From Structural Violence
to Structural Justice

# WORCESTER YOUTH VIOLENCE PREVENTION INITIATIVE

# 2018

## Results to Date and 2018 Community Assessment

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CITY OF WORCESTER

We are proud to introduce the Mayor and City Manager's Worcester Youth Violence Prevention Initiative Community Assessment. Our top priority is to be the safest City in the nation and to provide the resources necessary for our young people as they are the future.

The Worcester Youth Violence Prevention Initiative (WYVPI) is the result of a comprehensive gang and youth violence assessment and citywide planning process that engaged hundreds of youth, adult residents and other stakeholders. The WYVPI builds on community strengths to address the needs of our highest risk youth from birth to early adulthood. Strategies aim to increase access to resources for high-risk youth and their families that are proven protective factors against violence and recidivism, eliminating structural violence, and promoting trust, safety, healing, and opportunities.

The initiative was developed with a trauma-informed lens because we know trauma is an important driver of generational cycles of violence in Worcester. From early childhood traumas to the potentially traumatic effects of arrest—this plan attempts to decrease exposure to trauma and connect youth experiencing trauma to resilience-building supports.

Additionally, it formalizes the relationships between our city departments and agencies, and established community groups. These cross-sector collaborations inform our policy and create conversations between neighborhood organizations and officials to make our streets safer and prevent our young people from ever entering the criminal justice system.

Most importantly, the WYVPI is working! The Initiative established a robust organizational structure with a Governance Committee, Working Groups, a Planning Team, and an Accountability Committee consisting of residents of all ages who have experienced community violence. This organizational structure facilitates information sharing and communication, collective data review, cross-sector training, and policy change. The Working Groups have generated new resources to implement needed strategies. To date, close to $3 million has been invested into strategies in the WYVPI.

Finally, the WYVPI has seen improvements in the core indicators it tracks, including declines in arrests of young people under 25 and declines in youth involvement in gun and knife incidents. We have also seen decreases in arrests, suspects, victims, and witnesses. Relatedly, there were zero homicides by firearms in 2017.

This report will show areas of success as well as areas of improvement. The City is in a great position but as we move forward more work needs to be done, and so as the Mayor and City Manager we stand to continue making Worcester the safest place to live, work, play, and study.

Sincerely,

Joseph M. Petty

*Mayor*

Edward M. Augustus, Jr.

*City Manager*

# Executive Summary

Worcester is the second largest city in New England with 183,677 residents. It is the most racially and ethnically diverse community in Central MA. Over 21% of Worcester's residents were born outside of the United States and almost 35% speak a language other than English at home. Between the years 2000 and 2016 Worcester has seen an increase of racial diversity and foreign-born populations. Worcester is also a relatively young city, with over one-third of the population being younger than 19 years of age.

Overall, Worcester is a safe city, but in 2015, Worcester saw a spike in serious youth violence. The first Shannon-funded youth violence community assessment had been completed in 2014 and a strategic planning process was already underway. Deeply concerned about this spike and fueled with data and a mobilized community, the Mayor and City Manager launched the Worcester Youth Violence Prevention Initiative (WYVPI) in June 2015.

Since then, the WYVPI has achieved a great deal of success. The Initiative established a robust organizational structure with a Governance Committee, Working Groups, a Planning Team, and an Accountability Committee consisting of residents of all ages with lived experience of community violence. This organizational structure facilitates information sharing and communication, collective data review, cross-sector training, and policy change. Working groups are implementing new strategies, including diversion in the District Attorney's Office; early childhood trauma intervention through Worcester ACTs; innovative youth employment programming through the City Manager's Department of Public Works summer employment initiative; and an emerging network of boys and men of color to provide mentoring and youth voice to the WYVPI. The WYVPI was also instrumental in bringing the HUB to Worcester to better serve individuals and families at significantly elevated risk. The Working Groups have generated new resources to implement needed strategies; to date, over $2.4 million has been invested into strategies in the WYVPI. Most importantly, the WYVPI has seen improvements in the core indicators it tracks, including declines in arrests of young people under 25 and declines in youth involvement in gun and knife incidents.

Yet, there is still work to do. We continue to see increases in student discipline in the schools. We also continue to see inequities in who is being suspended and arrested based on gender and race/ethnicity. Latino and Black boys, adolescents, and young men continue to be disproportionately

suspended and arrested. Due to these persistent patterns, the 2018 Community Assessment adopted a Structural Violence framework to guide data collection and analysis. Keith Morton (2019) writes:

> Evidence of structural violence is found by studying patterns of social suffering and asking what produces them: why is poverty so consistently correlated with one or more social identities such as race? Why is domestic violence enacted disproportionately by men against women? Why does enforcement of drug laws result in mass incarceration of people of color? Structural violence happens when we do not recognize how one thing is connected to another, or when we determine that elements of systems are not connected or can be treated differently. Structural violence becomes visible as we practice an ecological way of seeing relationship.

To make structural violence in Worcester visible, the specific questions guiding this assessment are:

- What community, school, family, and individual risk factors contribute to increasing school discipline and persistent racial/ethnic inequities in arrests and suspensions?
- What risk factors are not currently being addressed?

This Assessment found four main answers to these questions:

- High poverty and income inequality: Worcester's poverty rate of 22.1% is almost double Massachusetts'. Worcester's unemployment rate is 2.0 percentage points higher than the state's. One-third of Worcester's family households are headed by a single woman: 54% of children in female-headed households live below the poverty level. 53.9% of renters pay more than 30% of their income on rent. Worcester residents are less likely to have a high school degree than residents in the state. Residents with less than a high school education are 3.8 times more likely to live in poverty than residents with a bachelor's degree or higher.

- Toxic stress and trauma: Worcester's rate of fatal opioid overdoses increased 30% from 2016 to 2017. Worcester has one of the highest rates of opioid overdoses and fatalities in MA. Worcester has 3% of the state's 0-19 year old population but has 9% of state's DCF caseload. Worcester's violent crime rate is declining but at a much slower rate than the state as a whole. One out of 10 men between 25 and 29 years old in some neighborhoods has been incarcerated in the past 5 years; nearly every block in these neighborhoods has been affected by incarceration. The results of High School Youth Health Survey indicate students in Worcester are more likely to suffer from depression and attempt suicide than youth from MA.

- <u>Inadequate school funding and staffing levels:</u> Worcester students have higher needs than MA students as a whole, but the city's per pupil expenditure was $1,052.74 less than the state's. Worcester's student to teacher ratio is higher than the state's. Worcester has 1 psychologist per 1012 students, while MA has 776 students per psychologist; the ideal ratio is 500 to 1. WPS student body is 70% students of color, yet only 15% of all personnel and 13.5% of all teachers are African American, Latino, or Asian.

- <u>Lack of communitywide understanding of structural justice and implicit or unconscious bias:</u> It is difficult to find Worcester data about the role implicit bias plays in youth outcomes; yet, the literature provides irrefutable evidence that all people are subject to implicit bias.

The table below recommends actions to address these findings, organized by WYVPI working groups. Two strategies for all of the Working Groups are: 1) review the Resource Inventory and expand it and 2) Provide opportunities for all WYVPI stakeholders to deepen their understanding about structural justice. The WYVPI Governance Team should continue to lead policy change and training efforts.

| Working Group | Recommended Action |
|---|---|
| Early Childhood Trauma Intervention | 1. Increase two-generation strategies that address parental addiction and other forms of family instability while providing strong social-emotional supports for young children |
| Outreach & Engagement | 1. Increase the number of street outreach workers to have a ratio of 1 worker to every 15 youth enrolled in programs that serve high risk and system-involved youth<br>2. Develop strategies to ensure Main South and Eastside neighborhoods have intervention teams given end of Byrne and CAGs grant funding<br>3. Develop a crisis intervention team for evenings and weekends to ensure 24-7 coverage<br>4. Ensure system-involved youth have access to culturally competent mental health and substance abuse services |
| School Climate | 1. Advocate for increased funding of WPS so that recommendations below can be implemented without decreasing support for existing services, resources, and programs<br>2. Increase the number of school-based mental health and social-emotional supports<br>3. Establish non-stigmatizing early warning system for student behavior; explore joining with other data sources (e.g. WPD, DCF)<br>4. Ensure there is sufficient school staff bilingual in Spanish<br>5. Increase youths' of color connections to school and participation in higher education through specially tailored strategies<br>6. Examine adjustment counselor career pipeline for ideas on how to diversify other key positions in WPS<br>7. Consider eliminating out-of-school suspensions in PreK-3rd grade and develop alternative to suspension strategies for upper grades |
| Employment | 1. Advocate for policies that allow women heading households with children to work and keep benefits until truly stable<br>2. Develop meaningful year-round employment opportunities for system-involved youth |
| Diversion | 1. Advocate for increase in juvenile court justices<br>2. Develop more diversion alternatives, particularly for dually enrolled youth |
| Boys & Men of Color | 1. Create a network of men of color to mentor system-involved youth |
| Re-entry--NEW | 1. Enhance re-entry to increase former prisoner's likelihood of success; consider building on the WPD Final Notice Program<br>2. Develop protocols for students re-entering WPS after DYS detention |

# Introduction

Youth violence is a pressing public health concern. According to the Centers for Disease Control and Prevention (CDC), in 2016 homicide was the third leading cause of death among youth aged 15–24 years old in the United States; however, in 2015 it was the leading cause of death for African American youth and second leading cause of death for Hispanic youth. Violence is a major cause of nonfatal injuries among youth. In 2016, over 600,000 young people aged 15–24 years old were victims of violence-related non-fatal injuries[i]. The 2015 Youth Risk Behavior Survey revealed that nationwide among youth in grades 9-12, 22.6% reported being in a physical fight in the twelve months preceding the survey and 16.2% reported carrying a weapon (gun, knife or club) on one or more days in the thirty days preceding the survey. These figures were slightly lower for Massachusetts; 19.2% reported being in a physical fight and 12.6% reported carrying a weapon[ii].

The CDC estimates that each year youth homicides and assault-related injuries result in over $18 billion in medical and work loss costs for the country[iii]. Beyond the monetary costs, youth violence takes a serious toll on families, schools, and neighborhoods and harms the health of the witnesses, victims, and perpetrators. Due to the array of serious impacts of youth violence on entire communities, it is essential that we understand its causes so that we can intervene early.

Toxic stress is a key component of youth vulnerability and involvement in violence. A toxic stress response arises due to the presence of strong, frequent, and prolonged stressors, such as early exposure to violence, experiencing abuse or neglect, living in poverty, having family members involved in criminal activity, and experiencing the effects of racism. There is an abundance of research that suggests that trauma in childhood has detrimental effects on brain development in areas that regulate fear response, impulse control, reasoning, planning, and academic learning.

These effects on the brain can cause children to have extreme reactions to seemingly low-stress incidents. These children may misinterpret neutral facial expressions as angry; unnecessarily triggering a fight-or-flight response. Traumatized children's hypervigilance and exaggerated reactions result from their stress response system activating more frequently and for longer periods than is necessary, causing wear and tear on their brains and bodies. Children who live in threatening environments are more likely to respond violently (fight) or run away (flight) than children who grow up in safe, stable, and nurturing environments.

Children, particularly boys, who experience physical abuse or neglect early in their lives are at greater risk for committing violence against peers, engaging in bullying, committing teen dating violence, and for perpetrating child abuse, intimate partner violence, and sexual violence later in life. Long-term, unaddressed, accumulated traumas that trigger a toxic stress response are associated with mental and physical health disorders as well as overall shorter life expectancy as adults.

The Worcester Youth Violence Prevention Initiative (WYVPI) is the city's response to youth violence that is rooted in toxic stress. The WYVPI is the result of a gang and youth violence assessment and citywide strategic planning process that engaged hundreds of youth, adult residents and other stakeholders from fall 2013 through spring 2015 (Worcester Youth Violence Assessment[iv]). The assessment identified the following as significant drivers of youth violence in Worcester: Family stress; Unemployment; Early childhood trauma; Generational cycles of gang involvement; Limited neighborhood recreation opportunities; and Punitive school discipline. WYVPI strategies aim to increase high-risk youth and family's access to resources that are proven protective factors against violence and recidivism. The WYVPI builds on community strengths to address the needs of our community's highest risk youth from birth to early adulthood.

The plan was developed with a trauma-informed lens. From our first assessment, we learned that trauma is a significant driver of generational cycles of violence in Worcester. From early childhood trauma to the potentially traumatic effects of arrest—Worcester's plan attempts to decrease exposure to trauma and connect youth experiencing trauma to appropriate supports. Worcester's plan also responds to the disproportionate rate at which Latino and African American youth and young adults are punished in school and present in the criminal justice system in Worcester. Continual review of data and a focus on training, policy, and systems change are core components of the WYVPI to address disparate treatment and outcomes for youth of color.

This report provides an overview of the results of the Initiative to date. After discussing progress and remaining challenges, our Structural Violence Assessment Framework is presented. The results of the 2018 Assessment follows, organized according to the domains of the Structural Violence Framework, including Community, Family, School, and Individual Risk and Protective Factors. The report ends with recommendations for action.

# Results of Prior Assessment and Strategic Plan

After being officially launched in June 2016, the Worcester Youth Violence Prevention Initiative has accomplished a great deal.

1. Established a governance structure: The WYVPI is chaired by the City Manager and the Mayor. The following diagram provides an overview of the initiative's governance structure:
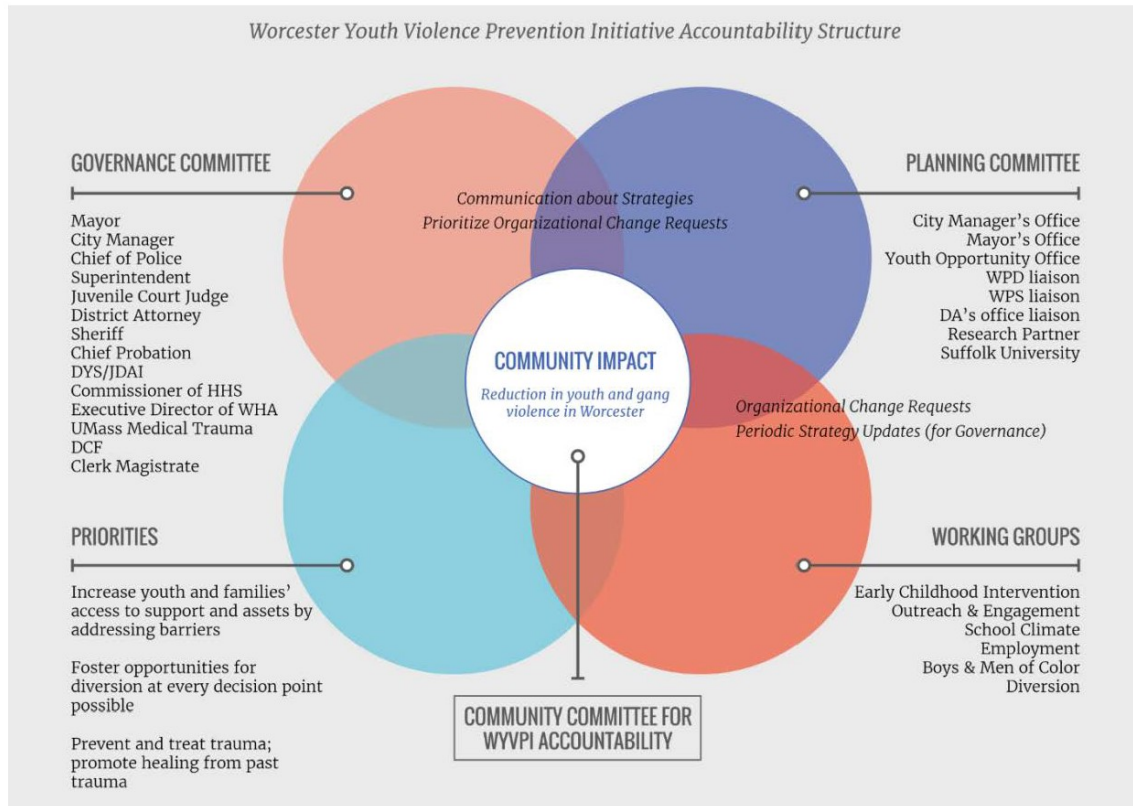


This governance structure allows the WYVPI to initiate systems change by breaking down siloes and promoting information sharing. For example, the WYVPI's high level leadership has helped to insure that the plan was integrated into the city's Community Health Improvement Plan (CHIP), the City Manager's Commission on Youth, and the WPS Strategic Planning Process. The Worcester Police Department, Worcester Public Schools, DYS, and the DA's Office submit data related to WYVPI's performance indicators on a monthly basis to the Initiative's research partner. According to preliminary results of Suffolk University's Relational Coordination study, communication among WYVPI partners has improved.

2. <u>Working groups have formed and garnered new resources to implement innovative programs that are directly aligned with the drivers of youth violence in Worcester.</u>

**Early Childhood Trauma Intervention**

- Purpose: Increase access to high quality, trauma-informed early education and health services for children of proven-risk/incarcerated parents to break generational cycles of violence and gang involvement

- Highlighted strategy: Worcester ACTs

- Funding received: $210,000

**Outreach and Engagement**

- Purpose: Reduce barriers for high-risk and proven-risk youth and young adults to community resources and services in order to build relationships and change norms about violence

- Highlighted strategies: Recreation Worcester, citywide intervention team consisting of Shannon, SSYI, CAGs, and Byrne outreach workers, Youth Resources Network, HUB implementation

- Funding received: $1,578,000

**Diversion**

- Purpose: Reduce the number of youth being arrested by providing alternatives to arrest and reduce the number of youth being charged and detained

- Highlighted strategies: Family Chaos Diversion Program, DA Diversion Program, Seeing RED Implicit bias training

- Funding received 2017: $123,146

**School Climate**

- Purpose: Reduce use of out-of-school suspensions, increase social emotional learning practices, and improve the quality of educational opportunities for the highest risk students

- Highlighted strategies: Boys Conference

- Funding received: $18,000

**Employment**

- Purpose: Reduce barriers to employment for systems-involved and high-risk youth and young adults

- Highlighted strategies:Summer and Year Round Youth Works; employment support for CAGs, SSYI and Shannon; Parks Stewards; Youth Leadership Institute

- Funding received: $545,400

**Boys & Men of Color Healing**

- Purpose: Create platforms for trauma informed recurring, participant-centered, intentional healing conversations amongst Boys and Men of Color

- Highlighted strategies: Developing mentorship with 508BikeLife

- Funding received: N/A

3. <u>The WYVPI systems changes and enhanced programmatic efforts are correlated with progress in the four main performance indicators it tracks.</u> These indicators are:
   a) Youth and young adult arrests
   b) Gun and knife incidents involving youth and young adults
   c) School discipline
   d) School arrests

In addition to aggregate changes in these indicators, the WYVPI also tracks changes by gender, race and ethnicity. To monitor racial/ethnic disparities in these indicators we use a Relative Rate Index. The

**Relative Rate Index (RRI) Calculations**

$$\frac{\text{Black \& Latino Contacts}}{\text{Black \& Latino Population}} = \text{Rate of \textbf{Black \& Latino} Contact}$$

$$\frac{\text{White Contacts}}{\text{White Population}} = \text{Rate of \textbf{White} Contact}$$

$$= \boxed{\text{Relative Rate Index}}$$
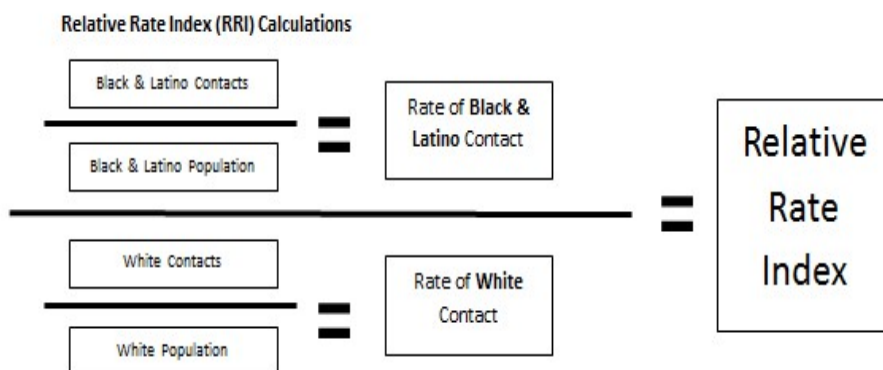
Relative Rate Index relates each racial/ethnic group's arrests with police or school discipline to that of the white population. In this way, we are able to control for the different sizes of each sub-population.

The WYVPI is committed to addressing conditions that lead to youth arrests and school discipline as well as the factors that contribute to the disproportionate punishment of Latino and African American youth relative to White youth. The WYVPI recognizes that multiple, complex factors give rise to disproportionate punishment. After 18 months with the governance structure in place, the initiative realized progress in three out of the four indicators:

**a) Youth and Young Adult Arrests (under the age of 25)**

Arrests for individuals under the age of 25 have declined since the start of the initiative (see Chart 1). Arrests are trending down for males and females (see Chart 2), as well as for all racial and ethnic groups WYVPI tracks (see Chart 3). Most arrest types are trending down, with the exception of Weapon Law Violations (see chart 4).

## Chart 1: Trends in Arrests for Youth Under 25



## Chart 2: Annual Trends by Gender



## Chart 3: Annual Trends by Race/Ethnicity



## Chart 4: Annual Trends by Arrest Type
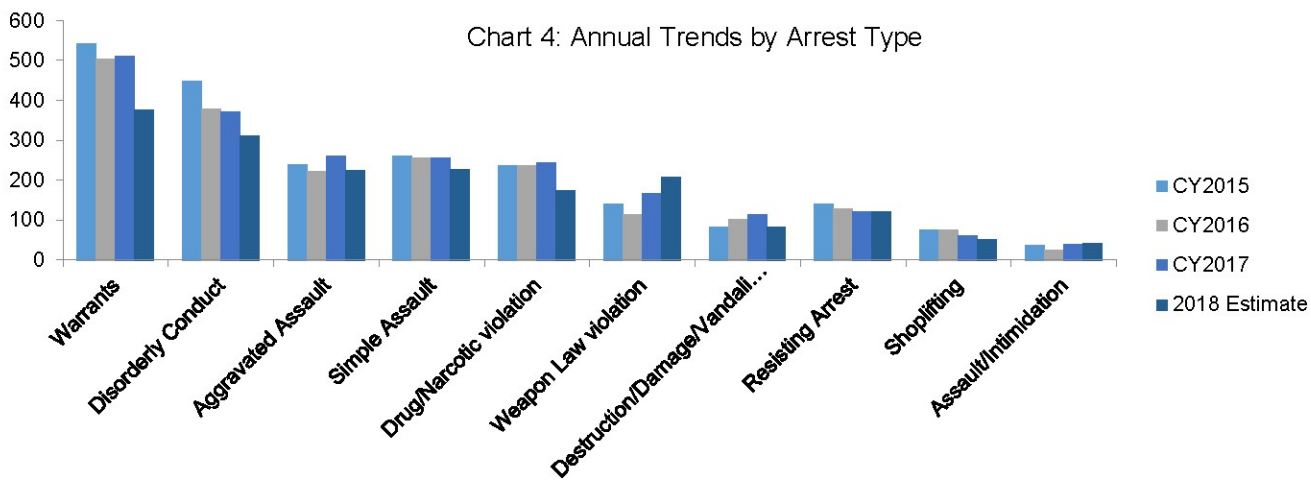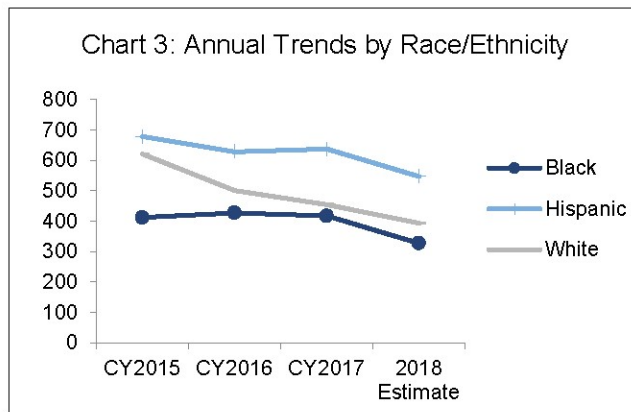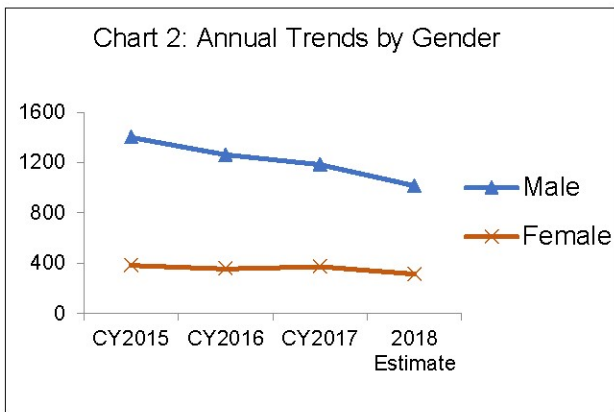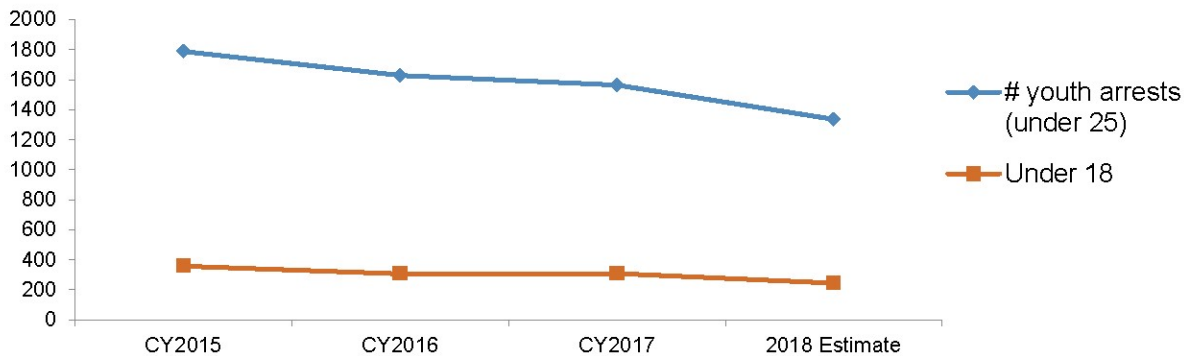
**b) Gun and Knife Incidents**

While Weapon Law violations have increased, we have seen fewer young people under 25 involved in gun and knife incidents since 2015 (see Chart 5). Gun and knife incidents have decreased by 28% to date while the number of youth under 25 involved in these incidents has decreased by 24%. We have see declines for males, females, and all race/ethnic groups. We have also seen decreases in arrests, suspects, victims, and witnesses.  Relatedly, there were zero homicides by firearm in 2017.

**Chart 5: Annual Trends in Gun & Knife Incidents**
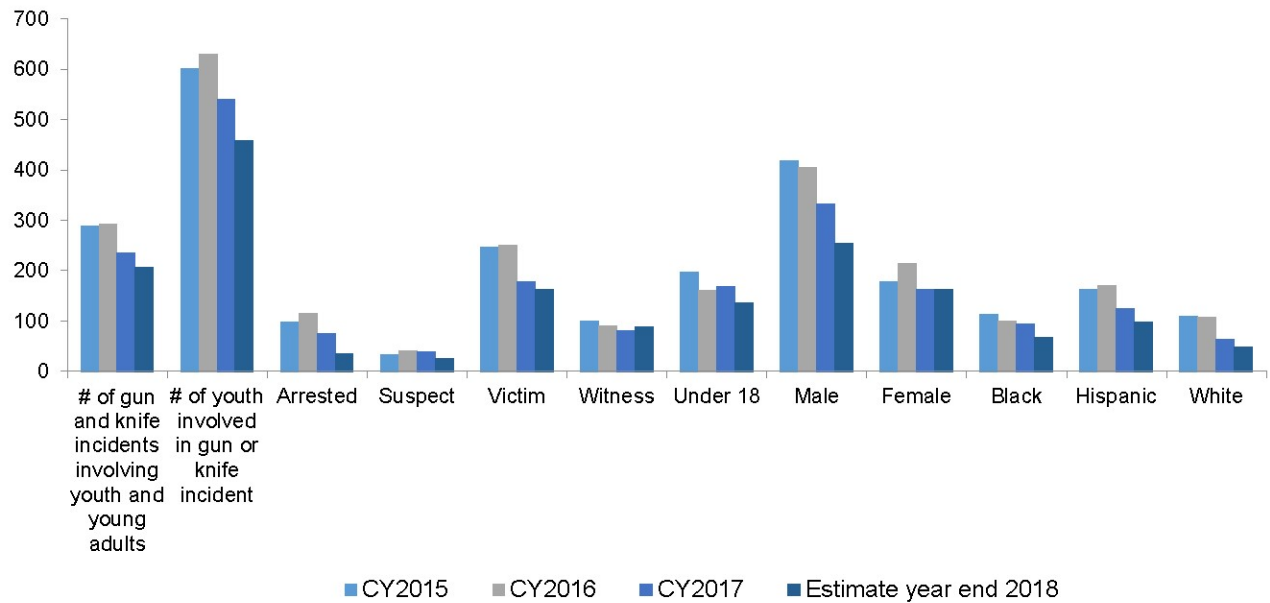
### c) School Discipline and Arrests

Unlike arrests, we are seeing increases in in-house suspensions and long-term suspensions from the 2016-2017 to 2017-2018 school years (see Table 1). WYVPI did not track out-of-school suspensions (OOS) last academic year so we cannot assess whether they are increasing or decreasing

| Table 1: Trends in School Discipline | Total 2017 | Total 2018 |
|---|---|---|
| In-house suspensions (IHS) | 1053 | 1364 |
| Out-of-school suspensions(OOS) | NA | 2262 |
| Long-term school suspensions (LTS) | 115 | 150 |
| School arrests | 25 | 21 |

using WPS provided data[1]. Males, Latinos, and students on Free/Reduced lunch are most likely to receive a suspension of any type (see Chart 6). Regarding our fourth performance indicator, school-based arrests have continued to decline in the 2017-2018 year (see Table 1).



Chart 6: Characteristics of Student Suspensions
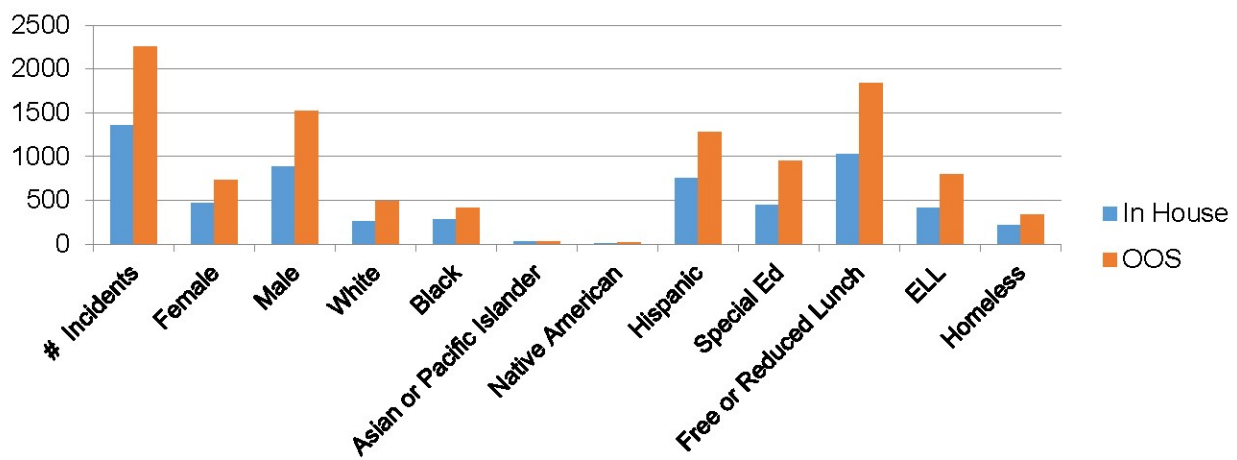
Another concerning data point is the number of suspensions in grades preK-3 grade. There were 199 out- of-school suspensions for these grades in 2017-2018; 79 just in grades preK and kindergarten. There is a relatively small number of elementary schools with elevated numbers. These schools tend to have a very high percentage of high needs students. A focused effort on these schools could help to keep the most at-risk young children connected to school.

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[1] Later in this report, we rely on MA Department of Elementary and Secondary Education data to monitor changes in school discipline as these data are publically available.

**d) Inequities Persist**

While we have seen progress on almost all of our core indicators, Worcester still shows persistent inequities in terms of race/ethnicity in who is getting arrested and suspended. Using the Relative Rate Index (RRI) described above to measure inequity, we found:

School Discipline in 2016-2017 (see Chart 7):

- Black youth experienced school discipline 1.56 times more frequently than White youth;
- Latino youth experienced school discipline over two times more frequently than White youth
- Overall RRIs were decreasing in the schools, the inequities were trending down for all groups except for multi-racial students as of the end of the 2016-2017 academic year

**Chart 7: RRI School Discipline (DESE data)**
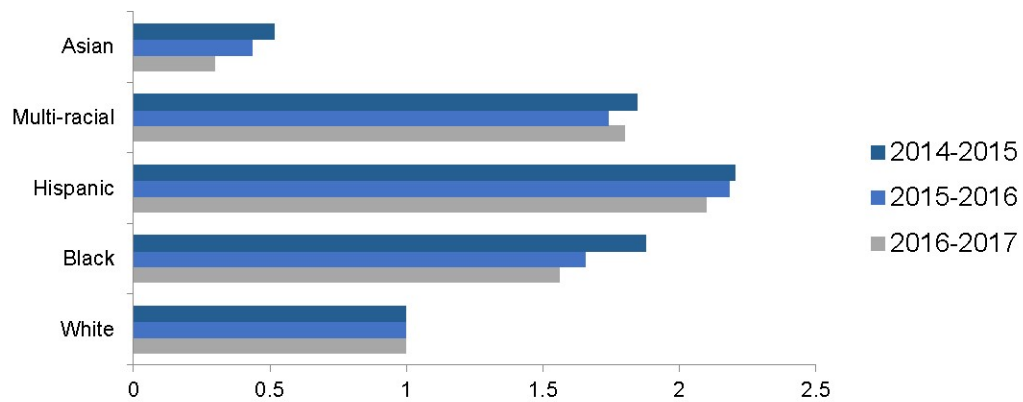


Arrests for youth under 25 years old in 2017 (see Chart 8):

- Black youth's arrests were roughly 3.2 times higher than White youth's
- Latino youth was roughly 2.4 times higher
- Overall RRIs for arrests have been increasing, inequities are increasing

**Chart 8: RRI Arrests 0-24 (WPD data)**

# Summary

Over the past 18 months, the WYVPI has contributed to a great deal of progress in addressing the conditions that give rise to youth violence.  Our core indicators suggest we are on the right track; however, the increasing punishment of students in school and the persistent racial/ethnic inequities in arrests and suspensions indicate that there is still work to do (see Table 2).

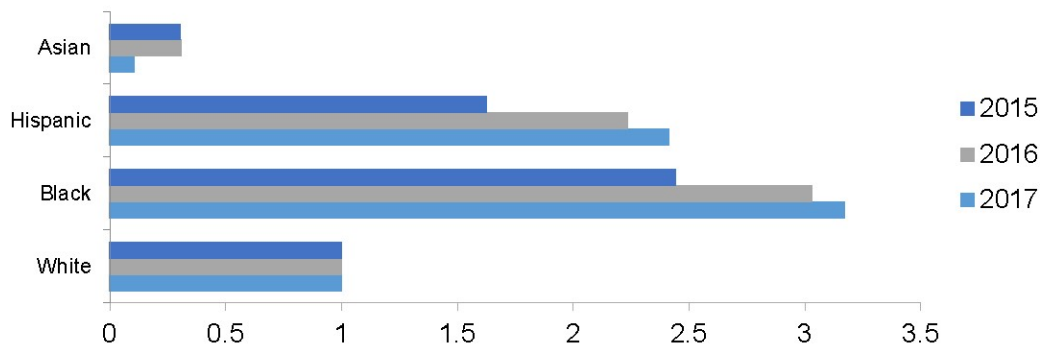| Table 2: Community Indicators | 2015 | 2017 | % Change |
|---|---|---|---|
| Youth arrests (under 25 years old) | 1789 | 1565 | ↓12.5% |
| RRI youth arrests | | | |
| Black | 2.4 | 3.2 | ↑33.3% |
| Latino | 1.6 | 2.4 | ↑50.0% |
| Gun and knife incidents involving youth under 25 years old | 290 | 235 | ↓18.9% |
| RRI gun and knife incidents | | | |
| Black | 3.7 | 5.0 | ↑35.1% |
| Latino | 2.7 | 3.4 | ↑25.9% |
| Out-of-School suspensions—all offenses (DESE) | 1929 | 2306 | ↑19.5% |
| RRI of out-of-school suspensions | | | |
| Black | 1.8 | 1.6 | ↓11.1% |
| Latino | 2.2 | 2.1 | ↓ 4.5% |
| Multi-racial | 1.8 | 1.8 | No change |
| School arrests | 33 | 25 | ↓24.2% |

Because community conditions are not yet where we need them to be to reduce violence for all young people and because the strategic plan is an evolving tool that allows the community to approach the issue of violence in a holistic and inclusive way, the Governance team recognizes the need to conduct community assessments every three years. Regular assessments ensure that we are utilizing the most effective strategies, in the right places, and with the intended target population.

The specific questions guiding this assessment are:

- What community, school, family, and individual risk factors seem to contribute to increasing school discipline and persistent racial/ethnic inequities in arrests and suspensions?
- What risk factors emerge from this assessment that are not currently being addressed?

The answers to these questions will drive future work of the WYVPI.

# Structural Violence Framework Overview & Current Assessment

The Worcester Youth Violence Community Assessment examines the city through the lens of known risk and protective factors that contributes to youth and gang violence (OJJDP, 2009). We identify relevant risks and protections within five domains or systems: community, family, school, peer-group, and individual. Figure 1 illustrates the embedded nature of these contexts and how they are shaped by larger societal forces of racism, implicit bias, toxic stress, income inequality, poverty, gender norms, and other intersectional dynamics—leaving low-income Latino and African American youth most vulnerable. Through this embedded model of structural violence, we aim to show that ignoring societal and community dynamics and addressing only the behaviors of proven risk or high-risk youth and families is an insufficient and unjust response to youth and gang violence. We use this framework to examine Worcester and explore which factors are the most significant drivers of violence and therefore are the highest priority for action.

# WYVPI STRUCTURAL VIOLENCE FRAMEWORK

## SOCIETY/SYSTEMS

- Racism & implicit bias
- Toxic Stress
- Income inequality
- Gender norms

## COMMUNITY

- High crime
- Drug availability
- Firearm availability
- Barriers to and lack of social and economic opportunities
- Lack of social capital
- Cultural norms supporting gang behavior
- Barriers to community programs
- Housing quality, availability, policies
- Policing and court practices
- Presence of gangs
- Failure to provide formal routes to rewards such as status, identity, self-esteem, companionship, and protection

## INDIVIDUAL (DYNAMIC RISK FACTORS)

- Defiant and deviant character
- Aggression
- Fatalistic view of the world
- Alcohol and drug use and/or trafficking
- Victimization
- Problem behaviors, hyperactivity, externalizing behaviors, drinking, lack of refusal skills
- Low commitment to school
- High levels of antisocial behavior in school
- Low achievement test scores
- Identification as being learning disabled
- Illegal gun ownership
- Early or precocious sexual activity, especially among females

Levels of Risk Factors

## FAMILY

- Extreme economic deprivation
- Child maltreatment
- Family disorganization and drug abuse
- Family members in a gang
- Lack of adult male role models
- Lack of parental role models
- Parental and/or sibling criminal justice system involvement

## SCHOOL

- Negative labeling by teachers
- Few teacher role models
- Availability of resources & programs
- Disciplinary policies/out of school suspensions
- School culture/environment
- Drug use and availability
- Presence of weapons

## PEER GROUP

- Friends who use drugs or who are gang members
- Friends who are drug dealers
- Friends who have been arrested

## Community and Family Domain

### Worcester Overview

Worcester is the second largest city in New England with 183,677 residents. It is the most racially and ethnically diverse community in Central MA. Over 21% of Worcester's residents were born outside of the United States and almost 35% speak a language other than English at home. Between the years 2000 and 2016 Worcester has seen an increase of racial diversity and foreign-born populations. Worcester is also a relatively young city, with over one-third of the population being younger than 19 years of age.

### Community and Family Risk Factors

Over that time, the number of owner occupied housing units has declined while renter occupied housing units have increased. Fifty-nine percent of children under 18 live in renter-occupied housing units. The cost of housing is a burden to many families, with 53.9% of renters paying more than 30% of their income on rent. According to Worcester's 2017 Point in Time Homeless Count, 626 households were experiencing homelessness. Of the 1,111 individuals who were experiencing homelessness, 37.2%, were under the age of 18 and 47% of individuals were below the age of 25. Of the 413 homeless youth, 72.6% were in emergency shelters, while 26.6% were in transitional housing. Three youth were unsheltered.

Over half of Worcester's population lives in family households. Of family households, roughly one-third of them are headed by a female householder. This rate of female-headed households in Worcester has increased since 2000 and is almost 10 percentage points higher than the state average.

The median household income is estimated at $45,499 in Worcester and $70,954 in Massachusetts. In Worcester, 22.1% of the population lives below the poverty line, which is double the state rate of 11.4%. Roughly 1/3 of all children under 18 years old live in poverty (30.6%), which is double the rate of the state rate of 14.9%. In MA, 41% of children in female headed households live below the poverty level, while in Worcester, 54% of children in female headed households live below the poverty level. As a point of comparison, 4.8% of children in married-couple family households live in poverty in MA and 15.1% in Worcester. In 2014, 75% of the children in Worcester were enrolled in free or reduced lunch, while only 44% of children in Massachusetts were enrolled (Annie E. Casey Foundation (2014-2015).

Of racial/ethnic groups, Latinos have the highest overall percentage living in poverty at 37%. Of residents who report two or more races, 33% of them live in poverty. Roughly, 23% of Black/African American residents live in poverty. Roughly 21% of White residents live in poverty.

In Worcester, the unemployment rate is 8.8% as compared to 6.8% in Massachusetts. For white, non-Hispanic residents, the unemployment rate is 7.7%, for Black residents it is 10.4%, for Asian residents it is 7.9%, and for Hispanic residents it is 11.4% (see Tables 3 & 4).

| Table 3: Socio-demographic Profile | Worcester (2000) | Worcester (2016) | Massachusetts |
|---|---|---|---|
| Total: | 172,648 | 183,677 | 6,547,629 |
| Male | 48.0% | 49.2% | 48.4% |
| Female | 52.0% | 50.8% | 51.6% |
| White | 77.1% | 68.7% | 82.5% |
| Black or African American | 6.9% | 13.5% | 7.8% |
| American Indian or Alaskan Native | 0.5% | 0.3% | 0.8% |
| Asian | 4.9% | 7.0% | 6.0% |
| Native Hawaiian or Other Pacific Islander | 0.1% | 0.0% | 0.2% |
| Some Other Race | 7.2% | 5.1% | 5.6% |
| Two or More Races | 1.4% | 4.3% | 2.6% |
| Hispanic or Lantinx (any race) | 15.2% | 20.6% | 9.6% |
| Foreign Born | 14.5% | 21.3% | 19.4% |
| Speak language other than English at home | 28.1% | 34.7% | 22.7% |
| Speak English less than very well | | 16.7% | 8.9% |
| Median Age | 33.4 | 34.0 | 39.4 |
| Under 5 years old | 6.5% | 5.9% | 5.4% |
| 5-9 years old | 6.9% | 5.6% | 5.5% |
| 10-14 years old | 6.6% | 5.5% | 6.0% |
| 15-19 years old | 8.0% | 8.1% | 6.8% |
| 20-24 years old | 9.0% | 10.2% | 7.3% |
| 25-34 years old | 15.5% | 16.0% | 13.7% |
| 35-44 years old | 14.8% | 11.8% | 12.4% |
| 45-54 years old | 11.4% | 13.0% | 14.6% |
| 55 years old and over | 21.3% | 24.0% | 28.2% |
| Total Households | 67,028 | 69,204 | 2,558,889 |
| Family households | 39,228 | 38,218 | 1,627,194 |
| Married couple families | 25,685 | 23,364 | 1,200,167 |
| Female householder no husband present | 10,448 | 10,912 | 319,661 |
| Total Housing Units | 70,723 | 76,173 | 2,836,658 |
| Vacant housing | 5.2% | 9.1% | 9.8% |
| Occupied housing | 94.8% | 90.1% | 90.2% |
|     Owner occupied housing | 43.3% | 42.4% | 62.1% |
|     Renter occupied housing | 56.7% | 57.6% | 37.9% |
| Source: Massachusetts: 2000 Census of Population and Housing (2002). | | | |
| U.S. Census Bureau, 2012 2016 American Community Survey 5-Year Estimates | | | |

| Table 4: Socio-Economic Factors | Worcester | Massachusetts |
|---|---|---|
| **Household Income** | | |
| Median Household Income | $45,599 | $70,954 |
| 14,999 or less | 18.8% | 11.0% |
| 15,000-24,999 | 11.9% | 8.2% |
| 25,000-34,999 | 10.2% | 7.4% |
| 35,000-49,999 | 12.3% | 10.2% |
| 50,000-74,999 | 16.9% | 15.5% |
| 75,000-99,999 | 10.8% | 12.5% |
| 100,000 or higher | 18.9% | 35.3% |
| | | |
| Unemployed | | |
| Total Unemployment Rate | 8.8% | 6.8% |
| **Poverty Status by Populations** | | |
| Total Poverty % | 22.1% | 11.4% |
| White | 20.8% | 8.9% |
| Black or African American | 22.7% | 21.7% |
| Asian | 17.4% | 14.3% |
| Native Hawaiian or Other Pacific Islander | 10.0% | 15.8% |
| Other Race | 33.9% | 30.3% |
| Two or More Races | 33.5% | 19.0% |
| Hispanic or Latino (any race) | 37.2% | 28.5% |
| | | |
| Children under 18 years | 30.6% | 14.9% |
| Children under 5 years | 32.1% | 16.7% |
| Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates | | |

In terms of youth employment, in 2010-15 Worcester had a smaller share of youth 16-19 years of age working than Massachusetts (see Table 5). In Massachusetts, almost 55% worked during the past 12 months while in Worcester the share was 46%. The same can be said for older youth 20-24 years of age. In Massachusetts, almost 82% worked during the past 12 months while in Worcester the share was 78.2%. As for the share of youth that did not work during the past 12 months, Worcester is also

at a disadvantage. In Worcester, 54% of youth 16-19 years of age had not worked in the past 12 months, while in MA a little over 45% had not worked in the past 12 months. Likewise, in Worcester, 21.8% of youth 20-24 years of age had not worked in the past 12 months, while in MA the figure was 18.3%. With this data it is difficult to establish if differences in employment status are attributed to relative differences in labor market opportunity or to school enrollment levels.

| Table 5: Full-Time Year-Round Work Status in the Past 12 Months by for the Population 16-24 Years. | Massachusetts (Estimate) | % | Worcester (Estimate) | % |
|---|---|---|---|---|
| Total: | 5,427,407 | | 147,274 | |
| 16 to 19 years: | 383,193 | | 13,292 | |
| Worked in the past 12 months: | 210,282 | 54.9 | 6,120 | 46.0 |
| Did not work in the past 12 months | 172,911 | 45.1 | 7,172 | 54.0 |
| 20 to 24 years: | 482,868 | | 17,899 | |
| Worked in the past 12 months: | 394,434 | 81.7 | 13,993 | 78.2 |
| Did not work in the past 12 months | 88,434 | 18.3 | 3,906 | 21.8 |
| Source: ACS 2010-15 5-Year Estimates | | | | |

While the city is known for its colleges and universities, Worcester has lower educational attainment than the rest of the state. Nine percent of children ages 3-17 are not enrolled in school (see Table 6).

| Table 6: Education & WPS Populations Data | Worcester | Massachusetts |
|---|---|---|
| High School Degree or Higher | 84.4% | 90.1% |
| Bachelor Degree or Higher | 29.7% | 41.2% |
| Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates | | |

Within Worcester, there are educational achievement inequities that have economic implications. Whites are 2.8 times more likely to have a bachelor's degree than Latinos and 1.7 times more likely to have a bachelor's degree than those reporting 2 or more races. Residents with less than a high school education are 3.8 times more likely to live in poverty than residents with a bachelor's degree or higher.

## Violent Crime in Worcester

Table 7 shows a roughly 1% decrease in violent crime between the years of 2010 and 2014 in the city of Worcester. The violent crime rate in 2010 was 973.2 per 100,000 individuals. Though this dropped to 964.8 in 2014 (the most recent year for which data are available), the chart shows that the rate fluctuated over the years. Not only does Worcester experience a much higher violent crime rate than Massachusetts as a whole, the city's decrease in violent crime was much smaller than the state's rate of decline of 16.5%. In 2015, the mortality rate from assaults was 3.2 per 100,000 in Worcester, while it was 1.7 per 100,000 in MA (MA Vital Records).

| Table 7: Violent Crime Year | Worcester Violent Crime Rate | Worcester Murder and Non-negligent Manslaughter Rate | Worcester Aggravated Assault Rate | MA Violent Crime Rate | MA Murder and Non-negligent Manslaughter rate | MA Aggravated Assault Rate |
|---|---|---|---|---|---|---|
| 2010 | 973.2 | 3.6 | 747.3 | 468.9 | 3.3 | 333.2 |
| 2011 | 988.2 | 6.0 | 736.8 | 427.3 | 2.8 | 297.0 |
| 2012 | 959.4 | 4.4 | 708.3 | 407.0 | 1.8 | 281.7 |
| 2013 | 954.6 | 4.9 | 673.7 | 406.4 | 2.1 | 270.1 |
| 2014 | 964.8 | 3.3 | 736.7 | 391.4 | 2.0 | 267.6 |
| Source: Uniform Crime Reporting Statistics | | | | | | |

According to Worcester Crime Reports, between 2016 and 2018, there has been a decrease in assaults with a deadly weapon, drug-related, and weapon-related offenses (see Table 8).

| Table 8 | Drug-Related Offenses | Weapons Offenses | Assault with a Deadly Weapon Offenses |
|---|---|---|---|
| 2016-2017 | 482 | 687 | 522 |
| 2017-2018 | 419 | 541 | 446 |
| Source: Worcester Crime Reports | | | |

## Geography of Incarceration

In 2017, Mass, Inc. published a report entitled, "Geography of Incarceration in a Gateway City: The cost and Consequences of High Incarceration Rate Neighborhoods in Worcester[2]." The findings from this report reveal that returns from Worcester House of Correction and county jail were heavily

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[2] https://2gaiae1lifzt2tsfgr2vil6c-wpengine.netdna-ssl.com/wp-content/uploads/2017/09/geography.crime_.report.8.pdf

concentrated in Worcester's central neighborhoods. In neighborhoods such as Bell Hill, Union Hill, Vernon Hill, Lower Lincoln, Main South, and Greater Piedmont virtually every block has been affected by incarceration. In Green Island, Main Middle, and Shrewsbury St neighborhoods 1 in 10 men ages 25 to 29 have served an HOC sentence over a five year period.

These neighborhoods face the challenge of re-entry as individuals encounter the extremely difficult task reestablishing their lives post incarceration. Children in these neighborhoods suffer from the lost presence of family members who have been incarcerated. This report also highlighted the economic costs of incarceration for Worcester. For example, twice as much was spent on incarcerating residents from one neighborhood in the city ($1.7 million) than Worcester currently receives for violence prevention citywide, through the state's two primary grant programs (the Shannon Grant, $494,824; and the Safe and Successful Youth Initiative, $600,000).

The study also examined the relationship between high incarceration rates and voter turnout as well as school quality. Research shows that children with incarcerated parents are at-risk for behavior problems. This research bears true in Worcester, with strong correlations between neighborhoods with high incarceration rates and school disciplinary problems. This research also helps to explain children's entry into the school-to-prison pipeline.

## Gangs in Worcester

According to the WPD Gang Unit, there are 23 active gangs in Worcester and 1,220 gang members living in Worcester. Gang members make up less than 1% of the Worcester population.

WPD's definition of 'gang' is based on the model developed by the US Department of Justice's National Institute of Justice. A gang is defined as three or more individuals who associate periodically as an ongoing criminal group or organization, whether loosely or tightly structured: it has identifiable leaders: it has a name or identifiable symbols: its membership (individually or collectively) currently engages in or has engaged in drug trafficking or other criminal activities: and it frequently identifies with or claims control over specific territory (turf) in the community, wears distinctive dress and colors, and may communicate through graffiti and hand signs, among other means. WPD also recognizes non-traditional or hybrid gangs that may lack symbols, turf, or identifiable leaders.

An individual must score at least ten points to be identified by WPD as a gang member. Criteria include self-admission (10 points); prior validation by law enforcement (10 points); prior validation by a correctional agency (10 points); information received from an unaffiliated law enforcement agency

(8 points); self-admission to schools (5 points); use and/or possession of gang paraphernalia or identifiers (4 points); group related photograph (4 points); known group tattoo or markings (8 points); information from reliable, confidential informant (7 points); information from anonymous informant or tipster (5 points); victim/target affiliated with/member of rival group not in custody or incarcerated (9 points); or in custody or incarcerated (3 points); possession of documents - not in custody or incarcerated (8 points); or in custody or incarcerated (4 points); named in documents as a gang member (8 points); possession of gang publication (2 points); participation in publication (8 points); court and investigative documents (9 points); published news accounts (1 point); contact with known gang members/associates (2 points per interaction); membership documents (9 points); information developed during investigation and/or surveillance (5 points); and information not covered by other criteria (1 point).

When asked about patterns and trends of gangs and gang members WPD explained that over the years gangs have shifted from being territorial, neighborhood-focused to more transient. They described young members of gangs as being more violent, mobile, and chaotic. They have identified shifts from leadership-focused organization to more less-structured patterns. To their understanding, these changes have come into effect for a number of reasons such as waves of arrests in gang leaders, changes in housing policies, social media, and popular media. They also believe that gang members are younger as well. Previously, the youngest gang members tended to be 17 years old. While today, WPD believes the youngest gang members are between 12 and 14 years old.

In 2006, Anthony Braga used a focus group of WPD officers to gather information about gangs in Worcester. By comparing the information presented in Braga's Worcester Violence Report to our 2018 gang unit interview, the following changes were identified:

- 28 active street gangs in 2006 decreased to 23 active street gangs in 2018
- Between 790 and 911 individuals as gang members in 2006 increased to 1,220 individuals as members in 2018

In Worcester, gang-related crimes are those committed by gangs or gang members and that involve activity such as distribution of marijuana and other drugs, home invasions, assaults, and human trafficking. Alternatively, if a gang member is involved in a domestic call, the incident is not considered a gang-related incident. Additionally, if an individual is identified as a gang member, there is no possibility of enhancement in penalty for their crimes in accordance with Massachusetts state law.

WPD suggested that a large portion of violence in Worcester could be attributed to certain gangs, particularly rivalries between Kilby affiliated and Eastside affiliated gangs. Overall, violent crime in Worcester is largely created by a small group of people and few offenders associated with gang-related activities.

## Drug availability

Because it is difficult to monitor drug availability, we examine drug use as a community risk factor. In 2014, 4,915 individuals were served in Bureau of Substance Abuse Services (BSAS) contracted/licensed facilities (BSAS); 24.8% for alcohol, 62.3% for heroin.

According to the Massachusetts Department of Public Health, opioid-related deaths increased 63.5% between the years 2010 and 2015 in Worcester County (Massachusetts Department of Public Health. 2017). In 2015, there were 43.6 per 100,000 fatal overdoses in Worcester and 24.6 in MA. The opioid overdose rate in 2017 averaged three incidents per day;  there were 1,238 overdoses in 2017, nearly an eight percent increase over the 1,148 incidents in 2016. As of January 2018, preliminary numbers indicate there were 76 fatal overdoses in 2017, a provisional count that may rise when cause-of-death codes are finalized. This is a 30% increase from the 53 overdose fatalities during 2016.

Also related to how children and youth are affected by the opioid epidemic is the increasing rate of neonatal abstinence syndrome (NAS). NAS is a group of problems that occur in a newborn who was exposed to addictive opiate drugs during pregnancy. WDPH collects the numbers of infants with NAS from participating hospitals and has observed a steady increase in the number of youth with NAS from 2012 to 2017 (see Chart 9). The 132 infants with NAS in 2017 were among the most in any given year and nearly 2.5 times more than the 54 cases in 2012. As of July, there had already been 65 infants born with NAS in Worcester hospitals in 2018. While NAS is treatable and could result from women who are managing their addition with methadone or suboxone, the increasing rate of this syndrome should serve as an early warning that a growing number of children are growing up in challenging and potentially chaotic conditions. Such conditions correlate with a higher likelihood of violence victimization and/or perpetration in adolescence and early adulthood.

**Chart 9: NAS Cases in Worcester Hospitals**
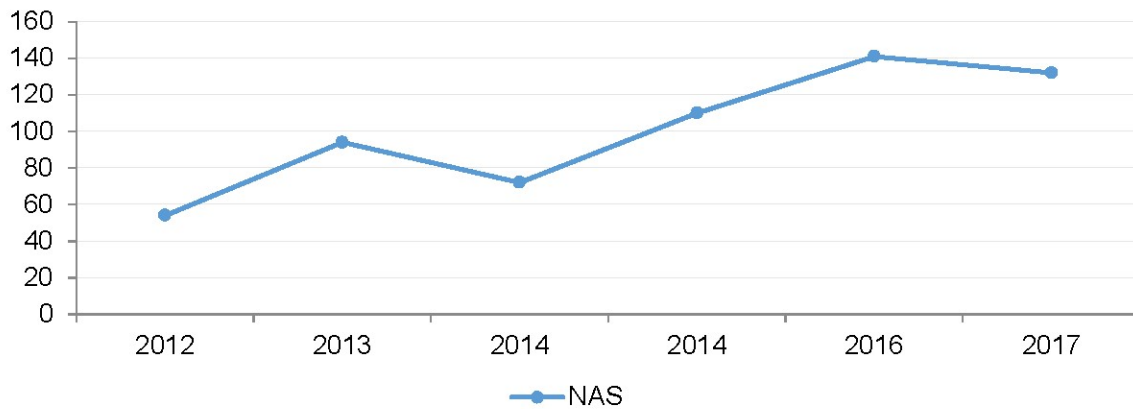


In addition, the UMass Child Trauma Training Center's LINK-KID referral system collects basic demographic and trauma information for responding to client needs. According to recent findings, 40% of the 1000 youth clients over the past year had an experience of parents affected by substance abuse issues.

## Child maltreatment

Worcester screens in a higher percentage of 51A reports for services than the state as a whole (see Table 9). Nine percent of the state's Department of Children and Families (DCF) caseload is served by the two Worcester offices; yet, Worcester only has 3% of the state's population of children 0-19. Worcester has a higher portion of Latino youth in placement than the state as a whole[3].

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[3] Worcester East and West serve surrounding cities and towns. These figures need to be confirmed to account for the population of these communities in relation to the numbers on case load from Worcester vs surrounding towns.

| Table 9 | State # | State % | Worcester East | Worcester West |
|---|---|---|---|---|
| 51A reports | 21172 | | 731 | 719 |
| % Screened in | | 60% | 68% | 65% |
| # Substantiated Concern | 1791 | | 119 | 85 |
| Children in caseload | 45496 | | 2215 | 1922 |
| Children in Placement | 9598 | 21% | 445 | 402 |
| White | 4130 | 43% | 40% | 38% |
| Hispanic/Latino | 2721 | 28% | 43% | 39% |
| Black | 1339 | 14% | 8% | 11% |
| Asian | 63 | | | |
| Multi-racial | 920 | 10% | 7% | 11% |
| Unknown | 396 | 4% | 2% | 1% |
| 0-2 | 2009 | 21% | 20% | 24% |
| 3-5 | 1793 | 19% | 21% | 17% |
| 6-11 | 2654 | 28% | 32% | 25% |
| 12-17 | 3142 | 33% | 27% | 33% |
| Male | 4924 | 51% | 50% | 50% |
| Female | 4673 | 49% | 50% | 50% |
| Children not in placement | 35898 | | 1770 | 1520 |
| Protective | 33792 | 94% | 94% | 95% |
| Alternative Response | 638 | 2% | 2% | 1% |
| Voluntary request | 209 | | | |
| CRA | 794 | 2% | 2% | 3% |
| Court Referral | 428 | 1% | 1% | |
| Other | 37 | | | |
| 0-2 | 7110 | 20% | 20% | 20% |
| 3-5 | 6296 | 18% | 17% | 19% |
| 6-11 | 12252 | 34% | 37% | 32% |
| 12-17 | 10228 | 28% | 26% | 28% |

A recent Telegram and Gazette article (6/17/18) indicated that Worcester County Juvenile court has the highest number of care and protection cases filed and yet has fewer judges to hear cases than other courts. This leads to longer periods for cases to be resolved by the court, leaving children in state custody for longer than may be necessary and beyond state and federally mandated time limits. This article also suggests that the opioid epidemic is a significant factor driving the increase in care and protection cases.

## Social Capital

<u>Barriers to Community Programs</u>

As part of this assessment, we used the National Gang Center's (NGC) Community Resource Inventory tool to catalogue programs that have a violence reduction focus. Through this inventory process, we identified 249 programs offered by 68 organizations (See Table 10 and Appendix E). The NGC tool allows programs to be characterized as youth violence prevention, intervention, and/or suppression. Eighty-eight percent of the programs in Worcester use prevention strategies in their organizations; 19% of the programs utilize intervention as a strategy when working with youth; and 5% of the programs use suppression, an aspect of the Comprehensive Gang Model that focuses police resources on monitoring youth affiliated with gangs and gang-targeted communities. Further information regarding accessibility of these programs is pending (e.g. the potential presence of barriers based on language, location, hours, transportation, fee, cultural competence) as well as gaps in service delivery.

| Table 10 | |
| --- | --- |
| Program Type (CGM) | Number of programs |
| Prevention | 195 |
| Prevention, Intervention | 20 |
| Intervention | 22 |
| Suppression | 6 |
| Prevention, Intervention, Suppression | 6 |
| Total | 249 |

The map below shows the geographic distribution of these resources. The majority are located in the Main South and/or downtown area of Worcester. These locations correspond with neighborhoods that have the highest needs.
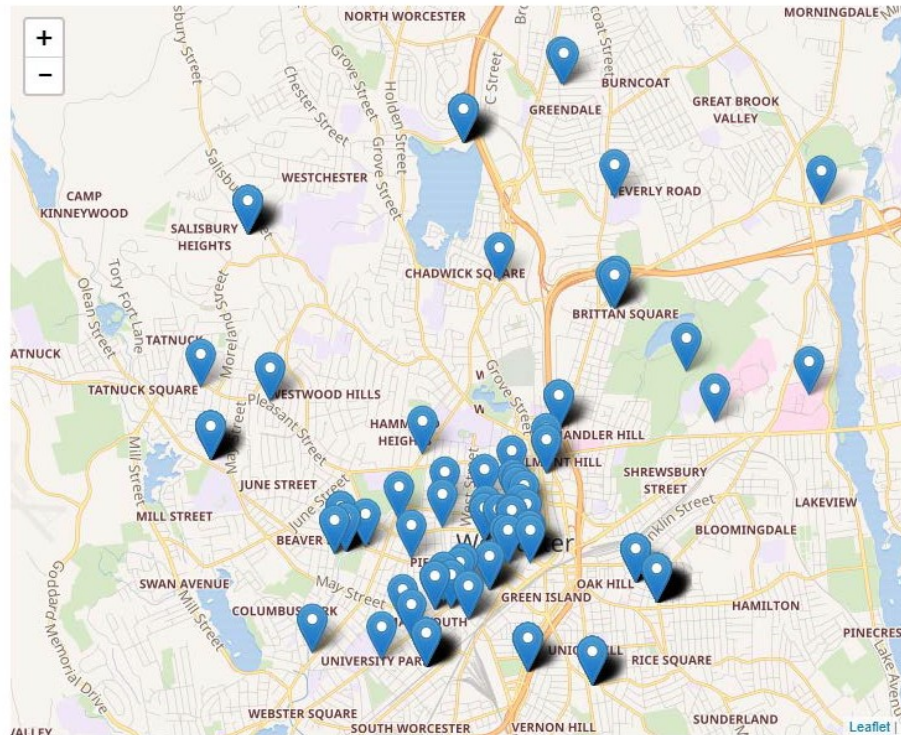


While it is encouraging to have so many prevention programs in Worcester, there is a need for more specialized intervention programs. Over the past several years, Worcester has had two grants that provide outreach workers and intervention teams in Main South (Byrne grant) and the East Side (CAGs grant). Both of these grants are ending in fall 2018. Caseloads for existing intervention programs are too high as it is. The loss of these programs will stretch the system at a time of increasing violence in Worcester.

Neighborhood Watch Groups

The Human Rights Commission (HRC) is undertaking a study neighborhood watch groups in the city. While there is a robust network of these groups, it does not appear that their composition reflects the demographics of the city. Of the 117 individuals surveyed to date from seventeen out of the fifty-two neighborhood watch groups in the city, 77% were White; 65% were female, and 75% were over 55. Further, those surveyed were long-term neighborhood watch members, with 44% having been

attending for 5+ years; 66% have attended for more than 2 years; and only 20% of those surveyed were new to the group. While the HRC will continue to survey, it appears that neighborhood watches do not provide younger residents of color and males direct access to city personnel. Neighborhood watches are potentially an important form of social capital to address neighborhood concerns. The preliminary HRC findings suggest that more work is needed to make them inclusive and welcoming to the city's diverse population.

## Education and School

Student & School Data

In the 2017-2018 school year, there were 25,306 students in the Worcester Public Schools. WPS students are more likely to speak English as a second language, be identified as high needs, and be disciplined with an out-of-school suspension than their peers in the Commonwealth. Dropout rates are higher that of the state, while graduation rates are roughly 5.0% points lower (see Table 11). While the four-year dropout rate in 2017 was 6.6% overall, it was 8.0% for males; 9.9% for ELL students; 11.9% for students with disabilities; 7.6% for low-income students; and 9.9% for Latino students.

| Table 11 WPS Student Population (2017-2018) | Worcester | Massachusetts |
|---|---|---|
| Total | 25,306 | 954,034 |
| Male | 13,041 | 489,172 |
| Female | 12,265 | 464,753 |
| African American | 15.9% | 9.0% |
| Asian | 7.1% | 6.9% |
| Hispanic | 42.6% | 20.0% |
| Native American | 0.2% | 0.2% |
| White | 30.2% | 60.1% |
| Native Hawaiian Pacific Islander | 0.0% | 0.1% |
| Multi-Race Non-Hispanic | 4.2% | 3.6% |
| ELL | 34.4% | 10.2% |
| Economically Disadvantaged | 59.5% | 32% |
| 4-year graduation rate (2017) | 83.3% | 88.3% |
| Dropout (2017) | 6.6% | 4.9% |
| In-School Suspension (2016-2017) | 2.4% | 1.7% |
| Out-School Suspension (2016-2017) | 4.6% | 2.8% |
| Source: Massachusetts Department of Elementary and Secondary Education | | |

While WPS students arguably have more significant needs than the state, the schools are under resourced. In 2016, the total per pupil expenditure was $14,492.18, which was $1,052.74 less than the state per pupil expenditure. In 2015, Worcester was $2.3 million under required Chapter 70 Foundation Net School Spending. According to the DESE figures, in 2017-2018, the student to teacher ratio in Worcester is 14.2 to 1 as compared to the state, which is 13.0 to 1. In spite of slightly higher salaries for Worcester educators, the staffing retention rate in Worcester is lower. For principals, 75% were retained as compared to 81.2% in MA; for teachers, 81.7% were retained as compared to 85.3% for MA.

Another indication that WPS do not have the supports needed was reported in a <u>Worcester Telegram and Gazette</u> article on 3/24/18. This article on social-emotional learning strategies to address school violence, presented data on the number of school-based mental health supports in various school districts. The number of mental health supports in Worcester schools falls far short of ideal, made even more significant given the higher needs of WPS students (see Table 12).[4]

| Table 12 | Worcester | State | Ideal ratio |
|---|---|---|---|
| Total # psychiatrists and psychologists | 25 | 1228.7 | |
| Students per psychologist/psychiatrist | 1012 | 776 | 500 |
| Total # social workers and counselors | 99.6 | 3869.5 | |
| Students per social worker/counselor | 254 | 247 | |
| Total mental health workers and counselors | 124.6 | 5098.2 | |
| Students per mental health workers and counselors | 203 | 187 | |
| Number of students | 25,306 | 954,034 | |
| Source: Worcester Telegram and Gazette 3/24/18 | | | |

For this assessment, we delved deeper into Worcester school personnel data on DESE website. We looked at a number of positions with potential to be impactful for students and/or families. Table 13 provides an overview of the positions and racial/ethnic and gender identities of select WPS personnel.

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[4] It is important to note, that not only are WPS understaffed with behavioral health supports, but that Worcester as a whole faces shortages. Worcester has been designated by the federal Health Resources and Services Administration as a Mental Health Professional Shortage Area.

| Table 13 | African American (% ) | Asian (% ) | Hispanic (% ) | White (% ) | Females (% ) | Males (% ) | FTE Count |
|---|---|---|---|---|---|---|---|
| Administrative Clerks and Secretaries | 3.7 | 0.7 | 13.4 | 82.1 | 98.5 | 1.5 | 134 |
| Teachers | 3.7 | 1.4 | 7.3 | 87.4 | 73.6 | 26.4 | 1,461.90 |
| School Nurses | 9.5 | 3.8 | 5.7 | 79 | 98.1 | 1.9 | 52.5 |
| Paraprofessionals | 5.1 | 0.9 | 16.1 | 77.5 | 86.9 | 13.1 | 534 |
| School Psychologists | 4.3 | 4.3 | 17 | 74.5 | 87.2 | 12.8 | 23.5 |
| Adjustment Counselors | 6.9 | 1.7 | 34 | 57.3 | 85.1 | 14.9 | 57.6 |
| Guidance Counselors | 9 | 4.4 | 11.6 | 74.9 | 84 | 16 | 25.8 |
| Assistant Principal | 8.5 | 0 | 8.5 | 82.9 | 62.4 | 37.6 | 58.5 |
| Principals | 8.1 | 4.1 | 6.1 | 81.7 | 71.6 | 28.4 | 49.3 |
| All Staff( %) | 3.8 | 1.4 | 9.5 | 85.2 | 79.5 | 20.5 | 3,270.70 |
| STUDENT BODY( %) | 15.9 | 7.1 | 42.6 | 30.2 | 51 | 49 | 25,306 |

When examining gender, race and ethnicity at WPS, it becomes evident that the gender and racial/ethnic composition of the school personnel does not match that of the student body. Students who attend WPS are 70% youth of color. Roughly half of the students who attend WPS are male. However, teachers at WPS are largely white and largely female—87.4% and 73.6% respectively. Research has shown that having just one black teacher in 3rd, 4th or 5th grade reduced low-income black boys' probability of dropping out by 39%[5]. Imbalances in staffing patterns appear to persist in all categories of employees, including school leadership. It is encouraging to see the percentage Hispanic adjustment counselors approach the percentage of Hispanic students. Understanding how the career pipeline for adjustment counselors was able to produce a higher percentage of Hispanic adjustment counselors could be helpful for other professional positions in the schools.

Disconnection from school is a risk factor for youth and gang violence. There is ample evidence that excessive, punitive disciplinary action by schools contributes to the 'school-to-prison' pipeline. Our examination of out of school suspensions overall, and by select categories (e.g. Non-drug, non-violent or non-criminal related offense-Category 18; Illegal substances; Weapons on school premises, and Physical fights) highlights some areas of concern as they relate to youth violence (see Table 14).

- Females, Asian, Black and White students are less likely to get suspended for all suspension types examined when comparing the percent of students suspended, with their share of the student

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[5] https://www.npr.org/sections/ed/2017/04/10/522909090/having-just-one-black-teacher-can-keep-black-kids-in-school

body. In spite of Black students being less likely to get suspended as compared to their percentage of the overall student population, their RRI as compared to white students is higher for all suspensions, Category 18, Drugs, and Fights.

- Students with disabilities, males, and Latino students are more likely to be suspended than their share of the student body. Latinos also have a higher RRI for all suspension types.

- The most pronounced differences in terms of over-representation are:
  - All offenses: Economically disadvantaged, Students with disabilities, Males, Latinos
    - RRI:  Black 1.5; Hispanic 2.1, Multi 1.8
  - Category 18:  Economically disadvantaged, Students with disabilities, Latinos
    - RRI: Black 1.6, Hispanic 2.2, Multi 2.0
  - Drugs: Students with disabilities, Latino
    - Black 1.4, Hispanic 2.2, Multi .67
  - Weapons:  Students with disabilities, Males
    - Black .89, Hispanic 1.8, Multi 2.85
  - Fights: Economically disadvantages, Males
    - Black 1.8. Hispanic 2.3, Multi 2.

| Table 14<br><br>Student Group | Students | % Students | All offenses | Category 18 | Drugs | Weapons | Physical fights | Gradua-tion rate | Drop out rate |
|---|---|---|---|---|---|---|---|---|---|
| All Students | 27,485 | | 2306 | 1644 | 55 | 58 | 373 | 83.3 | 6.6% |
| ELL | 10,019 | 36% | 37% | 36% | 27% | 38% | 37% | 75.6% | 9.9 |
| Economically disadvantaged | 17,527 | 64% | 81% | 82% | 71% | 79% | 85% | 81.0 | 7.6 |
| Students w/disabilities | 5,207 | 19% | 38% | 40% | 36% | 43% | 31% | 63.7 | 11.9 |
| High needs | 21,789 | 79% | 91% | 92% | 80% | 90% | 94% | 81.2 | 7.6 |
| Female | 13,278 | 48% | 32% | 34% | 38% | 21% | 31% | 86.1 | 5.0 |
| Male | 14,206 | 52% | 68% | 66% | 62% | 79% | 69% | 80.8 | 8.0 |
| Asian | 2,023 | 7% | 1% | 1% | 2% | 2% | 2% | 95.3 | 0.7 |
| Afr. Amer./Black | 4,343 | 16% | 16% | 16% | 15% | 10% | 17% | 87.7 | 3.6 |
| Hispanic/Latino | 11,559 | 42% | 58% | 58% | 60% | 57% | 57% | 76.6 | 9.9 |
| Multi-race, Non-Hisp./Lat. | 1,129 | 4% | 5% | 5% | 2% | 9% | 5% | 80.0 | 5.7 |
| White | 8,385 | 31% | 20% | 20% | 20% | 22% | 18% | 86.9 | 5.6 |

Figures highlighted in orange indicate disparities of 15 percentage points or higher in  out of school suspensions. Using Economically Disadvantaged as an example, 64% of all students in WPS are designated Economically Disadvantaged, yet 81% of all students who received an out of school suspension are designated as Economically Disadvantaged.

It is important to note that overall, students in Worcester are more likely to be suspended than students in Massachusetts. This holds true for weapon-related suspensions, 'category 18' suspensions, and suspensions for physical fights. Students in Worcester, however, are less likely to be suspended for illegal substances than students in MA.

## Peers & Individual

The individual risk factors presented in Figure 1 are symptomatic of toxic stress and the system of structural violence discussed in prior sections of this report and speaks to the need for intentional protective measures[6]. Young people who have experienced trauma associated with structural violence need to be met with love and protection in order to address progressive risks of youth violence.

There is no definitive list of youth who are at high risk of becoming victims or perpetrators of violence and/or gang members. We present some figures that can help us understand the extent of the population at risk:

- Mass, Inc., using 2010-2014 American Community Survey PUMS data, estimates that in Worcester there are 3,400 disconnected youth—756 are between 16-19 and 2,644 are between 20-24. 1,984 are male and 1,416 are female. Of these youth, 1,156 are not in school and not working and another 2,244 are not in school and working at a low wage job (Note: CommCorps refers to these young people as Opportunity Youth) (Mass Inc. Gateway Cities Innovation Institute, n.d.).

- Since 2012, there have been 668 infants born with neonatal abstinence syndrome (NAS) in Worcester hospitals. Most babies who get treatment for NAS do get better, but the intensifying opioid epidemic stretches systems' ability to respond.

- Worcester Police have identified several hundred 'proven risk' men between the ages of 17-24. These men are known victims or perpetrators of gun or knife violence.

- Two hundred PreK-3 graders in Worcester Public Schools received at least one out-of-school suspension in 2016-2017 academic year.

Some other data points provide some understanding about the level of risk behavior and distress facing youth:

- In several focus groups with youth, young people expressed their concerns in terms of lack of safety, uncertainty about the future, disconnection, discrimination, racism and personal challenges.

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[6] We combine our discussion of peer groups and individuals. We do not have access to accurate data about the peer groups of high risk youth and so we make the assumption that peer groups are made up of individuals sharing similar attributes.

- Drawing from the 2017 Regional Youth Health Survey[7], indicators about violence are lower in the Worcester region than in the state, with the exception of being threatened or injured with a weapon on school property. Students in the Worcester region reported being less likely than students in MA and the country to carry a weapon, be in a physical fight, be bullied, or didn't attend school because the student didn't feel safe (see Table 15).

- The 2017 Regional Youth Health Survey indicates that high school students in the region use alcohol and marijuana at higher rates than any other substances. Their use of these substances; however, is lower than the state's and the country's (see Table 15).

- Data from the 2017 Worcester Youth Regional Health Survey revealed that roughly 29% of Worcester region high school students reported feeling so sad or hopeless almost every day for two weeks or more in a row that they stopped doing some usual activities. Roughly, 15% reported seriously considering attempting suicide in the past 12 months and 6.6% attempted suicide at least once in the past 12 months. These rates are all higher than Massachusetts and in many cases, the US (see Table 15). These mental health outcomes provide a strong rationale for increasing the number of school psychologists and other socio-emotional supports in the schools.

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[7] The 2017 Worcester Regional Youth Health Survey includes surveys from over 8400 students in the Worcester Region. The Worcester Region includes Worcester, Millbury, Leicester, Shrewsbury, and Grafton. All results reflect the region, however, 62% of the respondents are Worcester students. 20% are from Shrewsbury, 9% are from Grafton, 5% are from Leciester, and 4% are from Millbury.

| Table 15: Select findings from 2017 High School Youth Health Survey[8] | Worcester 2017 (%) | Regional 2017 (%) | MA 2017 (%) | US 2017 (%) |
|---|---|---|---|---|
| **Unintentional Injuries and Violence** | | | | |
| Carried a weapon (such as a gun, knife, or club, on at least 1 day during the 30 days before the survey) | 14.0 | 11.0 | 11.1 | 15.7 |
| Carried a gun (on at least 1 day during the 12 months before the survey, not counting the days when they carried a gun only for hunting or for a sport such as target shooting) | 2.0 | 2.0 | 2.7 | 4.8 |
| Were threatened or injured with a weapon on school property (such as a gun, knife, or club, one or more times during the 12 months before the survey) | 6.0 | 5.2 | 4.8 | 6 |
| Were in a physical fight (one or more times during the 12 months before the survey) | 18.0 | 16.5 | 17.8 | 23.6 |
| Were electronically bullied (counting being bullied through texting, Instagram, Facebook, or other social media, during the 12 months before the survey) | 10.0 | 11.6 | 13.6 | 14.9 |
| Were bullied on school property (during the 12 months before survey) | 12.0 | 13.2 | 14.6 | 19 |
| **Mental Health and Suicide** | | | | |
| Did not go to school because they felt unsafe at school or on their way to or from school (on at least 1 day during the 30 days before the survey) | 5.0 | 3.9 | 4.5 | 6.7 |
| Felt sad or hopeless (almost every day for 2 weeks or more in a row so that they stopped doing some usual activities, during the 12 months before the survey) | 29 | 28.5 | 27.4 | 31.5 |
| Seriously considered attempting suicide (during the 12 months before the survey) | 14 | 14.7 | 12.4 | 17.2 |
| Made a plan about how they would attempt suicide (during 12 months before the survey) | 11 | 11.4 | 10.9 | 13.6 |
| Attempted suicide (one or more times during the 12 months before the survey) | 7 | 6.6 | 5.4 | 7.4 |
| Suicide attempt resulted in an injury, poisoning, or overdose that had to be treated by a doctor or nurse (during the 12 months before the survey) | 3 | 2.3 | 1.9 | 2.4 |

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[8] Current use=last 30 days before taking the survey

| Alcohol and Other Drug Use | | | | |
|---|---|---|---|---|
| Ever drank alcohol | 41 | 44.1 | 56.2 | 60.4 |
| Had their first drink of alcohol before age 13 years (other than a few sips) | 11.0 | 9.2 | | 15.5 |
| Currently drank alcohol (at least one drink of alcohol, on at least 1 day) | 18 | 20.9 | 31.4 | 29.8 |
| Ever used marijuana | 32 | 31.3 | 37.9 | 35.6 |
| Tried marijuana for the first time before age 13 years | 6.0 | 5.0 | 4.4 | 6.8 |
| Currently used marijuana  one or more times | 18 | 18.7 | 24.1 | 19.8 |
| Ever used synthetic marijuana | 5 | 4.7 | 5 | 6.9 |
| Ever used cocaine | 3 | 3.1 | 4.1 | 4.8 |
| Ever used inhalants | 5 | 5.3 | n/a | 6.2 |
| Ever used heroin | 2 | 2.0 | 1.4 | 1.7 |
| Ever used methamphetamines | 3 | 2.3 | 1.7 | 2.5 |
| Ever used ecstasy (also called "MDMA," one or more times during their life) | 4 | 3.4 | 2.8 | 4 |
| Ever took prescription pain medicine without a doctor's prescription | 6 | 6.2 | n/a | 14 |

# Summary of Findings

Most youth in Worcester are doing well, and in many cases are healthier than youth in MA. Yet, there is a group of young people who are disconnected from school because of suspensions and/or dropping out; who are unemployed; and/or who are involved in violence and other illegal activities. Disconnected youth are disproportionately Latino and African American. The summary of Community Conditions below helps to explain why Latinos and African Americans are disproportionately disconnected.

| Community Conditions (the problem) | Potential interventions (the solution) |
|---|---|
| **High poverty & Income inequality:** Worcester's poverty rate of 22.1% is almost double Massachusetts'. Worcester's unemployment rate is 2.0 percentage points higher than the state's. One-third of Worcester's family households are headed by a single woman: 54% of children in female-headed households live below the poverty level. 53.9% of renters pay more than 30% of their income on rent. Worcester residents are less likely to have a high school degree than residents in the state. <br> • Latinos are 1.8 times more likely to live in poverty than Whites and 1.5 times more likely to be unemployed. <br> • Blacks are 1.4 times more likely to be unemployed than Whites. <br> • Those reporting 2 or more races are 1.6 times more likely to live in poverty than Whites. <br> • Female headed households are almost 3.6 times more likely to live in poverty than married-couple households. <br> • Residents with less than a high school education are 3.8 times more likely to live in poverty than residents with a bachelor's degree or higher. | • Increase youth of color's connection to school and participation in higher education through specially tailored strategies <br> • Advocate for policies that allow women heading households with children to work and keep benefits until truly stable. <br> • Develop year-round employment opportunities for system-involved youth. |
| **Toxic Stress & Trauma:** Worcester's rate of fatal opioid overdoses increased 30% from 2016 to 2017. Worcester has one of the highest rates of opioid overdoses and fatalities in MA. Worcester has 3% of the state's 0-19 year old population but has 9% of state's DCF caseload. Worcester's violent crime rate is declining but at a much slower rate than the state as a whole. 1 out of 10 men between 25 and 29 years old in some neighborhoods have been incarcerated in the past 5 years; nearly every block has been affected by incarceration. The | • Increase the number of judges in Worcester County Juvenile Court <br> • Increase two-generation strategies that address parental addiction and other forms of family instability while providing strong social-emotional supports for young children <br> • Enhance re-entry to increase former prisoner's likelihood of success |

| | |
|---|---|
| results of High School Youth Health Survey indicate students in the Worcester area are more likely to suffer from depression and attempt suicide than youth from MA. | • Increase the number of mentors for system-involved youth<br>• Increase access to culturally competent mental health and substance abuse services |
| **School Funding & Staffing Levels:**  Worcester students have higher needs than MA students as a whole, but the city's per pupil expenditure was $1,052.74 less than the state's. Worcester's student to teacher ratio is higher than the state's. Worcester has 1 psychologist per 1012 students, while MA has 776 students per psychologist; the ideal ratio is 500 to 1. WPS student body is 70% students of color, yet only 15% of all personnel and 13.5% of all teachers are African American, Latino, or Asian. | • Advocate for increased funding of WPS<br>• Increase the number of school-based mental health and social-emotional supports<br>• Examine adjustment counselor career pipeline for ideas on how to diversify other key positions in WPS<br>• Increase training of school personnel about toxic stress and symptoms of structural violence |
| **Unconscious or implicit bias:** It is difficult to find Worcester data about the role implicit bias plays in youth outcomes; yet, the literature provides irrefutable evidence that all people are subject to implicit bias. | • Provide opportunities for all WYVPI stakeholders to undergo ongoing implicit bias training and understanding of structural justice. |

# Next Steps: Strategic Planning

The 2017-2018 Assessment identified un- and under-addressed risk factors for youth violence. The table below recommends actions for the working groups to address. Two strategies for all of the Working Groups are: 1) review the Resource Inventory and expand it and 2) Provide opportunities for all WYVPI stakeholders to deepen their understanding of structural justice. The WYVPI Governance Team should lead policy change and training efforts.

| Working Group | Recommended Action |
|---|---|
| Early Childhood Trauma | 1. Increase two-generation strategies that address parental addiction and other forms of family instability while providing strong social-emotional supports for young children |
| Outreach & Engagement | 1. Increase the number of street outreach workers to have a ratio of 1 worker to every 15 youth enrolled in programs that serve high risk and system-involved youth<br>2. Develop strategies to ensure Main South and Eastside neighborhoods have support given end of Byrne and CAGs grant funding<br>3. Develop a crisis intervention team for evenings and weekends to ensure 24-7 coverage<br>4. Ensure system-involved youth have access to culturally competent mental health & substance abuse services |
| School Climate | 1. Advocate for increased funding of WPS so that recommendations below can be implemented without decreasing support for existing services, resources, and programs<br>2. Increase the number of school-based mental health and social-emotional supports<br>3. Establish non-stigmatizing early warning system for student behavior; explore joining with other data sources (e.g. WPD, DCF)<br>4. Ensure there is sufficient school staff bilingual in Spanish<br>5. Increase youths' of color connections to school and participation in higher education through specially tailored strategies<br>6. Examine adjustment counselor career pipeline for ideas on how to diversify other key positions in WPS<br>7. Consider eliminating out-of-school suspensions in PreK-3rd grade and develop alternative to suspension strategies for upper grades |

| Employment | 1. Advocate for policies that allow women heading households with children to work and keep benefits until truly stable.<br>2. Develop meaningful year-round employment opportunities for system-involved youth. |
|---|---|
| Diversion | 1. Advocate for increase in juvenile court justices<br>2. Develop more diversion alternatives, particularly for dually enrolled youth |
| Boys & Men of Color | 1. Create a network of men of color to mentor system-involved youth |
| Re-entry-- NEW | 1. Enhance re-entry to increase former prisoner's likelihood of success; consider building on the WPD Final Notice Program<br>2. Develop protocols for students re-entering WPS after DYS detention |

Once decisions are made about the Recommended Actions, working groups will create action plans designating what can be achieved in 1, 2, and 3 years and set performance indicators for each action. New strategies will require new partners come to the table. In particular we have identified the need to include stakeholders in economic development and housing, the Human Rights Commission, unions, substance abuse and mental health service providers, school principals, DCF, DYS, and the director of re-entry at the WHOC.

This assessment highlights that youth in Worcester have greater needs, but are allocated fewer resources across many systems. The generational and cyclical nature of poverty and violence becomes clear. We have to come together as a community to decide where we will intervene to break these cycles.

# Appendices

## Appendix A: Gang Literature

Appendix A explores literature about defining characteristics of gangs, gang members, risk factors, common crimes, and best practices in intervention. This literature creates establishes a common understanding of the terminology used throughout the community assessment.

### What is a gang?

The U.S. National Institute of Justice (NIJ) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) have developed statements in defining gangs. Both statements include defining characteristics of gangs including organization structure, leadership, common identifiers, recognition, membership, etc. Although NIJ states on their website that there is no definite definition of a "gang" for youth nor adults, both NIJ and OJJDP use these characteristics to identify groups of people as a gang or individuals as gang members. NIJ goes so far as to characterize youth gangs specifically. To identify a group of individuals to be a youth gang, the following criterion has been identified by researchers:

- The group has three or more members, generally aged 12-24.
- Members share an identity, typically linked to a name, and often other symbols.
- Members view themselves as a gang, and they are recognized by others as a gang.
- The group has some permanence and a degree of organization.
- The group is involved in an elevated level of criminal activity[9].

The Bureau of Justice Assistance and OJJDP's National Youth Gang Survey reported that law enforcement agencies found that "group criminality" was the most important indicator for a gang through their definition. "Group criminality" may be seen as groups partaking in "gang related crime activity." Crime activity will be defined later when examining research revolving around crimes that gangs commit and the impact they have on communities. The survey reported that "Leadership within the gang" was the least important indicator. These findings are important to note because they give light to law enforcement's perception of gangs and perspective in defining gangs. OJJDP also suggests that when defining a gang, one should factor gangs "along a continuum by degree of organization." Gangs may vary from youth groups, to a number of other clusters that may come

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[9] U.S. Department of Justice, Office of Justice Programs, National Institute of Justice. (2011). What is a Gang? Definitions. U.S. Department of Justice, Office of Justice Programs, National Institute of Justice NIJ.gov. https://www.nij.gov/topics/crime/gangs/pages/definitions.aspx

together to commit criminal activities[10]. This makes it clear that defining a gang may not be objective, but rather, it is subjective. This is where inconsistencies may live and challenges or prejudices may arise.

The Commonwealth of Massachusetts has adopted the following definition:

> MGL c.265 s.44 references a gang as an "organization of three or more persons which has a common name, identifying sign or symbol and whose members individually or collectively engage in criminal activity." Most gangs have a hierarchy of leadership & membership, and at least some form of organizational structure[11].

Who is a gang member

Similarly, to defining a "gang", the criterion for a "gang member" varies from location to population. According to NIJ, many criminal justice policymakers and practitioners use definitions for gangs, gang members, and gang criminal activity that is specific to their communities and locations. Additionally, these characteristics are unique in defining gang-related crimes and challenges.

Several states with many gangs, such as California, require the documentation of the following standards before labeling an individual as being a "gang member."

- A reliable source must identify the offender as a gang member
- The offender must display gang symbols or use hand signs and display gang tattoos[12]

Massachusetts State Police report the following characteristics when defining gang members:

> Today, there is no "typical" gang member. Gang members come in all shapes, sizes, nationalities, races, religions, economic backgrounds, and age: male and female. The stereotype of the young inner-city minority male dressed in baggie clothes and bandanas, gang beads draped around their necks, tossing hand signs, is no longer the rule. Pop culture has mainstreamed the "gangsta" look[13].

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[10] Office of Juvenile Justice and Delinquency Prevention. (2014). Literature Review: A Product of the Model Programs Guide. www.ojjdp.gov/mpg.

[11] Nadeau, G. A. (2013). STREET GANGS: Intelligence and Awareness Training. (pp. 1-4). Massachusetts State Police. https://www.neushi.org/student/programs/attachments/shi_gang.pdf

[12] U.S. Department of Justice, Office of Justice Programs, National Institute of Justice. (2011). What is a Gang? Definitions. U.S. Department of Justice, Office of Justice Programs, National Institute of Justice NIJ.gov. https://www.nij.gov/topics/crime/gangs/pages/definitions.aspx

[13] Nadeau, G. A. (2013).

The vastly different definitions and criterions as provided by California and Massachusetts exemplify the challenges in defining members of gangs. Massachusetts State Police have not yet adopted a clear definition in identifying an individual to be a "gang member."

OJJDP identifies the most common age range of gang membership as 14 to 15. In cities with gangs that have existed longer, this most common age range may be older. In larger cities, 3 out of every 5 gang members are adults; however, smaller cities and rural counties experience a lower proportion of adult members to juveniles. OJJDP also identified the following statistics as characteristics of gang members:

- The typical range for gang members is ages 12 to 24
- Males join gangs at higher rates. In fact, the prevalence rates for males are 1½ to 2 times as high as those for females in most studies
- Female gang membership may be increasing
- Females make up fewer than 10 percent of gang membership
- Data from self-report surveys suggest that the proportion of female gang membership is higher, with estimates ranging from 8 percent to 50 percent in various locations
- In 2011 the ethnicity of gang members was roughly 46 percent Hispanic, 35 percent African American, 11 percent white, and 7 percent other races/ethnicities
- Certain offenses are related to different racial/ethnic gangs. For instance, African American gangs are relatively more involved in drug offenses, Hispanic gangs engage in turf-related violence, and Asian and white gangs display a tendency toward property crimes
- Minorities tend to be overrepresented in areas overwhelmed with gang activity[14]

## Why do youth join gangs?

OJJDP's literature review examines the reasons youth join gangs through research provided by Decker and Van Winkle. They describe the reasoning for youth as "pushes and pulls." "Pulls" that attract youth into gangs include excitement, respect, prestige, and illusions that gang membership is lucrative through various activities and that it enhances status among certain friends, peers, families, and communities. "Pushes" on the other hand, serve ask risk factors that push a youth toward gang membership and gang activity. These "pushes" include social, economic, and cultural forces, such as the need for protection or feelings of "belonging."[15]

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[14] Office of Juvenile Justice and Delinquency Prevention. (2014). Literature Review: A Product of the Model Programs Guide. www.ojjdp.gov/mpg.

[15] Office of Juvenile Justice and Delinquency Prevention. (2014).

How do gangs affect communities?

OJJDP suggests through survey data and recent research that youth who are gang members participate in more crime overall in comparison to "nongang youths." Most cities often record gang-related offenses as homicide and graffiti; however, research has shown that, although gang-members may participate in violent crime, they do not specialize in violence. The following data has been proven:

- Gang members are four to six times as likely as non-gang youths to engage in minor and serious delinquency.
- Gang members are seven times as likely as non-gang youths to commit delinquent offenses.
- Compared with non-gang youths, gang members and peripheral youths committed more overall crime, and that gang membership facilitated violent but not property crime[16].

In Worcester's violence report, Braga explains that gang-related crimes also have varying definitions that differ from state to state. For instance, Los Angeles Police Department define gang-related crimes as those in which gang members participate in, regardless of motive. Chicago Police, contrastingly define gang-related crimes as those motivated by gang relations. Boston uses the following characteristics to define gang-related activity:

(1) the offender was a gang member and (2) the motivation behind the homicide was known or believed to be connected to gang activity, or if (1) the victim was a gang member and (2) the motivation behind the homicide was known or believed to be connected to gang activity[17].

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[16] Office of Juvenile Justice and Delinquency Prevention. (2014).

[17] Braga, A. (2006). Homicide and Serious Gun Violence in Worcester, Massachusetts. (pp. 3-68). The City of Worcester.

<u>What are best practices in gang intervention?</u>

Through a Clark literature review of gang intervention strategies, the authors provide research proving that in order for gang interventions to be successful, trust between the outreach worker and gang member is required. This trust is developed through honesty and communication. The outreach worker, then acts as a mediator between the gang member and the organization involved. The program will prove to be more successful and gang membership will decline if trust between the youth worker and the gang member is established[18].

<u>OJJDP Comprehensive Gang Model</u>

In 1987, OJJDP developed a comprehensive approach to reduce youth gang activity and violence through a model known as the OJJDP Comprehensive Gang Model. It includes the following five categories of intervention:
- Community Mobilization:

 Involvement of local citizens, including former gang members and community groups and agencies, and the coordination of programs and staff functions within and across agencies.
- Opportunities Provision:

 The development of a variety of specific education, training, and employment programs targeting gang-involved youth.
- Social Intervention:

 Youth-serving agencies, schools, street outreach workers, grassroots groups, faith-based organizations, law enforcement agencies, and other criminal justice organizations reaching out and acting as links between gang-involved youth and their families, the conventional world, and needed services.
- Suppression:

 Formal and informal social control procedures, including close supervision or monitoring of gang youth by agencies of the criminal justice system and also by community-based agencies, schools, and grassroots groups.

- Organizational Change and Development:

 Development and implementation of policies and procedures that result in the most effective use of available and potential resources to better address the gang problem[19].

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[18] Markham, E., Palardy, H., Regmi, B., Testoni, S. (2013). A Literature Review: Gang Intervention Strategies. (pp. 1-21). Clark University.

[19] National Gang Center. *About the OJJDP Comprehensive Gang Model*. www.nationalgangcenter.gov

## Appendix B: The Shannon Community Safety Initiative

The Shannon Community Safety Initiative overview, as per Mass.gov, is as follows:

Since 2006, the Massachusetts Legislature has appropriated funds to support the Massachusetts's Shannon Community Safety Initiative in an effort to reduce gang violence across the Commonwealth. The Shannon CSI is modeled after the Office of Juvenile Justice Delinquency Prevention's (OJJDP) Comprehensive Gang Model (CGM), a multi-sectored approach to address a community's gang violence problem. After demonstrating a high level of gang violence through a competitive grant process, funded sites complete a needs assessment and assemble a steering committee which uses data to develop strategies in the following five areas:

- Social intervention:  Programs designed for gang involved and high risk youth include street outreach and case management. These programs reach out and act as links to gang-involved youth, their families, and other traditional social service providers. For at-risk youth, social intervention programs can include drop-in recreation, positive youth development, and other mechanisms to reach young people and connect them to positive adults and constructive activities.

- Suppression: Programs consisting of close supervision or monitoring of gang involved youth and other high impact players by police, prosecutors, probation officers, and other officers of the court.  These programs include hotspot patrols, law-enforcement home visits, ride-alongs, re-entry, and special prosecutors.

- Opportunity provision: Programs providing education, training, and employment programs for gang-involved youth and young people at high risk for youth violence and gang involvement.

- Organizational change: Programs created with the goal of influencing the development and implementation of policies and procedures that result in the most effective use of available and potential resources, within and across agencies, to better address the gang problem.

- Community mobilization:  Programs initiated with the goal of educating the community about gang and youth violence trends in their city or neighborhood and involving them in strategies to confront the problem.

In turn, these sites work with community-based partners and programs to combat these and gang violence issues.  In addition, Shannon CSI funds are used to support a research component of the Shannon CSI program comprised of the Local Action Research Partners (LARPs) and the Statewide Youth Violence Research Partner (SYVRP). LARPs provide strategic, analytic, and research support to individual Shannon CSI sites. The SYVRP acts as an extension of the Office of Grants and Research (OGR), by providing strategic, analytic, and research support to OGR, the

Shannon CSI Local Action Research Partner (LARP), and all funded Shannon CSI sites and partners that currently do not have a funded LARP. Both the LARPs and SYVRP research and advise site managers as to best practices that can be used maximize the effectiveness of the funded programs.

All Shannon CSI funding is awarded through a competitive process with site and program funding being overseen by the Justice and Prevention Division (JPD) and the LARP and SYVRP funding being overseen by the Research and Policy Analysis Division (RPAD), both housed within OGR. Additionally, RPAD provides support to the Shannon CSI Initiative in the form of data collection and analysis.

## Appendix C: Gang Definitions:

NIJ

Federal definition. The federal definition of gang as used by the Department of Justice and the Department of Homeland Security's Immigration and Customs Enforcement (ICE), is:

A. An association of three or more individuals;

B. Whose members collectively identify themselves by adopting a group identity, which they use to create an atmosphere of fear or intimidation, frequently by employing one or more of the following: a common name, slogan, identifying sign, symbol, tattoo or other physical marking, style or color of clothing, hairstyle, hand sign or graffiti;

C. Whose purpose in part is to engage in criminal activity and which uses violence or intimidation to further its criminal objectives.

D. Whose members engage in criminal activity or acts of juvenile delinquency that if committed by an adult would be crimes with the intent to enhance or preserve the association's power, reputation or economic resources.

E. The association may also possess some of the following characteristics:

    1. The members may employ rules for joining and operating within the association.

    2. The members may meet on a recurring basis.

    3. The association may provide physical protection of its members from others.

    4. The association may seek to exercise control over a particular geographic location or region, or it may simply defend its perceived interests against rivals.

    5. The association may have an identifiable structure.

State definition. A number of states use the following definition of gang, often with minor modifications (this definition was originally devised by the California legislature):

"criminal street gang' means any ongoing organization, association or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more of the criminal acts [...], having a common name or common identifying sign or symbol, and whose members individually or collectively engage in or have engaged in a pattern of criminal gang activity.

OJJDP

- A gang is an organized social system that is both quasi-private and quasi-secretive and whose size and goals have necessitated that social interaction be governed by a leadership structure that has defined roles; where the authority associated with these roles has been legitimized to the extent that social codes are operational to regulate the behavior of both leadership and rank and file; that plans and provides not only for the social and economic services of its members but also for its own maintenance as an organization; that pursues such goals irrespective of whether the action is legal; and lacks a bureaucracy (Jankowski 1991).

- A gang has the following characteristics: a denotable group consisting primarily of males who are committed to delinquent (including criminal) behavior or values and call forth a consistent negative response from the community such that the community comes to see them as qualitatively different from other groups (Klein 1995).

- A gang is a group of individuals who have symbols of membership, permanence, and criminal involvement. A gang member is a person who acknowledges membership in the gang and is regarded as a gang member by other members (Decker and Curry 1999).

- A gang is a well-defined group of youths between 10 and 22 years old (Huff 1998).

  Other characteristics that often appear on definitions also include:

  - o Formal organizational structure (not a syndicate)
  - o Identifiable leadership
  - o Identified territory
  - o Recurrent interaction
  - o Engaging in serious or violent behavior

Massachusetts State Police

MGL c.265 s.44 references a gang as an "organization of three or more persons which has a common name, identifying sign or symbol and whose members individually or collectively

engage in criminal activity." Most gangs have a hierarchy of leadership & membership, and at least some form of organizational structure.

## Appendix D: 2017 Risk Assessment Pilot Findings

Shannon's 2017 Risk Assessment pilot provides us with new data to further our understandings of risk factors in the community. The assessment consists of 31 questions that identify a participant as low risk, moderate risk, or high risk:

- 0-6 on the assessment indicated low risk and that the youth may not be eligible for Shannon programing. This youth should be in positive youth programming and perhaps separated from moderate or high risk youths.
- 7-14 on the assessment indicated moderate risk. Moderate risk youth are eligible for Shannon and youth and families may require case management support.
- Scoring 15 or higher on the assessment OR answering yes to two automatic qualifying questions indicates that a youth is high risk. This youth needs case management support and intervention services with enrichment opportunities.

Receiving moderate or high risk youth indicates that a youth should receive referrals additional services. The staff administering the tool can use her/his professional judgment and prior knowledge of the youth to 'override' the score.

Since the completion of Worcester's Pilot Risk Assessment in February 2018, The Boys and Girls Club of Worcester has continued to use the tool throughout recent months. As of July 2018, we have learned the following information from 46 completed assessments:

- 37 of the 46 (80%) participants scored low risk
- 6 of the 46 (13%) participants scored moderate risk
- 3 of the 46 (7%) participants scored high risk

Of the 46 participants that completed the assessments:

- 78% were between 15-17 years old
- 52% were female
- 48% identified as Hispanic
- 50% identified as Black or African American
- 26% identified as multi-racial

The students that scored as moderate and high risk indicated that it was easy for them to get drugs in their communities, that there is gang activity at their schools, and that both had family members

that had been arrested. The high risk youth answered yes to Q29, an automatic qualifier; however, his score would have indicated him to be high risk regardless with a score of 16. Q29 asked the youth if they had been arrested before, and the participant answered yes. This participant also answered yes to having one or more family members in a gang.

These participants answered questions that qualified them for Shannon eligibility as moderate and high risk youths. Their risk factors are similar to those provided by the literature and work across various domains of community, school, and family.

## Appendix E:   Community Resources

1. "My Close Up" Play (YWCA)
2. Academic Program (Nativity School)
3. Academic Support (Worcester Youth Center)
4. Acquiring Strength to Change and Empower through New Discoveries (ASCEND)
5. Adolescent Girls Services (You Inc.)
6. Adolescent Girls Support Group (MSPCC)
7. Adult Education (Worcester Public Schools)
8. Advancement Via Individual Determination (AVID)
9. Adventure Challenge Experience (ACE) (You Inc.)
10. African Community Education (ACE)
11. After Homicide Support Group (Community Health Link)
12. After School Drop-in Program (Girls Inc.)
13. After School Program (Nativity School)
14. After School Program (YWCA)
15. After School Special Program (JCC)
16. After School/School's Out Programs (YMCA)
17. After-School/Teen Program (Friendly House)
18. All Kinds of Girls (AKOG)
19. Alternative to Lock Up (You Inc.)
20. American Red Cross Swim Lessons (Girls Inc.)
21. Babe Ruth League (East Side Babe Ruth)
22. Babysitting (JCC)
23. Beautiful Souls Inc.
24. Big Brothers Big Sisters of Central Massachusetts
25. Boundless Way Zen Temple
26. Boy Scouts of America (Mohegan Council)
27. Boys & Girls Club of Worcester
28. Bridging the Gap (Salvation Army)
29. Bruce Wells Scholars Upward Bound (You Inc.)
30. Camp (YMCA)
31. Career Pathways (You Inc.)
32. Caregivers Support Group
33. Carol Schmidt Village (You Inc.)
34. Carriage House Grief Support (Children's Friend)
35. Centers for Child Development (YMCA)
36. Child Assault Prevention (CAP) Project (YWCA)
37. Club Educación (Club E)(LEI)
38. Community Public Access Center
39. Comprehensive Foster Care (You Inc.)
40. Coordinated Family and Community Engagement Programs (CFCE)
41. Cottage Hill Academy (You Inc.)
42. Cultural Arts (Boys & Girls Club)
43. Dear World: Voices of Worcester (Girls Inc.)
44. DTA Child Care Services
45. Dynamy (You Inc.)
46. DYS Community Services (You Inc.)
47. Early Childhood Services (You Inc.)
48. Early Education (YWCA)
49. Early Intervention (Family TIES)
50. Early Intervention Program (Pernet)
51. Edward M. Kennedy Community Health Center
52. Effective Co-Parenting

53. Emergency Aid to the Elderly, Disabled and Children (EAEDC)
54. Encouraging Latinos to Achieve Excellence (ENLACE)(LEI)
55. Envision You (LEI)
56. EPOCA: Ex-prisoners and Prisoners Organizing for Community Advancement
57. Eureka! (Girls Inc.)
58. Exploring My Environment (LEI)
59. Family Needs Parent Group (WCCC)
60. Family Networks (You Inc.)
61. Family Stabilization Services and In-Home Therapy (You Inc.)
62. Family Time (YMCA)
63. Fathers and Family Program (Pernet)
64. Final Notice (WPD)
65. Food Services (Friendly House)
66. G.A.N.G. School Talks (WPD)
67. G.A.N.G. Summer Program (WPD)
68. Gang Awareness Next Generation Program (Boys and Girls Club)
69. Gang Prevention Through Targeted Outreach (Boys and Girls Club)
70. Girl Scouts
71. Girls CHOICE (YWCA)
72. Girls Circle (YWCA)
73. Girls Inc. Basketball League
74. Girls Inc. Leadership Academy
75. Girls Inc. of Worcester
76. Girls Promoting Safety (GPS)
77. Graduate Support (Nativity School)
78. Grafton House (You Inc.)
79. Greendale Youth Flag Football
80. Greenwood Swim Team
81. Group Parenting Class (Centro Las Americas)
82. Head Start (WPS)
83. Healthy Families Massachusetts
84. Healthy Families Parent Support Group (MSPCC)
85. Healthy Habits (Boys & Girls Club)
86. Healthy Power at Sullivan Middle School (Center for Nonviolent Solutions)
87. High School Equivalency Classes (Worcester Youth Center)
88. High School Placement Program (Nativity School)
89. Homeless Shelter (Friendly House)
90. HOPE Coalition (Healthy Options for Prevention and Education)
91. ICC Community Kids Club (SNC)
92. In Our Own Voices (LEI)
93. Income-eligible Child Care
94. Innovative Services for Latino Adolescents (ISLA)(LEI)
95. Ivy Child International
96. Job Corps (Grafton Job Corps Center)
97. Job Readiness Program (Boys & Girls Club)
98. Jr. NBA and Jr. WNBA (JCC)
99. Juvenile Justice Ministries (Straight Ahead)
100. Juvenile Resource Center (WRJC)
101. Juvenile Sexual Issues (You Inc.)
102. Keystone Club (Boys and Girls Club)
103. Kids Cafe (Boys & Girls Club)
104. Latency Group Home (You Inc.)
105. Latina Achievers in Search of Success (LASOS)(LEI)
106. Latino Family College Fair (LEI)
107. Latinos Involved in Discovering Educational Resources (LIDER)(LEI)
108. Leader's Club (YMCA)
109. LEAP to College (Worcester Youth Center)
110. Learning Center (Boys & Girls Club)
111. LGBTQ Group Counseling (You Inc.)
112. Lifeline to Opportunity (Worcester Youth Center)
113. Literacy Volunteers of Greater Worcester (WPL)
114. Little League Baseball and Softball
115. Maternal & Child Nursing Program (Pernet)
116. Mental Health Program (HOPE)
117. Mentoring Programs (Boys & Girls Club)
118. Minority Achievers (YMCA)

119. Mosaic Culture Complex
120. Nurturing Parenting Program (Centro Las Americas)
121. Nurturing Parenting Program (WCC)
122. Nutrition Support/breastfeeding Peer Counseling (WIC)
123. Occupational Therapy (You Inc.)
124. One Circle (LEI)
125. One-Stop Career Centers
126. Operation SMART® (Girls Inc.)
127. Outreach and Tracking (Centro Las Americas)
128. Oxford House (You Inc.)
129. Padres Comprometidos (Active Parents) (LEI)
130. Parent / Professional Advocacy League (PAL)
131. Parent Aide Program (Pernet)
132. Parent Support Group (Lutheran Community Services)
133. Parent Support Program (Centro Las Americas)
134. Parent Support Program (Parents Helping Parents)
135. Parenting With Love and Logic (WCC)
136. Partial Hospitalization and Day Treatment program
137. Pediatric Family Resource Center (UMass)
138. Peer Leadership Program (HOPE)
139. Peer Mediation (Center for Nonviolent Solutions)
140. PFLAG (The Bridge)
141. Playgroup/Prevention Program (MSPCC)
142. Playgroups (Worcester Family Partnership)
143. Police Athletic and Activities League(PAAL)(WPD)
144. Police/Clergy Partnership Program
145. Pop Warner Football and Spirit programs
146. Positive Parenting Classes
147. Power Hour and AVID (Boys & Girls Club)
148. Preschool (JCC)
149. Pre-Teen/Teen Violence Prevention Programs (YWCA)
150. Project Learn: The Educational Enhancement Program (Boys and Girls Club)
151. Project Night Light
152. Project Night Light II
153. PUNCH (Peers Uncovering New Coping Habits) (You Inc.)
154. Quinsigamond Village Community Center
155. Recreation Worcester
156. Recreation Worcester Summer Program
157. Safe Homes (The Bridge)
158. Safe Teens Anti-violence Readiness (STAR) (YWCA)
159. Saint Peter's Roman Catholic Church
160. School Age Mothers (SAM)
161. School Aged Child Care (Boys & Girls Club)
162. School-Based Counseling (You Inc.)
163. Shalom Neighborhood Center
164. Shooting Response Team (SRT) (WPD)
165. Snowcamp (JCC)
166. Social Service (Friendly House)
167. Southeast Asian Teen Support/ Recreation Group, 'Asian Youth Effect'
168. Special Education & Intervention Services (WPS)
169. Spiritual Life Program (Pernet)
170. Stand Up For Kids
171. STARR Adolescent Program (You Inc.)
172. Start our Success (WCAC)
173. Straight Ahead Ministries
174. Substance Use Services (You Inc.)
175. Summer Camp (YWCA)
176. Summer Camp Programs (Friendly House)
177. Summer Camps (JCC)
178. Summer Programs (Boys & Girls Club)
179. Summer Session (Nativity School)
180. Summer STEM & Leadership Camp (Girls Inc.)
181. Super Camp (Girls Inc.)
182. Swim, Sports, and Play (YMCA)
183. Targeted Outreach Programs (Boys and Girls Club)
184. Teaching Corps (LEI)
185. Ted Williams Little League
186. Teen Action Group (TAG)(Worcester Youth Center)

187. Teen Care (WPS)
188. Teen Events (JCC)
189. Teen Parent Child Care (TPCC)
190. Teen Parent Supported Living (You Inc.)
191. Teen Pregnancy Prevention and Support (You Inc.)
192. Teen Program (Friendly House)
193. Teen Youth Group (HOPE) Helping Others Promote Equality (PPAL)
194. Tenacity Summer Tennis & Reading Program
195. The Initiative for Engaged Citizenship
196. The Teen Action Group (Worcester Youth Center)
197. The Youth Reach Arts Program (Worcester Youth Center)
198. Therapeutic Mentoring (You Inc.)
199. Toddler Play Group
200. Toddler Program (JCC)
201. Torch Club (Boys and Girls Club)
202. Toxic Soil Busters (Worcester Roots Project)
203. Transitional Aid to Families with Dependent Children (TAFDC)
204. Triple Play (Boys & Girls Club)
205. T-Time Support group (The Bridge)
206. UGROW School Garden (REC)
207. Unaccompanied Refugee Minors Program (Ascentria)
208. University Partnership Educational Opportunities(Main South CDC)
209. Vacation Programs (JCC)
210. Wetzel Center (You Inc.)
211. Wheels to Water
212. Women Together
213. Worcester Community Action Council (WCAC)
214. Worcester Counseling Center (You Inc.)
215. Worcester Cowboys Youth Football and Cheer
216. Worcester Elementary and Secondary Public Education (WPS)
217. Worcester Interfaith
218. Worcester Kindergarten Programs (WPS)
219. Worcester Mock Trial Program (NAACP)
220. Worcester Police Department - Gang Unit
221. Worcester Public Schools Preschool (WPS)
222. Worcester Roots Project
223. Worcester Youth Center
224. Worcester Youth Hockey League
225. Worcester Youth Soccer League
226. Work Preparation (Worcester Youth Center)
227. Wrap Around Family Support (Centro Las Americas)
228. YMCA
229. You are One of Us (YOU) (PPAL)
230. You Inc.
231. Young Adults & Youth Advocacy (YAYA) (PPAL)
232. Young Parent Support Program (Pernet)
233. Young Parents Program (YWCA)
234. Youth and Government (YMCA)
235. Youth Civic Union (LEI)
236. Youth Connect
237. Youth Growing Organics in Worcester (YouthGROW)
238. Youth Hoop Basketball (Friendly House)
239. Youth In Charge (Worcester Roots Project)
240. Youth Net (Girls Inc.)
241. Youth Program (Pernet)
242. Youth Ready to Work (SNC)
243. Youth Reentry Centers (Straight Ahead Ministries)
244. Youth Support Program (Centro)
245. Youth Worker Training Institute (HOPE)
246. YouthBuild (TRA)
247. YouthWorks Job Program (WCAC)
248. YouthWorks Summer Job Program (WCAC)
249. YWCA

## Appendix F: Important terms and definitions

| TERM | DEFINITION | SOURCE |
|------|-----------|--------|
| Equality | Access or provision of equal opportunities, where individuals are protected from being discriminated against. | Manza, J., & Sauder, M. (2009). Inequality and society: social science perspectives on social stratification. New York, NY: Norton. |
| Equity | A state in which all people in a given society share equal rights and opportunities. | Manza, J., & Sauder, M. (2009). Inequality and society: social science perspectives on social stratification. New York, NY: Norton. |
| Institutional Racism | Refers specifically to the ways in which institutional policies and practices create different outcomes for different racial groups. The institutional policies may never mention any racial group, but their effect is to create advantages for whites and oppression and disadvantage for people from groups classified as people of color. | http://www.racialequitytools.org/glossary#institutional-racism<br><br>Potapchuk, M., Leiderman, S., Bivens, D., and Major, B. (2005). Flipping the Script: White Privilege and Community Building. |
| Privilege | A special advantage, immunity, permission, right, or benefit granted to or enjoyed by an individual because of their class, caste, gender, or racial/ethnic group. | McIntosh, P. (1988). White Privilege and Male Privilege: A Personal Account of Coming to See Correspondences Through Work in Women Studies. |
| Racial Justice | A proactive reinforcement of policies, practices, attitudes and actions that produce equitable power, access, opportunities, treatment, impacts and outcomes for all. | Chang, R. S. (1995-1996). Reverse Racism: Affirmative Action, the Family, and the Dream That Is America. 23 Hastings Const. L.Q. 1115. |
| Socioeconomic Status (SES) | Socioeconomic status (SES) is often measured as a combination of education, income, and occupation. It is commonly conceptualized as the social standing or class of an individual or group | Children, Youth and Families & Socioeconomic Status. (n.d.). http://www.apa.org. from http://www.apa.org/pi/ses/resources/publications/factsheet-cyf.aspx |
| Structural Racism | A system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing ways to perpetuate racial group inequity. It identifies dimensions of our history and culture that have allowed privileges associated with "whiteness" and disadvantages associated with "color" to endure and adapt over time. Structural racism is not something that a few people or institutions choose to practice. Instead it has been a feature of the social, economic and political systems in which we all exist | The Aspen Institute Roundtable on Community Change. Glossary for Understanding the Dismantling Structural Racism/Promoting Racial Equity Analysis. |

Appendix F Sources:

The Aspen Institute Roundtable on Community Change. Glossary for Understanding the Dismantling Structural Racism/Promoting Racial Equity

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[iv] http://wordpress.clarku.edu/lross/files/2014/03/Needs-assess-report-v8.pdf