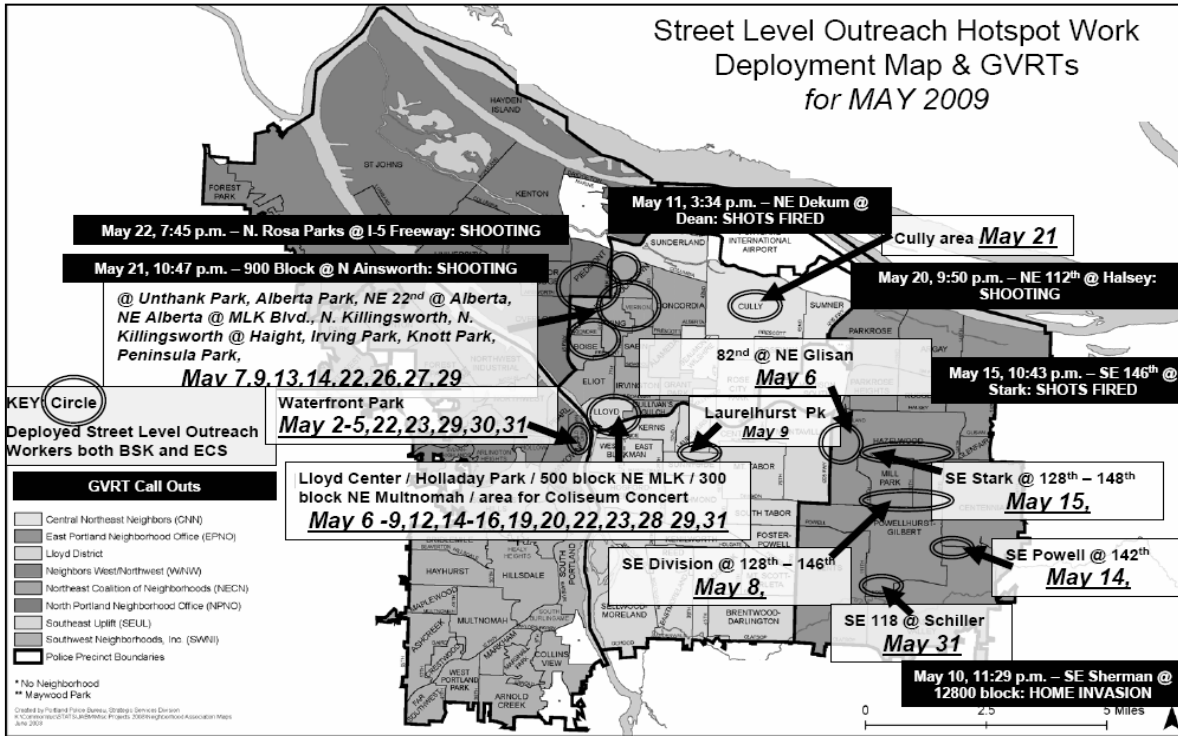
Street Level Gang Outreach workers worked 23 different dates in identified hotspot locations, while in planned deployment coordination with law enforcement agencies.

The adjacent chart displays the number of days and hours for planned mission deployment within each month.

The work hours when outreach workers were deployed to gang affected hotspots in concert with law enforcement were normally from late afternoon or early evening until midnight or slightly afterward.



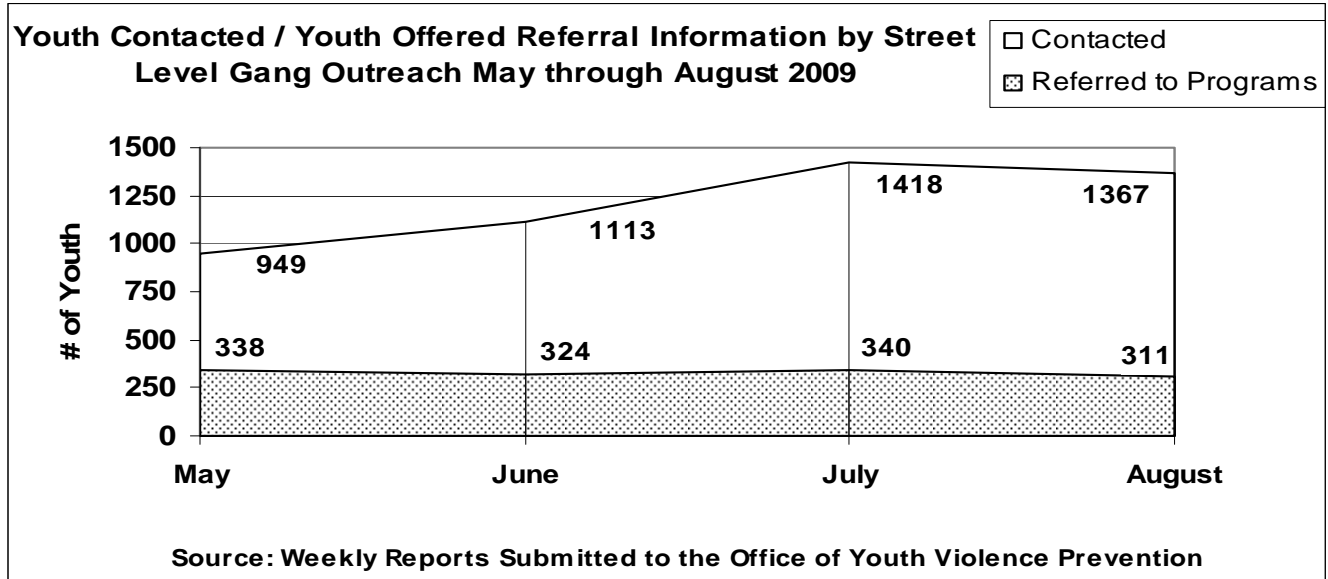
Below and continuing on the following page are maps displaying deployment locations for Street Level Gang Outreach workers by month. Locations shown and labeled include both mission related and independent deployment. Portland Police Bureau Gang Violence Response Team (GVRT) gang related callout incidents are also displayed. GVRT callouts were a key indicator for identifying hotspot areas for deployment.





- **Outcomes for:** Relationships with those at risk of being shot or being a shooter.

The chart below displays the number of at risk or gang affected youth contacted during the months of May, June, July and August of 2009 and the number of service or program referrals offered month by month.



**Outcomes for:** Effective communication with partners.

1. Effective communication with partners to build relationships with programs in the community for the purposes of connecting at-risk youth and/or their families to educational, social, medical, and employment-related services.

This was accomplished through street level outreach worker contact with at risk and gang affected youth within defined hotspot areas while offering selected youth service or program referral information. \* See Section IV, page 12 for additional information identifying service referral partner agencies.

2. Effective communication with service partner agencies both public and private.

This was accomplished through regular face to face meetings and information exchange available through 9 bi-weekly Gang Violence Task Force meetings. In addition, bi-weekly informational meetings were held with law enforcement service partners. Aside from these bi-weekly meetings a number of brief planning session meetings proceeding collective service partner hotspot deployments were held throughout the 4 month period.



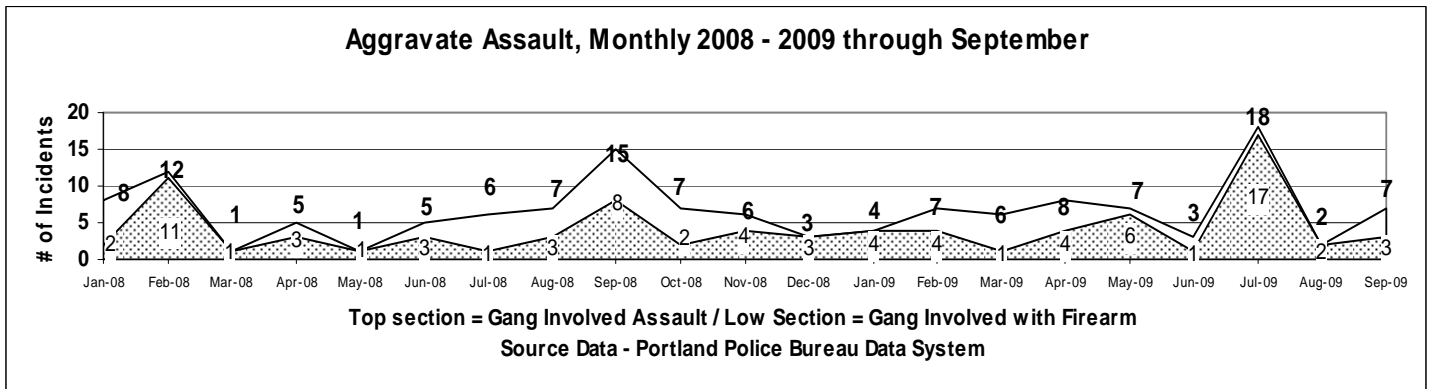
## Section IV

The Objectives of the Street Level Gang Outreach Grant Fund Program:

- Decrease shootings, serious injuries and homicides.
- Decrease number of guns on the street
- Decrease violence
- Decrease retaliatory acts
- Increase service referrals
- Track actions and results effectively (*refer to Section III*)
- Increase communication with law enforcement, probation and parole, and community partners (*refer to Section III, page 7, Outcomes: Effective communication with partners*)

**Outcomes:** Decrease shootings, serious injuries; Decrease violence; Decrease retaliatory acts

Displayed in the chart below are the reported incidents of gang involved aggravated assaults occurring in 2008 and 2009 by month, including the subcategory of firearm involved assaults.



The average per month for 2008 for all aggravated assaults was 7 with the numbers of incidents at or above the average for months January, February, August, September and October.

The average per month (through September) for 2009 was 7 with amounts at or above the average for the months of February, May, July and September.

The average per month for firearm involved aggravated assault for 2008 was 4 with amounts at or above that average for months February, September and November of 2008.

The average per month for firearm involved aggravated assault for 2009 (through September) was 5 with totals for the months of May and July at or above the average. It should be noted that using the 2008 average of 4 against 2009 monthly totals, both January and February 2009 were at the 2008 average (4).

In December 2008 gang related shootings increased dramatically stimulated by a shooting related homicide, which occurred in a Portland area church. The increase in gang violence necessitated City public safety services to direct resources under a new strategic plan which offered an immediate solution to the potential for escalating retaliatory acts of gang violence.

The strategic plan resources involved a multiple agency effort included the Portland Police Bureau's Gang Enforcement Team (GET), Hotspot Enforcement Action Team (HEAT), East Metro Gang Enforcement Team (EMGET), parole and probation services from Multnomah County and the State of Oregon, Multnomah County District Attorney's Office, US Attorney's Office, community faith leaders, gang outreach workers and Portland's Office of Youth Violence Prevention.

The Street Level Gang Outreach Grant Program was implemented May, 1 2009. Through this new grant funding 6 full time and 1 part time street level gang outreach worker positions were made available for response to identified gang affect youth hotspot city areas.

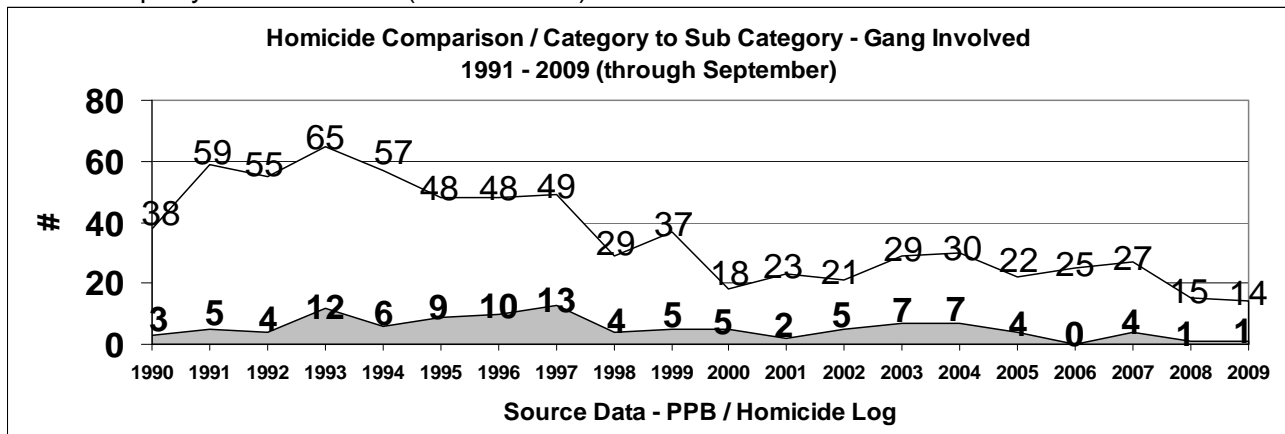
To be concluded from previous charts and narrative is that there existed an increase in gang related violence from late 2008 through the early months of 2009, which created an increased potential for retaliatory violence moving further into 2009.

With the reduction of gang involved assaults for the months of July and August in 2009 paired with the increased potential for violence, the new strategic plan which included the usage of 6.5 full time street level gang outreach workers is viewed as successful in decreasing gang related shootings, injuries from shootings and retaliatory violent acts.

Success in accomplishing the goals of the grant program is apparent due to breaking of an established escalating pattern of gang related violence. This is made apparent while comparing of gang related assaults during the summer months 2008 verses those of 2009. May through September of 2008 there was a steady escalation of gang involved assaults, as compared to the same period for 2009. June, August and September 2009 number of assaults were below 2008 figures.

**Outcomes:** Decreasing the number of gang involved homicides.

Within the city limits of Portland 2008 through September 2009 the rate of gang involvement homicides, continued to be well below the 19 year average of 6 per year, as well as below the average of 5 per year for 2002 through 2007. See the chart below for the number of gang involved homicides per year since 1990 (shaded area).



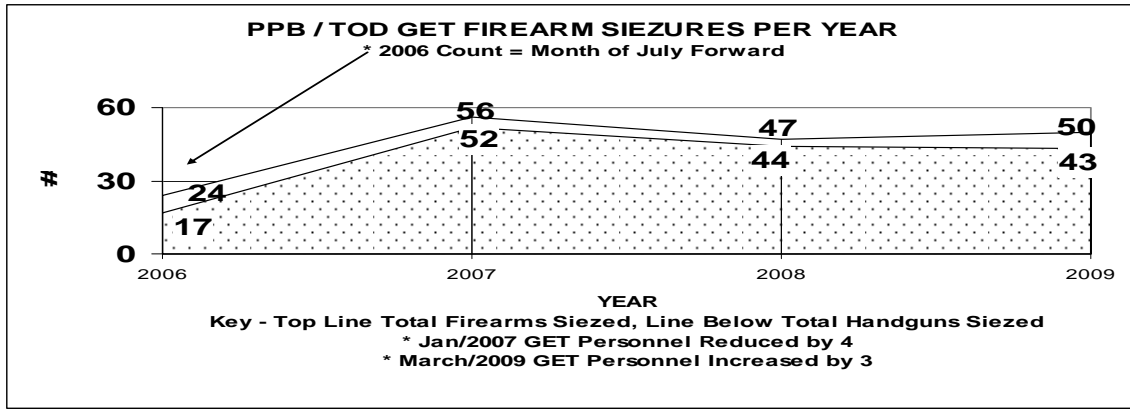
The below average number of gang related homicides since 2007 had established the potential to stop the catalyst which encourages gang involved violence and or homicide. According to theory gang involvement needs to re-establish social order through retaliatory violence. With December 2008 giving way to increased gang related violence, the catalyst for potential escalating gang violence and homicide was again established. As of October of 2009 it can be said that new public safety strategies to include the use of street level outreach workers, has interfered with the cycle of gang related homicide.

**Reference**

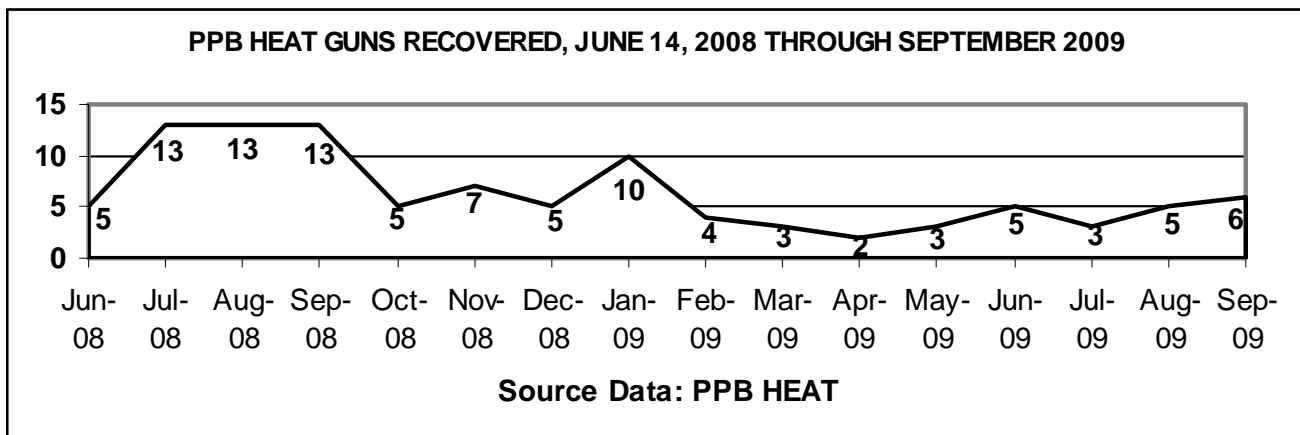
- Murders between gangs create a network of conflict.
  - Killings spread as gangs assess the actions of others in their local networks.
  - Gangs must constantly (re)establish the social order through retaliation through violence which strengthens gang violence and murder.
- 2) Reference: Abstract - Murder by Structure: Dominance Relations and the Social Structure of Gang Homicide in Chicago Andrew V. Papachristos University of Massachusetts at Amherst - Department of Sociology December 2007

**Outcomes:** Decrease the number of guns on the street.

2007 set the high mark for the number of firearm and handgun seizures by Police Officers assigned to the Tactical Operations Division, Gang Enforcement Team. Using an estimate of 48 total seizures for 2006 (based upon the count for the last 6 months for 2006), and comparing the number of seizures in 2007. There were 4 less officer positions as of January 2007 to contribute to the number of seizures.



The number of seizures in 2008 based upon the same number of personnel available to provide numbers for seizures as in 2007, indicate the number firearms available to seizure had diminished. Having increased personnel (+3 as of March 2009) available to record seizure numbers, while considering that 2009 number of seizures shown cover only through September, indicates that there was no significant escalation of firearms available for seizure in 2009.



PPB HEAT (Hot Spot Enforcement Assistance Team) firearm recovery numbers appear to validate a downward trend in firearms available to be seizure or recovery by police. In 2008 the monthly average for recoveries was 9. In 2009 the monthly average for recoveries was 5.

Since gang violence is fueled by the availability of firearms, the goal of suppressing violence through diminishing the number of firearms available is believed to have been accomplished within the grant program period. This successful accomplishment is apparent through either having no significant change displayed in the TOD / GET data and / or the downward trend displayed in 2009 verses 2008 shown in the PPB HEAT Unit data, which continued during the time street level outreach workers worked collectively in hotspot areas with law enforcement (May through August 2009).

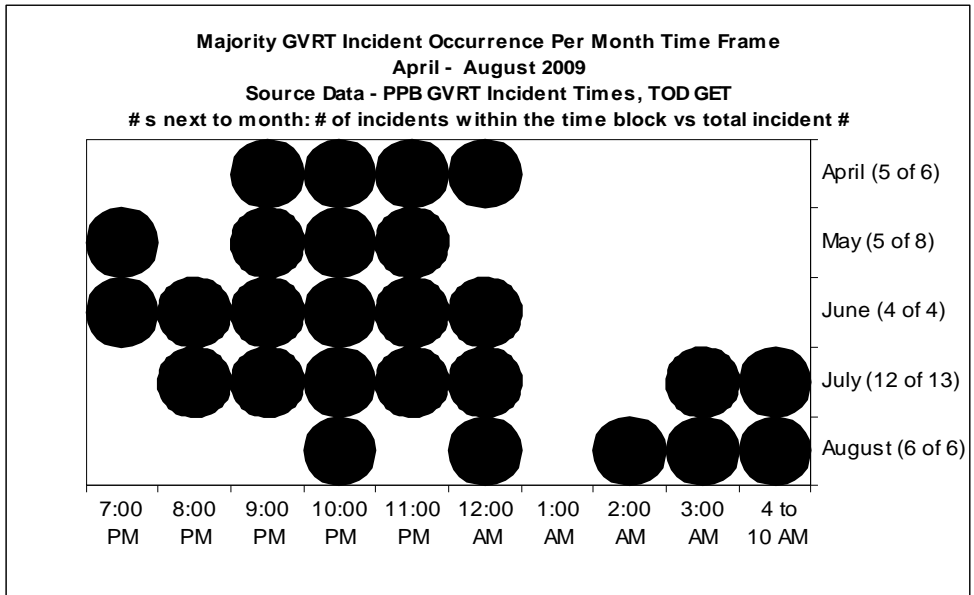
**Reference**

- The increased availability to acquire advanced firearms is a factor changing gang behavior.
- Youth who have access to firearms are recruited by gangs, which are often shared by the membership.
- The availability of firearms perpetuates gang violence.

<sup>3)</sup> Source: *Prevention and Reducing Juvenile Delinquency: A Comprehensive Framework*, by James C. Howell, 2008

**Outcomes:** Decrease retaliatory acts (interpreted as incidents of gang violence and the potential for)

The chart below clearly displays a shifting in GVRT incident occurrence hours (after midnight into the early morning hours) in which gang involved assaults occurred. To be noted is that there is a continuing shift in occurrence times after the month of June 2009, to early morning hours.



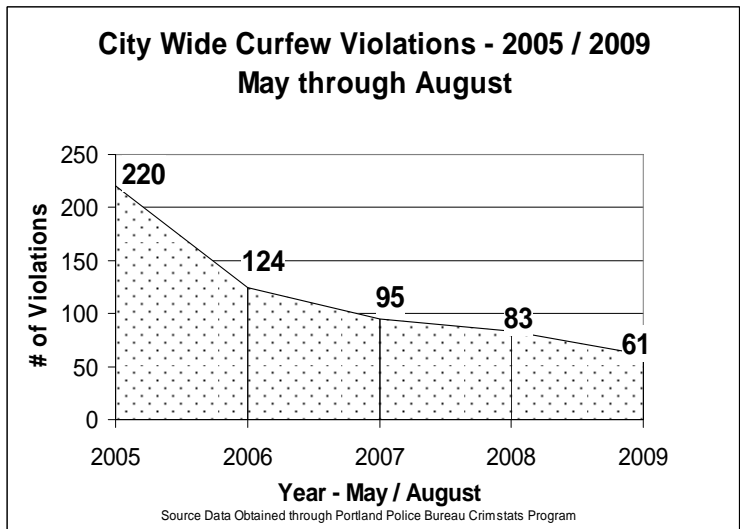
\* 11a.m. through 6 p.m. were not included. The of the above chart is to display the most common of incidents within a condensed time line and within that 7 hour period there was no condensed time pattern.

Street level outreach workers provided a collaborative geographic area presence with law enforcement during hotspot deployment hours, which normally ran from early evening until slightly after midnight. The impact of this collective street presence can be considered directly linked as a cause in the shift of GVRT incident occurrence hours.

The presence of street level outreach workers and law enforcement in gang affected youth hotspot areas, during specific time periods having the greatest potential for gang related violence defined collectively through information sharing, is considered a key factor in the decreasing of retaliatory violence during this grant program period (May through August 2009)

The adjacent chart offers support for the effectiveness of street level gang outreach workers, while working in a collaborative role with law enforcement, regarding their impact in reducing the potential for gang violence and resulting criminal victimization of youth.

The chart displays the number curfew violations, for the months of May through August, for years 2005 through 2009. When comparing 2008 to 2009 there was a decrease of 27% in the number of violations, the largest percentage decrease since 2006.



**Outcomes:** Increase service referrals.

Street level gang outreach workers regularly provided intervention and referral information to youth in the areas that law enforcement identified as hotspots. Workers normally worked providing assistance to hotspot deployment efforts between the hours of earlier evening and slightly before or after midnight.

Displayed below are the referral services offered by street level outreach workers, recorded on weekly reporting forms submitted to the Office of Youth Violence Prevention.

#	Referral Agency Offered	Reference # - Description of organization services
1	Apollo College	Portland area college
2	Boy's and Girl's Club	Youth recreational programming.
3	Brother's and Sister's Keepers Inc.	Gang affected youth intervention programming.
4	Catholic Charities El Programa Hispano	Has provided a wide array of social services to low-income Latinos
5	Central City Concern: Family Latino Outreach & Addiction Prg.	Uses a multi-disciplinary approach to wrap services around the entire family
6	Central City Concern Esperanza Juvenil	Bilingual/bicultural team provides a range of services tailored for youth.
7	De Paul Treatment Center	Has been providing alcohol and drug treatment helping families with addiction.
8	Janus Youth Program Harry's Mother	Provides comprehensive 24-hour crisis intervention and counseling for youth and families.
9	Immigrant & Refugee Community Org.	Promotes integration of refugees, immigrants, and the community at large.
10	Janus Youth Program	Committed to delivering programs that change lives and build futures.
11	Job Corp	Job Corps is a free education and training program that helps young people learn a career.
12	Job Corp Pivot Program	Serves an all female non-residential student population, known for its industry training
13	Lifeworks NW	Offers culturally responsive prevention, mental health and addiction services.
14	Mike Art Program - Mural	Empowers youth through mentorship, partnership, and the promotion of healthy kidneys.
15	Morrison Center	Provides a range of mental health, substance abuse, juvenile justice, and prevention.
16	Mt. Hood CC	Portland area college
17	Native American Youth and Family Center	To enhance the diverse strengths of youth and families in partnership with the community.
18	New Avenues for Youth	Services for homeless and at-risk youth in developing the skills to exit street life.
19	New Avenues for Youth - PAVE	Career-training program that prepares homeless and at-risk youth for employment.
20	Oregon Golden Gloves	Recreational, training and mentorship opportunity
21	Oregon National Guard Challenge Camp	Community-based program that leads, trains and mentors at-risk youth
22	Outside Inn	Service organization serving low-income adults and homeless youth.
23	Portland Community College	Portland area college
24	Police Activities League	Provides educational, recreational, and athletic programs to youth / disadvantaged youth.
25	Oregon Food Bank	Programming works to eliminate the root causes of hunger.
26	Portland Parks and Recreation	Public youth programs and recreational services
27	Portland Youth Builders	Provides educational, vocational, and leadership development program for ages 17-24.
28	NAFY, Road Warrior Program.	Late night drop-in for youth & young adults 25 and younger
29	State of Oregon Employment	Employment related services.
30	Worksource Oregon	Where Employers and Jobseekers Connect!
31	Youth Employment Institute	Provides education, employment, and personal development programs for youth

The chart below displays the number of referrals to the above listed programs by month for the grant period. The number of referrals is denoted by the lower, shaded area. (See Section III, page 7 for connected information)

