

Section 7 – Gap Analysis and Youth Risk and Needs Assessment

AGENCY SERVICE DELIVERY/GAP ANALYSIS

Programs identified by the City of Tacoma were asked to respond to an online survey designed to describe and quantify service delivery and outcomes. A total of 15 agencies responded to this survey. Some agencies were contacted and asked to participate but opted not to. Full individual program responses are provided in Appendix D.

Responses to this survey are summarized in this section, by topic. Of the programs that were surveyed, 11 were identified as prevention programs, 2 were identified as intervention programs, 1 was identified as a gang intervention program, and 1 program provides prevention, intervention and gang intervention services. Reported funding for all programs is \$9,462,065. Not all agencies responded to this question.

| Service category | # of programs | Total funding | Total served |
|------------------------------------------------|---------------|---------------|--------------|
| Prevention | 11 | \$4,437,265 | 2,070* |
| Intervention | 2 | \$2,764,800 | 2,593* |
| Gang intervention | 1 | \$685,000 | 170 |
| Prevention, intervention and gang intervention | 1 | \$890,000 | 500 |

*Some programs listed a range of the number of clients served, i.e. 25 to 30. In these instances, the average of the range was calculated.

ºBased on data reported by Consejo Counseling and Referral, the program serves all three categories. Number of clients identified by Consejo Counseling and Referral Services are reported in Table 7.

Programs were asked to estimate the number of current/former gang members that they are serving. Most programs indicated that they do not know if they are serving any current/former gang members. The service numbers for current/former gang members and non-gang involved children and youth receiving services are reported below. The estimated number of youth involved in gangs and/or carrying weapons at school on an annual basis (Washington Healthy Youth Survey self-report data on gang membership for grades 6, 8, 10 and 12 extrapolated to average grade size in Tacoma) is also reported below.

| Estimated # of youth carrying a weapon in school annually (6 th – 12 th grade) | Estimated # of youth involved in gangs annually (6 th -12 th) grade) | Known number of current and former gang members receiving services from surveyed programs | All other youth receiving services |
|------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------|------------------------------------|
| 742 | 742 | 260 | 5,073 |

Definitions

Prevention programs are defined as serving a population that is less than 20% current or formerly gang involved individuals or where the percentage of current or formerly-gang involved persons is unknown.

Intervention programs are defined as serving youth who are court-involved, homeless or engaged in other high-risk behaviors.

Gang intervention programs are defined as programs where current or former gang members comprise 20% or more of the total population served and/or which noted that they provide services specifically for gang-involved individuals.

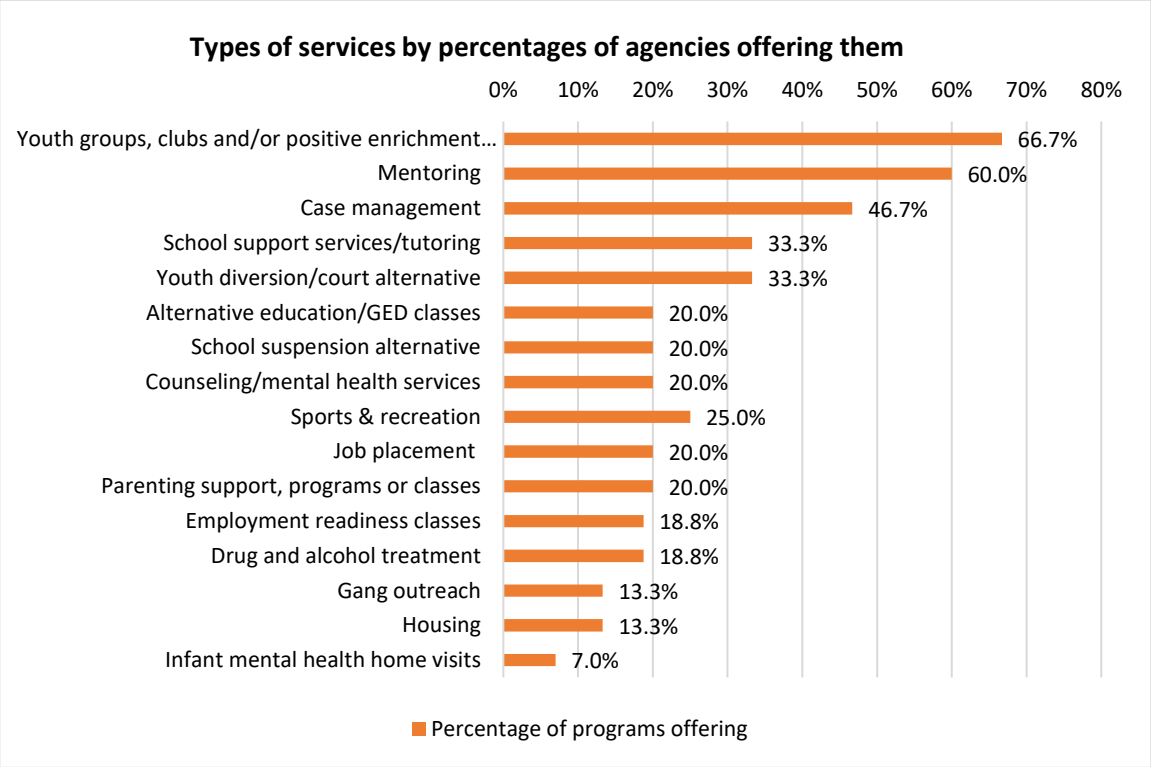
The following table provides an overview of prevention, intervention and gang intervention services currently available in the City of Tacoma.

| Agency | Budget | # served annually | # current/former gang members served | Age range served | Prevention | Intervention | Gang intervention | % Highly at-risk | % friends/family gang involved | % gang-involved | Hours or service per client | Evidence-based model? |
|---------------------------------------------------------------------------------------------|--------------|-------------------|--------------------------------------|------------------|------------|--------------|-------------------|------------------|--------------------------------|-----------------|-----------------------------|-----------------------|
| A Step Ahead in Pierce County - BOOST | Not provided | 100 | 0 | 0-3 | X | | | 40-60% | 20-40% | 20-40% | n/a | Yes |
| Asia Pacific Cultural Center – Asia Pacific Islanders Program, Promised Leaders of Tomorrow | Not provided | 90-120 | 10 | 11-18 | X | | | 40-60% | Unknown | 60-80% | 75-96 | Yes |
| Big Brothers/Big Sisters of Puget Sound | \$ 500,000 | 200 | Unknown | 6 to 16 | X | | | 40-60% | 40=60% | Unknown | 50 | Yes |
| Comprehensive Life Resources - RAIN | \$685,000 | 175 | 135 | 8 to 24 | X | X | X | 80-100% | 80-100% | 40-60% | ? | Yes |
| Consejo Counseling | \$890,000 | 500 | 100 | All | X | X | X | 20-40% | 20-40% | 20-40% | 72-150 | Yes |
| Girl Scouts of Western Washington – Leadership Outreach Program | \$57,265 | 200 | Unknown | 5 to 17 | X | | | Unknown | Unknown | Unknown | | Yes |
| Hilltop Artists Collective | \$1,400,000 | 120 | 0 | 5 to 10 | X | | | Unknown | Unknown | Unknown | 180 | Yes |
| Hilltop Artist Collective – Arts Connect | Not provided | 65 | | 12 to 18 | | X | | Unknown | Unknown | Unknown | 40 | Yes |
| Peace Community Center – Hilltop scholars | \$570,000 | 260 | 15 | 11 to 25 | X | | | 10-20% | 10-20% | Unknown | 50 | Yes |
| Peace Community Center – McCarver Scholars | Not provided | 120 | None | 5 to 10 | X | | | 40-60% | Unknown | None | 6 | Yes |
| The REACH Center | \$2,500,000 | 2500 | Unknown | 16-24 | | X | | 20-40% | 40-60% | 10-20% | 8.1 | Yes |
| Shared Housing Services – Youth Host Program | \$264,800 | 25-30 | Unknown | 18-25 | | X | | 10-20% | Do not know | Do not know | 50 | Yes |
| Tacoma Pierce County Health Department – Family Support Partnership Program | \$1,700,000 | 300 | None (parents may be involved) | 0 to 12 | X | | | 80-100% | 40-60% | Unknown | 25 | Yes |

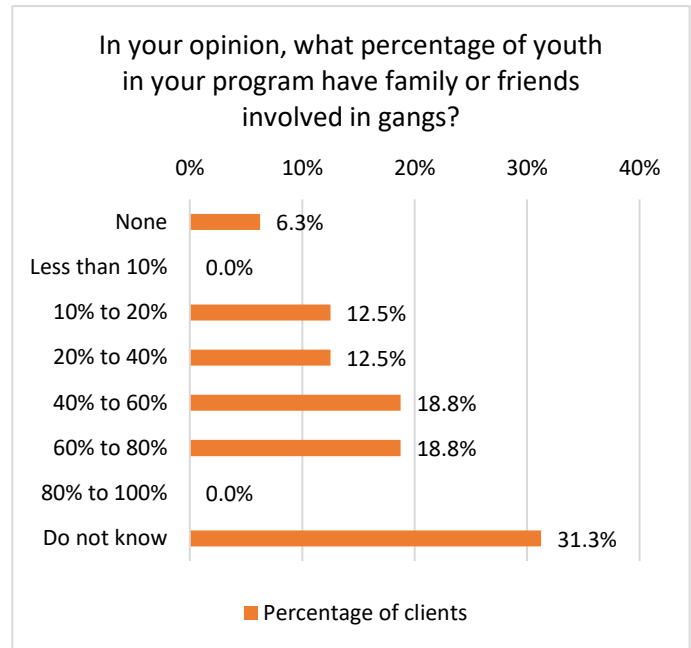
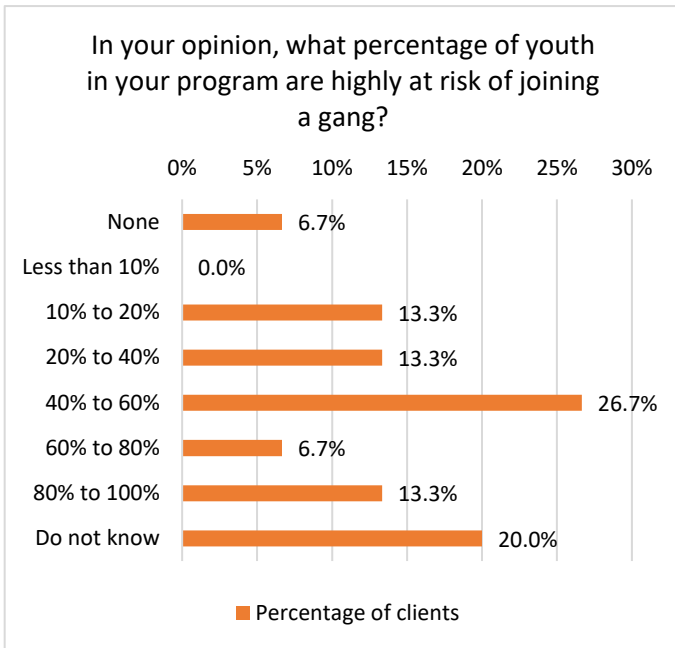
In the table below, programs in Tacoma are shown by ages served, and classification as prevention, intervention or gang intervention.

| Programs by ages served and classification as prevention, intervention or gang intervention | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---------------------------------------------------------------------------------------------|------------|------------|------------|------------|------------|------------|------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Program | <5 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | >30 |
| A Step Ahead in Pierce County | Prevention | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Asia Pacific Cultural Center – Asia Pacific Islanders Program, Promised Leaders of Tomorrow | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |
| Big Brothers/Big Sisters of Puget Sound | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | | |
| Comprehensive Life Resources - RAIN | | | | | | | | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | | | | | | | | | | |
| Consejo Counseling | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Consejo Counseling | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Consejo Counseling | | | | | | | | | | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention | Intervention |
| Girl Scouts of Western Washington – Leadership Outreach Program | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |
| Hilltop Artists Collective | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Hilltop Artist Collective – Arts Connect | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |
| Peace Community Center – Hilltop scholars | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Peace Community Center – McCarver Scholars | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | | | | | | | | |
| The REACH Center | | | | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Shared Housing Services – Youth Host Program | | | | | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention |
| Tacoma Pierce County Health Department – Family Support Partnership Program | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |
| Tacoma Urban League – Girls With a Purpose | | | | | | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |
| Tacoma Urban League - MIP | | | | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | Prevention | | | | | | | | | | | | | |

Agencies were asked to identify the types of services offered by programs. The most common service offered by agencies is youth groups, clubs and positive enrichment (66.7%), followed by mentoring (60%) and case management (46.7). One agency specializes in providing services to children ages 0-3 who are in dependency custody. Three agencies (20%) provide counseling/mental health services. Drug and alcohol treatment and gang outreach are provided by two programs (13.3%)

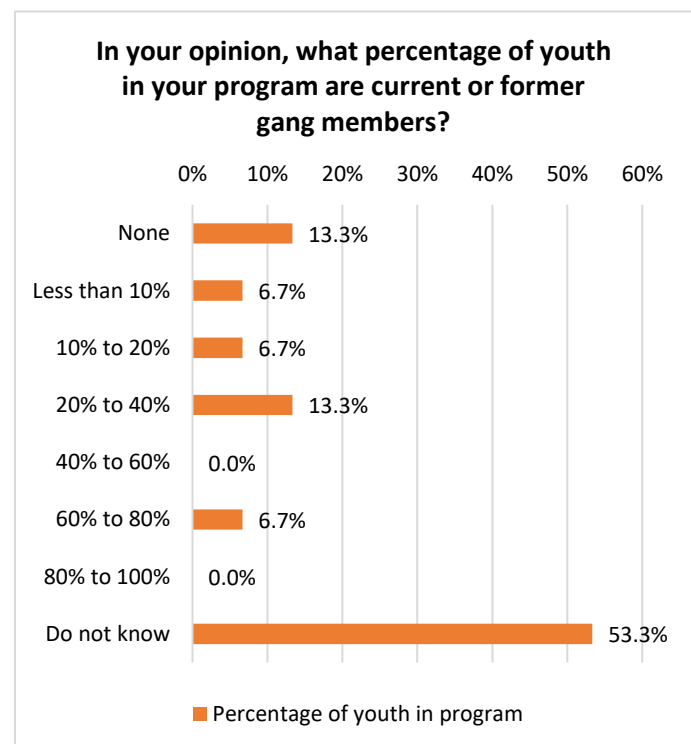


Agencies were asked to identify the percentage of children/youth in their program who are highly at risk to join a gang, have gang-involved friends or family members, or are active/current gang members. The graphs below show responses by category.



About half of programs (46.7%) reported that 40% or more of the clients served by their program are highly at risk of joining a gang. About one third of programs indicated that 40% or more of the clients served by their program have family or friends who are gang-involved. There was no correlation between intensity of services and likelihood of programs serving gang-involved youth. In fact, some of the more intensive programs reported serving the smallest percentages of gang-involved youth or none.

Only 6.7% of programs reported that 60% or more of the clients served by their program are gang-involved (this includes one agency focused on gang intervention, which reported that 60% to 80% of their clients are current or former gang members. One in five programs reported that they do not know whether youth in their program are highly at risk to join a gang. One in three programs (31.3%) reported that they do not know if clients in their program have friends or family involved in gangs. More than half (53.3%) of programs reported that they do not know if individuals served by their program are current or former gang members.



This data points to several issues. First, many programs that are identified by the City of Tacoma as gang prevention/intervention partners are not familiar enough with gang identifiers and issues for program personnel and administrators to determine if children/youth served in their program, or their families, are involved in gangs. This suggests that these programs may also lack information on effective gang intervention strategies and the needs of gang-involved youth and young adults.

Second, the lack of awareness and information on gangs may pose safety risks for these youth-serving agencies who may inadvertently bring rival gang members together during group activities, in housing facilities, or during programming/mental health services.

Lastly, there appears to be no correlation between the intensity/dosage of prevention and intervention services in Tacoma and extremely high-risk behavior such as gang membership.

YOUTH RISK AND NEEDS ASSESSMENT

This section covers the exposure of local youth to risk factors for gang affiliation, the characteristics of individuals who commit violent crimes, and Needs specific to gang-involved individuals in Tacoma that were identified in this assessment. Research suggests that joining a gang is a complex decision that involves multiple negative conditions that “push” youth into gangs, as well as perceived positive opportunities that “pull” youth into gangs (Decker and Van Winkle, 1996). These pushes and pulls are called “risk factors.” Risk factors are the characteristics, traits or behaviors of an individual that make it more likely that the individual will join a gang.

In prevention and intervention research, many diverse studies have identified a host of risk factors for delinquency that also may increase the level of risk that a young person may join a gang. These risk factors occur in five domains:

- **Individual** – attitudes, personality traits and individual behaviors
- **Family** – family structure, dynamics and relationships
- **School** – school structure, rules, interactions and climate
- **Peer** – activities and attitudes of friends and close associates
- **Community** – characteristics and traits of the immediate community in which the youth lives and goes about daily activities

A meta-analysis conducted by Malcolm Klein Ph.D. and Cheryl Maxson Ph.D. (2010) reviewed the available risk factor research and identified a set of risk factors that are consistently and strongly correlated by multiple studies to joining a gang. The set of risk factors identified as predictive of gang membership include:

Table 6.1 Eight risk factors identified as predictive of gang membership, by domain (Klein and Maxson, 2010)

| Individual Domain | Family Domain | Peer Domain | School Domain | Community Domain |
|----------------------------------------------------------------------------------|-----------------------------------------------|-----------------------------|-----------------------|-------------------|
| Problem behaviors: (reactivity, impulsivity, and aggressiveness) | Low parental supervision and monitoring | Delinquent peer network | School commitment* | None ^o |
| Negative life events (Death, absent parent, school suspension, illness) | | Negative peer influences | School attachment* | |
| Attitudes towards delinquent behavior | | | | |

*Klein and Maxson note that there is mixed evidence for these two risk factors (Klein and Maxson, 2010)

^oNo community risk factors were found to be clearly and consistently correlated to gang membership (Klein and Maxson, 2010)

It is important to recognize that risk factors have a cumulative effect, particularly when found in multiple domains of a youth’s life. Most youth in Tacoma will never join a gang. Many youths may experience some degree of exposure to risk factors but will have enough individual resilience and external protective factors to overcome that risk and live a productive life. However, the more risk a

youth experiences in different domains of his/her life, the greater his/her odds of joining a gang or engaging in other behaviors such as crime, violence, substance abuse, etc.

Researchers have learned that an accumulation of risk factors in multiple domains greatly increases the risk of gang joining. In one large-scale study, youth who experienced risk factors across all domains were forty times more likely to join a gang than those with risk in just one domain (Howell, 2010)

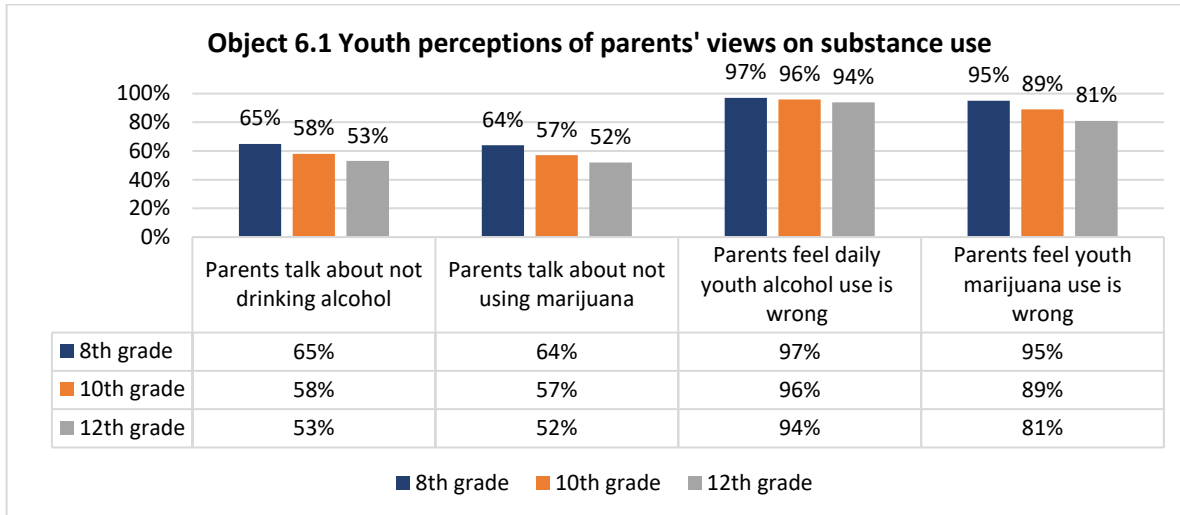
In one large-scale study, youth who experienced risk factors across all five domains of risk were 40 times more likely to join a gang than those with risk in just one domain.

While the City of Tacoma opted not to conduct a localized youth survey for this gang assessment report, the Washington Healthy Youth Survey is conducted every two years and is designed to measure youth exposure to risk and protective factors in multiple domains, so it can be used to highlight youth risk exposure in Tacoma.

The most recent survey was conducted statewide in 2016 and is reported for the entirety of Pierce County. However, because Tacoma comprises the largest population center in the county, the data is relevant to local Tacoma youth. This youth survey is conducted in schools around the state of Washington in grades 6, 8, 10 and 12, and covers at-risk behaviors and exposure to family, individual, peer, school and community risk factors. The Washington Healthy Youth survey areas do not precisely match the 8 risk factors identified by Klein and Maxson as predictive of gang membership, but there are many areas of overlap.

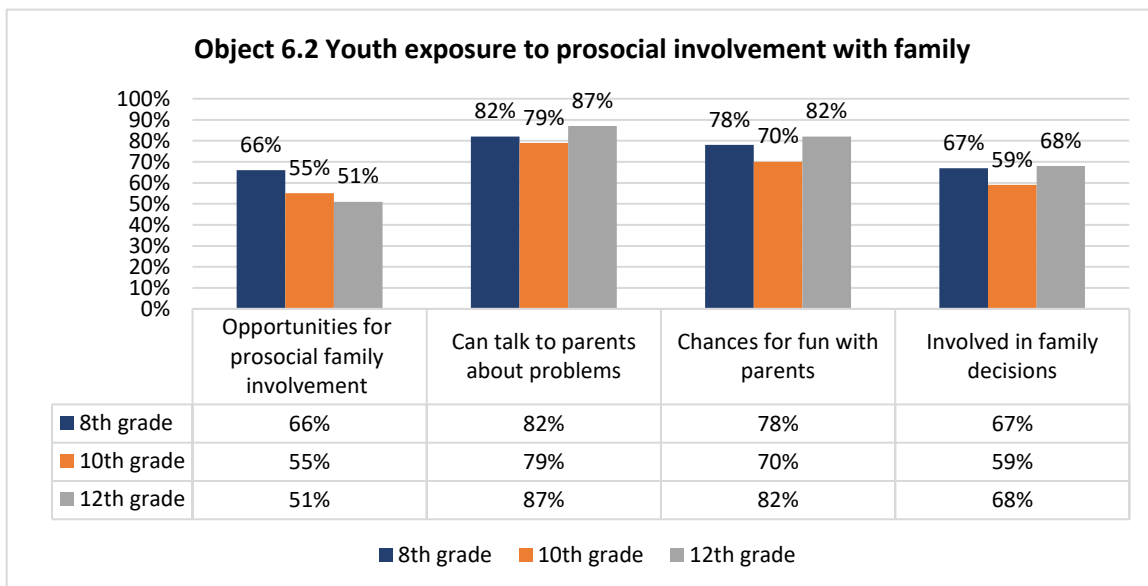
Family protective factors

Family risk factors are not measured by the Healthy Youth Survey, but the survey does capture youth exposure to family-domain protective factors, specifically exposure to prosocial interactions at home, and clear norms/rules about substance use. While norms about substance use are expressed as protective factors in the 2016 Washington Healthy Youth Survey Fact Sheet, lack of clear family rules/norms is a well-documented risk factor for youth anti-social behavior and delinquency (Howell, 2010) Survey data in this area suggests that up to 18% of 12th graders and 11% of 10th graders in Pierce County do not perceive that their parent(s) have clear rules/expectations around use of marijuana. Youth perceptions of parental expectations around use of alcohol were much higher, above 90% for 8th, 10th and 12th graders. One area where youth in Pierce County appear to have a deficit is in parents having conversations about use of marijuana and alcohol. Between one-third and one-half of youth expressed that parents do not talk about marijuana or alcohol use.



Source: Washington Healthy Youth Survey Fact Sheet, 2016

These levels remained consistent between 2008 and 2016. Youth also reported moderate levels of exposure to prosocial opportunities in their home. Relatively high percentages of youth reported that they can talk to parents about problems (above 79% for all 3 grades), have chances for fun with parents (above 70% for all 3 grades). However, only 51% of 12th graders and 55% of 10th graders reported opportunities for prosocial family involvement overall. Further, 10th graders on average reported some of the lowest levels in all areas, suggesting that this age group may be at higher risk and lacks access to protective factors that might inoculate them from risk exposure in other domains of their lives.



Source: Washington Healthy Youth Survey Fact Sheet, 2016

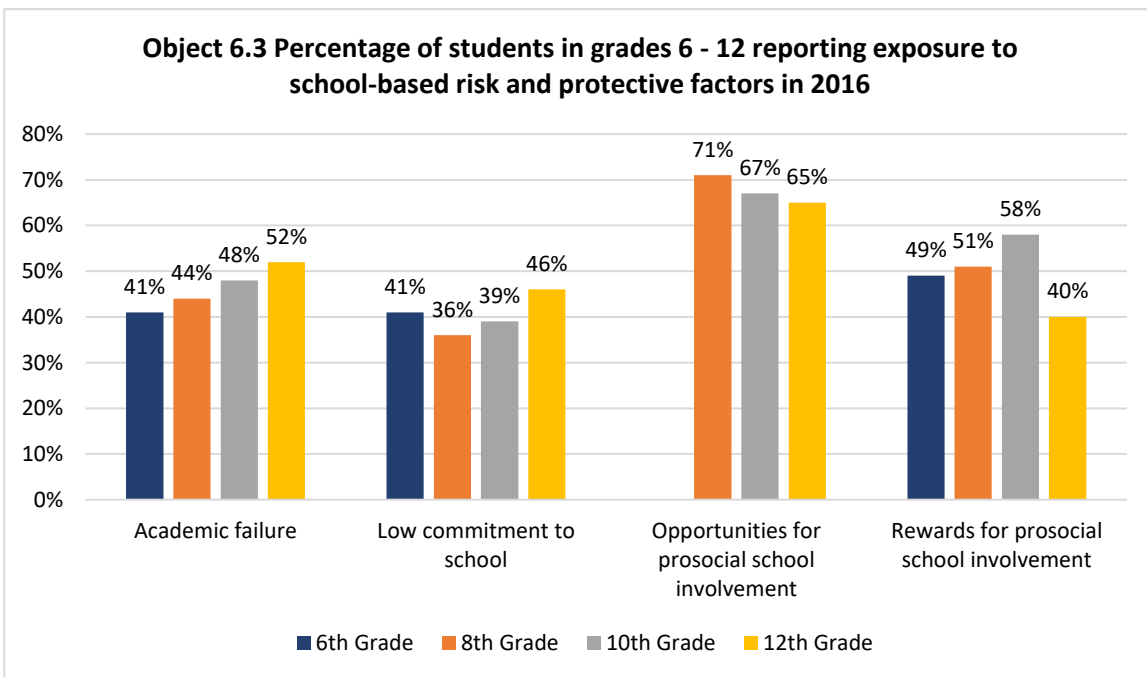
School risk factors/high risk behavior

Klein and Maxson (2010) found that studies showing youth exposure to school risk factors as predictive of gang joining were mixed. However, low commitment to school and low school performance are school risk factors identified by Klein/Maxson as potentially affecting later gang joining, and these risk factors are thoroughly explored by the Healthy Youth Survey.

Risk factors in the school environment are those perceptions related to connection and commitment to school. Kids who are not doing well academically, or who don't believe that school is important, are likely to feel less connected and less committed to school and likely to be those same kids who are experimenting with drugs or having trouble with depression. (Washington Healthy Youth Survey Fact Sheet, 2016)

Risk Factor: Low School Commitment and Performance

Over 40% of students in grades 6-10 report exposure to risk factors related to academic failure, and over half of all 12th graders (52%) report exposure to this risk factor. Almost half of 12th graders and over one third of 6-10th graders report low commitment to school. Concurrently, around one-third of youth between grades 8-12 do not report exposure to school protective factors such as opportunities for prosocial school involvement and rewards for prosocial school involvement.



Source: Washington Healthy Youth Survey Fact Sheet, 2016

Risk factor: Low school commitment

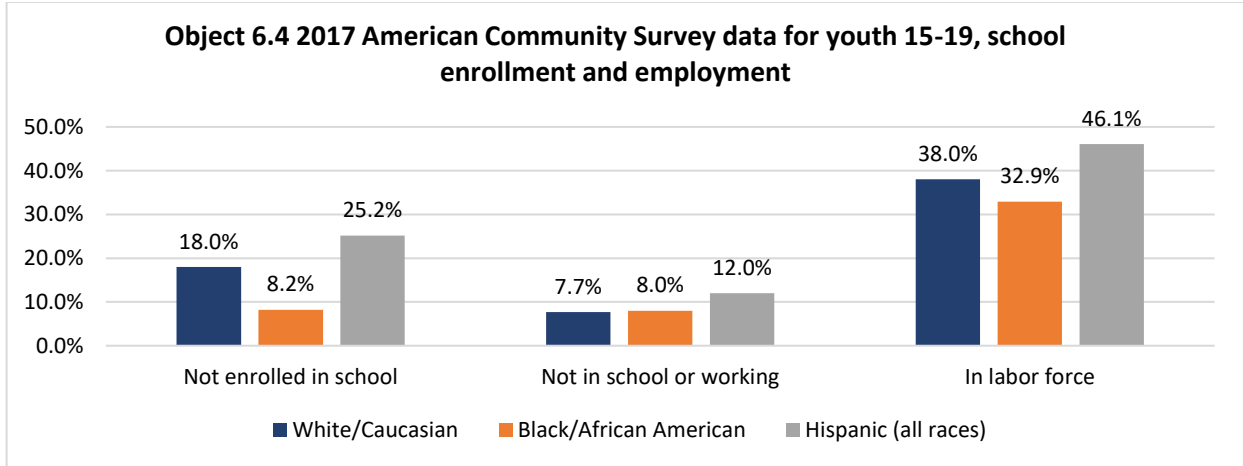
2017 American Community Survey data for youth ages 15-19 indicates that 1,999 (17.1%) of youth in Tacoma in this age group are not enrolled in school. For youth ages 16-19, 683 (7.3%) are neither working or attending school (American Community Survey, 2018).

| 2017 American Community Survey data for youth 15-19, school enrollment and employment | | | | |
|---------------------------------------------------------------------------------------|-----------|-----------------------|------------------------------|----------------------------|
| | All youth | White/Caucasian youth | Black/African American youth | Hispanic youth (all races) |
| Age 15-19 total population | 11,649 | 5,642 | 921 | 2,185 |
| % not enrolled in school | 17.1% | 18% | 8.2% | 25.2% |

| | | | | |
|------------------------------------------|-------|-------|-------|-------|
| Age 16-19 total population | 9,361 | 4,688 | 659 | 1,630 |
| Not enrolled in school or working | 7.3% | 7.7% | 8% | 12% |
| In the labor force | 37.9% | 38% | 32.9% | 46.1% |

Source: American Community Survey, 2017

American Community Survey 5-year estimates (2013 to 2017) indicate that between the ages of 15 and 19, White/Caucasian youth were considerably less likely to be enrolled in school (18%) than Black/African American youth (8.2%). One in four (25.2%) Hispanic/Latino youth between the ages of 15 and 19 were estimated to not be enrolled in school during 2017. Almost half (46.1% of Hispanic/Latino youth ages 16 to 19 were estimated to be in the labor force, compared to one third of black/African American youth (32.9%) and white/Caucasian youth (38%). About one in ten (12%) of Hispanic/Latino youth were estimated to not be enrolled in school or working, compared to 7.7% of white/Caucasian youth and 8% of black/African American youth.



Tacoma Public Schools averages approximately 2,000 students per grade level. The table below shows data reported by Tacoma Public Schools for school year 2017/18 and self-report data from Pierce County students on the Washington Healthy Youth Survey from school year 2016/17. Exact numbers are difficult to calculate because data sources vary by year of collection and grade level collected, but based on an estimated class size (2,150) and average rates of students reporting, an extrapolated estimate can be made of the number of youth in Tacoma who are likely affected by school suspension/expulsion, gang involvement and carrying a weapon at school on an annual basis. Again, this is not an exact number, but simply an estimate for the purpose of projecting the likely number of youths with specific behaviors and needs.

Table 7. Estimated annual number of youth in Tacoma affected by suspension/expulsion, gang involvement and/or weapon carrying

| Grade | Approximate # of youth | % students suspended/expelled (2017-18) | | % students reporting gang involvement (2016-17) | | % students reporting carrying weapon at school (2016-17) | |
|-------------------------------|------------------------|-----------------------------------------|-------------|-------------------------------------------------|------------|----------------------------------------------------------|------------|
| 6 th grade | 2,000 | 13.6% | 272 | | | 4% | 80 |
| 7 th grade | 2,000 | | | | | | |
| 8 th grade | 2,000 | 16.4% | 328 | 5% | 100 | 4% | 80 |
| 9 th grade | 2,000 | 12.7% | 254 | | | | |
| 10 th grade | 2,000 | | | 6% | 120 | 6% | 120 |
| 11 th grade | 2,000 | | | | | | |
| 12 th grade | 2,000 | 6.7% | 134 | 5% | 100 | 7% | 140 |
| Total | 14,000 | | | | | | |
| Average rate/estimated annual | | 12.4% | 1736 | 5.3% | 742 | 5.3% | 742 |

Data sources: Washington Healthy Youth Survey (2016) and Tacoma Public Schools (2016-17)

This data suggests that on an annual basis, around 1,736 youth in Tacoma may engage in behaviors for which they may be suspended or expelled from school. Another 742 youth may be affiliated with a gang and approximately 742 children/youth may take a weapon to school at some point (self-report data tends to be far higher than the actual number of school code of conduct violations). The latter two statistics are based upon self-report data.

The 2017 American Community Survey estimates that 1,999 youth between the ages of 15 and 19 were not attending school during 2017 (American Community Survey, 2018). An estimated 683 youth in Tacoma between the ages of 16 and 19 were estimated to be neither working or attending school (American Community Survey, 2018).

2017 American Community Survey 5-year estimate of youth school enrollment and employment

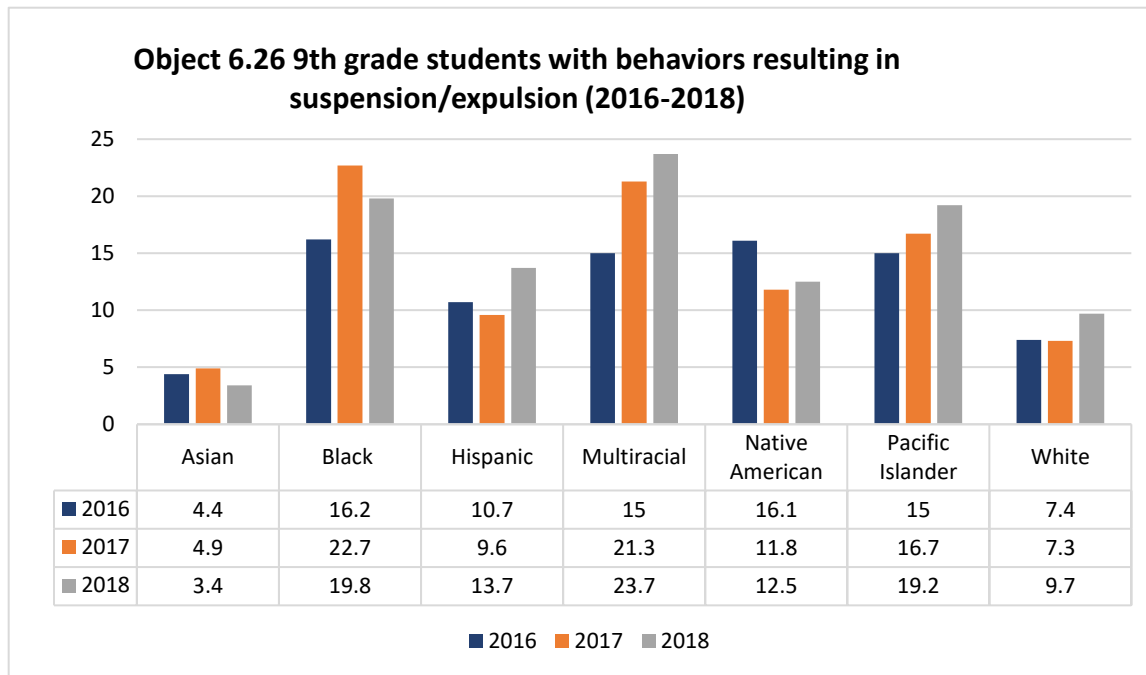
| | White/Caucasian | | Black/African American | | Hispanic (all races) | | All | |
|-----------------------------------------------------------------------------------------|-----------------|------------|------------------------|-----------|----------------------|------------|-------|------------|
| Not attending school, age 15-19 | 17.1% | 1035 | 8.2% | 165 | 25.2% | 504 | 18.9% | 1999 |
| Not working or attending school, age 16-19 | 7.7% | 361 | 8.0% | 53 | 12% | 196 | 7.3% | 683 |
| 9 th grade students with behaviors resulting in suspension/expulsion in 2017 | 9.7% | | 19.8% | | 13.7% | | | |

American Community Survey (2018)

African American youth were more likely to be attending school between the ages of 15-19 than white or Hispanic youth but were also significantly more likely to be suspended/expelled from school during these years. Population by grade and race for Tacoma Public Schools was not available.

Risk Factor: School suspension/expulsion (negative life events)

Data on school suspension/expulsions was covered in detail in Section 6. School suspension/expulsion is significant issue in Tacoma, with disproportionately high effects on black/African American, Multiracial, Native American and Pacific Islander students. Rates of suspensions for youth in these racial/ethnic groups are 2 to 2.5 times higher than for white or Hispanic students.



The problem of school suspension, expulsion and drop-out is particularly pronounced with gang-involved individuals who were interviewed for this report.

| Percentage of gang-involved individuals in Tacoma who have been suspended, expelled or dropped out | | |
|----------------------------------------------------------------------------------------------------|----------|-------------|
| Suspended | Expelled | Dropped out |
| 100% | 59.3% | 59.3% |

Source: Gang member interviews, Section 3

Individual/Peer Risk Factors

Klein and Maxson found that individual and peer risk factors were some of the most significant risk factors for gang joining.

The Washington Healthy Youth Survey measures individual and peer risk factors by asking youth a series of questions about risk factors predictive of youth substance abuse, attitudes of individual youth about substance use, and peer behaviors and attitudes about substance use:

Researchers at the University of Washington (UW) developed a public health model for the prevention of youth substance abuse. They identified risk factors that predict youth substance use, and protective factors that can protect youth from the effects of those risks. Prevention strategies are designed to lower risk and increase protection. Each

“factor” in the HYS is measured with two or more questions to include multiple dimensions of the risk or protective factor. The charts and tables below refer to the “percent of students at risk,” which is defined as the percent of students whose scores were above a risk cut point determined by UW researchers...Risk factors in the peer and individual domain include attitudes youth have about substance use as well as the behaviors of their friends (Washington Healthy Youth Survey Fact Sheet, 2016).

Negative life events

Negative life events are a significant risk factor for joining a gang. Events covered in this risk factor include the death, incarceration or other loss of a parent through abandonment or divorce; family transitions and disruption; school suspension/expulsion/drop-out; and personal victimization, illness or injury. Tacoma youth have significant exposure to this risk factor.

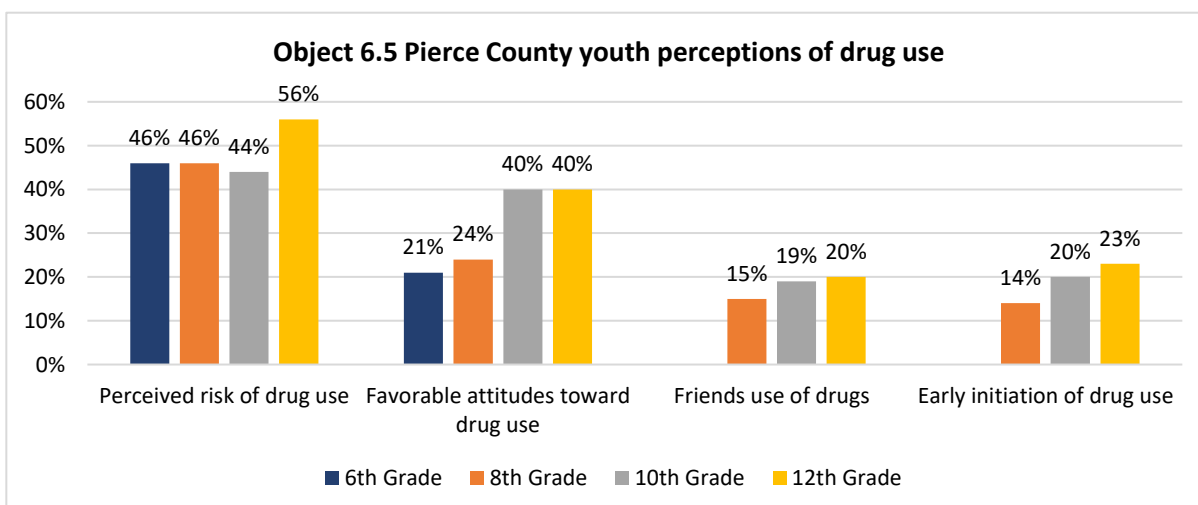
One in three children and youth in Tacoma (37.5%) live in a single parent home. Nine in ten (88.5%) children in Tacoma reside with their biological parent(s), 6.9% reside with a grandparent, 2.5% reside with another relative and 2.1% live with a guardian or an adult who is not biologically related (American Community Survey, 2017). These family structures are typically indicative of negative life events such as a death, divorce, or disrupted family structure.

| | Single parent family | Other relatives or unrelated adult |
|---------------|----------------------|------------------------------------|
| Ages <1 to 17 | 37.5% | 11.5% |

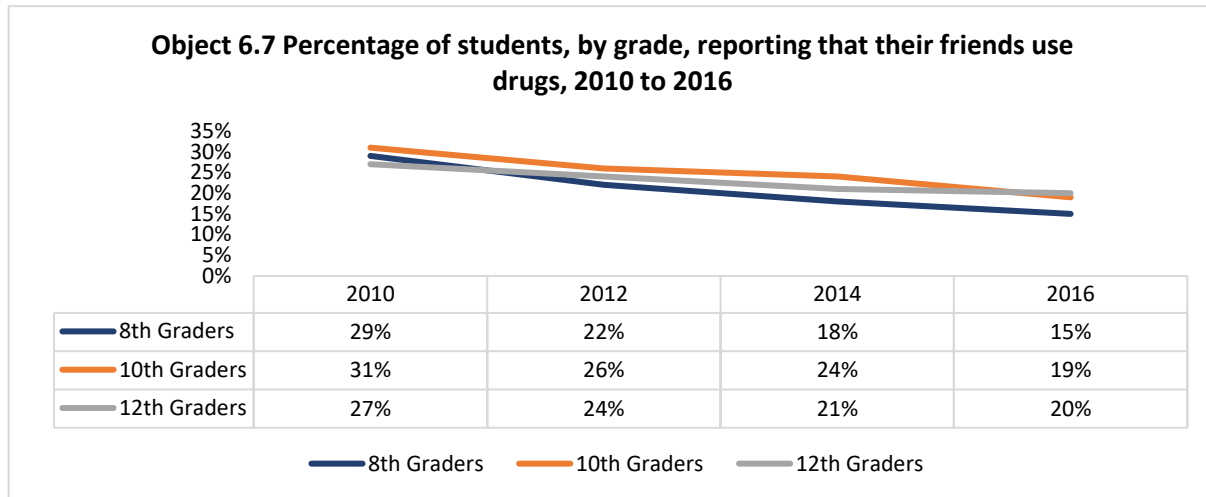
Source: American Community Survey, (2017)

Risk Factors: Delinquent/antisocial peers, antisocial beliefs, antisocial behavior

Youth in Tacoma report high levels of risk for drug use based on perceived beliefs about drug and alcohol use and availability. Over 40% of youth in grades 6, 8, and 10 were classified at high risk of drug use. Over 20% of youth in grades 6 and 8, and 40% of youths in grades 10 and 12 expressed favorable attitudes towards drug use. Between 15 and 20% of youth in grades 8, 10 and 12 reported that their friends use drugs, and between 14% and 23% of youth in grades 8, 10, and 12 report early initiation of drug use (Washington Healthy Youth Survey Fact Sheet, 2016).

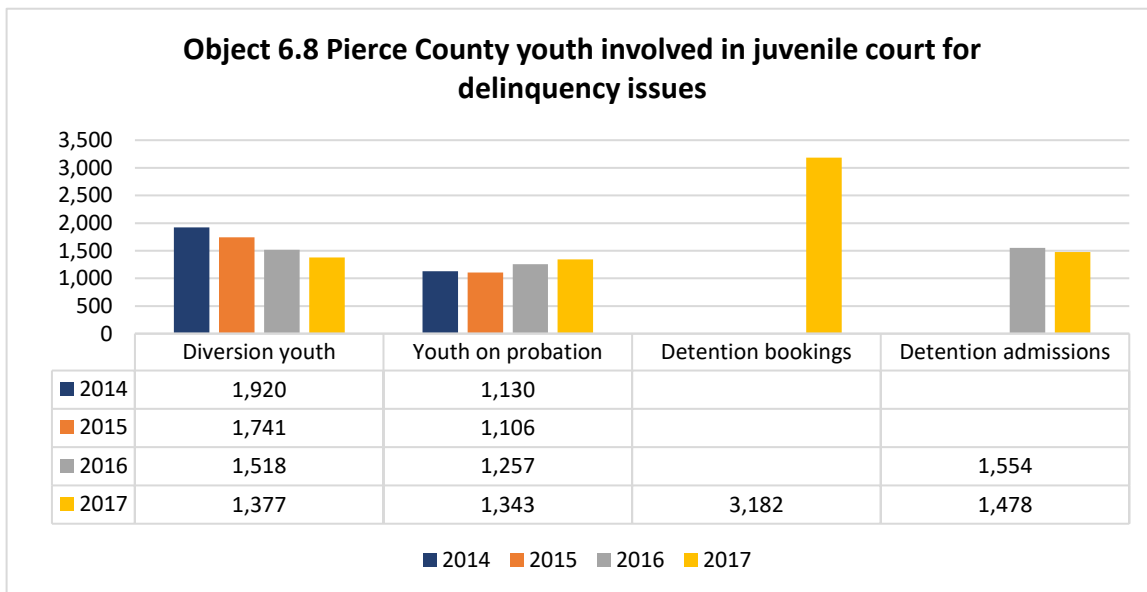


While youth in Pierce County report higher levels of risk for substance use compared to youth overall in Washington states, there were bright notes in the data from 2016. The percentage of Pierce County youth reporting that their friends use drugs has declined significantly for 8th, 10th and 12th graders since 2010.



Source: Washington Healthy Youth Survey Fact=Sheet, 2016

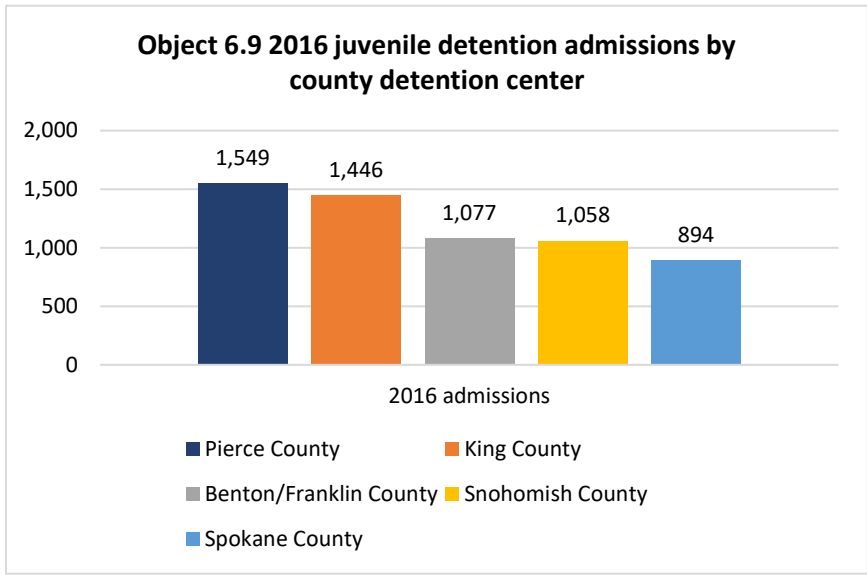
Involvement in delinquency and antisocial behavior is a significant individual risk factor for gang joining is involvement in delinquent/criminal acts. While data is not collected specifically for the City of Tacoma, the following data is collected by the Pierce County Juvenile Court.



Source: Pierce County Juvenile Court, 2017

Over the past four years, the number of youths in Pierce County participating in diversion programs decreased from 1,920 to 1,377, a decline of 28.2%. During the same time period, the number of youths served by the probation department increased by 18.8%. The number of youths booked into detention in 2017 was 3,182, and the number of youths admitted to detention was 1,478. Of these youth, Pierce

County Juvenile Court notes that 80% were determined to be low-risk and were released to the community within 4 days (Pierce County Juvenile Court, 2018).



During 2016, Pierce County juvenile detention center had the largest number of detention admissions in the state of Washington. The rate of detention admissions for youth ages 10 to 17 in Pierce County is 10.5, and youth admitted to detention in Pierce County averaged 1.7 admissions per person.

Source: Gilman and Sanford, 2017

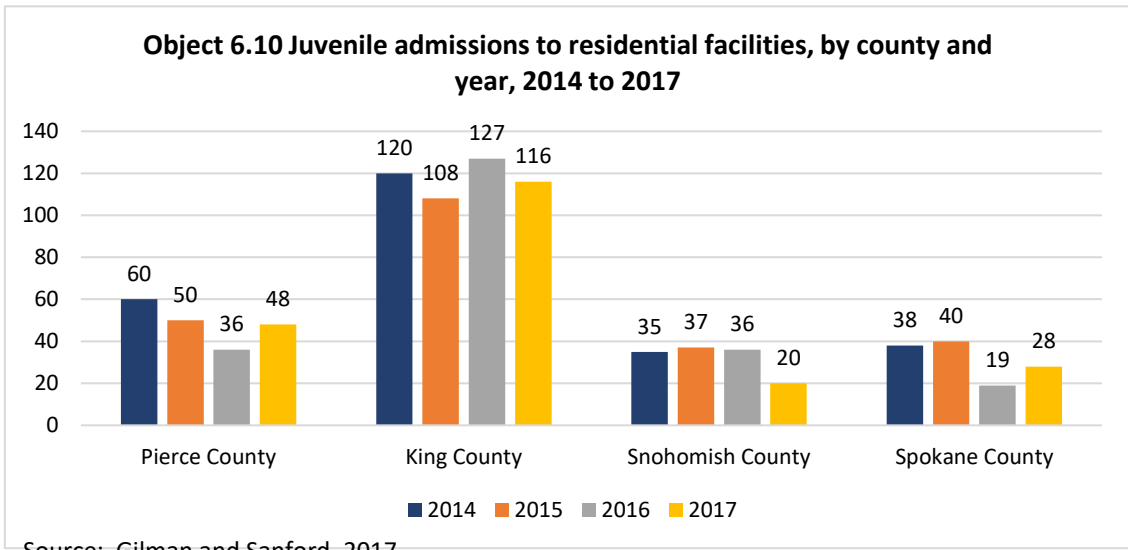
| 2016 youth population and per capita juvenile detention admission rate, by county | | | | |
|-----------------------------------------------------------------------------------|---------------|-------------|------------------|----------------|
| County | Pierce County | King County | Snohomish County | Spokane County |
| Population age 10-17 | 87,463 | 190,864 | 78,237 | 50,649 |
| Rate of detention | 10.5 | 3.8 | 6.4 | 8.0 |

Source: Gilman and Sanford, 2017

Pierce County’s rate of juvenile detention admissions is higher than for comparable counties on a per capita basis. Tacoma’s rate of juvenile detention admissions is higher than the rates for other comparable counties:

- 176% higher than the rate for King County (3.5)
- 64% higher than the rate for Snohomish County

- 31% higher than the rate for Spokane County.

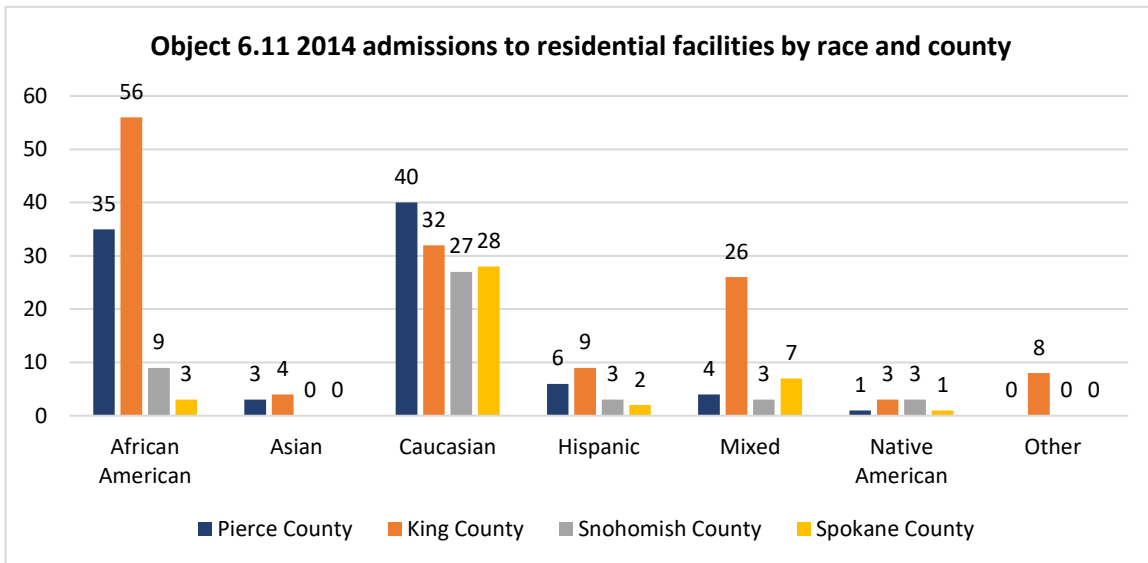


Source: Gilman and Sanford, 2017

In 2016, approximately 32% of youth admitted to juvenile detention in Pierce County were female and 68% were male (Gilman and

Sanford, 2017). Between 2014 and 2017, the number of juveniles sentenced to residential facilities from Pierce County declined by 20%, from 60 in 2014 to 48 in 2017. However, between 2016 and 2017, the number of juveniles sentenced to residential facilities from Pierce County increased by 33%, from 36 to 48.

A 2015 report compiled by the Washington State Department of Social and Health Services, Juvenile Rehabilitation to examine racial/ethnic demographics at the county level of youth who are sentenced to a residential facility. Data from this report is presented below.



In the table below, 2014 juvenile facility admissions for Pierce County, by race, were compared to overall demographic data for youth in Tacoma. On a per capita basis, it appears that African American/black youth in Pierce County are much more likely to be sentenced to a residential facility compared to white/Caucasian youth.

There are some key differences in this data. First, the American Community Survey (2014) reports race/ethnicity for youth ages <1 to 18, whereas juvenile detention admissions are for youth ages 10 to 17. ACS data is also for Tacoma by not for Pierce County, whereas juvenile detention admissions are for Pierce County as a whole. However, this comparison does indicate that African American/black youth are more likely, per capita, to be admitted to juvenile detention in Pierce County in comparison to all other racial groups.

2014 Pierce County juvenile facility admissions compared to 2014 American Community Survey youth race/ethnicity data for Tacoma, WA

| Race/Ethnicity | 2014 ACS Estimate – Tacoma youth ages <1 to 18 | 2014 juvenile detention admissions – Pierce County | % difference |
|------------------------|------------------------------------------------|----------------------------------------------------|--------------|
| African American/Black | 11.1% | 40.7% | +267% |
| Asian/Pacific Islander | 9.7% | 3.5% | -63.9% |
| Caucasian | 54.4% | 46.5% | -14.5% |
| Hispanic | 19.4%* | 7%* | |
| Mixed | 18% | 4.7% | -73.8% |
| Native American | 1.2% | 1.2% | 0 |
| Total | 44.627 | 86 | |

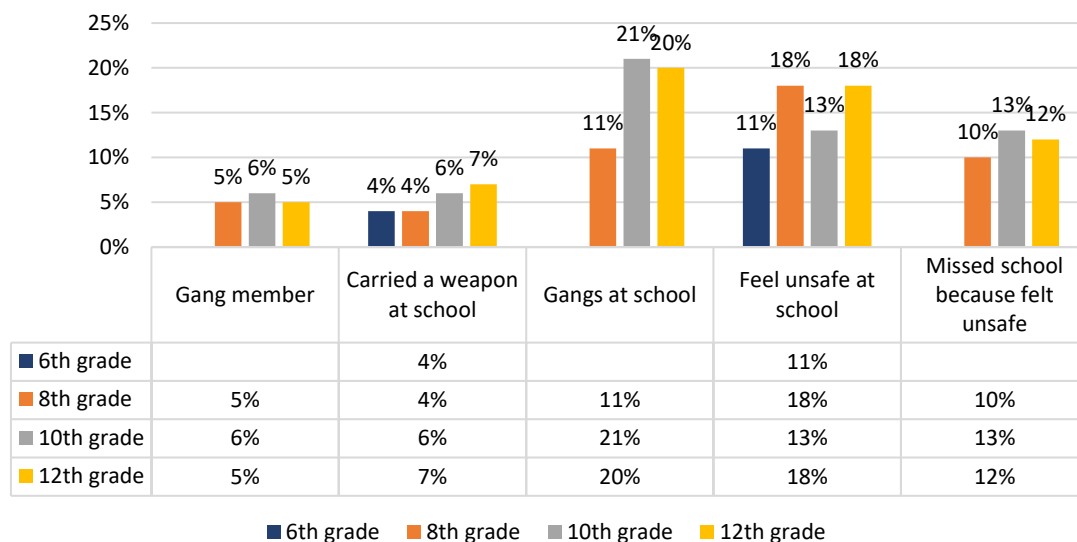
*The U.S. Census Bureau American Community Survey classifies “Hispanic” as an ethnicity, not a race, while Pierce County Juvenile Court treats the category of “Hispanic” as a race. Thus, this category of race/ethnicity cannot be accurately compared between overall community population and juvenile detention admissions.

Source: American Community Survey, 2015 and Pierce County Juvenile Court, 2018

Gang involvement and violent behavior

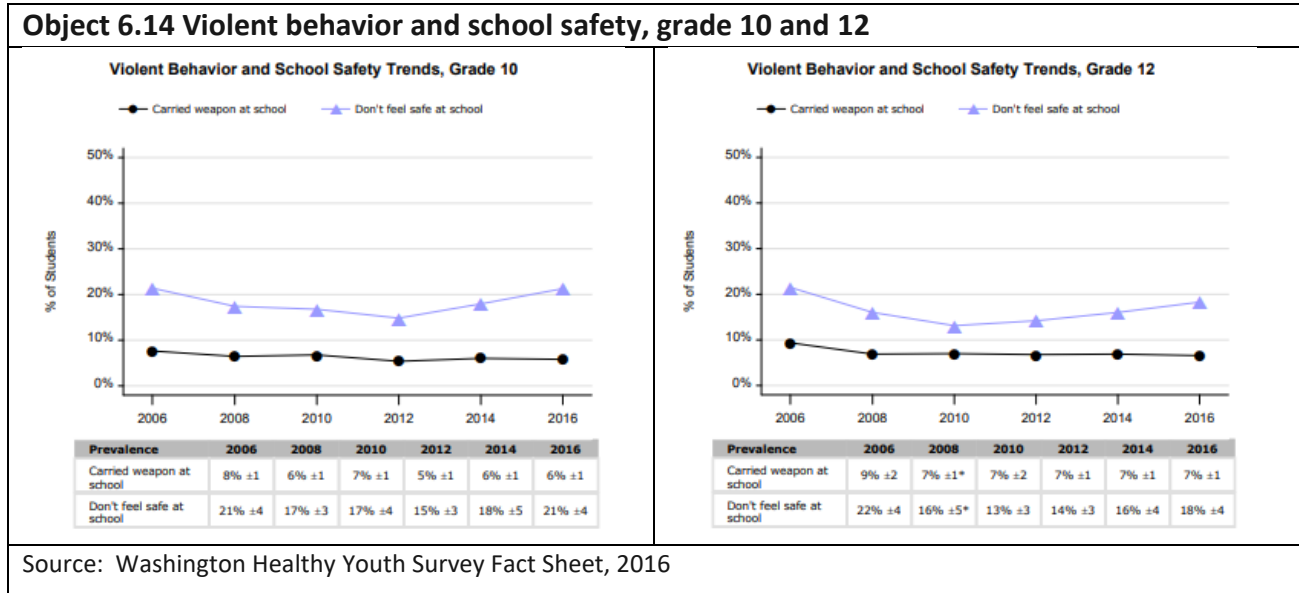
Between 5% and 6% of youth surveyed in Pierce County from grades 8, 10 and 12 report that they are a gang member, and between 4% and 7% of youth in grades 6, 8, 10 and 12 have carried a weapon at school. One in five 10th and 12th graders (20-21%) report that gangs are present in their school. One fifth of 8th graders (18%) and 12th graders (18%) reported that they do not feel safe in school. More than one in ten students in grades 8, 10, and 12 have missed school because they felt unsafe.

Object 6.13 2016 Pierce County youth reports of school safety and violent behavior



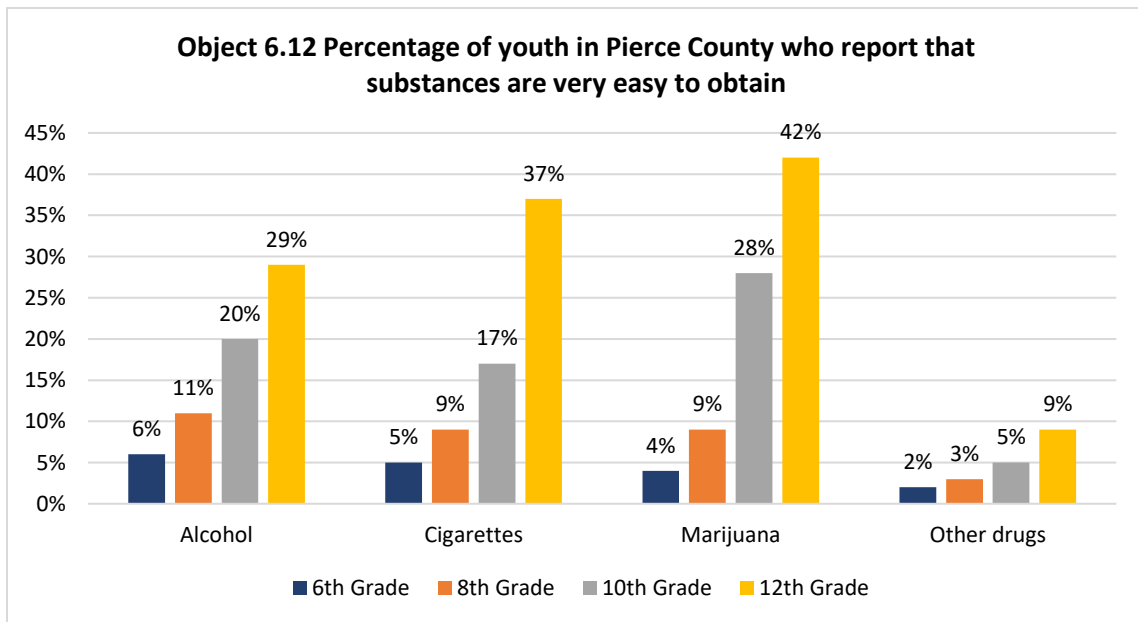
Source: Washington Healthy Youth Survey Fact Sheet, 2016

Youth in grades 10 and 12 reported lower rates of weapons carrying in 2016 in comparison to prior year but were more likely to report feeling unsafe than in 2014 or 2012.



Community Risk Factors

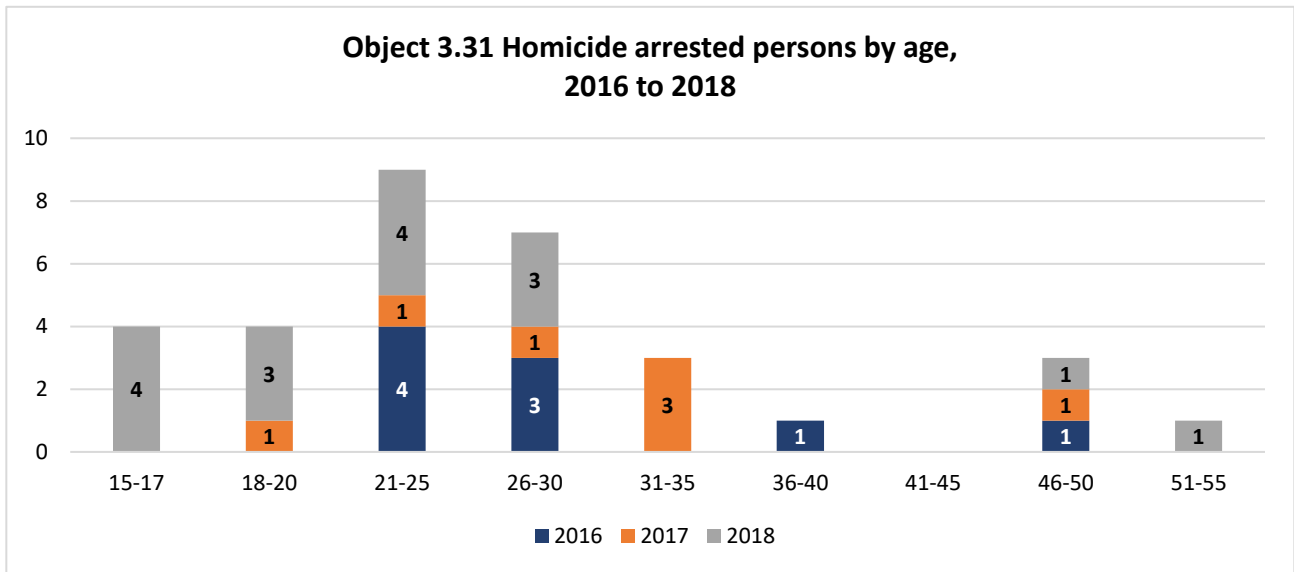
Children and youth in Pierce County were more likely than youth in Washington overall to report that community laws and norms are favorable to drug use. This was particularly pronounced with 6th graders and 10th graders. Youth in Pierce County were also highly likely to report that it was very easy to access a variety of substances. Marijuana was consistently reported as easier to access than alcohol or cigarettes. A little less than half of 12th graders (42%) and one third of 10th graders (28%) reported that marijuana was very easy to obtain. One in ten 8th graders (9%) also reported that marijuana was very easy to obtain.



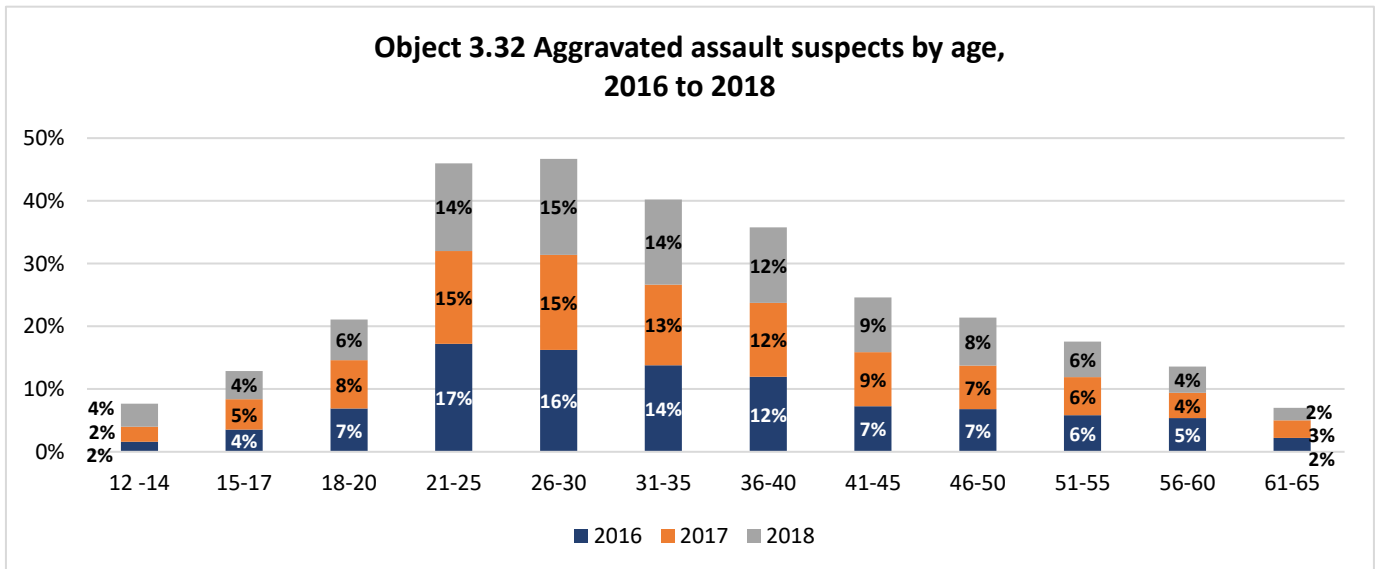
Source: Washington Healthy Youth Survey Fact Sheet, 2016

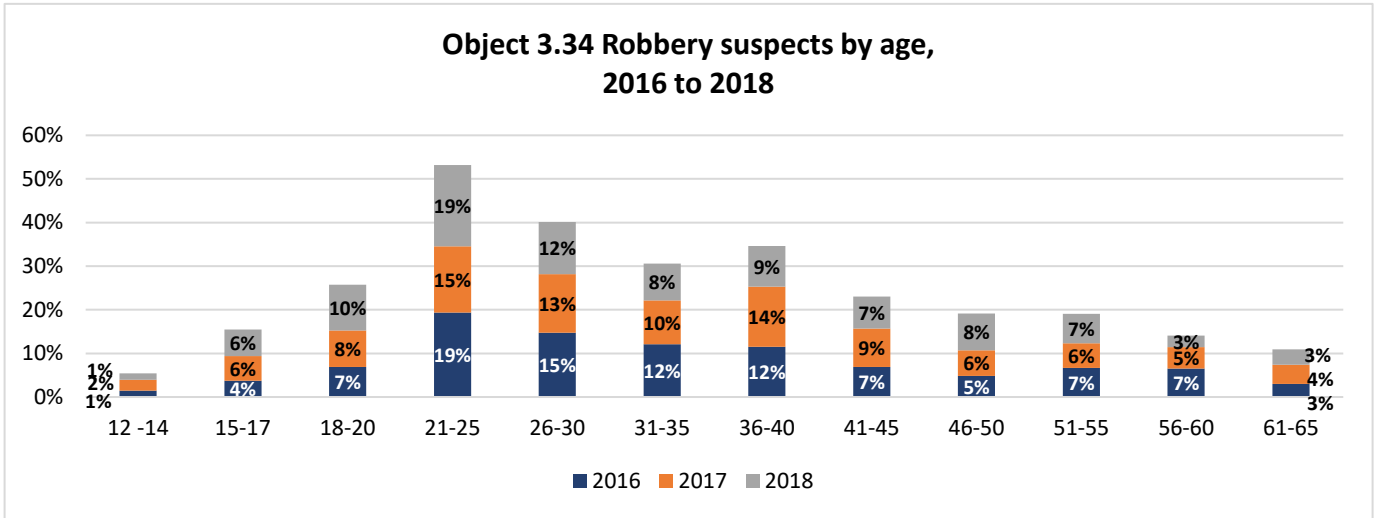
CHARACTERISTICS OF INDIVIDUALS INVOLVED IN GANGS/VIOLENT CRIME

Peak violent/gang offending in Tacoma occurs between the ages of 15 and 30. The majority of persons arrested for homicide during 2018 (January – August) were between the ages of 15 and 30

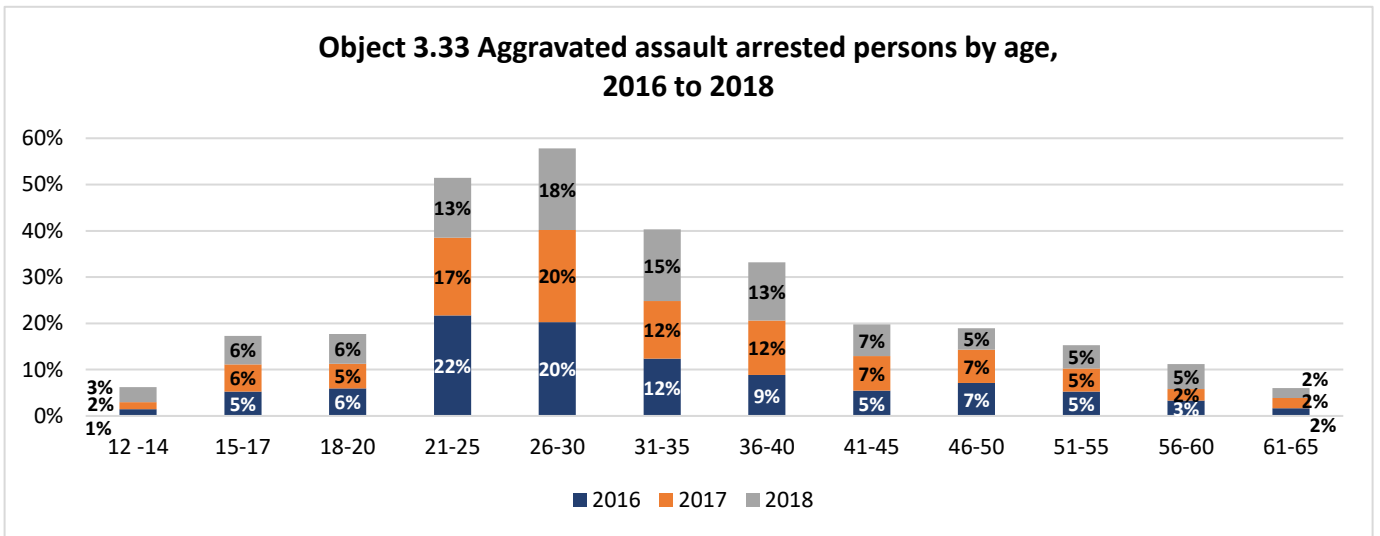


Many aggravated assault suspects and arrested persons over the past 3 years have been between the age of 21 and 40, with peak participation in this crime between the ages of 21 and 30.

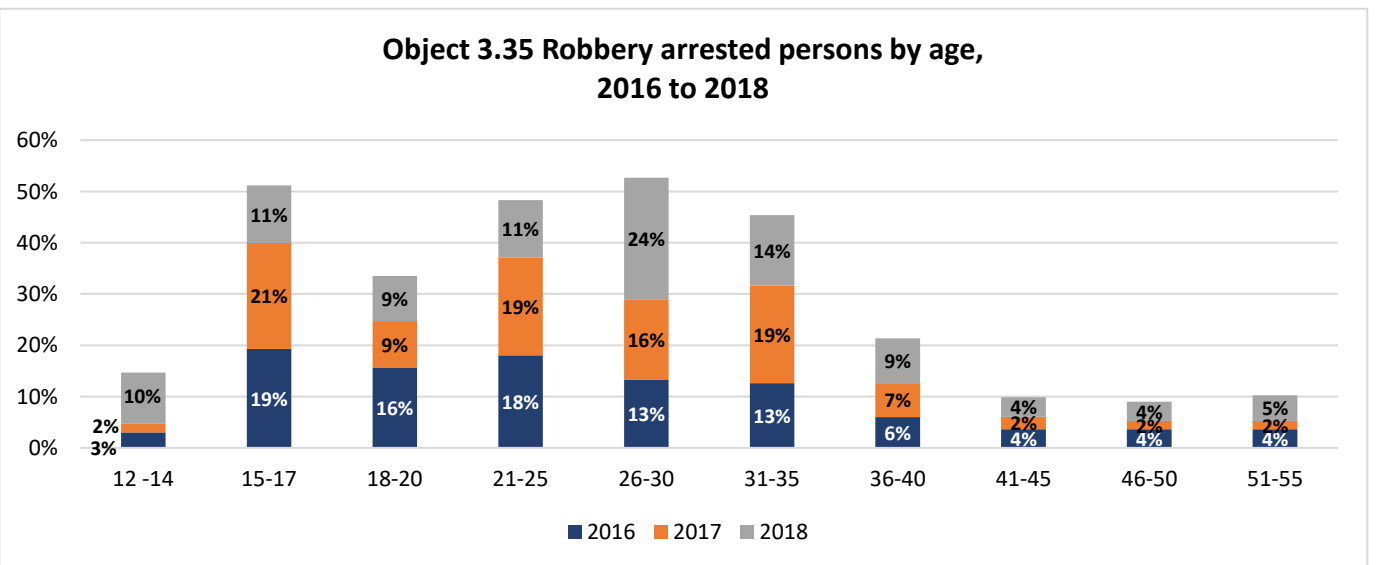




Gang involved individuals in Tacoma have elevated levels of involvement in high risk behavior in a



variety of areas.



High levels of trauma exposure

85% of gang member interview participants had an Adverse Childhood Experience survey score of 3 or above. 59% of these individuals had a score of 5 or above. This level of childhood trauma exposure has been correlated to high rates of depression/anxiety/PTSD, substance use, low educational attainment, and long-term health risks.

Personal victimization

IN the past year, respondents reported high levels of personal victimization. Almost half reported being assaulted/beaten (48.1%), 40.7% reported being robbed, and one in five reported being shot/stabbed (18.5%).

Interview participants' reports of personal victimization:

| | | | |
|---------------------------------------------|----------------------------------------------------------------------------|-----------------------------|-----------------------------------------|
| 48.1% were assaulted or beaten | 14.8% were assaulted or beaten by someone in their home | 40.7% were robbed | 18.5% were shot or stabbed |
|---------------------------------------------|----------------------------------------------------------------------------|-----------------------------|-----------------------------------------|

School suspension, expulsion and drop-out

All the individuals interviewed for this report had been suspended. More than half (59.3%) had been expelled or had dropped out before completing a diploma or equivalency degree.

High levels of unemployment

While 75% of gang-involved individuals who were interviewed reported being employed at some point in time, more than half (58.3%) were unemployed at the time of their interview.

High levels of criminal involvement

86.8% of individuals identified as security threat group/gang members by Washington Department of Corrections are on probation/parole for a violent offense (assault, manslaughter, murder, robbery or sex crimes).

High levels of access to drugs and weapons

Gang-involved individuals reported an extraordinarily high level of access to drugs and firearms

% of interview participants who reported that it would be easy or very easy to obtain:

| | | | | |
|----------------------------------|----------------------------------------------|-----------------------------------------------------|--------------------------------|----------------------------------------|
| A handgun 88.9% | An assault weapon 85.2% | Crack, cocaine or heroin 92.6% | Opiates 92.3% | Methamphetamine 92.6% |
|----------------------------------|----------------------------------------------|-----------------------------------------------------|--------------------------------|----------------------------------------|

High levels of substance use

Four in five gang involved individuals (81.4%) reported using some sort of drug on a daily or more

than daily basis. The most commonly used substances were marijuana and alcohol, with higher levels of marijuana usage than any other substance.

Reported frequency of drug/alcohol use by interview participants



Homelessness

Washington Department of Corrections data on Security Threat Groups indicate that as of November 2018, one in five (21%) identified security threat group/gang members are transient/homeless.

Meeting the needs of gang/court involved youth and young adults

As shown by the above data, gang involvement tends to increase both offending and high-risk behavior. As individual’s become more connected to the gang, they tend to cut ties with more mainstream pursuits and social organizations, deepening the between gang-involved individuals and pursuits such as work and school:

This process has been referred to as “knifing off” (Moffitt, 1993), as the gang member cuts ties to other important social groups and organizations such as family, friends, schools, and religious community to focus more intensively on gang participation and identity, leading to higher levels of delinquency. Research conducted with 6th- to 9th-grade students in 15 schools with reported gang problems found that “the onset of gang membership was associated with an 82 percent increase in delinquency frequency.” (Melde and Esbensen, 2011, p. 535) As a gang member is pushed/pulled into the gang, the experience of gang membership further separates him from successful participation in mainstream society, worsening the social conditions he experiences, and escalating his involvement in crime.

Long-term gang membership is associated with an escalating succession of effects such as dropping out of school, increased risk of teen fatherhood/pregnancy, and lack of employment success (Thornberry, et al., 2003; Thornberry, et al., 2004). The longer an individual is involved in gangs, the more severe the effect becomes, and the greater the distance between the gang member and the mainstream (Young and Gonzalez, 2013).

The high rate of commission of violent crimes by individuals ages 21 to 30, as well as data from the gang member interviews, Tacoma Police Department and Washington Department of Corrections indicates that the largest population of gang members in Tacoma may be between 18 and 30. These high-need and possibly gang-involved individuals need intensive, flexible, accessible and comprehensive services to address the interrelated issues of gang involvement, drug/alcohol use, trauma exposure, homelessness, victimization, criminal involvement, lack of educational attainment and unemployment.

To show the range in intensity of services across programs in Tacoma, the following table was compiled with data reported by local agencies. This is not a measure of programmatic effectiveness, per se, but

does provide a look at cost for services by intensity (dosage) of services provided by client. Ideally, intervention clients, who have more involvement in high risk behaviors such as gangs and the criminal justice system should receive progressively more intensive services based on level of risk.

| Local agencies by budget, cost per client and cost per service hour | | | | | | |
|----------------------------------------------------------------------------|---------------------------------------------------------------------|---------------|--------------------------|------------------------|-------------------------|--------------------------------------------|
| Agency | Program | Budget | # served annually | Cost per client | Hours of service | Cost per hour of service per client |
| Peace Community Center | McCarver Scholars | | 120 | | 6 | |
| The REACH Center | The REACH Center (30+ programs for YYA) | \$2,500,000 | 2500 | \$1,000 | 8.1 | \$123.46 |
| Tacoma Pierce County Health Department | Family Support Partnership | \$1,700,000 | 300 | \$5,666 | 25 | \$226.67 |
| Comprehensive Life Resources | RAIN | \$685,000 | 100 | \$6,850 | 30 | \$228.00 |
| Tacoma Urban League | MIP | \$200,000 | 115 | \$1,739 | 32 | \$54.35 |
| Hilltop Artists | Arts Connect | | 65 | | 40 | |
| Big Brothers Big Sisters of Puget Sound | Big Brothers Big Sisters | \$500,000 | 200 | \$2,500 | 50 | \$50.00 |
| Peace Community Center | Hilltop Scholars | \$570,000 | 260 | \$2,192 | 50 | \$43.85 |
| Tacoma Urban League | Girls With Purpose | \$10,000 | 20 | \$500 | 52 | \$9.62 |
| Shared Housing Services | Youth Host Home Program | \$264,800 | 28 | \$9,457 | 60 | \$160.48 |
| Asia Pacific Cultural Center | Asian Pacific Islanders Youth Program, Promised Leaders of Tomorrow | | 105 | | 86 | |
| Consejo Counseling & Referral Service | Behavioral Health Services | \$890,000 | 500 | \$1,750 | 111 | \$16.04 |
| Hilltop Artists | Hilltop Artists | \$1,400,000 | 650 | \$2,154 | 180 | \$11.97 |
| Girl Scouts of Western Washington | Leadership Outreach Program | \$57,265 | 200 | \$286 | | |
| A Step Ahead in Pierce County | BOOST | | 100 | | | |

The data above suggests a lack of intensive, comprehensive services for individuals ages 18 to 30 who are criminal justice or gang-involved. Further, because these individuals may also have been institutionalized as juveniles and/or adults, many may mistrust governmental systems. Services for these individuals should use a service delivery methodology based at the individual level rather than in a building, and should focus on leverage points for gang desistance by engaging individuals in their identified areas of need:

“Many of these gang members, though lacking work opportunities and experience, aspire to lead a “conventional life,” particularly to obtain legitimate employment, to have their own place, and to have a family. They are cognizant of their limited educational background and lack of technical training, and realize that their future employment prospects lie in low-paid occupations unless they can obtain further education. . .Where they may once have been uninterested or disdainful of various job-opportunity, training, or educational programs, after fatherhood many were increasingly desirous of such supports, but sometimes found them difficult to access.” (Moloney et al., 2009, p. 318) (Young and Gonzalez, 2013).

At present, existing gang intervention services do not appear to be focused on the most criminally involved age groups nor do they provide the level of intensity of services that is necessary to effectively intervene with this population and reengage them in productive endeavors. In fact, at present, multiple prevention programs in Tacoma provide a higher dosage of services to clients than do intervention programs focused on more high-need populations. Substance abuse services are available to individuals involved in Washington Department of Corrections, but other types of services are limited for criminal justice and gang-involved adults.