

STRATEGIES FOR PREVENTING YOUTH VIOLENCE IN PHILADELPHIA'S 22ND POLICE DISTRICT

– A Report for the Philadelphia Youth Violence Prevention Collaborative –

Graduate Policy Workshop
Woodrow Wilson School of Public and International Affairs
Princeton University

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January, 2015



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ACKNOWLEDGEMENTS

First and foremost we would like to thank our advisors, Dr. John Rich of Drexel University's School of Public Health, Dr. Ted Corbin of Drexel University's School of Public Health, and Dr. David Kinsey of Princeton University's Woodrow Wilson School of Public and International Affairs. The three of them provided us with invaluable guidance, insight, and support throughout our research and writing process and never balked at the interdisciplinary nature of our project. We would especially like to thank Drs. Rich and Corbin for making the trek from Philadelphia to Princeton every week!

Of course, much thanks are due Richard Greenwald, Executive Director of the Philadelphia Youth Violence Prevention Collaborative and Claire Van Til, Project Manager for YVPC. The Collaborative felt less like a client and more like a partner throughout this process. It has been our pleasure to learn about your excellent work and we hope that what we've offered in these pages can help you continue and strengthen it.

We would also like to acknowledge the members of Philadelphia city government who worked most closely with us. Special thanks to Erica Atwood, Director of Black Male Engagement for the City of Philadelphia; Jamira Burley, the Executive Director of the Philadelphia Youth Commission; Dan O'Brien, Assistant Managing Director of Philly Rising; Maia Jachimowicz, Policy Director, Mayor's Office; and Julie Wertheimer, Deputy Director for Policy, Programs and Administration in the Office of Public Safety.

Finally, we would like to thank the many people in Philadelphia, Chicago, Cleveland, Detroit, and Milwaukee and beyond who took time out of their busy schedules to meet or speak with us. They are listed below.

Philadelphia

Jennifer Barr (SEPTA)

Marla Davis Bellamy (CeaseFire Philadelphia)

Deputy Commissioner Kevin Bethel and
Lieutenant Altovise Love Craighead
(Philadelphia Police Department)

Philip Demara, Dr. Arthur Evans and Dr.
Samantha Matlin (Philadelphia Department
of Behavioral Health and Intellectual
disAbility Services)

David Fectau (Philadelphia City Planning
Commission)

Ade Fuqua (Philly Rising)

Steven Grilli (NorthEast Treatment Centers)

Julia Hillengas (Mayor's Office of Civic
Engagement and Volunteer Service)

Erik Solivan and Corey Parson (Philadelphia
Housing Authority)

Matt Perkins (LISC)

Deputy Chief Bennie Price (Philadelphia
Juvenile Probation)

Rob Reed (US Attorney's Office)

Dr. H. Ahada Stanford (Philadelphia
Commerce Department)

Chicago

Jalon Arthur (CeaseFire Illinois)

Gretchen Cusick, Amanda Norton and John
Wolf (University of Chicago Crime Lab)

Kathleen Hill (Mayor's Office)

Dr. Rachel Johnston (Adler School of
Professional Psychology)

James Jones, Jay Landau, Chris Warland, Carl Wiley and Melissa Young (National Transitional Jobs Network – Heartland Alliance)
Kimberley Nerheim (US Attorney's Office)

Cleveland

Bevin Bowersmith (Lutheran Metropolitan Ministries)
Evelyn Burnett (Cleveland Neighborhood Progress)
Donovan Duncan (Cuyahoga Metropolitan Housing Authority's Choice Initiative)
Blaine Griffin (City of Cleveland Community Relations Board)
Candace James (Ohio Means Jobs)
Lillian Kuri (Cleveland Foundation)
Tracey Nichols (Economic Development for the City of Cleveland)
Jeffrey Sugalski (BBC Development)
Michael Walker (Partnership for a Safer Cleveland)
Natoya Walker-Minor (Mayor's Office)

Detroit

Leslie Andrews (Rock Ventures)
April Boyle (Dhive)
Regina Campbell (SWOT Future City/ TechTown Detroit)
Bart Eddy (Detroit YEA)
Saul Green (Detroit Youth Violence Initiative)

Jed Howbert (Mayor's Office)
Michelle Jackson (Smallville Farms)
Sharnita Johnson (Kellogg Foundation)
Susan Morrel-Samuels (Michigan Youth Violence Prevention Center)
Kyle Polk (Detroit Future City)
Ari Simon (Kresge Foundation)
Olga Stella (Detroit Economic Growth Corporation)
Chris Uhl (Skillman Foundation)
City Connect

Milwaukee

Dawn Barnett (Running Rebels)
Robert Cherry, Julie Kerksick, David Riemer, Jeffrey Roman and Conor Williams (Community Advocates)
Clarence Johnson and Lawrence Thomas (Wisconsin Community Services)
Dr. Marlene Melzer-Lange (Project Ujima, Children's Hospital of Wisconsin)
Dr. Mallory O'Brien and Michael Totoraitis (Milwaukee Homicide Review Commission)
John Rakowski (Violence Prevention Initiative)

Beyond

Patrick Hendricks (Memphis Mayor's Office)
James Johnson (Piett, Principal and CEO, Urban Development)
Susan Shah (Vera Institute)
Lori Toscano (Cure Violence)

EXECUTIVE SUMMARY

Objective

The objective of this report is to assist the City of Philadelphia and its Youth Violence Prevention Collaborative in developing strategies to evaluate, refine and advance the City's 2013 Strategic Plan to Prevent Youth Violence. Consistent with the Collaborative's aims, the recommendations focus on preventing youth violence in the 22nd Police District, particularly among youth aged 12-24.

Principles

In crafting the recommendations for this report, four core principles were considered – principles discerned from conversations with partners in Philadelphia, as well as from national efforts to prevent youth violence and promote equitable health outcomes:

- Long-term engagement with communities requires sustainable action.
- Partnering with community organizations is essential to get local buy-in.
- Violence is symptom of a larger public health crisis rooted in the traumatic experiences of youth.
- Race and gender influence the social and physical environment and stratify opportunity.

Recommendations

The recommendations follow an adapted social ecological model, nesting policies that address a targeted group (at-risk individuals) within initiatives to implement across the wider community of affected members of the 22nd District. The recommendations that aim to increase economic opportunities would benefit all District residents. Underlying these policy recommendations are strategies to strengthen the Collaborative, whose work shapes the environment in which youth violence prevention activities take place.

Strengthening the Collaborative

- Better communication
- Rethink working groups
- Meet with heads of City agencies
- Collaborate with City's Black Male Engagement efforts
- Explore formal partnerships with academic research centers to support evaluation efforts

Supporting at-risk individuals

- Assign case managers to youth shooting victims
- Institute official case review process for violent incidents in the 22nd District
- Limit enforcement of bench warrants or technical parole or probation violations in hospitals
- Host Juvenile Safe Surrender event in the 22nd District

Enhancing community support systems

- Establish protocol for community outreach following violent incidents
- Trauma training for community service providers
- Develop strategy to increase black male mentors and create a mentoring support network

Expanding economic opportunities

- Establish a social enterprise pilot program for at-risk youth
- Expand vacant lot maintenance program
- Connect the Collaborative with Choice Neighborhood efforts
- Partner with developers for apprenticeship opportunities
- Establish ties between small business support centers and local businesses.

INTRODUCTION

The objective of this report is to assist the City of Philadelphia and its Youth Violence Prevention Collaborative in developing strategies to evaluate, refine and advance the City's 2013 Strategic Plan to Prevent Youth Violence.¹ This report describes methods to improve the functioning of the Collaborative and identifies programmatic and policy recommendations to advance implementation of the plan and to support the City's ultimate goal of reducing youth violence.

The structure of the report is as follows: The introduction provides an overview of the Philadelphia Youth Violence Collaborative and the methodology of this report, outlines the principles the authors followed in developing recommendations and includes a description of some of the youth violence prevention activities currently happening in the 22nd Police District. The body of the report lays out recommendations to strengthen the collaborative, identifies high-value intervention and prevention strategies targeting at-risk youth and ties youth violence prevention to broader strategies to enhance community resilience and expand opportunity within the District. The final section concludes.

Overview

In 2010, the U.S. Departments of Justice and Education launched a new national effort to address the problem of youth violence, the National Forum on Youth Violence Prevention (NFYVP). Under the leadership of Mayor Michael A. Nutter, Philadelphia joined the Forum in 2012 as the tenth participating city.² The Mayor has also assumed a national leadership role on this issue, joining forces with New Orleans Mayor Mitch Landrieu to launch Cities United, a national partnership to eliminate violence-related deaths of African American males.

Mayor Nutter's commitment to ending the tragic loss of young lives due to avoidable violence has also raised the profile of this issue within Philadelphia and led to a meaningful focus on improving the City's approach to youth violence prevention. As a first step, the Mayor appointed members to serve on a Youth Violence Prevention Collaborative, including an Executive Director, funded by the Stoneleigh Foundation, and co-chairs from the Department of Human Services, the Philadelphia Police Department and the Philadelphia Family Court. Through meetings bringing together several committees of stakeholders and experts, the Collaborative crafted the City's Strategic Plan to Prevent Youth Violence, which stated the goals of the Collaborative as follows:

1. To embed youth violence prevention and reduction in the work and priority of every relevant city agency through accountability metrics;
2. To ensure that youth and high-impact communities are engaged in the work; and
3. To take a long-term approach.

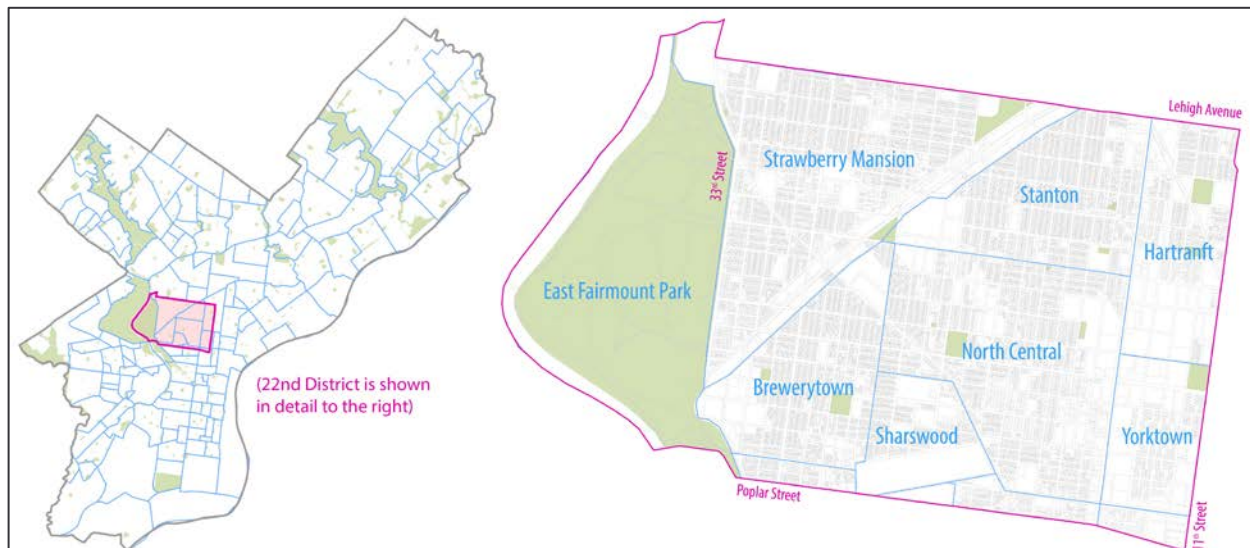
In light of Philadelphia's upcoming mayoral transition in January 2016, the Collaborative is seeking to ensure the continuation of its youth violence prevention work beyond the current administration.

¹ "Philadelphia's Strategic Plan to Prevent Youth Violence," Mayor's Office of Philadelphia, Sep. 2013. Available at http://www.phila.gov/Newsletters/Youth_Violence_Strategic_Plan_%20FINAL%20September%202013.pdf.

² The original cities were Boston, Chicago, Detroit, Memphis, and Salinas and San Jose, CA. In addition to Philadelphia, the cities of Camden, NJ, Minneapolis, and New Orleans were added to the National Forum in 2012.

Although violent crime rates have trended downward over the course of several decades, nationally as well as in Philadelphia, disproportionate numbers of young African-American males continue to lose their lives to homicide. In 2013, 77.3% of homicide victims in Philadelphia were black, 90.3% were male, and 35.7% – 88 individuals – were between the ages of 11 and 24.³ The 22nd Police District in north central Philadelphia saw more youth shootings than any other district in recent years.⁴ Therefore, the Collaborative decided to pursue a place-based violence prevention strategy focused on the 22nd Police District,⁵ which struggles with elevated levels of violence, a high concentration of poverty, and limited economic opportunity for residents (42% of residents have income below the federal poverty line).

Figure 1. Philadelphia's 22nd Police District



Background

The Collaborative has made significant progress since its establishment in 2013. Experts and practitioners in the cities visited for field research noted that they frequently look to Philadelphia to identify best practices for youth violence prevention. Of particular note are the City's participation in national partnerships, youth employment efforts and juvenile diversion initiatives. In addition, a number of community organizations and city departments outside the Collaborative actively provide services that address youth violence.

In comparison to other cities considered in this research, Philadelphia has highly developed youth employment programs, including PowerCorpsPHL, an Americorps partnership that employs about 75 at-risk youth in city agencies in six-month cohorts, and an extensive summer jobs initiative that placed 7,500 youth in summer work experiences in 2014. However, with limited resources available for transitional

³ "2013 Homicide Report." Philadelphia Police Department, Feb. 2014. Retrieved Jan. 3, 2015, from <http://www.phillypolice.com/assets/crime-maps-stats/HomicideReport-2013.pdf>.

⁴ "Philly Stat Presentation." Youth Violence Prevention Collaborative, Sep. 18, 2014. Retrieved Jan. 9, 2015, from http://www.phila.gov/MDO/phillystat/Reports/YouthViolence_PUBLIC.pdf.

⁵ The 22nd Police District is bordered by Lehigh Avenue to the North and Poplar Street to the South. The western border is 33rd Street/Fairmount Park and the eastern border is 11th Street.

employment programs, reaching more youth remains a challenge.

With the support of the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative, Philadelphia has launched exciting programs to create non-detention alternatives for youths. Of particular note is the school diversion program that was launched in March 2014 and Juvenile Probation's Evening Reporting Centers. The diversion program diverts low-level offenders from arrest to Intensive Prevention Services; the school arrest rate in the 2014/5 academic year is 46% than at this point last year.⁶ The Evening Reporting Center program allows youth offenders to remain in their communities rather than face short-term detention while awaiting adjudication.⁷ Participants receive intense supervision through GPS monitoring and are required to report to Center for facilitated education and therapeutic programming between 5 pm and 9 pm each day, but are not detained. A study found that nearly 93% of participants were successfully discharged from the center: they appeared in court as scheduled and did not face re-arrest during their period of participation.

Methodology

This report was written by a group of graduate students at the Woodrow Wilson School of Public and International Affairs at Princeton University who are candidates to receive master's degrees in June 2015. In writing the report, the authors served as consultants for the Philadelphia Mayor's Office, advising the Youth Violence Prevention Collaborative's Executive Director Richard Greenwald on the implementation of the City's Strategic Plan. The goal of the report is to help the Collaborative strengthen existing initiatives through specific, action-oriented recommendations.

This analysis is primarily based upon interviews conducted with city officials, non-profit leaders and other stakeholders in Philadelphia. In addition, after reviewing secondary sources and consulting with national organizations and experts, the report's authors traveled in two groups to four other large post-industrial American cities – Chicago, Cleveland, Detroit and Milwaukee – to conduct comparative research. The selected cities are host to some of the most highly regarded youth violence prevention efforts in the nation and each offered different approaches to tackling the problem. In addition, like Philadelphia, each city is highly segregated with high rates of poverty concentrated in African-American communities.

Specifically, the authors visited Cleveland because of its pioneering use of cooperatives to provide low-income residents with job opportunities, as well as its expansive urban farms programs. They also visited Detroit because it is a very active site for numerous new economic development initiatives, including those with federal support. The City of Chicago has participated in the National Forum on Youth Violence Prevention since the network was established in 2010 (across two mayoral administrations) and is the home of efforts to develop evidence-based models of youth violence prevention. The City of Milwaukee was an early adopter of the data-driven approach to combating youth violence and the practice of holding citywide inter-agency and stakeholder homicide case reviews. In all, the authors conducted more than 50 interviews with policymakers, funders and practitioners working to prevent youth violence.

⁶ Reflects data through Dec. 31, 2014. Interview with Deputy Commissioner Kevin Bethel, Philadelphia Police Department (Jan. 12, 2015).

⁷ Note that slightly over 10% of participants in the program are post-adjudication. Information from Rena Kreimer Halliwell, Juvenile Justice Coordinator, Philadelphia Family Court (Jan. 12, 2015).

This selection of cities also enabled a comparison of the context and success of efforts to reduce youth violence in federal grant recipient NFYVP cities (Detroit and Chicago) with cities that are not participating in the NFYVP but are pursuing their own strategies (Cleveland and Milwaukee). As shown in Table 1, the cities were also compared on several other dimensions.⁸

Table 1. Youth Violence Prevention Programs

	Philadelphia	Chicago	Detroit	Milwaukee	Cleveland
National Forum on Youth Violence Prevention	X	X	X		
Cities United Participant	X			X	X
Host of a Choice Neighborhood (HUD)	X	X			X
Hospital-Based Intervention Efforts	X	X		X	
Data-Driven Police Strategy	X	X		X	
Cities For Black Male Achievement Participant (National League of Cities)	X	X		X	
Home of CDC National Center of Excellence on Youth Violence Prevention		X	X		
Pew-IDed "Comparable Cities" to Philadelphia	NA	X	X		X

In addition to providing recommendations aimed at strengthening the Collaborative, this report describes promising practices that could be incorporated into Philadelphia’s efforts to reduce youth violence. In developing these recommendations, both the anticipated effect of each proposal and the difficulty of implementation were considered. Of the recommendations considered, those deemed most important were included regardless of the difficulty of implementation. Less central recommendations were included only if it was anticipated that the objectives could be accomplished with proportionately less effort. Many potential recommendations were winnowed out through this prioritization process.

Consistent with the City’s focus, the recommendations in this report concentrate on reducing youth violence among youth aged 12-24 in the 22nd Police District. Though neighborhoods throughout Philadelphia face similar challenges, this focus recognizes the limited resources available to increase services and implement programming, and the difficulty of coordinating across the City’s many agencies and organizations. While limited in its potential to affect the city as a whole, this effort offers a unique opportunity to pilot recommendations and develop strategies that could be implemented citywide or more broadly.

⁸ Including participation in Cities United (a partnership of mayors committed to eliminating violence related deaths of African American males) and the National League of Cities’ Cities for Black Male Achievement, receipt of HUD Choice Neighborhood funding, hosting hospital-based violence intervention programs, and other comparable economic and social profiles (as indicated by inclusion in Pew’s annual “State of the City” report on Philadelphia).

Some recommendations focus specifically on young men and boys of color. As is elaborated in the City's Strategic Plan and below, young men of color are disproportionately likely to be victims or perpetrators of violent crime. The authors believe that it is important to target interventions at this group because of that disproportionality. Fortunately, as elaborated below, there are currently unique opportunities to engage boys and young men of color.

Principles

In crafting the recommendations for this report, four core principles were considered – principles discerned from conversations with partners in the Collaborative as well as from existing collective efforts working to prevent youth violence and promote equitable health outcomes both locally and nationally.

Long-term engagement with communities requires sustainable action

With less than a year left in Mayor Michael A. Nutter's final term,⁹ a key goal of the Collaborative for 2015 is to generate and sustain momentum for youth violence prevention beyond the current administration. The sustainability of this effort is critical since many, if not most, promising elements happening in the priority areas of the City's Strategic Plan are *people-driven* and not *policy-driven*. Although much of the youth violence work occurring within the City does occur outside of the Mayor's Office, a shift in focus during the transition between administrations could diminish the potential for positive synergies between the City and key partners and the goodwill built in the community. Institutionalizing the vision and priorities of the Collaborative is the first step in gaining the trust and commitment of a diverse set of stakeholders and continuing the work to reduce violence in the city.

Partnering with grassroots organizations is essential to get buy-in from the community

One of the strengths of the Collaborative is its partnerships across sectors and organizations. However, a large share of the youth outreach and engagement efforts in the 22nd District included in the City's Strategic Plan originate in or are affiliated with the Police Department (e.g. Police Athletic League, Police Explorers, Youth Police Academy), an authority that many youth may hesitate to approach.¹⁰

The nodes of engagement for youth in marginalized communities typically take the form of non-profit or faith-based organizations with limited resources that provide programming to youth in their neighborhood informally or on a small scale. These types of grassroots organizations have a better relationship with the community, and are therefore more likely to get buy-in from youth, compared with police or government representatives.¹¹ The City should reach out to these community partners to identify, bolster, and expand existing nodes of engagement by continuing to:

- Create and strengthen partnerships between these organizations and different government offices for service provision (e.g., coordinate with the juvenile criminal justice system to provide recreational alternatives for young offenders in disadvantaged areas).

⁹ Mayor Nutter took office in 2008. In Philadelphia, mayors are limited to two consecutive four-year terms.

¹⁰ Brayne, Sarah, "Surveillance and System Avoidance: Criminal Justice Contact and Institutional Attachment," *American Sociological Review*, April 4, 2014. Retrieved Jan. 9, 2015, from <http://asr.sagepub.com/content/early/2014/04/02/0003122414530398.full.pdf>, p. 2.

¹¹ *Ibid*, p. 11.

- Foster interaction between different community organizations to exchange ideas and create strategic alliances (e.g., host thematic events for organizations to share their work and actively identify and connect organizations doing similar or complementary work).
- Expose small organizations to potential funders and partners (e.g., organize events in which funders and organizations can interact and publicize the work done by organizations as well as funding opportunities).

Violence is a symptom of a larger public health crisis rooted in the traumatic experiences of youth

The Collaborative should take a public health approach in formulating and carrying out its implementation priorities, paying particular attention to trauma. The cycle of trauma is vicious and difficult to break. More than 44% of shooting or intentional stabbing victims will experience further violence within five years¹² and children exposed to violence are more likely to engage in criminal activities later in life. Addressing their trauma not only improves life outcomes, but helps break cycle of victimization in which “hurt people hurt people”.¹³ Untreated trauma contributes to many of the most pressing problems that low-income and communities of color face – including many of the problems prevalent in the communities of the 22nd District – such as persistent poverty, crime, low academic achievement, addiction, mental health problems, and poor health outcomes.¹⁴

FINDINGS FROM FIELD RESEARCH: Partnering with Community Groups

Running Rebels is a community organization in Milwaukee, WI that offers a variety of services for at-risk youth including mentoring, after-school activities and intensive monitoring and supportive services for court-appointed youth offenders.

The court referral program started as a pilot with 26 youths. Over time it has expanded: 230 youth participated in 2014. As Co-Executive Director Dawn Barnett explained, starting small and having the opportunity to build capacity allowed Running Rebels to develop both a positive working relationship with Milwaukee County’s Children’s Court and a strong community-based program providing an alternative to detention and numerous supportive services.ⁱ

Running Rebels is now partnered with other local government initiatives, including the Milwaukee Violence Free Zone (which works with Milwaukee Public Schools), the Center for Neighborhood Enterprise and the Milwaukee Christian Center, to reduce violence and improve school environment and safety.

ⁱ Interview with Co-Executive Director Dawn Barnett, Running Rebels (Oct. 30, 2014)

Public health suggests that policymakers take a trauma-informed approach to reducing youth violence — an approach that acknowledges the adverse social and environmental factors impacting the health

¹² “Philadelphia’s Strategic Plan to Prevent Youth Violence,” supra n. 1.

¹³ Corbin, Theodore, John Rich, Sandra Bloom, Dionne Delgado, Linda Rich, and Ann Wilson, “Developing a Trauma-Informed, Emergency Department-Based Intervention for Victims of Urban Violence,” *Journal of Trauma and Dissociation* (12:5, 510-525).

¹⁴ “Policy Issues”, The National Child Traumatic Stress Network. Retrieved Oct. 20, 2014, from <http://www.nctsn.org/resources/policy-issues>.

outcomes of youth. This approach seeks to address chronic stress and adversity that typically decreases a person's ability to engage and participate as a full member of society through school, work and opportunities for civic engagement. Ultimately, programs and policies intended to combat violence should not focus solely on punishment, but also seek to reduce exposure to trauma and support individual- and community-level healing.¹⁵

For the purposes of this report, the authors broadly define trauma as an event, series of events or set of circumstances that is physically and emotionally harmful or threatening, and that has lasting adverse effects on the individual's physical, social, emotional, or spiritual well-being.¹⁶ Traumatic experiences are often assumed only to be associated with exposure to community and interpersonal violence, but in fact, can also include repeated contact with the juvenile and criminal justice systems and exposure to persistent poverty, discrimination and racism.¹⁷

Race and gender influence the social and physical environment in which individuals live and stratify opportunity in communities

In Philadelphia, young African-American males are disproportionately likely to be victims or perpetrators of violent crime. According to the City's Strategic Plan to Prevent Youth Violence, 75% of Philadelphia's homicide victims are black men, approximately 80% of those arrested for homicide are black men, and 40% of those arrested for homicide are black men between the ages of 18–24. Violent crime has taken on a racialized and gendered character. This is the local manifestation of a national phenomenon, which is the result of past and present forms of racism at the individual and institutional levels.

Students of color are more likely to attend underfunded schools, face harsher discipline in school, and are more likely to be pushed out of school than white students. Similarly, patterns of racial profiling and targeted surveillance of communities of color result in disproportionate contact with law enforcement.¹⁸ This set of policies and practices, commonly known as the "school-to-prison pipeline," pushes students of color out of classrooms and into the juvenile and criminal justice systems.¹⁹

The current impact of punitive practices that disproportionately target communities of color is compounded by intergenerational biases and inequities in policies and practices that perpetuate unequal access to opportunity and resources. Discriminatory housing policy such as redlining²⁰ beginning in the

¹⁵ "Healing the Hurt: Trauma-Informed Approaches to the Health of Boys and Young Men of Color," Drexel University, Oct. 2009. Retrieved Jan. 9, 2015, from <http://www.calendow.org/uploadedFiles/Publications/BMOC/Drexel%20-%20Healing%20the%20Hurt%20-%20Full%20Report.pdf>.

¹⁶ Cronn, Shannon and Barb Iversen. "Essential Trauma-Informed Practices in Schools," SAMSHA, 2012. Retrieved Jan. 9, 2015, from <http://www.azed.gov/prevention-programs/files/2013/12/trauma-informed-schools-barb-iversen.pdf>.

¹⁷ "Healing the Hurt: Trauma-Informed Approaches to the Health of Boys and Young Men of Color," supra n. 15.

¹⁸ Office of Juvenile Justice and Delinquency Prevention. "Disproportionate Minority Contact." Retrieved Jan. 9, 2015, from <http://www.ojjdp.gov/dmc/index.html>.

¹⁹ "What Is The School-to-Prison Pipeline?" American Civil Liberties Union. Retrieved Jan. 9, 2015, from <https://www.aclu.org/racial-justice/what-school-prison-pipeline>.

²⁰ According to the Fair Housing Center of Greater Boston, *redlining* is "the practice of denying or limiting financial services to certain neighborhoods based on racial or ethnic composition without regard to the residents' qualifications or creditworthiness. The term "redlining" refers to the practice of using a red line on a map to

1930s, to punitive sentencing policies established during the War on Drugs in the 1970s have disproportionately segregated and criminalized communities of color. Indeed, these policies have left a legacy of economically depressed communities with limited access to high quality schools, employment, safe and affordable housing, as well as a system of mass incarceration that sees the United States imprison a higher proportion of its racial and ethnic minorities than any other country in the world.²¹

Clearly, race continues to stratify opportunity in communities across America. The unique challenges young men of color face, and the need to engage this community in any violence prevention effort, make it clear that race and gender-conscious strategies should not only be considered, but prioritized.

This is not to say that the Collaborative should be unconcerned with women of color or white individuals living in the 22nd District. Instead, the authors are suggesting that racism and classism manifest themselves differently in different populations and, for a number of reasons outlined above, young black males tend to be both the victims and perpetrators of violent crime in Philadelphia. To best address violence in the 22nd District, the Collaborative must take its racialized and gendered character into account.

These principles help capture both the complexity and urgency of this work; tremendous efforts from all parties involved in the 22nd District and throughout the City of Philadelphia will be needed to continue advancing informed strategies to effectively engage and support the victims and perpetrators of violence.

delineate the area where financial institutions would not invest.” For more information, see:
<http://www.bostonfairhousing.org/timeline/1934-1968-FHA-Redlining.html>.

²¹ Alexander, Michelle, *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*. New Press: New York, 2012, p. 6.

FINDINGS FROM ACADEMIC LITERATURE: An Anthropologist's Study of Unique Challenges Facing Young Black Men in One Philadelphia Neighborhood

Anthropologist Alice Goffman begins her case study of the lives of young black men in an impoverished Philadelphia neighborhood by noting a distinction that is central to and shapes almost every aspect of life in this and similar communities: whether or not a person has pending legal entanglements, outstanding probation or parole violations, unpaid judicial fines or other circumstances that make the chance of arrest very high if they come into contact with authorities.ⁱ

As she notes, it is not uncommon or difficult for young men to become entangled in the legal system due to “broken---windows” policing and increased police presence in low---income high---crime areas, which leads to issuance of “summary citations” – fines for offenses such as loitering, selling loose cigarettes or drinking in public.ⁱⁱ If an individual fails to appear in court to pay or dispute such fines, or misses payments from a payment plan, a warrant is issued for arrest and additional charges may be imposed – charges that can be substantial and have increased over time.ⁱⁱⁱ While Philadelphia does offer assistance to those who are not able to pay fines – for example, through payment plans, fee waivers, and adjustments if an individual loses a job or benefits^{iv} – individuals may not know about or qualify for these options.

Once on probation or parole, youth are at a constantly elevated risk of arrest as “their lives are governed by additional rules that do not apply to everyone else.” This is a particular issues in communities like the 22nd District: a national study found that black youth were 269 times more likely to be arrested for violating curfew laws than a white youth in 2011.^{vi} Goffman writes:

The supervisory restriction of probation and parole bar these men from going out at night, driving a car, crossing state lines, drinking alcohol, seeing their friends, and visiting certain areas of the city. Coupled with an intense policing climate, these restrictions mean that encounters with the authorities are highly likely, and may result in a violation of the terms of release and a swift return to jail or prison.^{vii}

Of the 308 men between the ages of 18 and 30 Goffman surveyed in the neighborhood she studied, 144 reported that within the prior three years they had been issued warrants for failure to appear in court or pay fines (“bench warrants”). These were just a few of the 80,000 open warrants reported by the Philadelphia Warrant Unit in 2010, of which only a small share had been issued in association with new criminal cases (“body warrants”). In the same time period, 119 of the surveyed men were issued warrants for technical parole or probation violations like drinking or breaking curfew.^{viii}

ⁱ Goffman, Alice, *On the Run*, The University of Chicago Press: Chicago, 2014, p.6

ⁱⁱ Note, though, the 22nd District is not one of the four police districts that account for nearly half of the city’s summary citations. Denvir, Daniel and Ryan Briggs, “Is Broken Windows Philly’s New Stop---And---Frisk?” *City Paper*, Aug. 1, 2014. Retrieved Jan. 10, 2015, from <http://citypaper.net/News/Is---broken---windows---Phillys---new---stop---and---frisk/>.

ⁱⁱⁱ For example, Philadelphia’s First District Court’s fee schedule: <http://www.courts.phila.gov/pdf/prothyfees.pdf>. For a national perspective on this trend, see Edsall, Thomas, “The Expanding World of Poverty Capitalism,” *The New York Times*, Aug. 26, 2014. Retrieved Jan. 10, 2015, from: <http://www.nytimes.com/2014/08/27/opinion/thomas---edsall---the---expanding---world---of---poverty---capitalism.html>.

^{iv} Community Legal Services Philadelphia, “Criminal Court Costs and Fines in Philadelphia: Know Your Rights.” Retrieved Oct. 23, 2014, from <http://clsphila.org/sites/default/files/get---help/RESOURCE%20---%20Fines%20and%20Costs%20Flyer.doc>.

^v Alexander, Michelle, *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*, New Press: New York, 2012, p. 95.

^{vi} Rovner, Joshua, “Disproportionate Minority Contact in the Juvenile Justice System,” *The Sentencing Project*, May 2014. Retrieved Jan. 10, 2015, from http://www.sentencingproject.org/doc/publications/jj_Disproportionate%20Minority%20Contact.pdf.

^{vii} Goffman, supra, p. 18.

^{viii} Ibid.

MAXIMIZING THE COLLABORATIVE'S IMPACT

Analysis

The Collaborative has been remarkably adept at convening a diverse group of parties and facilitating productive conversations on youth violence, both within and across sectors. This is best evidenced by the City's Strategic Plan, which had a high level of participation and buy-in from partners across Philadelphia. One key factor in the Collaborative's influence has been that it is led by a full-time executive director, who is supported by a small staff. The existence of this position locates ultimate accountability and a channel for communication with the Mayor in one individual.

While many stakeholders have praised the Collaborative's ability to convene and encourage dialogue, some have also identified practices that they believe would help the Collaborative streamline its activities and create more opportunities for participants to collaborate. While these are not easy tasks, the authors have outlined some recommendations below of ways to effectively approach and accomplish them.

The Collaborative should take advantage of the power it holds to bring together people from different sectors and to facilitate the implementation of violence reduction efforts in the 22nd District. It could serve as a liaison to promote dialogue and sharing of ideas between the agencies that are part of the Collaborative and other social and community organizations with relevant projects. Given its restricted budget, the Collaborative does not have the resources to operate projects independently and must instead achieve its objectives by promoting and supporting the work of community organizations.

The Collaborative should:

1. **Coordinate** existing efforts that could be better aligned;
2. **Mediate** differences between agencies and organizations that could potentially work together but have thus far been unable to do so;
3. **Facilitate** new partnerships and initiatives;
4. **Promote** good work that is already being done in the 22nd District; and
5. **Establish** metrics that promote collective impact.

Recommendations

Better communication

In order to get buy-in from the community, service providers and other agencies, it is important to improve the Collaborative's communication strategy. From conversations with key stakeholders in the city, it appears that few people have a comprehensive view of the youth violence prevention initiatives happening in Philadelphia. There is almost no accessible information online on the state of the City's Strategic Plan to Prevent Youth Violence beyond the Plan itself, and information on specific projects linked to the Collaborative's effort can only be found through the implementing organizations' websites.

Increasing the information available to the public and facilitating access to it will get people engaged in the Collaborative's work and, hopefully, expand the support it gets from members of the community.

Moreover, a better communication strategy can also serve as platform for people to give feedback and as a forum to generate new ideas.

The first step in this effort is to create a website providing information about the Collaborative and specifically describing the various initiatives to reduce youth violence happening in the 22nd District and citywide. The website will provide a place where good results can be celebrated and which people can use as a resource guide for the services offered by the Collaborative's members and partners. The following are the main services the website should provide:

- A newsfeed to give updates on the Collaborative's efforts in the 22nd District and celebrate successes of those working to reduce youth violence citywide.
- A resource guide for youth and their parents to supply information about services available in the 22nd District, activities they can engage in and programs they can apply to.
- A forum to collect feedback on the Collaborative's efforts and proposals for new programs and activities from key service providers and participants.
- A public space to highlight the work of partners in order to facilitate relationships with foundations and other community organizations.

Rethink working groups

The lack of action resulting from meetings and working groups has depleted interest in the Collaborative. For the Collaborative to succeed, it is important to regain the trust of its members and reform its image as more of a facilitator than a creator of projects aimed at youth violence reduction.

Ideally, the working groups laid out in the City's Strategic Plan would all meet regularly. However, given that some of the working groups have been disbanded, reconvening them at the present time may not be the most effective way to improve the Collaborative. However, it may make sense to reconvene the working groups to build upon new initiatives in the future. In addition, the eventual reconvening of these working groups could make the Collaborative more sustainable in the next administration.

To do so, the mechanics of working groups will need to be revised to address the challenges that they face:

- ***Limit meeting time.*** Do not convene unless there is a clear need to do so. Because all partners have limited time, working groups should only be convened when it is imperative that all the members be present. Collaborative staff can follow up with partners by phone and distribute a summary of the work other partners are doing by email on a monthly basis.
- ***Have a clear agenda.*** Meetings have to be clear and concise. The Collaborative should not overlook the fact that meetings take away valuable time from the actual implementation of the plans discussed. At this stage, meetings that fail to produce actionable results for which someone will later be held accountable should be avoided at all costs, since they will only negatively impact the Collaborative's reputation.
- ***Provide materials in advance and follow up.*** If a meeting is required, it should be carefully planned to avoid deviations from its goal. When possible, the Collaborative should do more groundwork before the meeting so that they can be more productive and have a template for action more specifically noting next steps, responsibilities and data plans.

Meeting with heads of city agencies

Hosting individual meetings with agency heads will serve as a way to promulgate the goals of the Youth Violence Prevention Strategy and identify opportunities for further collaboration between different agencies. One-on-one interactions will make it easier to identify the challenges each agency is facing in implementing their strategies without the exposure of a group meeting. These meetings can also serve as follow-ups to larger meetings and as tools to hold agency heads accountable for the progress of their initiatives.

Increase collaboration with the City's Black Male Engagement efforts

The Mayor's Office, in partnership with many local and national stakeholders, are involved in various efforts to improve the life outcomes of boys and men of color, including the acceptance of the My Brother's Keeper Community Challenge. Stronger partnerships between the Collaborative and such efforts would create an opportunity to strengthen both initiatives for three reasons: both sets of efforts address challenges affecting boys and young men of color (though the Collaborative's focus is more broad), each effort has different partners and reaches a different audience so improved coordination could expand the reach of both efforts, and national attention on these issues has opened a window for expanded funding opportunities.

An example of positive collaboration of this variety is the current partnership to identify a school-based cognitive behavioral therapy program operating in the city that could be replicated in the 22nd with the federal funding granted to implement the "Becoming a Man" program (BAM).²²

Some immediate opportunities to collaborate include:

- ***My Brother's Keeper Dashboard*** – Black Male Achievement (BMA) advocates are currently working on a dashboard for efforts related to the My Brother's Keeper initiative in Philadelphia. Given that the Collaborative is also investing resources in developing and tracking similar metrics, aligning and coordinating these efforts would be more efficient and would improve both.
- ***Resource Guide*** – Staff of the Collaborative are developing a guide for residents of the 22nd District to describe services and resources available. The goal is to improve awareness of and access to available services, as well as to foster connections between service providers (by offering an easy way to identify potential partners). The Collaborative should meet with the Director of Black Male Engagement to identify any organizations or individuals serving residents of the 22nd District that the Collaborative may not have already identified.

Explore formal partnerships with Philadelphia's academic research centers to support evaluation efforts

Interviews with service providers, city officials and academics indicated that one area of the Collaborative's work that could be substantially improved is data management and analysis. Though many city agencies are currently collecting data on programs and their participants, little capacity exists

²² "Becoming a Man" is a drop-out and violence prevention program for at-risk male youth, developed by Youth Guidance in Chicago. The Department of Justice granted \$100,000 to Philadelphia to implement the program into schools in the 22nd District, but unfortunately Youth Guidance has subsequently determined that the program is not ready for replication.

to analyze this data to learn more about the effect of programs and to identify areas for improvement. Furthermore, there is little collaboration across agencies, and efforts to analyze the comprehensive effect of youth violence prevention efforts are limited.

FINDINGS FROM FIELD RESEARCH: Partnering with Universities for Data Analysis

The University of Chicago partnered with the City of Chicago in 2008 to develop the Crime Lab, an organization that cleans, collects, and evaluates data at the request of the Mayor's Office, Police Department and School District. Staff members can reach out to the Crime Lab to obtain data on a range of issues such as help identifying the times at which school violence is most likely to occur or measuring the success of programs and policies. The Crime Lab also helps identify and obtain sources of funding to support programs they wish to evaluate.

The Crime Lab developed Data Use Agreements with both the Police Department and the School District. Crime Lab staff can obtain individual-level information from these agencies and will prepare reports so that the data is understandable. It is important to note that the Crime Lab is rarely allowed to use these reports or data for publishing purposes, which may pose difficulties for other cities' recruitment of local academic institutions to support similar programs.

Other cities have had success sharing data across agencies without an anchor institution like the Crime Lab in Chicago and the Homicide Review Commission in Milwaukee. In both Illinois and Wisconsin, agencies are allowed to share individual-level data with the approval of the head of Juvenile Court. While these informal data-sharing systems are much easier to establish than a dedicated data analysis organization, adopting a process that does not require formal DUAs poses a risk by creating more potential opportunities to misuse data or break protected confidentiality.

The Collaborative no longer has a formal data working group, but does convene some experts regularly to discuss issues of data and evaluation; it is interested in both determining metrics that could be tracked to assess the effect of youth violence prevention activities and developing a plan to collect that information in a useable format.

Given the limited resources available within city agencies for this work, the Collaborative should continue to build relationships with the local academic research community to support evaluation of youth violence and data management efforts, as other cities have done.

Such partnerships would benefit the city by increasing the capacity to analyze existing agency data and synthesize data collected by separate agencies to evaluate existing efforts, building stronger relationships with some of the city's anchor institutions and potentially opening new avenues for funding (e.g. academic research grants). The universities would benefit from the creation of hands-on learning experiences for students and researchers, improved relations with community groups and other local players and the potential for academic publication. The partnership could take many forms, including:

- Long-term placements (e.g. a full academic year) of student researchers within agencies that have data but limited analytical capacity.
- A working group that brings together academic experts with data analysts in relevant city agencies (e.g. Police Department, School District, Juvenile Probation) to support ongoing analytical efforts and identify opportunities to collaborate across systems.
- A formal relationship with an academic center that can access agency data and generate usable reports upon request.

Obstacles remain, such as legal limitations on data sharing. However, other localities have addressed these obstacles using memoranda of understanding (MOUs) or other methods. For example, in both Illinois and Wisconsin agencies may share data on juveniles if such sharing is approved by the head of the state juvenile courts.

FINDINGS FROM ACADEMIC LITERATURE: Challenges for data sharing efforts

The development of a data sharing system to “appropriately identify youth impacted by violence or chronic trauma” is described as a “sign of success” in the Strategic Plan’s health priority.ⁱ However, if not done carefully, there is a risk that such data sharing could push youth further out of the reach of authorities and opportunities for positive engagement, and could reduce the quality of care they receive.

Sociologist Sarah Brayne found that data sharing can lead to perceptions of 10, and therefore discourage individuals – particularly those who have prior contact with the criminal justice systems – from interacting with authorities and systems of support.ⁱⁱ To protect the privacy of youth and maintain trust, policymakers need to be transparent about how and why personal data is shared across agencies and institutions, and must be mindful of how this data is used.ⁱⁱⁱ Therefore, the following questions should be fully explored prior to analytic projects to ensure that data collection efforts are well designed and appropriate:

- WHAT specific question will this analysis explore?
- WHY: What will the analysis be used for?
- HOW: Are there other ways to collect information to answer this question?
- WHO will collect the data? Who will analyze it?
- QUALITY: What is the expected quality of the data?
- CHALLENGES: Difficulty of data collection; risk of erosion of privacy and trust.

ⁱ “Philadelphia’s Strategic Plan to Prevent Youth Violence,” supra n. 1, p. 31

ⁱⁱ “Surveillance and System Avoidance: Criminal Justice Contact and Institutional Attachment,” supra n. 10, p. 2.

ⁱⁱⁱ Ibid., p. 20.

RECOMMENDED PROGRAMS AND POLICIES

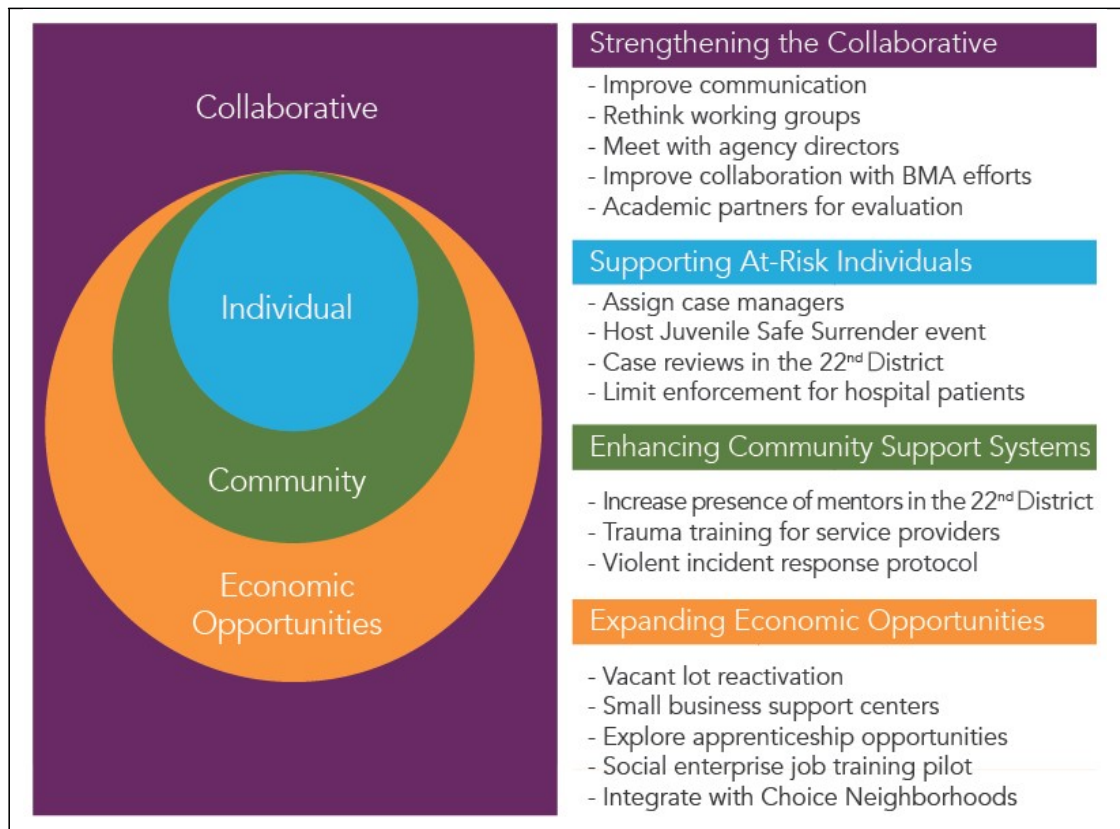
In addition to examining strategies for improving the functioning of the Collaborative, the authors researched youth violence prevention more broadly. The authors' field research and analysis of existing efforts in Philadelphia generated a number of ideas for specific initiatives that could be productive for the Collaborative to undertake.

Actions that will produce immediate positive changes in violence trends are particularly important right now to generate additional momentum in efforts to reduce youth violence leading up to the upcoming change in administration. The Collaborative should attempt to identify concrete opportunities for member organizations to pursue while seeking to minimize the time investment of participants. Though "quick wins" are of course only one part of a longer-term strategy, embracing the spirit of moving rapidly toward concrete outcomes should help to address some of the concerns that have been raised about the lack of tangible results.

Analysis

These recommendations were developed through a careful consideration of the potential opportunities for interrupting patterns of youth violence in the 22nd District.

Figure 2. Framework of Recommendations

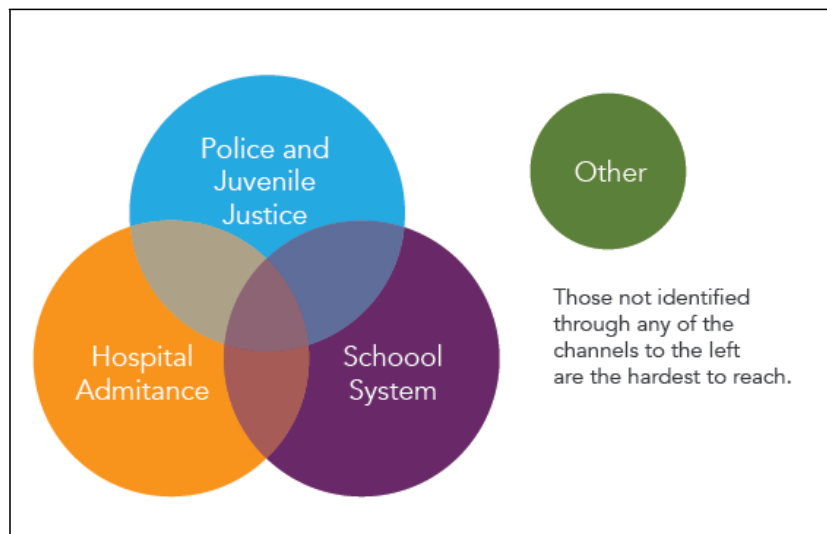


Supporting At-Risk Individuals

The recommendations in this section are directed towards youth victims of violent incidents: 12-24 year olds who have been shot, stabbed or otherwise violently assaulted. Incident response is a particularly valuable time for meaningful intervention to take place because victims of youth violence are at high risk for retaliation and/or revictimization. In U.S. cities, it is estimated that up to 44% of violently injured patients are violently reinjured within 5 years.²³ One study of violently injured patients at 5-years follow-up found that 20% had died.²⁴ The risk of violent re-injury appears to be highest when a patient first leaves the hospital.²⁵

While victims are not the sole group at risk for future violence, they can be the easiest to identify. As shown in Figure 3, many violent incidents affecting youth result in police response or hospital admittance, and, if the victims or perpetrators attend school, can lead to school response (e.g., a teacher or staff member may identify an injury and/or hear rumors regarding the incident). Therefore, there are multiple channels to identify the occurrence of an incident and any victims.

Figure 3. Identification of At-Risk Youth



Enhancing Community Support Systems

Witnessing violence is also a risk factor for later violence participation.²⁶ As it stands, even for identified incidents of violence, the current support service response targeting victims, witnesses and others in the community affected by the violent incident is disjointed. Multiple organizations provide support services in the aftermath of violence, but communication between service providers is nearly non-existent. In order to ensure that all instances of violence receive an appropriate response, the Collaborative should support the development of a standardized response.

²³ Sims, Deborah Weisbeski, Brack A. Bivins, Farouk N. Obeid, Mathilda Horst, Victor J. Sorensen and John J. Fath (July 1989). "Urban trauma: a chronic recurrent disease," *Journal of Trauma-Injury Infection & Critical Care*, 29(7): 940-946; p. 946-7.

²⁴ Goins, W.A., et.al (1992). "Recurrent intentional injury," *Journal of the National Medical Association*, 84: 431-435.

²⁵ Dowd, M. D., Langley, J., et. al. (1996). "Hospitalizations for injury in New Zealand: prior injury as a risk factor for assaultive injury," *American Journal of Public Health*, 86(7): 929-934.

²⁶ Barroso, C. S., Peters, R. J., Jr., Kelder, S., Conroy, J., Murray, N., & Orpinas, P. (2008). "Youth exposure to community violence: Association with aggression, victimization, and risk behaviors," *Journal of Aggression, Maltreatment & Trauma*, 17: 141-155.

Furthermore, service providers and community members helping youth to deal with the aftermath of violence do not all have access to the trauma-informed techniques that are critical to effective interactions with youth exposed to trauma. Before or after a violent incident, meaningful engagement cannot effectively happen without socio-emotional healing from exposure to chronic adversity, toxic environments and traumatic experiences. Therefore, another key step in preventing and responding to youth violence is ensuring that communities highly affected by traumatic experiences – such as persistent racism, violence and poverty – are treated according to trauma-informed principles.

Finally, recruiting and retaining mentors will improve youth engagement in the community. By addressing the dearth of black male mentors and improving the support for individual mentors, the Collaborative has an opportunity to engage youth in a meaningful way.

Expanding Economic Opportunities

The recommendations in this section adopt a broad focus on economic development because, as research has shown, employment is an important means of reducing youths' likelihood of engaging in violent behavior;²⁷ in other words, there is truth behind the popular slogan “nothing stops a bullet like a job.”²⁸ One of the most important elements of youth violence prevention is finding a way to engage young people in envisioning and creating futures in which violence plays no part. Therefore, creating employment opportunities for youth, including transitional and subsidized positions, is a key factor.

Job creation must go hand-in-hand with job training and job connection to address unemployment. As stated in the City's Strategic Plan, “Philadelphia has more people of all ages looking for work than there are jobs.” Moreover, funding for youth job training is limited: Pennsylvania has cut funding for summer employment; traditional workforce dollars aimed at youth typically end at age 21 when youth age out of the “system”; and adult workforce programs are difficult to navigate and tend not to effectively serve youth between the ages of 21 and 24. In particular, funding for additional efforts targeting older youth is extremely scarce. And, although the Strategic Plan identifies training and employment as a priority, there are very few opportunities for youth employment in the 22nd District. While some of the District's 21.6% unemployment rate is certainly due to a lack of training and connection to existing jobs, many people are unemployed because there are fewer jobs than there are people. For this reason, the recommendations in this section approach economic development holistically and not with the sole goal of creating jobs for youth.

This report proposes four practical steps to increase youth engagement and employment in the 22nd District while acknowledging that there have been prohibitive resource constraints that have limited additional efforts in these areas. The most inventive idea is to build off of existing programs (or partner with other high-capacity organizations) to launch a social enterprise pilot program for youth, an idea

²⁷ See, e.g., Mervis, Jeffrey. “Summer jobs lower violent-crime rate for teens.” *Science Magazine*, Dec. 4, 2014. Retrieved Jan. 12, 2015, at <http://news.sciencemag.org/social-sciences/2014/12/summer-jobs-lower-violent-crime-rate-urban-teens?rss=1>.

²⁸ This is the motto of Homeboy Industries, a social entrepreneurship program that provided employment as an alternative to gang affiliation for young people in Los Angeles. The phrase was introduced by Jesuit priest Father Greg Boyle, S.J., who founded the program while serving as pastor of a parish in one of L.A.'s toughest neighborhoods.

which dovetails nicely with the recommendation that the City partner with local business schools to support new and growing small businesses in the 22nd District. In fact, local universities could potentially be sources of social enterprise advisors, black male mentors *and* providers of technical assistance to community businesses, although each of these efforts would obviously benefit from the support of more than a single partner. Other recommendations in this section focus on the coordination of local development and vacant lot reactivation with youth violence prevention activities. Figures 4 and 5 relate the authors' analysis to their specific recommendations.

Figure 4. Analysis of Factors Contributing to Youth Violence

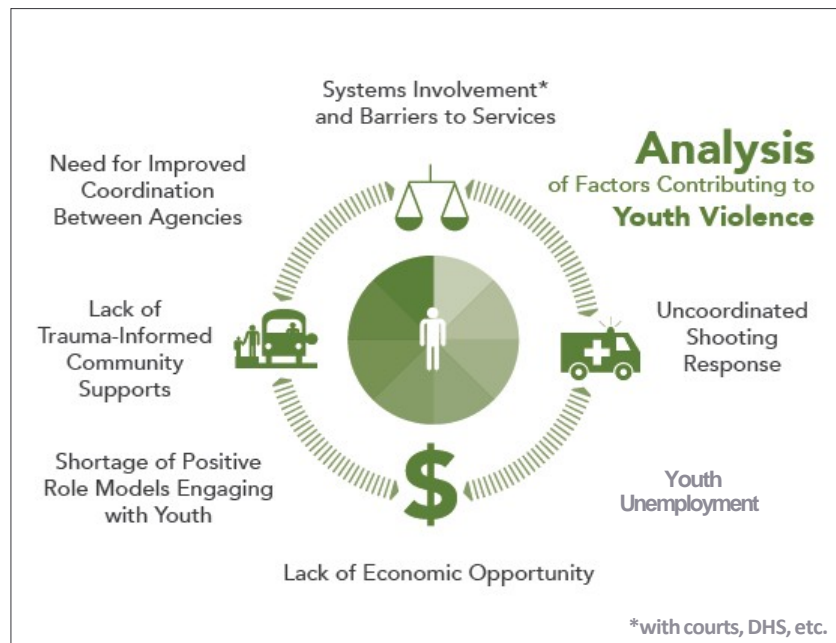
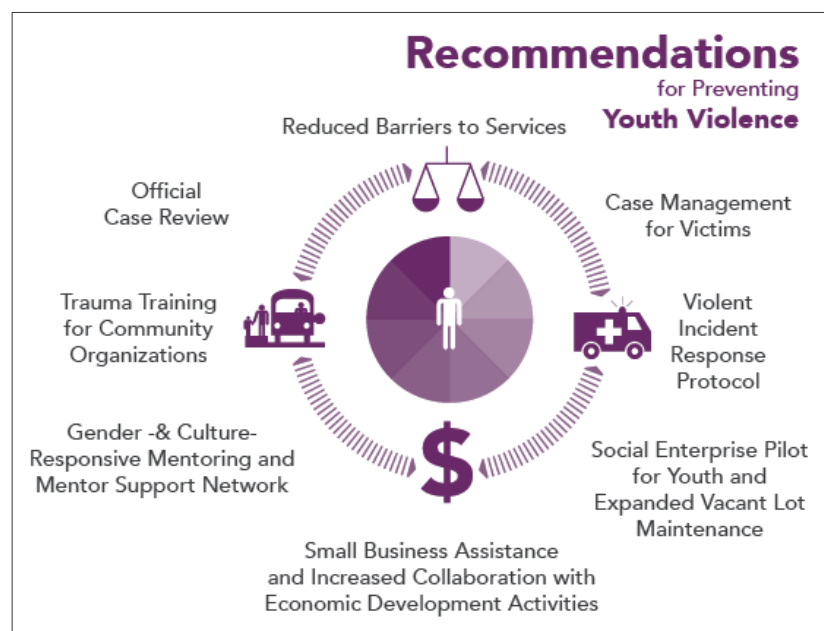


Figure 5. Recommendations for Preventing Youth Violence



Recommendations

The recommendations below are organized by the level of the intervention:

I *Individual*

C *Community*

E *Economic Opportunities*

I *Assign case managers to youth shooting victims*

Why: At-risk youth tend to have contact with numerous city systems – the School District, DHS and the criminal justice system, to name a few. However, there is little communication and coordination across systems. Assigning a case manager to navigate these channels will help better coordinate care, resolve outstanding issues and identify opportunities to improve outcomes. In addition, case managers can manage follow-up medical care and therapy after violent incidents, and serve as advocates for their clients.

What: Following a shooting, youth victims should be assigned a special case manager. This case manager should have no more than 10 clients at any one time and will be responsible for managing the follow-up care and coordinating their clients' interactions with different systems.²⁹ In addition, the case manager will assist the client to overcome barriers that may prevent a return to school (if appropriate) or to eventual employment. For example, the caseworker may help the client get a legal ID, apply for any relevant public benefits or programs, and begin the process of record expungement (if eligible).

Who: The case manager should be from NorthEast Treatment Centers (NET), the Community Umbrella Agency (CUA) in the 22nd District. Given that NET, as a CUA, will be working closely with the Department of Human Services (DHS), currently serves both children and adults, and has existing expertise in behavioral health and working with criminal-justice involved youth, this is the best home for the effort.

How: NET should have discretion to offer services to other victims of intentional injury, such as knife injuries. In addition, this would reduce the caseloads of current case managers insofar as there is overlap between existing clients and shooting victims. If there is overlap there should be a transition period where the initial case manager can brief the special case manager on case history. Initial case managers should be given the option to stay with the case if their case load allows.

Cost estimate: This recommendation will require additional funding. According to Police Department records, 25 youths (under the age of 25) who lived in the 22nd District survived shootings in the first half of 2014. Therefore the authors estimate that 5 or 6 “special case managers” will be required, at an

²⁹ Note that although the case manager would have only 10 cases assigned, given the comprehensive nature of wrap-around care – which potentially include necessary services for others in the household – they could be coordinating services for more than 10 individuals at one time.

³⁰ This count was from Jan. 1 through June 30, 2014 and was prepared by PPD Research and Analysis on July 12, 2014.

estimated cost of \$175,000 to \$240,000 per year. However, given that they will be serving victims of violence, the Collaborative can explore the opportunity to have them classified as Community Health Workers, and thereby receive federal reimbursement for their time.³¹

Suggested metrics to track success:

Each of the following metrics would be tracked by the caseworker and/or NET as a whole:

- How many youth victims of violence were offered a special caseworker? (share of total victims)
- Total caseload of assigned caseworker (number of clients)
- Total number of youth connected to new services (by race and gender)
- How many consented to receive enhanced representation? (share of total victims, share of those offered)
- Time caseworker spent with client; time caseworker spent coordinating with other service providers on client's behalf
- Specific milestones achieved by youth:
- Obtained social security card, legal identification (if applicable)
- Appointment at E³ Center (for youth 16-21)
- Visited BenePhilly benefit access center and if eligible applied for public benefits (e.g. SNAP, housing assistance, TANF) (ages 21-24)

I *Institute official case review process for violent incidents in the 22nd District*

Why: As noted previously, at-risk youth tend to have contact with multiple systems, but there are few opportunities for coordination across those systems. Case reviews will provide a forum for representatives from each system to discuss cases and identify opportunities to more effectively serve and address the needs of youth, while also creating a space for participants to learn more about others' youth violence prevention efforts.

What: Case reviews are based on a well-established public health model of injury prevention planning and have been utilized in a number of cities to help coordinate various agencies responses to violence and homicides. As noted in the City's Strategic Plan, Dr. Ted Corbin at Drexel University School of Public Health's Center for Nonviolence and Social Justice also oversees quarterly meetings of the Citywide Injury Review Team (CIRT). CIRT brings representatives from 23 agencies and organizations together to discuss cases of non-fatal injury – this varies from the models mentioned above, where cases are discussed only after mortality.

Local case reviews should be implemented in the 22nd District focusing on the cases of youth victims of violence. With the consent of the subject, the agencies and organization described below will discuss

³¹ Community Health Workers are defined by the Centers for Medicare and Medicaid Services as “lay members of communities who work either for pay or as volunteers in association with local health care systems in both urban and rural environments and usually share ethnicity, language, socioeconomic status and life experiences with the community members they serve.” Changes in the Affordable Care Act created an opportunity for case managers and outreach workers who work in violence prevention to receive federal reimbursement for their services.

FINDINGS FROM FIELD RESEARCH: Formalized Case Review Process

The Milwaukee Homicide Review Commission (MHRC) was established in 2005 by the Milwaukee Mayor's Office, Police Department and District Attorney's Office to address violence in the city. The effort brings together city officials, criminal justice professionals and community service providers to identify trends and develop recommendations to prevent homicides and intentional injury in the city.

The National Institute of Justice has labeled the MHRC an "effective" homicide reduction strategy (their top rating). Their rating is based on an evaluation of data from 1999 to 2007 by Dr. O'Brien and colleagues. The study found a 52% decrease in monthly homicide rates in the Police Districts where the MHRC was active; the decrease was less than 10% in similar counties in Milwaukee where the MHRC was not involved.ⁱ

Dr. O'Brien notes two keys to success: getting the right people at the table and thorough preparation and follow-up.ⁱⁱ For the first two years of reviews, high level officials attended monthly meetings and actively participated in policy development; more recently, an executive committee meets quarterly to review the recommendations developed by participating agency staff in monthly meetings. During the initial meetings, time devoted to introductions where each participant explained their agency's responsibilities (including what they could not do) helped make later conversation productive. MHRC staff also prepare and circulate weekly reports on homicide and intentional injury (using police data but providing more detail than contained in typical police statistics), and conduct other research to support the process and policies.

ⁱ Azrael, Deborah, Anthony A. Braga, and Mallory O'Brien, "Developing the Capacity to Understand and Prevent Homicide: An Evaluation of the Milwaukee Homicide Review Commission," Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, 2012. Available at <https://www.ncjrs.gov/pdffiles1/nij/grants/240814.pdf>.

ⁱⁱ Interview with Dr. Mallory O'Brien, Oct. 30, 2014.

violent incidents and the subject's previous contact with each system. The goal will be to identify any missed opportunities for action or coordination. During each meeting, participants will develop a specific plan for going forward, and assign responsibility for carrying out each step.

Who: The meetings will be hosted by NET, and will have representatives of the Police Department, School District, local service providers and representatives of the juvenile and criminal justice systems present (see Table 2 for potential attendees). It is important that representatives at the table have decision-making authority as responsibilities will be assigned during these meetings.

Richard Greenwald, Mayor Nutter's Executive Director for Youth Violence Prevention, will be responsible for following up with each agency to determine progress on the agreed upon action plan. In order to be most effective, a dedicated staff person (preferably with a background in either public health or criminology) should be hired to support the process.

How: Attendance at monthly case reviews³² could be required of a subgroups of those listed in Table 2. Every third month, discussion in the case review will focus on developing a plan to implement policy opportunities identified in prior meetings.³³

Prior to the initial case review, Collaborative staff will prepare and disseminate detailed information to all participants about how each participant came in contact with this population, and what everyone's

³² If incidents are less frequent, meetings could be held on a quarterly basis.

³³ If less cumbersome, attendees could break into working groups for a portion of these meetings.

explicit roles and responsibilities. The initial review will be devoted to introductions and discussion about this information. There will also be trauma 101 training and a presentation from Dr. Corbin on lessons learned from the CIRT process.

Subsequent meetings will begin by reviewing tasks assigned in the prior meetings, and if they have not been completed, developing a plan to complete before the next meeting. NET staff will follow-up with those assigned roles between meetings.

Cost estimate: Full implementation of this recommendation would require additional funding to cover the salary of the full-time staff person, in addition to incidental expenses. The estimated cost would be in the range of \$50,000 to \$100,000 per year, depending on the experience of the individual hired.

Suggested metrics to track success:

Collaborative staff would track the following metrics:

- Attendance – how many of the listed partners and agencies were represented by individuals with decision-making authority?
- Follow-up items – how many generated per meeting? How many completed from prior meeting?

Table 2. Suggested attendees of Case Reviews in the 22 nd District
Youth Violence Prevention Collaborative: Executive Director and support staff
NorthEast Treatment Center: Case managers
Philadelphia Police Department: Captain of the 22 nd District, PSA Lieutenants, VAO, school diversion program representatives
Temple University: CeaseFire representative, Healing Hurt People representative, public safety representative (if applicable)
Philadelphia School District: principal or guidance counselors, data analysts
Family Court: Juvenile Probation rep., Youth Aid Panel rep., YVRP rep
Legal support: Public Defenders, Community Legal Services representative
Department of Behavioral Health and Intellectual disAbility Services
District Attorney
Philadelphia Housing Authority
Department of Human Services
U.S. Attorney's Office

I *Limit enforcement of outstanding bench warrants, or technical parole or probation violations of hospital patients*

Why: An individual who needs urgent medical assistance should not be deterred from seeking it due to fear of arrest. Unfortunately, under current practices, that can be the case for a number of reasons.³⁴ For one, medical professionals are required by law to report gunshot wounds (“ballistic trauma”) to the police. In addition, an interview with police officers in Philadelphia revealed that surveillance of medical environments was common practice; police would run the names of those admitted to or visiting the hospital to identify potential legal issues.³⁵ One empirical study found that even marginal contact with the criminal justice system, for example, simply having been stopped on the street by police, increased the chance that an individual would not seek medical care through official institutions by 33%.³⁶

Removing this barrier will make it more likely that those in need of medical assistance seek help when it is necessary. This will increase the likelihood of better health and life outcomes in the short-term, and lower trauma in the long run.

What: Hospitals would still be required to report gunshot wounds, but if victims were found to have an outstanding bench warrant or a technical probation or parole violation, they would not be taken into custody while receiving medical treatment. Patients with other active warrants, or nontechnical violations would not receive this waiver. In addition, victims could be offered the opportunity to receive supportive services such as those described in the previous recommendation.

Who: The Collaborative should initiate the coordination required to carry out this recommendation by bringing together the following: the Police Department, the District Attorney’s Office, DHS and the Adult and Juvenile Probation Offices. Though the recommendation concerns hospitals, no policy changes would be necessary at the hospital.

How: A precedent for putting the needs of a victim before outstanding judicial issues can be found with the Philadelphia Police Department’s Victim Services Program. Victim Assistance Officers (VAOs) are required to contact crime victims within 72 hours of an incident to provide them with information on available services and potential financial reimbursement. Notably, VAOs do not check for outstanding legal or judicial records when they interact with victims.³⁷

While this recommendation would eliminate an opportunity to enforce the law, it is unlikely that this limited amnesty would encourage individuals to flaunt the law. Police officers would retain the opportunity to respond to outstanding judicial issues in a setting more appropriate than a hospital.

Cost estimate: This recommendation would have minimal cost implications.

³⁴ Representatives from a number of city agencies generally concurred that fear of arrest was a primary reason that a youth with a serious injury would not seek medical attention.

³⁵ Goffman, Alice, *On the Run*. The University of Chicago Press: Chicago, 2014, p. 6.

³⁶ Brayne, supra n. 10, p. 10.

³⁷ Interview with Lieutenant Altovise Love-Craighead, Victim Services Unit, Philadelphia Police Department (Oct. 22, 2014).

Suggested metrics to track success:

- Number of waivers granted, including race and gender of recipients (*measured by Police and Parole*)
- Future arrest rates for those who receive waivers (*measured by Police and Parole*)
- Hospital re-admittance of those who received waivers (*measured by case manager*)
- Participation rates in supportive services (*measured by case manager*)

I **Host Juvenile Safe Surrender event in the 22nd District**

Why: Outstanding legal entanglements can be a barrier to youth employment and participation in support programming and services.

What: The U.S. Marshal's Fugitive Safe Surrender events allow individuals with outstanding warrants for non-violent offenses to turn themselves in for "favorable consideration" resolving their cases.³⁸ Those who turn themselves in are not given amnesty, but arrests are rare at these events – historical data finds over 98% of participants are not taken into custody.³⁹ While these events typically focus on adult offenders, Cleveland recently hosted the first ever Juvenile Safe Surrender. During the four-day event, 131 youths turned themselves in; they received favorable consideration and free legal representation.⁴⁰

Who: The Collaborative, working with the U.S. Department of Justice's National Forum on Youth Violence Prevention and the U.S. Attorney's Office in Philadelphia could reach out to the U.S. Marshals. The event would be held in collaboration with the Philadelphia District Attorney's office, potentially with support from the Public Defenders office, Community Legal Services, and the University of Pennsylvania, Temple University and Drexel University law schools.

How: The U.S. Marshals collaborated with City and community leadership in Philadelphia to host an adult Safe Surrender operation in Philadelphia over four days in September 2008. Nearly 1,250 individuals surrendered, including over 400 with outstanding felony charges.⁴¹ Given the success of this earlier event and the participation of many of the agencies that would be at the table in ongoing efforts to prevent youth violence, hosting an event for juveniles in Philadelphia should be possible.

Cost estimate: Cleveland budgeted \$250,000 for their Juvenile Safe Surrender event.⁴²

Suggested metrics to track success:

- Number of cases resolved, by race and gender (*measured by U.S. Marshals or District Attorneys*)
- Re-arrest of juveniles who participated (*measured by Police*)

³⁸ For more information, see the U.S. Marshals website: <http://www.usmarshals.gov/safesurrender/>.

³⁹ U.S. Marshals, "Juvenile Safe Surrender: FAQ," Cuyahoga County Juvenile Court, September 2014: <http://lasclev.org/wp-content/uploads/JUV-FSS-FAQ.pdf>.

⁴⁰ Dissell, Rachel, "131 People Turn Themselves In During the First-Ever Juvenile Safe Surrender." *Cleveland Plain Dealer*, Sep. 25, 2014. Retrieved Jan. 10, 2015 from http://www.cleveland.com/court-justice/index.ssf/2014/09/131_people_turn_themselves_in.html.

⁴¹ U.S. Marshal Service, "Fugitive Safe Surrender: September 17-20, 2008." Retrieved Jan. 10, 2015, from <http://www.usmarshals.gov/safesurrender/philadelphia.htm>.

⁴² Dissell, supra n. 40.

C *Establish protocol for outreach following violent incidents*

Why: Many organizations currently provide some type of individual or community support following violent incidents in the 22nd District. Interviews with these organizations indicate that at best, collaboration is limited, and in some instances, these organizations are completely unaware of others' efforts. To more effectively respond to incidents of violence, these organizations need to work together, ideally sharing information about services they provided and what referrals are necessary between organizations. This recommendation specifically focuses on the community response. This will help ensure that *each* incident of violence is responded to in a timely and appropriate fashion, and that both individual victims and community members receive adequate support.

What: Following a violent incident, each service provider should report to a central organization what services they provided immediately following the incident, what services they plan to provide, and when that follow-up happens. This follow-up protocol must be consistent between every incident of violence. A consistent and rapid response will help build service provider credibility within the 22nd District and may help build trust.

The authors spoke with a number of organizations who provide direct service following a violent incident. The paragraph below summarizes what services they provide.

- *Philadelphia Police Department Victim's Services:* Victims Services (VS) responds to every violent incident reported to police. At the scene, police officers hand out information sheets that explain available city services for individuals who were present, however, there is no follow-up to ensure that the individuals receive the necessary care. Following the incident, victim's assistance officers (VAOs) will visit the victim within 24 hours and provide information about city services.⁴³
- *CeaseFire:* CeaseFire conducts community events to remind community members that violence is not "normal" and should not be accepted as such. Following incidents of gun violence, CeaseFire staff will meet with the victim. Additionally, staff reaches out to the victim's family members and friends to identify the likelihood of retaliation. In the future, CeaseFire hopes to train staff in trauma counseling to support community members who were impacted by the gun violence.⁴⁴
- *DBHIDS Community Response Team:* Addresses community-level trauma. Provides mental health support services to individuals who have witnessed trauma.⁴⁵

Clearly, there is overlap between services and opportunities to leverage resources to enhance the efforts of each organization. Better collaboration between organizations that provide support would ensure coordinated services are being provided following incidents to reduce trauma for victims and witnesses.

Who: DBHIDS has already established a victim/community work group that includes over 50 representatives from city agencies and community organizations. The group seeks to establish a protocol to support victims and community members following certain types of traumatic events. However,

⁴³ Interview with Lt. Love-Craighead, Philadelphia Victims Services (October 2014).

⁴⁴ Interview with Marla Davis-Bellamy, CeaseFire (December 2014)

⁴⁵ Interview with DBHIDS (October 2014).

DBHIDS does not currently provide community response following every incident of gun violence. They will deploy support staff to events such as vigils or community meetings if there is a request and a point of contact for the event, but given that they manage crisis response for the entire city, they do not have the capacity to provide aid unless requested. The Collaborative can support this effort in two ways: first by being the eyes and ears in the 22nd District for DBHIDS. The Collaborative should work with community members to identify what events DBHIDS should provide support at and who the contact person should be. Additionally, the collaborative can convene service providers in the 22nd District to identify what overlap and gaps exist in service delivery following a shooting in the 22nd District and identify the most crucial ways DBHIDS can fill in those gaps.

This type of formal response must be structured outside of the day-to-day operations of the agencies. There must be someone responsible for coordinating between agencies and ensuring that necessary follow-up occurs. Bringing stakeholders together would allow DBHIDS to identify all the key participants and be better positioned to leverage existing programs.

How: The first step is bringing these organizations to the table to discuss what services they provide, the frequency and speed with which they are able to respond, and how they identify violent incidents. Once these organizations are aware of what services others provide, they may be able to collaborate more effectively. For example, DBHIDS should be present at each CeaseFire event. This would allow individuals impacted by neighborhood violence to find mental health resources. Collaborative staff should facilitate this meeting. The cost for this initial meeting would be negligible (coordination and meeting space); however, it would be a strong first step to formalizing a community response in the 22nd District. Service providers should work together to identify what data they are willing to share with the coordinating body and develop steps for how that data is going to be managed.

Cost estimate: This recommendation would have minimal cost implications.

Suggested metrics to track success:

Community event information will be collected by the event's coordinator and reported to the Collaborative.

- Was there a public event after the violent incident? (Y/N)
- Number of people who attended
- Peacefulness of event
- Number of people who spoke with a support provider that has been trained in trauma response

C *Increase availability of trauma training for service providers*

Why: While trauma-informed approaches are gaining traction with city officials, agencies and other key stakeholders, trauma-informed care is often only available *after* a traumatic experience has occurred. People perpetually exposed to trauma, including exposure to persistent poverty, racism and discrimination, may not have easy access to tools that enable them to begin the healing process. Communities need to be able to engage in this process on their own.

What: Local service providers and community leaders need access to training and resources to help people cope with trauma. Workshops and trauma-informed training resources should be provided to

organizations with limited resources that may be highly effective in working with youth, but have a limited reach. More intense individualized training should be provided to medium and high-capacity⁴⁶ organizations operating in the 22nd District.

Who: Several organizations are already working towards building this capacity on the ground. A key organization in this effort is Healing Hurt People (HHP), a community-focused, hospital-based program designed to reduce reinjury and retaliation among youth ages 8-30.⁴⁷ Located in 3 hospitals in Philadelphia, the program looks to expand to 2 new locations in the 22nd District in 2015.⁴⁸

Another organization involved in these efforts across the city is Multiplying Connections, a non-profit organization based in Philadelphia. They host an institute to train service-providers in trauma-informed techniques that build resilience and reduce harm among victims of trauma. In addition, they work with the leadership teams of community organizations to create trauma-sensitive policies and practices.

Lastly, DBHIDS operates Mental Health First Aid training (MHFA). MHFA is a public education program that teaches how to effectively identify, understand and respond to signs of behavioral health challenges or crises.⁴⁹ They have established a unit dedicated specifically to making the MHFA training broadly available throughout Philadelphia.

How: Given the high demand for trauma-informed training in the city of Philadelphia and the lack of adequate supply to fulfill these requests, workshop trainings that can simultaneously train multiple organizations should be utilized to begin building capacity in the 22nd District and beyond. These workshops are meant for coverage and not depth; outside of basic trauma-informed approaches to working with youth, only supplemental online materials and advice on where to access more information would be provided. These workshops should serve as a primer and introduction to trauma-informed care and work as an awareness-raising strategy and provide the foundation necessary for greater capacity building efforts in the future. Once the replication of Healing Hurt People at two sites in the 22nd District is completed, the Collaborative could disseminate existing trauma-informed training tools through the HHP sites and ensure the community knows when and where workshops are set up by HHP and other partner organizations.

Outside of outreach support, the Collaborative can support these capacity building efforts by identifying the organizations providing services in the 22nd District and developing a trauma-informed training “wait-list” for provide training providers such as HHP, Multiplying Connections, and other qualified institutions. This will lay the groundwork for future coordination on providing youth-serving partners in the 22nd District trauma-informed training and resources. Once the Collaborative has established partners willing to provide training, it can work with them to establish a process that prioritizes service provision to the community organizations interested in receiving services.

⁴⁶ In this context, capacity is determined by annual operating budget. An organization is considered “medium-” or “high-capacity” if it has a budget above \$250,000 and \$1,000,000, respectively. More information on organizational capacity can be found at the Promise Neighborhoods Institute: <http://www.promiseneighborhoodsinstitute.org/>.

⁴⁷ “Healing Hurt People,” Center for Nonviolence and Social Justice. Retrieved Jan. 10, 2015, from <http://www.nonviolenceandsocialjustice.org/Healing-Hurt-People/29/>.

⁴⁸ The program is affiliated with the Emergency Department (ED) at Hahnemann University Hospital, the Drexel University College of Medicine and Christopher’s Hospital for Children.

⁴⁹ “First Aid for Mental Health,” Healthy Minds Philly. Retrieved Jan. 10, 2015, from <http://healthymindsphilly.org/mhfa>.

Cost estimate: If the partner organizations mentioned above willingly shift capacity to serve the 22nd District, minimal funding will be required. However, if no instructor is available to lead a training institute in the community, one will need to be hired at a minimum of \$40,000 per year.⁵⁰ Training costs per person typically hover around \$2,000 (excluding instructor and administration costs).⁵¹

Suggested metrics to track success:

This metric will be aggregated by the Collaborative from organizational-level data:

- Monthly total number of youth served in 22nd, by race and gender

These metrics will be collected by each service provider:

- Number and type of participants in trainings, citywide
- Number and type of participants in trainings, from the 22nd District

C *Develop comprehensive strategy to increase recruitment and retention of black male mentors and create a mentoring support network*

Why: Several studies conclude that mentoring is an effective youth engagement strategy that reaps positive results.⁵² This impact is often amplified or constrained by the race/gender “mentor match”: identity plays a large part in shaping the mentoring relationship. Matching on similar characteristics, such as race or and/or gender, can improve the impact of mentoring, including increases in academic performance and self-esteem.⁵³ Unfortunately, when thinking of boys and young men of color, particularly African-American males, existing mentoring approaches do not adequately address the unique challenges faced by young men of color since black men volunteer at lower rates than other groups of volunteers, particularly white, female volunteers.⁵⁴ Many agencies and organizations have taken note of this issue, including such as the Youth Aid Panel (YAP), a juvenile detention diversion program for first-time offenders in the juvenile justice system in Philadelphia. In multiple independent evaluations, YAP youth, who are disproportionately black males, have directly and indirectly expressed the desire for greater long-term mentorship. Unfortunately, the program does not have the capacity or the supply of formal mentors to fulfill this need.⁵⁵

⁵⁰ Based on average annual cost for MHFA instructors.

⁵¹ Based on authors’ estimations.

⁵² According to the National CARES Mentoring Movement, effective mentoring can lead to 98% of mentees to stay in school, avoid the use of drugs, and reject gang participation. For more information see: http://www.caresmentoring.org/National_CARES/la_cares_become_a_mentor/la_cares_become_a_mentor.aspx.

⁵³ Grimes, Eric. “Guide to Recruiting Black Men as Mentors for Black Boys.” April 2014. Retrieved Jan. 10, 2015, from http://unitedforimpact.org/uploads/about/publications-and-reports/2014_Black_Male_Mentoring_Handbook_060414.pdf.

⁵⁴ Foster-Bey, John, Nathan Dietz and Robert Grimm, Jr. “Volunteers Mentoring Youth: Implications for Closing the Mentoring Gap.” May, 2006. Retrieved Jan. 10, 2015, from http://www.nationalservice.gov/pdf/06_0503_mentoring_report.pdf.

⁵⁵ According to a report by Public Private Ventures, an independent research and consulting firm that evaluated the YAP program in Philadelphia. Retrieved Jan. 12, 2015, from: http://ppv.issuelab.org/resource/investigation_of_philadelphias_youth_aid_panel_a_community_based_diversion_program_for_first_time_youthful_offenders.

What: Several efforts across the city of Philadelphia affiliated with the Black Male Achievement movement are developing effective mentoring and education models targeted at young black men. The approach of these new organizations can provide needed insight into how to effectively recruit and retain black male mentors in communities like the 22nd District.

In Philadelphia, two programs stand out as models for positive black male engagement: Philly Roots and BMe. The Philadelphia Youth Network is transitioning to become the administrator of the Philly Roots Fellows, a program that aims to help the public gain a better understanding of and appreciation for community-based mentoring and the leadership that is taking place at the grassroots level in neighborhoods throughout Philadelphia. Similarly, Black Male Engagement (BMe) is a national network of black men committed to improving their communities. Each year, BMe identifies anywhere from 30-50 black men nationally and provides small grants and a local and national platform to tell their stories. Most importantly, BMe cultivates a supportive network of black men who are actively working to improve and

FINDINGS FROM ACADEMIC LITERATURE: Respect, the “Code of the Street”, and What it Means to be a Man

The lack of easily accessible positive adult male role models in communities of color coupled with a lack of safety and lack of trust in the police push boys and young men of color to develop their own ways to stay safe and to establish an identity. A study by Dr. John Rich, Director of the Center for Nonviolence and Social Justice at Drexel University, provides some insights as to how many young men come to their own conclusions of “what it means to be a man.” Using ethnographer Elijah Anderson’s framework of a “code of the street,” which Anderson defines as “a set of informal rules governing interpersonal public behavior, particularly violence,” Dr. Rich uses qualitative methods to begin uncovering the connection between the desire for respect, self--preservation and the development of one’s own definition of what it means to be man.ⁱ

When some young men perceive limited opportunity to achieve traditional models of success, they may turn to aggression or violence as a way to in effect “be somebody.” According to Dr. Rich, “respect...is a central part of how young urban men make their way through the dangerous world in which they live.” Similarly, Anderson identified respect as a central component of the code of the street, whereby “urban young black men protect themselves physically while also safeguarding their own personal identity.” The code of the street dictates that when someone disrespects you, whether physically, emotionally or materially, you must respond aggressively to preserve self respect.ⁱⁱ

Similarly, if young men are victimized, traumatized or threatened with violence, they may turn to self--defense, sometimes involving weapons as a way to stay safe and to demonstrate that they will not tolerate “disrespect.” The dearth of positive male role models available in these environments makes this “brand” of masculinity toxic for young men, since alternative positive responses may be absent throughout their upbringing.

Like most young men, young men of color who embrace the society’s notions of what it means to be a man routinely suppress trauma and, rather than seek help, may self--medicate when coping with chronic stress and adversity. Ultimately, breaking the cycle of trauma means providing alternative ways of establishing a sense of safety, strength, self--esteem and masculinity. If made available to these young men, it might reduce their drive for retaliation and a response to “disrespect,” thereby establishing a new way of thinking of their own identity as a man.ⁱⁱⁱ

ⁱ Rich, John and Grey, Courtney, “Pathways to Recurrent Trauma Among Young Black Men: Traumatic Stress, Substance Use, and the “Code of the Street”. *American Journal of Public Health*, May 2005, Vol. 95, No. 5.

ⁱⁱ Anderson, Elijah, *Code of the Street: Decency, Violence, and the Moral Life of the Inner City*, W. W. Norton & Company: New York, 1999.

ⁱⁱⁱ Rich, supra.

strengthen their community. Examples of some of the projects funded in Philadelphia include Boys Write Now Workshop Collaborative, a program that provides enriching opportunities to 20-30 local young men, and S.T.E.A.M. Rising, a project that aims to fosters interest in science, technology, engineering, arts and math through mentoring and a series of workshops and lessons across grade levels.⁵⁶

Outside of the challenge posed by the dearth of black male mentors for youth, fragmented efforts and lack of a support network for mentors themselves also hinders the sustainability of mentoring efforts. Throughout Philadelphia and the 22nd District, a piecemeal approach to mentorship and general youth engagement is used.⁵⁷ Many obstacles, including limited resources, distrust and tensions between certain neighborhoods and fragmented communications between the city, key community leaders and residents, create an inhospitable environment for youth and mentors. Youth are not connected to mentors, there is high mentor turnover and existing mentors cannot find the proper resources and support to increase their own capacity and become a more effective mentor.

Who: Work with Philly Rising, the Director of Black Male Engagement, Temple University mentoring efforts, and organizations such as the Philadelphia Youth Network (PYN), Black Male Engagement (BME) and other organizations based in the communities of Philadelphia's 22nd District.

How: The stalled efforts to replicate Becoming A Man mean there is the potential opportunity to repurpose the resources available for that project. The Collaborative has a unique position to use this window of opportunity to engage partners throughout the city and receive buy-in to build a comprehensive engagement strategy to amplify the impact of these one-off initiatives. The Collaborative can begin filling in gaps and adding capacity in a critical component of their youth violence prevention plan. It should push to (1) identify points of contact with youth in the community, (2) expand promising engagement models, such as BMe and Philly roots in the 22nd District, (3) recruit universities with volunteer capacity, such as Temple, to partner with existing efforts, and (4) link these efforts together, to create the beginning of a mentoring support network that not only connects mentors with youth, but enables mentors to build a community of support.

FINDINGS FROM FIELD RESEARCH: Effective mentoring models

In Chicago, Youth Guidance's (YG) Becoming A Man (BAM) has made headlines locally and nationally for its evidenced---based approach to mentoring and counseling. Although YG does not make detailed information regarding its programming public as it works through a replication strategy, details from the Crime Lab's evaluation process provide insight into what makes their approach effective.

BAM embeds its mentors into the school environment as paid counselors with a "high coolness factor." This "coolness" ensures that BAM counselors have a high likelihood of connecting with students enables them to create a safe space for students to deal with issues and allows them to provide guidance based on the mentors' own life experience. This safe space is typically a weekly group meeting where guidance counselors meet with 10---12 students at a time.

When BAM counselors are not working with students, they support school staff with their day to day needs, such as discipline issues, lunchtime and in class support, as well as attend staff meetings to learn about challenges in the classroom.

⁵⁶ "BMe Philadelphia," BMe. Retrieved Nov. 10, 2014, from http://www.bmecomunity.org/bme_philadelphia.

⁵⁷ Interview with Division Coordinator Daniel O'Brien, Philly Rising (November 4, 2014)

Specifically, the Collaborative should work with Philly Rising and facilitate communications and coordination with other city offices to identify outreach opportunities and support the development of appropriate marketing materials and strategies. Temple University and community-based organizations such as PYN and BMe can lead the training and placement of mentors, and coordinate a targeted outreach, recruitment and retention strategy of African-American Males to increase the number of black men serving as mentors to youth in the 22nd District. A key difference between this effort and previous outreach strategies attempted by the city is that culturally competent organizations, such as BMA-affiliated organizations, and community leaders will be utilized in the marketing and programming.

A key component to develop a grassroots mentoring recruitment strategy will be community participation. Receiving input from local residents, beginning in the planning stages of this initiative, is critical in building long-term community buy-in and support. Ensuring participation and buy-in from anchor institutions such as Temple University and community-based organizations in the 22nd District will also increase the likelihood of success and continuing operations if the communications support from the city ceases.

Cost estimate: This recommendation will require additional funding. Ideally, mentors' time will be subsidized in order to make youth engagement a productive use of time for adult men who face tradeoffs between work and other activities. Outside of mentors' time for mentoring, resources are needed to host professional development events for mentors at anchor institutions such as Temple University. Mini-grants should also be made available for neighborhood organizations with limited resources to support their local mentoring efforts. Ultimately, exact funding will be determined by what form this takes.

Suggested metrics to track success:

This metric would be aggregated from provider-level data by the Collaborative:

- Monthly number of black males served (matches)

These metrics would be collected by each service provider:

- Quarterly number of active black male mentors
- Monthly number of referrals to another program/service provider
- Quarterly number of community mentoring events including university and community partners

E *Establish a social enterprise pilot program for at-risk youth*

Why: A social enterprise pilot project aimed at the most at-risk youth would create a new means of engaging these youth and give them a different way to think about their futures. By incorporating trauma-informed principles such as giving youth room to fail, offering more flexible participation and tailoring expectations to each individual, such a project would be distinct from existing job training programs, many of which do not serve the at-risk youth population effectively.⁵⁸

⁵⁸ This point was emphasized by Chris Warland, Associate Director for Field Building of the Heartland Alliance National Transitional Job Network. (Telephone interview, Jan. 7, 2015.) He added that employment with a social enterprise can also be of particular benefit for youth because young people may need a longer period of program engagement or numerous re-engagement opportunities.

What: Social enterprise programs provide participants with work experience and employment skills while also creating value for the community. Philadelphia has its own social enterprises at Project HOME, where workers are trained to operate a cafe and a resale boutique and to make artisanal gifts sold online and at partner vendors. While it is important not to displace the social enterprise jobs currently available to other hard-to-employ populations, a pilot program would test whether at-risk youth in the 22nd Police District could benefit from a similar program tailored to their specific needs. The youth who would receive the greatest benefit would likely have to be targeted with significant street-level outreach.⁵⁹

A social enterprise pilot program could incorporate existing small business ideas or encourage youth to come up with their own. It would be only one piece of a larger effort, but could play a role in generating more economic activity in the 22nd District. More importantly, it may inspire at-risk youth to believe in their own value while giving them skills to realize their enhanced ambitions.

Who: Members of the Collaborative's youth employment working group could approach Project HOME about replicating existing programs with the necessary changes to accommodate a youth pilot. With the

FINDINGS FROM FIELD RESEARCH: Social enterprise programs in other cities

Numerous large and well-established social enterprises serve adult populations. For instance, in Cleveland, Lutheran Metropolitan Ministries operates two businesses that train and employ homeless individuals: Metro Metal Works (making and installing bike racks) and Central Kitchen (preparing food for local shelters and operating a cafe and food truck). After hiring and pre-screening, workers participate in six months of classroom skill building and on-the-job training. Cleveland is also home to the Evergreen Cooperative businesses, mentioned in the accompanying text, which hire hard-to-employ individuals (such as members of the prison re-entry population) in urban farming, commercial laundry and solar panel installation.

There are also examples of social enterprises that work specifically with youth: In Los Angeles, Homeboy Industries employs former gang members to operate a bakery, diner and café. The organization also manages a silkscreening and embroidery business. Their tortilla chips and salsa products are distributed through a regional grocery chain. Lindy & Co., in Dayton, OH, hires homeless teens to craft gourmet dog treats. In Chicago, Bright Endeavors employs adolescent mothers to make candles and spa products. It raised over \$7,000 to launch a new startup venture, Good Glass, using Seed Chicago, a Kickstarter fundraising page run by the non-profit microlender Accion Chicago and started under Mayor Emanuel's plan for economic growth and jobs in Chicago neighborhoods. Teen mothers employed by Bright Endeavors rent glass votive candles to caterers and event hosts, then later clean, refill and reuse them. All three of these businesses sell their products at retail locations, farmer's markets and through online marketing. They boast both revenues (although these often only partially offset costs) and positive results, such as placing participants in full-time employment elsewhere, increasing participants' optimism about the future and—in the case of Homeboy Industries—reducing recidivism.

An example of a school-based program encouraging enterprise is YouThrive, a youth entrepreneurship program sponsored by the neighborhood-based SWOT City program at TechTown Detroit, an established business incubator and accelerator providing assistance to tech- and place-based entrepreneurs. TechTown has partnered with a local university (Wayne State) to offer YouThrive at the Osborn MST high school, located in a low-income area of the city. The program meets twice a week during lunchtime for 16 weeks. The participating students gather in teams of four, which then work to develop and implement business ideas. At the end of the program, the students pitch their ideas, and the winning team receives \$1,000 to help start their business. Based upon budget estimates, a similar program would likely cost approximately \$1,000 per student to administer.

⁵⁹ Ibid.

Collaborative's facilitation, perhaps Project HOME would be interested in pursuing partnerships with local universities and business schools, the Department of Commerce and public schools or after-school programs within the District.⁶⁰ If another local partner is needed for implementation, the Collaborative could work with the Blumberg Choice grant planning effort and Philly Rising to identify a local organization, such as Youth Advocate Programs, that could support the effort.

How: A willing member of the Collaborative and/or any of the partnering institutions mentioned above could work with the identified local implementation partner(s) to explore funding streams including philanthropic grants, federal Small Business Administration assistance, local Commerce Department low-interest loans and private sector investment. Costs (and revenues) vary significantly from enterprise to enterprise. Significant fund-raising is generally required to launch a new endeavor, although partnering with an organization with an existing administrative apparatus would streamline this process somewhat. In a traditional and successful social enterprise, after the initial capital investment, revenues would offset all costs. In practice, numerous social enterprises – including the employee-owned Evergreen Cooperative businesses in Cleveland, which hire hard-to-employ populations – have had difficulty finding a profitable business model. Nonetheless, some have proved independently sustainable, such as the Cooperative's solar panel installation, weatherizing and home maintenance business.

Suggested metrics to track success

These metrics will be collected by each program and aggregated by the Collaborative across programs:

- Number of youth served
- School and program attendance rates over the course of the program
- Change in scores on selected skills evaluated at beginning and end of program participation
- Future employment rate relative to comparable population

These metrics could be tracked by each program and/or an academic evaluation partner if participants were randomly selected from applicants:

- Participant high school drop-out rate, test scores, college attendance and employment rate within x years relative to students who applied but were not randomly selected

E Built environment: Expand lot maintenance program in 22nd District

Why: The physical environment is an important component of safety. Dilapidated buildings or vacant lots can contribute to crime in a variety of ways. A 2012 study by the Perelman School of Medicine at the University of Pennsylvania examined safety and crime rates and their relation to greening vacant lots. According to the study, residents feel safer near greened vacant lots than near non-greened lots.⁶¹ Additionally, reported crimes may be reduced around green lots as opposed to vacant lots.⁶²

⁶⁰ The authors have not discussed this idea with Project HOME. The Blumberg Choice planners and Philly Rising are open to speaking with the Collaborative about ways to work together.

⁶¹ "Penn Study Finds with Vacant Lots Greened, Residents Feel Safer." *Penn Medicine*, Aug. 7, 2012. Retrieved Dec. 23, 2014, from http://www.uphs.upenn.edu/news/News_Releases/2012/08/vacant/.

⁶² Ibid.

The Collaborative acknowledges the importance of reducing the number of vacant lots and dilapidated structures and improving the built environment in the City's Strategic Plan. However, despite the tremendous amount of work being done by the city as well as organizations such as the Pennsylvania Horticultural Society (PHS), there has been little coordination of efforts in the 22nd District.

The lack of coordination between city housing, planning and land management agencies and youth violence prevention efforts in the 22nd District stands in contrast to youth violence prevention efforts in other cities. In addition to improving the built environment, providing work opportunities for youth to conduct this maintenance work also gives youth the opportunity to learn hard skills that can translate into employment opportunities in landscape, construction and deconstruction.

What: Efforts to improve the built environment in the 22nd District should be explicitly connected to the work of the Youth Violence Prevention Collaborative by exploring expanding opportunities for youth through the Philadelphia's Horticultural Society's (PHS) work beautifying and maintaining vacant lots in the 22nd District. Such coordination could create new employment opportunities for youth in the 22nd District by employing them to help maintain vacant lots in the district. While the PHS already works with

FINDINGS FROM FIELD RESEARCH: Reducing Youth Violence with Design Principles

The University of Michigan runs a youth violence prevention effort in Flint that explicitly aims to improve safety and reduce youth violence through design principles such as vacant lot reactivation and a variety of other improvement efforts. The Land Bank of Genesee County owns 4,000 vacant lots –500 of which are in the intervention neighborhood. As part of the program, groups maintain vacant lots by creating gardens or other uses beyond mowing. The program works to help promote the Adopt--A---Lot program in the intervention area, which encourages residents to adopt vacant lots.ⁱ This effort also tracked outcomes in a comparable neighborhood (results forthcoming) where the study did not undertake similar redesign to track changes in quality of life, fear of crime, police relationships and community engagement.ⁱⁱ

ⁱ. "Clean & Green," Michigan Youth Violence Prevention Center, June 7, 2011.

ⁱⁱ. Michigan Youth Violence Prevention Center, Personal interview, Oct. 28, 2014.

local neighborhood groups, including the Strawberry Mansion CDC, to contract this work through landscapers, according to Dan O'Brian of Philly Rising, additional maintenance is needed during the warmest months of the year in July and August, when grass on vacant lots grows faster. Given that this period coincides with school breaks, this seems like an apt opportunity to provide increased jobs for youth in the 22nd District during this period.

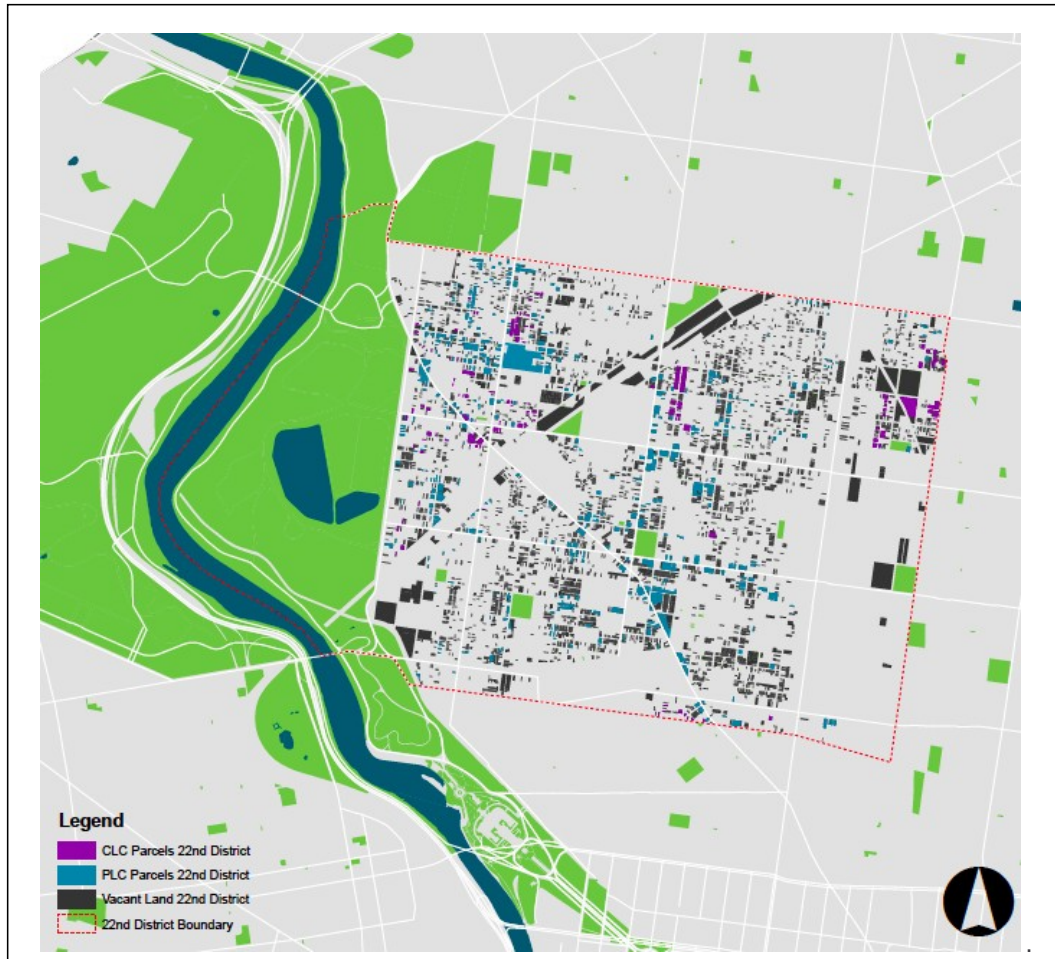
Who: The Collaborative should work with the PHS to link summer jobs programs to these vacant lot maintenance opportunities.

How: Integrating youth violence prevention into the City's efforts to reactive vacant lots could ensure the Collaborative's longevity beyond that of Mayor Nutter's tenure by helping provide new funding sources and partners for the PHS.

The PHS provided the following estimate of the number of vacant lots *not* currently maintained as part of their programs. These programs include the Philadelphia LandCare (PLC) program, which provides funding for beautification of vacant lots through the planting of trees and fencing, and their Community

LandCare program, which contracts with community organizations to clean and mow vacant lots.⁶³ Figure 6 is a map of all of the vacant lots in the district broken down by these categories, and below that an estimate of how much it cost to stabilize and maintain the lots currently not maintained by the PHS.

Figure 6. Vacant Land in the 22nd District



Source: Pennsylvania Horticultural Society

Currently, funding comes from the City of Philadelphia. While the cost of this expansion of the program in the district is high, it could still be valuable, even if implemented on a smaller scale, in order to provide more employment opportunities for youth in the district. Programs through the local area CDC, Strawberry Mansion CDC, could be expanded. PHS did note a number of obstacles to implementation, including securing liability insurance given the sometimes toxic materials on the sites, and training youth on how to do the work, but did not seem to think these obstacles were insurmountable if a funding source could be secured.⁶⁴

Cost estimate: PHS estimates that nearly 9 million square feet of vacant land is not currently being maintained in the District, with an initial cost to maintain all vacant land of \$11.6 million, and an annual

⁶³ "Community LandCare Program," The Pennsylvania Horticultural Society. Retrieved Dec. 23, 2014, from <http://phsonline.org/greening/landcare-program>.

⁶⁴ Pennsylvania Horticultural Society, Telephone interview, Dec. 2, 2014.

cost to maintain the lots at \$1.16 million.⁶⁵

Suggested metrics to track success:

The Pennsylvania Horticultural Society would track the following metrics:

- Monthly/quarterly number of youth served, by race and gender
- Monthly/quarterly number of black males served
- Number of vacant lots, broken down by public or private ownership
- Percentage that are maintained, and how/by whom
- Track crime in relation to vacant lots/housing type to determine specific relationships in the 22nd; use those metrics to inform policy reforms around built environment and crime fighting strategies
- Number of abandoned structures and estimated cost of renovation or demolition
- Survey of existing building and housing stock (quality and upkeep)
- Number of service requests for built environment and average response time

E *Connect the Collaborative with the Choice Neighborhood efforts*

Why: The existing Choice Neighborhood in North Central Philadelphia, as well as the planning grant for Blumberg towers, represents some of the most transformational work done in the area. To ensure that the Collaborative has the most impact on youth in the 22nd District they should contribute to those efforts.

What: The Collaborative should become a more explicit member of the work in Choice Neighborhoods in the district, helping inform their work around youth violence prevention. The Collaborative could enhance their membership in two areas: working to inform design principles as the two Choice Neighborhoods are developed; and second, working with PHA's Youth Advocate Programs – designed to connect youth and families in the PHA's buildings to services – in order to uncover potential opportunities for collaboration.

Who: Work more closely with PHA on their work on the existing Choice Neighborhood in the 22nd District, as well as the planning grant at Blumberg.

How: Integrating the work of the Choice Neighborhoods into the work of the collaborative could better institutionalize the work of the collaborative, helping preserve it past Mayor Nutter's tenure. This is particularly true given the long-lasting nature of these projects: the Choice Neighborhood grant will take many years to implement, and given allocated federal funds, will continue for many years to come. The transformation of the Blumberg projects (for which a Choice Neighborhood planning grant has been awarded) will also take many years. If the work of the Collaborative is better integrated with these projects it is much more likely to survive in the future.

Cost estimate: This recommendation would have minimal cost implications.

⁶⁵ Grossman, Bob. "Calculations Based on City Vacancy Information." E-mail message to the authors, Dec. 10, 2014.

Suggested metrics to track success:

The Collaborative would track the following metrics:

- Number of Choice Neighborhood meetings attended by members of Collaborative
- New Collaborative initiatives directed towards at-risk PHA populations

E *Partner with developers to offer apprenticeships to youth*

Why: Employment is linked with lower violence, lower recidivism and better outcomes later in life. However, youth unemployment is high in the 22nd District. Development in neighborhoods like Brewery Town opens opportunities for employment, especially for those youth out of school who may lack more advanced work skills and opportunities.

What: An intriguing idea that has been proposed in urban areas with high levels of vacancy, including Detroit, is to employ local residents, particularly older youth, to help tear down vacant structures and repurpose any materials which still have value. Deconstructing these buildings could therefore make way for development while providing employment and training opportunities in the process.

Who: The Collaborative, in conjunction with the Office of Housing and Community Development, should work with developers to find opportunities for youth in the district. Such an initiative could partner with and/or build off of lessons learned from YouthBuild, a federally-funded national program that teaches construction skills to high school dropouts (or, in exceptional cases, graduates) aged 16-24.

The goal should be not only to reach additional youth not currently served by YouthBuild due to capacity limitations, but also to expand the population served (for instance, by including current high school students or others barred from participating in YouthBuild). Even more importantly, this initiative should incorporate additional trauma-informed principles by adding flexibility and opportunities to fail.

How: If resources are not available to run such a program as a paid work program, it could be possible to organize a school-based apprenticeship program where students integrate the service project into their coursework and thus get academic “credit” for it, as well as hands-on learning and work experience. Either way, the City, through the Office of Housing and Community Development, may be able to take advantage of existing and proposed development projects within the 22nd District to partner with construction crews and contractors in offering apprenticeships to local youth.

A targeted youth hiring or training program would help to fill the previously discussed gap in existing workforce programs that leaves older youth with limited transitional employment or job training opportunities. Such a partnership could also have reciprocal benefits for developers, such as earning local goodwill and obtaining low-cost labor. Further, this initiative could create an opportunity for long-time residents to directly benefit from new development in their neighborhoods, potentially engendering support for the Collaborative and establishing a promising new (and sustainable, assuming the neighborhood continues to thrive) avenue of jobs for local youth.

This type of partnership would have cost advantages over traditional job training programs fully funded by the City or by non-profit organizations given that developers would pay the wages of the youth apprentices. The City and/or its partners would still bear the cost of administering the program (recruitment, training, follow-up and eventual job placement services). For instance, YouthBuild spends

approximately \$20,000 per student per year in a construction-based transitional job-training program that includes not only wages, but also case management and education services.⁶⁶ The City spends about the same amount per PowerCorpsPHL participant in its comprehensive six-month transitional jobs program (with three months of follow-up) for youth with substantial employment barriers, with this cost evenly split between wages and operating costs.⁶⁷ Therefore, the operating costs for an academic-year long apprenticeship program with adequate wraparound services (but without wage expenses) might be expected to range between \$5,000 and \$10,000 per participant.

Suggested metrics to track success:

The Office of Housing and Community Development should track the following metrics:

- Monthly total number of youth served, by race and gender
- Monthly total number of black males served
- School and program attendance rates over the course of the program
- Change in scores on selected skills evaluated at beginning and end of program participation
- Participant high school drop-out rate, test scores, college attendance and employment rate within x years relative to students who applied but were not randomly selected

E *Establish ties between small business support centers and businesses within the 22nd District*

Why: Connecting established organizations that provide small business support with small businesses operating in the 22nd District could help those businesses grow and create jobs in the district.

What: The Pennsylvania Small Business Development Centers (SBDCs) are a network of 18 university-based centers that serve startups and existing small businesses. Temple University’s Fox School of Business and the Wharton School of the University of Pennsylvania house Philadelphia’s two SBDCs. Both centers provide consulting, education programs and technical assistance, and the Temple center even provides office space for select clients. These services are free of charge to clients. In addition to the SBDCs, the Enterprise Center in West Philadelphia provides similar services but works exclusively with minority owned businesses in Philadelphia.

These services could prove invaluable for small businesses operating in the 22nd District, especially along the Cecil B. Moore and Ridge Avenue commercial corridors. Some interviews suggest that many business owners operating in the area have received little formal training and that technical management skills are the most significant barriers to small business growth in the 22nd District. Connecting businesses that are interested in receiving basic training with support centers could help them strengthen their operations and identify opportunities for growth.

Furthermore, while recent market research indicates that there is consumer demand for some retail (like a small grocery, pharmacy or convenience store) in the western part of the district,⁶⁸ large chains (like CVS

⁶⁶ Interview with Simran Sidhu (Jan. 6, 2015).

⁶⁷ Julia Hillengas, E-mail message to authors (Dec. 18, 2014).

⁶⁸ Philadelphia Housing Authority, Wallace Roberts & Todd, Real Estate Strategies. “Sharswood/Blumberg Choice Neighborhood Transformation Plan Presentation.” Public Meeting, Aug. 14, 2014.

or Rite Aid) have been reluctant to locate away from Broad Street, both because they are skeptical of actual demand and fear of crime.⁶⁹ While it may be difficult to attract large operators to the 22nd District, there may be would-be entrepreneurs in the district who, with a little assistance, could start up their own enterprise. Small business support centers could help with this effort.

Who: The Commerce Department has already done their own analysis of businesses operating in the 22nd District.⁷⁰ Commerce could identify a handful of small businesses or startups (ideally along Cecil B. Moore Avenue, Ridge Avenue, or in the western part of the district) who they think could potentially scale up their operations with a little training or technical assistance. Then, a representative from the Collaborative could contact the support centers and connect them with the businesses.

How: Fortunately, this recommendation should be rather simple to implement since small businesses are already operating in the district, City agencies have analyzed the businesses, and three organizations (one of which is based in the 22nd District) provide assistance to small businesses that could benefit from it. Also, the Collaborative would not need to allocate any funds to implement this recommendation. The Collaborative's role would mostly be connecting the dots and aligning pre-existing efforts.

Suggested metrics to track success:

Service providers and Commerce would track:

- Number of businesses/startups in the 22nd District served by small business support centers
- Job growth of businesses served by small business support centers
 - Total
 - Compared to businesses not served

⁶⁹ Ibid.

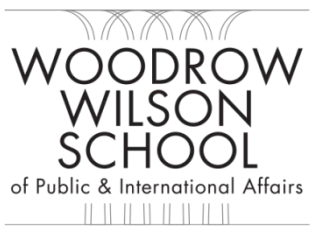
⁷⁰ Interview with Ahada Stanford, Director of Neighborhood Strategies, Commerce Department.

CONCLUSION

Youth violence is a complex issue with many causes and many consequences. Therefore prevention requires a comprehensive approach.

This report presents a strategy to help improve the Collaborative's efforts to prevent youth violence in the 22nd District. Its recommendations are based on field research in Philadelphia and a number of cities across the country and animated by principles that encourage community engagement and view youth violence through a trauma-, gender- and race-informed lens. These recommendations build upon the innovative work of the Collaborative, broadening its focus and offering specific proposals designed to improve existing efforts. Strengthening the Collaborative will bolster its current work, while ensuring that youth violence prevention activities continue and remain a priority beyond the current administration.

By proposing strategies to address youth violence from an individual, community, and opportunity perspective, the report takes a holistic approach that recognizes the many causes of youth violence and the multi-pronged approach needed to combat it. Some of these proposals require additional funding, and some require overcoming institutional barriers in order to make difficult policy changes. But, if implemented, these recommendations could meaningfully contribute to the advancement of youth violence prevention initiatives in Philadelphia's 22nd District and citywide.



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