

INDIANAPOLIS COMMUNITY-BASED VIOLENCE REDUCTION PARTNERSHIP EVALUATION

A Report to the Indianapolis Office of Public Health and Safety

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TABLE OF CONTENTS

Introduction	4
Awardee Activities	5
Community Action of Greater Indianapolis (CAGI).....	5
Edna Martin Christian Center (EMCC)	5
Martin Luther King Community Center (MLKCC).....	6
Mothers Against Violence Healing Ministry (MAVHM)	7
Ross Foundation (RF)	7
Analysis of Awardee Quarterly Performance Reports	9
Participant Trends.....	9
Participant Justice System Involvement during Grant Period	11
Preliminary Outcomes during Grant Period	12
Barriers and Facilitators to Awardee Program Implementation	17
Barriers to Awardee Program Implementation	17
Facilitators to Awardee Program Implementation.....	17
Barriers and Facilitators Unique to Awardees	19
Discussion and Recommendations	20
Findings	20
Limitations	21
References	23
Appendices	24
Appendix A: Awardee Logic Models	25
Community Action of Greater Indianapolis (CAGI)	26
Edna Martin Christian Center (EMCC)	28
Martin Luther King Christian Center (MLKCC).....	30
Ross Foundation (RF)	32
Mothers Against Violence Healing Ministry (MAVHM).....	32
Appendix B: Summary of Awardee Adherence to Proposed Activities and Intended Outcomes.....	35

INTRODUCTION

The Office of Public Health and Safety (OPHS) administers the Community-Based Violence Reduction Partnership (CBVRP). The CBVRP intends to build the capacity of organizations to address violence and increase public safety within specific geographic locations. Research has indicated that the addition of new organizations dedicated to violence reduction activities reduces homicide, violent crime, and property crime rates one year after their inception.¹ OPHS disseminates \$300,000 in grants through the CBVRP to organizations who seek to or currently deliver violence prevention services.

In 2018, eligible organizations competed for funds by responding to an OPHS Request for Proposal. Proposals required applicants to identify violence prevention priorities, describe key activities, detail the organization's ability to deliver services to identified target populations, and articulate a plan to collect, report, and share relevant data. A panel of peer reviewers assessed proposals. Reviewers independently evaluated each proposal, participated in consensus conference calls, and offered advisory award recommendations to OPHS. OPHS, in turn, conducted site visits with finalists to inform award decisions.

Among 25 grant proposals in the inaugural 2018-2019 cohort, five (5) organizations were awarded funds. Each organization received \$60,000 to aid the delivery of proposed services. The awardees included Community Action of Greater Indianapolis, Edna Martin Christian Center, Martin Luther King Community Center, Mothers Against Violence Healing Ministry, and Ross Foundation.

Generally speaking, violence prevention activities across the 2018-2019 cohort involved three substantive areas. Three awardees emphasized on educational attainment, job readiness training and certification, life skills coaching, and mentorship among youthful populations. One awardee advanced a Cure Violence approach, which seeks to detect and interrupt violence through street interventions. One awardee focused on managing the psychological, social, and economic harms faced by victims affected by violence. Awardees recruited participants across the City, but primarily served Avondale Meadows, Butler-Tarkington, Crown Hill, Far Eastside, Forest Manor, Haughville, Mapleton-Fall Creek, and Martindale-Brightwood neighborhoods.

OPHS partnered with the Center for Health and Justice Research (CHJR) at the Indiana University Public Policy Institute (PPI) to assess awardee operations and deliver on-call technical assistance. CHJR received quarterly reports submitted by awardees to OPHS. CHJR also administered semi-structured interviews with awardee staff. This report presents an overview of the awardees' proposed activities, reports participant and awardee performance trends, and details the barriers and facilitators awardees experienced while advancing violence prevention efforts. The report concludes with recommendations to continue to enhance the CBVRP and development of Indianapolis's evidence-based violence reduction programs.

AWARDEE ACTIVITIES

This section summarizes the violence prevention activities proposed by each awardee. To help communicate these activities, awardees or CHJR designed logic models of each program. Logic models fulfill a variety of purposes. Particularly relevant for the current study is the description of awardees' activities, the anticipated products that result from participants' exposure to activities, and projected short- and long-term effects of participating in awardees' activities. A secondary objective of logic models is to establish benchmarks to answer questions of whether activities were implemented as proposed, as well as evaluate performance. All of the logic models were reviewed, edited, and approved by each awardee to ensure that activities were accurately presented. Appendix A contains an inventory of the logic models for each awardee.

Community Action of Greater Indianapolis

Community Action of Greater Indianapolis (CAGI) recruits participants between the ages of 18 and 26 who live within one Indianapolis Metropolitan Police Department beat (zip codes of 46205, 46218, 46226, or 46235). Eligible participants are those who are at-risk of dropping out of school or who have dropped out of school, are not currently employed or are underemployed, and are currently or have been involved in the justice system. Eligible participants are recruited through outreach activities and may also be referred to CAGI through justice and community partners.

Participants admitted to the program are assigned to a life coach, job coach, and leadership/community engagement coach. Life coaches are responsible for individualized case management, referrals to CAGI's community partners, the maintenance of case plans, and delivery of life skills training. Job coaches expose participants to employment and educational opportunities, guide participants to desired job, vocational training, or educational pathways among CAGI's community partners, help participants earn occupational certifications, and lead weekly group sessions. Leadership/community engagement coaches deliver training on community organizing and help participants to organize and lead community events. Each coach serves as a mentor for participants.

Participants complete a three-week intensive period of assessments and meetings with coaches and continue to attend individual meetings and group sessions. Participants begin to attend group moral reconnection therapy sessions with a CAGI certified facilitator and are paired with a mentor external to CAGI. After this phase, participants work with coaches to secure paid internship, employment certification, or potential employment placements with CAGI's community partners across a six-month period. Participants continue to attend individual meetings and group sessions throughout the duration of the program.

Participants are encouraged to remain active with CAGI after the six-month period by serving as mentors, conducting outreach to recruit future participants, or leading or assisting the development of community events. Some types of community events organized by CAGI include backpack drives for neighborhood children, neighborhood network nights meant to connect residents to needed resources, and trainings for community partners about trauma-informed care.

Edna Martin Christian Center

Edna Martin Christian Center (EMCC) serves participants between the ages of 17 and 24 who reside in Martindale-Brightwood (zip codes of 46202, 46205, or 46218). Eligible participants are those who have

dropped out of school and are at risk of being involved or have been involved with the justice system. EMCC fields referrals from justice system agencies, particularly Marion County Superior Court's Probation Department and Juvenile Division. Various community partners also identify and refer eligible participants to EMCC's program.

Participants admitted to the program are assigned to a behavioral case manager and a team of coaches who coordinate or deliver educational programming, job readiness and occupational skills training, and financial literacy training. Case managers and coaches work with EMCC community partners to secure income support and wraparound services for participants and their families. Participants work with case managers and coaches to enroll in educational services (if needed) and select job readiness and occupational skills training pathways. Pathways include, but are not limited to, logistics and distribution, culinary and hospitality, and information and business technology. These selections provide participants with in-house employment certifications and potential employment placements with EMCC's community partners. Participants earn a stipend while participating in occupational skill training.

Participants complete a four-week period of assessments, job readiness training, and financial literacy training. Once complete, participants transition to occupational skills training, which lasts four to six weeks. Participants attend EMCC Career Days shortly after admission to gain exposure to job training and employment opportunities. One-on-one and workshop mentorship sessions involving EMCC coaches and EMCC's community partner are conducted two times per week. Participants work with EMCC's community partner to develop monthly forums to initiate dialogue on pressing justice system issues and community relationships.

Participants receive monthly follow-ups from EMCC across a 90-day period after completing the program. These follow-ups are used to share information about eligible benefits and inquire about participation in special programming or initiatives. Participants who exit the program are encouraged to re-engage in programming and services as needed and to maintain relationships with coaches.

Martin Luther King Community Center

Martin Luther King Community Center (MLKCC) recruits participants between the ages of 17 and 24 who live within one Indianapolis Metropolitan Police Department beat (zip codes of 46205 and 46208). Eligible participants are recruited through street outreach teams and MLKCCC on-site events and facilities (basketball events, video game tournaments, Best Buy Tech Center, etc.). MLKCC also fields referrals from justice and community partners in an effort to engage individuals who are most at risk for retaliatory violence and the illegal possession or use of firearms.

Eligible participants are connected to a project coordinator and wellness advocate who conducts assessments and builds case management plans for the participant. The coordinator and advocate works to enroll the participant in employment training, leadership development training, and counseling. Eligible participants are encouraged to enroll in educational programming, if needed.

The program is up to 32 weeks in duration. Participants are exposed to four distinct activities across the program period and are paid stipends. First, participants work with the project coordinator and MLKCCC's community partners to lead neighborhood cleanups and beautification projects. Second, participants engage in individual and group counseling sessions with licensed therapists and psychologists who work closely with MLKCCC staff. Counseling sessions seek to develop or enhance conflict resolution skills and begin to address social and emotional trauma. Participants earn job readiness certifications and work with

MLKCC wellness advocates to obtain referrals for additional socioemotional services among MLKCC's community partners. Third, participants are matched to technology mentors and are provided access to the Best Buy Tech Center. Here participants can gain technology skills, pursue certifications, and enroll in apprenticeship programs affiliated with MLKCC's community partners and the Tech Center's national network of collaborators. Fourth, participants are involved in developing and planning outreach events and are encouraged to serve as members of MLKCC's Youth Advisory Council, supervising MLKCC programming or events. Participants are also encouraged to participate in support group sessions and financial literacy workshops throughout the program duration.

Toward the end of the program, participants are encouraged to apply and interview for employment positions at MLKCC. This includes roles as supervisors of MLKCC's summer work program. Participants are also encouraged to remain connected to MLKCC and recruit their siblings and peers to access MLKCC services.

Mothers Against Violence Healing Ministry

Mothers Against Violence Healing Ministry (MAVHM) recruits participants who reside in the Northwest Quality of Life Plan area of Indianapolis (zip codes of 46205, 46208, and 46222). Eligible participants are identified through outreach activities after violent incidents to assist families, and particularly mothers, in crisis. MAVHM also fields referrals from justice and community partners.

MAVHM offers triage services after an incident of violence and works to develop rapport with individuals or families who have been impacted by the incident. In addition to offering immediate peer support, families receive a kit containing an array of basic amenities and information on resources available from MAVHM or through MAVHM's community partners. Should eligible participants elect to engage with MAVHM, an initial assessment is used to identify and prioritize participant needs. Re-assessments are conducted every 90 days to monitor progress and secure additional resources or supports as needed.

MAVHM provides guidance to families on how to coordinate funeral arrangements and how to work with law enforcement if an investigation is ongoing. MAVHM also works with community partners to secure and disseminate funds to offset funeral, food, and utility costs. Participants are invited to participate in weekly grief and loss support groups. MAVHM delivers these services to mothers and women affected by the incident. Children, teens, young adults, and males are referred to MAVHM community partners who offer weekly support group services and counseling. The program seeks to retain its participants as long as participants would like to engage; there are no predefined exit or discharge dates. Continuing participants are encouraged to receive training from MAVHM's community partner to serve as peer support group facilitators.

MAVHM develops and coordinates community activities in collaboration with its community partners. Examples of community activities include a once-a-month balloon release to celebrate lives lost to violence, basketball tournaments meant to engage males and youth affected by violence, and peace rallies to denounce violence throughout Indianapolis.

Ross Foundation

Ross Foundation (RF) recruits participants between the ages of 16 and 24 who live within the Far Eastside neighborhood (zip codes of 46226, 46235). Eligible participants include individuals who are at the greatest risk of engaging in or becoming the victim of violence. Eligible participants at greatest risk are defined as

possessing any of the following characteristics: prior gun related arrest or offense, recent victim of a shooting, violent criminal history, gang involvement, temporary or permanent school expulsion, or recent release from juvenile detention or prison. RF conducts street outreach and mediations to recruit potential participants. RF also fields referrals from justice and community partners.

Eligible participants are referred to community advocates. Advocates work with the eligible participant and his or her guardian to develop rapport, discuss pathways that eligible participants are following and the possible consequences of continuing to follow that path, and present information on RF's program. Eligible participants who opt in to RF's program are referred to social workers who conduct assessments. Social workers and community advocates work together to develop an individualized case plan and connect the participant and his or her guardian to community resources and services provided by RF's community partners.

The program seeks to retain participants across at least a nine-month period. Participants receive stipends to remain engaged in program activities. Community advocates meet with participants at least weekly to monitor progress and recommend adjustments to case plans. A collaborative case management meeting is held 30 days after admission to the program and are structured across 90-day interviews after the first meeting. These meetings include the participant, community advocates, social workers, the participant's guardian(s), representatives from community partner organizations, and other members as identified in the initial case plan. During these meetings, previous case plans are reviewed, attendees share feedback, and case plans are amended based on progress and needs.

In addition to serving participants directly, RF engages in community mobilization efforts. These efforts include community clean-ups, marches, and anti-violence demonstrations meant to promote peace and unity while denouncing violence. Mobilization efforts also include responding, on-site, to shootings that occur within the Far Eastside to help change community norms, objecting to violence and conveying the message that violence is not acceptable.

ANALYSIS OF AWARDEE QUARTERLY PERFORMANCE REPORTS

To examine participant and awardee performance trends, we reviewed and analyzed all of the quarterly reports awardees submitted to OPHS. In addition to capturing participant demographic information, these reports detailed participants' justice system involvement and preliminary outcomes associated with awardees' activities. All of the information captured in the quarterly reports were self-reported by participants or awardees.

Reports prompted awardees to respond to the same set of questions each quarter. There were slight variations between items awardees responded to if services were delivered to participants age 18 and over, youth age 17 and under, or a combination of the two. Two awardees submitted quarterly reports for participants age 18 and over, one awardee submitted quarterly reports for youth age 17 and under, and the remaining two awardees submitted a combination of both reports each quarter.

We aggregated awardees' last quarterly report to conduct this analysis. We present findings across all five awardees. We also report results across four awardees after withholding MAVHM quarterly report data. We made this choice given MAVHM's program model of activities.

Overall, 230 participants were exposed to awardee programming during the 2018-2019 grant period. This total consists of 121 participants age 18 and over and 109 participants age 17 and under. Prior to turning to the results, it is important to acknowledge the large volume of missing and unknown data in the quarterly reports. Missing values on available measures temper our ability to draw accurate conclusions. As a general rule, a rate of missing values around 5% on a given measure is manageable.² Measures with more than 10% of values missing will begin to produce biased results.³ Measures missing 40% or more of its values should only be interpreted as being a starting point for further investigation (rather than an informed conclusion).³ In the tables below, we greyscale statistics derived from measures with 40% or more of its values missing.

Participant Trends

Table 1 reports demographic information on participants. The average participant was a Black or African American male between the ages of 12 to 24. Most of the participants resided in zip codes 46201, 46218, and 46235.

A majority of the participants lacked a high school degree or high school equivalency. This trend is driven, in part, by the proportion of participants who do not have a high school degree and are out of school. Approximately half of the participants were not working and did not have children under the age of 18 at intake.

Approximately a third of participants had a criminal history record at intake. The modal response for this measure indicates that most of the participants did not have a formal record of justice system contact.

Table 1. Demographic Characteristics of Participants

Measure	Across All Awardees	Less MAVHM
Age (n=209)		
11 and under	0%	0%
12 to 18	43%	42%
19 to 24	30%	42%
25 to 34	13%	16%
35 to 44	2%	0%
45 to 64	10%	0%
65 and older	1%	0%
Gender (n=204)		
Male	73%	82%
Female	27%	18%
Race/Ethnicity (n=148)		
Black or African American	95%	95%
White	3%	1%
Biracial/Multiracial	2%	4%
Zip Code (n=202)		
46201	36%	41%
46202	1%	1%
46205	6%	7%
46208	8%	8%
46218	11%	13%
46219	3%	1%
46222	4%	5%
46226	6%	6%
46235	13%	13%
Other	6%	1%
Unknown Status/Record	6%	4%
Education (n=140)		
8 th Grade or less	8%	13%
9 th Grade to 11 th	19%	19%
High School Degree or HSE	24%	7%
Some College	9%	4%
Associate's (Academic)	4%	0%
Bachelor's	1%	0%
Post-Secondary Education/Training Program	2%	2%
Out of School, No High School Degree	31%	53%
Unknown Status/Record	2%	2%

Table 1. Demographic Characteristics of Participants (Continued)

Measure	Across All Awardees	Less MAVHM
Employment (n=147)		
Working	34%	46%
Not Working	47%	54%
Unknown Status/Record	19%	0%
Dependents (n=148)		
With child under 18	30%	27%
No child under 18	47%	51%
Unknown Status/Record	23%	22%
Juvenile and Criminal History Record (n=121)		
With no record	40%	53%
With record	32%	40%
Unknown Status/Record	28%	7%

Participant Justice System Involvement during Grant Period

Table 2 details the proportion of participants who experienced justice system contact during the grant period. Overall, few participants were arrested during the grant period. A minority of participants under court or correctional supervision were arrested for a technical rule violation. None of the awardees reported that participants under supervision were arrested for a new crime during the grant period.

Participants age 17 and under produced similar patterns. There are two notable exceptions. First, a slightly larger proportion of participants under the supervision of the juvenile court were noncompliant in relation to those who were compliant during the grant period. Approximately 9% to 12% of participants under juvenile court supervision did not violate any conditions, while approximately 10% to 14% had a new case filed or violated a condition of supervision. Second, participants age 17 and under who were under the supervision of the juvenile court were more likely to have new charges filed in comparison to participants age 18 and over who were under community supervision for a conviction.

Table 2. Justice System Contact among Participants

Measure	Across All Awardees	Less MAVHM
Arrests (n=70)		
Arrested within Grant Period	2%	6%
Not Arrested within Grant Period	49%	94%
Unknown status/record	49%	0%
Violence Reduction (n=70)		
Arrested within Grant Period	4%	8%
Not Arrested within Grant Period	47%	92%
Unknown status/record	49%	0%
Convictions (n=80)		
No convictions	15%	28%
With convictions, arrested for rule violation	4%	8%
With convictions, arrested for new crime	0%	0%
With convictions, not arrested	36%	61%
Unknown status/record	45%	3%
Juvenile Court Case Filed (n=66)		
Had Case Filed	14%	14%
Did Not Have Case Filed	17%	17%
Unknown Status/Record	69%	69%
Juvenile Repeat Offenses (n=79)		
Under Court Conditions, New Case Filed	7%	11%
Under Court Conditions, Rule Violation	3%	3%
Under Court Conditions, No Violations	9%	12%
No Court Record	43%	60%
Unknown Status/Record	38%	14%

Preliminary Outcomes during Grant Period

Table 3 offers information on activities and outcomes for participants age 18 and over. Awardees chose at least one of the indicators that best aligns with programming to monitor and record in their quarterly reports. The indicators awardees reported on may not have been applicable to their activities or may have only been available for some, but not all, participants.

There are a number of noteworthy trends. First, a majority of participants did not possess any earnings at intake to their respective programs. A majority of these participants were able to receive an income through program activities or relationships with awardees' community partners. Second, approximately a quarter of participants received earnings prior to intake. While some of these participants experienced an increase in earnings through awardee programs, most did not experience an increase or decrease in their income. Third, most of the participants were able to secure employment. At the end of the grant period, most of those who secured jobs were employed for more than 180 days or less than 90 days. Fourth, participants tended to pursue a pathway to complete awardee-specific training programs, formal

certification programs, high school diploma or equivalency programs, or a combination of these opportunities. Roughly, a quarter of participants did not complete an education, certification, or training program. Approximately 10% of participants worked to complete an associate degree program. Fifth, most of the participants had access to stable housing. Further, the majority of participants had been maintaining a stable residence for over 180 days. A few of the participants were not able to secure housing while engaged in programming.

Table 3. Preliminary Outcomes for Participants Age 18 and Older

Measure	Across All Awardees	Less MAVHM
Earnings (n=71)		
<i>Reported by 4 of 5 Awardees</i>		
No Earnings at Intake	56%	73%
Began Receiving Earnings, Result of Program	60%	85%
Did not Receive any Earnings	8%	0%
Earnings prior to Services	38%	22%
Earnings Increased, Result of Program	19%	37%
Maintained Earnings	26%	63%
Earnings Decreased	0%	0%
Unknown Status/Record	6%	5%
Earnings Type and Income (n=89)		
<i>Reported by 4 of 5 Awardees</i>		
Earned hourly wage	28%	38%
Average hourly wage	\$10.00	\$10.00
Earned salary	4%	0%
Average salary per week	---	---
Earned stipend	27%	35%
Stipend amount per week	\$133.33	\$162.50
Earned other earnings	6%	10%
No Earnings	20%	0%
Unknown Status/Record	15%	17%
Employment (n=79)		
<i>Reported by 4 of 5 Awardees</i>		
Employed	75%	80%
Never Employed	18%	11%
Unknown Status/Record	7%	9%
Education and Training Enrollment (n=13)		
<i>Reported by 3 of 5 Awardees</i>		
Enrolled in formal education program	63%	45%
Enrolled in training program	37%	55%

Table 3. Preliminary Outcomes for Participants Age 18 and Older (Continued)

Measure	Across All Awardees	Less MAVHM
Education and Training Completion (n=79)		
<i>Reported by 4 of 5 Awardees</i>		
Completed High School Diploma/HSE	27%	17%
Completed Formal Certification Program	23%	15%
Completed Associate Degree	9%	14%
Completed Formal Apprenticeship Program	0%	0%
Completed Bachelor’s Degree	3%	0%
Completed Other Training Program	16%	23%
Did not Complete Education and Training	16%	25%
Unknown Status/Record	6%	6%
Homeless Intervention (n=70)		
<i>Reported by 4 of 5 Awardees</i>		
With Stable Housing	79%	61%
Not Housed	4%	6%
Unknown Status/Record	17%	33%
Mental Health Treatment (n=70)		
<i>Reported by 3 of 5 Awardees</i>		
Stabilized	17%	33%
Not Stabilized	0%	0%
Unknown Status/Record	83%	67%
Substance Abuse Treatment (n=70)		
<i>Reported by 4 of 5 Awardees</i>		
Stabilized	14%	28%
Not Stabilized	0%	0%
Unknown Status/Record	86%	72%

Table 4 contains data on activities and outcomes for participants age 17 and younger. As previously noted, awardees chose to report outcome indicators that align with their programming. The performance metrics for younger participants were challenging to collect or record as demonstrated by the small number of cases and large volume of missing values.

In general, a similar proportion of participants (a) received a stipend or minimum wage position and/or (b) enrolled in or completed a high school or high school equivalency program. More than a quarter of participants expanded their skill set or competencies; however, the trends also indicate that a majority of participants did not improve their skill set or competencies and roughly a quarter of participants did not complete a school program.

Table 4. Preliminary Outcomes for Participants Age 17 and Under

Measure	Across All Awardees	Less MAVHM
Earnings (n=24)		
<i>Reported by 2 of 5 Awardees</i>		
Employed during Grant Period	8%	100%
Not Employed during Grant Period	0%	---
Unknown Status/Record	92%	---
Youth Wages and Stipends (n=79)		
<i>Reported by 3 of 5 Awardees</i>		
Received a Stipend	34%	48%
Received Minimum Wage	8%	12%
Received more than Minimum Wage	0%	0%
Unknown Status/Record	57%	40%
Education (n=79)***		
<i>Reported by 2 of 5 Awardees</i>		
Enrolled in High School or HSE Program	29%	40%
Completed High School or HSE Program	6%	9%
Did not Complete School or HSE Program	22%	30%
Unknown Status/Record	43%	21%
Other Educational Opportunities (n=18)***		
<i>Reported by 1 of 5 Awardees</i>		
Enrolled in Post-Secondary Opportunities	0%	---
Enrolled in Training Program	100%	---
Homeless Intervention (n=24)		
<i>Reported by 2 of 5 Awardees</i>		
With Stable Housing	100%	100%
Not Housed	0%	---
Unknown Status/Record	0%	---
Mental Health Treatment (n=24)		
<i>Reported by 3 of 5 Awardees</i>		
Stabilized	8%	100%
Not Stabilized	0%	---
Unknown Status/Record	92%	---
Substance Abuse Treatment (n=24)		
<i>Reported by 2 of 5 Awardees</i>		
Stabilized	8%	100%
Not Stabilized	0%	---
Unknown Status/Record	92%	---

Key: ***estimate from adding an awardee’s quarterly report values across the reporting period, and then adding these totals across all of the awardees who submitted information on the measure.

Table 4. Preliminary Outcomes for Participants Age 17 and Under (Continued)

Measure	Across All Awardees	Less MAVHM
Youth Violence Reduction (n=24)		
<i>Reported by 2 of 5 Awardees</i>		
Suspended	0%	---
For Violent Behavior	---	---
For Nonviolent Behavior	---	---
Unknown Status/Record	---	---
Expelled	0%	---
For Violent Behavior	---	---
For Nonviolent Behavior	---	---
Unknown Status/Record	---	---
Not Suspended or Expelled	8%	100%
Unknown Status/Record	92%	---
Skills Development (n=57)***		
<i>Reported by 2 of 5 Awardees</i>		
Increased Skills	28%	---
Did not Increase Skills	61%	---
Unknown Status/Record	11%	---
Youth Attitudes (n=24)		
<i>Reported by 2 of 5 Awardees</i>		
Positive Attitude Changes	100%	100%
No Attitude Changes	0%	---
Negative Attitude Changes	0%	---
Unknown Status/Record	0%	---

Key: ***estimate from adding an awardee's quarterly report values across the reporting period, and then adding these totals across all of the awardees who submitted information on the measure.

BARRIERS AND FACILITATORS TO AWARDEE PROGRAM IMPLEMENTATION

Over the course of this study, interviews and focus groups were conducted with CBVRP awardees to identify barriers and facilitators to program implementation. Barriers are obstacles that awardees struggled with during either implementation or operation of their programs. Facilitators are factors identified by awardees as being essential to the success or operations of their programs. Several common barriers and facilitators to program implementation emerged among awardees (see Table 5).

Table 5. Barriers and Facilitators to CBVRP Awardee Program Implementation

Barriers	Facilitators
Trauma	Key partnerships
Transportation, housing, food insecurity	Appropriate and well-trained staff
Funding and staffing	Evidence-based interventions
Client engagement and retention	CBVRP grant funding
Data collection and reporting	
CBVRP grant process	

Barriers to Awardee Program Implementation

The most salient barrier to program implementation and operation reported by CBVRP awardees was trauma in the youth and adult populations they serve. “They’ve seen murders,” one stakeholder explained simply. “They’re full of trauma.” The presence of this trauma was unsurprising to CBVRP program stakeholders. Research suggests that as much as 90% of justice-involved youth have experienced one or more traumatic events in their lifetime, with events ranging from being physically beaten to believing they or a loved one were going to die.^{4,5} Given that the target populations for most awardees are youth living in areas concentrated violence, stakeholders recognized the need to consider trauma in their program delivery. Awardees had two strategies. The first strategy was to recognize and treat trauma in their participants using motivational interviewing, evidence-based therapies, and support groups. The second strategy, but just as important as the first, was to recognize signs of trauma within themselves and their staff. “You need to be in tune with yourself,” one program stakeholder stated, explaining that many of the staff members in her program came from the same neighborhoods as their participants and therefore struggled with many of the same types of trauma. Many CBVRP program stakeholders reported being aware of past and present trauma within their participants and their staff and tailoring their program delivery accordingly.

Another consistent barrier to program implementation across awardees was issues of transportation, housing, and food insecurity among their participants. Several awardees reported transportation challenges, especially when programming was not located within participant’s neighborhood. For example, one awardee drew participants from across the city and noted the challenges of securing or coordinating transportation to group therapy sessions held on west side of Indianapolis. Even if a program was located directly in participants’ neighborhoods, there were still other barriers, like access to safe, affordable housing and healthy food. For example, one awardee reported that “underhousing” was a significant struggle for some of their participants. Here participants were not necessarily homeless but had been moving from place to place throughout the program. Another awardee reported that their service area is a “food desert”, with many grocery stores in the area closing and making it difficult for individuals (especially those without transportation) to access fresh food. In summary, when an individual’s basic needs of shelter, sustenance, and transportation are not being met, it is difficult for any

initiative to consistently engage him or her in programming. This is consistent with a plethora social science research on motivation, which suggests that individuals struggle to pursue goals like personal accomplishment and positive social engagement if their most basic physiological and safety needs are not being met.⁶

Another common barrier to reported by CBVRP awardees were issues related to funding and staffing. In terms of funding, several awardees had concerns about the sustainability of their program without grants and donations. For example, one awardee stated that, although the program would continue to exist without grants like CBVRP, the ability to conduct certain forms of outreach or deliver income supports in times of emergency would be much more limited. Tied to funding issues, staffing issues were also a struggle. Several awardees reported wearing “many hats” in their roles as program directors, being in charge of many more duties than they had anticipated after receiving CBVRP funds. One important consequence of these experiences is that some awardees felt they had very little time to solicit additional grants to continue to deliver programming. Without a constant source of funding, awardees also reported difficulty finding staff and volunteers to help deliver interventions.

A fourth barrier experienced by CBVRP awardees was participant engagement and retention issues. For some awardees, the difficulty was recruiting specific types of participants into programming. For example, one awardee reported that engaging males in their programming was much more difficult than engaging females who have similar experiences and backgrounds. Female participants in this program suggested this difficulty might be masculine in nature; in that, activities may force participants to face vulnerabilities that are difficult to share among one’s peers. Other awardees reported that, although they were able to engage their target population, retaining their participants was much more difficult. There were several reasons why awardees supposed individuals had stopped engaging in programming, including “underhousing,” employment conflicts, family obligations, and involvement in the criminal justice system. As one awardee explained, program staff has to “know when to let go of someone” who just does not want to engage in programming, no matter the effort made. Although this stakeholder emphasized that “there is no ‘put out’ policy; we leave the door open always”, there is recognition that some of the participants who were admitted to programming are just not personally ready to engage in services.

Another barrier reported by awardees was difficulties related to data collection and reporting activities mandated by the CBVRP grant program. Many awardees reported collecting and storing data about their interventions only on paper, especially among those awardees who were launching new programs. Even established organizations who input records into case management software had difficulty accessing and reviewing records on participants. “There is no easy way to access some of these data points,” stated one program stakeholder. Any inability to record, store, or pull data electronically makes analyzing and reporting out on program impacts difficult, if not impossible.

A final, and related, barrier identified by awardees was the CBVRP grant process itself. Some awardees were frustrated by the distribution of grant funds, citing problems with budgeting or invoicing the same program costs through each quarter of the entire year. Other awardees expressed confusion about the factors taken into consideration to determine whether they would be awarded CBVRP funds during the 2019-2020 grant cycle. Related to this, several awardees were discouraged to discover that their programs had not been selected for 2019-2020 funds. Awardees learned of this decision through a press conference, rather than from direct communication from OPHS.

Facilitators to Awardee Program Implementation

The most common program facilitator reported by CBVRP awardees was key partnerships with community organizations who serve the similar populations in need. Examples of collaborating agencies include Marion Superior Court Probation, Marion County Community Corrections, Indianapolis Metropolitan Police Department, Project Safe Neighborhoods, EmployIndy, Keep Indianapolis Beautiful, Jane Pauley Community Health Center, community mental healthcare providers, and local churches, among others. These organizations work with CBVRP awardees to either refer individuals to programs or provide supplemental or wraparound services to program participants. Several awardees reported that this grant program strengthened their relationships with key partners, and that long-term, intentional relationship building with partners is key to their program's sustainability.

Another program facilitator reported by awardees was an appropriate and well-trained staff serving the target population. Several awardees emphasized the importance of having a "solid team of trauma-informed staff" who "look like the community that they serve"—that is, in terms of sex, race, and socioeconomic background. Effective staff members will also have experience in working with partner agencies to serve individuals in their own communities. In addition to appropriate staff, volunteers were instrumental to several awardee programs, especially those awardees who were launching new programs. Volunteers support program staff by helping at community events, managing social media accounts, and checking in with program participants.

A third program facilitator identified by awardees was the use of evidence-based interventions—specifically cognitive behavioral therapy (CBT), which studies suggest is an effective therapy for justice-involved populations.⁷ All five awardees reported either providing or recommending some form of CBT for their participants as a part of their program. The ability to deliver CBT and other services informed by emerging or best practice was a contributing factor to recruiting and serving participants.

A final but critical facilitator reported by awardees was the CBVRP grant itself. Several program stakeholders stated that many of the services that they provide just would not have been possible without the City's assistance. One program stakeholder noted that the experience has translated to productive conversations with funding agencies and foundations who may help finance future operations. Another stakeholder acknowledged that having OPHS, and specifically the Director of Community Violence Reduction, as an advocate helped to overcome service delivery challenges and bring greater visibility to the awardee's program.

DISCUSSION AND RECOMMENDATIONS

The purpose of this study was to deliver an overview of 2018-2019 Community-Based Violence Reduction Partnership awardee activities and the lessons learned along the way. We analyzed and integrated data on participants and awardee performance. We also highlighted the barriers awardees faced in moving violence prevention programming forward and shared insights on the facilitators that need to be in place to ensure that organizations engaged in violence prevention efforts are working to their full potential.

Findings

Overall, this study had three primary findings. First, despite a number of barriers, it is clear that awardees were able to recruit and expose participants to services. For some of the awardees, this was the first year of delivering services. For other awardees, the interview and focus group findings suggest that the experience strengthened existing relationships with community partners and presented opportunities to form new collaborations.

Awardees delivered programming to 230 participants during the grant period. The number of participants served exceeded the anticipated count of participants awardees proposed in their grant applications (see Appendix B, Awardee Adherence to Proposed Activities and Outcomes). The average CBVRP program participant was a young African American male who did not possess a high school degree or equivalency and did not have employment. Most of the participants also did not have a formal record of justice system contact. It is also critical to acknowledge that a quarter of the participants served in the 2018-2019 cohort were adults and youth directly affected by violence.

Second, awardees largely appear to have successfully identified Indianapolis residents in need of services, delivered either directly by awardees themselves or indirectly through community partners. Among awardees who emphasized educational attainment and workforce development, there was a significant amount of overlap between awardees' proposed activities and participants' educational background and employment status. While it is possible to make these connections at face value, we were not able to examine participant responsiveness to programming or adequately assess whether participants in need of specific services received support commensurate to their needs with the data at hand. This leaves questions about which types of services worked best for specific participants unanswered.

Interview and focus group findings provide insights on participants who may become disengaged from services or cease participation altogether. These results provide some initial evidence on the types of participants awardees had a difficult time reaching or serving. Participants managing unstable housing, employment conflicts, family obligations, lack of access to transportation, food insecurity, justice system involvement, or a combination of these factors will have a more difficult time engaging in programming than their peers. Here too, however, we are unable to link these qualitative explanations to quarterly performance report data or other forms of participant-level data to examine completion and attrition rates.

Third, it is not possible to determine if all of the awardees operated programs with close adherence to proposed activities, nor those programs' immediate or long-term impacts on violence in Indianapolis communities with the data at hand (see Appendix B, Awardee Adherence to Proposed Activities and Outcomes). In short, we are unable to observe how participants interacted with program activities and, in turn, examine how these relationships contributed to awardees' intended outcomes or lack thereof. This leaves questions about overall effectiveness of 2018-2019 CBVRP awardees unanswered.

Among some of the awardees, the preliminary findings suggest a reasonable overlap between proposed plans and implemented activities (see Appendix B). That is, awardees were able to reach the target population they proposed to recruit and delivered services to attempt to meet self-identified benchmarks. Evidence to begin to make assessments on whether services were delivered as intended were drawn from quarterly performance reports, narrative reports that were submitted to accompany quarterly statistics, and interview and focus group discussions. CHJR was not able to conduct an independent analysis of participant-level data to replicate information recorded in quarterly performance and narrative reports for a number of the awardees' proposed activities or intended outcomes (designated in Appendix B as "Unable to Independently Assess").

The initial trends associated with justice system (see Table 2 and Appendix B), earnings (see Table 3 and Appendix B), employment (see Table 3 and Appendix B), and education and training completion (see Table 3 and Appendix B) outcomes are promising but must be interpreted with extreme caution given the volume of missing cases or values. A few participants became involved in the justice system during the grant period. A large proportion of participants received an income, obtained employment, and earned degrees and certifications. More complete quarterly performance report data linked to additional sources of participant-level data are necessary to confirm these preliminary trends.

Limitations

This study had several limitations. First and foremost, as noted throughout this report, data collection, reporting, extraction, and sharing was a major barrier for all awardees and, thus, the study findings reported here. Without commitments to data collection and reporting, we were unable to assess participant engagement, participant short- or long-term outcomes, or effects on community violence with much certainty. Perhaps most important, the ability to manage data collections and demonstrate how these records are used to fulfill quarterly report and final report requirements will help make organizations engaged in violence prevention work more competitive for large state and federal grant awards and/or local contracts.

If one of the objectives of the CBVRP grant program is to measure the effect of awardees activities on participant outcomes or violence in Indianapolis neighborhoods, attention must be devoted understanding awardees record systems before or immediately after award decisions. This approach will allow for the identification of resources to develop or supplement existing records management practices. Awardees should also receive technical assistance throughout the grant period to help manage data collection and reporting responsibilities.

Another limitation of this study was our inability to gain access to awardee's staff and participants. Staff and participants provide important insights about implementation, operations, and the perceived effectiveness of the program model. Results or outcomes are the product of an organization's executive staff, line-level staff, and participants. CHJR conducted one focus group with participants of one awardee, but were not able to coordinate subsequent focus groups or interviews with other awardees. This limitation may have been the result of any number of barriers discussed previously in this report, such as program staffing issues and awardee frustration with the grant process. To create a more comprehensive assessment of an awardee cohort and to inform organizations looking to become more involved in violence prevention work, future studies must include staff and participants interviews, focus groups, or surveys.

A final limitation of this study is the relatively short period of observation. The 2018-2019 awardees were the inaugural cohort and the grant period was limited to one year. Given some of the pains of implementation for awardees and OPHS, it is unlikely that awardees were able to offer their full slate of proposed services following the award decision. These delays may have diluted the findings and trends. It is also important to note that the observations capture activities during the grant period. It was not possible to monitor relevant outcomes after participants have exited programming or measure long-term outcomes of program services. A long-term, multi-year evaluation of the CBVRP grant program and its awardees combined with data collection strategies to monitor participants and samples of individuals who were unable to enroll in services or complete programming would provide sound evidence on program activities and their effects on participants and violence in Indianapolis neighborhoods.

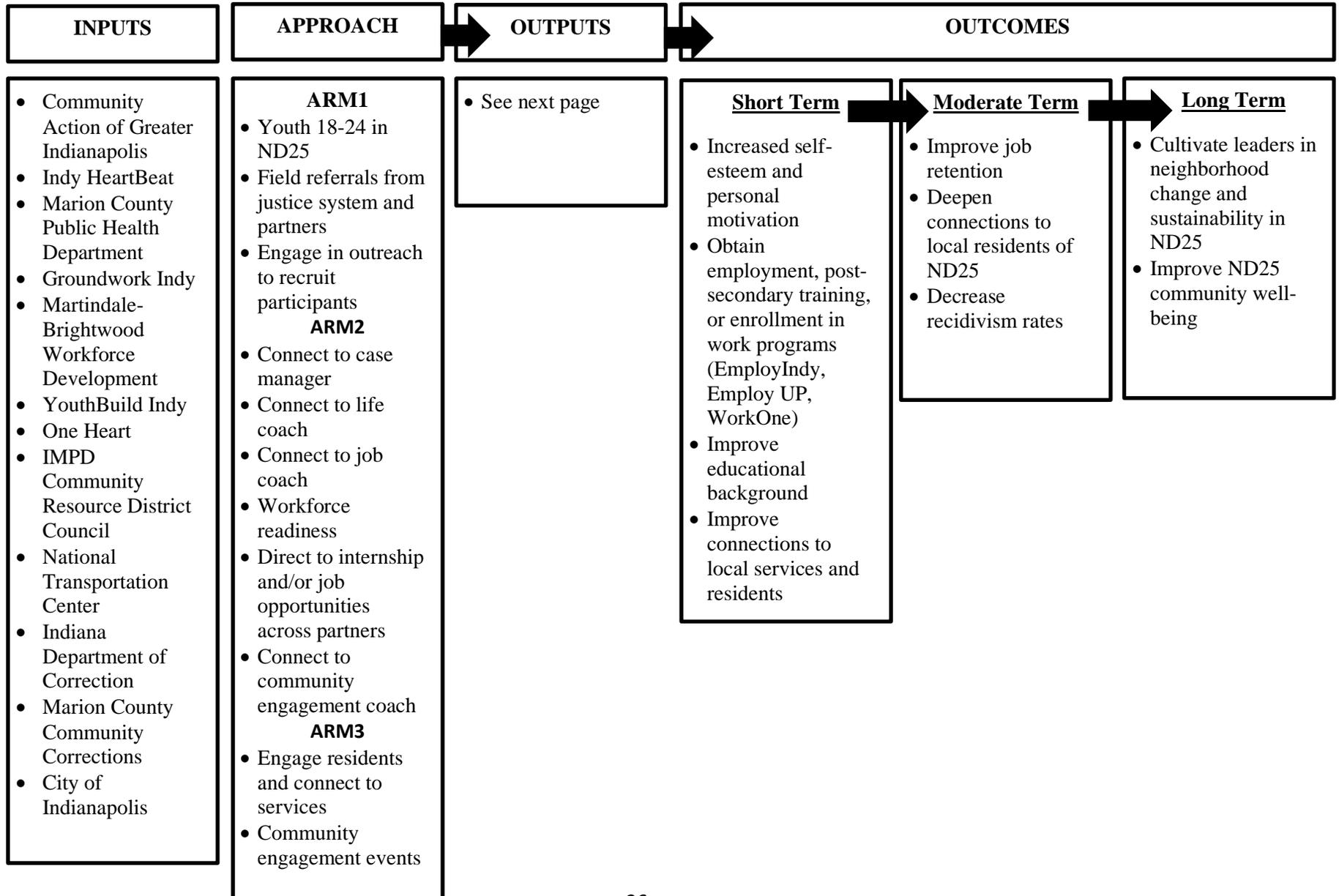
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APPENDICES

APPENDIX A
AWARDEE LOGIC MODELS

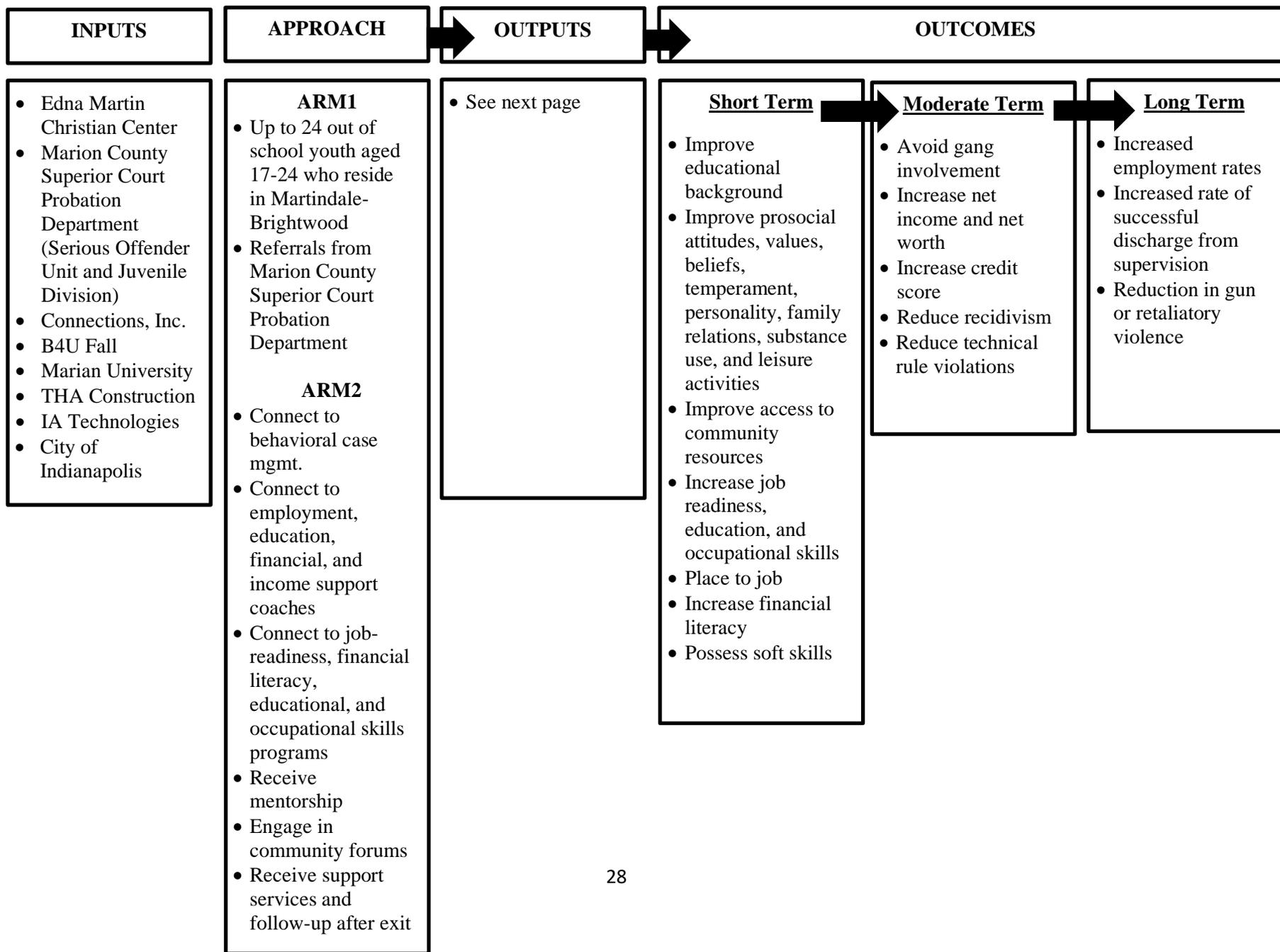
Community Action of Greater Indianapolis (CAGI) Logic Model



Community Action of Greater Indianapolis (CAGI) Outputs

- Receive individualized case plan from case manager/life coach
- Exposed to YouthBuild Indy Vocational Training
- Receive vocational training certification
- Complete Groundwork Indy tracts on adult basic education, banking, and/or financial literacy
- Receive barrier busting resources
- If involved in the justice system, receive coordinated support services and exposure to resources and social support networks
- Exposed to Martindale-Brightwood Workforce Development training opportunities
- Complete workforce readiness training
- Complete Job Ready Indy curriculum
- Receive Employ Indy badge(s)
- Exposed to One Heart mentoring and Champion curriculum
- Complete One Heart coach/mentor training
- Complete Moral Reconciliation Therapy program
- Develop or participate in CAN NITES
- Receive paid internship

Edna Martin Christian Center (EMCC) Logic Model

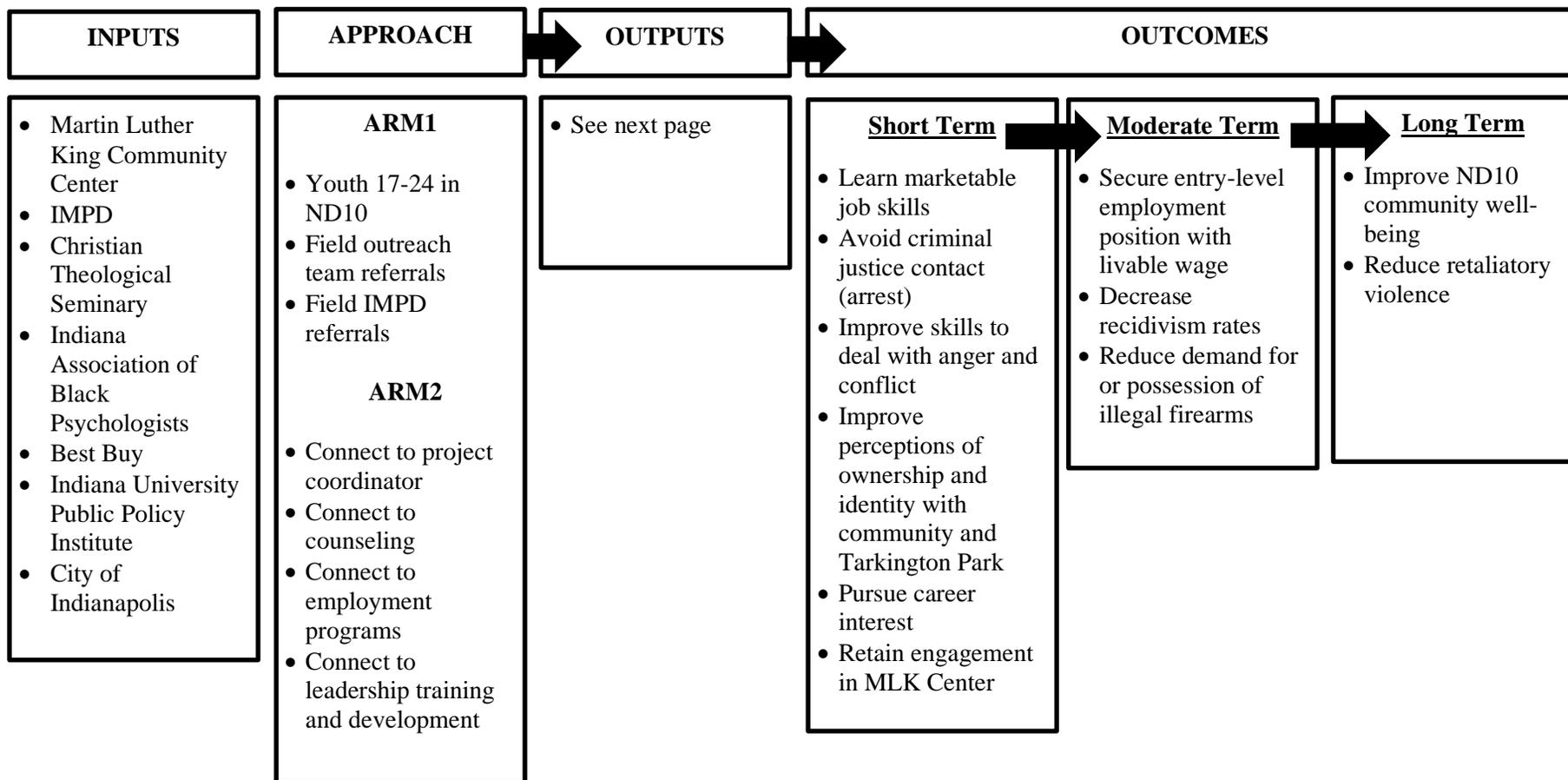


Edna Martin Community Center (EMCC) Outputs

- Exposed to Connections behavioral health case management and coaching
- Receive individualized case plan
- Receive housing assistance
- Exposed to EMCC employment coaching
- Receive case plan from EMCC employment coach
- Exposed to EMCC education coaching
- Receive case plan from EMCC education coach
- Exposed to EMCC financial coaching
- Receive case plan from EMCC financial coach
- Exposed to EMCC income support coaching
- Receive case plan from EMCC income support coach
- Exposed to job readiness services
- Exposed to financial literacy services
- Complete adult basic education services
- Complete high school equivalency services
- Complete occupational skills training
- Complete to Logistics and Distribution pathway (10 hour DOL certification, certification in manufacturing skills)
- Complete Culinary and Hospitality pathway (2 certifications and a credential)
- Complete Information and Business Technology pathway (MS Office certification, HSE)
- Complete Construction pathway
- Complete Community Services Pre-professional Certification pathway
- Enrolled in WorkOne
- Exposed to B4U Fall youth advocacy and mentoring programs
- Complete B4U Fall “Truth and Change” curriculum

NOTE: Logic model integrates performance benchmarks detailed by EMCC in the 2018 proposal to OPHS

Martin Luther King Community Center (MLKCC) Logic Model

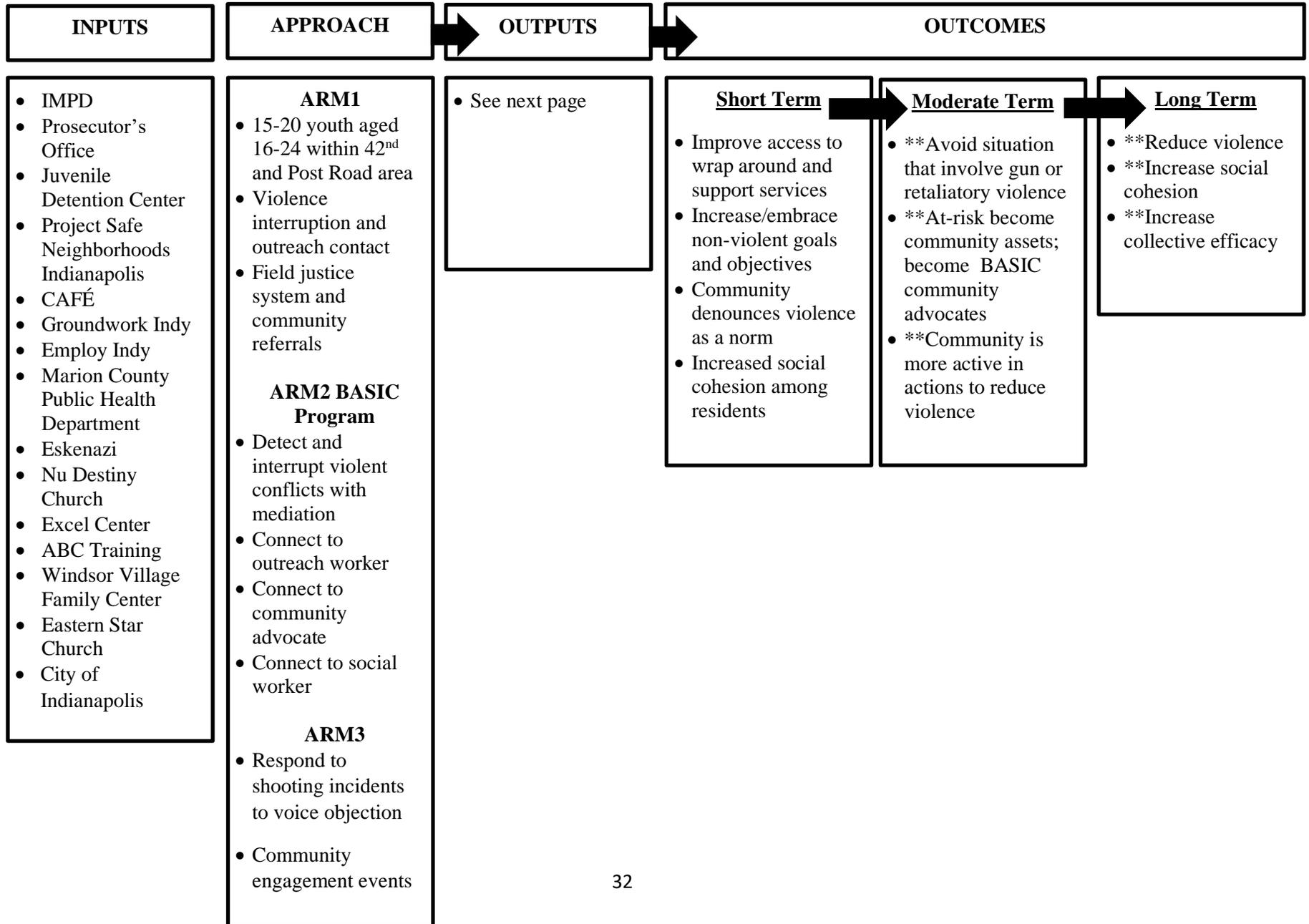


Martin Luther King Community Center Outputs

- Receive individualized case plan
- Exposed to Phase One (Outdoor work experience and community building) from outreach team
- Exposed to individual counseling and group sessions on conflict resolution, grief and loss, trauma and addictions
- Complete violence reduction employment pathway
- Complete outdoor work experience and community building program
- Complete Job Ready Indy curriculum
- Receive Job Ready Indy badge(s)
- Receive barrier busting resources and referrals to community partners via wellness advocate
- Receive credentials from Best Buy Teen Tech Center
- Receive apprenticeship or internship
- Complete high school equivalency program
- Volunteer at MLK Center
- Supervise MLK Center summer programs
- Complete community organization skills training
- Complete contemporary justice issues training (mass incarceration, gun regulation, and/or 21st century policing)

NOTE: Logic model integrates performance benchmarks detailed by MLKCC in the 2018 proposal to OPHS

Ross Foundation Logic Model

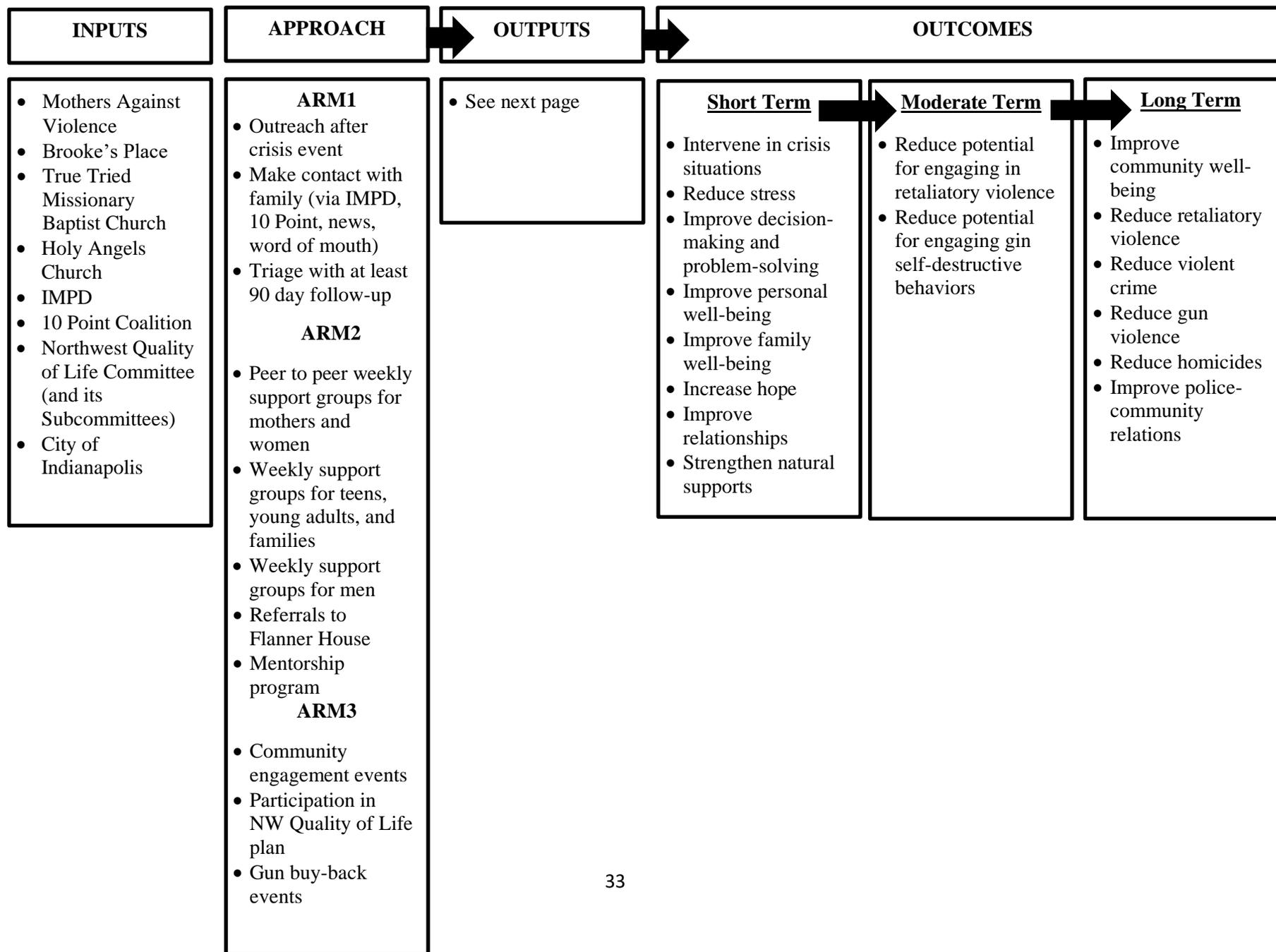


Ross Foundation Outputs

- Receive individualized violence reduction plan (developed in collaboration with participant, community advocate, program manager, family member, and other RF team members)
- Exposed to community advocate
- Mediated conflict with identified individuals, groups
- Receive life coaching and mentorship
- Receive access to wraparound and social services
- Receive access to XX had initial assessment completed
- Enrolled in or completed social services
- Exposed to economic and financial stability services
- Exposed to mental health and trauma services
- Exposed to addiction services
- Exposed to educational services
- Receive services to fulfill basic needs
- Exposed to family therapy or support services
- Attend peace and anti-violence demonstrations
- Attend community events held
- Complete community advocate training program

NOTE: Logic model integrates performance benchmarks detailed by Ross Foundation in the 2018 proposal to OPHS

Mothers Against Violence Healing Ministry (MAVHM) Logic Model



Mothers Against Violence Healing Ministry (MAVHM) Logic Model Outputs

- Receive survival kit
- Exposed to victim assistance programs
- Receive interpersonal and financial support for funeral arrangements
- Exposed to weekly support groups for mothers and women
- Exposed to weekly support groups for teens, young adults, and families
- Exposed to weekly support groups for men
- Complete mentorship program
- Complete mentor training program
- Complete support group facilitator training
- Attend community engagement events
- Serve as member of Northwest Quality of Life Plan committee
- Attend gun-buy back events

APPENDIX B

AWARDEE ADHERENCE TO PROPOSED ACTIVITIES AND OUTCOMES

CAGI Proposed Activities and Outcomes	CAGI Reported or Recorded Reach and Outcomes
Target 10 Eligible Participants	13 Participants
Between Ages of 18 and 26	100% Between Age Range
From Target Areas of 46205, 46218, 46226, or 46235	62% from Target Areas
90% Retention Rate	92% Retention Rate
100% of Retained Demonstrate Job Readiness	Unable to Independently Assess
75% Will Not Recidivate in the 12 Months Following graduation	75% of Justice-Involved were not Arrested during Grant Period; Unable to Independently Assess
Increase Workforce Skills	62% Completed EmployIndy Power Huddle; 23% Earned Construction Certification; 8% Earned Culinary Certification; 15% Near Completion of Certification Programs Unable to Independently Assess
Increase Educational Attainment	85% Completed Adult Basic Education Testing; 18% who Completed Adult Basic Education Testing Pursued Post-Secondary Education; 50% in Need of High School Diploma Enrolled in Programming; Unable to Independently Assess
Increase Moral Reasoning and Resiliency Skills	55% Completed Moral Reconciliation Therapy Program Unable to Independently Assess
Post-Graduation Retention	69% Participate in Aftercare Coaching Unable to Independently Assess

EMCC Proposed Activities and Outcomes	EMCC Reported or Recorded Reach and Outcomes
Target 40 Eligible Participants	55 Participants
Between the Ages of 17 and 24	100% Between Age Range
From Martindale-Brightwood Target Area (46202, 46205, or 46218)	49% from Target Area
98% Earn at Least One Job Ready Indy Badge	Unable to Independently Assess
75% Who Earned Badge will be Placed to a Job	45% Received Stipend; 13% Received Minimum Wage Job; Unable to Independently Assess
88% Enter Education or Training Services Receive Paid/Unpaid Career Learning and Work Experience	Unable to Independently Assess
75% Earn Net Income Increase	Unable to Independently Assess
45% Earn Net Worth Increase	45% Received Stipend; 13% Received Minimum Wage Job; Unable to Independently Assess
38% Earn Credit Score Increase	Unable to Independently Assess
75% Do Not Reoffend	84% had no juvenile court case(s) filed during grant period
70% Have No Technical Rule Violations	87% under court ordered restrictions had no court ordered restriction violations during grant period

MLKCC Proposed Activities and Outcomes	MLKCC Reported or Recorded Reach and Outcomes
Assess and Connect 50 Eligible Participants	Assessed and Connected 83 Eligible Participants
Target 10 Participants for Violence Reduction Cohort	10 Participants in Violence Reduction Cohort
Between Ages of 17 and 24	89% Between Age Range
From Target Area of 46205 and 46208	100% from Target Area
70% Complete All Phases of Program	100% of Cohort Completed Program
	Unable to Independently Assess
100% Improve Skills to Deal with Anger and Conflict	Unable to Independently Assess
	Unable to Independently Assess
100% Identify Career Interest and Understand at Least One Action Step Toward Interest	Unable to Independently Assess
80% Avoid Arrest during Program	100% of Cohort were not Arrested during Grant Period

RF Proposed Activities and Outcomes	RF Reported or Recorded Reach and Outcomes
Target 15-20 Eligible Participants	15 Participants
Between the Ages of 16 and 24	73% Between Age Range
From Far Eastside Area (46226, 46235)	80% from Target Area (remainder unknown)
Access Wrap-Around and Support Services	Unable to Independently Assess
Embrace Non-Violent Goals and Values	93% were not arrested during grant period; Unable to Independently Assess
Community Denounces Violence as a Norm	Unable to Independently Assess
Community Increases Social Cohesion	Unable to Independently Assess

MAVHM Proposed Activities and Outcomes	MAVHM Reported or Recorded Reach and Outcomes
Target 10-20 Eligible Participants*	64 Participants
From Northwest Quality of Life Plan Target Area (46205, 46208, 46222)	20% from Target Area
Reduce Retaliatory Violence	Unable to Independently Assess
Reduce Self-Destructive Behaviors	Unable to Independently Assess
Reduce Stress	Unable to Independently Assess
Improve Decision Making and Problem Solving	Unable to Independently Assess
Increase Hopefulness	Unable to Independently Assess
Reduce Violent Crime	Unable to Independently Assess

Key: *Inferred from proposed budget details