



PROJECT BUILD REPORT

August 2018

ABSTRACT

This report provides information on Project BUILD, its history, current operations and adherence to the Office of Juvenile Justice & Delinquency Prevention's Comprehensive Gang Model.

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Executive Summary

While many gang prevention and intervention programs in North Carolina have come and gone, Durham's Project BUILD continues to operate effectively since its inception in 2009.

Project BUILD (Building, Uplifting and Impacting Lives Daily) is a youth gang intervention program that operates out of the Public Health Department in Durham, North Carolina. The program utilizes the evidence-based Office of Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model to serve individuals, ages 14-21, who are active and former gang members, or who are at high risk of joining a gang.

Durham adopted the *OJJDP Comprehensive Gang Model* in 2009. The model calls for an Intervention Team where "formal information sharing takes place at regularly scheduled meetings and where the progress of project youth is discussed relative to their individual case plans". In Durham, Project BUILD serves as the Intervention Team.

The program has assigned outreach workers to work directly on-site at several Durham Public Schools campuses and these employees provide behavior management and support for students. In addition, Project BUILD partners with the Durham Police Department and the Durham County Sheriff's Office to coordinate responses to gang related incidents that may occur on school property.

Geocoding of data reveals a large service area and migration patterns of where clients resided during program existence.

Data revealing the types of program completion (successful, satisfactory or unsuccessful) as well as recidivism data are indicators of the program impact on clients. Program participation has helped most exiting clients avoid gangs or reduce/eliminate gang involvement. Other results of the program for participants include:

- ✓ Successfully returning to school after a suspension or confinement
- ✓ Graduating from high school or a trade school
- ✓ Connection to employment
- ✓ Successful completion of probation
- ✓ Connection to health care
- ✓ Connection to mental health services

Project BUILD continues to make adjustments that lead to overall program improvement. One of these is a concerted effort to better document recommendations developed at the Interdisciplinary Team meetings. The new system provides for record redundancy and ensures long-term tracking of individual case plans.

Recommendations include implementing a more rigorous schedule of Interdisciplinary Team meetings.

Purpose of the Evaluation

The primary purpose of the Project BUILD evaluation is to provide a cumulative report on the program and to determine whether the program fulfills the critical *Intervention Team* component required by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) *Comprehensive Gang Model*. This systematic assessment will compare the operation and outcomes of Project BUILD to implicit standards set forth in the OJJDP Comprehensive Gang Model for Intervention Teams.

Durham adopted the *OJJDP Comprehensive Gang Model* in 2009. The model calls for an intervention team where “formal information sharing takes place at regularly scheduled meetings and where the progress of project youth is discussed relative to their individual case plans.”¹

THE OJJDP MODEL CALLS FOR AN INTERVENTION TEAM WHERE FORMAL INFORMATION-SHARING TAKES PLACE AT REGULARLY SCHEDULED MEETINGS

A secondary purpose of the evaluation is to discover any opportunities for operational changes or course corrections that might benefit Project BUILD going forward. With the program operating since 2009, there have certainly been significant changes in segments of the Durham community that are at risk

for gang crime. Additionally, at the time of this evaluation, the program has undergone transition from one County department to another, and has also had a transition in leadership. These significant changes signal an opportune time to perform a comprehensive review of Project BUILD.

Intended Audience

This evaluation will certainly be of interest to any agency that provides funding to Project BUILD. Currently, these include the City of Durham, Durham County, Durham County’s Juvenile Crime Prevention Council, the North Carolina Governors Crime Commission as well as private donors. These agencies and individuals will want to know what the program does with the funding and what impacts the program has on their clients.

Policy makers require information that will guide their decision-making regarding whether the program should be continued, dropped, modified or expanded.

Upper level and front-line managers of the program will be interested in the short- and long-term effects of Project BUILD, and whether increases in intensity or length of programming would improve outcomes.

Direct service staff who deal with individuals and small groups wish to know if their day-to-day techniques are practical.

What is Project BUILD?

Project BUILD (Building, Uplifting and Impacting Lives Daily) is a youth gang intervention program that operates out of Durham County, North Carolina. The program utilizes the evidence-based Office of

¹ OJJDP Comprehensive Gang Model – A Guide to Assessing Your Community’s Youth Gang Problem (2006)

Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model to serve individuals, ages 14-21, who are active and former gang members, or who are at high risk of joining a gang.

Project BUILD is designed to operate as a wrap-around system support. Upon referral to the program, individuals are assessed and then assigned to an outreach worker. The outreach worker will meet with the youth 2-3 times a week and will maintain contact with the youth as they navigate issues in home, school, employment and other areas.

An essential element of Project BUILD is the Intervention Team, which meets 1-2 times each month.

The Intervention Team is comprised of BUILD staff and representatives from the school district, juvenile justice, law

enforcement, mental health providers and others. Case planning is conducted at these meetings, with input provided by those in attendance.

THE UNIQUE FOCUS OF PROJECT BUILD IS ON INDIVIDUALS AND FAMILIES WITH GANG AND CRIMINAL INVOLVEMENT

Annual summer camps are offered to clients for approximately eight weeks in June, July and August. Activities include outdoor recreation, entrepreneurship opportunities and local college tours.

The unique focus of Project BUILD is on individuals and families with gang and criminal involvement. Project BUILD outreach workers are knowledgeable about local gangs, skilled in navigating the criminal justice system and experienced in assisting individuals who are on probation/parole.

There are five core service strategies as part of the OJJDP Comprehensive Gang Model. These are:

- 1) Community Mobilization
- 2) Opportunities Provision
- 3) Suppression
- 4) Social Intervention
- 5) Organizational Change and Development

Project BUILD is designed to touch on all five of these strategies (other elements of the Model cover these strategies as well) and these are areas where adherence to the Model can be determined.

History of Project BUILD

Minutes from a Gang Reduction Strategy (GRS) Steering Committee in October 2008 indicate that “increasing referrals of the most troubled youth to services”² was a recommendation in progress. This appears to demonstrate that gang reduction efforts in Durham would include an element of identifying at-risk or gang-involved youth, and then pointing them towards available services. Following up on that recommendation was assigned to NC Department of Juvenile Justice employee Donald Pinchback.

Based on GRS meeting notes and other documents from late 2008, it appears that the initial strategy was to build a school-based “assessment center”, staffed by several agencies including the community mental health agency, public schools, and the court services unit. Law enforcement and other agencies

² Attachment to October 16, 2008 Steering Committee Minutes – Recommendation Progress Meter

would make referrals, and each referred youth would receive a comprehensive mental health assessment, after which an individual service plan would be put in place to address his or her needs. Follow-up and case management would be provided for the youth and family.

In September 2008 the Juvenile Crime Prevention Council (JCPC) was awarded a grant from the North Carolina Governor’s Crime Commission for a “Community-Based Youth Gang Prevention program. Minutes from a November 2008 JCPC meeting indicate that Gudrun Parmer and Donnie Phillips were in the process of identifying Gang Street Outreach Worker candidates. Dr. Kedrick Lowery was hired as the Program Manager, and by March 2009 the program was operating out of the Durham Cooperative Extension as Project BUILD with a Program Manager and two Outreach Workers.

Initial Project BUILD clients were mostly referrals from Juvenile Justice, and the Bull’s Eye zone of Durham was the designated service area.³

INITIAL PROJECT BUILD CLIENTS WERE MOSTLY REFERRALS FROM JUVENILE JUSTICE, AND THE BULL’S EYE ZONE WAS THE DESIGNATED SERVICE AREA

Durham’s GCC funding application for 2012 was not approved, however, leaders in both Durham County and the City of Durham allocated local funding through an Interlocal Agreement to sustain the Project

Director and three outreach personnel.

In 2013, with GCC funding available again, Project BUILD added two full-time gang prevention specialists to serve youth between the ages of 12 and 14. Kendrick Lowery resigned in August 2013, and Michelle Young was hired as the new Program Manager in October 2013.

In April of 2016, the program began partnering with the Durham County Department of Public Health to implement the Cure Violence Model in Durham, and by October 2016 administrative realignment moved program oversight from the Cooperative Extension to the Department of Public health.

In January 2018, Michelle Young resigned as the Project BUILD Program Manager, and at the time of this writing that position is vacant, but expected to be filled in CY 2018.

At present, the program employs six full-time staff (one Outreach Supervisor and five street outreach specialists (one of whom is bilingual and one with an employment focus) to serve youth between the ages of 12 and 21 who are at high risk of gang involvement. This staff maintains at 37.5-hour per week schedule.

Project BUILD currently receives funding from four sources: Durham County, the City of Durham, Durham County Juvenile Crime Prevention Council (JCPC) and the Governor’s Crime Commission.

³ The Bull’s Eye zone of Durham was a section of NE Central Durham that, in 2008, made up 2% of the city’s land but accounted for 20% of the violent crime. Additionally, police statistics at the time showed that 30% of the city’s gang members resided in the Bull’s Eye zone

Previous Evaluation of Project BUILD

In 2013, M. Michaux Parker Ph.D., George Wilson Ph.D., and Chalita Thomas MS performed an empirical evaluation of Project BUILD and published results in the Fall 2014 issue of *Journal of Gang Research*.⁴ The purpose of the study was to “empirically test the Building, Uplifting and Impacting Lives Daily (B.U.I.L.D.) gang intervention program to determine the program impact on participants”. The authors noted that “for decades, gang intervention programs have demonstrated mixed results” and that “consistently successful gang intervention remains elusive”.

For this study they used a two-step evaluation model that tested for statistical significance and treatment effect. The sample consisted of all juvenile delinquents (N=80) in the Project BUILD program, between February 2009 and June 2011.

Using a wide variety of statistical tests, the authors concluded that the program was successful in reducing the mean level of deviant behaviors across seven variables. The greatest impact of Project BUILD intervention was in the area of mental health, with reductions in school failure and gang activity having the second and third strongest effects. The weakest effect size was seen in the reduction of family problems.

Using data collected from Project BUILD, researchers also concluded that “as association with deviant peers increases so does school failure and substance use”.

One apparent weakness of this study is that it relies on self-reporting for both pre- and post-treatment data. For example, clients were asked about their association with deviant peers prior to Project BUILD enrollment, and then the same question after program exit. It is impossible to judge the level of honesty in the answers provided during pre and post interviews.

OJJDP Model – Intervention Team Specifications

The OJJDP Comprehensive Gang Model espouses a multi-faceted, multilayered approach that includes eight critical elements.

1. Initial and continuous problem assessment using qualitative and quantitative data [Durham completed a Comprehensive Gang Assessment in 2007 and an Updated Gang Assessment in 2014]
2. Targeting of the area and those populations most closely associated with the problem [After the 2007 assessment an area defined as the Bull’s Eye was targeted; since then, any area with gang activity has been an area of focus]
3. Mix of the five key strategies [outlined earlier in this report]

⁴ “An Empirical Evaluation of the Project B.U.I.L.D. Gang Intervention Program” *Journal of Gang Research*, Volume Twenty Two, Fall, 2014

4. A Steering Committee to oversee and guide the project [Durham has had an active Steering Committee since 2009; the Steering Committee is co-chaired by the City Manager and the County Manager, and meets bi-monthly]
5. **Direct contact intervention team that includes police, probation, outreach staff and others** [In Durham, this function is carried out by Project BUILD]
6. A plan for carrying out the efforts of and sharing information among those who work with youth, the Steering Committee and partner organizations [in Durham, this function is the duty of the Gang Reduction Strategy Manager]
7. Community capacity building to sustain the project and address long-term issues [this is carried out by members of the Steering Committee in Durham]
8. Ongoing data collection and analysis to inform the process and evaluate its impact [the Gang Reduction Strategy Manager performs this function in Durham]

The OJJDP Model makes a distinction between **core staff** (those who are full time and expected to have daily contact with targeted youth) and **core agencies** which include police, probation, schools, mental health providers and others. In Durham, core staff are those employed by Project BUILD and core agencies are those who are represented at the bi-weekly Multidisciplinary Team (MDT) meetings.

According to the Model, core staff should be “selected carefully and be willing, interested, and able to perform the functions required by the team”. The work is considered very time consuming and requires nontraditional approaches. “Team members should be in constant communication, maintaining almost

daily contact with each other through formal and informal channels”.

“THE INTERVENTION TEAM IS A CRITICAL PART OF THE MODEL AND STAFF CHOSEN TO BE PART OF THIS TEAM MUST BE SELECTED CAREFULLY” (OJJDP COMPREHENSIVE GANG MODEL)

The Model specifies that, at the beginning stage of implementation, core staff will:

- Develop a list of individuals from the population to consider for inclusion in the project
- Determine how meetings will be

structured, who takes minutes and who facilitates discussions

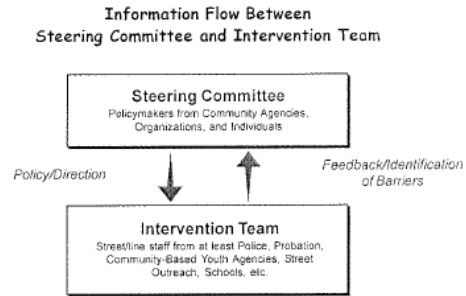
- Design contact forms to be used to track Intervention Team activities and client progress
- Identify service needs and gaps in services
- Discuss how they will work together as a team

Once the team is institutionalized, the Model suggests that core staff meet at least twice weekly to discuss individual youth in the project and gang activity in the target area. Also at these meetings, core staff are encouraged to discuss different types of information that are useful to them in their work including safety concerns and case management issues.

A key component of the Model is the sharing of case-specific information between the core staff and the core agencies at regularly scheduled meetings with the goal of identifying opportunities for effective intervention.

Finally, the Model strongly recommends coordination of effort and communication of information between the Intervention Team and the Steering Committee. Information regarding the target

population, gang activities, implementation activities and progress towards the project’s objectives is important to both groups. Through these discussions, barriers and constraints can be identified and policies to address these can be crafted. The diagram on the right (taken from Model documents) illustrates the relationship between the Intervention Team and the Steering Committee as envisioned by the Mode.



Project BUILD’s Involvement with Durham Public Schools

Interaction with Durham Public Schools (DPS) was limited in the early stages of Project BUILD. Most referrals originated from Juvenile Justice and clients were typically from the Bullseye target area. Any interface with the school system usually took place at Lakeview, an alternative school serving approximately 40 students in grades 6-12.

Collaboration with the public-school system may also have been limited by the political situation that existed prior to 2009. Several Durham students and their parents filed a lawsuit challenging the Durham public school system’s anti-gang policy in 2006. The suit’s central claim, according to the court, was that the defendants subjected minority students to more severe discipline for less serious conduct than white students, that students had been suspended without due process and that they had been wrongly labeled gang members. By 2008, the Court of Appeals was deliberating whether the school system’s anti-gang policy was unconstitutionally vague.



THE PROGRAM HAS ASSIGNED OUTREACH WORKERS TO WORK DIRECTLY ON-SITE AT SEVERAL DURHAM PUBLIC SCHOOLS

With this litigation ongoing at the time, it is no surprise that Durham Public Schools did not openly embrace a gang prevention program and welcome outreach workers to the various middle schools and high schools.

Dr. Deb Pitman (DPS Assistant Superintendent for Student, Family & Community Services) and other key DPS staff were instrumental in allowing outreach workers access to clients while they were at school. The school district is now collaborating closely with the program by allowing outreach workers access to schools and by actively making referrals to the program. In fact, 27 of the 144 referrals (19%) to the program came from DPS in FY 2016-17. Only Juvenile Justice provided more referrals during that timeframe.

The program has assigned outreach workers to work directly on-site at several Durham Public Schools campuses and these employees provide behavior management and support for students. In addition, Project BUILD partners with the Durham Police Department and the Durham County Sheriff’s Office to coordinate responses to gang related incidents that may occur on school property.

The table below illustrates the high schools and middle schools Project BUILD clients most frequently attended between 2010 and 2017.

Middle School	Number		High School	Number of Clients
Lowes Grove	18		Lakeview*	68
Neal	13		Riverside	39
Githens	12		Southern	30
Brogden	11		Hillside	26
Chewning	8		Northern	24

*Lakeview is an alternative school serving grades 6-12

Geographic Data

Inserting data points on a map assists in thinking spatially about Project BUILD, and there are two maps included as part of this report. The topic of these maps is client home location, but more importantly, the maps reveal opportunities for intervention.

The first map shows client locations in the central and downtown areas of Durham. Several zones are outlined such as the Central Development Area (CDA), the historic and expanded Northeast Central Durham, and Hope VI.

Of interest on the first map are the Southside and the Bull's Eye Target Area zones. A decade ago, Southside had high rates of gang activity, but with redevelopment there is only one BUILD client residing there since 2014.⁵ An examination of the Bull's Eye Target Area reveals many clients residing there in the early years of the program, but tapering off since 2014.⁶

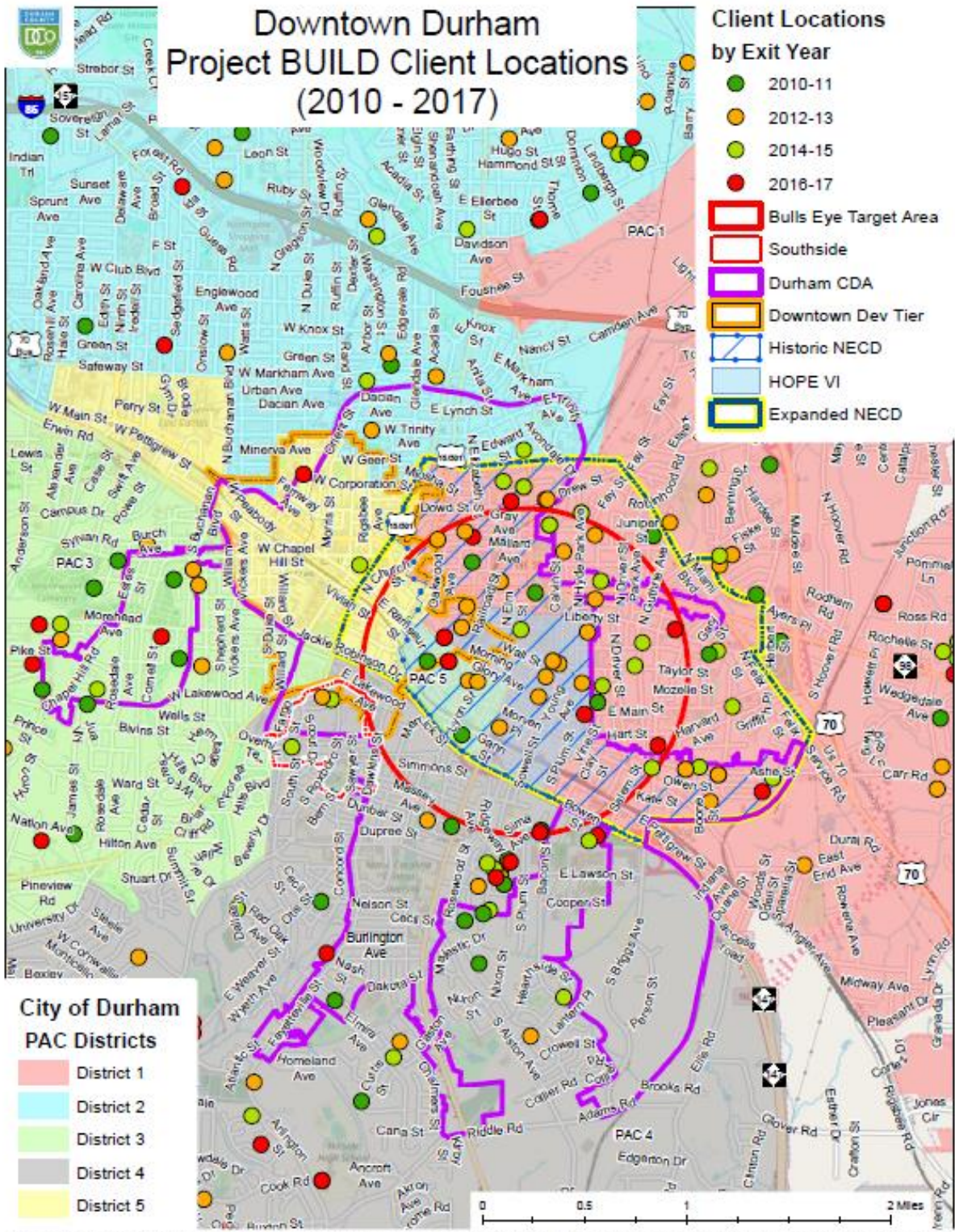
The second map clearly illustrates Project BUILD's extensive service area. While many clients reside(d) in Northeast Central Durham, there are also defined clusters east on both sides of Highway 98, west in the Morehead area, south of I-40 along Highway 54 and north of I-85 in the Old Oxford, Dearborn and Braggtown areas. Many locations correspond to public housing complexes such as Cornwallis, Hoover, McDougald Terrace and Club Boulevard.

The dispersed service area certainly impacts outreach workers who must make home visits, and presents a problem for clients who must take multiple bus routes to attend group meetings and other functions.

⁵ This does not imply that there is no gang activity in Southside, only that very few BUILD clients reside in that area since redevelopment

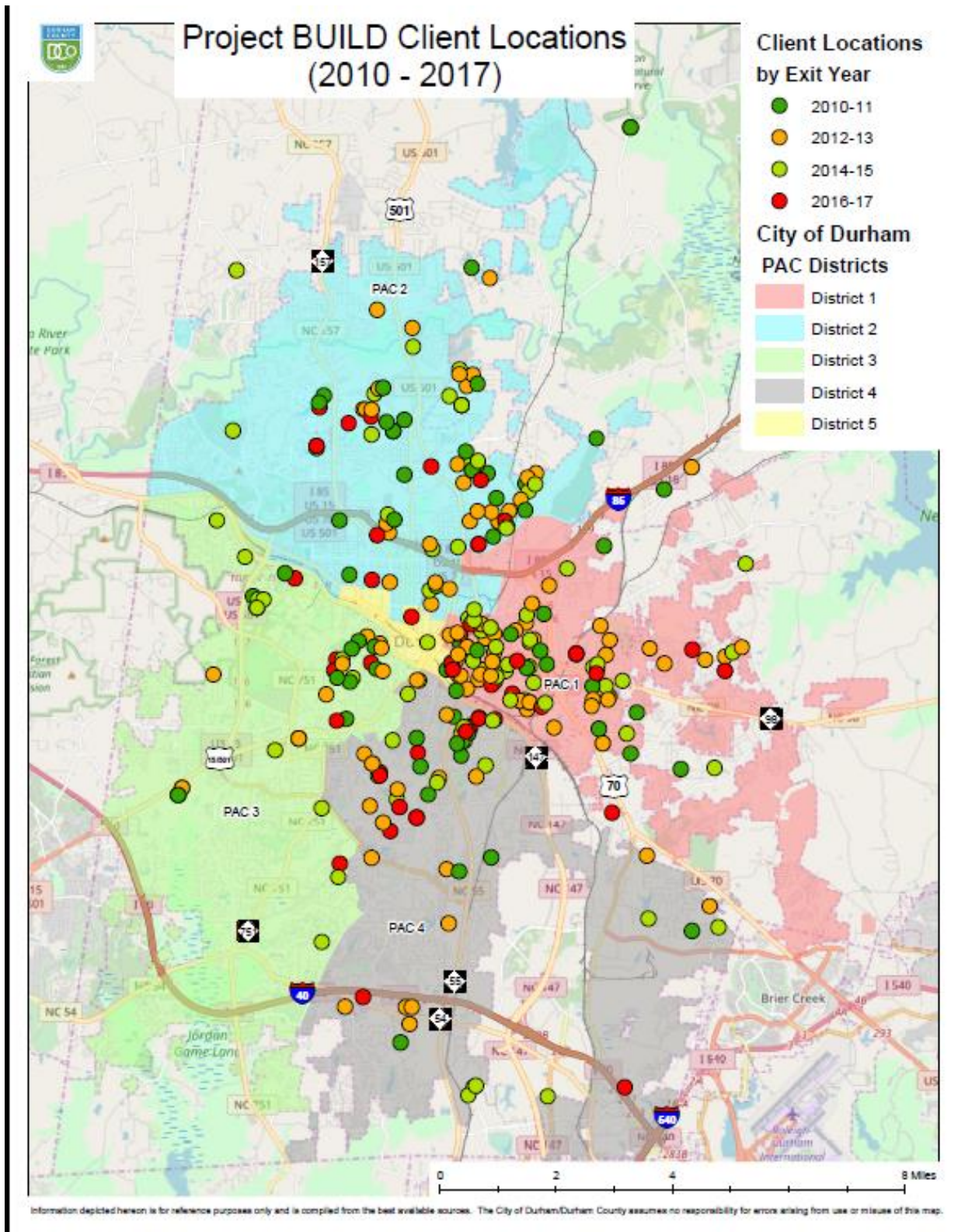
⁶ Some of this might be attributed to focus on the Bull's Eye zone in the early stages of OJJDP Model Implementation.

MAP 1



Information depicted hereon is for reference purposes only and is compiled from the best available sources. The City of Durham/Durham County assumes no responsibility for errors arising from use or misuse of this map.

MAP 2



Project BUILD – Current Operations

Project BUILD currently has six full-time employees who work a flexible 37.5-hour work week. Most of the programming is performed outside the office in the community, home and schools of program participants. These participants are required to come to the program location (Health & Human Services building at 414 East Main Street) for intake.

Gang prevention and intervention clients currently must meet three of the following criteria:

- Ages 14 – 21
- Identified as a gang member or associate by Department of Juvenile Justice (DJJ), law enforcement or school safety personnel
- Exposure to 3 or more risk factors likely to result in gang involvement⁷
- Family/peer involvement in gangs

Referrals to the program come from a wide variety of sources such as schools (usually via school resource officers), parents, mental health providers or adult probation. The largest referral source continues to be the NC Department of Juvenile Justice (DJJ). In fact, of participants completing the program between 2010 and 2017, 61% were DJJ referrals.

After intake, Project BUILD personnel make “warm” referrals for services, often transporting youth/families to services and connecting them directly with individuals at those agencies. Personnel

**WEEKLY SKILL DEVELOPMENT GROUP SESSIONS
ARE OFFERED TO PARTICIPANTS ON MONDAYS
FROM 5 P.M. TO 7 P.M.**

also make 2-3 contacts with participants each week at school, in the neighborhood or in the home. *“These contacts are made to build relationships with the youth, provide individualized one-to-one behavioral coaching, support the youth’s school*

success, provide intensive case-management services, connect the youth to services (including transportation), and engage youth in pro-social activities”.⁸

Weekly skill development group sessions are offered to participants on Mondays from 5 p.m. to 7 p.m., and career academies for participants ages 14-21 are offered during the school year. These are designed to prepare youth for employment, focusing on interview skills and work habits.

Project BUILD participants are eligible for summer and spring camps that provide 6 hours of structured, pro-social activities each day. The summer camp typically operates from 10 a.m. to 4 p.m., for 3 days a week for 8 weeks. Activities include outdoor activities (canoeing, kayaking, hiking, etc.) college tours and other recreational activities.

The Project BUILD Multidisciplinary Team (MDT) exists as a forum to provide regular updates on client progress to DJJ court counselors and other referring agencies. This team is designed to meet twice a

⁷ Risk factors for gang involvement can be associated with the family, the neighborhood, victimization, academic progress, prior criminal involvement, association with negative peers, anti-social beliefs/behaviors or other factors

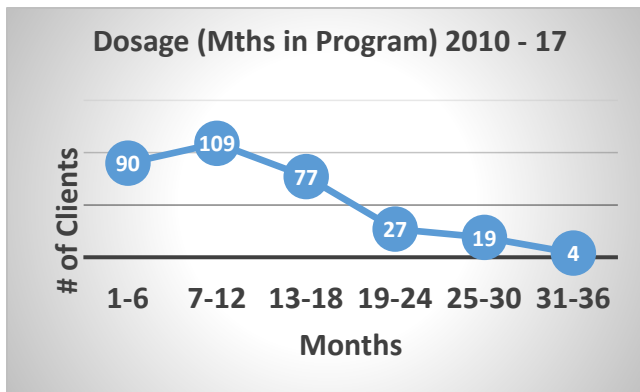
⁸ North Carolina Department of Public Safety JCPC Program Application (FY 18-19)

month to develop case plans for program participants and to address any critical issues which may arise. MDT members include:

- Durham Public Schools
- NC Department of Juvenile Justice
- Durham County Criminal Justice Resource Center
- Alliance Behavioral Health
- Durham Police Department – Crisis Intervention Team
- Durham County Sheriff’s Office – School Resource Officer

Service delivery occurs in 4 stages. Stage 1 is Assessment/Engagement, which typically takes 3-4 months, involves building a relationship with the client and identifying needs, goals, strengths and risks. Stage 2 is Stabilization which also lasts 3-4 months. Stage 3 is System of Support, lasting 2-4 months and focusing on connecting the client to mainstream activities while focusing on long-term support for behavioral changes. Stage 4, Self-Maintenance, may last between 2-6 months and is focused on providing aftercare to clients who have successfully made behavioral changes.

The chart below shows average dosage (months in the program) amounts for clients who exited the program between 2010 and 2017.



Terminations to the program are made by the Outreach Worker and Outreach Supervisor in consultation with the Project Manager and the Multidisciplinary Team (MDT). The OJJDP Comprehensive Gang Model specifies that referring agencies and those on the MDT have a high level of information sharing and transparency about service delivery, and as such, should have an active role in termination decisions.

There are three categories of termination:

1. Successful completion, where clients are determined to have successfully completed the program and can maintain a list of behaviors⁹ for several months
2. Satisfactory completion, where clients are deemed to have satisfactorily completed the program and shown improvement in problem areas, but decided to leave the program after completing DJJ requirements

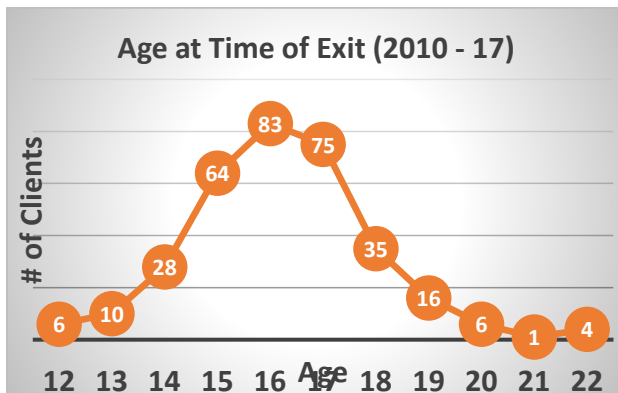
⁹ These include not regularly interacting with the gang, abstaining from drugs/alcohol, utilizing support systems

3. Unsuccessful completion, where clients prematurely leave the program for a variety of reasons, including arrest, incarceration or failure to stabilized behavior

The dataset provided to this author for clients who completed the program between 2010 and 2017 did not include a field for termination reason category, however, a published program report for FY 2016-17 indicates the following percentages:

- Successful completion (34%)
- Satisfactory completion (36%)
- Unsuccessful completion (30%)

The average age at termination for clients exiting the program between 2010 and 2017 was 16.2. The chart below illustrates the range of exit ages for that timeframe.



Project BUILD Staff Survey

Project BUILD staff members were given a brief survey in preparation for this report. Five of the six current staff returned the survey. The average length of program service was 5 years for those responding, with the range spanning six months to nine years.

When asked to describe a typical day on the job, most respondents mentioned meeting with clients either at school, in court, or in the home setting. Additional activities frequently mentioned were mentoring, connecting clients to services/employment and documentation. As one of the respondents noted “It is hard to describe a typical day. I can have a day planned out, but a situation with any one of my participants may occur that could take up the rest of my day.”

Survey participants were asked to describe their current caseload by selecting one of the following options: Staff members unanimously selected the second option (caseload is just about right).

- Low, could easily handle additional clients
- It’s just about right, I can manage my cases and still meet each client’s needs
- It is difficult to get all the work done on some days
- I feel overwhelmed daily.

The next survey question asked, “In your opinion, what is the best service Project BUILD provides to clients?” Responses to this question included the following:

- The exposure to more than just Durham; taking participants to different activities and watching their excitement is rewarding
- One-on-one mentoring, coaching and leadership
- A great outreach worker who does a lot of the legwork to make sure that the youth are linked to appropriate services
- Advocating at school and court; camps in the summer and winter; holistic services that include the family; clothing closet

When asked “In your opinion, are there any services that should be provided, but are not?”, respondents mentioned tutoring support, additional services for the entire family, and expanding services to younger age ranges (10 – 13), since they are experiencing gang problems as well.

“IT’S HARD TO DESCRIBE A TYPICAL DAY. I COULD HAVE THE DAY PLANNED OUT, BUT A SITUATION WITH ANY ONE OF MY PARTICIPANTS MAY OCCUR THAT COULD TAKE UP THE REST OF MY DAY”
(PROJECT BUILD OUTREACH WORKER)

Respondents were then asked how Project BUILD might better serve its clients. Suggestions included:

- Smaller caseloads to provide more attention, while allowing more time for research and problem-solving
- More outreach workers to reduce caseload
- Provide a dedicated meeting area to work with clients without distraction or interruption

A final question asked respondents what Project BUILD might look like in five years. Answers included:

- A residential component, or at least an on-site educational program
- A large centralized hub where individuals from varying backgrounds come to receive services that they could not otherwise obtain due to their personal history
- Expanded and serving greater numbers of youth and young adults
- Expanded to other counties and assisting them with their gang problems.

OJDP Model – Project BUILD Adherence

The Comprehensive Gang Model stipulates that adaptors “*target the area and those populations most closely associated with the problem*”. The Project BUILD client criteria noted above, if followed, ensures that those accepted into the program are those most in need of gang intervention. The largest referral source (Department of Juvenile Justice) and other referral sources such as School Resource Officers are also responsible for seeing that gang-involved youth are directed to the program.

The Model specifies a “target area”, and Project BUILD, when first established, focused on the Bull’s Eye Target Area which was also the focus of law enforcement at the time. Over time the program service area expanded to cover all sections of the city (as evidenced by the maps) and even some unincorporated areas. This may have diminished efforts to reduce gang activity in areas where heat maps indicate high levels of poverty or violent crime. However, Durham youth who are at risk for gangs

by factors such as poverty, low educational attainment or marginal family support are highly mobile. Additionally, Durham has undergone extensive changes with redevelopment in downtown, Southside and other areas.

Project BUILD touches on the five core strategies of the Model:

1. Community Mobilization: Staff are visible in the community and frequently provide program information at various forums, an example being the Juvenile Crime Prevention Council “Community Conversation”.
2. Opportunities Provision: the program provides pro-social activities (summer camps for example), employment preparation and assistance with education
3. Suppression: Project BUILD works closely with law enforcement, Probation and others to reduce crime and violence in the community
4. Social Intervention: the program addresses substance abuse, family issues, mental health and other factors contributing to risk for gang involvement
5. Organizational Change and Development: as evidenced by the program history noted earlier in this report, Project BUILD adapts and adjusts as conditions change, and example being the addition of a bi-lingual Outreach Worker

Project BUILD is within Model guidelines in selecting core staff who are willing, interested and able to perform functions and staff who can easily adjust to flexible worktime and nontraditional approaches. Team members, because they are based in a common area and have structured meeting times, maintain daily contact with each other through formal and informal channels.

TEAM MEMBERS, BECAUSE THEY ARE BASED IN A COMMON AREA AND HAVE STRUCTURED MEETING TIMES, MAINTAIN DAILY CONTACT WITH EACH OTHER THROUGH FORMAL AND INFORMAL CHANNELS

The *Project BUILD – Intervention Plan* form allows for tracking of individual clients, interventions implemented as well as follow-up notes and assignments of responsibility.

The requirement to “*share case-specific information between core staff and the core agencies at regularly meetings with the goal of*

identifying opportunities for effective intervention” occurs at staff meetings and at the scheduled Multidisciplinary Team (MDT) is being addressed, although meetings of the MDT do not occur as regularly as might be prudent. For example, the MDT is not scheduled to meet over the summer months while camp is occurring. This potentially makes it difficult for stakeholders to share vital, case-specific information in a formal setting.

Communication between the Intervention Team (Project BUILD) and the Gang Reduction Strategy Steering Committee has been adequate over the years of program existence. The Program Manager typically attends Steering Committee meetings, providing updates on the effort and learning of overall gang reduction policy efforts by City and County leaders. At least annually, Project BUILD delivers a comprehensive report on activities and results to the Steering Committee.

The OJJDP Model is not a “one size fits all” strategy. In summary, Project BUILD meets or exceeds the requirements, and, more importantly, the program’s implementation fits the conditions in Durham.

Success of BUILD Clients after Program Exit

As noted previously in this report, in FY 2016-17 exiting clients were coded in the following way and at the following percentages.

Type of Completion ¹⁰ (FY 2016-17)	Percentage of Clients
Successful Completion	34%
Satisfactory Completion	36%
Unsuccessful Completion	30%

Project BUILD clients are usually referred after involvement in the criminal justice system. Family structure and support is often lacking and progress for a significant number of clients is hindered by unstable housing and/or substance abuse. Despite these conditions, 70% of clients completed the program in FY 2016-17. The program appears to have intended effects on a large percentage of its client base.

Success can also be measured by looking at any criminal involvement of clients *after* they exit the program. To determine this, the author examined North Carolina Department of Public Safety records¹¹ for the 328 clients who exited the program between 2010 and 2017.¹² Retrieved data indicates the following:

	Number of Clients	Percentage of Clients	Average Time in Program
Post Exit Conviction	118	36%	13 months
No Post-Exit Conviction	210	64%	11 months

Of interest in the table above is that the dosage (time in program) for those with post-program convictions is higher than the dosage for clients who were not convicted of a crime after exiting the program. This may indicate that clients with the most challenges tend to spend more time in the program, yet have the most difficulty with behavior changes.

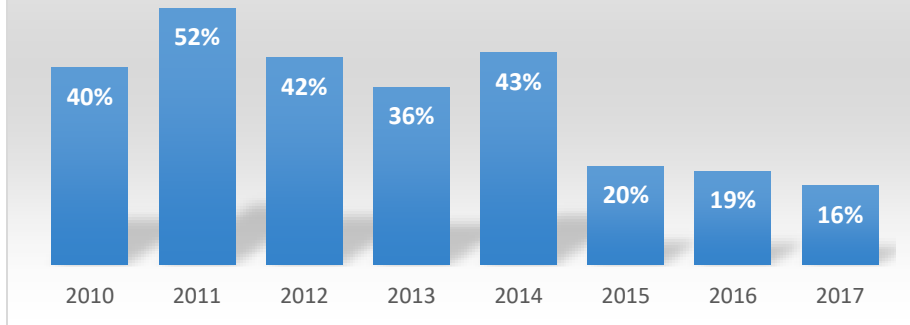
There is some variance in percentage of post-exit convictions and year of program exit as illustrated in the chart below:

¹⁰ definitions of these completion types can be found on p.13

¹¹ <https://www.ncdps.gov/dps-services/crime-data/offender-search>

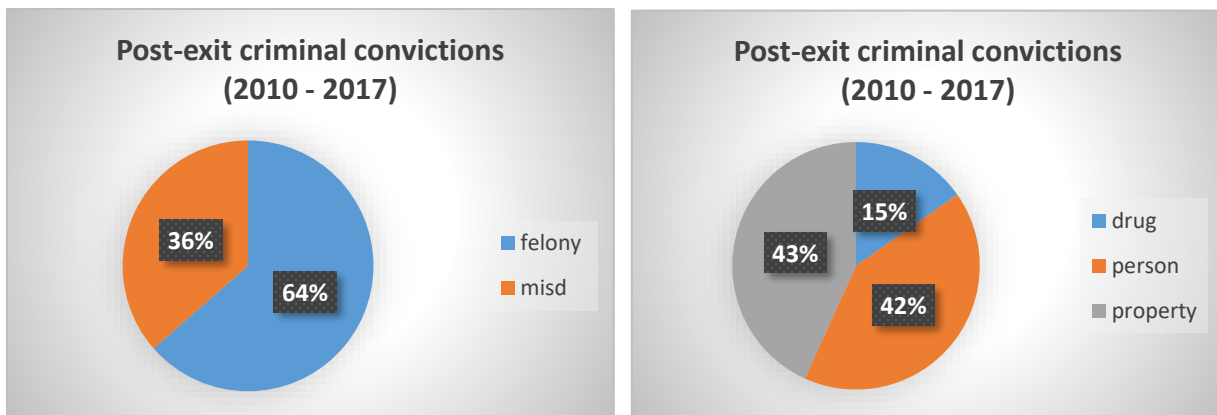
¹² Some former clients may have convictions in states other than North Carolina

Percentage of Clients with Criminal Convictions *after* Program Exit



It should be noted that convictions sometimes come many months after program exit, so it is likely that conviction percentages for 2015, 2016 and 2017 are likely to rise.

An examination of the types of convictions (felony or misdemeanor) and classification of conviction (person, property or drug) is shown in the charts below:



North Carolina Department of Public Safety records also indicate that 8% (27 of 328) of clients who existed the program between 2010 and 2017 are incarcerated¹³ in North Carolina correctional facilities, and an additional 4 are classified as absconders.

Those incarcerated have sentences ranging from a few months to life. It is not uncommon to see former clients charged with the additional infraction of “involvement w/ gang or SRG” while incarcerated.¹⁴

¹³ As of June 2018

¹⁴ Gang involvement in the streets and gang involvement while incarcerated are different in many ways: the NC correctional facilities have their own way of validating gang members, and this is different than methods used by other law enforcement agencies such as the Durham Police Department

Despite the somewhat disappointing percentages in unsuccessful completions and the percentage of clients who end up with criminal convictions or incarceration, the **positive results for a significant number of clients should not be overlooked**. These results include, but are not limited to:

- ✓ Successfully returning to school after a suspension or confinement
- ✓ Graduating from high school or a trade school
- ✓ Connection to employment
- ✓ Successful completion of probation
- ✓ Connection to health care
- ✓ Connection to mental health services

Program Improvement and Recommendations

Project BUILD continues to make adjustments that lead to overall program improvement. One of these is a concerted effort to better document recommendations developed at the Interdisciplinary Team meetings. The new system provides for record redundancy and ensures long-term tracking of individual case plans. Another program improvement is providing 30-day progress reports to referring agencies and providing referring agencies with termination summaries.

One recommendation offered by this report is for a more consistent meeting schedule of the Multidisciplinary Team, especially over the summer months. Related to this is a recommendation for increased involvement and accountability from this group, whether that comes in the form of providing relevant client information, and/or by more aggressively participating in forming the treatment plan for clients discussed at the meeting.

Project BUILD staff have also put forth some suggestions that merit consideration. The idea to furnish a suitable space for private staff/client interaction should be examined for feasibility. Bringing on additional staff would reduce the caseload for outreach workers and allow more time for research and problem-solving, as well as record-keeping duties.

Staff also envisioned a residential component that would increase services for families of gang-involved youth. This expansion of services, as well as the recommendation to create a “one-stop shop” for youth and family services, would involve significant capital expenditures, but should be kept in the forefront.

Finally, it is recommended that Project BUILD be thoroughly evaluated for effectiveness and Model compliance on a minimum 5-year schedule.