

The Importance of Community

Investing in Effective Community-Based Crime Prevention Strategies

The Indianapolis Foundation, a CICF affiliate, 2015 summary report of the City of Indianapolis' 2013-2014 Community Crime Prevention Grant Program.

The Importance of Community

Investing in Effective Community-Based Crime Prevention Strategies

In 2013, **The Indianapolis Foundation, a CICF affiliate**, was selected by the City of Indianapolis to administer its Community Crime Prevention Grant (CCPG) program, a responsive, open-invitation grant program specifically dedicated to investing in local efforts that have the potential to reduce crime in the Hoosier Capital. This 2015 report summarizes the Foundation's efforts during the first-year serving as grant administrator of the CCPG program, lessons learned from the community in which it serves, and specific recommendations to help improve the impact of local crime prevention investments going forward.

The Importance of Community is a fitting title for the Community Foundation's first crime prevention report to the city and underscores the resounding voice of our residents, ***Our Community Matters***. It is the intent of this report to honor the spirit of collective community action that has consistently responded to the city's most visible and pressing problems, including, but not limited to, responding to rising homicide rates, investing in economically deprived and disenfranchised neighborhoods, and reducing resident marginalization and disengagement of various populations.

After more than a year of listening to our community, researching evidence-based practices, and evaluating our own efforts, The Importance of Community inaugural report unequivocally asserts that our greatest potential of reducing homicides and incarceration as a result of committing a crime is deeply rooted in collective community action and targeted interventions aimed at serving narrowly defined populations. In this report, The Indianapolis Foundation will summarize years of community-based recommendations and provides a specific community investment plan based on multiple community convenings, crime prevention related reports, and listening to our community.

About The Indianapolis Foundation

Established in 1916, The Indianapolis Foundation was one of the first community trusts in America. The Foundation is a public charity and an affiliate of Central Indiana Community Foundation (CICF), a collaborative effort between the community foundations serving Marion and Hamilton Counties. As Indiana's oldest and largest community foundation, The Indianapolis Foundation was created to ensure that the quality of life in Marion County continuously improves; to help where the needs are greatest and the benefits to the community are most extensive; and to provide donors a vehicle for using their gifts in the best possible way now, and in the future as conditions in the community change.

Acknowledgements

The Indianapolis Foundation, a Central Indiana Community Foundation affiliate, would like to acknowledge the critical contributions of Indianapolis residents and thank the general community for providing recommendations to improve the quality of life in Indianapolis and help make Indianapolis a safer city. Special thanks to our residents that have shared their recommendations with The Indianapolis Foundation, to include, but not limited to: the Re-entry Study Commission, Marion County Re-Entry Coalition, Your Life Matters committee members, Public Safety Department, City County Council Members, Community Corrections, Probation, local elected and state officials, community leaders, local advocates, clergy and faith leaders, concerned residents, and our youth. This report represents a compilation of many hours of listening and reading the suggestions from our community listening tour. The Indianapolis Foundation would like to thank all contributors and past community organizing efforts that serve as the foundation of this community report. It is the Foundation's goal to enhance the collective voice of its community and **present a summary of resident recommendations that provides the greatest opportunity to maximize limited public and charitable resources, enhancing the Community Crime Prevention Grant program effectiveness, and reducing the impact of crime in Indianapolis.** It is with great respect and gratitude to our community that we share these collective learnings with our residents.

Foreword

To the Indianapolis Community,

On behalf of the Department of Public Safety and all of those who strive to make Indianapolis safer, I am grateful and appreciative of the effort that OUR community foundation, The Indianapolis Foundation, an affiliate of Central Indiana Community Foundation, invested in releasing such a comprehensive crime prevention report. In 2013, The Indianapolis Foundation was selected by the City County Council of Indianapolis to administer the City's Community Crime Prevention Grant (CCPG) program. **The Importance of Community** report, a summary of findings from the first year The Indianapolis Foundation administered the CCPG program, **is one of the most thorough reviews that anyone has completed.** This report clearly demonstrates The Indianapolis Foundation's, CICF's, and their many partners', commitment to being both a good steward of public resources and a critical community partner for improving the quality of life of Indianapolis residents.

As Public Safety Director, I strongly believe, and the evidence supports, that crime is the effect of a litany of social issues beginning with the breakdown of the family structure and the overall sense of community ownership. As The Indianapolis Foundation points out in The Importance of Community report, **our greatest opportunity to achieve lower, sustainable crime rates is to (1) use data to inform our strategies, (2) work collaboratively as a community, and (3) vigorously address quality of life issues that are root causes of crime.** Some critical quality of life issues that effect crime include, but are not limited to, low education attainment rates, chronic joblessness and limited employment opportunities, access to affordable healthcare, mental health services, and housing in safe neighborhoods with a strong sense of community.

The Importance of Community report draws attention to the potentially negative effects that the aforementioned quality of life issues have on core family structures, thereby contributing to higher rates of family disruptions and crime rates. **This is the most essential reason why the Department of Public Safety's plan is fundamentally a quality of life plan and not just a crime prevention plan.**

In Indianapolis, the crime rate, both violent and non-violent, is down. Non-violent crime is down substantially. In terms of violent crime, while we have seen a rise in homicides in our city over the past two years, shootings actually declined in 2013 and 2014 compared to the reported number of shootings in 2012. At the time I am sharing my remarks, June 2015, Indianapolis has seen a 40 percent decrease in homicides in the past six months.

Yes, there has been progress, but the underlying quality of life problems still exist and, like before, rates will increase in the future unless we deal with systemic community issues.

Our community's long term success is not dependent solely on the success of the CCPG program, the community foundation, or the Department of Public Safety; rather **our success is dependent on the community's understanding of these important issues related to crime and our ability to collectively invest our time, talent, and treasure to find appropriate and long-lasting solutions.** The Importance of Community report stresses the necessity of the whole community working together and powerfully outlines a clear collective action framework that provides guidance for future public/private investments of resources.

To achieve long-lasting higher quality of life experienced by all our residents, **it is imperative for us as a community to be more sophisticated in the way we view and analyze data.** Collecting crime related data that helps better inform the work of Public Safety is extremely challenging and will be more so within the community-based work supported by The Indianapolis Foundation and the CCPG program. However, it can be accomplished. With the leadership of The Indianapolis Foundation and their many partners, we can move closer to integrating data so that we can measure the return on our collective investment and demonstrate community-wide impact of our collective effort.

For Example, EMS data acknowledges social/crime issues before it is ever manifested in our police data. Our local heroin issue is a prime example. Increased heroin use was seen in medical data a full year before police data. Additionally, we have found that between 30% and 40% of all residents arrested suffer from some kind of mental illness. This level of data analysis is critical to understanding the underlying challenges related to crime and develop appropriate, effective, and cooperative intervention strategies.

Also, we can use data to understand patterns of crime within specific neighborhoods. While Department of Public Safety used zip codes in the past to identify crime patterns; we have found that often the diversity in demographics and geographical area within a large zip code, in some instances, has a tendency of skewing the data. Therefore, DPS has opted to more narrowly define six target neighborhoods where crime is highest to focus on our quality of life initiatives.

Our residents need to realize that most crime in our targeted areas is committed by those who do not reside there. In our highest crime area, only 17% of those arrested actually live in this area. Again, this goes back to the systemic quality of life issues I mention above, there is no sense of community and many offenders travel to these areas to commit crimes. As a result, our residents are at times fearful and do not call or cooperate with the police.

It is clear; we can't solve our community's systemic social ills alone or without the use of data to inform our efforts.

If we are successful in moving forward a collective quality of life plan, and as community engagement increases, we will likely see a temporary increase in the reporting of crime. According to the Police Foundation in Washington DC, it is estimated that 30% - 50% of all crime goes underreported. However, when we work together as a community and address systemic issues our community will see a long-term decrease in crime. In sum, CICF's report to the community is impressive and adds tremendous value to our collective work. **Therefore, with resounding affirmation, I affirm *The Importance of Community*.**

Sincerely,

A handwritten signature in black ink, appearing to read 'TRR', written over a horizontal line.

Troy Riggs
Director of Public Safety
City of Indianapolis

Contents

- About The Indianapolis Foundation..... 1
- Acknowledgements 2
- Foreword 3
- Executive Summary..... 7
- CCPG Program Quick Facts..... 8
- Community Matters..... 9
- Violence Thrives in Small Networks 11
- First Time Offenders, Life-Long Prisoners 12
- Education is Prevention 14
- Opportunity Lost..... 15
- The Strength of Neighborhoods..... 17
- Community of Action 18
 - Collective Action Framework 20
 - Logic Model 21
- Lessons Learned..... 22
- Recommendations..... 23
- References 24
- Appendix I: Program Development 27
 - Background..... 27
 - Crime Prevention Grant Priorities 28
 - Grant Evaluation and Selection Criteria 29
 - Grant Reporting Requirements..... 29
- Appendix II: Adult Program Report 30
 - Adult Demographic Summary 30
 - Adult Crime Prevention Indicators..... 31
 - Adult Program Outcomes Summary 31
- Appendix III: Youth Program Report 32
 - Youth Demographic Summary 32
 - Youth Crime Prevention Indicators 33
 - Youth Program Outcomes Summary..... 34
- Appendix IV: General Observations 35
 - Adult Program Observations..... 38
 - Youth Program Observations 39

Executive Summary

In this report, The Indianapolis Foundation, a CICF affiliate, has compiled the lessons it has learned from a community listening tour and provided recommendations for the City of Indianapolis' Community Crime Prevention Grant (CCPG) program. In 2013, The Indianapolis Foundation was selected by the Indianapolis Marion County City-County Council as grant administrator to publically administer crime prevention funding investing in community-based strategies for both adults and youth that have the potential of reducing crime in the city. During our first year of grant administration, the Foundation awarded \$1.86M to 43 local organizations serving over 10,000 Indianapolis residents.

What follows is The Indianapolis Foundation effort to synthesize its findings in this inaugural 2015 crime prevention report, *The Importance of Community*. Our key lessons learned that we share in this report to reduce crime in Indianapolis have been compiled into five basic concepts:

- Strong communities, with strong family structures, that are connected to workforce opportunities experience less crime, particularly less violent crime.
- There is strong evidence, both locally and nationally, that the majority of violent crime is committed by a small network of residents with prior criminal offenses and who associate with other residents with criminal histories.
- The vast majority of previously incarcerated residents will be either re-arrested or return to prison, resulting in huge demands on public resources, our local public safety and criminal justice systems.
- The majority of inmates in the U.S. lack a high school diploma.
- Indianapolis has a strong spirit of community and collaboration. Collective action, supported by data driven strategies, has proven to be most effective in addressing critical community challenges, especially when seeking to reduce violent crime.

As a result of our learning, The Indianapolis Foundation respectfully submits its recommendations and plan of action to more effectively administer public dollars and achieve specific community outcomes related to reducing crime, strengthening Indianapolis' communities, and improving the quality of life of Marion County residents. In this report, The Indianapolis Foundation recommends investing in specific, high crime neighborhoods by forming broad-based and collaborative community initiatives that specifically target known violent offenders, formally incarcerated residents, and youth, particularly African American males that are at risk of not completing high school. Finally, our report compiles information from grantees and provides additional insights and recommendations to help specifically improve our current CCPG program grantmaking strategies.

CCPG Program Quick Facts

\$1.86M in Grants Were Awarded

The 2013-2014 Community Crime Prevention Grant (CCPG) program provided \$1.86M to 43 organizations serving both youth and adults.

Leveraged nearly \$290K from Philanthropic and Charitable Resources

Through various donor advised funds and The Indianapolis Foundation, CICF has leveraged \$287,500 to provide more than \$2.1M to support community crime prevention efforts.

Over 10,000 Indianapolis Residents Served

From October 2013 to September 2014, CCPG adult and youth grant recipients self-reported a total of 10,544 residents served, **3,482 adults** and **7,062 youth** between the ages of 12-22.

36% of Program Participants Served from Five High Crime Rate Zip Codes in Indianapolis

Forty percent (40%) of all adults and 34% of all youth served during the grant period were identified as residents of IMPD's five Marion County high crime zip codes.

Approximately 2.7% of Adults Served were Arrested During Grant Period

Of the 3,482 total adults residents served, 2,096 (60%) were known to have an arrest status. Of the total 2,096 adults with a known arrest status, only 2.7% (57) of residents were arrested during the grant period. Nearly 60% (33) of the 57 adults arrested were arrested due to a technical rule violation.

140 Adult Residents Served did not Have any Criminal History

The vast majority of all adult residents served were residents that either had a prior misdemeanor or felony conviction.

Approximately 82% of all Adult Residents Served were Unemployed

Only 510 adult residents served by CCPG program were reported working at the time of grant reporting.

Served 237 Youth Involved In Juvenile Justice System¹

Of the 237 youth that interacted with the juvenile justice system, 70% no longer were under court ordered conditions at the time of reporting.

Few Youth were Reported Working or Out of School

Only 162 youth were reported having employment during the grant period. In addition, the CCPG program only reported serving 218 youth that were not enrolled in school.

¹ The Indianapolis Foundation measures interaction with juvenile justice system as having a "case file opened" by juvenile court.

Community Matters

Communities play an important, if not critical, role in reducing violent crime.

Although crime continues to decline nationally and in the state of Indiana, many communities, including Indianapolis, are searching for answers to curb sharp and seemingly unexplainable rates of violent crime², particularly homicides among youth and adults. Nationally, homicide rates have decreased over the past 25 years since the nation experienced peak homicide rates of 9.8 per 100,000 citizens, or approximately 25,000 total homicides in 1991 (Cooper, 2011). According to the Violence Policy Center, homicide rates in America have decreased to 4.4 per 100,000 as recently as 2011, or approximately 15,000 homicides recorded annually (Langley, 2014).

Since the late 1990s, Indianapolis has experienced three sharp increases in homicide rates, including 1998, 2006, and most recently in 2013 and 2014. Our city experienced the deadliest year on record in 1998, recording 162 homicides (Disis, 2014). While homicides steadily decreased between 1999 and 2005, the Hoosier capital saw a sharp increase in homicides in 2006, where 153 residents lost their lives at the hands of other residents (“Crime Prevention Report,” 2007). In the previous two years, 2013 and 2014, our city experienced a sharp increase in homicide rates that exceeded 2006 levels and approached 1998 homicide totals³.

Each time homicide rates peaked, our community has responded swiftly and decisively, launching a nationally recognized and evidence-based community initiative such as the Indianapolis Violence Reduction Partnership (IVRP) in 1999, which precipitated a monthly rate of homicides to decrease by more than 40% the following year (McGarrell, 2004). When crime spiked again in 2006, at the request of residents, the City allocated its County Option Income Tax (COIT) revenue to create the Community Crime Prevention Grant (CCPG) program in 2007. In the three years following the implementation of the 2006 Community Crime Prevention Taskforce recommendations, the city experienced a 30% decrease in homicides; although the specific cause is not known to the foundation. Most recently, the Your Life Matters initiative, a community-wide action committee, is now leading efforts seeking solutions to reduce homicide rates, arrests for violent crimes, and improve quality life of African American males, a population that is disproportionately victims of crime in the U.S. and in Indianapolis. In each of these cases,

² The FBI Uniform Crime Reporting (UCR) violent crime is comprised of the following offenses: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault.

³ The Indianapolis Star produces an interactive homicide map and produces annual homicide numbers. In 2013 and 2014, Indianapolis Star reports that 153 and 159 residents were killed, matching and exceeding 2006 homicide rates. [Click Here](http://www.indystar.com/story/news/crime/2013/10/28/interactive-marion-county-homicide-map/3289645/) To Access Interactive Map, from <http://www.indystar.com/story/news/crime/2013/10/28/interactive-marion-county-homicide-map/3289645/>

our community rallied and addressed this important issue. We have compiled and summarized community recommendations from each report produced following spikes in local homicide rates that are likely to have the greatest impact on reducing violent crime and incarceration rates in Indianapolis.

Research indicates that violent crime is correlated to family disruption⁴ and family disruption is strongly correlated with specific community and economic factors.

In 1987, Harvard Criminologist Robert Sampson published groundbreaking research that found crime rates (robbery and homicides⁵) across black and white communities were largely identical when controlling for family disruption (Sampson, 1987). Additionally, Sampson found that the chief determinate of family disruption is low per capital income and unemployment rates among both black and white males (1987). Across America, chronic joblessness and economic marginalization has profoundly weakened core family structures and decreased levels of community engagement and informal social controls within economically deprived communities. In general, the inability of males to obtain meaningful work decreases the likelihood of many communities to benefit from the social value of the presence of core family structures. The presence of two-parent households in our communities has been shown in research to significantly decrease juvenile delinquency and adult crime regardless of community demographics. Furthermore, Sampson's research indicates that family disruption is a "consequence, not a cause of," economic and social marginalization, which helps to explain variations in crime rates experienced by different communities (Sampson, 1987, p. 352). Therefore, according to Sampson's research, when holding constant the variables of family disruption and income, violence is similar across communities.

Some of the most effective strategies of reducing violent crime in our city may be rooted in efforts aimed at reconnecting economically disenfranchised communities, particularly male residents who experience high rates of unemployment and community disengagement. Specifically focusing on increasing male education attainment rates and workforce participation in high poverty neighborhoods will increase family engagement and yield higher returns on public investment in crime prevention.

Additionally, investing in early intervention strategies specifically targeting populations that are known to have a higher likelihood of engaging or reengaging in criminal behavior would also yield high rates of return on public investment as we will outline later. However, through our work and listening to our community, like others, we have not found any evidence that suggests unilateral efforts to reduce crime have been successful locally or nationally. True to the spirit of the Indianapolis community, the most promising crime prevention strategies are rooted in a strong foundation of collaboration and utilize multiple partnerships and alliances to achieve

⁴ The term family disruption refers to parental separations, divorce and out-of-wedlock births.

⁵ Robert Sampson chose to analyze robbery and homicide rates due to the certainty of arrest of the identified perpetrator(s).

community results. Additionally, efforts that aim to reconnect marginalized or disconnected citizens back to healthy community structures and norms are most ideal and have proven to be successful in addressing crime in Indianapolis. This is why we assert that *community matters*.

Violence Thrives in Small Networks

Chances are, only a small network of residents account for the majority of crime experienced by our city.

What we have learned is that the successful implementation of the Indianapolis Violence Reduction Partnership (IVRP) which is credited for dramatically reducing crime in the city was based on Operation Ceasefire⁶, a program founded in Boston by Criminologist David Kennedy. Kennedy deployed a strategy termed “problem oriented policing” to get to the root of surprisingly high homicide rates. Problem oriented policing analyzed qualitative and quantitative data to understand criminal patterns and develop thoughtful and effective intervention strategies. While homicides were dramatically increasing across the U.S. in the late 80s and early 90s, Boston was one of those cities that experienced even higher rates of youth violence⁷ compared to other urban centers. Boston saw its youth violence rate skyrocket from 22 victims in 1987 to 73 victims in 1990, a 230% increase. Homicides remained consistently high the five years preceding the 1995 launch of Operation Ceasefire, a multi-agency data-driven and targeted intervention strategy aimed at immediately reducing youth violent crime. What Kennedy learned through inter-agency data analysis and cooperation was that a very small population could be credited with a disproportionate amount of violence in specific Boston neighborhoods. Research conducted on Operation Ceasefire states “youth violence in Boston was a problem committed by and against chronically offending gang members⁸” (Kennedy, 2001, p. 16).

The evidence-based Indianapolis version of Operation Ceasefire, IVRP, also found that a small population of residents could be credited for a majority of the violent crime experienced after homicides had spiked in 1998. Data from the IVRP found that “violence in Indianapolis was largely due to young men, both victims and suspects, with extensive criminal histories and who also associated with groups of chronic offenders” (McGarrell, 2004, p.4). According to the Bureau of Justice Statistics 1980-2008 homicide trend analysis, of all homicides where the victim/offender relationship was known, the vast majority (78%) was killed by someone they knew (Cooper, 2011, p. 16). There seems to be strong evidence, both nationally and locally, that

⁶ Operating Ceasefire was originally known as Boston Gun Project and has since been replicated in over a dozen of U.S. cities.

⁷ Youth violence is a term that is used to describe suspects and offenders age 24 or below.

⁸ The term gang members reflects a loose association of individuals, not the formal organizations that were found in Los Angeles and Chicago.

most violent crime is committed by a very small population of known prior offenders that associate with other known offenders.

Both Boston and Indianapolis were able to reduce violent crime by double-digit percentages by specifically targeting networks, sometimes referred to as gangs, of young men that are known to have a prior violent conviction and are in association with other residents that are also known to have prior convictions. Operation Ceasefire and IVRP have proven that **designing cross-agency collaborations and developing data-driven and purposeful interventions, with the assistance of community-based partnerships can have a significant impact on reducing violent crime among targeted populations in our city.**

First Time Offenders, Life-Long Prisoners

The overwhelming majority of all inmates exiting prison will interact with the criminal justice system and be re-incarcerated at some point in time after being released.

There are approximately 2.4 million inmates held in prisons and jails across the country. Between 1989 and 2009, Indiana's prison population increased 130% from 12,341 to 28,389. Indiana's prison population continues to increase with each passing decade. However, over the past 20 years, overall crime rates for Indiana decreased by 23% from 440 to approximately 340 incidents per 10,000 ("Re-Entry Policy Report," 2013). The effects of arrests on crime rates seem to be mixed. A new report that examined 30 years of data from all 50 states and 50 largest U.S. cities found that incarceration has little to no effect on the decreasing crime rates since the 1990s (Chettiar, 2015). However, Steven Levitt provides strong evidences that incarceration and increased policing were two of the four primary factors that seem to explain the drop in crime since the mid 1990's (2004). Public Safety Director Troy Riggs asserts that mass incarceration since 1990s may skew the effects of arrest on crime because many residents who shouldn't have gone to jail were incarcerated, particularly residents in poor communities as compared to arrests of residents in more affluent communities (personal communication, June 8, 2015). Additionally, increasing incarceration rate has been linked to higher rates of convictions, increasing number of guilty pleas being entered, increases in convictions that carry mandatory minimum sentences, and decreases in eligibility of parole for federal offenses (Travis, 2014).

According to a recent Congressional Research Service report on recidivism, **95% of the U.S. prison population will be released at some point in time and return back to the community.** Unfortunately, the vast majority of all inmates will interact with the criminal justice system again after being released, with more than half being readmitted for a technical rule violation or for committing a new crime (James, 2015).

Unfortunately, Indianapolis' recidivism rates⁹ mirror national statistics. According to information provided by the Indiana Department of Corrections (IDOC) and the Marion County Jail, approximately 5,000 men and women are released into our city annually. Most recent data indicates that approximately "51.6% of those residents that are released into Marion County will return to being incarcerated within three years of being released; with more than half of all offenders returning to prison for technical rule violations alone" ("Re-Entry Report," 2013, p. 22).

A 5-year longitudinal follow-up study of Indiana offenders found that employment status, level of education and age of offender to be the most predictive factors of recidivism, regardless of type of offense (Nally, 2012). Indiana inmates already face tremendous barriers to re-entry due to being convicted of a crime and serving time in prison; however, those inmates with low education attainment are more likely not to be employed upon release and therefore are significantly more likely to return to prison.

Residents not being able to successfully reintegrate into society have other material¹⁰ costs well beyond just the estimated \$25,000 it costs to annually incarcerate a resident in Indiana. It is estimated that the U.S. directly spends over \$200 billion on the criminal justice system; however, indirect costs account for substantially more, including "medical care for victims, loss of victims' income or property, reduced tax revenue resulting from lost wages, rising police payroll and court operating budgets" ("Saving Futures," 2013, p. 2). Helping residents stay out of jail and prison can pay tremendous dividends towards saving lives, improving communities and protecting taxpayer resources. **The Indianapolis Re-Entry Policy Study Report estimates that "if Marion County can reduce three-year recidivism rates by just 1%, Indianapolis will realize a savings of \$1.55 million dollars" (2013, p. 13).**

The Indianapolis Foundation has learned through its listening tour that there is strong evidence which suggests that both youth and adults interacting with various systems – juvenile, criminal, and even child welfare – are at a higher risk of committing a crime or violating court ordered conditions. While nearly every inmate in the U.S. will be released, only 25% will not return to prison nor interact with the criminal justice system after being released. Even foster youth exiting the child welfare system have disparate outcomes. According to Connected by 25 Indiana, a national foster youth effort supported by the Jim Casey Youth Opportunity Initiative, **one in four (25%) foster youth will be involved with the criminal justice system within just two years after aging out¹¹ of the child welfare system at 18** (The Facts, 2015). This data speaks to the critical need to develop effective program intervention strategies that prevent further

⁹ Recidivism is defined by the National Institute of Justice as any criminal acts that resulted in re-arrests, reconviction or return to prison with or without a new sentence during a three-year period following the prisoner's release.

¹⁰ The term material cost refers to actual quantifiable costs beyond the direct cost of incarcerating a resident for one year in Indiana state penal institutions.

¹¹ Aging out is a term used by the child welfare system that indicates a child has been emancipated and no longer under the care of the State of Indiana.

interaction and subsequent incarceration with our local public safety and criminal justice systems.

What our community informs us is that formerly incarcerated residents face tremendous challenges to re-entering society, including unemployment and underemployment, mental illness and substance abuse, social disconnection and isolation, barriers to transportation, and exorbitant amount of fines and fees that create additional barriers to reintegrating into our community after serving time. In reality, many formally incarcerated residents believe once they have committed an offense, they are essentially serving a life sentence due to all the enormous challenges they face in becoming residents of our community again. **Not being able to break the recidivism cycle means that a first-time offense can lead to life-long imprisonment.** Investing in effective efforts and developing policies that help remove barriers to re-entry for formally incarcerated residents would pay tremendous dividends to our community by providing viable options for residents not to recommit a crime or violate terms of parole or probation.

“Communities gain no economic return on their education investment when they spend more than twice as much incarcerating a person as teaching them. If the nation made a comparable investment in effort and dollars in schools as it does in jails and prisons, the return would decrease levels of criminal activity and incarceration...” (“Saving Futures,” 2013).

Education is Prevention

The majority of local, state and federal prisoners are high school dropouts.

The Alliance for Excellent Education’s *Impact of Education on Crime Reduction and Earnings* report finds that about **56% of all federal inmates, 67% of state inmates, and 69% of all local jail inmates across the country, never graduated from high school** (“Saving Futures,” 2013, p.2). A 2009 Northeastern University study reports that on any given day, one in every 10 male high school dropouts are currently in jail or in some type of residential detention facility, compared to just one in 35 male high school graduates (Sum, 2009). Alliance for Excellent Education research has found that **lower educational attainment is directly associated with increased arrest and incarceration rates**, particularly in the case of males. Additionally, the Alliance estimates that if, we invest in increasing the male graduation rate by just 5%, and the nation would experience an annual crime savings of approximately \$18.5 billion (“Saving Futures,” 2013).

For African American male high school dropouts, nearly one in four (25%) are incarcerated or institutionalized, as compared to just one in 14 young, white, Asian or Hispanic male dropouts (Sum, 2009). Even more troubling, according to the Pew Charitable Trust’s Collateral Costs report, is **black men between the ages of 20 and 34 who dropout of high school are more likely**

to be currently behind bars (37%) than to be currently employed (26%) (2010). However, the National Bureau of Economic Research, in a working paper entitled *The Effects of Education on Crime*, found that increased education attainment (specifically graduating from high school) significantly reduces the probability of incarceration (Lochner, 2001).

According to The Schott Foundation for Public Education's¹² national dropout report, the U.S. black male high school graduation rate for the school year 2012-2013 is estimated to be 21 percentage points below white male graduation rates, 59% versus 80% respectively ("Black Lives Matter," 2015). Indiana ranks as one of the 10 worst states in term of black male four-year high school graduation rates with an estimated rate of 51%. Indiana's reported black male graduation rate in the 2015 Schott Foundation report was only higher than Nebraska, District of Columbia, and Nevada, which had a 40% four-year black male high school graduation rate, by far the worst of all 48 reporting entities, including the District of Columbia. Indiana had similar black male graduation rates as Mississippi and South Carolina. According to The Schott Foundation report, Indiana had one of the largest variances between black and white male high school graduation rates with an estimated disparity of 21 percentage points ("Black Lives Matter," 2015).

Below we will discuss how black males are disproportionately represented in prison and jails and the lost opportunity of productive citizenship that results. Evidence above suggests that low education attainment rates, particularly high school completion rates, are strongly associated with higher rates of imprisonment among males. It is clear, after listening to our residents and reviewing national research that **our community would benefit from simply increasing high school graduation rates, particularly among black males.**

Opportunity Lost

African Americans represent approximately 27.5% of the total Indianapolis population, according to American Community Survey estimates. There are approximately 25,000 African American men ages 18-34 residing in Marion County, representing 3% of all 843,000 Indianapolis residents ("American Community Survey," 2015). Although young African American males comprise a small percentage of the total city's population, it is not unusual for this population to represent the majority of all homicides and non-fatal shootings and a disproportionate number of juvenile and adult inmates.

According to the Center for Disease Control (CDC), the leading cause of death among black males ages 15 and 34 is homicide ("Leading Cause of Death," 2011).

¹² For the past ten years, The Schott Foundation has produced biannual dropout reports by states. To access its latest report visit: <http://blackboysreport.org/>

Blacks are victimized¹³ at a much higher rate than whites. Between 1980 and 2008, African Americans had a victimization rate of 27.8 per 100,000 and an offending rate of 34.4 per 100,000 compared to white victimization rate of 4.5 per 100,000 and similar offending rate of 4.5 per 100,000; more than six and eight times the rates of whites over a 28 year period (Langley, 2014).

Blacks, mostly males, are murdered at a much higher rate than whites. According to the FBI Supplemental Homicide Report (SHR) data, in 2011 the homicide rate among black victims in the United States was 17.51 per 100,000. In the same year, the overall national homicide rate was 4.44 per 100,000. For whites, the national homicide rate was 2.64 per 100,000 (Langley, 2014).

Blacks, mostly males, disproportionately represent the vast majority of non-fatal shootings in Indianapolis. In a meeting with an Indianapolis Metropolitan Police Department (IMPD) official, the Foundation learned that of a total 472 non-fatal shootings of which IMPD currently had data, 381, or nearly 81%, were African American (IMPD, 2013). Similarly, in an article published January 5, 2015, by the Indianapolis Star, Public Safety Director Troy Riggs is quoted as saying that almost 80% of all 2014 [homicide] victims were African-American, 80% were males and 70% were younger than 30 (Disis, 2015). This would essentially mean that approximately 64% of all homicide victims are young African American males, yet black males only comprise about 13% of our city's total population ("American Community Survey," 2015).

Blacks are disproportionately suspended and expelled from Indiana schools. According to the Indiana Department of Education (IDOE), African American students in 2013 accounted for nearly 43% of all out-of-school suspensions ("Your Life Matters," 2014). According to the U.S. Department of Education, Indiana had the second-worse percentage of black male students who experienced out-of-school suspensions (and was tied with Missouri); only Wisconsin had a higher percentage ("School Discipline," 2014).

Blacks are disproportionately represented in juvenile detention facilities. According to the U.S. Department of Justice, in the United States, approximately 70,000 juvenile criminal offenders live in residential detention facilities, and about 68% are racial minorities ("Juvenile Offenders and Victims," 2014). The Your Life Matters report provides local information that mirrors national juvenile detention facility statistics. Specifically, black youth are disproportionately overrepresented in the Marion County Juvenile Detention Center. In 2013, the average daily population of the Marion County Juvenile Detention Center was comprised of 70% African American youth ("Your Life Matters Report," 2014).

Blacks represent a disproportionate rate of IDOC inmates. In Indiana, the estimated total black population rate is 9%; however, total Indiana black juveniles in residential detention facilities and adult inmate populations were 35% and 36% respectively (IDOC Annual Report, 2013). American Community Survey estimates that adult black males represent just 4% of total Indiana population (2015).

¹³ Victimization is defined as the act of making someone a victim.

There is enough evidence and research that supports the fact that our criminal justice system is disproportionately fueled by over-representation of African American residents, many of whom lack high school diplomas. **This is a tremendous loss of opportunity for our state and our city to not benefit from higher rates of workforce productivity and citizen engagement among African American male residents.** The Indianapolis Foundation supports efforts that specifically call for intervention strategies that address disparities within the education, juvenile and criminal justice systems.

The Strength of Neighborhoods

Healthy and connected neighborhoods are the lifeblood of communities...

...However, neighborhoods can be severely disrupted by crime, particularly violent crime, and become economically deprived and socially insular, further exacerbating core problems that result in higher rates of victimization and violence. Research indicates that violence can essentially be explained by structural differences between neighborhoods (e.g., concentrated poverty and length of residence) and family composition (e.g., family disruption, median family income, employment) (Sampson and Wilson, 1995).

Additional research indicates that reductions in neighborhood poverty appear to produce similar reductions in violent crime (Hannon, n.d.). Results from studying over 180 Chicago neighborhoods imply that simple interventions to improve neighborhood conditions and providing support to families may reduce community violence (Sampson, 2005). Investing in economically strengthening neighborhoods, thereby improving access to meaningful work and quality jobs, and intentionally investing in supportive services for families, are all strategies believed to have an impact on decreasing crime within various communities. Specifically targeting neighborhoods that have chronic unemployment, low rates of education attainment, high rates of family disruptions and limited access to meaningful work opportunities, based on research and community recommendations, may be the place to target CCPG funds. IMPD has recently refocused its law enforcement-led crime prevention strategies in specific neighborhoods that are now more narrowly defined than its previous zip code strategy. The selected neighborhoods fit the profile of high poverty, high crime areas whose residents are largely marginalized socially and economically.

The aforementioned strategies focused on reducing violent crime by targeting known offenders, providing coordinated intervention strategies to assist formally incarcerated residents to successfully re-enter society, and investing in increasing the education attainment rates of males, particularly among African American males, are all strategies that can be applied within specific neighborhoods that have historically experienced high rates of violence. If we add a focus on serving families – helping to strengthen core family units by lessening the impact of family disruptions – coupled with providing supportive services to increase access to employment

opportunities and improve social connections among residents, then we could focus our efforts on addressing some of the identified root causes of criminal behavior and not just the symptoms of crime. More geographically targeted crime prevention strategies, over an extended period of time, may be able to help transform chronically impoverished neighborhoods with high rates of resident victimization and community crime in general, back into healthy and vibrant places to live.

Community of Action

To truly make a difference in our community, the CCPG program must model Indianapolis' historical spirit of collaboration to establish a community-wide approach towards fighting crime and addressing root causes. In the same way our community has collectively rallied to respond to spikes in violent crime in 1998, 2006 and more recently in 2013-2014, the CCPG program must also seek to develop coalitions that are (1) partnering to serve specific target populations, (2) collecting and sharing data that seek to improve predefined resident outcomes, and (3) share ideals and leverage resources to achieve higher levels of community impact. After critically evaluating the first year of administering the CCPG program, The Indianapolis Foundation recommends building specific networks and service delivery collaborative focused on:

- Investing in community-based targeted interventions, in partnership with Public Safety, that seek to deter known violent offenders from committing another violent act towards a resident;
- Developing targeted and proactive intervention strategies for adult and youth currently interacting with juvenile and criminal justice systems; and
- Developing early intervention strategies to help improve education outcomes of identified "disconnected youth", particularly boosting the African American male high school graduation rate as the primary focus of all youth prevention strategies.

While the CCPG program provides viable resources to address crime in our community, these public resources are small in comparison to the magnitude of challenges and root causes of crime in our city. Many organizations that receive CCPG funding have operating budgets in excess of the total crime prevention grant budget. **Therefore, the CCPG program must be strategic in its approach and have a laser-like focus in order to achieve the greatest possible impact with limited public resources.** Developing collaborations that are focused on achieving singular results can help leverage core competencies and valuable resources among our nonprofit community, thereby exponentially increasing program impact and return on investment. If we are to achieve the goals laid forth by our community, we must collectively address violence and crime in our community, and not operate unilaterally. Unilateral approaches (e.g., the practice of making individual grants to nonprofit organizations) will not

have as much impact as the collective community effort that has defined our city's response to crime prevention in years past.

Collective Action Framework

Step One: Invest in Local Research and Data Analysis

Support data collection and new research that specifically frames critical crime prevention issues, establishes and measures community-wide success indicators, and identifies leadership opportunities.

Step Two: Convene Key Community Stakeholders

Develop three distinct initiative partnerships – violent crime reduction, ex-offender and re-entry support, and high school graduation community-based coalitions.

Step Three: Invest in Strategic Action

Make strategic investments of human and CCPG program resources to support data-driven and evidence-based strategies that target specific neighborhoods and populations to further influence change through direct investment of public and charitable resources.

Step Four: Leverage Support and Partnerships

Whenever possible, collaborate and leverage resources across sectors to maximize philanthropic and public investments that seek to achieve specific community outcomes.

Step Five: Document Learning and Progress

Document lessons learned and make strategic changes.

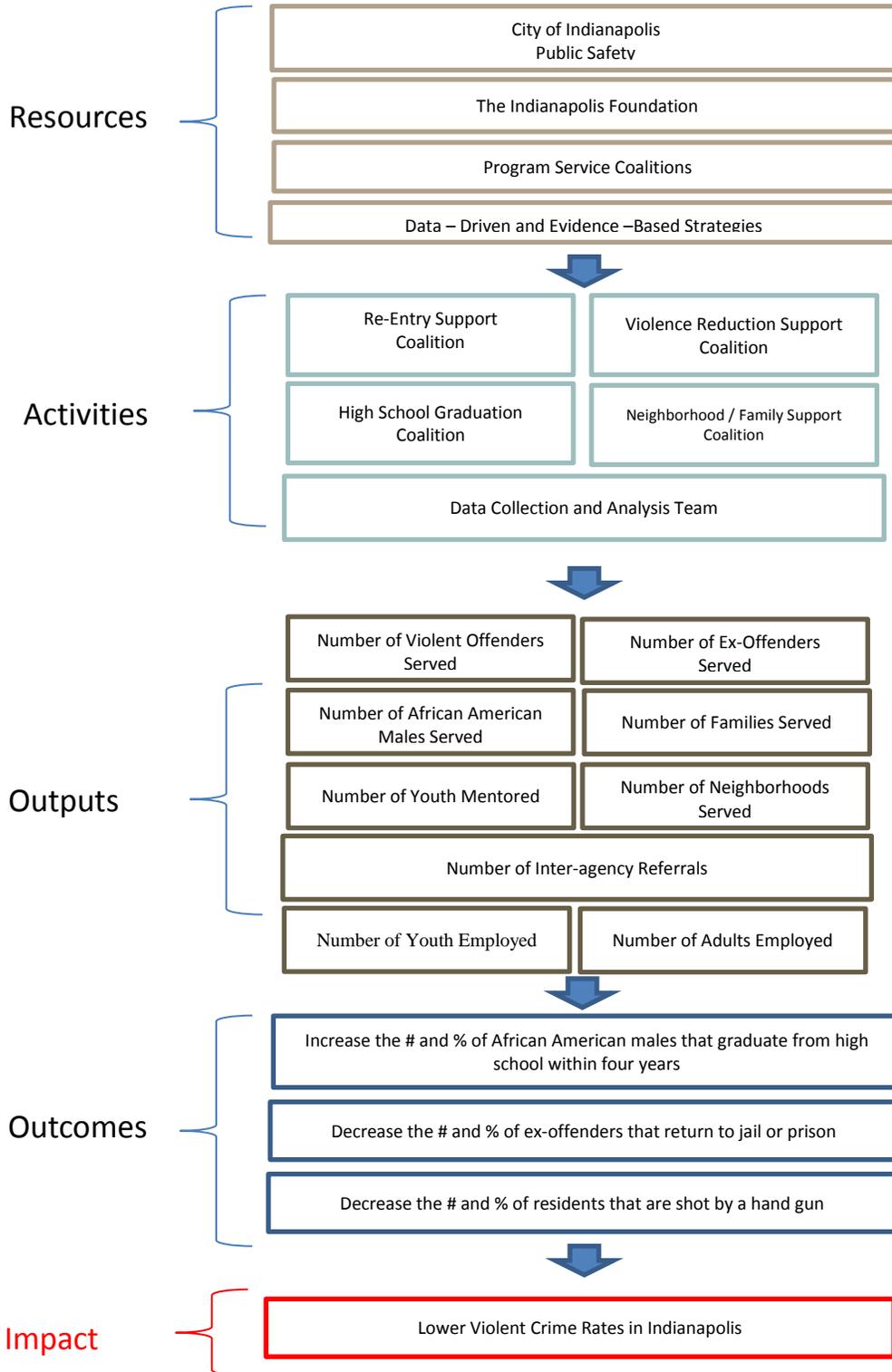
Step Six: Legacy and Sustainability

Develop long-term sustainability strategies that will allow the work to continue for years to come without significant support from one of our two funding sources.

Step Seven: Advocate for Positive Change

Where possible, use lessons learned and evidence-based practices to advocate for sound public policy and social change.

Recommended Community Crime Prevention Logic Model



Lessons Learned

Critical Lesson I: Communities matter. Research has found that violence and crime are strongly correlated with high levels of family disruption (e.g., separations, divorce and out-of-wedlock births), prolonged economic deprivation, chronic joblessness, decreased social connections, and lack of commitment to informal social norms¹⁴.

Critical Lesson II: The majority of violent crimes are committed by a very small number of community residents that have previously been convicted of a violent act, in many cases involving a handgun. Local and national evidence indicates that many times victims of crime, particularly violent crime, know their perpetrator.

Critical Lesson III: Assisting ex-offenders returning to our community after serving time in prison and/or jail demand a disproportionate amount of public and private resources due to their inability of formally incarcerated residents to successfully rejoin society. Major barriers to rejoining society include inability to secure employment, inability to meet conditions of release, lack of social support system and low education attainment rates or lack of marketable skills.

Critical Lesson IV: A disproportionate number of all inmates lack a high school diploma at the time of being sentenced and sent to prison.

Critical Lesson V: The most effective strategies are collaborative in nature, use data to drive decisions, narrowly define target populations and clearly articulate quality of life outcomes for its residents.

¹⁴ Informal social norms refer to practices that are uniformly accepted among community members that help preserve a sense of community.

Recommendations

Recommendation I: Consider investing in evidence-based strategies similar to the Indianapolis Violence Reduction Partnership (IVRP) that has the potential of develop public-private partnerships and intervention strategies that specifically target known convicted gun violence offenders that have returned to our city. Community-based efforts should help provide alternatives and coordinated support to help address the needs of previously convicted violent offenders.

Recommendation II: Intensely focus on, and invest in, serving residents who are currently interacting with the juvenile or criminal justice system to prevent re-arrests and recidivism and increase prosocial community engagement among formally incarcerated or detained residents.

Recommendation III: Focus all youth prevention efforts on developing early interventions strategies aimed at intentionally increasing high school graduation rates, particularly among African American males.

Recommendation IV: Encourage Community Crime Prevention Grant (CCPG) program recipients to work collaboratively with Public Safety, Criminal/Juvenile Justice and Education partners to develop data-driven and evidence-based strategies aimed at reducing violence, improving offender reentry efforts, and increasing high school completion rates.

Recommendation V: Measure success of Community Crime Prevention Grant program by (1) Decreasing violent crime among males ages 34 and younger, (2) decreasing re-arrests rates of formerly incarcerated residents, and (3) increasing high school graduation rates among young men between 15 and 19 years of age.

Recommendation IV: Target specific economically deprived neighborhoods with high rates of family disruption that can benefit from violence reduction, offender re-entry and high school completion efforts.

References

- American Community Survey. (n.d.). Retrieved from <http://www.census.gov/acs/www/>
- Black Lives Matter: The Schott 50 State Report on Public Education and Black Males. (2015). Retrieved March 31, 2015, from <http://www.blackboysreport.org/2015-black-boys-report.pdf>
- Center for Disease Control: Leading Cause of Death by Age Group, Black Males-United States. (2011). Retrieved April 1, 2015, from <http://www.cdc.gov/men/lcod/2011/LCODBlackmales2011.pdf>
- Chettiar, I. (2015, February 11). The Many Causes of America's Decline in Crime. Retrieved April 28, 2015, from <http://www.theatlantic.com/features/archive/2015/02/the-many-causes-of-americas-decline-in-crime/385364/>
- Community Recommendations for Addressing Crime in Indianapolis: A Report of the Community Crime Prevention Task Force. (2007). Retrieved March 28, 2015, from <http://www.indy.gov/eGov/Mayor/Documents/PDF/CCPTFReporteqrevisionsjan707withcredits.pdf>
- Cooper, A., & Smith, E. (2011). Homicide Trends in the United States, 1980-2008 Annual Rates for 2009 and 2010. Bureau of Justice Statistics: *PATTERNS & TRENDS*, (NCJ 236018). Retrieved March 28, 2015, from <http://www.bjs.gov/content/pub/pdf/htus8008.pdf>
- Disis, J., Evans, T., & Guerra, K. (2015, January, 4). What is causing Indy's rise in homicides? INDYSTAR. Retrieved March 31, 2015, from <http://www.indystar.com/story/news/crime/2015/01/04/causing-indys-rise-homicides/21234739/>
- Disis, J., Evans, T., & Guerra, K. (2014, January 8). 2014 Indianapolis homicide count is highest in 8 years. INDYSTAR. Retrieved March 28, 2015, from <http://www.indystar.com/story/news/crime/2015/01/01/2014-homicides-top-last-years/21069779/>
- Hannon, L., & DeFina, R. (n.d.). Violent Crime In African American and White Neighborhoods: Is Poverty's Detrimental Effect Race-Specific? Retrieved from [http://www88.homepage.villanova.edu/lance.hannon/Forthcoming in the Journal of Poverty.pdf](http://www88.homepage.villanova.edu/lance.hannon/Forthcoming%20in%20the%20Journal%20of%20Poverty.pdf)
- IMPD. (2013, June 13). Indianapolis Crime Prevention Efforts: Nonfatal Shootings Data Review [Personal interview].

- Indianapolis-Marion County City-County Council Re-Entry Policy Study Commission Report. (2013). Retrieved from <http://www.indy.gov/egov/council/committees/documents/re-entry/re-entry-policy-report.pdf>
- James, N. (2015). Offender Reentry: Correctional Statistics, Reintegration into the Community, and Recidivism. Congressional Research Service. Retrieved March 31, 2015, from <https://fas.org/sgp/crs/misc/RL34287.pdf>
- Langley, M., & Sugarmann, J. (2014). Black Homicide Victimization in the United States. *Violence Policy Center*. Retrieved March 28, 2015, from <http://www.vpc.org/studies/blackhomicide14.pdf>
- Levitt, S.D. (2004) Understanding Why Crime Fell in the 1990s: Four factors that Explain the Decline and Six that Do Not. *Journal of Economic Perspectives*, 18 (1), 166 – 190.
- Lochner, L., & Moretti, E. (2001). The Effect of Education on Crime: Evidence from Prison Inmates, Arrests, and Self-Reports. NBER Working Paper No. 8605. Retrieved March 31, 2015, from <http://www.nber.org/papers/w8605>
- McGarrell, E., & Chermak, S. (2004). Strategic Approaches to Reducing Firearms Violence: Final Report on the Indianapolis Violence Reduction Partnership. *National Institute of Justice*. Retrieved from <https://www.ncjrs.gov/pdffiles1/nij/grants/203976.pdf>
- Nally, J., Lockwood, S., Ho, T., & Knutson, K. (2012). The Post-Release Employment and Recidivism Among Different Types of Offenders With A Different Level of Education: A 5-Year Follow-Up Study in Indiana. *Justice Policy Journal*, 9(1). Retrieved March 31, 2015, from http://www.cjcb.org/uploads/cjcb/documents/The_Post-Release.pdf
- Office for Civil Rights: Data Snap Shot: School Discipline. (2014). U.S. Department of Education, (1). Retrieved from <https://www2.ed.gov/about/offices/list/ocr/docs/crdc-discipline-snapshot.pdf>
- Sampson, R. (1987). Urban Black Violence: The Effects of Male Joblessness and Family Disruption. *The American Journal of Sociology*, 93(2), 348-382. Retrieved March 28, 2015, from JSTOR.
- Sampson, R., & Wilson, W. J. (1995). Toward A Theory Of Race, Crime, And Urban Inequality (J. Hagan & R. Peterson, Eds.). 37-56. Retrieved March 28, from <https://www.d.umn.edu/~bmork/2306/readings/sampsonandwilson.htm>
- Sampson, R., Morenoff, J., & Raudenbush, S. (2005). Social Anatomy of Racial and Ethnic Disparities in Violence. *American Journal of Public Health*, 95(2), 224-232. Retrieved March 31, 2015, from http://scholar.harvard.edu/files/sampson/files/2005_ajph.pdf

Saving Futures, Saving Dollars: The Impact of Education on Crime Reduction and Earnings. (2013). Alliance for Excellent Education'. Retrieved March 31, 2015, from <http://all4ed.org/reports-factsheets/saving-futures-saving-dollars-the-impact-of-education-on-crime-reduction-and-earnings-2/>

Sum, A., Khatiwada, I., & McLaughlin, J. (2009). The Consequences of Dropping Out of High School: Joblessness and Jailing for High School Dropouts and the High Cost for Taxpayers. Center for Labor Market Studies. Retrieved March 31, 2015, from http://www.northeastern.edu/clms/wp-content/uploads/The_Consequences_of_Dropping_Out_of_High_School.pdf

The Facts. (n.d.). Indiana Connected by 25. Retrieved March 31, 2015, from <http://www.fostersuccess.org/facts>

Travis, J., & Western, B. (Eds.). (2014, January 1). The Growth of Incarceration in the United States: Exploring Causes and Consequences. Retrieved April 28, 2015, from <http://journalistsresource.org/wp-content/uploads/2014/05/1-12.pdf>

U.S. Department of Justice: Juvenile Offenders and Victims: National Report Series. (2014). Office of Juvenile Justice and Delinquency. Retrieved March 31, 2015, from <http://www.ojjdp.gov/pubs/246826.pdf>

Western, B., & Pettit, B. (2010). Collateral Costs: Incarceration's Effect on Economic Mobility. The Pew Charitable Trust. Retrieved March 31, 2015, from http://www.pewtrusts.org/~media/legacy/uploadedfiles/pca_assets/2010/CollateralCosts1pdf.pdf

Your Life Matters: Report to the Mayor (2014). Retried March 31, 2015, from <http://www.indy.gov/eGov/Mayor/Documents/2014/2014%20Your%20Life%20Matters%20Task%20force%20Report.pdf>

Appendix I: Program Development

Background

On **April 22, 2013**, the Indianapolis-Marion County City-County Council approved Proposal No. 103, 2013, amending Chapter 283, Article VI of the Revised Code of the Consolidated City and County and authorizing The Indianapolis Foundation, an affiliate of the Central Indiana Community Foundation, to administer the Community Crime Prevention Grant (CCPG) program in 2013. The Indianapolis Foundation was awarded a total of \$2,000,000, \$140,000 for administrative fees, and \$1,860,000 for re-granting for the specific purpose of:

- (1) Supporting new or existing programs that show a potential to reduce crime or providing resources to reduce crime in Marion County; and/or
- (2) Focusing on youth programs, as defined by the sub-grant guidelines that show a potential to reduce crime, provide resources, and/or mentor youth in Marion County.

Sub-grant guidelines include:

- (1) Consider the recommendations of the Re-entry Policy Study Commission established by Council Resolution No. 80, 2012;
- (2) Consider applications from non-profit entities only; and
- (3) Not award funds for any purpose other than crime prevention grants.

To effectively administer the City's CCPG program and learn from past grant program practices, The Indianapolis Foundation conducted a community listening tour over a four month period involving more than 100 hours of community conversations with 66 community stakeholders, including, but not limited to: Mayor of Indianapolis, Public Safety Director, Chief of Police, Juvenile and Superior Court Judges, City County Councilors, crime prevention researchers, prior grantee organizations, community leaders and local residents. Staff also attended and participated in four community meetings: (1) Youth Violence Prevention Strategic Planning Forum, (2) Re-entry Presentation of Recommendation to Congressman Carson, (3) City-wide Call to Action Youth Violence Prevention & Reduction Forum, and (4) Indiana Expungement Law Public Forum.

The Indianapolis Foundation developed funding criteria, online grant application process, public announcement and grant program communication strategy, program evaluation and reporting criteria and implemented CCPG application process in advance of officially formalizing The Indianapolis Foundation partnership with the City of Indianapolis. The Indianapolis Foundation conservatively estimates that a total of 5,000 hours of staff time was devoted to developing a CCPG program that specifically aligned with the Foundation's current grant application process and that met the stated grant program criteria of the revised ordinance.

On June 1, 2013, electronic notifications and a public press release were issued alerting the public that the CCPG program would begin accepting applications on July 1st through July 30th, 2013. To support the announcement of the CCPG program, staff developed and published content regarding how to apply for the CCPG program. Two online tutorials were conducted on July 12, 2013 to assist smaller, grassroots organizations with the Foundation's online grants management system. In addition, 45 hours of staff support (via phone assistance and in-person) was provided to answer any questions or address applicant concerns in preparation of launching the 2013-2014 CCPG program.

Crime Prevention is defined as any effort that seeks to reduce initial or chronic interaction with criminal and/or juvenile justice systems, increase the safety of Indianapolis residents and their neighborhoods by reducing risk factors or increasing protective factors.

Crime Prevention Grant Priorities

As a result of the CCPG program listening tours and the criteria set forth in the ordinance, The Indianapolis Foundation developed a comprehensive community investment strategy which includes:

Violence Reduction Strategies: These programs focus their efforts on reducing violent crimes in Marion County. Organizations should be able to demonstrate how efforts impacted violent crime statistics, preventing a violent crime from taking place, or the ability to effectively partner with law enforcement to reduce violence in the community.

Intervention: These programs focus their efforts on providing supportive services to residents currently interacting with the criminal justice system. These services support productive citizenship, financial self-sufficiency and reduce recidivism. Organizations applying in this area should be able to demonstrate how efforts influence an individual's ability to gain skills, obtain work, secure housing, and prevent interaction with local criminal justice system after being convicted of a crime.

Prevention: These programs focus their efforts on providing supportive services to youth and adults who face unique challenges and may have a higher likelihood of community disengagement without the proper interventions strategies. Organizations applying in this area should be able to demonstrate impact of services and the ability to improve current conditions of program participants.

Public Safety Partnerships: Community-based partnerships that seek to transform existing public systems (law enforcement, courts, and jails/corrections) to better serve local residents by improving system outcomes and/or reducing system costs. Organizations applying in this area should be able to demonstrate how efforts will reduce demands on public resources and/or increase positive community and resident outcomes.

Neighborhood-Based: Place-based efforts designed to reduce or prevent crime in a specific geographical area as defined by a neighborhood and or community. Organizations applying for support in this area must be able to measure how efforts have increased resident safety in a particular area through resident surveys or by using crime statistics.

Grant Evaluation and Selection Criteria

All applications were evaluated on a “Risk vs. Reward” criterion:

Reward: Programs and services specifically aligned with 2013 CCPG priorities with the potential to demonstrate *year one* impact.

Risk: The Indianapolis Foundation evaluated risk levels of each organization to determine if the potential impact significantly outweighs any identified organizational risk factors.

Grant Reporting Requirements

All programs, youth and adults, were specifically asked to provide three types of data, (1) demographic, (2) crime prevention indicators, and (3) program specific outcomes.

Crime Prevention Reporting

Community Crime Prevention grantees were asked to measure the number of residents being served that have interacted with the juvenile or criminal justice system (arrests and/or convictions and juvenile court case files opened) during a one-year grant period.

Demographic Reporting

Grantees were also asked to track specific demographic data as prescribed by The Indianapolis Foundation; including, but not limited to: Gender, Race/Ethnicity, Resident Zip Code, Head of Household, Household Income, Employment Status, and Education Attainment Level.

Program Specific Reporting

Lastly, grantees were asked to individually report value of program services. Because the type of programs varied in service delivery, this level of reporting is aligned with individual accountability of specific types of adult and youth programs.

Appendix II: Adult Program Report

Adult Demographic Summary

The 2013-2014 Community Crime Prevention Grant (CCP) program provided \$910,000 to adult serving organizations serving a reported 3,482 Indianapolis residents.

Gender and Age

During the 2013-2014 CCPG program, adult program grant recipients self-reported serving approximately 3,482 adults; 2,605 (75%) males and 877 (25%) females. Age data reported 49% of those served between the ages of 25-44 and 34% served between the ages of 45-64. Only 14% were under the age of 24, and 1% were over 64 years of age.

Race

Fifty-six percent (56%) of all program participants were reported as African American adults. Caucasian (35%) and Hispanic (2%) accounted for over a third of all adults served during the grant period.

Zip codes

In 2013, IMPD identified five Marion County zip codes where a disproportionate amount of crime occurred in previous years, including 46201, 46205, 46208, 46218, and 46222. According to IMPD statistics, these zip codes accounted for 48% of total criminal homicides in the city (*IMPD Criminal Homicides by zip code 2007 thru 2012 with 2013 overlap*).

Forty percent (40%) of all adults served during the grant period were identified as residents of IMPD's five Marion County high crime zip codes.

Marital Status and Dependents

At least 70% of adults served reported being single (never married) and 38% of residents reported having children under the age of 18.

Employment and Education

At the time of program intake, approximately 82% (2,855) of residents served reported as not currently working. Approximately 32% (1,148) of the residents reported not having a high school diploma, 33% (1,184) have their high school diploma and 22% (809) have post high school training and/or degree.

Adult Crime Prevention Indicators

The Indianapolis Foundation uses adult arrests as its primary indicator of crime during a one-year grant period. Twenty-one (21) grantees reported on the crime prevention impact indicators serving **only 2,096** (60%) of the total residents served during the grant period.

Arrests and Prior Convictions

Of the total 2,096 residents served, a total of 57 (2.7%) residents were reported having being arrested during the grant period. Only 140 (6.6%) residents that were served did not have a prior criminal conviction. Of the total 57 residents that were arrested, 24 were arrested for committing a new crime while 33 were arrested for technical rule violations.

Adult Program Outcomes Summary

Employment

Employment data was very inconsistent from final grant reports received by adult programs. However, what was consistent is that unemployment rates are high among residence served by CCPG adult programs. Out of more than 3,300 residents with employment status reported, only 510 (15%) were reported as being employed at the time of grant reporting. Approximately 1,700 residents received some sort of employment assistance with 225 residents were employed for more than 180 days.

Housing/Homelessness

Four out of 22 CCPG adult programs provided information regarding adult supportive housing and homelessness services. A total of 144 residents were served during the grant period with 52 residents reporting stable housing for more than 180 days.

Services (Case management/Treatment)

Eight out of 22 CCPG adult programs provided information regarding adult case management and/or treatment services. A total of 737 residents received substance abuse treatment during the grant period, with 130 residents reporting stabilization for more than 180 days. A total of 67 residents receiving mental health services during the grant period, with 12 residents reported stabilization for more than 180 days.

Appendix III: Youth Program Report

Youth Demographic Summary

The 2013-2014 Community Crime Prevention Grant (CCPG) program provided \$890,000 to youth serving organizations. A few organizations reported serving youth and adults. A total of 7,062 Indianapolis youth between the ages of 12 and 22 were reported being served within a one-year grant period.

Gender and Race

Of the total number of youth being served during the grant period, 52% (3,668) were females, 61% were African-American (4,301), 23% (1,624) were Caucasian, and 8% (563) were Hispanic.

Zip Codes

In 2013, IMPD identified five Marion County zip codes where a disproportionate amount of crime occurred in previous years, including 46201, 46205, 46208, 46218, and 46222. According to IMPD statistics, these zip codes accounted for 48% of total criminal homicides in the city (*IMPD Criminal Homicides by zip code 2007 thru 2012 with 2013 overlap*).

Over 34% (2,350) of all youth served were identified as residents of IMPD's five Marion County high crime zip codes; more than 12% (839) of youth served reported residing in the 46218 area code alone.

Program Frequency¹⁵

CCPG youth program recipients varied in terms of frequency of interaction with participants. In this report, we have categorized youth programs by low and high intensity. Approximately 42% (2,971) of all youth reported being served by the CCPG program were served by a low-intensity youth program. With further investigation, there could be upwards of 50% of total youth served had one or two interactions with CCPG supported youth programs.

Employment

Of the total 7,062 youth served, only 1,382 (20%) youth were identified as having an employment status. There were a total of 162, or approximately 12% of youth with a reported employment status, working at the time the final grant reports were due for the

¹⁵ Frequency is defined as low intensity, interacting with youth once or twice during the grant period; or high intensity (multiple interactions) programs.

CCPG program. What is more telling is that only 2% of total youth served were reported as working during the 2013 CCPG.

School Enrollment Status

A reported 218 (3%) of youth served were reported not enrolled in school at the time of grant reporting. Of the 218 youth not in school, more than half (115 or 53%) were served by Outreach, Inc., a faith-based homeless intervention organization that serves residents between ages 14-24. Child Advocates' child welfare mentoring program (31 youth) and the Boys and Girls Club's (24 youth) evening reporting site program served one in four (55 or 25%) of the reported out of school youth. Therefore, three programs served approximately 75% of youth that are disconnected from school systems.

Parental Involvement

Over 84% (5,956) of all youth served had a reported parental involvement status. Approximately 11% (693) of youth with parental involvement status; were reported as not having strong parental involvement or influence in youth participants lives. The YMCA and Outreach, Inc. served a disproportionate number of youth (448 or 65%) that were identified as not having any parental involvement.

Youth Crime Prevention Indicators

Juvenile Case Files Opened

The CCPG program measures crime prevention by the number of juvenile justice court case files that were opened during the grant period. However, only 21% (1,449) of the 7,062 youth served provided any information on juvenile justice system involvement.

During the 2013-2014 Community Crime Prevention grant period, approximately 16% (230) of the 1,449 youth with a known juvenile justice system involvement history had a new case file opened, indicating that the court has taken official action as a result of initial youth behavior or violation of current court requirements.

The Boys and Girls Club's (99) juvenile court evening reporting program and the Reach for Youth's (109) juvenile court diversion program participants predictably accounted for 90% (208) of new case files opened. These two organizations are unique as they are juvenile justice system intervention programs that directly receive referrals from juvenile court when low-level case files are opened or an official court action is taken as a result of juvenile behavior.

Of the 230 youth with known juvenile system involvement, 53% (122) have completed their court ordered requirement during the grant period. Nearly 80% (88) of all case files closed were reported by the Boys and Girls Club, a juvenile court ordered evening reporting program. An additional 20% (25) of the youth returned to Marion County after serving time in a juvenile detention facility.

Youth Program Outcomes Summary

This section summarizes program level reporting of all youth organizations receiving a 2013-2014 CCPG.

Youth Employment

Of the youth programs receiving a Community Crime Prevention grant in 2013, only six (6) organizations provided information regarding youth employment status. This represents a little more than a third of youth program participants.

The Marion County Commission on Youth (MCCOY) Youth Working for Indy program is a summer youth employment initiative and hires local youth that specifically meet Crime Prevention Grant Program criteria. Only 806 youth were identified with a known employment status, with one quarter of reported youth identified as working during the grant period. MCCOY's summer employment program accounted for nearly two-thirds (63%) of reported employed youth. The vast majority of MCCOY's youth employment program participants were not currently involved in the juvenile justice system, nor had a reported case file opened during the grant period. The majority of youth with reported employment history was employed for at least three months, and received minimum wages, not stipends.

Homeless Intervention, Mental Health and Substance Abuse Services

During the grant period, 189 youth received homeless intervention services; over half of those youth served did not find stable housing during the grant period, 60% were not in school, and approximately 75% were not working. Approximately 16% of youth receiving homeless intervention support services also needed mental health services. Only 11 youth reported receiving substance abuse assistance.

Youth Development

Over 5,800 youth participated in some sort of youth development activity, including youth mentoring. More than 75% of youth participating in a youth development program reported some increased in skills.

More than 75% of nearly 2,500 youth surveyed, experienced improved attitude changes as a direct result of participating in a Community Crime Prevention grant supported youth development program.

Fewer than 5% (40) of the total 871 program participants with suspension and expulsion data reported being either suspended or expelled for violent behavior.

Appendix IV: General Observations

Improve Data Collection Methods

The Foundation must improve data consistency and validity of all demographic and crime prevention data indicators. Currently, most of the data being collected is not uniformly reported. This is to be expected during the first year of grant implementation; however, it is clearly a priority of the Foundation to obtain consistent valid and reliable data from CCPG recipients. Furthermore, without having individual level data, the Foundation cannot, with any degree of confidence, report that the total number of residents served are unduplicated.

Developing the capacity for grantees and Foundation staff to independently validate arrest records and juvenile case files opened and closed during the grant period may seem like a lofty goal, but could dramatically improve service delivery and grant program reporting. The Foundation realizes additional technical assistance is needed to ensure uniform reporting is achieved across programs.

Lastly, developing an individual-level data system may encourage greater partnerships between organizations to better leverage CCPG resources by intentionally delivering services collaboratively. Potentially having a database that can track services provided to each resident across the network of organizations may provide better information regarding services being provided and outcomes of residents, particularly those residents that receive multiple services. The Foundation believes that fostering greater collaborations will produce better crime prevention and resident outcomes.

Focus on Serving Narrowly-Defined Adult and Youth Populations

The 2007 Community Crime Prevention Taskforce Best Practice sub-committee found that the most effective [crime prevention] measures are focused on narrowly defined target populations (Community Crime Prevention Report). The overwhelming majority of violent crimes are perpetrated by a small percentage of the general population. For the adult population we should focus on residents with previous police records (particularly violent offenses involving handguns); for the juvenile populations we should focus on youth that are currently involved with juvenile or child welfare systems and are marginalized from family, community, and education institutions.

Current evaluation of the 2013-2014 Community Crime Prevention youth demographic report provides limited evidence that youth programs specifically target residents that are most likely to interact, or continue to interact, with the juvenile justice system. While a greater percentage of youth are being served from broadly defined high crime zip codes and a majority of youth being served are African American, the current reporting process cannot adequately determine if specific populations are being served. **There must be more**

intentional strategies to specifically serve youth that are identified as more likely to interact with juvenile and criminal justice systems in the future.

Not only is it advisable to work with residents, adults and youth that are more likely to interact with the juvenile and criminal justice systems, it is also recommended that, as administrator of the Community Crime Prevention Grant program, the Foundation assists the community with developing specific strategies to identify and work with those residents that are most prone to violence (See The Importance of Community Report, 2015).

Support Re-Entry Study Commission Recommendations

The Re-entry Study Commission was created and amended by the City-County Council Resolutions 80, 2012 and 90, 2012, respectively. Under the authority of the Council, its purpose was to examine and investigate current policies and procedures relating to the re-entry of ex-offenders and the economic and community impact of reducing recidivism in Marion County. From November 2012 through April 2013, the Commission held 10 public hearings, received presentations from subject matter experts and testimony from members of the public. The goal was to ascertain the local barriers of formally incarcerated residents to reintegrate back into the community. From that process, the City County Council developed 26 recommendations related to a variety of re-entry issues.

The Council named the **Marion County Re-Entry Coalition (MCRC)** as the agency responsible to move recommendations forward with funding from The Indianapolis Foundation, the United Way of Central Indiana contracted with Community Solutions, Inc. to provide administrative support the MCRC. The 26 recommendations fall into the following categories: Housing, Employment, Public Policy, Wrap-Around Services, and Sentencing Alternatives. Overview of recommendations within categories is highlighted below:

Public Policy

The 26 recommendations identified by the Re-entry Policy Study Commission Report will facilitate system change, community collaboration and integrated services to reduce economic and social costs as a result of increased public safety and lower recidivism.

Housing

There is little systemic collaboration between agencies that provide re-entry services and other service providers that could address gaps in those services currently provided. There are even fewer mechanisms to facilitate relationships with landlords and providers who are willing to work with high barrier residents.

Employment

Unemployment and underemployment contribute to these men and women returning to incarceration, either because they are unable to comply with stipulations of supervision

programs, or because they engage in behaviors that violate probation or parole, or result in a new arrest.

Wrap-around Services

Re-entry programming must be developed and evaluated to ensure that programs are based on criminogenic (causing or likely causing criminal behavior) risk and ensure successful transition. The Indiana Risk and Needs Assessment (IRAS) is performed by all criminal justice supervising agencies, i.e. probation, parole, Marion County Community Corrections (MCCC), Indiana Department of Correction (IDOC), etc. The IRAS is not available to all criminal justice agencies and community agencies that make it difficult to correctly assess an offender. Re-entry programs must also have a documented method of tracking recidivism of program participants.

Sentencing Alternative

Sentencing options other than imprisonment or jail for certain types of offender have been very effective in breaking the cycle of criminal activity. When prisons and jails that have effective re-entry programs that can successfully link offenders with comparable programs in the community once released, there is an ability to be effective in breaking the cycle of criminal activity.

Adult Program Observations

- **Violent Offenders:** Specifically support community-wide efforts that target violent offenders and offer them alternatives to interacting with the criminal justice system and/or victimizing any community member.

Marion County Reentry Commission Recommendations

- **Serving Formally Incarcerated Residents:** Support best practices of a holistic approach of serving ex-offenders that link housing providers with services providers, the re-entry court and other re-entry service providers.
- **Case Management:** Provide wrap-around case management services. Increase education and skills training that would provide access to new vocations and/or certifications at job sites in hard skills.
- **Use of Evaluations:** Community-based agencies should use the risk level evaluation as part of the assessments to determine an appropriate plan for each ex-offender.
- **Evidence-Based Practices:** Re-entry programs should be able to document that their programming is based on best practices and that they utilize some form of evidence-based practices.
- **Service Collaborations:** Better communication between ex-offender serving agencies- a process should be created to ensure better hand-off from criminal just agencies to community-based agencies so accurate plans can be created for ex-offenders in the community. To facilitate continuity of care, engage community based medical organizations, mental health care and substance abuse treatment agencies to provide services for offenders, pre- and post-release from incarcerations.
- **Criminal Justice System Partnerships:** Integration and collaboration within and between criminal justice agency systems (break down silos, coordination between state and local units). Development of more comprehensive problem-solving courts within the criminal justice system to permit more intense oversight of criminogenic needs of offenders especially in the areas of mental health and addiction.

Youth Program Observations

- **Neighborhood Youth Initiatives:** Consider targeting specific high crime neighborhoods to provide youth programs and services, mentor system involved youth and support high school completion and dropout prevention strategies within specific communities.
- **Education:** Target more resources and coordinated effort to improving high school graduation rates as a specific crime prevention strategy. Consider supporting credit recovery and other alternative to high school completion programs.
- **Youth Mentoring:** Expand youth mentoring to support youth interacting with juvenile justice system or youth at risk of not completing high school.
- **Youth Employment:** Utilize youth employment programs in conjunction with juvenile justice and high school completion efforts. Consider connecting youth employment opportunities specifically with other Community Crime Prevention Grant Program recipients. Use youth employment as a strategy to introduce youth to the world of work, develop job readiness skills, encourage high school completion, and contribute to median family household income.
- **Youth Mental Health and Homeless Intervention:** Connect Community Crime Prevention Grant Program recipients to mental health and homeless intervention support services, particularly serving youth detained in the juvenile detention center or in danger of dropping out of high school.
- **Drug Intervention:** Explore opportunities to support effective drug intervention programs and connect them to other crime prevention grant recipients to improve high school completion rates or reduce interaction with juvenile justice system.
- **Social/Emotional Learning:** Teach peace education, conflict resolution and bullying prevention to all youth program participants suspended, expelled or detained for committing a violent act.

Report was written by:

Roderick D.S. Wheeler, M.P.A., M.B.A.
Director of Community Impact
Central Indiana Community Foundation

With Contributions and Special Acknowledgements

Alicia J. Collins
Community Collaborations Manager
Central Indiana Community Foundation

© 2015 The Indianapolis Foundation, a CICF affiliate
615 N. Alabama Street, Suite 119
Indianapolis, Indiana 46204