CRIME AND JUSTICE INSTITUTE

Fall River Youth Gang Community Assessment

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Executive Summary

Fall River is the tenth largest city in Massachusetts, with a population less diverse than that of Massachusetts as a whole. Fall River lags behind the State in most measures of economic health, educational attainment, and residential stability. Service needs, as measured by enrollment in public assistance programs and unemployment, are generally higher in Fall River, as is the teen parent rate. Admissions for substance abuse treatment and unintentional opioid overdose death are much higher than average for the State.

Fall River's law enforcement data presents some challenges. The gang database used by the Fall River Police Department (FRPD) does not permit data to be extracted in a way that permits analysis. FRPD uses an objective definition to identify gang members and controls who can add new records to the gang database. It is unclear if identified gang members are reviewed and purged from the database on a regular basis. Analysis revealed a total of 31 gangs and 431 gang members in the database – 29% of whom fell within the Shannon targeted age range. Gang crime varies, but is primarily focused on narcotics and firearms. As a proxy for tracking gang crime, the Shannon initiative tracks aggravated assaults, incidents, and arrests, which have declined over the study period.

Fall River school data indicate higher rates of need on many measures. The percent of students indicated as high need is nearly 60% higher than the state as a whole. Fall River students also have poorer school attendance, lower 4-year graduation rates, and higher dropout rates than Massachusetts students as a whole. Fall River students were far more likely to be disciplined, and when they were disciplined, they were more likely to serve an out-of-school suspension.

As part of the assessment, researchers conducted focus groups with teachers, school resource officers, youth, and staff from youth-serving agencies. While the different groups had varying perspectives on many aspects surrounding youth and gang violence, there were several areas of congruence. School resource officers and teachers disagreed on some of the reasons that youth join gangs, but both groups felt that a lack of social-emotional skills contributed to gang involvement. One element consistent across focus groups was the belief that Fall River youth are becoming involved in gangs at a younger age. Focus groups were also in agreement that more resources/services are needed in the city to decrease youth and gang violence.

Results of a survey conducted as part of the community assessment revealed that a majority of respondents (who do not reflect a representative sample of the community) do not feel safer in their community than they did two years ago. The most common reasons cited for these feelings were an increase in drug dealing, burglary or robbery, and gang activity.

Fall River has several long-standing non-law enforcement initiatives to address gang violence. In 1997, before the Shannon grant began, a school-based group called the Peaceful Coalition was formed to address gang and youth violence in Durfee High School. The Fall River Shannon Initiative began in 2006 and has gone through a number of changes, the principle of which being changes to the location and function of the youth outreach program. Finally, Fall River also participates in the Safe and Successful Youth Initiative, funded by the Massachusetts Executive Office of Health and Human Services to target 'proven risk' males involved in violence.

The Fall River Shannon Initiative offers a full complement of services to youth identified as at risk for gang activity through an objective (but not validated) assessment instrument. Through Shannon, youth are offered case management services, mentoring, educational and vocational programming, employment assistance, and recreational opportunities. Community mobilization activities including National Night Out and the Peace By Piece summit are provided. The city maintains a youth violence partnership, which produces a newsletter, coordinates events, updates a website and social media, and hosts School Community Partnership meetings. Law enforcement also participates in the Shannon grant, sharing intelligence and information, collecting data, offering mentoring for individual's being released from jail, and engaging youth in programming when possible. Gaps and challenges identified include sustaining engagement of youth and families.

Key Findings

- Across demographic, economic, and educational dimensions, Fall River youth are at greater risk for many of the factors associated with gang involvement and delinquency.
- There was consensus among focus group participants (youth, teachers, SROs, service providers) that Fall River youth are becoming involved in gangs at a younger age
- The Gangster Disciples and the Crips seem to be two of the biggest and most active gangs in Fall River at the present time, a finding that is supported by have the interviews with youth and FRPD gang database info.
- Overt gang identification through colors or other signifiers is less common now than in the past, a point that focus group participants (youth, teachers, SROs, service providers) agreed upon.
- There do not appear to be female-only gangs, according to our focus group participants. Instead, females are more often 'associates' and are often connected to gangs through intimate or family relationships.
- School Resource Officers and teachers disagreed on some of the reasons that youth join gangs – with SROs more likely to suggest that joining a gang was the result of a breakdown in the family and teachers positing that it had more to do with looking for a sense of belonging and protection. Both groups, however, felt that a lack of social-emotional skills contributed to gang involvement.
- All focus groups cited a need for more resources/services in the city to decrease youth and gang violence.

Introduction

Gang problems differ dramatically across and within communities, as well as over time. Developing an effective response to the gang problem largely depends upon developing an understanding of the gang problem in the community being affected. Without a comprehensive understanding, communities and policymakers are unable to respond effectively or efficiently to address the gang problem.

As a result, the Office of Juvenile Justice and Delinquency Prevention's National Gang Center advocates a comprehensive community level assessment, comprised of data collected from a variety of perspectives as an initial step in formulating a tailored response to the gang problem. This document presents a comprehensive assessment of the gang problem in Fall River, Massachusetts, closely aligning with the template provided by the *OJJDP Comprehensive Gang Model: A Guide to Assessing Your Community's Youth Gang Problem.*

Community Demographic Data

Racial, Economic, Cultural, and Historical Characteristics of Fall River

Developing an understanding of the community's gang problem begins with developing an understanding of the community and its demographics. Fall River is the tenth largest city in Massachusetts, with a population of 88,857 as of the 2010 census. *Table 1: Demographic Characteristics* compares demographic characteristics from the community of Fall River with those of the state of Massachusetts in 2010 and 2000. Fall River's demographic characteristics are similar to those of Massachusetts as a whole. Compared to Massachusetts, Fall River has a slightly higher percentage of White residents, and lower percentage of Black, Asian, and Hispanic residents than does Massachusetts.

From 2000 to 2010, the demographics of Fall River remained roughly the same. The percentage of White residents declined slightly, and the percentage of Black, Asian, Hispanic residents and people who identify with more than one race increased. This fits the trend of Massachusetts as a whole, which also saw the percent of White residents decline slightly from 2000 to 2010, and the percent of Black, Asian, Hispanic residents and people who identify with more than one race increase.

Table 1: Demographic Characteristics[1]

	Fall River		Massachusetts	
	2010	**2000**	**2010**	**2000**
Total Population	88,857	91,938	6,547,629	6,349,097
Median Age	38	36.7	39.1	36.5
Percent Female	52.5%	53.3%	51.6%	51.8%
Percent White	87.0%	91.2%	80.4%	84.5%
Percent Black	3.9%	2.5%	6.6%	5.4%
Percent Asian	2.6%	2.2%	5.3%	3.8%
Percent More than One Race	2.8%	2.6%	2.6%	2.3%
Percent Hispanic	7.4%	3.3%	9.6%	6.8%

Table 2 depicts economic characteristics and education in Fall River and Massachusetts. Fall River has consistently lower financial and economic indicators than Massachusetts as a whole, with median household income especially revealing the gap; in 2010, the median income of Fall River households was less than half that of the state as a whole. Also in 2010, 7.5 percent of Massachusetts families were living below the poverty line, whereas nearly 18 percent of Fall River families were living below the poverty line. As a percentage, fewer Fall River residents have graduated from high school or have an advanced degree than Massachusetts as a whole.

Within Fall River, there was a slight increase in educational attainment and income across employment and education characteristics from 2000 to 2010. Although income rose, the percent of people and families living below the poverty line also increased. The percentage of residents holding advanced degrees and those who had graduated from high school also increased slightly from 2000 to 2010. The high (relative to the state) rates of poverty likely present a challenge to service providers, as Fall River youth may be more likely to face economic instability in their lives than youth in Massachusetts as a whole.

Table 2: Economic and Education Characteristics[2]

	Fall River		Massachusetts	
	2010	**2000**	**2010**	**2000**
Family per capita income	$20,337	$16,118	$33,966	$25,952
Median household income	$34,236	$29,014	$81,165	$50,502
All families whose income in past 12 months is below poverty line	17.8%	14.0%	7.5%	6.7%
All people whose income in past 12 months is below poverty line	20.2%	17.1%	10.5%	9.3%
High school graduate or higher (percent of people 25 years or older)	67.6%	56.6%	88.4%	84.8%
Bachelor's degree or higher (percent of people 25 years or older)	14.1%	10.7%	37.8%	33.2%

Mobility is measured in US Census data by how recently residents moved into their current home. *Table 3: Mobility Characteristics* depicts the percent of Fall River and Massachusetts residents who moved in the five years prior to the time of the census, or more than five years prior to the census. Across the census years, residents of Fall River experienced more residential mobility than Massachusetts residents as a whole. This difference was especially prominent in 2010, when just 20 percent of Massachusetts residents but almost 51

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[1] US Census Bureau
[2] Ibid.

percent of Fall River residents had moved into their current residence within the last five years. This suggests Fall River residents are more transient, moving either into or within Fall River with greater regularity than residents of Massachusetts. This could present unique challenges to service providers, as youth and their families may move frequently. Youth may move in and out of services areas, at times becoming ineligible for certain services, or may simply prove harder to keep track of.

Table 3: Mobility Characteristics[3]

	Fall River			Massachusetts	
	2010	**2000**		**2010**	**2000**
Moved in 0-5 years ago	50.9%	47.0%		20.1%	44.4%
Moved in over 5 years ago	49.1%	53.0%		79.9%	55.6%

Service Needs of Fall River

This section provides information about the potential service needs of the Fall River community. *Table 4: Fall River's Service Needs* contains measures of unemployment, use of public assistance, and teen pregnancy for Fall River and Massachusetts. The highest rates of unemployment for both Massachusetts and Fall River were seen in 2010, when the country was in the midst of the Great Recession. Fall River's unemployment rate is still much higher than the Massachusetts average. Across both census years, Fall River's unemployment rate was almost double that of Massachusetts.'

Fall River residents also utilize government assistance at higher rates than do residents of Massachusetts. The percent of those receiving Food Stamp/SNAP benefits in the past 12 months is particularly stark: in 2010 (the only year for which data was available), the percent of Fall River residents receiving benefits was more than twice as high as residents across the state as a whole. Rates of teen pregnancy were also significantly higher in Fall River than in Massachusetts – in both 2013 and 2003 (the years for which data was available), teen birth rates in Fall River were more than double those of Massachusetts.

The higher rates of many of these indicators in Fall River when compared to the state as a whole imply a higher level of need. Higher rates of unemployment and need for government benefits could mean youth face unique barriers to accessing services. For example, youth in Fall River may feel increased pressure to contribute financially to their families, and so may be less available for after-school or weekend programming than are youth in other parts of the state. Service providers may also face an added challenge when trying to find jobs for youth due to high unemployment rates in the market and the unavailability of jobs. Higher rates of teen parenthood, when compared to Massachusetts, may mean Fall River youth also need parenting-related assistance, such as parenting classes or child care while attending programming.

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[3] US Census Bureau

Table 4: Fall River's Service Needs

	Fall River		Massachusetts	
	2010	**2000**	**2010**	**2000**
With Food Stamp/SNAP benefits in past 12 months[4]	19.4%		8.4%	
Unemployment Rate (year average)[5]	14.2%	4.0%	8.3%	2.7%
With Supplemental Security Income in past 12 months[6]	11.4%	9.8%	4.7%	4.9%
With cash public assistance in past 12 months[7]	4.9%	6.5%	2.7%	2.9%
	2013	**2003**	**2013**	**2003**
Teen Parent Rates (births per 1,000 females age 15-19)[8]	32	59.1	12	23

The final set of Service Need indicators (*Table 5: Fall River Substance Use Indicators)* explored in this section are substance use related. Both Fall River and the state of Massachusetts have been impacted by the opioid epidemic, which is visible in the increased percentage of people being admitted to treatment for heroin and opioid use. Rates of unintentional opioid overdose deaths were also much higher across the years for Fall River than for Massachusetts, consistently more than twice as high.

For both the city and the state, the percentage of those admitted who are seeking treatment for heroin and other opioids has grown since 2005. Fall River's percentages for all three years are higher than Massachusetts, particularly in 2015. This is true for most other substances as well: percentages of individuals admitted to treatment programs in Fall River and Massachusetts are fairly consistent across substances. One exception is admissions for alcohol, especially in 2015, when 31.9 percent of Massachusetts residents were admitted for alcohol use compared to 19.4 percent of Fall River residents.

Table 5: Fall River Substance Use Indicators[9]

	Fall River			Massachusetts		
	2015	**2010**	**2000**	**2015**	**2010**	**2000**
Total Admissions for Alcohol/Drug Treatment	3,511[10]	3,345	3,130	104,233[11]	104,270	100,075
Total admissions as percent of population	3.9%	3.7%	3.4%	1.5%	1.6%	1.5%
Percent of total admissions for heroin	63.2%	47.7%	41.1%	53.1%	40.4%	38.2%
Percent of total admissions for alcohol	19.4%	27.1%	35.9%	31.9%	38.4%	41.4%
Percent of total admissions for other opioids	8.5%	12.8%	6.1%	5.8%	9.2%	5.6%
Percent of total admissions for crack/ cocaine	3.4%	6.4%	9.3%	3.4%	5.1%	5.6%
Number of Unintentional Opioid Overdose Deaths	22[12]	20	21	668[13]	526	525
Number of Unintentional Opioid Overdose Deaths per 100,000 people	24.8	22.5	23.0	10.0	8.0	8.2

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[4] US Census Bureau

[5] Bureau of Labor Statistics

[6] US Census Bureau

[7] Ibid.

[8] Massachusetts Department of Public Health

[9] Massachusetts Department of Public Health, Bureau of Substance Abuse Statistics

[10] 2014 data

[11] Ibid.

[12] 2012 data

[13] Ibid.

Law Enforcement Data

Developing a clear picture of the law enforcement understanding of the gang problem, as well as their response to gangs is vital in refining a community's gang response. Before adopting a comprehensive model that seeks to address gang membership using many different strategies, many communities' only response to the gang problem is law enforcement focused. Law enforcement are also some of the best sources of key elements of developing an anti-gang strategy, as they collect crucial data on the size, composition, and criminal behavior of gangs as part of their enforcement activities.

The Fall River Police Department (FRPD) has made progress in increasing its ability to track gangs and gang crimes, but is still working to further improve the data collection system. At the outset of the Shannon grant in 2006, the FRPD did not have a systematic way to track gang data in its main incident and arrest database. The two officers assigned to the gang unit recorded intelligence on gangs in a paper-based format and this information was not necessarily included in the main FRPD electronic database. In the early years of the Shannon grant and with Shannon support, the FRPD gang unit began work to implement a new electronic gang database (Tritech) that would act as an add-on module to the main data system. Over the next year, the gang officers transferred the information gathered in the paper files to the new electronic system. This was a work-intensive process as there are only two gang unit officers who are qualified to enter this intelligence into the system. Although it slowed the data entry, this process acted, and continues to act as a quality assurance measure, ensuring only eligible individuals are identified as verified gang members based on the state-approved ten-point FRPD gang identification policy.[14] This gang module and accompanying policy allows Fall River to better track verified gang members by requiring a specific level of evidence of gang activity before they can be confirmed as such.

While the improvements to intelligence quality and the departure from paper-based files were major steps, both the FRPD and CJI recognized the need for additional enhancements. The need became increasingly apparent as we worked to gather official gang data for this community assessment. Prior to the community assessment, CJI began an initial review of how the gang database functioned. We came to understand that much of the aggregate gang data provided by the officers was still obtained through manual tabulation and not through the generation of automatic, electronic reports. CJI staff further reviewed the system and were unable to identify a reporting function, so reached out to our counterpart in Brockton, as the Brockton Police Department uses the same data system. In conversations with the Brockton LARP, CJI determined that there truly was no functionality for automatic, aggregate reporting within this system without added costs. Following this confirmation, CJI developed an alternative strategy for presenting gang data for this report.

Given the limitations of the database, CJI requested a printed list of all gangs and gang members in the data system, which was provided by the gang unit officers. This list of gang names, members, and ages was manually entered into a spreadsheet and cross-referenced with the Shannon Law Enforcement Subcommittee's Suppression List. The following qualitative and quantitative data are the combination of CJI's data collection, Suppression List information, and the FRPD's 2017 problem statement.

Active Gangs & Member Characteristics

Fall River has multiple active gangs with varying characteristics, including street gangs, motorcycle gangs, prison-based gangs, and white supremacy gangs. For the purposes of the Shannon CSI, our work and analysis includes only street gangs. It is also important to note that the following list of gangs and number of members does not encompass all potential members. Once an individual is classified as a gang member by police officers, the individual must then be validated via the state-approved 10-point system by the two members of the Gang Unit who are considered experts in gang identification. In order to be validated, substantial

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[14] See Appendix A: Fall River Police Department, Gang Intelligence Database Selection Criteria Policy

documented evidence (e.g. photos, tattoos, written and electronic communications) must have been gathered through intelligence activities. Thus, the number of gang members is likely larger than the numbers presented in the figures below.

Table 6: Number of Classified Members by Gang

| Gang Name	Age 16 to 18	19 to 24	25 to 27	28+*	Total	% In Shannon Target Age Range	% Older than Shannon Target Age Range
Gangster Disciples		28	13	31	72	39%	61%
Bloods		10	11	46	67	15%	85%
Crips	2	24	11	20	57	46%	54%
Mafioso		1	6	39	46	2%	98%
Thetford Ave Buffalos	3	13	5	22	43	37%	63%
Asian Boyz	1	8	14	19	42	21%	79%
Latin Kings	1	5	2	22	30	20%	80%
40 Blocc	7	10			17	100%	0%
Folks	1	2	3	3	9	33%	67%
Dover Boyz			1	7	8	0%	100%
Other gangs with less than 8 members (N=21)	1	10	8	21	40	28%	73%
Total	*16*	*111*	*74*	*230*	*431*	*29%*	*71%*

According to the information recorded in the gang database, there are 33 confirmed gangs active in Fall River with 431 classified gang members, some of whom may be affiliated with more than one gang.[15] The Gangster Disciples have the most verified members in total, followed by the Bloods and Crips, respectively. The Gangster Disciples also have the largest number of members in the Shannon target age range. Of the individuals entered into our spreadsheet, the youngest verified gang member was 16 years old and the oldest was 27. Twenty-nine percent (121) of the unduplicated gang members are between the ages of 16 and 24. If 25 to 27 year olds are added to this number, the percent increases to slightly less than half, or 45 percent.[16]

Further, by looking at the largest eight gangs represented in the database (see chart below), data provide some guidance on which gangs may be more appropriate to target for Shannon services. 40 Blocc is the only gang with no verified members older than 24, so these members should clearly be a high priority for Shannon-supported interventions. Conversely, identifying and targeting Mafioso members would not be a good use of Shannon resources, based on the low number of verified Mafioso members between the ages of 10 and 24.

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[15] Table 6 includes 12 individuals who are listed with two different gang affiliations.
[16] A total of 189 out of 419 members

Age Distribution by Gang
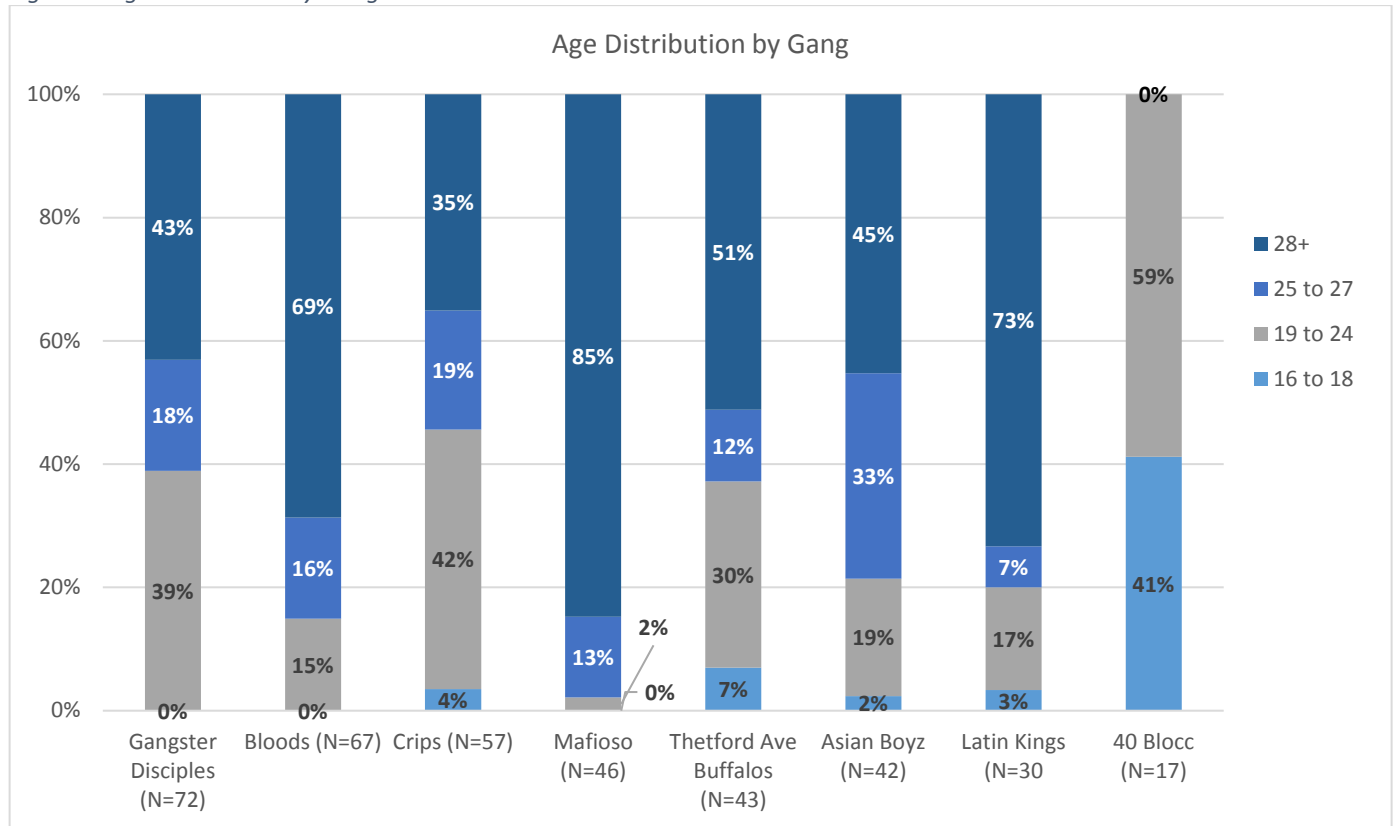
CJI also attempted to gauge the number of individuals who were currently active by cross-referencing the individual gang members to the Shannon Law Enforcement Subcommittee's Suppression List. The Suppression List includes individuals up to age 28, as older individuals tend to be more appropriate for suppression activities and younger individuals often more suited for intervention. Within the 10 to 28 age range, we found that 24 members are currently active on the Suppression List, 26 are not, and the remaining 151 have not been on the List in recent years. Moving forward, CJI hopes to work with the gang unit to ensure there is a structured policy that outlines how an individual may be removed from the database.

Types of Gang Crimes

According to the FRPD, the City of Fall River continues to experience problems with violent street gangs, e.g. Mafioso, Crips, Bloods, Folks, Gangsta Disciples, Tiny Rascal Gang, Asian Boyz and Thertford Street Gang (Buffalo Soldiers) – a violent Boston-based gang that tried to take over the Asian Boyz turf in Fall River. This action by the Buffalo Soldiers, who were trying to establish a base in Fall River for narcotic and firearm distribution, led to violent confrontations with Asian Boyz gang members. In one five-week period in 2015, two shootings, one stabbing, and two other violent incidents resulted in arrests and members of both gangs were found to be carrying stolen, high capacity firearms. The Asian Boyz gang interpreted the actions of the Buffalo Soldiers as disrespectful and threatening, and the Asian Boyz have taken violence to the surrounding area to reaffirm their turf. In defending their turf, Asian Boyz members have been arrested several times for crimes involving shootings, stabbings, robberies, random attacks, spray painting turf markers, and possession of firearms.

The Asian Boyz gang also has an ongoing issue with the Tiny Rascal Gang, which led to the recovery of a sawed-off shotgun and a large cache of ammunition for various firearms. In addition, a disagreement between the Original Bloods and the Asian Boyz resulted in multiple shootings, two involving AK-47s. In addition, Gangsta Disciples, Crips, Folks, and Original Bloods have all had ongoing disagreements over turf and narcotic sales, and

in response there have been revenge shootings, stabbings, home invasions, robberies, and beatings. According to FRPD data, since January 1, 2014, the police have had some type of contact with gang members over 1,401 times; firearms were involved 96 times, there were 55 shootings, and more than 81 drug arrests. While gang crime is the focus, many gang members have also been involved in domestic incidents, such as alcohol/drug calls and breaking and entering/burglary crimes.

CJI has tracked crime to measure, indirectly, the impact of the Shannon Initiative on youth crime in Fall River (see *Appendix B: Density Map, 2015 vs. 2016*). While directly tracking gang crime would be the best option, the Fall River Shannon CSI chose to track aggravated assaults, incidents, and arrests with victims or offenders aged 11 to 28 using data provided by the FRPD because of concerns including the potential under-reporting of gang crime due to the level of evidence needed to be verified[17]. From September 2003 through August 2016, the general trend in aggravated assaults has been downward. Month-by-month totals show a similar trend, with some exceptions. The last full year of data, 2016, shows a marked decrease in yearly aggravated assaults (79) over the previous year when they were nearly 20% higher (99). *(See Appendix C: Aggravated Assault Data, 2003 to 2016*). According to the Fall River Shannon CSI 2015 summary prepared by Clark University, as compared to five years ago, Fall River has experienced declines in three types of youth and young adult arrests: aggravated assaults, simple assaults, and robberies. It is important to note that it is not possible to conclude that the overall downward trend is a result of any specific program or other factor.

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[17] Prior to the setting of specific age parameters for Shannon-eligibility, CJI and Fall River included data for all aggravated assaults that included a victim and offender between the ages of 11 and 28. Starting with the 2017 grant year, CJI has modified the age parameters to align with the Shannon age range of 10 to 24. Moving forward, all simple and aggravated assaults will be included where the alleged offender is between 10 and 24 years old, with no age range restrictions of victims. Due to this parameter shift, data from 2003 to 2016 are presented separately from data starting in 2017 in the appendices.

Student and School Data

Many gang members are school-aged youth. Understanding the population of youth in schools, from demographics to academic performance and disciplinary incident rates help to paint a picture of youth in one of the best places to reach them – the classroom.

School Demographics

Over the past three calendar school years, Fall River's student demographics have been fairly stable with slight shifts. More than half of Fall River students are Caucasian/White, although that share has been slightly decreasing since 2013. Simultaneously, the percent of both Hispanic or Latino and Multi-racial non-Hispanic students has increased each school year. This trend mimics the wider demographic changes occurring in Massachusetts, as evidenced by statewide student race/ethnicity data.

Table 7: School Demographics[18]

	2013 - 2014		2014 - 2015		2015 - 2016	
	Fall River	**MA**	**Fall River**	**MA**	**Fall River**	**MA**
Total Enrollment (N)	10,319	955,739	10,246	955,844	10,123	953,429
Race/Ethnicity (%)						
African American or Black	7.2%	8.7%	7.2%	8.7%	7.4%	8.8%
Asian	4.4%	6.1%	4.5%	6.3%	4.3%	6.5%
Hispanic or Latino	21.1%	17.0%	22.1%	17.9%	23.5%	18.6%
Multi-race, Non-Hispanic	5.6%	2.9%	6.3%	3.1%	6.6%	3.2%
Native American	0.3%	0.2%	0.2%	0.2%	0.2%	0.2%
Native Hawaiian or Pacific Islander	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
White	61.3%	64.9%	59.7%	63.7%	57.9%	62.7%
Gender (%)						
Male	51.4%	51.2%	51.2%	51.2%	51.7%	51.2%
Female	48.6%	48.8%	48.8%	48.8%	48.3%	48.8%

With respect to the needs differences of Fall River and Massachusetts students, the largest gaps are seen in two indicators. Fall River students are more likely to be economically disadvantaged than Massachusetts students as a whole ---throughout the two school years shown in *Table 8*,[19] a little more than half of all Fall River students are identified as "economically disadvantaged"[20] compared with slightly over a quarter of Massachusetts students.

Fall River students are also more likely to be "high needs."[21] Although there was a substantial decrease in the percent of students falling within this category (82% in 2013/14 to 67% in 2014/15), this drop may be a result of the change made in how the economically disadvantaged indicator was calculated between the two school

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[18] Massachusetts Department of Education, Fall River Enrollment and Educator Data

[19] Due to a change in methodology, enrollment percentages and achievement data for "economically disadvantaged" and the pre-2014-15 school year designation of "low income" statistics cannot be compared to current terminology "economically disadvantaged." See: http://www.doe.mass.edu/infoservices/data/ed.html

[20] Economically disadvantaged is calculated based on a student's participation in one or more of the following state-administered programs: the Supplemental Nutrition Assistance Program (SNAP); the Transitional Assistance for Families with Dependent Children (TAFDC); the Department of Children and Families' (DCF) foster care program; and MassHealth (Medicaid). See: http://profiles.doe.mass.edu/help/data.aspx?section=students#selectedpop

[21] Massachusetts' Department of Education defines "High Needs" as calculated based on the number of high needs students, divided by the adjusted enrollment. A student is high needs if he or she is designated as either low income (prior to School Year 2015), economically disadvantaged (starting in School Year 2015), English Language Learner (ELL) or former ELL, or a student with disabilities. A former ELL student is a student not currently an ELL, but had been at some point in the two previous academic years. See: http://www.doe.mass.edu/infoservices/data/ed.html

years. Irrespective of this decrease, more than two-thirds of students are identified as high needs in Fall River while less than half of all students in Massachusetts have this designation.

Table 8: Selected Student Populations

	2013 - 2014		2014 - 2015		2015 - 2016	
	Fall River	MA	Fall River	MA	Fall River	MA
Selected Populations (%)						
English Language Learner	8.5%	7.9%	7.8%	8.5%	9.5%	9.0%
Economically Disadvantaged			56.6%	26.3%	59.1%	27.4%
Students w/Disabilities	20.4%	17.0%	19.1%	17.1%	18.9%	17.2%
First Language Not English	20.9%	17.8%	19.9%	18.5%	20.3%	19.0%
High Needs	81.7%	48.8%	66.9%	42.2%	69.7%	43.5%

School Attendance, Graduation & Dropout Demographics

Data reveal differences in attendance, graduation, and dropout rates for Fall River students when compared to state data as shown in *Table 9*. While the Attendance Rate for Fall River students is only a few percentage points lower than state rates, other attendance measures highlight Fall River students' and schools' challenges with student attendance. In past years, Fall River students were consistently absent an average of almost three school weeks' worth of schooling compared to an average of one and a half school weeks for statewide youth (see Average # of Days Absent in *Table 9*). The Chronically Absent rate is also stark in comparison to Massachusetts. For the past three school years, around 30 percent of Fall River students were chronically absent in comparison to Massachusetts' 12.5 percent. Fall River also has a much higher percentage of students who have more than nine unexcused absences than statewide numbers and more than half are absent ten or more days in a school-year.

A smaller percentage of students are graduating within four years in Fall River than in Massachusetts as a whole and a larger proportion of students are repeating a grade. There has been a small increase of four-year graduates in Fall River over the three school years, which could be a trend or could simply be random variance in the data. The dropout rate for Fall River students is more than double the state's dropout rate.

Table 9: Attendance, Retention, Graduation, & Dropout Data[22]

	2013 - 2014		2014 - 2015		2015 - 2016	
	Fall River	MA	Fall River	MA	Fall River	MA
Attendance Rate[23]	91.6%	94.9%	91.6%	94.7%	91.8%	94.9%
Average # of days absent (N)	14.1	8.7	14.2	9.0	13.9	8.8
Absent 10 or more days	53.4%	30.4%	54.5%	32.0%	53.4%	30.5%
Chronically Absent (10% or more)	31.7%	12.3%	30.3%	12.9%	29.2%	12.3%
Unexcused Absences > 9	47.8%	10.5%	45.7%	12.5%	43.3%	13.8%
Retention Rate[24]	2.9%	1.6%	3.1%	1.5%	2.4%	1.5%
4-Year Graduation Rate (end of school year)	68.6%	86.1%	70.4%	87.3%	71.7%	87.5%
% Dropout All Grades	5.3%	2.0%	5.5%	1.9%	5.6%	1.9%

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[22] Massachusetts Department of Education, Fall River Student Attendance and Retention
[23] Attendance rate indicates the average percentage of days in attendance for students enrolled in grades PK - 12. See: http://profiles.doe.mass.edu/help/data.aspx?section=students#indicators
[24] Retention Rate: The percentage of enrolled students in grades 1-12 who were repeating the grade in which they were enrolled the previous year. See: http://profiles.doe.mass.edu/help/data.aspx?section=students#indicators

Student Delinquent Behaviors

In the three years of data examined, Fall River students were far more likely to be disciplined for any and all offenses than in statewide data, although there was a decrease in the percent in the most recent two school years when compared to 2013/14. The largest difference between Fall River and the State in terms of the percent of students disciplined for individual offense types is found in offenses involving physical violence – physical fights and threats of physical attack. In Fall River during the last three school years, between 1.3 percent and 2.4 percent of students have been disciplined for a physical fight.

Table 10: Student Offense Data – Selected Offense Types

	2013 - 2014		2014 - 2015		2015 - 2016	
	Fall River	**MA**	**Fall River**	**MA**	**Fall River**	**MA**
All Students (N)	*11,009*	*980,427*	*10,814*	*980,976*	*10,852*	*979,947*
Students Disciplined - All Offenses	1,664	50,732	1,043	40,278	965	41,744
% of All Students	*15.1%*	*5.2%*	*9.6%*	*4.1%*	*8.9%*	*4.3%*
Illegal Substances	45	3,637	49	3,476	53	3,124
% of All Students	0.4%	0.4%	0.5%	0.4%	0.5%	0.3%
Physical Fight	260	5,156	137	4,753	150	5,251
% of All Students	2.4%	0.5%	1.3%	0.5%	1.4%	0.5%
Threat of Physical Attack	71	4,415	310	3,816	193	3,933
% of All Students	0.6%	0.5%	2.9%	0.4%	1.8%	0.4%
Physical Attack, Assault (non-sexual)	161	7,652	9	6,021	46	6,364
% of All Students	1.5%	0.8%	0.1%	0.6%	0.4%	0.6%
Theft (school, staff, or student property)	17	1,253	16	1,047	14	992
% of All Students	0.2%	0.1%	0.1%	0.1%	0.1%	0.1%
Vandalism/ Destruction of Property	19	1,218	11	1,012	6	1,050
% of All Students	0.2%	0.1%	0.1%	0.1%	0.1%	0.1%
Weapon on School Premises	27	1,317	38	1,383	24	1,308
% of All Students	0.2%	0.1%	0.4%	0.1%	0.2%	0.1%

Student Discipline[25]

Fall River students are much more likely to miss school for disciplinary reasons and be suspended. One item of note is that a higher proportion of students miss four or more days of school than miss one day due to disciplinary actions. Further, many more students receive out-of-school than in-school suspensions. This is also true of Massachusetts as a whole, but the difference is much greater in Fall River.

Table 11: Student Discipline Data

	2013 - 2014		2014 - 2015		2015 - 2016	
	Fall River	**MA**	**Fall River**	**MA**	**Fall River**	**MA**
Days Missed - All Offenses						
1 Day	Unavailable		2.7%	1.5%	2.8%	1.5%
2 to 3 Days	Unavailable		3.0%	1.3%	2.5%	1.3%
4+ Days	Unavailable		3.9%	1.4%	3.5%	1.5%
Discipline Type - All Offenses						
In-School Suspension	5.7%	2.1%	0.0%	1.8%	4.0%	1.9%
Out-of-School Suspension	13.8%	3.9%	9.6%	2.9%	6.6%	2.9%
Emergency Removal	0.0%	0.0%	0.1%	0.0%	0.7%	0.2%

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[25] Massachusetts Department of Education. Fall River Student Discipline Data Report

Community Perception Data

Community perception data provide important information about whether community members perceive a gang violence problem and about their support for potential solutions. In some ways, this information is the most difficult to collect because reaching a representative sample of community members can be challenging and time consuming.

In the spring of 2017, CJI created a survey asking Fall River community members for their opinions on gang and youth violence in the city. The survey, which consisted of approximately 20 questions, was distributed to the Fall River community through the Fall River's Youth Services Director's email distribution list, the United Neighbors of Fall River distribution list, and the website MyFallRiver.org. Several reminders were sent to list recipients in an attempt to increase the response rate. The survey was open for three months and received 28 responses (although questions did not force a response, so the number of responses varies for each question).

Demographically, far more women responded to the survey than men: 80 percent of respondents identified as female, and 20 percent identified as male. Respondents were also primarily white, with 82 percent identifying as white, seven percent as Black or African American, and seven percent as Asian. Most respondents (54 percent) had completed graduate or professional schooling as their highest degree. Given the demographics of Fall River as a whole (page 5), the sample of persons responding to the survey is not representative of the larger community.
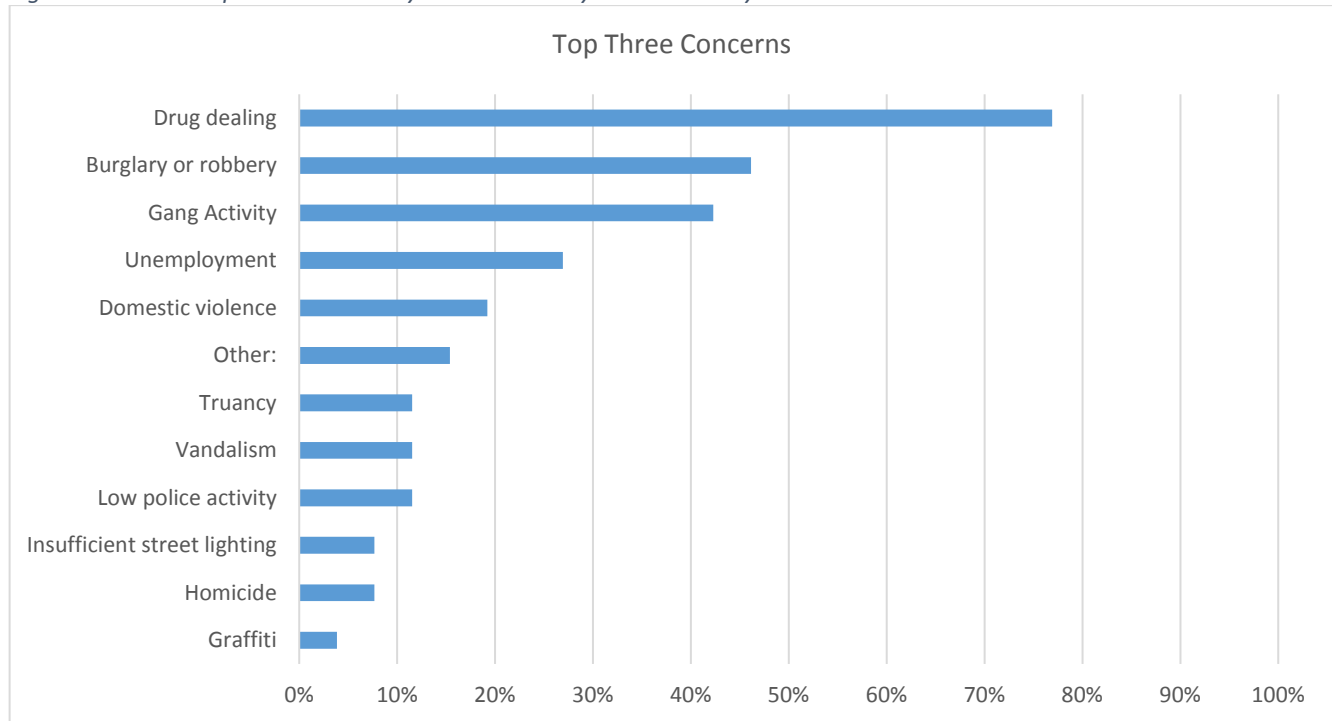
Respondents were asked about safety in their community, starting with the questions "do you feel safer in your community now than they did two years ago?" The results of this questions can be seen in *Table 13* below – a large majority indicated that they do not feel safer. Participants were then asked to describe why they either did or did not feel safer. Responses to this question ranged, but out of 23 text responses, 17 respondents mentioned an increase in crime.

Table 12: Do you feel safer in your community than you did two years ago?

	Percent	Count
Yes	29.6%	8
No	70.4%	19
Total	100%	27

Participants were next asked to pick the top three concerns they have about their community from a list of options. The results are shown in *Figure 2* below.

Top Three Concerns

Concern	Percent
Drug dealing	~77%
Burglary or robbery	~46%
Gang Activity	~42%
Unemployment	~27%
Domestic violence	~19%
Other:	~15%
Truancy	~11%
Vandalism	~11%
Low police activity	~11%
Insufficient street lighting	~8%
Homicide	~8%
Graffiti	~4%

Respondents were next asked about gangs in the community. *Table 14* and *Table 15* illustrate the answers to these two questions.

Table 13: Level of Gang Activity

	Percent	Count
In the past year, has gang activity in your community:		
Remained about the same	53.9%	14
Increased	38.5%	10
Decreased	7.7%	2

Table 14: Do You Think Your Child is At-Risk for Gang Involvement?

Do you think your child(ren) is in a gang or at risk of being in a gang?		
No	95.8%	23
Yes	4.2%	1

The survey next asked respondents to pick the top three problems that gangs present in the community (*Figure 3*), and the top three reasons they believe gang activity exists in their community (*Figure 4*).

Figure 3: Pick the top three problems, if any, that gangs present in the community
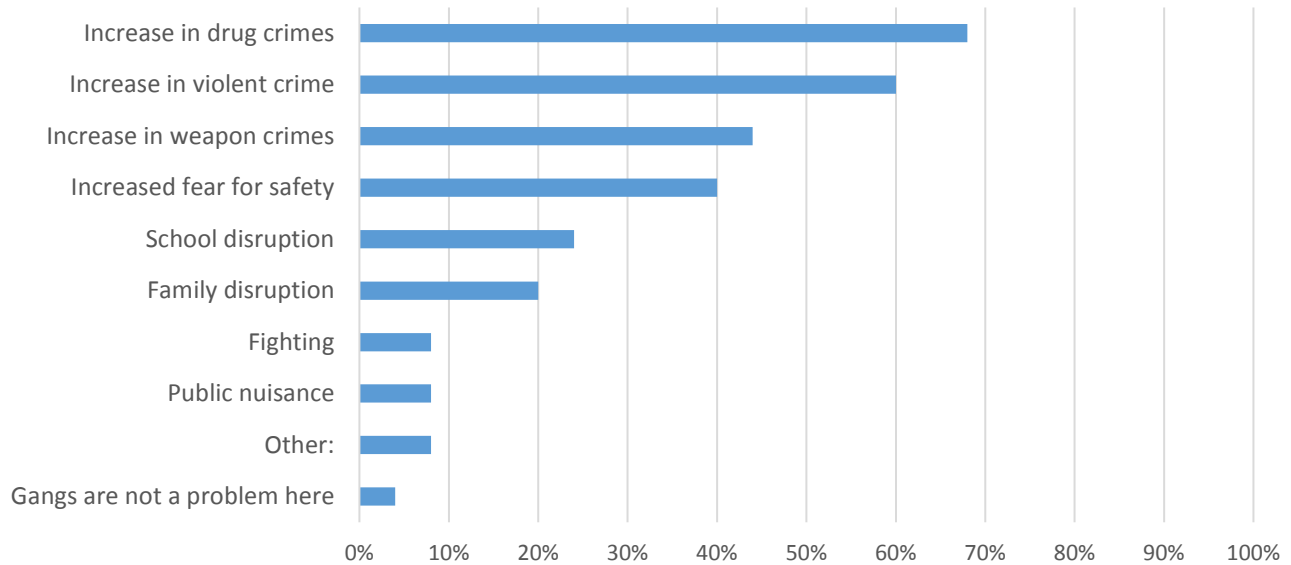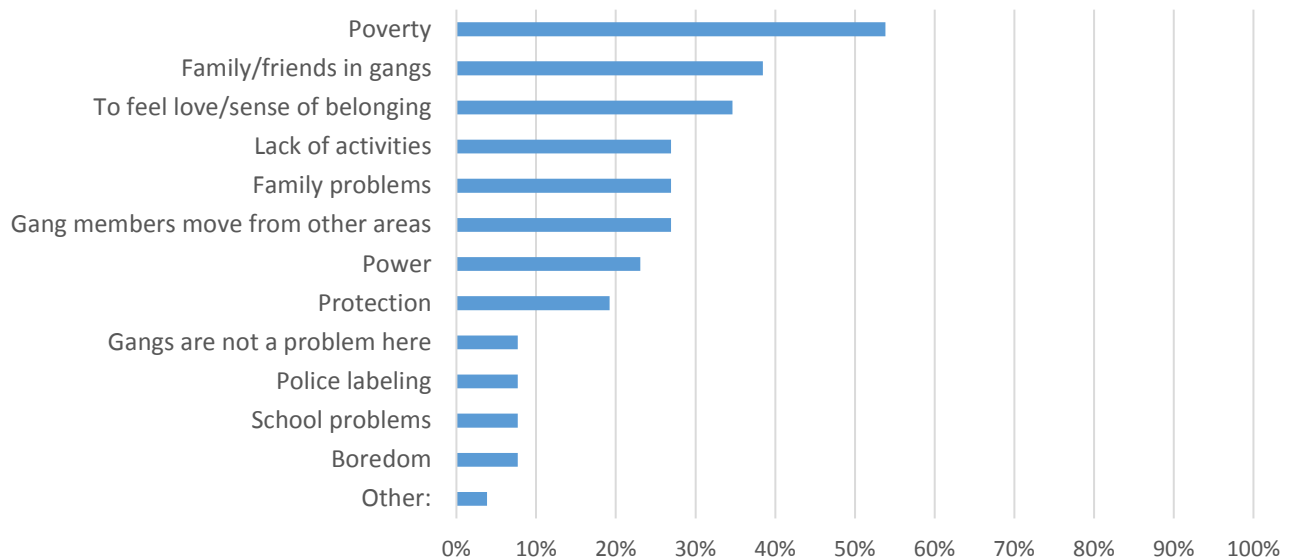

Figure 4: Pick the top three reasons you believe gang activity exists in your community

The survey then asked respondents to rank who they felt was most responsible for dealing with gangs and gang activity in their community. Respondents ranked 12 organizations on a scale from 1 to 12, with 1 being the most responsible and 12 being the least responsible for dealing with gangs and gang activity. The organizations listed were police, church, courts/criminal justice system, family, service providers, neighborhood association, school, housing authority, Office of Juvenile Affairs, treatment providers, community residents, and Office of Youth and Family Services. Respondents ranked the 12 organizations in unique ways, but two organizations were widely ranked the same: family was marked as #1 (the most responsible) by 12 out of 25 respondents and church was marked as #12 (the least responsible) by 11 out of 25 respondents. So, while there was wide variation in how respondents ranked organizations in the middle, almost half agreed family was the most responsible and church the least responsible for gangs and gang activity in their community.

Finally, respondents were asked to describe how their community has responded to gang activity. Responses varied greatly – out of 17 text responses, six people gave an answer referring to community intervention programs, three referred to collaboration between service providers and police, two referred to police efforts in the community, two referred to a gang task force, two referred to a neighborhood watch program, and two responded that the community was not responding well. Respondents were also asked how satisfied they are with the current response to gang activity. Out of 16 text responses, five responded they were not satisfied, five were somewhat satisfied, and three were satisfied.

Community Resources Data

In order to develop effective strategies to address the gang problem, we must understand a) what the historic response to gangs has been and b) what resources exist in the community to meet the needs of at-risk and gang-involved youth. In this section, we describe the history of anti-gang initiatives in Fall River and provide an inventory of community programs.

History of Community Responses to Gang Activity

In the past twenty years, there have been three major non-law enforcement initiatives to address gang activity in Fall River. Started in 1997, the Peaceful Coalition (PC) was established at B.M.C. Durfee High School to address an increase in gang violence and activity, and later established groups in some of Fall River's middle schools. Over the years, this in-school program worked with hundreds of youth at risk for gang involvement using a three-pronged approach.

The three components included prevention (for the younger at-risk youth), intervention (usually older, high-risk youth), and reinvention for all participants. The reinvention component included activities that relate to giving back to the community through volunteering, graffiti removal, and park clean-ups. Additionally, former PC participants stayed in touch with the group once they left school and would attend PC meetings to share their experiences and mentor current participants. As part of their approach, PC facilitators addressed non-violent conflict resolution skill building; aggression and violence prevention; gang prevention and intervention; support and guidance; ongoing positive relationships with caring adults; and provision of positive adult role models.

With the advent of the Shannon grant in 2006, Fall River was able to expand its gang intervention and prevention programming beyond a school-based setting. While the Peaceful Coalition continued to work with in-school youth, it also became a partner in the larger, more comprehensive Shannon initiative. In the first year of Shannon, the grant was managed by the Fall River Police Department and included an additional six partners – Bristol County Juvenile Probation, Bristol Workforce Investment Board, Fall River Boys and Girls Club, Fall River Health and Human Services, Peaceful Coalition, United Interfaith Action, and YouthBuild Fall River. Over time, new partners have been added and other partners worked with the initiative as un-funded partners. The number of partners has varied between six and 17. Regardless of the make-up of partners, the main components of the OJJDP Comprehensive Gang Model, social intervention, opportunities provision, suppression, community mobilization, and organizational change and development have been implemented by the Shannon partners and the sophistication and coordination between these partners has greatly improved over the years.

In the early years, the largest struggle was embedding a centralized youth outreach program 'hub.' Different partners worked as the outreach program's administrator, including Fall River's Youth Services of the Health and Human Services department and the Peaceful Coalition. In 2010, the Youth Outreach Program (YOP) moved to RE-Creation (formerly CD-Recreation). RE-Creation added additional supervision and professionalization to the YOP. Following these changes, CJI began work in earnest to provide research and strategic support to the YOP in order to strengthen its impact and fully implement its status as the Shannon hub for identifying appropriate Shannon participants. With the concerted attention and work on the part of RE-Creation, the Shannon Grant Director, and CJI, the impact and organization of the Shannon grant increased.

The third initiative, the Safe and Successful Youth Initiative (SSYI), began in 2011 with funding from the Massachusetts Executive Office of Health and Human Services (EOHHS). Although SSYI does not specifically target gang activity, it does target youth violence which often coincides with gang activity. Fall River has been able to leverage Shannon and SSYI to serve more youth involved in both youth and gang violence. There is significant overlap in the partners involved in Shannon and SSYI.

Gang Intervention and Prevention Services

Fall River uses a comprehensive, multi-disciplinary approach to decrease gang crime and violence. The foundation of the strategy has been, and continues to be, based on the OJJDP Comprehensive Gang Model. The goals of this strategy are to:

1. Decrease gang crime and youth violence with a comprehensive, multi-disciplinary approach with an emphasis based on positive youth development;
2. Increase collaboration; and,
3. Focus on sustainability of violence prevention efforts.

Following the OJJDP Model, Fall River's gang intervention and prevention activities are structured around the five strategies and are carried out by the various partners.

Social Intervention

Social intervention tactics are executed in multiple ways by the Youth Outreach Program (YOP), the Boys and Girls Club, the Family Service Association, Fall River Youth Court, Solidground Psychotherapy, and Fall River Public School's Resiliency Preparatory Academy (RPA).

Among these partners, the following activities are included in Fall River's social intervention components:
- Risk assessment to identify youth at risk or involved in gang activity;
- Individual case management services, including the development of long-term relationships with youth most at-risk;
- Referrals for youth and their families to pro-social services and activities through the Shannon network and the community;
- Memberships to the Boys and Girls Club that provide positive adult role models, safe havens for pro-social enrichment and educational activity beyond school hours;
- A Therapeutic Mentoring Program for Shannon-referred youth provided by Family Service Association
- Psychotherapy and assessment, individual, family and group therapy, including trauma assessments and trauma-focused cognitive behavioral therapy (mental health counseling); and,
- Saturday School provided by the Fall River Public School's RPA as an alternative to suspension.

Opportunities Provision

Jobs, job readiness, and education continue to be priorities for preventing and intervening in gang activity. Therefore, many Shannon partners contribute to the development of education and job opportunities for Fall River youth through advocacy, referrals, trainings, HiSet coaching and testing, and employment. The most significant partners in this strategy are Bristol Workforce Investment Board (BWIB), YouthBuild Fall River, Bristol County Sheriff's Office (BCSO), RE-Creation, Youth Court, Family Service Association, and YMCA.

Suppression

The majority of Fall River's suppression activities are implemented by the law enforcement partners, including the Fall River Police Department, Bristol County District Attorney's Office, Bristol County Sheriff's Office, and the Massachusetts Parole Board. The details of Fall River's suppression strategies are provided in the *Law Enforcement Strategies* section which follows this section.

Community Mobilization

The Fall River Youth Violence Prevention Initiative (FRYVP) Steering Committee comprises key stakeholders that collaborate to set the youth violence prevention activities' direction and resolve implementation issues.

All of the partners coordinate and communicate about gang issues, as well as participate in community peace initiatives.

United Neighbors organizes a series of trainings on youth violence and prevention and conflict resolution in order to empower youth and direct care workers to make change in their lives and in the community. These trainings assist in planning the annual Peace by Piece Summit as well as follow up to the event in implementing action steps.

Similarly, RPA runs youth empowerment programs throughout the year. Each segment builds upon the previous ones and reinforces the messages with positive youth development goals. Under Shannon, RPA supplements the programming with a youth violence focus to engage the youth and empower them to become agents of change.

The Youth Violence Prevention Coordinator works to create a solid collaboration between Shannon partners while creating a strong presence in the community and beyond through marketing, networking, activities, and events. The Coordinator develops and updates a strategic plan and maintains the FRYVP website. Other components include a quarterly FRYVP newsletter, coordination of community violence prevention events, and the School Community Partnership meetings.

The FRPD Gang Unit delivers the state-recognized "Gang Presentation" to area organizations on a frequent basis to share information on what gangs are, how to identify gangs and gang behavior, and recent gang trends in Fall River. The police department also participates in neighborhood meetings and in community events like the Police-Public Palooza and Police-Youth Dialogues.

Organizational Change and Development

The Shannon Grant Coordinator is the Coordinator of Fall River Youth Services and has been involved with the Fall River CSI since its inception. He serves as Grant Coordinator for Shannon and SSYI and is the point of contact for partners and funding agencies. His leadership, communication, and collaboration have helped make Fall River's program successful. Through their participation on the steering committee, School Community Partnership, and the execution of MOUs, Fall River's CSI partners are committed to developing and implementing policies that maximize the effectiveness of resources. The steering committee has identified three policy areas on which to focus: information sharing, staff training, and outcomes measurement.

First, each partner's policies and practices maximize the sharing of information. Second, staff development reflects the goals of CSI. Partners provide referral information to each other. Finally, all partners ensure that their policies reflect a commitment to measure the impact of their programs at the individual and program levels. All agencies share information and cooperate in all levels of evaluation, including that provided by CJI. This past year, Fall River partnered with Suffolk University to become familiar with the concepts of relational coordination and the use of the relational coordination survey as part of strategies to improve collaboration and performance across organizations involved in the implementation of the Comprehensive Gang Model. The focus is on boosting and measuring organizational change as part of the Model goals of youth and gang violence reduction. Fall River has continued to work with Suffolk University to improve its organizational change and development strategy.

Challenges/Gaps

While Fall River has a wide array of partners and strategies, there are still some challenges and gaps in services. A major challenge has been engagement, both of youth and their families. Although Fall River has the ability to identify Shannon-eligible youth, it has been a challenge to engage them in various programming options. To try to address this, in the 2017 grant year, Fall River strategically targeted schools with high-risk

youth, such as the Resiliency Preparatory Academy, the alternative school for middle and high school students. An additional effort included building rapport with School Resource Officers (SRO), staff, and youth at the school where many youth in attendance would be deemed Shannon-eligible. Program partners have also tried to work more closely with all SROs and school adjustment counselors to discuss violence issues, identify Shannon-eligible youth and their specific needs, and review available resources. Fall River's Family Resource Center, run by Shannon partner Family Service Association, provides another avenue to engage families with services and programs to address their various needs.

In the early years of Shannon, the lack of participation of the school department was a chronic issue. Realizing the need to engage the public schools more in community youth violence prevention efforts, the School Community Partnership was created during the 2012-2013 school year by the Youth Services/Shannon Grant Coordinator, and the Youth Violence Prevention Coordinator. The collaboration now meets in an effort to connect various agency offerings to the youth of the schools and community, providing safe and healthy activities and expanded learning. Fall River also moved the location and time of meetings to help ensure the active participation of School Adjustment Counselors, Guidance Counselors, Attendance Officers and SROs, who provide additional caring adults who work directly with the high-risk population. The inclusion of the schools was instrumental in the success of the previous year's Peace by Piece Summit, Youth Violence Prevention Week, and other violence prevention activities at the school. The Youth Outreach Program is also working to have an increased presence in the schools and provide the administration with additional supports.

Law Enforcement Strategies

Law enforcement in Fall River has been aware of and concerned about gang activity in the city for some time. The Fall River Police Department (FRPD) maintains a Suppression List of youth already known to be involved in a gang or in gang activity. Facilitated by CJI, a group of law enforcement stakeholders meets regularly to review the list, sharing information with each other about youth on the list for gang suppression purposes.

As previously mentioned, the FRPD purchased a gang database to allow officers to better monitor gang activity. The software has been extremely useful to the department and officers anticipate it will continue to be a valuable resource. Officers regularly receive training on new technology designed to help monitor gangs and gang activity.

FRPD also uses crime statistics to identify hot spots of activity in the city. Officers conduct targeted field patrols of these areas, collecting information, building relationships with residents, making referrals to other Shannon partners, and using zero tolerance enforcement tactics with known gang members and those convicted of repeated violent crimes. In addition to these hot spot patrols, FRPD conduct covert surveillance of ranking gang members in order to observe their activities and members.

FRPD collaborates with the Massachusetts Parole Board to monitor identified gang members reentering the community. The Parole Board works with FRPD to conduct joint patrols, unannounced home visits, warrant investigations, and warrant sweeps. These combined enforcement efforts result in increased contact with target populations, more intensive supervision of individuals on parole, and a heightened awareness of individuals returning to Fall River from incarceration. The Parole Board also facilitates Team Visits to parolees' homes to coordinate services for youth and their families, advise the community of returning citizens' needs, and provide training and support on suppression efforts to community outreach workers.

The Bristol County District Attorney's Office (DA) is also involved in gang suppression efforts, and works to combat gun and gang violence by focusing prosecution on high-risk cases involving gun, drug, assault, and gang-related violence in Fall River. The DA's office shares information with local and state law enforcement agencies to continue to develop best practices. The DA's office also conducts community education sessions on

gang, gun, assault, and drug related crimes. The goal of this focused prosecution and community education is to deter individuals from engaging in gang violence.

Finally, the Bristol County Sheriff's Office (BCSO) Reentry Initiative continues to target inmates who are considered high risk for continued criminal involvement after release. The Reentry Initiative's Community Mentor works with inmates prior to their release to facilitate discharge planning. Prior to release, all participants are able to enroll in programs like anger management, job readiness, and other classes to help facilitate their reentry. After release, the Community Mentor redirects returning citizens to the parole reentry center to work on transitional issues such as housing and employment. The Mentor also helps returning citizens get into detox centers during periods of relapse, provides one-on-one counseling to families and loved ones, and refers returning citizens and their families to other partners and services in the community.

Risk assessment by organizations other than social service and police

The use of risk assessments by courts, detention centers, and corrections agencies is limited. The Bristol County Sheriff's Department does screen for gang involvement as part of their intake procedures at the Bristol County House of Corrections. The courts do not conduct a risk assessment, per se, and largely depend upon information collected by the police for gang membership information, usually relayed through prosecution. Massachusetts Probation Service conducts the ORAS risk assessment suite and some tools in the ORAS suite directly address the issue of gang membership. Massachusetts Parole utilizes the LSCMI risk assessment, which also asks a series of questions pertaining to gang membership.

Summary of Resources

In addition to the services collected by CJI listed below, additional resources can be found on MyFallRiver.org's Community Resource Guide (http://www.myfallriver.org/content/community-resource-guide) that is maintained by United Neighbors of Fall River.

Youth Services Provided in Fall River		
Name	**Category**	**Description**
Arbour Counseling Services - Fall River Center	Counseling	Specializes in ADD/ADHD, Child and Adolescent Psychiatry, Dual Diagnosis, Multicultural Issues, School Based Programs, Trauma-Related Issues
B. C. C. Adult Basic Education	Education/Employment	Offers Free GED preparation, career counseling and job placement
Boys and Girls Club of Fall River	After School Program	A youth development agency serving youth from Kindergarten through graduating from high school offering a safe place for youth to learn, play, and grow.
Bristol Workforce Investment Board	Education/Employment	Offers services to eligible out-of-school and in-school youth in the areas of literacy and math, HiSET prep, job readiness skills, career exploration, and employment brokering.
Child & Family Services - Fall River	Counseling; Family Services; Mentoring	Provides outreach and community counseling, mentoring, and family services
Fall River Career Center	Education/Employment	Assist people with job searching
Fall River Health and Human Services	Basic Needs	The Youth Services division of Fall River HHS sponsors youth leadership groups and offers other services to help young people meet their physical and social needs.
Fall River Parent Academy	Family Services	Fall River Parent Academy offers free learning opportunities to Fall River parents and caring adults.

Fall River YMCA	After School Program	Offers wellness programs, summer camps and other activities for youth and the community.
Fall River Youth Court	Diversion	A diversion program for offending youth ages 8-16 as an alternative to the traditional court system. High school students serve as attorneys, and a jury of youth peers decide on a sanction.
Family Resource Center	Family Services	Offers family support services such as parent education groups, peer support groups for youth and adults, social and recreational activities for youth and families, and services specific to youth having serious problems at home and school.
Family Service Association	Family Services	Offers programs to support individuals and families including after school day care, family resource program, parent support programs, therapy, and mentoring.
Greater Fall River RE-Creation	After School Program	Provides recreational, educational, and developmental activities such as dance, sports, and fitness classes.
Katie Brown Educational Program	Education/Employment	Offers educational programs on age-appropriate relationship violence prevention education.
Parent Group - a Youth Trauma Program	Trauma Services	A free 8-week group designed to provide education and support to parents of children who have been sexually abused. Offered through St Anne's Hospital Youth Trauma Program.
People, Incorporated	Family Services	Offers family support services, employment training and job development, children's services, and residential services.
Reclaiming Futures Bristol County Juvenile Drug Court	Diversion	The Reclaiming Futures model unites juvenile courts, probation, adolescent substance abuse treatment, and the community to reclaim youth. Together, they work to improve drug and alcohol treatment and connect teens to positive activities and caring adults
Saint Vincent's Home	Counseling	Works with youth and their families to restore relationships; provides in-home and community-based services, behavioral health, residential and group living assistance, and special education. Emphasizes trauma-informed, family centered, compassionate care.
SER-Jobs for Progress, Inc.	Education/Employment	Offers employment services, upgrading job skills and increasing business and economic opportunities, in addition to education classes
Seven Hills Behavioral Health	Counseling	Provides behavioral health services, counseling, case management, education, and family support.
SMILES Mentoring Program	Mentoring	One-on-one mentoring program for at risk children and youth
Solidground Psychotherapy	Counseling	Psychotherapy and assessment for children, adolescents, and adults.
SSTAR - Project ASSIST	Education/Employment	Offers job coaching, support groups and case management
St Anne's Hospital Youth Trauma Program	Trauma Services	Offers free evaluation and counseling services to children and adolescent victims of trauma, and their family members.
The May Institute	Counseling	Provides counseling and support services to children, youth, and their families, including: outpatient counseling, psychiatric assessment, and medication management.
Therapeutic Mentoring - Child & Family Services	Mentoring	Offers structured, one-to-one support services between a therapeutic mentor and a youth (up to the age of 21) for the purpose of addressing communication, daily-living, and social needs.
United Neighbors of Fall River	Family Services	A collaborative of organizations promoting a strong, health, and safe community which will assist families in the promotion of peace, and optimum

		growth and development of children. Seeking to develop strong, sustainable family support systems
YouthBuild Fall River	Education/Employment	Youth development program for people between the ages of 16-24. Offers alternate weeks of working towards earning a GED and learning vocational skills.

Appendix A: Fall River Police Department, Gang Intelligence Database Selection Criteria Policy

Appendix B: Density Map, 2015 vs. 2016

Appendix C: Aggravated Assault Data, 2003 to 2016

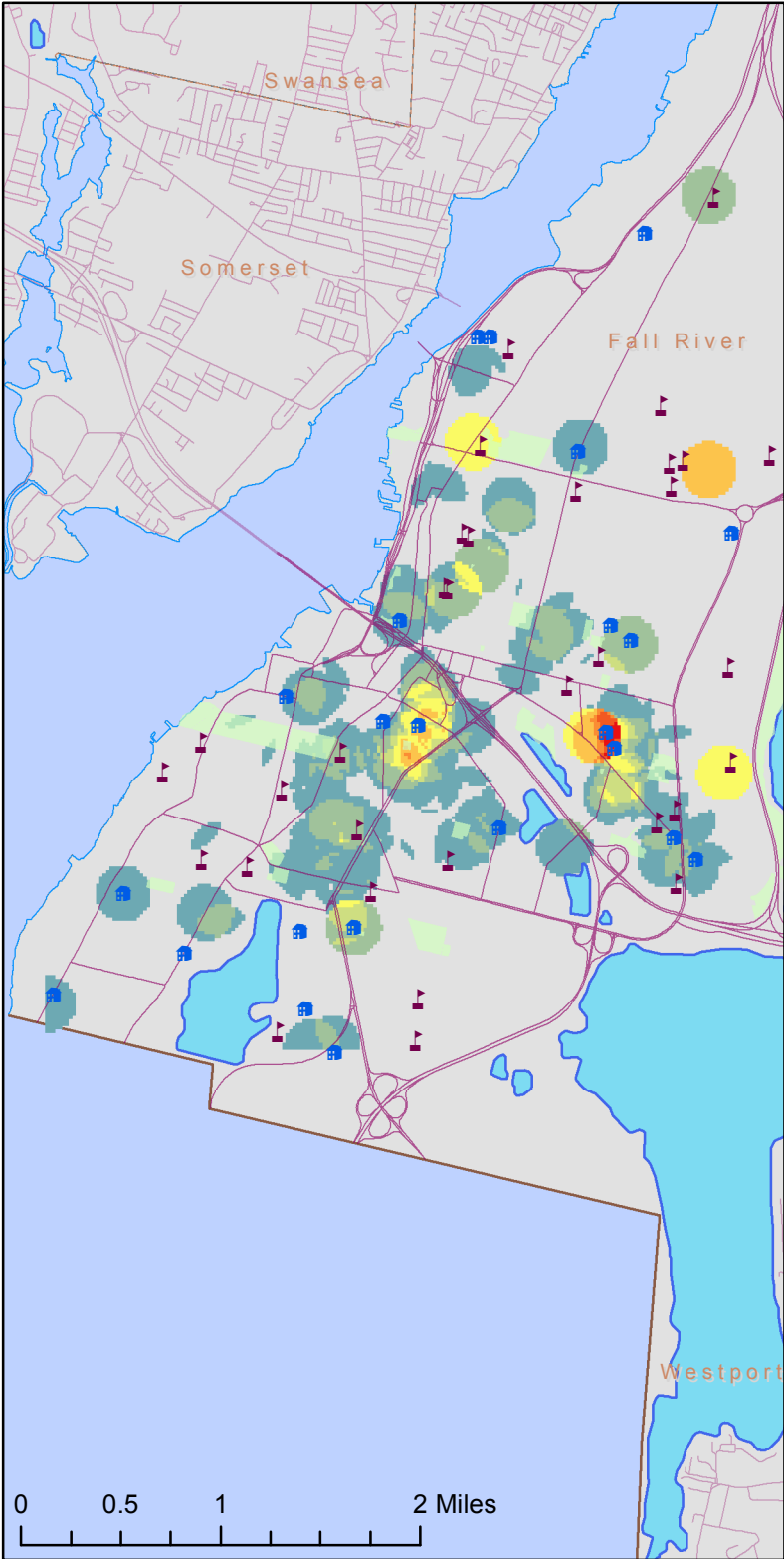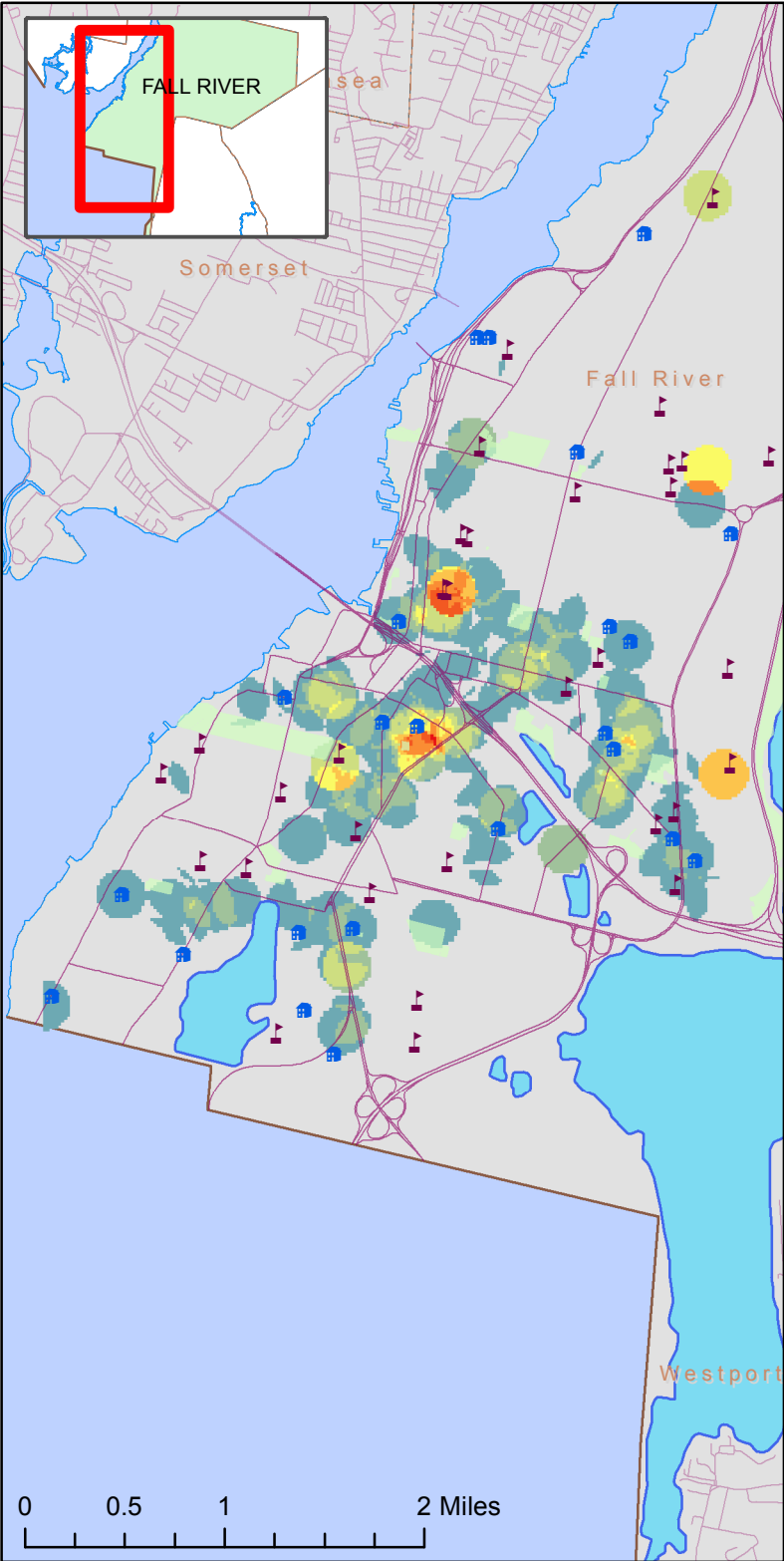Appendix D: Incident/Arrest Data, January – June 2017

Appendix E: Focus Group Protocols

Appendix F: Community Resident Survey

Fall River Unique Incidents & Arrests Density Map, 2015 & 2016 Involving Victims & Offenders Between Ages 11 to 28

2015

2016

FALL RIVER

Somerset

Fall River

Westport

Swansea

Somerset

Fall River

Westport

0   0.5   1   2 Miles

Incident Density

Very Low Density   Moderate Density   Very High Density

Schools

Housing Developments

Parks

N

Map Production & Analysis: Crime and Justice Institute at CRJ; Incident & Arrest Data Source: Fall River, MA Police Department
Map Layer Files Source: Office of Geographic Information (MassGIS) Commonwealth of Massachusetts, MassIT
Last Save Date: 7/7/2017 12:19:22 PM

Fall River Shannon Community Safety Initiative
Simple and Aggravated Assaults – Incidents and Arrests between Youth, Ages 11 to 28 & Shots Fired
January 1, 2015 – December 31, 2015 vs. January 1, 2016 – December 31, 2016

Unique Incident Frequencies:

Arrest or Incident	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Arrest	**173**	**70%**	**132**	**68%**
Incident	73	30%	62	32%
Total	*246*	*100%*	*194*	*100%*

Assault Type	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Aggravated	99	40%	79	41%
Simple	**147**	**60%**	**115**	**59%**
Total	*246*	*100%*	*194*	*100%*

Offense Description	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
A&B[1] (1)	**123**	**50%**	**106**	**55%**
A&B WITH DANGEROUS WEAPON[2]	55	22%	43	22%
ASSAULT[3]	7	3%	7	4%
ASSAULT TO MURDER, ARMED	3	1%	1	1%
ASSAULT W/DANGEROUS WEAPON[4]	28	11%	24	12%
RESIST ARREST	28	11%	12	6%
STRANGULATION OR SUFFICATION[5]	2	1%	1	1%
Total	*246*	*100%*	*194*	*100%*

Weapon	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Blunt Object	16	7%	22	11%
Other[6]	34	14%	20	10%
Handgun[7]	11	4%	8	4%
Knife/Cutting Instrument	30	12%	11	6%
Motor Vehicle	3	1%	4	2%
None	16	7%	13	7%
Personal Weapons (Hands/ Feet/ Etc)	**131**	**53%**	**113**	**58%**
Unknown	5	2%	3	2%
Total	*246*	*100%*	*194*	*100%*

[1] Includes: (209); CAUSING SERIOUS INJURY; ON +60 / DISABLED PERSON; ON A PERSON WITH AN INTELLECTUAL DISABILITY; ON AMBULANCE PERSONNEL; ON FAMILY / HOUSEHOLD MEMBER; ON FAMILY/HOUSEHOLD MEMBER SUBSQ; ON POLICE OFFICER; ON PREGNANT PERSON; ON PUBLIC EMPLOYEE; TO INTIMIDATE
[2] Includes: CAUSING SUBSTANTIAL INJURY; ON A PREGNANT PERSON; (SHOD FOOT); (BARREL); (WARRANT REQUEST); FIREARM, ASSAULT AND BATTERY BY DISCHARGING A FIREARM; FIREARM, ATTEMPT TO COMMIT A&B BY DISCHARGING A

[3] Includes: (209A); ON AMBULANCE PERSONNEL; ON FAMILY / HOUSEHOLD MEMBER
[4] Includes: TO WIT KNIFE; (MOTOR VEHICLE)
[5] Includes: PREGNANT VICTIM
[6] Includes: Fire/Incendiary Device
[7] Includes: Firearm (Unspecified Automatic); Firearm (Unspecified); Handgun (Automatic); Other Firearm

Unique Offender Frequencies:

Offender Gender	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Male	**208**	**69%**	**155**	**67%**
Female	95	31%	77	33%
Total	*303*	*100%*	*232*	*100%*

Offender Race	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
White	**206**	**68%**	**141**	**61%**
Black	90	30%	82	35%
Unknown	5	2%	9	4%
Asian	2	1%	0	0%
Total	*303*	*100%*	*232*	*100%*

Offender Age	Jan '15 - Dec '15	Jan '16 - Dec '16
	#	#
Valid	296	229
Missing	7	3
Mean	20.7	19.7
Median	21	19
Minimum	11	11
Maximum	28	28

Unique Victim Frequencies:[8]

Victim Gender	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Male	**125**	**51%**	93	48%
Female	117	48%	**101**	**52%**
Unknown	1	0%	0	0%
Total	*243*	*100%*	*194*	*100%*

Victim Race	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
White	**199**	**82%**	**156**	**80%**
Black	37	15%	31	16%
Unknown	4	2%	5	3%
Asian	3	1%	2	1%
Total	*243*	*100%*	*194*	*100%*

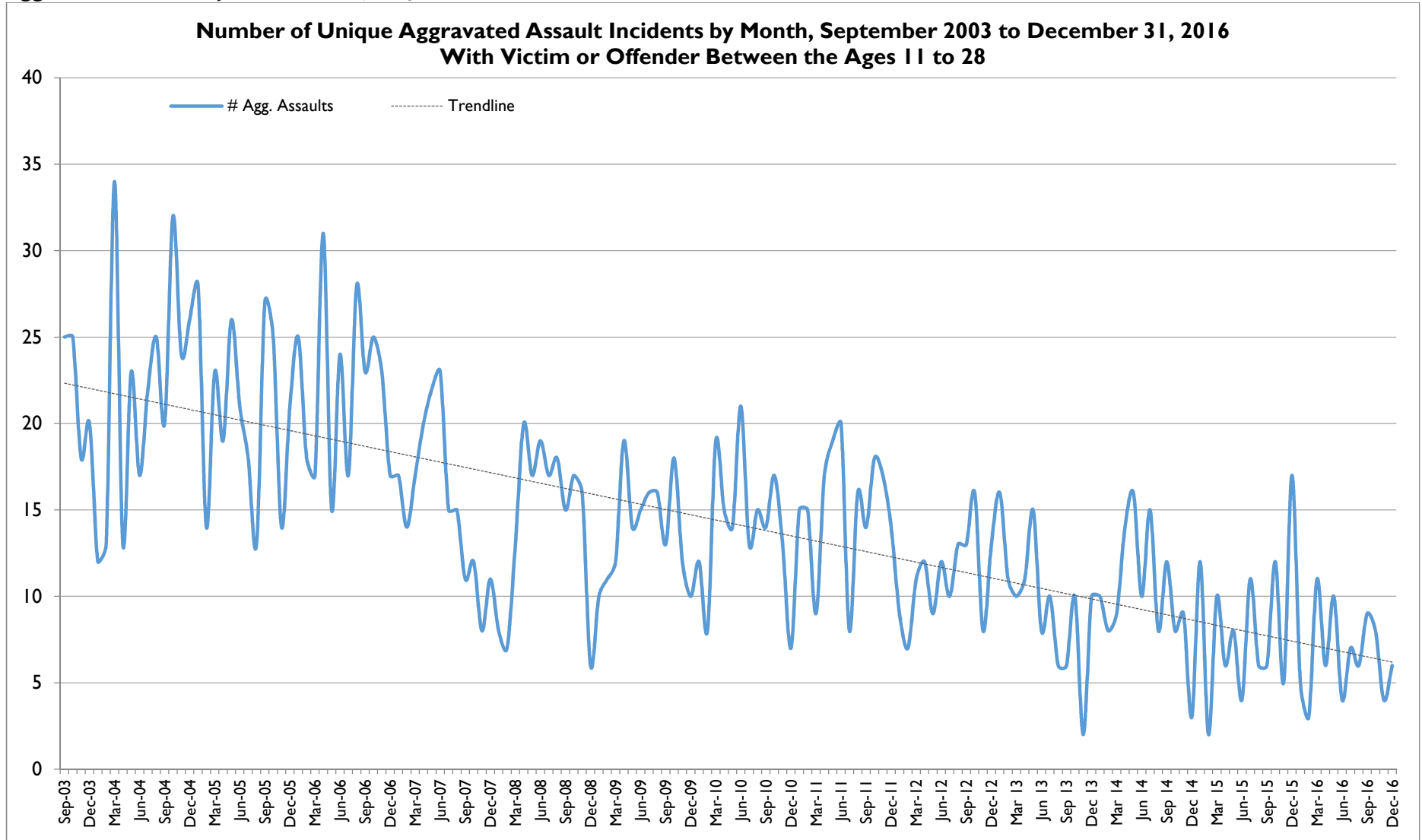| Victim Age	Jan '15 - Dec '15	Jan '16 - Dec '16
	#	#
Valid	235	190
Missing	74	29
Mean	20.3	20.6
Median	20	22
Minimum	11	11
Maximum	28	28

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[8] 66 FRPD Officers in 2015 and 25 FRPD Officers in 2016 not included in victim statistics

Shots Fired:

Day of Week	Jan '15 - Dec '15		Jan '16 - Dec '16	
	#	%	#	%
Sunday	6	15%	3	10%
Monday	4	10%	5	17%
Tuesday	3	8%	**6**	**21%**
Wednesday	5	13%	4	14%
Thursday	5	13%	4	14%
Friday	**8**	**21%**	**6**	**21%**
Saturday	**8**	**21%**	1	3%
Total	*39*	*100%*	*29*	*100%*

Shots Fired by Month, September 2014 - December 2016

Number of Unique Aggravated Assault Incidents by Month, September 2003 to December 31, 2016 With Victim or Offender Between the Ages 11 to 28
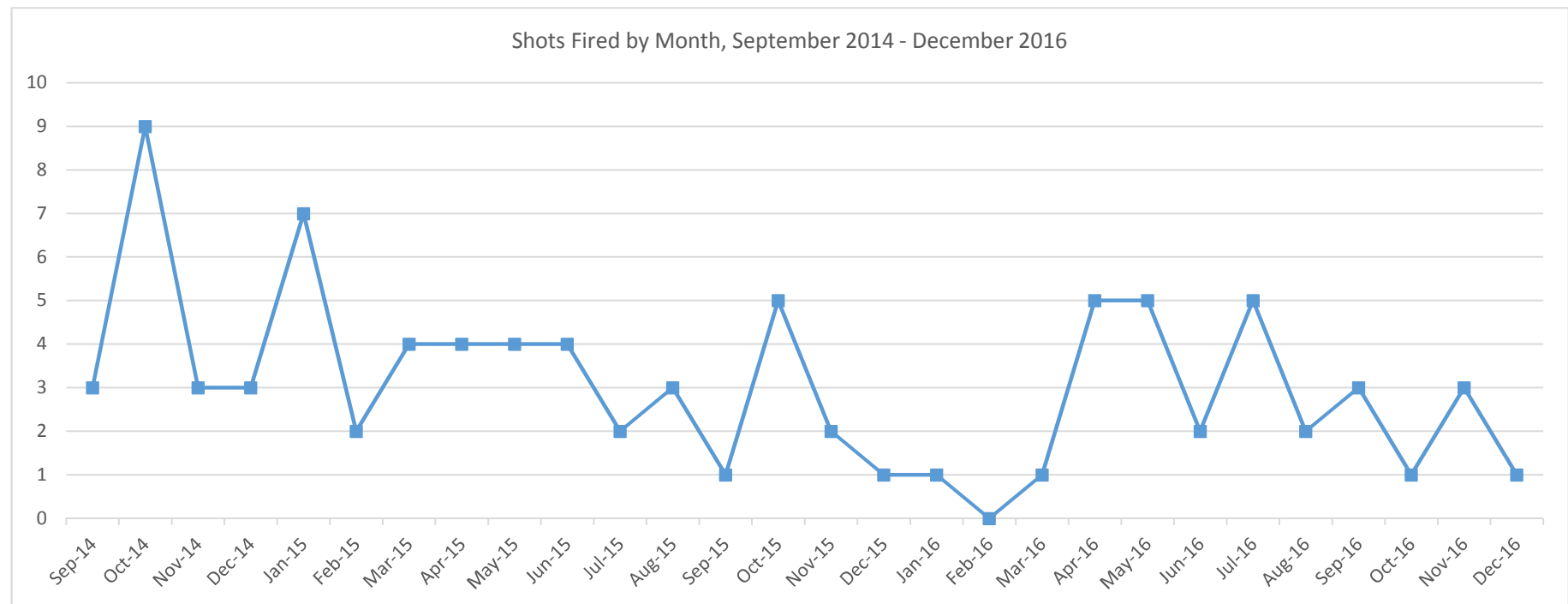
Number of Aggravated Assaults

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
January		12	28	25	17	8	10	12	15	9	16	10	12	5
February		13	14	18	14	7	11	8	15	7	11	8	2	3
March		34	23	17	17	13	12	19	9	11	10	9	10	11
April		13	19	31	20	21	19	15	17	12	11	14	6	6
May		23	26	15	22	18	14	14	19	9	15	16	8	10
June		17	21	24	23	20	15	21	20	12	8	10	4	4
July		22	18	17	15	17	16	13	8	10	10	15	11	7
August		25	13	28	15	18	16	15	16	13	6	8	6	6
September	25	20	27	23	10	15	13	14	14	13	6	12	6	9
October	25	32	25	25	13	17	18	17	18	16	10	8	12	8
November	18	24	14	23	8	16	12	13	17	8	2	9	5	4
December	20	26	21	17	12	6	10	7	14	13	10	3	17	6
Totals		*261*	*249*	*263*	*186*	*176*	*166*	*168*	*182*	*133*	*115*	*122*	*99*	*79*

Focus Group Protocol and Questions: Fall River Shannon CSI School Staff Group Interviews
May 25, 2017

Introduction:

Good (morning or afternoon) and welcome to today's interview. First of all we want to thank you for taking the time to join our discussion of gang and youth violence in the city of Fall River. My name is (say name) and I work for the Crime and Justice Institute (CJI) at Community Resources for Justice and we have worked as Fall River's Shannon Local Action Research Partner since the grant's inception in 2007. Along with me is (........) who also works for CJI. The topics we talk about today will help Fall River supplement the understanding of the nature and prevalence of youth gang violence in the city. CJI is also gathering quantitative and qualitative data from other partners including service providers, youth, and local law enforcement. This community assessment will help inform the Shannon initiative about gaps in services, more effective delivery of services to youth, and how to decrease gang and youth violence in the city.

The goals of this interview are to:

1. Collect your thoughts and opinion(s) about gang and youth violence in Fall River
2. Learn about your thoughts and opinion(s) on Fall River's response(s) to gang and youth violence
3. Identify any potentially helpful programming or resources that are not currently offered to the youth of Fall River.

You were asked to participate because your experiences and knowledge from working in Fall River schools will help us to better understand the youth and gang violence issues in the city. There are no right or wrong answers and we seek a wide variety of perspectives.

Before we start, let me share some ground rules and read to you the consent form that explains what we hope to accomplish today. (***Please read the consent form here***)

(Please reiterate from consent form) This is a research project and the information shared in this interview will be used only to improve the Shannon initiative and to enhance our understanding of the community's perception on the state of youth and gang violence in Fall River. Records of the study will be kept private. We will be on a first name basis today, but in our reports names will be not be used.

Our discussion will be about 30 minutes, so let's begin.

Questions

1. Do you feel that youth gang violence is a problem in Fall River?
    a. What about in your school?
        i. To your knowledge, are there a lot of gangs in or around your school?
        ii. When were your first aware of gang problems in or around your school?
2. What types of problems do gang members present in or around the school (if any)?
    a. If there are problems, when and where do these problems usually occur (time of day, classroom, outside of classroom, etc.)?
    b. Do gangs in your school commit crimes? If they do, what type of crimes do they commit?
    c. What issues do you think contribute to gang violence in your school?
3. Are you aware of any specific characteristics of gangs in your school? (Number of members? Age? Specific colors/symbols? Names?)
    a. Are there female gang members? Are there any female only gangs?
4. What are some things that make it more likely someone would join a gang?
    a. Why would a gang member leave a gang?
5. Do you believe that gang violence in increasing, decreasing, or staying at about the same level among the youth? Why?
6. Do you think youth violence (not just gang related) is a problem in your school?
    a. How easy do you think it would it be for a youth to get a handgun?
    b. Are there lots of fights among youth in school? Outside of school?
    c. IF YES: to your knowledge, what are the causes of these fights?
7. How do you feel about your relationship(s) with the students you work with?
    a. In addition to the standard schoolwork questions and issues, what types of issues do you most often help the youth you work with?
8. Can you describe the general community response to gangs and/or youth violence? (E.g. law enforcement, parents, educators, other community-based agencies, etc.)
    a. Are you satisfied with the current response?
    b. Are there other types of responses to gang and/or youth violence that could be used? If yes, what other types?
    c. Are there any services that would benefit the youth of Fall River that are not currently offered? If yes, what type of services and how would they be beneficial?
9. Is there anything else you want to tell us about gang or youth violence in your school and/or Fall River?

Introduction:

Good (morning or afternoon) and welcome to today's focus group. First of all we want to thank you for taking the time to join our discussion of gang and youth violence in the city of Fall River. My name is (say name) and I work for the Crime and Justice Institute (CJI) at Community Resources for Justice. Along with me is (.......) who also works for CJI. The topics we talk about today will help CJI provide recommendations to Shannon partners (e.g. Boys and Girls Club, Youth Build, Probation) about gaps in services, more effective delivery of services to youth, and how to decrease gang and youth violence in the city. The Fall River Shannon Community Safety Initiative is composed of community organizations, city agencies, and local law enforcement dedicated to addressing gang and youth violence in the City of Fall River. Members of the Shannon initiative work together to develop and put into practice strategies, programs, and policies that address the reasons why youth join gangs and commit violence and promote a more peaceful community.

The goals of this focus group are to:

1. Collect your thoughts and opinion(s) about gang and youth violence in Fall River   .
2. Identify any potentially helpful programming or resources that are not currently offered to the youth of Fall River.
3. Allow you to share your thoughts and opinions on the Shannon and SSYI youth outreach program.

You were selected to participate because a member of the Shannon initiative thought your experiences and knowledge would allow you to contribute to our discussion. There are no right or wrong answers and we seek a wide variety of perspectives. Please share your point of view, even if it differs from what others have said.

Before we start, let me share some ground rules and read to you the consent form that explains what we hope to accomplish today. (***Please read the consent form here***)

(Please reiterate from consent form) This is a research project and the information shared in this group will be used only to improve the Shannon initiative. Please speak one at a time. We don't want to miss any of your comments. If several people are talking at the same time, it will become difficult to understand everyone. Records of the study will be kept private. We will be on a first name basis today, but in our reports names will be not be used.

Our discussion will be about 45 minutes, so let's begin. We've placed name cards on the table, so if you could please write your first name only on the card so we can see it that would be great. Let's find out more about each other by going around the room one at a time. Please tell us your first name.

Questions

1. Why do youth join gangs? Why do youth in the city of Fall River join gangs?
   a. What are some things that make it more likely someone would join a gang?
   b. Why would a gang member leave a gang?

2. Are there a lot of gangs in Fall River?
   a. *[**Only for in-school youth**] Are there gangs or gang members in Fall River schools?
   b. *[**Only for in-school youth**] Do you ever feel unsafe in school because of the presence of gangs?

3. What are the characteristics of gangs in Fall River?
   a. What are the main activities of gangs in Fall River?
   b. About how many members make up a gang in Fall River?
   c. Do gangs in Fall River commit crimes? If they do, what type of crimes do they commit?
   d. Are you personally afraid of gangs or gang members in Fall River?
   e. Do gangs in Fall River associate with other gangs in the area?

4. What are the characteristics of gang members in Fall River?
   a. Are there female gang members? Are there any female only gangs?
   b. Do gang members in Fall River wear specific colors and/or symbols representing their gang?
   c. About how old/young are gang members in Fall River?

5. What are the causes of youth violence (not just gang related) in the city of Fall River?
   a. Do you think youth violence is a problem in Fall River?
      i. How easy would it be for you to get a handgun?
   b. *[**Only for in-school youth**] Are there a lot of fights in school? What about fights outside of school?
      i. IF YES: what are the causes of these fights?
   c. Are there areas of Fall River that have more youth violence taking place than others?
      i. IF YES: do you know why these areas have more youth violence?
   d. Do you personally feel safe from youth violence in Fall River, why or why not?

6. How do you feel about the youth outreach program in Fall River?
   a. How did you decide to participate in the Youth Outreach program?
   b. What has your experience been like in the Youth Outreach program?
   c. How do you feel about your relationship with your outreach worker?
      i. Do you find it easy to communicate with them?
         1. If YES, why and how often? If NO, why not?
   d. What does your outreach worker most often help you with?

7. Are there any services that would benefit the youth of Fall River that are not currently offered?
    a. How would these additional services help youth in Fall River?
8. Is there anything else you want to tell us about gang or youth violence in Fall River?

Community Resident Survey

1. Are you:
❍ Female ❍ Male

2. What race/ethnicity do you consider yourself to be?
❍ White/Caucasian
❍ Black/African American
❍ American Indian
❍ Hispanic/Spanish
❍ Asian
❍ Native American/American Indian
❍ Other: _____

3. What is your current marital status?
❍ Never married
❍ Married
❍ Widowed
❍ Separated
❍ Divorced

4. What is the intersection (cross streets) nearest your place of residence?
_____

5. Do you feel safer in your community than you did two years ago?
❍ No ❍ Yes

Please Explain:_____
_____

6. Please pick the top three concerns that you have about your community, if any.

❍ Unemployment	❍ Graffiti
❍ Homicide	❍ Truancy
❍ Gang Activity	❍ Vandalism
❍ Loud music	❍ Domestic violence
❍ Unkempt property	❍ Insufficient street lighting
❍ Drug dealing	❍ Low police activity
❍ Burglary or robbery	
❍ Other: _____	

7. Do you think there are gangs in your community?
❍ No ❍ Yes

8. Do you think your child(ren) is in a gang or at risk of being in a gang?
❍ No ❍ Yes

9. In the past year, has gang activity in your community:
❍ Increased
❍ Decreased
❍ Remained about the same

10. Please pick the top three problems, if any, that gangs present in the community:

❍ Gangs are not a problem here	❍ Fighting
❍ Increase in violent crime	❍ School disruption
❍ Increase in drug crimes	❍ Public nuisance
❍ Increase in weapon crimes	❍ Family disruption
❍ Increased fear for safety	
❍ Other: _____	

11. Please pick the top three reasons you believe gang activity exists in your community:

❍ Gangs are not a problem here	❍ Boredom
❍ School problems	❍ Poverty
❍ Lack of activities	❍ Power
❍ Family/friends in gangs	❍ Protection
❍ Police labeling	❍ Family problems
❍ Gang members move from other areas	❍ To feel love/sense of belonging
❍ Other: _____	

12. Please pick the top three things you believe should be done about gangs and gang activity in your community:

❍ Gangs are not a problem here	❍ Programs/recreation
❍ More police protection	❍ Mentoring
❍ Jobs provision and job training	❍ Tutoring
❍ Other: _____	

13. Please rank the following organizations from most responsible (1) for dealing with gangs and gang activity to least responsible (12) for dealing with gangs and gang activity:

_____ Police
_____ Church
_____ Court/criminal justice system
_____ Family
_____ Service providers
_____ Neighborhood association
_____ School
_____ Housing authority
_____ Office of juvenile affairs
_____ Treatment providers
_____ Community residents
_____ Office of Youth & Family Services

14. How has your community responded to gang activity?

_____
_____
_____
_____
_____

15. How satisfied are you with the current response to
gang activity?

_____
_____
_____
_____
_____

16. What are you willing to do, if anything, to help deal
with gangs and gang activity in your community?
Please check all that apply:

❍ Nothing
❍ Neighborhood outreach
❍ Become a youth group leader
❍ Tutor
❍ Form sports leagues/teams
❍ Mentor
❍ Teach skills (auto mechanics, crafts, music, computer skills,
electronics, etc.)
❍ Other: _____

17. What is the highest level of schooling you have completed?

❍ Completed grade school or less
❍ Some high school
❍ Completed high school
❍ Some college
❍ Completed college
❍ Graduate or professional school after college
❍ Vocational or technical training

Thank you for your participation.
Your opinions and comments are appreciated.

If you would like to leave any additional comments for us,
please use this area or attach another sheet of paper.