The City of Seattle Could Reduce Violent Crime and Victimization by Strengthening Its Approach to Street Outreach

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October 14, 2015

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Street Outreach has the potential to be a valuable component of a comprehensive violence reduction strategy for Seattle. However, research indicates that Street Outreach can be ineffective and may even cause harm when it is not deployed strategically and when it lacks certain key considerations. We offer six recommendations to the City for strengthening its approach to Street Outreach.

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I. SUMMARY

The City of Seattle Could Reduce Violent Crime and Victimization by Strengthening its Approach to Street Outreach

Street Outreach is currently a component of the Seattle Youth Violence Prevention Initiative (SYVPI). SYVPI contracts with the Metrocenter YMCA's Alive & Free program to provide Street Outreach for youth ages 12-17. Alive & Free sees its mission as "building meaningful and trusting relationships with youth involved with gangs, violence and the juvenile justice system in order to connect them to people and services that help reduce their risk factors." Recently, Alive & Free has worked to clarify its role, to document its procedures, and to begin to systematically capture data.

Street Outreach has the potential to be a valuable component of a comprehensive violence reduction strategy for Seattle. However, research indicates that Street Outreach can be ineffective and may even cause harm when it is not deployed strategically and when it lacks certain key considerations. Therefore, we offer the following six recommendations to the City for strengthening its approach to Street Outreach:

1. Develop a more sophisticated focused approach for identifying Street Outreach clients to ensure that it is focused on those at highest risk for violence and victimization.
2. Re-evaluate the age criteria for Street Outreach and consider providing Street Outreach to those most at need, regardless of age.
3. Support and monitor continued efforts by the YMCA's Alive & Free Street Outreach program to improve its procedures, practices, and staff development.
4. Support efforts to strengthen relationships between Street Outreach and the Seattle Police Department including clarifying roles and responsibilities and providing integrated training.
5. Strengthen the ability of Street Outreach to connect their clients' families with services that promote the importance of family as a protective factor.
6. Support a rigorous evaluation of Street Outreach to ensure that the efforts are effective for reducing violent crime and victimization and do not unintentionally cause harm.

Acknowledgements

The Office of City Auditor received considerable technical assistance in the development of this report and would like to thank those who shared their research and/or reviewed and commented on draft versions of this report, including: Dr. Scott Decker and Dr. Charles Katz, Arizona State University, Dr. Amanda Gilman, National Gang Center, Dr. J. David Hawkins and Dr. Jerry Herting, University of Washington, Michelle Maike, Maike and Associates, Dr. David Weisburd, George Mason University, Dr. Anthony Petrosino, WestEd, and David Kennedy, National Network for Safe Communities, John Jay College of Criminal Justice.

II. INTRODUCTION

We prepared this report regarding Street Outreach at the request of the Seattle City Council.

Our 2012 report on the City's Crime Prevention Programs[1] had included a review of research for Street Outreach which indicated that Street Outreach programs similar to Seattle's showed a mix of effective and ineffective results. Further, the evaluation of a similar program in Pittsburgh showed an increase rather than decrease in violence ("backfire effects"). Subsequently, in 2013, the Seattle City Council asked the Office of City Auditor (OCA) to develop an evaluation strategy for the Seattle Youth Violence Prevention Initiative (SYVPI) that "should include an evaluation of the overall initiative and at least two of the current SYVPI program areas." The two program areas identified by the City Council were the Seattle Police Department's School Emphasis Officers program and the Street Outreach component which has been provided for SYVPI by the Seattle Metrocenter YMCA's Alive & Free program since 2011.

This report focuses on Seattle's Street Outreach Program and how it can be improved by applying recent research findings. It cites research that indicates that Street Outreach can be ineffective and may even cause harm when it is not deployed strategically and when it lacks certain key considerations. However, if deployed strategically and systematically, Street Outreach has the potential to be a valuable component of a comprehensive violence reduction strategy for Seattle.

On September 12, 2015, the Seattle Times reported that, "A rash of shootings has cut deeply through Seattle's black community, and left many struggling for answers."[2] We hope that this report will begin to offer some answers toward reducing crime and victimization in Seattle by making some important improvements to the City's Street Outreach efforts.

[1] See 2012 report on the City's crime prevention programs: https://wayback.archive-it.org/3241/20131221183304/https://www.seattle.gov/audit/2012.htm#crimeprevention

[2] See September 12, 2015 Seattle Times http://www.seattletimes.com/seattle-news/crime/seattles-black-community-reels-from-rash-of-killings-of-youth/

III. BACKGROUND

What is Street Outreach?

Street Outreach workers seek to connect with individuals engaged in violence by meeting in their neighborhoods and where they gather to attempt to build positive relationships, discourage violent behavior, and connect the individuals with services. Street Outreach workers may also mediate emerging conflicts among individuals or groups.

Street Outreach has had a "long and uneven history as a social intervention to address gang violence" (Silva & Wolf, 2009).[3] Its origins trace back about 150 years when religious and charity organizations offered "Boys Meetings" for delinquent youth in their neighborhoods. In 1934, the Chicago Area Project utilized residents from the community ("streetwise men") to reach out to local gang members. Their approach included offering recreational services, conflict mediation, and neighborhood improvement.

From the 1940's through the 1960's the federal government and private foundations funded Street Outreach efforts in a number of cities, including Chicago, Los Angeles, New York, and Boston. These Street Outreach programs offered gang members therapeutic interventions and counseling, increased access to employment, education and recreation, and also offered prevention efforts targeting less delinquent youth. However, evaluations of these Street Outreach programs revealed that these interventions "reported a negligible impact, no differential impact, led to a significant increase in gang delinquency, or had indeterminable results." (Silva & Wolf, 2009).

> "Street outreach programs rely on outreach workers (sometimes referred to as "gang interventionists")—persons who are often indigenous to the community and who have past experience in gangs and/or street organizations to reach out to marginalized youth. The marginalized youth may be delinquent and mistrusting and are typically not served by mainstream service-oriented organizations. Outreach workers seek out and connect with these youth where they live and spend time, including locations such as community events, on street corners, parks, homes of various youth, and other places that youth hang out. Street outreach workers form mentoring relationships with their clients, link them to needed services and institutions, and advocate on their behalf.
>
> Street outreach programs have been implemented differently and have evolved significantly over the past several decades. Historically, street work as a singular intervention has not had a consistent impact on curbing delinquency. While some interventions have proven successful, others have not proven any effect, and others still appear to have promoted delinquent behavior by increasing cohesion among gang members."
>
> From: Developing a Successful Street Outreach Program: Recommendations and Lessons Learned, National Council on Crime and Delinquency (Silva & Wolf, 2009)

Researchers have offered possible explanations for these outcomes, including:

- Unclear program goals, and activities that were not linked to goals
- Activities unintentionally increased gang cohesion

[3] For a historical review of Street Outreach programs, see this report by the National Council on Crime and Delinquency http://www.ci.richmond.ca.us/DocumentCenter/Home/View/8054

- Activities were not well coordinated with other agencies, including police, city government, and other outreach organizations
- Programs were not implemented as planned
- Programs were under-funded. (Silva & Wolf, 2009)

By the 1990's Street Outreach began to be integrated as one component in more comprehensive approaches to violence reduction. These comprehensive efforts have had varied results and are summarized in Table 1 at the end of this report.

In spite of the long history of Street Outreach as a practice, the field is still considered "emerging," and there is not a consistent set of best practices that have been adopted for the profession. Currently, the National Network for Safe Communities[4], housed in the John Jay College of Criminal Justice, is convening a national group of researchers and practitioners to develop a set of best practices for Street Outreach, and they welcome the City of Seattle to participate in the conversation.

[4] See website for National Network for Safe Communities: http://nnscommunities.org/ The National Network for Safe Communities supports cities implementing proven strategic interventions to reduce violence and improve public safety, minimize arrest and incarceration, strengthen communities, and improve relationships between law enforcement and the communities it serves. The National Network is committed to building a community of practice that operates along a set of guiding principles:

- First, do no harm
- Strengthen communities' capacity to prevent violence
- Enhance legitimacy
- Offer help to those who want it
- Get deterrence right, and
- Use enforcement strategically

Are Recent Street Outreach Programs Effective?

Research on Street Outreach does not provide conclusive findings on the effectiveness of current Street Outreach programs as stand-alone interventions. Recently, Street Outreach has been included as a component of several effective multi-pronged efforts that have reduced gun violence and homicides in other cities. However, Street Outreach has also been a component of efforts in other jurisdictions that have had no discernable effect at all, and an effort in Pittsburgh that actually caused an increase in violence. Since Street Outreach is now commonly included as one component in a larger comprehensive effort (and this is true in Seattle as well, where Street Outreach is a component of the larger Seattle Youth Violence Prevention Initiative), it is difficult to make a definitive statement about the effectiveness of Street Outreach. However, the research findings offer some lessons about what we might want to include in our approach and what we should avoid.

A recent review of research literature by Petrosino et al. (2015) found nine rigorous evaluations of cross-sector multi-agency interventions for gun violence that included street outreach as an important component. Table 1 (found at the end of this report) summarizes these nine interventions and notes the role of street outreach in each. Of the nine comprehensive interventions that included street outreach as one component, five were determined to be effective in reducing crime indicators. Two of the programs had a mix of results that were effective and showed no effect. One program had a mix of results including effective, no effect, and negative effect. And the study of Pittsburgh's One Vision, One Life Program indicated that the program had no effect on homicides and had the unintended consequence of increasing aggravated assaults and gun assaults in the targeted neighborhoods.

Ultimately, it is very unclear just what role Street Outreach plays in the effectiveness of these comprehensive approaches that have been evaluated. In Pittsburgh, evaluators pointed to inconsistencies in Street Outreach practices as the probable cause for the overall program failure. Even for some of the programs that were deemed effective, the evaluations noted problems with the Street Outreach component. In Chicago, the Street Outreach component suffered from inconsistencies due to high turnover among outreach staff. And in Cincinnati, the Street Outreach component of the program was discontinued in 2010 after three outreach workers were arrested for criminal offenses while funded by the City.

IV. FINDINGS FROM THE RESEARCH

Focused-Deterrence is Emerging as an Effective Comprehensive Strategy for Reducing Violence

Among the five programs with effective results, four of them employed "focused-deterrence" as their comprehensive approach. Indeed, there is a growing body of fairly rigorous evaluations supporting focused-deterrence. (Braga & Weisburd, 2015) (Braga & Weisburd, 2011) These strategies use a public health framework that includes a data-driven approach to defining the problem, identification of underlying risk factors, implementation of appropriate interventions, and measurement of results.

> "In its simplest form, the approach consists of selecting a particular crime problem, such as a gun homicide; convening an interagency working group of law enforcement practitioners; conducting research to identify key offenders, groups, and behavior patterns; framing a response to offenders and groups of offenders that uses a varied menu of sanctions ("pulling levers") to stop them from continuing their violent behavior; focusing social services and community resources on targeted groups to match law enforcement prevention efforts; and directly and repeatedly communication with offenders to make them understand why they are receiving this special attention." (Braga A. A., 2008)

Due to the strong research basis for the focused-deterrence approach, the Department of Justice, Office of Community Oriented Policing Services (COPS) published a guide to help jurisdictions replicate the Group Violence Intervention used effectively in Boston, Cincinnati, and elsewhere.[5] The City of Seattle used a focused-deterrence approach to address drug markets in Central Seattle in 2009[6]. However, the City has not yet utilized a focused-deterrence approach to address violent crime and victimization.

What are the Keys to Effective Street Outreach?

Based on our review of the nine rigorous evaluations of comprehensive approaches to violence prevention that included Street Outreach (see Table 1), several factors appear to be key to avoiding pitfalls and promoting effective Street Outreach:

1. Identify Those Most At Risk for Violence
2. Promote Clarity and Collaboration Between Outreach Staff and the Police
3. Recognize the Important Role of Family
4. Standardize and Systematize the Approach to Street Outreach

[5] See the COPS Office Guidebook that provides a step-by-step guide for jurisdictions for implementing the focused deterrence approach for group violence http://nnscommunities.org/uploads/GVI_Guide.pdf

[6] The results from Seattle's use of a focused-deterrence approach to address drug markets in Central Seattle were not formally evaluated. However, SPD officials indicate that the approach in Central Seattle had been effective.

1. Identify Those Most at Risk for Violence

The researchers who studied Pittsburgh's One Vision One Life program suggested that one of the factors contributing to the program's negative outcomes was the lack of a systematic method for identifying individuals most at risk for violence. They found that outreach workers "chose their clients by convenience or opportunity. They typically identified persons for case work using their knowledge of the streets, when walking the streets, and when participating in outreach efforts." (Wilson, Chermak, & McGarrell, 2010)

In contrast, systematic identification of those most at risk for violence is a key component of the evidence-based focused-deterrence approach. For example, in Lowell, Massachusetts, a working group of police detectives and gang unit officers reviewed all homicide and aggravated assault incidents that involved a gun. To ensure that their analysis was systematic and repeatable, they used the Crime Incident Review Method developed by Project Safe Neighborhoods.[7] (Klofas, Hipple, McDevitt, Bynum, McGarrell, & Decker, 2006) The police working group was able to determine that 71% of the homicides and 35% of the gun assaults involved gang-related motives. In addition, the working group identified 19 active street gangs in Lowell with between 650 and 750 members. This represented just a small percentage (4%) of Lowell's population of 15-24 year olds and only 1% of Lowell's total population. And, in fact, less than half of the gangs were responsible for the majority of the violence. (Braga, Pierce, McDevitt, Bond, & Cronin, 2008) This analysis by the police working group allowed the City of Lowell's outreach partners (including representatives from Big Brothers Big Sisters, YMCA, and Southeast Asian community organizations) to focus on those individuals who were most at risk for violence.

The problem analysis also revealed that most of the gang conflicts in Lowell were personal and vendetta-like. Braga et al. indicated that the working group learned that "the bulk of the gang violence involved a cycle of retaliation between groups with a history of antagonisms." (2008) Their analysis revealed conflicts within both Hispanic and Asian gangs. The City of Lowell developed an innovative approach for addressing the unique characteristics of the Asian gangs that involved engaging elders in Lowell's Cambodian and Laotian communities. Lowell's careful problem analysis paid off; it saw a 43% reduction in assaultive gun violence and a drop in gang-related murders.

The type of systematic problem analysis used in Lowell has been replicated in other jurisdictions. In fact, the COPS Office guide to Group Violence Interventions[8] provides a step-by-step approach, with examples from other jurisdictions, for conducting a problem analysis for assessing a community violence problem.

[7] See the Project Safe Neighborhood report that describes the Crime Incident Review method: http://www.justice.gov/archive/olp/pdf/crime-incident-reviews-final.pdf

[8] See the COPS Office Guidebook that provides a step-by-step guide for jurisdictions for implementing the focused deterrence approach for group violence http://nnscommunities.org/uploads/GVI_Guide.pdf

Further, several jurisdictions have advanced beyond traditional police problem-solving techniques and are using more sophisticated approaches to identify those most likely to benefit from victimization-reduction strategies. Yale University researcher, Dr. Andrew Papachristos, is currently working with several cities to analyze the social networks among violent offenders. [9] In Chicago, Papachristos found that 70% of non-fatal gunshot victims were concentrated in small identifiable social networks of individuals. These social networks comprised only 6% of the population within the study area. (Papachristos, Wildeman, & Roberto, 2014) In Boston's Upham Corner community 6% of the population represented 85% of all gunshot injuries (excluding suicides).

Video – "Tragic But Not Random: Using Network Analysis to Understand Gun Violence." http://www.youtube.com/watch?v=fxGSoKF-m98
In this 30 minute presentation from March 18, 2014, Yale University's Dr. Andrew Papachristos describes his research on the social networks of gunshot victims in Chicago and Boston.

Papachristos also found that if there are gunshot victims in your social network, it increases your risk of becoming a gunshot victim. "Every 1 percent increase in exposure to gunshot victims in one's immediate network increases the odds of victimization by roughly 1.1 percent, holding all else constant." (Papachristos & Wildeman, 2014) Calling his efforts "the anti-stop-and-frisk," Papachristos is currently working with the Chicago and Boston police departments to use arrest records to map the social networks of this discrete sub-population of violent offenders. These sophisticated analyses allow these cities to identify those most at risk of re-offending and victimization and to reach them early with focused interventions.

Additional new research shows that gang members have a greater risk for being both an offender and a victim. In general, homicide victimization rates are 100 times greater for gang members than for the general population (Decker & Pyrooz, 2010). New research from Arizona State University, based on interviews with over 600 gang members in five cities[10], found that gang membership leads to both violent offending and violent victimization for the individual. The study indicates that gang members are twice as likely as non-gang members to be both violent offenders and victims of violence themselves (Pyrooz, Moule, & Decker, 2014). These findings are consistent with a recent study commissioned by the Seattle City Council and conducted by researchers from the University of Washington's Harborview Injury Prevention and Research Center regarding who is most at risk of harm from firearms in King County and Washington State.[11] Some of the study's findings reveal further correlations between victimization and offending. For example, twenty-five percent of people hospitalized for a firearm-related injury were arrested for violent or firearm-related crime within the next five years; and individuals hospitalized with an injury and previously arrested for firearms or violence were thirteen times more likely to be arrested again within the next five years. (Rivera, Rowhani-Rahbar, Wand, & Zatzick, 2015)

[9] See article and video describing Papachristos' work at http://m.theatlanticcities.com/politics/2013/10/how-social-networks-explain-violence-chicago/7086/

[10] Cleveland, OH; Fresno, CA; Los Angeles, CA; Phoenix, AZ; and St. Louis, MO

[11] See http://clerk.seattle.gov/~public/meetingrecords/2014/cbriefing20140707_3b.pdf

Because gang membership elevates the risk for overlap in offending and victimization, the researchers suggest that "criminal justice policy may be ripe for victimization reduction strategies." Victimization reduction strategies would include using social networking analysis to identify those individuals within that network who are most at risk to become the next victim of a violent crime and then applying a targeted, culturally-appropriate, evidence-based intervention (e.g., Multisystemic Therapy[12]). Pyrooz et al. suggest that "reducing victimization in the context of gangs may pay additional dividends because it diminishes the motivations for retaliation and may thereby also reduce group solidarity, a process often enhanced by violent gang activity." Since victimization reduction strategies do not rely on arrest or suppression techniques, this would be particularly beneficial for youth since youth suffer adverse impacts from formal criminal justice processing.[13]

2. Promote Clarity and Collaboration Between Outreach Staff and the Police

Clarity of roles and collaboration between the outreach staff and law enforcement are hallmarks of many of the successful comprehensive violence reduction efforts, such as the focused-deterrence approach. Under this approach, law enforcement and street outreach work together to communicate a credible and congruent message of non-violence to their target population. Street outreach workers are often asked by the law enforcement partners to help present the no-violence message and offers of help to targeted offenders at the call-in meetings[14].

However, it is important that Street Outreach staff are recognized as interventionists, not as extensions of law enforcement or informants. This requires healthy ongoing communication, role clarification, and mutual respect between police and Street Outreach staff.

In Providence, Rhode Island, Street Outreach workers meet weekly with the police, and the police may ask Street Outreach to intervene in potential acts of retaliation or ongoing disputes. (National Network for Safe Communities, 2013)

Video – "Integrated Street Work."
https://www.youtube.com/watch?v=BYc1etAaz4A&index=12&list=PL41F_zkKITQ57CcRa808Pp9NqTxzkD3VP
In this panel discussion from the June 2015 National Meeting of the National Network for Safe Communities, researchers, law enforcement, and Street Outreach staff share emerging best practices for Street Outreach that include mutual respect and collaboration between Street Outreach and law enforcement.

[12] See description http://evidencebasedprograms.org/1366-2/multisystemic-therapy-for-juvenile-offenders

[13] Research has well established that formal processing through the criminal justice system actually increases juvenile delinquency. See the Campbell Collaboration systematic review here: http://www.campbellcollaboration.org/news_/formal_processing_reduce_juvenile_delinquency.php

[14] A call-in is a meeting during which a partnership of law enforcement, community members and social service providers delivers the no-violence message to gang/group members and, through them, back to their associates. From http://nnscommunities.org/uploads/GVI_Guide.pdf

The Gang Reduction and Youth Development (GRYD) program in Los Angeles requires that both law enforcement officers and Street Outreach workers receive training through the Advancement Project's Urban Peace Institute.[15] Consisting of 140 hours of training, the program covers: direct practice, program development, applied theory, concrete tasks, and broader policy implications. The training seeks to provide law enforcement and Street Outreach workers with the necessary skills to communicate effectively with other responders, gang members, victims, their families and the community. Maintaining a positive and collaborative relationship between the police and Street Outreach is such a high priority to the GRYD program that they have surveyed program partners regarding the quality of this relationship as part of their program evaluation. They found, for example, respondents mostly agreed (29.8%) or strongly agreed (50%) that LAPD was able to effectively communicate and work with Street Outreach in crisis response. (Dunworth, Hayeslip, & Denver, 2011)

3. Recognize the Important Role of Family

The focused-deterrence approach recognizes that "almost all those involved in violent crime have people who are close to them, whom they care about, and who care about them. These "influentials" may be parents, grandparents, other family members, friends, or mentors. They have a great ability to affect an individual's behavior." (National Network for Safe Communities, 2013) Successful projects, including those in Boston, Lowell, and Cincinnati have engaged "influentials" during call-in meetings and in other communications with targeted group members.

The important role of family is supported by recent research from Arizona State University examining the factors that affect disengagement from gangs. The researchers interviewed 260 former gang members from Fresno and Los Angeles, California, Phoenix, Arizona, and St. Louis, Missouri. This study found that 73% of the individuals identified family as a source of assistance in transitioning out of the gang, with mothers and grandmothers frequently mentioned as primary sources of assistance. In contrast, the least cited sources of assistance in disengagement from gangs were social service agencies and the criminal justice system. (Decker, Pyrooz, & Moule, 2013) The study describes a very non-linear path to ultimate disengagement from gangs. The researchers describe a drawn-out process in which the gang members frequently teeter-totter between being in the gang and thinking about leaving the gang. The study ends with a call for policy-makers to reengineer current programs based on a more informed understanding of the factors, such as the role of the family, that significantly affect disengagement from gangs.

However, it is important to recognize that family is a complicated support for gang-leaving because so many of the gang members have siblings, uncles, cousins, or extended family in the gang. In fact, a 2014 UW study based on 173 Seattle youth who reported joining a gang between the ages of 10 and 19 found that youth who lived with a gang member were 3.5 times more likely to become a gang member themselves. (Gilman A. B., Hill, Hawkins, Howell, & Kosterman, 2014) This underscores the importance of

[15] See website for the Advancement Project's Urban Peace Institute: http://www.advancementprojectca.org/?q=urban-peace-academy

focusing efforts that can support families and strengthen their potential to be a protective factor for youth.

4. Standardize and Systematize the Approach to Street Outreach

Many Street Outreach efforts in the 1940's through the 1960's were found to be ineffective due to practices that were not aligned with program goals and were not systematic or repeatable. (Silva & Wolf, 2009) More recently, the 2010 Pittsburgh evaluation pointed to the lack of documentation and inconsistency of practices as contributing to One Vision One Life's failed implementation.

> "One Vision lacked consistent documentation; completion of documentation was sporadic and varied by areas. One Vision staff appeared to rarely use the documentation in any systematic way to guide program actions." (Wilson, Chermak, & McGarrell, 2010)

National organizations have recognized the need to standardize and systematize the approach to Street Outreach. The National Gang Center, for example, has developed resource materials for Street Outreach including sample job descriptions, service delivery protocols, client log templates, and a database for outreach client tracking.[16] While these materials are geared for jurisdictions using the Comprehensive Gang Model, they contain information that would apply to any Street Outreach organization. In addition, a 2009 report from the National Council on Crime and Delinquency provided a number of recommendations and key outreach program characteristics.[17] Moreover, the National Network for Safe Communities[18], is currently convening a national group of researchers and practitioners to develop a set of best practices for Street Outreach.

[16] See link to the resources offered by the National Gang Center: https://www.nationalgangcenter.gov/Comprehensive-Gang-Model

[17] See report by the National Council on Crime and Delinquency http://www.ci.richmond.ca.us/DocumentCenter/Home/View/8054

[18] See website for National Network for Safe Communities http://nnscommunities.org/

V. STREET OUTREACH IN SEATTLE

Who Provides Street Outreach for the City of Seattle?

Street Outreach is currently one component of a larger City strategy, the Seattle Youth Violence Prevention Initiative (SYVPI).[19] SYVPI seeks to reduce youth (defined as ages 12-17) violence in three areas of the City - Central, Southeast, and Southwest Seattle- by focusing on the following priority populations:

1. Youth convicted multiple times and released from supervision by the state or county or who are under minimal supervision and are considered to be at continued risk to re-offend.
2. Youth arrested for crimes that do not meet the juvenile detention intake criteria and are released back into the community.
3. Middle school youth at risk of multiple suspensions for incidences related to violence or chronic truancy.
4. Youth and their associates who are victims of violence and may seek retaliation.
5. Gang-involved youth.

At the request of the City Council, our office prepared an evaluation strategy[20] for SYVPI in 2013 as well as an evaluability assessment in 2014[21]. The evaluability assessment concluded that due to a number of issues with the design and implementation of SYVPI, a rigorous evaluation of its effectiveness from 2009 through present was not possible. The report outlined a series of steps that SYVPI could take to get ready for an evaluation at some point in the future.

From SYVPI's inception in 2009 through 2011, Street Outreach services were provided by the Urban League of Metropolitan Seattle. Since 2011, the City of Seattle has contracted with the Metrocenter YMCA's Alive & Free Program (Alive & Free) to provide Street Outreach through SYVPI. Initially, SYVPI's Street Outreach component consisted of two elements: Street Outreach and Critical Incident Response. Beginning in 2014, Alive & Free reconfigured the Critical Incident Response and renamed it "Community Violence Response" and developed a standardized set of protocols that indicate responsibilities and timeframes (See Appendix A: Alive & Free Community Violence Response).

[19] See SYVPI website: http://safeyouthseattle.org/

[20] See City Auditor report on SYVPI evaluation plan http://www.seattle.gov/Documents/Departments/CityAuditor/auditreports/SYVPILogicModeltoCouncil13113.pdf

[21] See City Auditor SYVPI evaluability assessment http://www.seattle.gov/Documents/Departments/CityAuditor/auditreports/SYVPI-Published-Report-10_24_14.pdf

Alive & Free's 2015 contract with the City totals $439,000 and supports six full-time Outreach Workers[22] and a portion of administration and supervisor time. A description of the SYVPI Street Outreach component as designed and in practice as of 2014 is included as Appendix B.

Roles of Street Outreach Workers - from Alive & Free Street Outreach Guide (Appendix C)

Outreach workers provide a point of contact for youth affected by gangs, violence, and the juvenile justice system. They go where youth are and provide a bridge, connecting youth and families with services and support. If a youth is not engaging in the referred services, the outreach worker plays a key role in reaching out to the youth and involving the youth in various programs. In addition, Outreach workers provide early intervention during crisis and are trained and expected to de-escalate situations during crisis.

Outreach workers' roles include:

1. Locating and engaging youth in a community/street setting.
2. Bringing awareness of services to youth.
3. Engaging youth to actively participate in services by facilitating intake and coordinating their meetings with service providers.
4. Building strong relationships with youth
5. Recognizing and reinforcing positive behavior
6. Providing consistent, high quality, undistracted interaction with youth that meets standards for evidence-based, positive youth development practices
7. Resolving conflict and defusing violent situations.
8. De-escalating potential retaliatory violence by youth.
9. Documenting contacts with youth.
10. Community event safety planning and coordination with key partners

[22] Alive & Free management reports that it takes the following approach to Outreach staff recruitment, development, and supervision:

Staff are recruited for their strong ties within the community, which can include formal or informal work in community service. A history within the community provides the necessary credibility and relationships that are essential to conducting outreach work. Alive & Free's hiring process involves a three tier interview, which includes a formal interview, a field-based observation interview, and a one-on-one job shadow with a lead outreach worker. Candidates for employment are also vetted with community partners and law enforcement to ensure there is no conflict of interest in hiring.

Alive & Free provides initial and ongoing training and supervision to ensure outreach worker effectiveness. Training for staff are informed by the best practices in social services. Outreach staff complete approximately 100 hours of training annually, which includes the following mandatory trainings:

- CPR/1st Aid (8 hours)
- Child Abuse Prevention (8 hours)
- Non-Violent Crisis Prevention and De-escalation (8 hours)
- Street Safety for Outreach Workers (PCITI) (32 hours)
- Practical Tools in Ethics for Street Outreach Workers (8 hours)
- Motivational Interviewing (8 hours)
- Working with Juvenile Courts (5 hours)
- Professional development trainings identified by supervisors/staff based on individual development plans (approximately 20 hours)

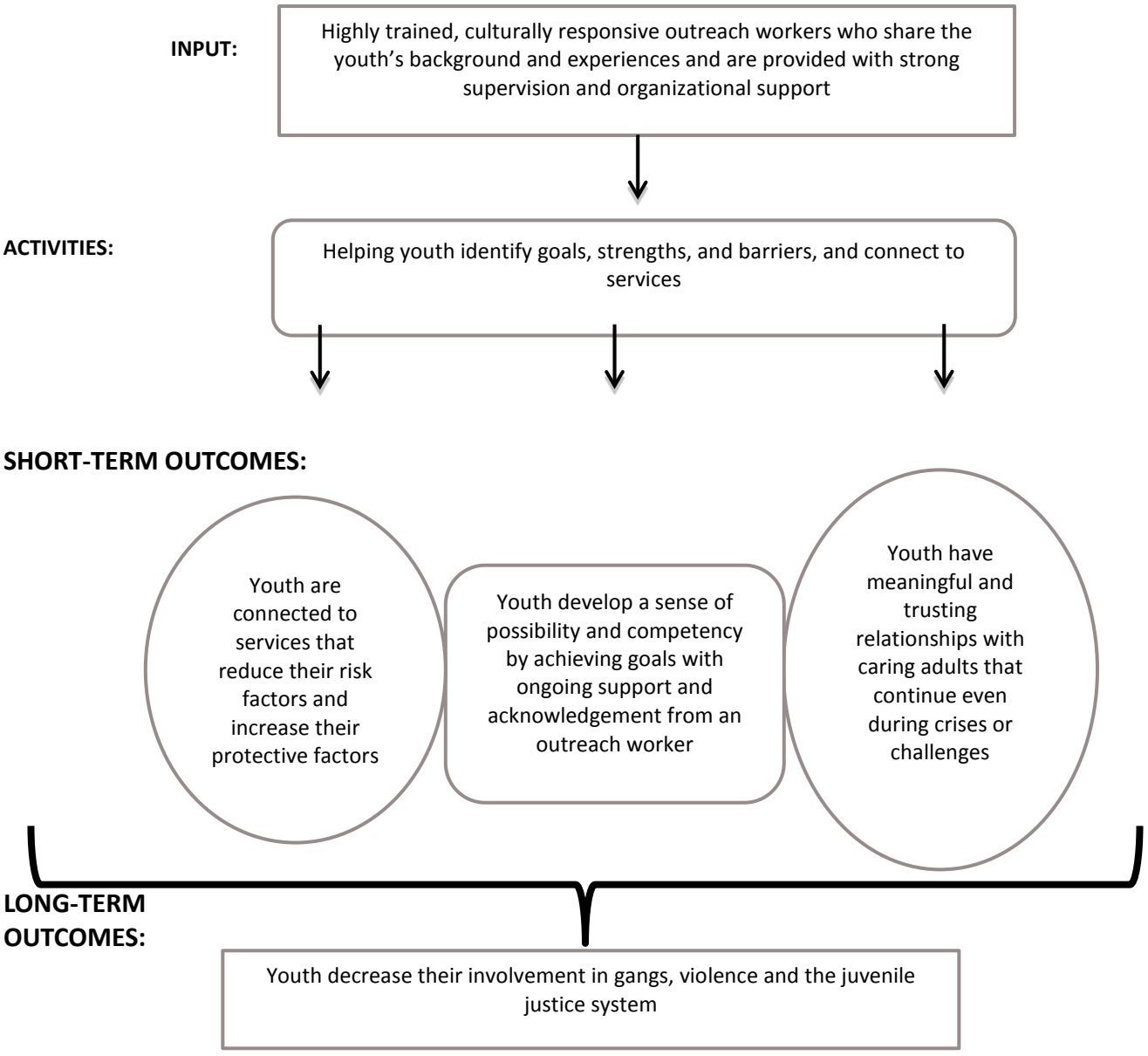
The supervision of Alive & Free outreach workers also borrows from clinical social work practices, with a weekly caseload staffing meeting with a supervisor and regular field-based supervision, in which workers are observed and provided feedback by a supervisor.

Following a self-initiated strategic planning process in 2015, Alive & Free developed a theory of change for its Street Outreach activities that articulates the connection between their activities and anticipated short and long-term outcomes.

ALIVE & FREE THEORY OF CHANGE

(developed May, 2015)

We build meaningful and trusting relationships with youth involved with gangs, violence and the juvenile justice system in order to connect them to people and services that help reduce their risk factors:



Recent Improvements in Seattle Street Outreach

To date neither SYVPI [23] nor its Street Outreach component had tracked their efforts in a systematic way that would allow for an impact evaluation to determine whether their activities had been effective in reducing youth violence. Recently, however, Alive & Free, the City's contracted Street Outreach provider has made a number of significant improvements to standardize its practices and track client data. These improvements could facilitate a future evaluation of its efforts. In addition, the City is currently conducting a youth violence needs assessment that might inform the future direction and evaluation of its youth violence prevention efforts.

In 2013 the Seattle City Council requested that the Office of City Auditor (OCA) develop an evaluation strategy for the Seattle Youth Violence Prevention Initiative (SYVPI) that "should include an evaluation of the overall initiative and at least two of the current SYVPI program areas." The two program areas identified were the Seattle Police Department's School Emphasis Officers program and the Street Outreach component provided for the SYVPI by the Seattle Metrocenter YMCA's Alive & Free program.

Representatives from OCA, City Council Central Staff, SYVPI, and the National Gang Center met in 2013 with Alive & Free to discuss that organization's readiness for an evaluation. Alive & Free management was enthusiastic about an evaluation of their program and saw evaluation as an opportunity to improve and document their own effectiveness and to advance the emerging profession of Street Outreach nationally. However, they had not been collecting adequate client tracking data, and their procedures were not fully developed or documented. Consequently, all the parties agreed that Alive & Free was not ready for an evaluation at that time. The parties instead developed an action plan with tasks that would prepare Alive & Free for a future evaluation.

The action plan focused on three areas: 1) reviewing and revising screening criteria, 2) implementing systems for tracking client data and managing service delivery, and 3) documenting procedures and operations.

Screening Criteria. All parties agreed that it was important to review the screening criteria for determining who is served by Street Outreach. However, since the City, through SYVPI, sets the criteria for Street Outreach, this action plan item was assigned to SYVPI. In their response to the City Auditor's SYVPI October 2014 evaluability assessment, the Executive agreed to:

> "**Clearly identify target population and evaluate community needs based on available data.** SYVPI will use a multi-pronged approach to further refine the target population served. First, SYVPI will work with George Mason University and the Seattle Police Department to conduct a community assessment that includes recent data on violent crime and gang activity to enhance our understanding of the youth violence issue in Seattle. Second, we will use the SYVPI risk assessment tool to assess the risk levels of youth

[23] See the 2014 Evaluability Assessment for SYVPI, Supporting a Future Evaluation of the Seattle Youth Violence Prevention Initiative http://www.seattle.gov/Documents/Departments/CityAuditor/auditreports/SYVPI-Published-Report-10_24_14.pdf

> currently in the Initiative and examine the presenting risk factors in our population. Finally, we will compare our current population with youth crime data to identify gaps and ways we need to refine the target population."[24]

In January 2015, SYVPI hired a strategic advisor to complete this work, and the needs assessment is anticipated to be completed by the fall of 2015.

Client Tracking System. OCA arranged for the National Gang Center to provide initial technical assistance to Alive & Free regarding development of its client tracking system. OCA also provided further technical assistance to Alive & Free through a contract with the Street Outreach program from Durham County, North Carolina. Subsequently, Alive & Free management has purchased and customized a client tracking software system. This system incorporates elements of the systems used by the National Gang Center and by other jurisdictions.

Alive & Free outreach workers began using the software system in 2015; and they are able to input client data from the field using iPads. The system uses standardized data fields, replacing unquantifiable case-noting that outreach workers had previously used. The software system allows supervisors to review and manage caseloads in real time and generate reports on progress and outcomes. With the new system, the quality of outreach workers' service can be measured across multiple data points, including the input of the program, not just client outcomes. Additionally, Alive & Free management indicated that the feedback from staff has been "overwhelmingly positive."

Alive & Free outreach workers actively collaborated in the design of service delivery protocols that incorporate Trauma-Informed Care as a key practice.

Service Delivery Protocols. In 2015, OCA staff worked collaboratively with Alive & Free staff and management to develop a set of service delivery protocols and corresponding manual for staff (Attached as Appendix C). This set of protocols standardizes the practice of service delivery to outreach clients while still allowing outreach workers to lend their enthusiasm, creativity and personal style to the work. The protocols focus on reducing clients' practical barriers to connecting with services, offering positive supports, and ensuring a successful transition to case management and connection with service providers.

In addition, recognizing that the Street Outreach clients suffer from various forms of trauma, the protocols include Trauma-Informed Care as an underlying principle of every level of the work. The Substance

[24] See October 13, 2014 memo from the City Budget Director to the City Auditor: http://www.seattle.gov/Documents/Departments/CityAuditor/auditreports/SYVPI-Published-Report-10_24_14.pdf

Abuse and Mental Health Services Administration (SAMSHA) defines Trauma-Informed Care as "a strengths-based service delivery approach that is grounded in an understanding of and responsiveness to the impact of trauma, that emphasizes physical, psychological, and emotional safety for both providers and survivors, and that creates opportunities for survivors to rebuild a sense of control and empowerment. It also involves vigilance in anticipating and avoiding institutional processes and individual practices that are likely to re-traumatize individuals who already have histories of trauma, and it upholds the importance of consumer participation in the development, delivery, and evaluation of services."[25]

Since the Alive & Free outreach workers, supervisors, and management participated in the development of the service delivery protocols, they can continue to refine them based on emerging needs. The protocols are integrated with the client tracking software, and they establish specific expected outcome measures for each level of service.

Previously, Alive & Free's protocols were not documented or standardized. This had left service delivery to the individual skill sets and preferences of each outreach worker. One outreach worker commented that, "When I was hired, I trained under four different outreach workers, and they each had their own way of doing the work. Now (with the new service protocols) I have a much more clear idea of the work." The service delivery protocols, if shared with police and other community partners, might also help them gain more clarity about the role of Street Outreach.

[25] SAMSHA offers a guide to Trauma-Informed Care in Behavioral Health Services settings: http://store.samhsa.gov/product/TIP-57-Trauma-Informed-Care-in-Behavioral-Health-Services/SMA14-4816 and a center that provided free technical assistance to government agencies and service providers: http://www.samhsa.gov/nctic

Why is it Important for Seattle to Have Effective Street Outreach?

The City of Seattle is well-positioned to develop crime and victimization reduction strategies that are more focused and effective, and Street Outreach has the potential to be a valuable component of a this work.

Research has found that violence in cities is heavily concentrated among very small groups of individuals. (Papachristos, Wildeman, & Roberto, 2014) (Papachristos & Wildeman, 2014) (Pyrooz, Moule, & Decker, 2014). Street Outreach has the potential to reach these individuals with services, support, and conflict mediation as part of a systematic evidence-based violence and victimization reduction strategy. Street Outreach interventions, when deployed strategically to the individuals at highest risk for re-offending, retaliation, and victimization, can be a valuable component of a comprehensive violence reduction strategy that is effective and can reduce the reliance on police suppression activities.

Finding more effective strategies to reach those in violent groups or gangs can also offer long-term public health and economic outcomes for Seattle. New research shows that even short-term gang membership can have negative long-term health and economic effects for the former gang member. A 2014 study from the University of Washington, based on Seattle data, shows negative long-term effects related to adolescent gang membership as compared with non-gang peers[26] (Gilman, Hill, & Hawkins, 2014). These include illegal behavior, lower educational and occupational attainment, and poorer physical and mental health.

The study found that, as adults, former Seattle gang members compared with non-gang members were nearly three times as likely to commit a crime, 3.66 times as likely to receive income from illegal sources, and 2.37 times as likely to have spent time incarcerated. Former Seattle gang members were about half as likely to graduate from high school[27] and almost two times as likely to receive public assistance in adulthood as their non-gang peers. In addition, former Seattle gang members were about twice as likely to report poor physical health as adults and nearly three times more likely to meet the criteria for drug abuse or dependence as compared with their non-gang peers. (Gilman, Hill, & Hawkins, 2014)

As a unique vehicle for reaching those few individuals who are responsible for a large share of violent crime, Street Outreach can play an important role in interrupting negative long term consequences for individuals and in promoting positive health outcomes for the community.

[26] The study utilized propensity score matching (with 23 control variables) to ensure that the only thing differentiating the two study groups was gang membership itself.

[27] These Seattle findings are even higher than a recent national study (Pyrooz, 2014) that indicated that youth who joined gangs were 30 percent less likely to graduate from high school and 58 percent less likely to earn a four-year degree than their non-gang peers.

VI. RECOMMENDATIONS

Six Recommendations for Strengthening Seattle's Approach to Street Outreach

1. **Develop a more sophisticated focused approach for identifying Street Outreach clients to ensure that it is focused on those at highest risk for violence and victimization.**

Currently, the City of Seattle does not use a sophisticated approach for identifying clients for Street Outreach services. Nor does the City currently conduct the type of systematic analysis used in other jurisdictions to identify those at highest risk for violence and victimization. *We recommend that the City review its own practices and the emerging best practices in other jurisdictions to develop a more sophisticated and focused approach for identifying Street Outreach clients who are at highest risk for violence and victimization. This should include:*

- *Rethinking the way that referrals are made to Street Outreach, and*
- *Strengthening the Seattle Police Department's capacity for data collection and analysis to identify those most at risk for violence and victimization.*

The 2015 SYVPI contract identifies quotas for outreach that are attached to performance pay for Alive & Free. Alive & Free is expected to generate 65 referrals to SYVPI; they are expected to receive 75 referrals from SYVPI for one-to-one Outreach; and they may carry over 60 outreach clients from 2014, for a total of 200 outreach clients in 2015. This quota system relies on Street Outreach to generate some of their own referrals and for them to receive referrals from SYVPI.

This practice is not consistent with the focused approach used by many other cities to identify clients for Street Outreach who are most at risk for violence and victimization. As we described earlier in the report, many cities use a range of methods from systematic problem-solving to more sophisticated social network analysis to identify those most at risk for violence and victimization.

In Seattle, outreach workers must generate referrals based on their own experience without the benefit of a more sophisticated approach from the City.[28] One outreach worker indicated that he hangs out at the gym in his focus area to try to meet youth to refer to outreach. Also, the current SYVPI contract requires Street Outreach to receive referrals from SYVPI Networks. SYVPI Networks, in turn, receive many of their referrals from schools and through peer referral. These SYVPI referral

[28] In January 2015, Alive & Free began a contract with King County to provide outreach and support to prevent Seattle youth from failing to appear in court. Alive & Free staff indicated that this County contract work has allowed them to identify high-risk Seattle youth that can continue to be SYVPI Outreach clients. Indeed, direct referrals of court-involved youth would be a more systematic approach than the current SYVPI referral system.

channels are self-selecting and are not likely to identify those at most risk for violence and victimization.

We attempted to explore whether the City might be able to provide a more focused approach to identifying clients for Street Outreach who are at the highest risk for violence and victimization. Our office engaged researchers from Arizona State University and collaborated with the Seattle Police Department (SPD) to conduct a gang audit. The gang audit is an analytical tool utilized in many other jurisdictions and described in the COPS Office Guide to Group Violence Interventions.[29]

The gang audit is included in this report as Appendix D. The efforts of the researchers were limited by the lack of gang data collected by the City. For example, SPD has not entered information into its roster of active gang members since 2012. The researchers indicated that, "the data provide an incomplete and at times inconsistent picture of the nature of gangs, gang members and gang incidents in Seattle. The assessment of these data leads to the conclusion that these data do not provide an adequate foundation to understand the gang problem in Seattle and are not suitable to use to suggest or to provide direction for the development of responses to the gang problems." The report concludes with recommendations for improving data collection and coordination with local jurisdictions.

Many jurisdictions are now working systematically to focus their efforts on those most at risk for violence and victimization. Comprehensive and reliable police data is essential to a more focused approach. If the City of Seattle wishes to pursue a more systematic and focused approach, it will need to work to improve SPD's capacity for data collection and analysis.

2. Re-evaluate the age criteria for Street Outreach – consider providing Street Outreach to those most at need, regardless of age.

Seattle's Street Outreach is an outlier in its age criteria that limits provision of outreach to those ages 12-17. *We recommend that the City re-evaluate the age criteria for Street Outreach.*

All nine of the comprehensive violence reduction programs included in Table 1 serve both juveniles and those over 17. Boston's program, for example, which focused on youth violence, defined youth as 24 and under. The Los Angeles Gang Reduction and Youth Development (GRYD) program serves individuals ages 14-25. Some programs have no age limit at all for those served by Street Outreach. In a recent phone interview with our office, David Kennedy, Director of the National Network for Safe Communities, advised against age limits for Street Outreach.

> "We believe strongly that thinking about youth violence as isolated is a big mistake. Violence is driven by groups. Juveniles may be included, but there are also young adults

[29] See the COPS Office Guidebook that provides a step-by-step guide for jurisdictions for implementing the focused deterrence approach for group violence http://nnscommunities.org/uploads/GVI_Guide.pdf

> and adults in those groups. (Restricting Street Outreach to juveniles) hamstrings the work before you even get started. It is like trying to deal with the flu but only vaccinating 12-17 year olds." (Kennedy, 2015)

The re-evaluation of the age criteria is linked to our first recommendation, the need to develop a more sophisticated approach to identifying those at the highest risk for violence and victimization. For example, according to Seattle/King County Public Health data, young adults between the ages of 18 and 29 make up nearly half of the County's total firearm homicide victims and suspects. Although the data may indicate that it is among the highest risk for violence and victimization, this age group is not currently served by Street Outreach in Seattle.

3. Support and monitor continued efforts by the YMCA 's Alive & Free Street Outreach program to improve its procedures, practices, and staff development.

Alive & Free has made considerable progress in improving its procedures, practices, and staff development as indicated earlier in this report and as evidenced in Appendix C.

The City should take steps to monitor and support these efforts, including:

- *Incorporate the service delivery and client tracking protocols into the City's contract for Street Outreach contract so that having standardized practices for service delivery and client-tracking is an ongoing expectation for Street Outreach.*
- *Consider providing training in Trauma-Informed Care for outreach staff (and other City service providers) who routinely work with those suffering from trauma.*

4. Support efforts to strengthen relationships between Street Outreach and the Seattle Police Department, including clarifying roles and responsibilities and providing integrated training.

Currently, there is no formal documentation that clarifies the roles and working relationship between Street Outreach staff and the Seattle Police Department. Also, contractually required training modules related to law enforcement, included in the City's contract with Alive & Free since 2011, have never been provided to the Outreach staff. These training modules in the contract include:

- Gang Awareness Training - A detailed overview of the current trends, behaviors and characteristics of gangs in Seattle/King County.
- Law Enforcement, Street Outreach Conduct, and Communication - What constitutes illegal activity, and threats to safety, how to identify it, what steps to take to communicate to law enforcement to ensure youth safety.

In addition, the City does not provide training to Seattle Police Department staff on the role of Street Outreach as is done in Los Angeles and elsewhere.

A healthy effective relationship between law enforcement and Street Outreach is critically important. *We recommend that the City work to strengthen this relationship by:*

- *Formalizing the roles and responsibilities of Street Outreach and the City, including the Seattle Police Department, and documenting this in the City's contract with Street Outreach*
- *Considering providing training for both police and Street Outreach, as is provided in Los Angeles, that promotes understanding of roles and effective communication.*

5. Strengthen the ability of Street Outreach to connect their clients' families with services that promote the importance of family as a protective factor.

Currently, SYVPI does not offer services that support families. The SYVPI risk assessment includes a set of questions about the family domain. However, it is difficult for Street Outreach workers to direct their clients to family supports since none are offered through SYVPI. In contrast, the GRYD program in Los Angeles, for example, offers its Street Outreach clients a family case management model that includes services such as multi-generational coaching and family problem-solving skills.

We recommend that the City strengthen the ability of Street Outreach to connect their clients' families with services that promote the importance of family as a protective factor. This might require the City to inventory existing City and community-based services that address the family domain.

6. Support a rigorous evaluation of Street Outreach to ensure that the efforts are effective for reducing violent crime and victimization and do not unintentionally cause harm.

City Council Resolutions 31404 and 31425 call for new and expanded City programs in high-priority areas including public safety to include clear and measurable goals, to establish baselines for tracking results, and to include a plan for tracking and evaluating outcomes. The 2013 expansion of SYVPI required that its efforts be held to the expectations articulated in these City Council resolutions. The City is well-positioned to rigorously track and evaluate its Street Outreach efforts due to evaluation-readiness tasks completed by Alive & Free. In addition, the City may draw on its existing research partnerships with leading experts including those at the George Mason University Center for Evidence-Based Crime Policy, Arizona State University, the University of Washington, and the National Network for Safe Communities at the John Jay College of Criminal Justice.

We recommend that the City continue its efforts to evaluate Street Outreach to ensure that the efforts are effective. Evaluation can also be a vehicle for improving service delivery, communicating outcomes, and celebrating successes.

Table 1: Summary of Evaluation Findings for Comprehensive Interventions with Street Outreach as One Component

City/ Program	***Intervention Approach***	***Role of Street Outreach within the overall intervention approach***	***Age Served by Outreach***	***Who Provided Street Outreach?***	***Evaluation Results for Overall Intervention*** ***(Outreach is one component)***	***Effectiveness of Overall Intervention***
Boston, Massachusetts *Boston Operation Ceasefire*	*Focused-deterrence*	*Offered social and community services*	*Focus on 24 and under*	*A coalition of Boston social service workers including probation and parole officers, and later churches and other community groups.*	• *63% reduction in youth homicides* • *25% decline in monthly gun assault incidents citywide* (Braga, Kennedy, Waring, & Piehl, 2001)	*Effective*
Brooklyn, New York *Save Our Streets – Crown Heights*	*Replication of Chicago CeaseFire (see below)*	*"Act as role model, and deliver the message of non-violence to high-risk participants"* *Also mediated conflicts.*	*15-26*	*Four staff acted as both outreach workers and violence interrupters (this is a deviation from the Chicago CeaseFire model)*	• *20% reduction in gun violence* (Picard-Fritsche & Cerniglia, 2013)	*Effective*

City/ Program	***Intervention Approach***	***Role of Street Outreach within the overall intervention approach***	***Age Served by Outreach***	***Who Provided Street Outreach?***	***Evaluation Results for Overall Intervention*** ***(Outreach is one component)***	***Effectiveness of Overall Intervention***
Cincinnati, Ohio *Cincinnati Initiative for the Reduction of Violence (CIRV)*	*Focused-deterrence*	*Offered social services and mediated conflict (2007-2010)** **Note: The Street Advocate component of CIRV was discontinued in 2010 after three Advocates were arrested for criminal offenses while they were funded by the City.*	*11-59*	*14 Street Advocates were selected based in part on their personal experience in low-income, high-crime neighborhoods, and the criminal justice system.*	• *38% reduction in gang-related homicides at 24 months, and 41% reduction at 48 months* • *22% decline in violent gun offenses at 24 and 48 months* (Engel, Skubak Tillyer, & Corsaro, 2011)	*Effective**
Lowell, Massachusetts *Project Safe Neighborhoods*	*Focused-deterrence*	*Offered social services*	*15-24; included use of different strategies for the Latino gangs versus the Cambodian and Laotian gangs.*	*Social service organizations provided street outreach. This included representatives from Big Brothers Big Sisters, YMCA, and SE Asian community organizations.*	• *44% reduction in gun assault incidents* (Braga, Pierce, McDevitt, Bond, & Cronin, 2008)	*Effective*

City/ Program	***Intervention Approach***	***Role of Street Outreach within the overall intervention approach***	***Age Served by Outreach***	***Who Provided Street Outreach?***	***Evaluation Results for Overall Intervention*** ***(Outreach is one component)***	***Effectiveness of Overall Intervention***
Stockton, California *Operation Peacekeeper*	*Focused-deterrence*	*Offered social and employment services.*	*Juveniles and adults*	*Gang outreach workers worked in close partnership with probation, school, community, and faith-based organizations.*	• *42% reduction in monthly homicides due to gun violence* (Braga A. A., Pulling levers focused deterrence strategies and the prevention of gun homicide, 2008)	*Effective*
Chicago. Illinois *CeaseFire-Chicago (now called CURE Violence)*	*CeaseFire is "theory-driven" based on public health concepts. It has been replicated in other cities.*	*Street Outreach workers offered social services* *And another group of workers, Violence Interrupters, mediated conflicts*	*Focused on clients ages 16-25*	*From 1997-2001 there was no client outreach. Between 2001 and 2007, there were ~150 outreach workers -- most of whom had been former gang members and many who had spent time in prison.*	• *17-24% decrease in shootings in four sites* • *No significant decrease in three sites* (Skogan, Hartnett, Bump, & Dubois, 2009)	*Effective in 4 sites; No Effect in 3 sites*

City/ Program	***Intervention Approach***	***Role of Street Outreach within the overall intervention approach***	***Age Served by Outreach***	***Who Provided Street Outreach?***	***Evaluation Results for Overall Intervention*** ***(Outreach is one component)***	***Effectiveness of Overall Intervention***
Philadelphia, Pennsylvania *Youth Violence Reduction Partnership (YVRP)*	*Focused intervention for highest risk probationers ages 14-24*	*Street Workers are paired with probation officers to provide focused support to highest risk 14-24 year old probationers.* *Street Workers connect "youth partners" with resources and positive supports.*	*14-24*	*Para-professional Street Workers who work for a public health agency are paired with probation officers.*	• *YVRP youth 38% less likely to be arrested for a violent crime, and 44% less likely to be convicted of a violent crime than those in the comparison group* • *No effects were found in youth homicides at the neighborhood level* (McClanahan, Kaugh, Manning, Campos, & Farley, 2012)	*Effective for individuals; No Effect in neighborhoods*

City/ Program	***Intervention Approach***	***Role of Street Outreach within the overall intervention approach***	***Age Served by Outreach***	***Who Provided Street Outreach?***	***Evaluation Results for Overall Intervention*** ***(Outreach is one component)***	***Effectiveness of Overall Intervention***
Baltimore, Maryland *Safe Streets*	*Replication of Chicago CeaseFire (see above)*	*Outreach Workers met with high risk individuals, attended community events, and mediated conflicts.*	*15-24*	*Community organizations hired ex-offenders who acted as both outreach workers and violence interrupters*	• *Non-fatal shootings decreased by 22-44% in all four areas* • *Homicides increased 2.7 times in one area; did not change in one area; and decreased in two areas (26%, 56%)* (Webster, Whitehill, Vernick, & Parker, 2012)	*Effective for non-fatal shootings; No Effect and Negative for Homicides*
Pittsburgh, Pennsylvania *One Vision, One Life*	*Replication of Chicago CeaseFire (see above)*	*Community Coordinators connected individuals with services (primarily job referrals); mediated conflicts.*	*Mean age ~18*	*Non-profit agency hired former offenders and gang members from the community.*	• *17-55% increase in assaults* • *No decrease in homicides*	*Negative and No Effect*

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APPENDIX A

Alive & Free Community Violence Response

INCIDENT is defined as any instance of threatened or physical violence where the victim or perpetrator -or both- are youth under age 24.
LEAD is defined as the manager determined to be the facilitator for this particular incident

IMMEDIATELY UPON NOTIFICATION	24-48 HOURS	48-72 HOURS	1-4 WEEKS
Lead notifies Program Director and all Outreach Workers of incident	Lead notifies SYVPI Director and Neighborhood Network Coordinator(s) via phone call, text message, and/or email. If incident occurs in other contracted neighborhood, contact appropriate and designated community partners.	Lead convenes community partner meeting, including law enforcement, to strategize next steps and to create coordinated response appropriate to each community partner's role and resources	Outreach Workers to follow up with impacted youth, families, or other involved parties, including but not limited to: inreach to hospital and detention, attend vigils and support community events related to the incident, ensure family is connected to Social Work resources such as Crime Victim's Compensation enroll youth in services, attend funerals
Lead directs Outreach Workers to gather information from community, youth, and other sources and to provide updates as soon as available, via phone call or text message	Outreach Workers continue to provide updates to Lead as soon as they are available to lead via phone call or text message	Community Safety Plan is implemented	Outreach Team convenes weekly Community Awareness meeting and maps current tensions related to the incident, including updates about arrests, retaliations, hot spots, upcoming events related to incident
Lead contacts SPD or other law enforcement liaison to gather information	Lead continues to gather details from law enforcement/SPD liaison		Support continues on 1:1 basis with individual youth added to Outreach Worker's caseloads
	Lead begins drafting Community Safety Plan, including roles and assignments for Outreach Workers, including mediation, hospital inreach, detention inreach, vigil support, funeral support		Community Safety Plan continues to be implemented until all steps are complete
	Lead convenes debrief meeting with Outreach Workers and Program Director to review details of incident, strategy for responding, including de-escalation and retaliation possibility.		

APPENDIX B

Description of SYVPI Street Outreach as Designed and as Implemented

Excerpt from Seattle Youth Violence Prevention Initiative Evaluability Assessment, MEF and Associates, October 2014 http://www.seattle.gov/Documents/Departments/CityAuditor/auditreports/SYVPI-Published-Report-10_24_14.pdf

3. Street Outreach

The YMCA of Greater Seattle has run SYVPI's street outreach team since 2011. Previously both the Central Area Network and street outreach were run through the Urban League of Metropolitan Seattle. Street outreach is implemented by the Alive and Free program of YMCA, which focuses on changing beliefs that promote violence among those involved in the juvenile justice system. Alive and Free provides classes and workshops to youth in schools, community centers, detention centers, and faith-based organizations.

Design

The street outreach team is tasked with recruiting the highest-risk youth into SYVPI. Fully staffed, each Network is meant to have two dedicated street outreach workers. Street outreach workers are expected to go into the community and build relationships with youth and their families. They serve both a recruitment role as well as providing ongoing support to youth who may be less comfortable engaging with the more typical service delivery approach of the initiative. Street outreach workers must have the ability to forge meaningful relationships with high-risk youth while also helping these youth and their families navigate the array of institutions with which they interact (e.g., courts, schools, supportive service providers).

The design of the street outreach approach was also intended to allow Networks to refer youth with whom they are working who are involved in gangs or the criminal justice system. The outreach workers carry youth on caseloads and do one-on-one intensive work with each individual youth. In particular, workers assist youth with school and housing-related issues and are trained to help youth solve interpersonal conflicts. In addition, if a youth is not engaging in the services to which they have been referred or in the initiative as a whole, the street outreach workers will contact them and reengage them in programs. Outreach workers are expected to be available to youth at all times of the day and week and link disconnected youth to safe havens. They are also expected to provide early intervention during crises and are trained and expected to de-escalate violent situations of youth in or from the SYVPI service areas. This can involve preventing or reducing potentially violent arguments between youth gang members and helping them resolve conflicts.

The only outcome for street outreach defined in the UW logic model is a decrease in the number of risk factors for violence among youth on the street outreach caseload.

As Implemented

The street outreach component of SYVPI is intended to provide ongoing support to the harder- to-reach youth enrolled in SYVPI. In contrast to the more traditional case management model, street outreach workers engage youth in a variety of settings (e.g., street corners, schools, their homes, at community events). While not formally case managers, our interviews suggested that street outreach workers often play a similar role for the youth on their caseload. As such, we observed that there is often a lack of clear distinction between the roles that street outreach workers play and those of case managers.

Turnover is fairly common among street outreach workers and maintaining staff has been an issue, in part due to the extensive demands of the roles they are expected to play. At the time of our interviews street outreach had several positions vacant, both at the worker level as well as the Director position.[xxii] When fully staffed, SYVPI's goal is to have two street outreach workers assigned to each Neighborhood Network. Even when fully staffed, we heard concerns regarding the capacity of street outreach to meet the needs of SYVPI youth. In particular, we heard in several interviews that there is a need for more street outreach workers who speak the array of languages spoken by SYVPI youth, in particular Southeast Asian and East African languages. This is especially important given the role street outreach workers often play in interacting with the parents of youth, who may have limited English proficiency.

Street outreach workers are expected to be visible presences in the communities and neighborhoods they serve, identifying and building relationships with high-risk youth involved in gangs, violence, and the juvenile justice system. In this capacity, they can serve as an important referral source into SYVPI, targeting those youth who are both highest risk and least likely to otherwise engage with the initiative. Simultaneously, the workers are expected to maintain ongoing relationships with the youth on their caseloads. The Networks often refer youth to street outreach if they are hesitant to engage in any other SYVPI services (e.g., case management, youth development programming). Each worker carries between fifteen and twenty youth on their caseload and is expected to keep weekly case notes on each youth.[xxiii]

Street outreach workers have additional responsibilities beyond working with the individual youth on their caseloads. They are also expected to be responsive to community-level events. Their contract stipulates they respond to 100 percent of Seattle Police Department notifications of violent incidents involving youth or gang members not only that occurs within the SYVPI boundaries, but also those that occur elsewhere that involve youth from any of the three Networks. The workers also participate in major event and post-incident event safety planning and coordination for community-wide events with potential for youth violence, such as the Torchlight Parade.

It was not clear, based on our interviews, how the caseload targets for street outreach were set. In particular, staff expressed concerns that these targets may be high if workers are carrying a caseload of especially high-risk youth. Interviewees expressed added concerns regarding staff capacity given the additional responsibilities workers have aside from direct casework (e.g., serving as mediators, engaging with older youth who are not eligible for the initiative, responding to critical incidents in the community).

Defining the characteristics of youth labeled as "high-risk" or who are appropriate for street outreach has been an ongoing conversation SYVPI officials have had with the SYVPI partners from the beginning of the initiative. Some staff suggested that street outreach was the most suitable component

for youth who were more difficult to serve through other SYVPI services. This included those with mental health and substance abuse issues or school discipline issues. Others felt that narrower criteria would be more appropriate, focusing on the highest-risk youth (especially those who are court involved) who would not otherwise willingly engage with the initiative.

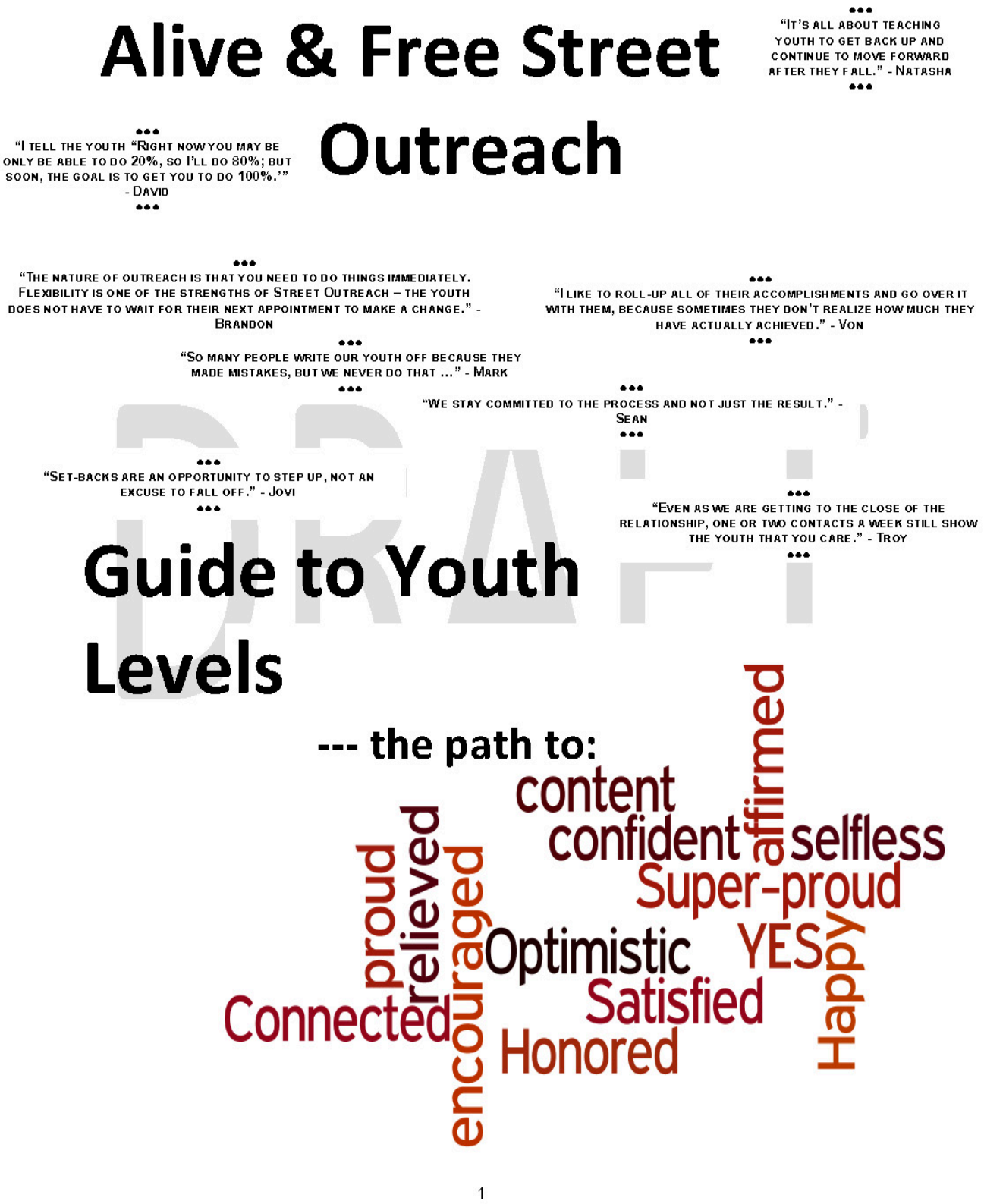
The lack of clarity regarding the target population for street outreach appears to have created confusion among Network and service provider staff between the role of a street outreach worker and a case manager. In some cases, youth are assigned to both a case manager and a street outreach worker. In these instances, the street outreach worker is able to address a youth's most urgent needs (e.g., clothing, assistance in de-escalating personal conflicts, meeting probation requirements) while the case manager can support longer-term goals (e.g., getting re-enrolled in school, addressing mental health needs). However, this distinction is not always clear, even when youth are enrolled in both components. We heard from many non-street outreach staff that a role of street outreach is to help locate those youth who have fallen out of touch with the initiative, though street outreach staff countered that simply locating such youth, absent more substantive relationship building, should fall outside their responsibilities.

[xxii] At the time of our field work the Director was on a leave of absence.

[xxiii] These case notes are not consistently entered into the SYVPI database.

APPENDIX C

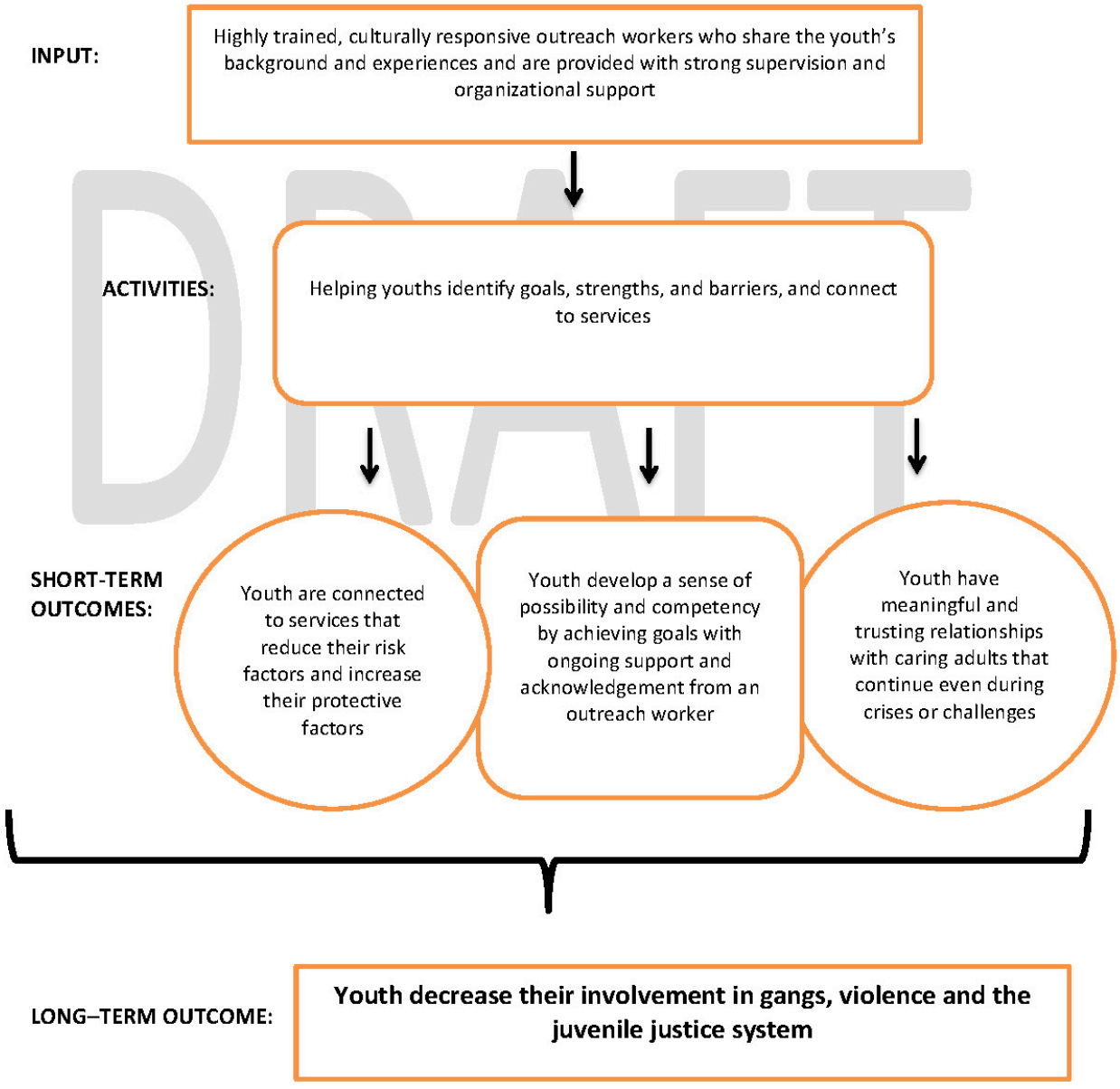
Alive & Free Guide to Youth Levels



1

What We Do
(our Theory of Change)

We build meaningful and trusting relationships with youth involved with gangs, violence and the juvenile justice system in order to connect them to people and services that help reduce their risk factors:



2

The Role and Characteristics of Outreach Workers

Outreach workers provide a point of contact for youth affected by gangs, violence, and the juvenile justice system. They go where youth are and provide a bridge, connecting youth and families with services and support.

If a youth is not engaging in the referred services, the outreach worker plays a key role in reaching out to the youth and involving the youth in various programs.

In addition, Outreach workers provide early intervention during crisis and are trained and expected to de-escalate situations during crisis.

Outreach workers' roles include:

1. Locating and engaging youth in a community/street setting.
2. Bringing awareness of services to youth.
3. Engaging youth to actively participate in services by facilitating intake and coordinating their meetings with service providers.
4. Building strong relationships with youth
5. Recognizing and reinforcing positive behavior
6. Providing consistent, high quality, undistracted interaction with youth that meets standards for evidence-based, positive youth development practices
7. Resolving conflict and defusing violent situations.
8. De-escalating potential retaliatory violence by youth.
9. Documenting contacts with youth.
10. Community event safety planning and coordination with key partners

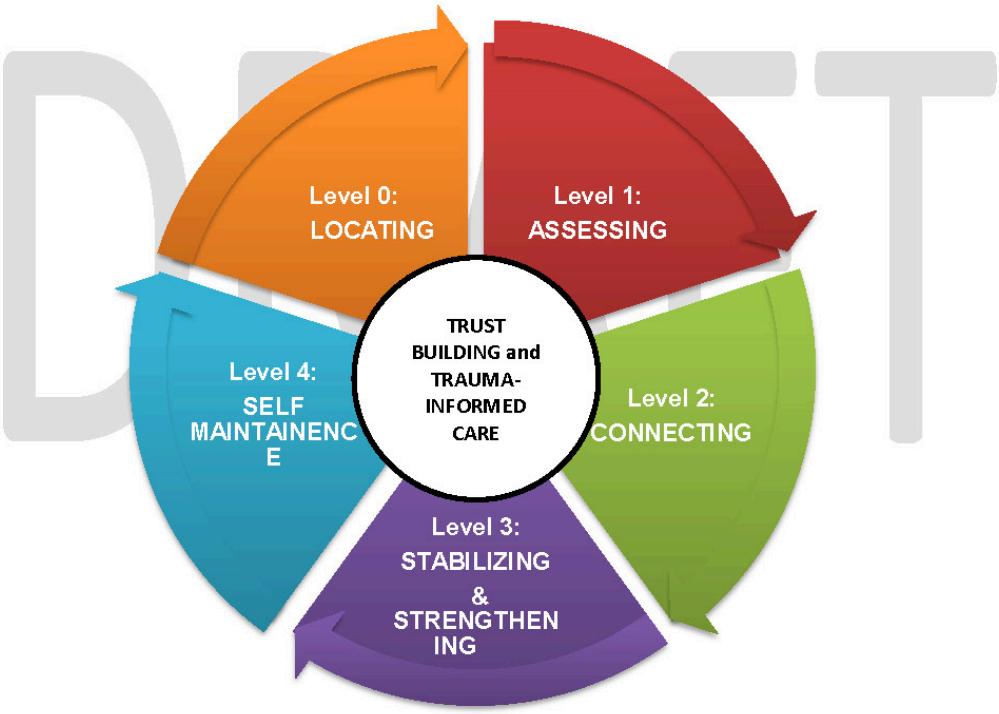
Outreach workers are expected to have a background that relates to youth. Skills should include:

1. Knowledge and personal experience with local street and gang culture.
2. Strong ties to the local community and existing relationships with community members.
3. Comfortable and willing to work in high-risk community settings at nontraditional hours.
4. Experience conducting street-level community outreach
5. Experience delivering youth development programs.
6. Experience in conflict resolution.
7. Ability to adapt to change.
8. Ability to maintain boundaries.
9. Ability to communicate clearly in writing and verbally

The 5 Service Levels and Core Considerations

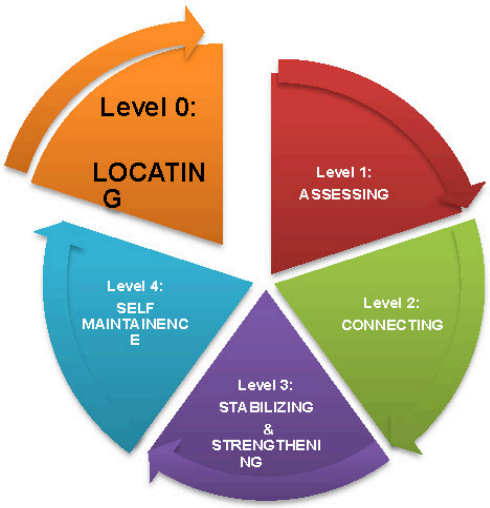
There are 5 service levels we identify as a youth progresses toward their goals.

- Defining and describing each of the service levels helps outreach workers and youth recognize progress and plan for the path ahead.
- During the course of engagement, a youth might make gains, move up a level, experience temporary set-backs, and move down a level. This is an expected part of serving this high-risk youth population.
- **Trust Building and Trauma-Informed Care are core considerations** integrated at **each level** to address youths' needs in a safe, collaborative, and compassionate manner.



How We Measure Effectiveness

We assess both the youth's progress at each service level and changes in the youth's risk factors in 9 domains at six-month intervals.



Level 0: LOCATING

- If youth is being referred by a contract partner:
  - Review referral form and verify information with referral source.
  - See if updated contact or other information is available
  - Find out about current concerns
  - What other services is youth referred or receiving?

- Determine if youth has a Juvenile Probation Counselor (JPC); if so, contact JPC

- Try all available contact phone numbers
  - Youth
  - Emergency contact
  - Parents.

- Go to youth's current or last know school
  - Check with attendance desk, counseling office, and ECO in-school/ security officer

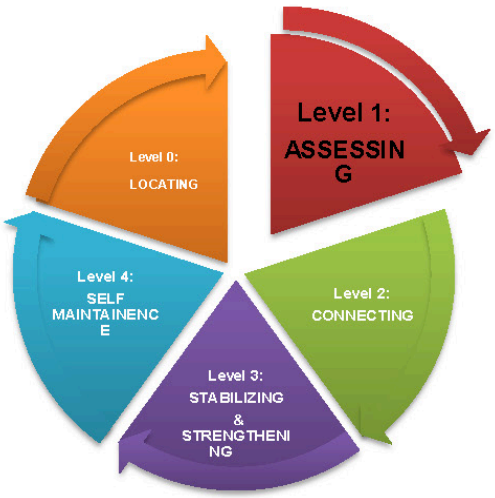
- Go to known youth hang out spots, including community recreation centers

- Ask youth contacts if they know youth and if they know where a youth might hang out

- Consult with other members of Outreach Team to determine if they know youth

- Use Juvenile Detention contacts to determine if youth is detained

- Use social media to locate youth
  - Send youth social media messages only from professional (not personal) social media account



Level 1: ASSESSING

Level 1 Goals	How Long Will Level 1 Take?	How Often Will I Meet With My Level 1 Youth?	What Does Level 1 Success Look Like?	When Is My Youth Ready for Level 2?
•Establish relationship •Provide opportunities for youth to increase self-knowledge •Create youth plan	•Suggested timeframe: up to 90 days •Check in with supervisor weekly •Re-evaluate plan with supervisor if Level 1 reaches 90 days	•This is a critical time for building a rapport. •Plan for a minimum of 3-5 contacts per week.	•Youth has identified goals in at least two Risk Assessment domains. •Youth is keeping most appointments with Outreach Worker. •Outreach Worker has identified current barriers to service in each domain as applicable.	•Intake forms are complete •Risk Assessment is complete •Completed Level 1 Youth Plan (includes Specific Practical Barriers to Service and Youth Goals for each applicable domain) •Youth has agreed to goals and is willing to actively participate •Supervisor has reviewed youth plan

Level 1: ASSESSING
Specific Outreach Worker Objectives

- ☐ Introductions to youth, friends, and family members/supporters
- ☐ Complete referral form
- ☐ Explain outreach relationship and what youth can expect of their outreach worker
- ☐ Complete Initial Risk Assessment
- ☐ Identify barriers in each assessment domain
- ☐ Identify goals in each applicable assessment domain
- ☐ Identify a plan for each applicable assessment domain
- ☐ Complete Level 1 Youth Plan form in Apricot
- ☐ Establish a schedule for contact with youth to create consistency
- ☐ Review and discuss Youth Plan with supervisor

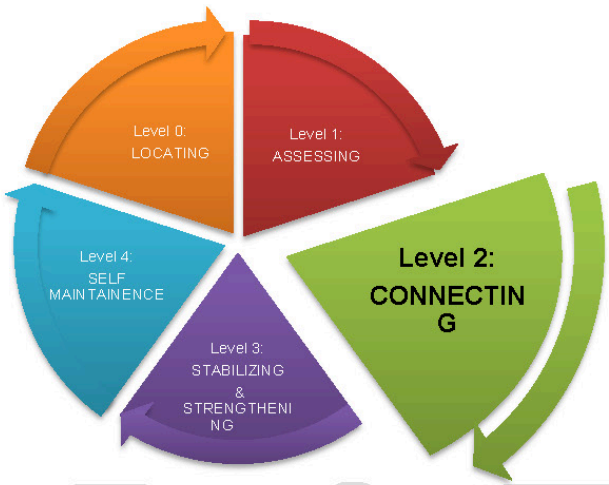
Level 1: ASSESSING
Strategies for
Trust-Building and Trauma-Informed Care

- Meet the youth where they are at-go to their hang-out spots.
- Be transparent about the work; the goal is get youth connected with long term supports and services.
- Be consistent in your connections with the youth – work to establish a regular contact schedule.
- Trust-building activities for Level 1 might include – have lunch or a snack together, meet with the youth and a supportive family member or school staff.

Level 1: ASSESSING
Suggested Activities by Domain

School	• Identify practical barriers to school attendance (transportation issues; needs wake-up call; etc.) • Identify learning differences, current IEP status, or 504 accommodations • Identify any school staff that the youth considers as supportive • Identify youth's academic interests and strengths
Employment	• Identify practical barriers to employment (lack of Social Security Card) • Identify current employer and work schedule, if applicable • Identify employment interests and goals- both short term and long term
Free Time	• Identify youth's current extracurricular interests • Identify faith affiliation, if applicable • Identify potential future extracurricular interests • Identify practical barriers to pursuit of these interests (transportation, lack of equipment (camera, guitar, etc.)
Peer Relationships	• Identify youth's current pro-social relationships • Identify potential places where youth can find for pro-social relationships • Identify practical barriers to pursuit of pro-social relationships (transportation, sports fees, etc.)
Family	• Obtain contact information for parents and/or care-givers. • Identify any family members or extended family members the youth considers supportive. • Identify any housing needs, if applicable.
Alcohol/Drug Use	• Identify if youth's use of drugs/alcohol are a barrier to other goals • Identify youth's motivation to change alcohol/drug use behavior
Attitudes Toward Anti-Social Behavior/Aggression	• Identify if attitudes toward anti-social behavior are a barrier to other goals • Assess youth's motivation to change these attitudes
Criminal History	• Identify and contact youth's probation officer, if applicable. • If applicable, obtain probation plan. • Identify any current practical barriers to complying with probation requirements (transportation, communication, etc.)
Mental Health	• Identify if youth's mental health is a barrier to other goals • Refer to counseling • Determine if addressing other issues above might decrease mental health challenges (i.e. chronic stress resulting from missing school resolves with a clear plan for getting credits back up)

8



Level 2: CONNECTING

Level 2 Goals:	How Long Will Level 2 Take?	How Often Will I Meet With My Level 2 Youth?	What Does Level 2 Success Look Like?	When Is My Youth Ready for Level 3?
•Establish regular communication schedule for outreach worker and youth •Make connections with service providers and supportive adults •Share Level 2 Youth Plan with service providers and supporters •Review barriers and goals and make any appropriate changes	•Suggested timeframe: up to 120 days •Check in with supervisor weekly •Re-evaluate plan with supervisor if Level 2 reaches 120 days (Options include: move on to Level 3, re-do Level 1, management review and assistance)	•This is the most resource-intensive phase. Much of your time will involve working with service providers and supporters getting a plan in place for your youth. Plan for a minimum of 2-3 contacts with the youth per week.	•Youth is consistently keeping appointments with Outreach Worker. •Youth has had introductory meetings with service providers and supporters. •A Level 2 Youth Plan has been created that includes support or services in each domain. •Outreach Worker has identified current barriers to service in each domain as applicable	•Service providers and supporters have been included in Level 2 Youth Plan •Level 2 Youth Plan complete and entered in Apricot •All practical barriers to service have been addressed. •Youth is actively participating in Level 2 Youth Plan start-up activities (introductory meetings, etc.)

Level 2: CONNECTING
Specific Outreach Worker Objectives

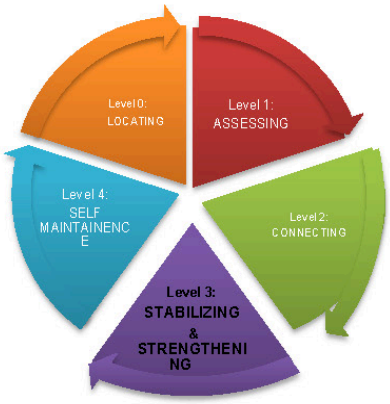
- ☐ Identify appropriate service providers and other supportive adults needed for Level 2 Youth Plan
- ☐ Work with all providers/supporters to establish Level 2 Youth Plan
- ☐ Draft Level 2 Youth Plan that addresses each applicable domain
- ☐ Review and discuss Level 2 Youth Plan for youth with Supervisor
- ☐ Enter service providers and Level 2 Plan in Apricot
- ☐ Support youth in introductory meetings with providers/supporters
- ☐ Ensure that all practical barriers to services have been resolved
- ☐ Maintain regular contact schedule with youth
- ☐ Support youth in developing schedule with service providers/supporters
- ☐ Provide skills-building for youth as needed- especially around rescheduling or keeping appointments

Level 2: Connecting
Strategies for Trust-Building and Trauma-Informed Care

- Commit to the process – not just the result.
- Do what you say you are going to do – honor your appointments and commitments.
- Introduce the youth to your co-workers and supportive community members.
- Provide affirmations consistently.
- Model consistent communication - establish a plan with youth for what to do if either of you need to reschedule an appointment
- Support youth with introductory meetings with service providers – may include arranging transportation or attending introductory meetings with the youth.
- Call, call, call – calling the youth including nights and weekends.
- Trust-building activities for Level 2 might include – celebrate the establishment of their Youth Plan in some way (verbal praise, etc.), create some ritual around your regular meetings (always start with the same question, always get food, etc.)

Level 2: CONNECTING
Suggested Activities by Domain

School	•Work to resolve barriers to school attendance •Meet with school staff that the youth considers supportive to discuss youth's academic interests •Connect youth to academic tutoring
Employment	•Work to resolve barriers to employment (lack of Social Security Card) •Meet with current employer and obtain work schedule, if applicable •Help youth develop job readiness skills- including resume writng, job search, applications, and interview techniques
Free Time	•Identify and meet with organizations that match youth's current interests •Work to resolve any practical barriers to pursuit of these interests (transportation, lack of equipment (camera, guitar, etc.
Peer Relationships	•Meet with potential venues for pro-social relationship (SYVPI, YMCA, Boys and Girls Club) •Strategically include youth in pro-social activites being hosted by partner organiaations
Family	•Meet with any family members or extended family members the youth considers supportive •Work to resolve barriers (e.g., transportation or financial aid for family counseling)
Alcohol/Drug Use	•Meet with service provider to discuss inclusion in Level 2 Youth Plan as applicable. •Resolve any practical barriers to accessing the service (transportation) •Work with service provider to develop a Level 2 Youth Plan element.
Attitudes Toward Anti-Social Behavior/Aggression	•Ongoing feedback to youth regarding behaviors and attitudes that are considered "anti-social". •Create opportunities for youth to think in a new way, such as see a documentary film or read a book about social justice isses.
Criminal History	•Youth Plan should reflect probation plan - meet with JPC •Work to resolve any current practical barriers to complying with probation requirements (transportation, communication, etc.) •Create celebratory incentives for youth complying with probation
Mental Health	•Ensure mental health provider is culturally responsive and able to serve youth •Resolve any practical barriers to accessing the service (transportation)



Level 3: STABILIZING AND STRENGTHENING

Level 3 Goals:	How Long Will Level 3 Take?	How Often Will I Meet With My Level 3 Youth?	What Does Level 3 Success Look Like?	When Is My Youth Ready for Level 4?
•Continue regular communication •Get feedback on youth's progress from service providers and supportive adults •Begin to work with youth on long term goals •Follow-up risk assessment •Create Level 3 Youth Plan •Review practical barriers to service and make any appropriate changes	•Suggested timeframe: up to 120 days •Check in with supervisor weekly •Re-evaluate plan with supervisor if Level 3 reaches 120 days (Options include: move on to Level 4, re-do Levels 1 or 2, management review and assistance)	•In this level, the youth will be working with service providers and supporters. Plan for a minimum of 1-2 contacts with the youth per week. •The Level 3 Youth Plan should be flexible – it should reflect changes that the youth would like to make. •Minor set-backs and/or changes to the youth's plan may require additional weekly contacts.	•Youth is consistently keeping appointments with Outreach Worker and service providers. •Youth has made progress on goals created in the Level 2 Youth Plan. •Risk assessment follow-up shows some progress. •A Level 3 Youth Plan has been created that includes progress notes and/or revisions in each domain. •Outreach Worker has identified and addressed any new barriers to service	•Youth is actively and consistently participating in services and activities. •Progress has been assessed through: youth self-assessment; follow-up risk assessment; assessment from service providers and supporters. •Level 3 Youth Plan complete and entered in Apricot •Any new practical barriers to service have been addressed.

Level 3: Stabilizing and Strengthening Specific Outreach Worker Objectives

- ☐ Administer Youth Check In risk assessment
- ☐ Maintain regular contacts with youth
- ☐ Support youth in maintaining appointments with service providers/supporters
- ☐ Support youth by attending meetings with providers/supporters as needed
- ☐ Get updates from service providers/supporters on youth's progress
- ☐ Ensure that any new practical barriers to services have been resolved
- ☐ Have youth assess their own progress
- ☐ Begin to work with youth on long term goals
- ☐ Work with youth to create Level 3 Youth Plan
- ☐ Draft Level 3 Youth Plan that addresses each applicable domain
- ☐ Review and discuss Level 3 Youth Plan with Supervisor
- ☐ Enter Level 3 Plan in Apricot

Level 3: Stabilizing and Strengthening Strategies for Trust-Building and Trauma-Informed Care

- Stay consistent– do what you say you are going to do – honor your appointments and commitments.
- Be flexible – make changes to the Level 3 Youth Plan as needed to reflect the youth's goals.
- Offer reminders to support the youth in honoring their commitments.
- Acknowledge all wins – celebrate with lunch etc.; give them full credit for their accomplishments; amplify and reflect on small wins.
- Support youth with service providers – send a note to their JPC about their accomplishments; attend a special event at school.
- Trust-building activities for Level 3 might include – shared social activities (playing basketball, hiking, working out)

Level 3 STABILIZING AND STRENGTHENING Suggested Activities by Domain

School	•Work to resolve any new practical barriers to school attendance that may have arisen (transportation issues; needs wake-up call; etc.) •Meet with any school staff that the youth considers as supportive to assess youth's progress. •Discuss long-term academic goals with youth.
Employment	•Work to resolve any new practical barriers to employment that may have arisen. •Meet with current employer or job-readiness provider to assess youth's progress. •Discuss long-term employment/career goals.
Free Time	•Meet with organizations that match youth's current extracurricular interests to assess youth's progress •Work to resolve any new barriers to pursuit of these interests
Peer Relationships	•Meet with staff from the youth's venues for pro-social relationship (SYVPI, YMCA affiliate, Boys and Girls Club, etc.) to assess youth's progress. Work to resolve any new practical barriers
Family	•Meet with any family members or extended family members the youth considers supportive to assess youth's progress. •Work to resolve any new barriers (e.g., transportation or financial aid for family counseling).
Alcohol/Drug Use	•Support youth's pursuit of drug/alcohol-free activities •Celebrate youth's sobriety with lunch on milestone dates •Resolve any new practical barriers to accessing services
Attitudes Toward Anti-Social Behavior/Aggression	•Acknowleged youth's growth in thinking •Teach youth Alive & Free Workbook activities to understand root causes of attitudes
Criminal History	•Meet with youth's JPC to assess youth's progress. •Continue to celebrate youths compliance with JPC plan through meals and acknowledgement •Work to resolve any new practical barriers to complying with probation requirements (transportation, communication, etc.)'
Mental Health	•Support the youth in continuing to receive the service •Ask youth to reflect what they are learning in counseling and if they are practing what they are learning •Ask you to reflect on •Resolve any new practical barriers to accessing the service

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Level 4: SELF MAINTAINENCE

Level 4 Goals:	How Long Will Level 4 Take?	How Often Will I Meet With My Level 4 Youth?	What Does Level 4 Success Look Like?	When Is My Youth Ready for exit from active outreach?
•Continue regular communication schedule for outreach worker and youth •Transition youth to self-maintenance with service providers and supportive adults •Continue to work with youth on long term goals and vision •Acknowledge and celebrate achievements of youth	•Suggested timeframe: up to 120 days •Check in with supervisor weekly •Re-evaluate plan with supervisor if Level 4 reaches 120 days (Options include: exit youth from active outreach, re-do Levels 1 or 2, management review and assistance)	•In this level, the youth will be transitioning to self-maintenance with service providers and supporters. Plan for a minimum of 1-2 contacts with the youth per week.	•Youth is consistently keeping appointments with Outreach Worker, service providers and supporters. •Youth has made progress on the Level 2 and Level 3 Youth Plan. •Risk assessment follow-up continues to show some progress. •A Level 4 Youth Transition Plan has been created that includes progress notes and/or revisions in each domain. •Youth knows how to address any future barriers to service in each domain as applicable	•Youth is actively and consistently participating in services and activities. •Level4 Youth Plan complete and entered in Apricot •Youth is prepared to address future practical barriers to service. •Youth has been acknowledged and celebrated for their achievements by Outreach Worker and Alive & Free •Youth has multiple ways to connect with Alive & Free after exit to share success stories and to reach out for assistance if needed

Level 4: SELF MAINTAINENCE
Specific Outreach Worker Objectives

- ☐ Offer youth self-reflection/self-knowledge tools and activities
- ☐ Continue to work with youth on long term vision/goals
- ☐ Work with youth to create Level 4 Youth Transition Plan
- ☐ Draft Level 4 Youth Transition Plan that addresses each applicable domain
- ☐ Review and discuss Level 4 Youth Transition Plan for youth with Supervisor
- ☐ Enter Level 4 Plan in Apricot
- ☐ Support youth in transition meetings with providers/supporters
- ☐ Offer youth guidance on resolving any practical barriers to services that may arise after exit from active outreach.
- ☐ Ensure that youth has multiple ways to connect with Alive & Free after exit to share success stories and to reach out for assistance if needed.
- ☐ Support youth in planning for maintaining their schedule with service providers/supporters into the future

Level 4: Self Maintenance
Trust-Building and Trauma-Informed Care

- Be transparent about creating a transition plan; involve the youth in the process.
- Be mindful of youth's need to not feel as if you are abandoning them
- Use positive youth development language- do not tell the youth they are "being exited", but that they are being successful
- Collaborate with service providers to ensure a seamless transition.
- Maintain a line of communication with the outreach worker and others at Alive & Free if the youth would like to share a success or needs help.
- Trust-building activities for Level 4 might include – plan a special celebration of their accomplishments; attend their school/program graduation

Level 4 SELF MAINTAINENCE
Suggested Activities by Domain

School	•Provide guidance on addressing future practical barriers to school attendance that may arise •Meet with any school staff that the youth considers as supportive to discuss transition. •Discuss long-term academic goals with youth.
Employment	•Provide guidance on addressing future practical barriers to employment that may have arisen. •Meet with current employer or job-readiness provider to discuss transition.
Free Time	•Meet with organizations that match youth's current extracurricular interests to discuss transition. •Provide guidance on addressing future practical barriers to pursuit of these interests
Peer Relationships	•Meet with staff from the youth's venues for pro-social relationship (SYVPI, YMCA affiliate, Boys and Girls Club, etc.) to discuss transition.. •Provide guidance on addressing future practical barriers to pursuit of this
Family	•Meet with any family members or extended family members the youth considers supportive to discuss transition. •Provide guidance on addressing future practical barriers
Alcohol/Drug Use	•Meet with service provider to discuss transition. •Provide guidance on addressing future practical barriers to accessing the service (transportation)
Attitudes Toward Anti-Social Behavior/Aggression	•Meet with service provider to discuss transition. •Provide guidance on addressing future practical barriers to accessing the service (transportation)
Criminal History	•Meet with youth's JPC, if applicable, to discuss transition. •Provide guidance on addressing future practical barriers to complying with probation requirements (transportation, communication, etc.)
Mental Health	•Meet with service provider to assess discuss transition. •Provide guidance on addressing future practical barriers to accessing the service

17

TRANSITIONING AND EXITING YOUTH FROM OUTREACH: TIPS AND OVERVIEW

Youth who are involved in gangs, violence, and the juvenile justice system are a vulnerable population. Vulnerable clients have often experienced incidences of abandonment and will need great care as they are being transitioned from services.

An outreach worker's relationship with a youth can sometimes seem like much more than just a service relationship. Outreach workers fill many roles in a youth's life, including the role of mentor, advocate, or crisis negotiator. Also, because outreach workers often continue to live and work in the same neighborhoods where youth (former clients) live and hang out, the boundary between "client" and "non-client" can be unclear to both the youth and the outreach worker.

Recommended strategies to mitigate some of the challenge of helping a youth transition from service include:

Define Roles Early and Regularly: in Level 1: Assessment, an outreach worker explains their role and function to the youth. This step of clearly defining the role of an outreach worker can begin the conversation about transitioning.

Do For, Do With, Support as they Do: In Levels 1 and 2, doing things *for* a youth (making appointments for them, dropping their applications off, etc.) is a way of building a trusting relationship. It shows that you are reliable, that you care, and that you can and will follow through. In levels 3 and 4, you are transitioning from a "Do For" relationship and more to a "Do With" and a "Support as They Do" model. This way, you are slowly building a youth's self-efficacy and their transition away from service will feel more progressive.

Honesty and Directness: In general, communication with youth should be honest and direct while being open, welcoming, and non-judgmental. Address the idea that a youth is going to be transitioned from service at some point with this same transparency.

Review and Celebrate Successes: reviewing the youth's successes is a way to address fears of transition. A youth might need their strength and accomplishments reflected back at them if they are afraid of losing the support of an outreach worker.

Re-defining Roles: Former youth clients will want to update you on their progress, which is healthy. It is important to be clear that you are their "former outreach worker", and this is the role you continue to play even when they call to update you. If a youth is not making progress and contacts you because they need services again, a new referral should be made so that there is no lack of clarity about boundaries.

Street Outreach Code of Ethics

Outreach work is a particular kind of relationship with a young person, rather than a set of skills or practices. The core of outreach work lies in the relationship with the young person as the primary focus, expressed through a commitment to advocacy in the outreach worker's efforts that will assist young people to navigate through their life choices in the context of community, family and other services. The following principles form the basis of this core position.

Principle 1: The Young Person is the Primary Focus

The primary focus is of the outreach worker is on the young person with whom they engage. If conflict exists between obligations to one young person and peers, parents, funding agencies or other people, it is resolved in ways that avoid harm and continue to support the person least advantaged by the resolution.

Principle 2: Environment

Outreach workers are agents of change in a variety of contexts, both with individual young people, but also with the societal systems that can cause the problems. They recognize that young people are shaped, influenced and contained by complex environmental and structural forces in which they live. Their work is not limited to facilitating change within the individual young person, but extends to the social context in which the young person lives.

Principle 3: Equity

Outreach worker's practice will be non-discriminatory. All young people, regardless of race, ethnicity, gender, religion, disability or sexual orientation, have the right to be treated in a fair and appropriate manner.

Principle 4: Empowerment

The outreach worker seeks to enhance the power of the young person by making power relations open and clear, by holding power-holders accountable, by facilitating their disengagement from the youth work relationship, and by supporting the young person in the pursuit of their legitimate claims. Youth outreach workers presume young people are competent in assessing and acting on their interests.

Principle 5: Duty of Care

When intervening in a situation, the outreach worker avoids exposing young people to the likelihood of further harm or injury.

Principle 6: Corruption Prevention

Outreach workers and youth agencies will not advance themselves at the expense of young people.

Principle 7: Transparency

The relationship with the young person will be open and truthful. The interests of other stakeholders will not be hidden from them. While being open and truthful, outreach workers should be mindful of issues of confidentiality, disclosure, health and safety, who the worker works for and what the agency is funded or contracted to provide. Outreach workers must be clear about what they can and cannot offer to the young person.

Principle 8: Confidentiality

Information provided by young people will not be used against them, nor will it be shared with others who may use it against them. Young people should be made aware of the contextual limits to confidentiality, and their permission sought for disclosure. Until this happens, the presumption of confidentiality must apply.

Principle 9: Cooperation

Outreach workers will seek to cooperate with others in order to secure the best possible outcomes for young people. Interagency collaborative approaches enable a young person a greater range of choices in terms of support networks and access to information, skills and resources to meet all their needs. It also enables the youth outreach worker to expand their networks to current information and available resources.

Principle 10: Knowledge

Outreach workers have a responsibility to keep up to date with the information, resources, knowledge and practices needed to meet their obligations to young people.

Principle 11: Self-awareness

Youth workers are conscious of their own values and interests, and approach difference in those with who they work with respect. Dignity and respect are crucial to being able to accept the differences between self and the young person, while also recognizing universally accepted concepts of civil rights cannot be compromised in doing so.

Principle 12: Boundaries

The youth outreach work relationship is a professional relationship that's intentionally limited to protect the young person. Youth workers will maintain the integrity of these limits. Youth outreach workers will not engage in romantic relationships young people.

Principle 13: Self Care

Ethical youth work practice is consistent with preserving the health of youth workers as a means to assure longevity of career and continued high quality service provision to young people.

Principle 14: Integrity

Outreach workers are loyal to the practice of youth outreach work and are self aware of their role and the expectations placed upon them from themselves, other stakeholders, and from young people. They will be mindful to not act in a way that can bring their role into disrepute. Additionally, outreach workers will respect the strengths and diversity of roles other than outreach work.

ALIVE & FREE CORE VALUES

COLLABORATION: Be one!

No part is greater than the whole and the whole cannot be great without all of its parts.

RESPECT: Be authentic!

Celebrate strengths while modeling what's right instead of pointing out what's wrong.

TEAMWORK: Be intentional!

Commit to the common goal by helping, affirming, and listening to your co-workers with pride and ego set aside.

COMMUNICATION: Be a listener!

We are at our best when our voice is valued and the best way to value someone's voice is through active listening.

COMMUNITY SUPPORT: Be present!

Go where you are wanted and be where you are needed.

COMMITTMENT: Be 100%!

your best self every day so that the people we serve will get what they deserve.

APPENDIX D

An Assessment of Gang Data and the Gang Problem in Seattle, Washington

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Executive Summary

Gangs have become a nationwide problem. No longer found in a small number of large American cities, gangs can be found in large cities, suburbs and rural areas. In addition, gang membership includes males and females as well as members of a number of race/ethnic groups. Addressing gang problems effectively calls for accurate descriptions of gangs, gang members and gang incidents. Such descriptions must be built on multiple sources of reliable data. Such data are useful for a variety of responses to gangs: prevention, intervention, suppression and re-entry. Indeed, the use of evidence based programming is predicated on the accurate and thorough description of problem groups and behaviors.

The Office of the City Auditor of Seattle contracted with researchers in the School of Criminology and Criminal Justice at ASU to assess the existing data on gangs, gang members and gang incidents in Seattle. Four sources of data were assessed: the Washington Healthy Youth Survey, data reported by the Seattle Police Department to the National Gang Center, Seattle Police Department data and Expert Surveys conducted with eleven individuals. The data provide an incomplete and at times inconsistent picture of the nature of gangs, gang members and gang incidents in Seattle. The assessment of these data leads to the conclusion that these data do not provide an adequate foundation to understand the gang problem in Seattle and are not suitable to use to suggest or to provide direction for the

development of responses to the gang problems. We conclude this report with recommendations for improving this situation.

Introduction

Gangs present a problem in a large number of American communities. While of greater magnitude in large cities, gangs have now spread to a large number of rural and suburban areas. There is growing concern over the potential for gangs to engage in violence, disrupt the normal socialization of youth and expand involvement in the juvenile justice and adult criminal justice systems. As a consequence, the Office of the City Auditor of Seattle contracted with Arizona State University's School of Criminology and Criminal Justice to assess the nature and extent of the gang problem in Seattle. This request is consistent with the approach favored in Seattle to use data-driven strategies to address criminal justice problems. The research team from Arizona State University worked with the Office of the City Auditor throughout the entire process. The results of our work are based on several sources of data, including:

1. Washington Healthy Youth Survey
2. National Gang Survey
3. Data from the Seattle Police department
4. Expert Surveys.

Data Sources

Washington's Healthy Youth Survey

The first source of information is from the 2012 Washington Healthy Youth Survey (HYS). Working as a collaborative effort between the Office of the Superintendent of Public Instruction, the Department of Health, the Department of Social and Health Service's Division of Behavioral Health and Recovery, and the Liquor Control Board, the Healthy Youth Survey provides important information about adolescents in the state. This information -focusing on topics such as safety and violence, substance use/abuse, and physical activity and diet- is intended for use by state and county officials to

assist in better guiding programs and policies. The survey is administered to students in grades 6, 8, 10, and 12.

The data, based on self-reported survey information provides an indicator of gang membership for youth in grades 8, 10, and 12. The survey asks students, "During the past 12 months, have you been a member of a gang?" –to which adolescents respond with a "yes" or "no" answer. Survey results for the Seattle Public School District were broken down into the following area categories: 1) Ballard, Fremont, & Greenlake, 2) Beacon & SE Seattle, 3) Capitol Hill-Eastlake, 4) Downtown & Central, 5) Queen Anne-Magnolia, 6) NE Seattle, 7) N Seattle-Shoreline, and 8) W Seattle-Delridge. However, these eight categories represent the lowest level of aggregation; information from individual schools was not available to the research team. The data were aggregated at too high a level to be useful for policy or in developing or directing interventions, as only simple frequencies are provided.

Results from the survey, categorized by school areas and grade level, are provided in Table 1. These percentages are difficult to interpret, as no clear patterns emerge. For example, we do not see that gang membership rates are more or less prevalent in certain grades for school areas across the board. Instead, it may be advisable to simply point out the school areas where self-reported gang membership appears to be most prevalent for each grade level. The highest percentage of self-reported gang members for grade eight, and overall for that matter, is 13.3% for students enrolled in North Seattle/Shoreline area schools. Similarly, the highest percentage of students claiming gang membership in grade ten and grade twelve are Queen Anne-Magnolia (11.1%) and West Seattle-Delridge (8.4%) area schools, respectively. These figures are generally consistent with national reports of gang prevalence among school aged children of 7.6 % of males (Gottfredson and Gottfredson, 2001) and national estimates that 5% of all 14 year olds in the US were gang members (Pyrooz and Sweeten, 2015). Given inability to "drill down" to lower levels of aggregation (grade, individual student) these data are of

limited utility because it is not possible to identify correlates of gang membership such as delinquent involvement, poor school achievement or parental attachment.

National Youth Gang Survey

The second source of information is from the National Gang Center. A project jointly funded by the U.S. Department of Justice's (DOJ) Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Bureau of Justice Assistance (BJA), the National Gang Center aims to provide leadership, information, training, and technical assistance that target gangs and gang members. In an effort to address gang-related crime/violence among members of all ages, the National Gang Center merged with the National Youth Gang Center in 2009. Since 1996, the National Gang Center has conducted an annual survey of law enforcement agencies to assess the extent of gang problems in the area. The National Youth Gang Survey surveys law enforcement agencies about the prevalence, characteristics, and behaviors of local gangs in their respective jurisdictions. The research team was granted access to results from the 2006-2012 surveys, the most recent available.

A breakdown of the reported number of gangs, gang members, and gang homicides reported by SPD to the Gang Center by year is displayed in Table 2. There is an incomplete picture of gangs in Seattle based on these data, because SPD did not report data for many of the years. When asked to indicate the number of gangs in the city for each year from 2006-2012, the department only provided information for three of the seven survey years. Fifty-one gangs were reported in 2012, 36 gangs were reported in 2011, and 200 were reported in 2009; however, no data was reported for 2010 and 2006 through 2008. Similar patterns emerge for measures of the number of gang members in the city as well as the number of gang homicides. In regard to the former, 4,355 gang members were reported for the year 2008 but no other membership numbers were reported for years 2006-2007 and 2009-2012. Nine gang homicides were reported in 2012 along with 2 in 2011, 0 in 2009, and 11 in 2008; values were

missing in 2006-2007 and 2010. Given the inconsistent reporting patterns, it is difficult to draw meaningful conclusions from these data.

Law Enforcement Data

The Seattle Police Department provided the research team with a number of data files in excel spreadsheet format. These included computer-aided dispatch (CAD) and records management system (RMS) data. It is important to note that a substantial portion of these sources were not gang-specific. That is, these files did not contain a "gang identifier that would allow us to distinguish gang from non-gang incidents. The RMS data, for example, captured counts of the number of reported offenses in a given year (e.g., homicide); yet, it was not possible to distinguish whether those crimes were gang-related. The exceptions, however, included classifications of "gang-related assaults" and "gang-related disturbances." We examine these in Figure 1 and Figure 2.

Figure 1 illustrates the breakdown of gang-related assaults by year from June 2009 to March 2014. Trends in documented gang-related assaults have ebbed and flowed over the inclusive years – increasing in 2009 and 2010, decreasing in 2011 and 2012, and then increasing once again in 2013 and January to March of 2014. The first three months of 2014 saw the most gang-related assaults (n = 53) than any other time in the reporting period. Disturbances classified as "gang-related" (see Figure 2) show a different trend: increasing from the last six months of 2009 to 2010, but generally on the decline since that time. It is difficult to draw conclusions from these graphs as it is not clear how the department was administratively attuned to identifying, measuring and reporting these data. In particular the lack of correspondence between gang assaults and gang disturbances suggests measurement of gang incidents (of whatever type) may be inconsistent.

The department supplied a roster of 192 individuals who were identified as active gang members. In addition to demographic indicators such as age, sex, and race/ethnicity, the roster/list included a measure of the year a particular individual was added to that roster. As illustrated in Figure 3,

the effort to document gang members in a central list or data file precipitously declined between 2011 (when 68 individuals were identified as gang members) and 2012 (when one tenth that number, 6, were reported). For example, new gang members were consistently being added in 2009 (n = 47), 2010 (n = 61), and 2011 (n = 68); however, only 6 new individuals were added in 2012 with one new addition in 2013 and none in 2014. This leads us to believe that the other information contained in this source of data (e.g., the distribution of members by specific gang, age, sex, and race/ethnicity) is incomplete and not accurately measured.

The department provided information on the number and location of gang graffiti incidents from October 2013 to April 2014. During this eighteen-month period, a total of 46 incidents were documented. Table 3 displays the frequency breakdown by police precinct. Gang graffiti incidents were disproportionally documented in the Southwest (43%; n = 20), South (33%; n = 15), and East precincts (17%; n = 8); there were few cases of graffiti in the North (2%; n = 1) and West precincts (4%; n = 2). We were able to break down the location of gang graffiti incidents even more precisely by police district (see Table 4). For example, the graffiti cases in the Frank (F) district (39%; n = 18) were the driving force behind the total incidents in the Southwest precinct. Other districts of interest include the Ocean (O) (22%; n = 10) and, to a lesser extent, Sam (S) (9%; n =4) districts in the South precinct and the George (G) (13%; n = 6) district in the East precinct. These four districts account for over 80% of all gang graffiti incidents. Ideally, these locations would be cross-classified with gang and gang member information, but such data is not available.

Expert Surveys

Due to the data limitations from other sources, we opted to collect original data to better assist us in understanding the scope and nature of the gang problem in Seattle. An expert survey, developed and previously used to assess gangs in settings without adequate official records and data (The Eurogang Research Platform; Katz & Choate, 2006; see Appendix A for a copy of the instrument), was

administered via telephone to eleven individuals with knowledge of gangs in Seattle and the larger King County region. These individuals included members of the Seattle Police Department (*n* = 7), the King County Prosecuting Attorney's Office (*n* = 2), and the Seattle Youth Violence Prevention Initiative (*n* = 2). Each of these individuals was identified through snowball sampling starting with a representative of the Auditor's Office and SPD. Individuals from the Seattle Police Department included individuals from the gang, intelligence, narcotics, and the youth violence prevention units. Responses were aggregated together and, where available, summary statistics are provided to demonstrate measures of central tendency (i.e., means, modal responses) and dispersion (i.e., response range and variation). With an N of 11, these should be viewed with caution.

The first objective of the expert surveys was to arrive at an estimate of the number of gangs and gang members present in the geographic area that a respondent was most familiar–whether it is citywide, precinct-specific, etc. A gang was defined as, "*any durable, street-oriented youth group whose involvement in illegal activity is part of their group identity, where 'durability' means several months or more and refers to the group, which continues despite turnover of participants; 'Street-oriented' means spending a lot of time outside the home, work, and school –often on the streets, in shopping areas, in parks, and so on; 'Youth' refers to average ages in the teens or early twenties or so; 'Illegal activity' generally means delinquent or criminal behavior, not just bothersome activity; 'Identity' refers to the group, not individual self-image."* Anonymous responses to both of these questions are provided in Table 5. Respondents' answers to the number of gangs in the city ranged from 10 to 30 with a mean estimate of 16 (*Standard Deviation* = 8). The modal response estimate was 10 gangs (*n* = 3); two respondents were unable to provide an estimate. Estimates regarding the total number of gang members, however, were much more varied and incomplete. Answers ranged from 100 up to 4,000 members (mean = 1,072; *Standard Deviation* = 1,473); nearly half of respondents (*n* = 5) did not attempt to

provide an estimate. Each of these figures is substantially lower than the data provided by SPD to the National Gang Center.

The expert surveys produced information that identified two broad areas of the city with a disproportionate share of gangs and gang problems: the Central and South districts. Respondents identified six major gangs in the Central district (e.g., Capitol Hill): 1) Deuce 8, 2) Deuce O, 3) Union Street, 4) Valley Hood Piru, 5) Trey 1, and 6) Low Profile. In addition, seven major gangs in the South district (e.g., Rainier Beach) were identified, including 1) Down with the Crew, 2) Holly Park, 3) Hoovers, 4) Horton Street, 5) Deuce Jive, 6) Genesee Street, and 7) Southside 13. Gangs from the central and south end districts have historically been rivals. The fighting between groups from these two geographic areas is still ongoing according to our interview subjects.

The second objective of the expert surveys was to collect information on individual gangs, in an effort to create usable gang profiles. Gang-specific questions assessed each group's demographic characteristics, including the total number of members, years it has been in existence, ethnic/nationality composition of members, and the most frequent illegal activities committed (see page 2 of the expert survey in Appendix). Because interviewing time was often limited, respondents were instructed to choose specific gangs that are the most violent, those most difficult to provide services to, etc.). As data collection progressed, the respondents were asked to try to direct their answers toward groups that had not yet received attention in the interview. In the following section, gang profiles are included for nine groups. While some of these profiles are based on information from several respondents (n = 4), others only relied on responses from one individual (n = 5). We start with profiles on the central district gangs and then move on to gangs occupying territory in the south end. These profiles conclude with information on one West End gang.

Central District

Deuce 8. Deuce 8's profile is based on information from three respondents. Their answers exhibit a high degree of consistency for most of the gang's characteristics under study; however, they also vary for a few others. Starting with the features about which there was consensus, Deuce 8 is categorized as a "classical gang" (Klein and Maxson, 2006); members vary in age from 10-12 to 40; the group has been in existence for over twenty years, forming in the late 1980s; members are mostly to all male and 99-100% African American –all of whom are local (i.e., not immigrants). Deuce 8 spends time and claims the area near Flo Ware Park at 28th Avenue South and South Jackson Street; they defend this territory and often fight with other groups. Members often use alcohol/drugs and commit a lot of different types of illegal activities, including burglary, robbery, drug sales, illegal firearm possession, and assaults; black clothing (e.g., do-rags, bandanas), the 8-ball symbol, and the letters "OSC" (an acronym for "out seeking crime") are used as group identifiers. The respondents' answers varied in terms of the total number of members (one respondent reported 21-50, one reported 51-100, and another reported 100 plus), the age category of most members (one respondent reported 19-25, one reported 25 plus, and another reported that there were two prominent age groups: 12-15 and 16-20), and whether there are distinct cliques/subgroups (one reported "no" and two reported "yes, based on age").

Union Street. Union Street's profile is based on information from two respondents. Their answers do not quite exhibit the same level of consistency that we observed while constructing the profile on Deuce 8. Starting with the features that were agreed on, Union Street's members are mostly male and 99-100% African American –all of whom are local (i.e., not immigrants). As their name suggests, the group spends time and claims the area along the Union Street corridor near 23rd Avenue; they defend this territory. Members often use alcohol/drugs and form distinct subgroups/cliques; some of group's most common illegal activities include residential burglary, robbery, and narcotics. The respondents' answers varied in regard to the number of total members (one reported 11-20 and the other

reported more than 100), the age range of members (one reported 12-50 and the other reported 14-20), and the age category of most members in the group (one reported 16-18 and the other reported 19-25). The respondents' answers also disagreed on the year the group formed (one reported 1985 and the other reported 1994) and the number of years it has been in existence (one reported more than 20 years and the other reported 11-20 years), symbols/identifiers (one reported that the group did not use symbols/identifiers and the other reported "black clothing"), how often it gets into fights with other groups (one reported "sometimes" and the other reported "often"), and the group's classification (one reported "neoclassical" and the other reported "classical"). The lack of consistency in describing this gang reflects the small number of respondents but also the lack of generalized data-based knowledge of gangs in Seattle. The systematic collection of gang data (individuals, gangs and incidents) should be a high priority in drafting data-driven responses to gang violence, particularly responses that are evidence based.

Low Profile. Only one respondent provided information on this group. Comprised of 51-100 members with most falling in the 16-18 year age range, Low Profile has been in existence for 11-20 years; it was classified as "neoclassical." The group is mostly male with 85% of its members classified as African American and the other 15% classified as East African (mostly from Somalia). Low Profile is said to spend time in shopping areas, metro stations, and parks in the Central district (though no specific locations were given) where they commit crimes such as illegal gun possession, drive-by shootings, robbery, and drug dealing; they will defend their territory. Members often use alcohol and sometimes use drugs, and the group often fights with others –especially "Down with the Crew", a South End gang. The respondent was unable to provide information on the age range of the group's youngest and oldest members, the year the group formed, whether members form distinct subgroups/cliques, and the specific symbols/identifiers the group uses.

Tre 1. Only one respondent provided information on this group. Comprised of 5-10 members ranging in age from 16-20, Tre 1 has been in existence for 5-10 years (forming around 2005); it was classified as a "collective" gang (i.e., disorganized). Members are all male and 99% African American – all of whom are local (i.e., not immigrants). Tre 1 spends time and claims the area along Cherry Street near MLK Jr. Way and 31st Avenue; they defend this territory and sometimes fight with other groups. Members sometimes use alcohol/drugs and commit a few types of illegal activities such as assaults and drug dealing. The group wears black clothing to identify other members of the group. Given the small number of members, there are no distinct subgroups/cliques.

Valley Hood Piru. Only one respondent provided information on this group. Comprised of 51-100 members ranging in age from 11 to 30, Valley Hood Piru has been in existence for over 20 years (forming around 1991); it is classified as a cross between "classical" and "neoclassical" with distinct subgroups/cliques that spend time together. Members are mostly male and 99% African American –all of whom are local (i.e., not immigrants). Valley Hood Piru spends time and claims area in downtown Seattle near 3rd Avenue and Pine Street. The group is territorial about the central district and often fights with other groups. Members often use alcohol and drugs and commit a lot of different types of crime, including drug sales, burglary, rip offs, and robbery/beat downs for cell phones. The group wears red clothing as a symbol for group identification.

South End

Down with the Crew (aka "D-Dub"). Seven of the eleven respondents chose to discuss information on "Down with the Crew", and most of them perceived this gang to be the city's largest and most violent group. Given the large number of responses, it was difficult to find group characteristics where all of the respondents agreed; nonetheless, there was consistency in the responses. Starting with features that mostly or all respondents agreed on, D-Dub is mostly to all male and 90+ % African American; four respondents reported that members were all local (i.e., not immigrants) and three

respondents reported that 1 or 2 members were from East African countries (e.g., Somalia). All reported that D-Dub spend time together in the South End near Rainier Beach High School (Rainier Avenue South and both South Henderson Street and 53rd Avenue South); all reported that the group would defend this territory against others. Six respondents reported that members often use drugs/alcohol and commit a lot of different types of crime, including drug sales, robbery, auto-theft, burglary, and illegal firearm possession. All seven reported that the group used symbols/identifiers, but their answers varied on the specifics of those symbols/identifiers: three stated that the group wears black clothing while others reported red/blue or orange. Five respondents reported that age category of most members was 19-25, while also highlighting that distinct subgroups/cliques were based on age; these were called "generations." Four classified D-Dub as "classical" and two classified the group as "neoclassical." There was less agreement on the number of total members in the group (three reported more than 100, one reported 51-100, two reported 21-50, and one reported 11-20), the age range of the youngest and oldest members (two reported 10-12 to 30s, three reported 10-12 to 40s, and one reported 14-20), and the year the group formed (three reported late 1980s, one reported early 1990s, and one reported early 2000s) and how many years it has been in existence (four reported more than 20 years, two reported 11-20 years, and one reported 5-10 years).

"**Holly Park."** This group's profile is based on information from two respondents, although one was unable to provide specific answers for a number of characteristics. It is important to point out that this group does not have an official name; respondents referred to them as Holly Park because it is the name of the housing project/complex in the New Holly section of South Seattle where the group is based. Starting with the features that were agreed on, Holly Park's members are mostly male to all male and 90% Somali –identifying as East African. They spend time and claim an area in New Holly near MLK Jr. Way and South Myrtle Street. While the group commits a large number of crimes such as burglary, robbery, and auto-theft, they avoid drug sales. The following characteristics are based on one

respondent's answers: the group is made up of 21-50 members with ages ranging from 15 to 30; the group has been in existence for 5-10 years, forming in 2005; members do not form distinct subgroups/cliques; the group will defend its territory; members sometimes use drugs/alcohol; the group is secretive and does not use symbols/identifiers; and it is classified as "neo-classical." The respondents' answers varied in regard to the age category of most group members (one reported 19-25 and the other reported more than 12-18) and how often the group fought with others (one reported "often" and the other reported "sometimes").

Southside 13. Only one respondent provided information on this group. Comprised of 21-50 members ranging in age from 11 to 25 (most being 16-18), Southside 13 has been in existence for 11-20 years (forming around 1996); it is classified as a "compressed" gang with distinct subgroups/cliques that spend time together. Members are mostly male and 99% Latino with some emigrating from Mexico. Although Southside 13 claims area in the South Park section of the city, they do not spend much time in the streets; instead, members hang out indoors at community centers and boxing gyms. The group is territorial and often fights with other groups. Members often use alcohol and drugs and a commit a few types of crime, such as burglary and auto theft; they are not in the streets selling drugs like other gangs. The group wears blue colors and clothing/apparel with "SS" or "13" logos as symbols for group identification.

West

Westside Street Mob. Only one respondent provided information on this group. Comprised of 21-50 members ranging in age from 11 to 40 (most being 16-18), Westside Street Mob has been in existence for 11-20 years (forming around 1996); it is classified as a cross between a "classical" and "neoclassical" gang with distinct subgroups/cliques based on age (e.g., 11-15 years olds and those in their mid-20s). Members are all male and 100% African American - all of whom are local (i.e., not immigrants). Westside Street Mob spends time and claims an area along Delridge Way in West Seattle;

they defend this territory and often fight with other groups. Members often use alcohol and drugs and a commit a lot of different types of crime including as pimping/prostitution and drugs. The group wears red colors and hats with the letter "W" on it for group identification.

The third and final objective of the expert surveys was to grant respondents the opportunity to speak freely about any additional information they felt was pertinent to gangs in the area. This open-ended portion allowed respondents to describe issues in more detail, as opposed to the close-ended questions from the previous two sections.

One theme that emerged from the open-ended portion was the frustration that a number of respondents expressed over the lack of a gang database (n = 4; 36%). While the respondents were aware of the liability issues involved in labeling people as gang members (some even noted the civil suits resulting from Portland, Oregon's gang database), they still saw utility in having and maintaining a gang database. The four respondents that touched on this subject in the interviews viewed the lack of a database as one of the biggest obstacles in combating gangs and considered a database essential for keeping accurate records. They also noted that identifying and documenting gang members was not a bad thing; they felt, in fact, that a database could assist in identifying young gang members for early intervention techniques, along with helping the Seattle Police department in other law enforcement functions. These respondents, however, were optimistic that things were moving in the right direction with the development of the future statewide gang database ("Wa-Gang").

Three respondents (27%) discussed the racial/ethnic breakdown of gang members in the city. They acknowledged that while there are white, Hispanic, and Asian gangs, most of the focus is placed on black gangs. Most attributed this attention to the fact that the predominately black gangs (i.e., most of the groups discussed previously) are so violent –responsible for most of the gang-related shootings in the city. As a result, groups comprised of other races as well as motorcycle sets, tend to "fly under the radar". The topic of east African gangs surfaced as well. The department and the gang

unit specifically appear to be monitoring these groups closely, such as the South End's "Holly Park" discussed earlier. One of the respondents even noted that there is a lot of "prejudice" against these groups throughout the department.

Lastly, five respondents (45%) discussed the uniqueness of gangs in Seattle and the challenges in trying to combat them and intervene with members. For one, some groups do not live in certain areas or neighborhoods but still "set up shop" and claim the territory as their own; this is especially the case in the downtown section of the city. In addition, many of the younger gang members tend to spend time and congregate in public places, especially metro/transit centers. The observation was made that gangs in Seattle appear to be much looser and maintain more fluid affiliation among their members than is the case elsewhere. Members have been known change gangs and alliances among these groups shift from time to time –making them tougher to supervise. One final concern that was raised was the difficulty in providing outreach services to members of the east African groups due to cultural barriers.

Limitations

There are a number of limitations in this assessment that are worth noting –most of which can be attributed to the lack of gang intelligence and gang data. For one, information in the Healthy Youth Survey did not allow for comparisons among schools or individuals, but only for what appear to be eight school areas within the Seattle Public School District. In addition, the data provided by the Seattle Police Department to the research team as well as the information it has forwarded to the National Gang Center over the years is incomplete and not reported annually. Results from the gang expert surveys, which serve as a major focus of the assessment, were based on responses supplied by only eleven individuals. Five out of the nine gang-specific profiles relied on information provided by a single respondent.

There were a number of data sources and other resources that were previously discussed as potential avenues for analysis and assessment. Many of these sources were either not provided to the research team or did not materialize. For example, our efforts to contact a detective in the King County

Sheriff's Office have been unsuccessful. Although it was reported that the King County Prosecuting Attorney's Office maintains a database that keeps track of all cases where the state gang enhancement statute is used or sought, the research team was not provided with any of this information. Another potential source of data was monthly "Getim" newsletters, which serve as a platform for communicating about gangs. The newsletters, however, are not publically available and were not provided to research team.

Recommendations

1. The Seattle Police Department should develop a policy regarding defining and identifying gang involvement. This policy should include a formal definition of what a gang, gang member and gang incident are. In doing so, they should consult a number of groups for advice on their experiences. A good place to start would be with the National Gang Center. Large cities in the west (Portland, Denver, Phoenix, San Diego, Long Beach, Los Angeles, San Francisco) should also be consulted for their policies and practices in this regard. The Northwest Gang Investigators Association (NGIA) (http://www.nwgia.com/) is a useful group to work with. There are other cities in Washington state (Tacoma, Spokane) that collect gang data and they are a potential source of information.
2. The Seattle Police Department should incorporate better procedures to assist in the collection and analysis of gang-related data. Incident report forms should be amended to include a "checkbox" to indicate that an incident is "gang involved." The department should conduct training on the use of this approach. The check box has proven to be the simplest and most reliable way to collect such data. The department should engage in a discussion of whether it wishes to use "gang-motivated" or "gang member" definitions in identifying gang crime. Using the latter requires documenting gang membership.

3. The Seattle Police Department should partner with other law enforcement organizations in King County to collect and share common information about gangs, gang members and gang incidents. This should include prosecutors, probation, parole, and juvenile court officials. There should be a wide ranging discussion about developing a gang data base and participation in the nascent "WA-Gang" state database. Working through NGIA should help to accomplish this goal. As the largest law enforcement agency in the state, Seattle should play a lead role in the development of this database.

References

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Table 1 Self-Reported Gang Membership in the Last 12 Months

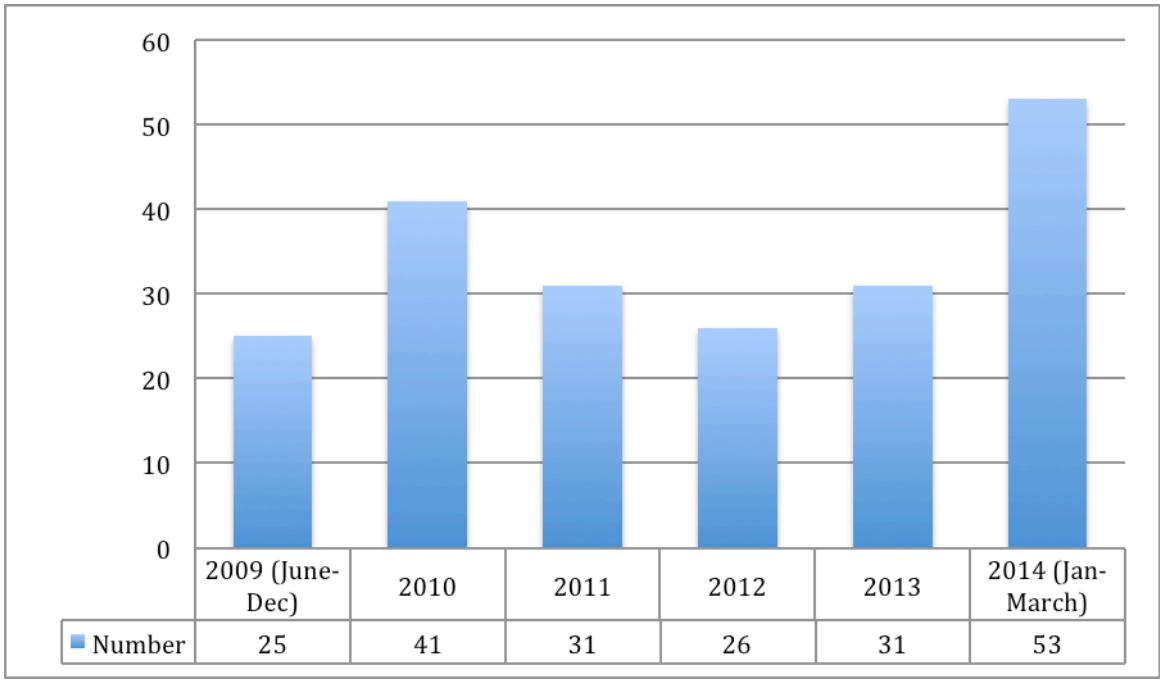
School Area	*8th Grade*	*10th Grade*	*12th Grade*
Ballard, Fremont, & Greenlake	7.9%	8.4%	7.1%
Beacon & SE Seattle	7.9%	4.1%	6.8%
Capitol Hill-Eastlake	4.3%	Missing Data	Missing Data
Downtown & Central	7.9%	6.9%	4.8%
Queen Anne-Magnolia	5.8%	11.1%	Missing Data
NE Seattle	7.2%	6.3%	3.9%
N Seattle-Shoreline	13.3%	7.2%	8.2%
W Seattle-Delridge	5.9%	7.0%	8.4%

Source: 2012 Washington Healthy Youth Survey

Table 2 National Youth Gang Survey, 2012

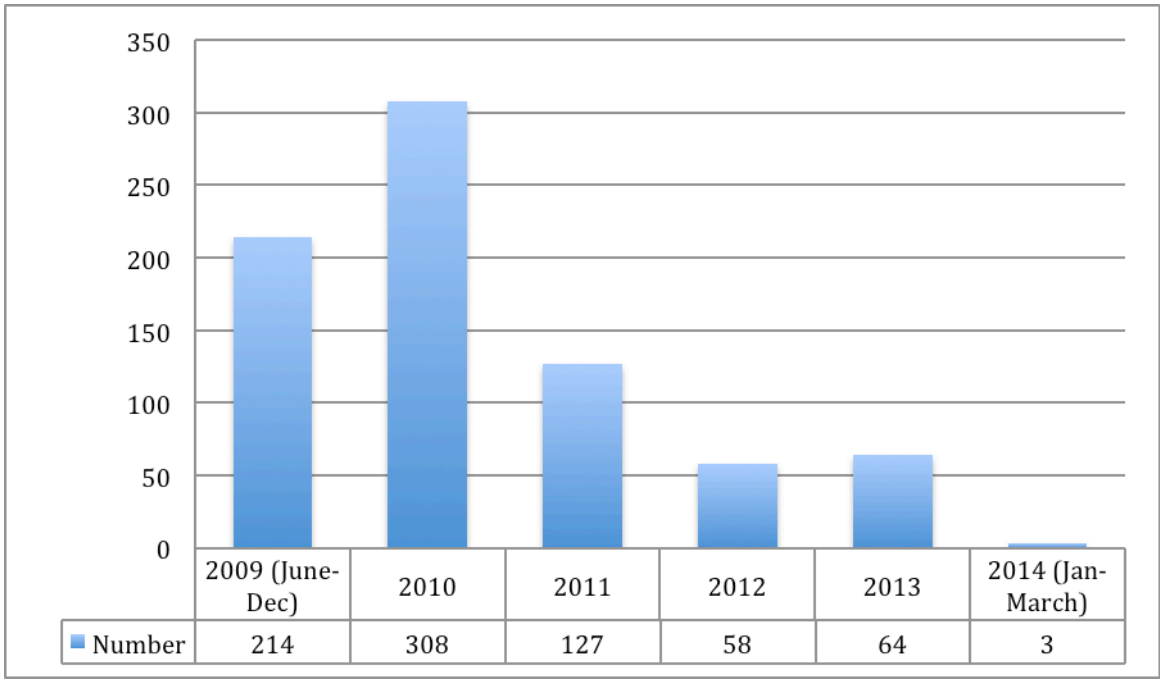
Year	*# of Gangs*	*# of Members*	*# of Gang Homicides*
2012	51	Missing	9
2011	36	Missing	2
2010	Missing	Missing	Missing
2009	200	Missing	0
2008	Missing	4,355	1
2007	Missing	Missing	Missing
2007	Missing	Missing	Missing

Figure 1 Gang-Related Assaults by Year



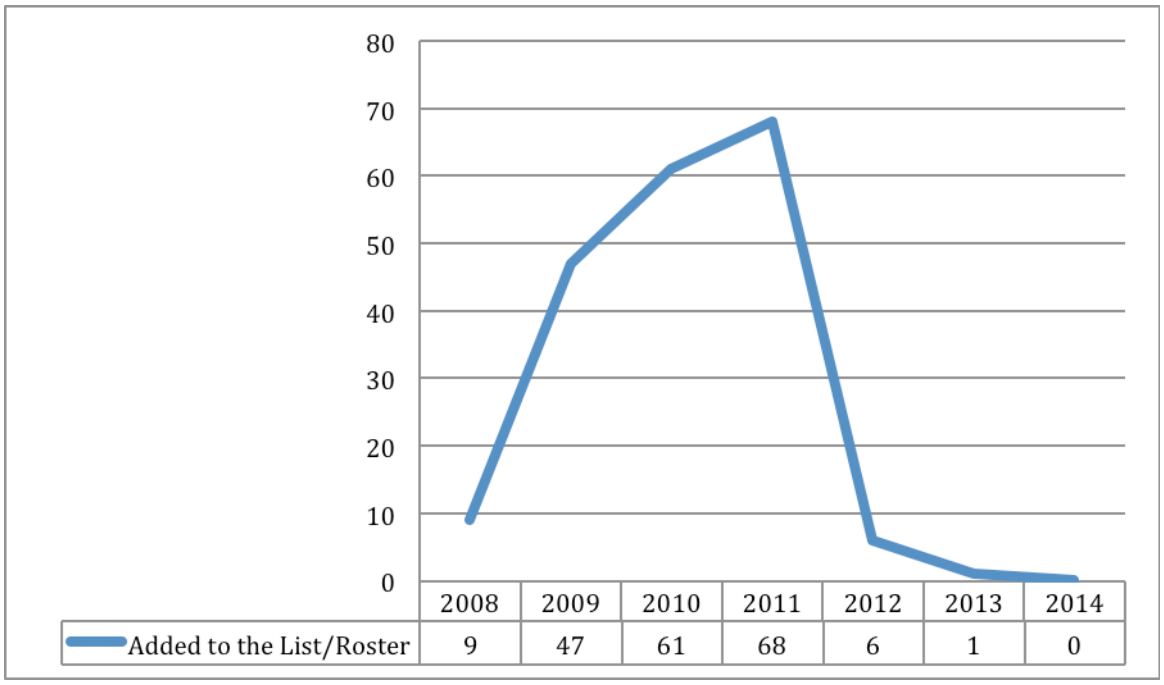
Source: Seattle Police Department CAD Data

Figure 2 Gang-Related Disturbances by Year



Source: Seattle Police Department CAD Data

Figure 3 Number of Active Gang Members Documented by Year (Total)



Source: Seattle Police Department Gang Persons Data

Table 3 Gang Graffiti Incidents by Precinct (Total = 46)

Police Precinct	*Graffiti Incidents (%)*
North	1 (2%)
South	15 (33%)
East	8 (17%)
West	2 (4%)
Southwest	20 (43%)

Source: Seattle Police Department Data (October 2013-April 2014)

Table 4 Gang Graffiti Incidents by District (Total = 46)

Police District	*Graffiti Incidents (%)*
North	
Union (U)	1 (2%)
South	
Ocean (O)	10 (22%)
Sam (S)	4 (9%)
Robert (R)	1 (2%)
East	
George (G)	6 (13%)
Edward (E)	2 (4%)
West	
King (K)	2 (4%)
Southwest	
Frank (F)	18 (39%)
William (W)	2 (4%)

Source: Seattle Police Department Data (October 2013-April 2014)

Table 5 Gang Expert Surveys

Respondent	*# of Gangs*	*# of Gang Members*
1	12	100-175[a]
2	21	--
3	13	3,000-4,000[a]
4	12	--
5	10	100
6	30	600
7	30	600
8	--	--
9	--	--
10	10	1,000
11	10	--
Mean	16	1,073
SD	8	1,473

A. Values falling in the middle of this range were selected to calculate the means and the standard deviation.

APPENDIX E

Office of City Auditor Mission Statement

Our Mission:

To help the City of Seattle achieve honest, efficient management and full accountability throughout City government. We serve the public interest by providing the City Council, Mayor and City department heads with accurate information, unbiased analysis, and objective recommendations on how best to use public resources in support of the well-being of Seattle residents.

Background:

Seattle voters established our office by a 1991 amendment to the City Charter. The office is an independent department within the legislative branch of City government. The City Auditor reports to the City Council and an audit committee, and has a four-year term to ensure her/his independence in deciding what work the office should perform and reporting the results of this work. The Office of City Auditor conducts performance audits and non-audit projects covering City of Seattle programs, departments, grantees, and contracts. The City Auditor's goal is to ensure that the City of Seattle is run as effectively and efficiently as possible in compliance with applicable laws and regulations.

How We Ensure Quality:

The office's work is performed in accordance with the Government Auditing Standards issued by the Comptroller General of the United States. These standards provide guidelines for audit planning, fieldwork, quality control systems, staff training, and reporting of results. In addition, the standards require that external auditors periodically review our office's policies, procedures, and activities to ensure that we adhere to these professional standards.