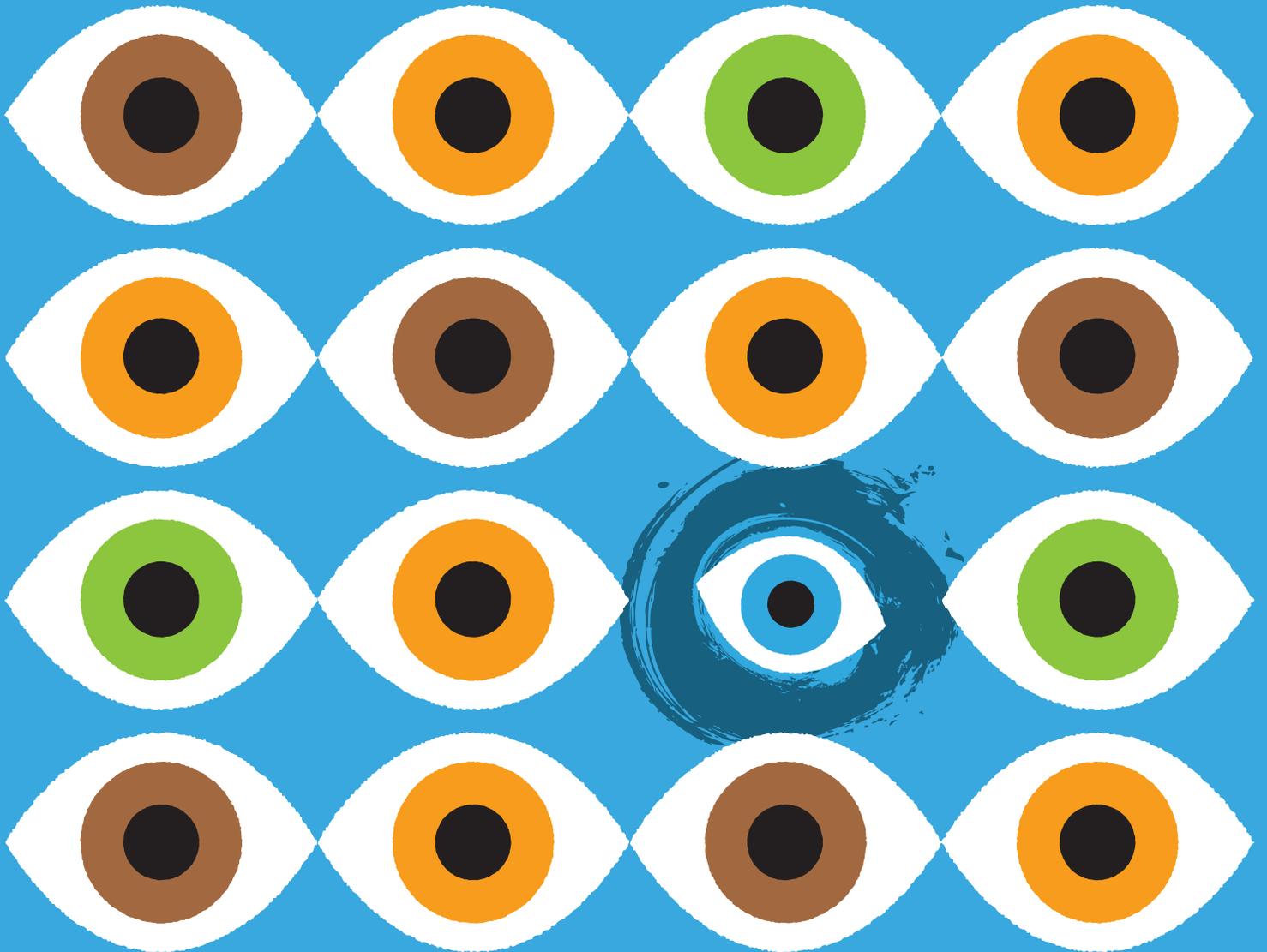


Safety

Safety Review Strategy: 2013–2016

JFM Consultants Inc.



**Skillman Foundation Safety Strategy Review
Executive Summary**

Prepared by



August 5, 2016

Skillman Foundation Safety Strategy Review Executive Summary

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I. INTRODUCTION & OVERVIEW

In 2006, the Skillman Foundation’s commitment to changing outcomes for children led to the creation of the Good Neighborhoods Initiative (GNI), a 10-year, \$100 million investment in six Detroit neighborhoods—Brightmoor, Cody-Rouge, Northend-Central Woodward, Osborn, Southwest Detroit and Chadsey-Condon. Investments and activities were tailored to the needs and priorities of each neighborhood. However, common to all six neighborhoods was the goal of ensuring that children have clear pathways to graduating from high school leading successful lives as adults. Initially, this goal was to be achieved by focusing on three key areas: high quality education, youth development and community leadership. In 2012, with the understanding that children cannot thrive if they do not feel safe in their neighborhood, and recognizing that movements toward community safety were already taking place among residents, the Skillman Foundation added a safety strategy to the GNI agenda.

With the goal of documenting the Foundation’s safety grantmaking strategies and examining how these strategies are playing out in the target neighborhoods, the Skillman Foundation retained JFM Consulting Group (JFM), a Detroit-based planning, evaluation, and research firm to conduct a review of its safety strategy for the years between 2012 and 2015. This executive summary provides a brief overview of the full report and its findings.

The executive summary includes an overview of the Foundation’s safety strategy and the objectives of this review, a brief summary of the findings, and identifies emerging lessons learned. The safety strategy review reflects all six of the neighborhoods listed above, but the bulk of research is focused Cody-Rouge, Osborn and Southwest, based on the Foundation’s interest to gain a deeper perspective on the impact of safety work in these neighborhoods.

Overview of Skillman Safety Strategy

The overarching objective of the Foundation’s safety strategy is to increase the actual and perceived safety of children through the engagement and alignment of efforts, described above, of the broad cross-section of stakeholders, including critical civic institutions such as the Detroit Police Department and Detroit Public Schools. The 2016 goals of the Foundation’s safety strategy include the following:

Table 1: Skillman Foundation Safety Theory of Change Outcome Indicators 2012-2015

| | | | |
|--|---|--|---|
| 1) 90% of young people feel safe on their way to and from and inside school. | 2) Incidents of youth victimization and participation in violent and property crimes in targeted areas are reduced by 40% | 3) Property and violent crimes are reduced by 40% in the target neighborhoods. | 4) 100% of dangerous buildings along safe routes to schools will be eliminated, by boarding up or demolition. |
|--|---|--|---|

Investments in the safety strategy were guided by a theory of change that focuses on four key strategies: Safe Pathways, Community Embedded Policing, Transformed Community Culture and Youth Violence Intervention. The Foundation was also guided by two additional elements important to the safety work: Restorative Practice and Youth Engagement. These strategies and elements are illustrated in Table 2.

Table 2. Skillman Foundation Investment Strategies and Activities

| Investment Strategy | Activities & Investments |
|-------------------------------|--|
| Safe Pathways | <ul style="list-style-type: none"> ▪ Consistent patrols around schools and youth programs ▪ Clearly identified safe pathways ▪ Active block clubs ▪ Blight removal ▪ Neighborhood specific strategies |
| Community Embedded Policing | <ul style="list-style-type: none"> ▪ Neighborhood police officers (NPOs) well-equipped and connected to the community ▪ CompStat data available and used to drive action ▪ Neighborhood specific strategies |
| Transformed Community Culture | <ul style="list-style-type: none"> ▪ Restorative Practices training ▪ City-wide safety committee ▪ Neighborhood safety committees ▪ Neighborhood specific strategies |
| Youth Violence Intervention | <ul style="list-style-type: none"> ▪ Youth Violence Prevention Program ▪ Operation Cease Fire ▪ Anti-gang activities ▪ School discipline policy reform ▪ Neighborhood specific strategies |
| Restorative Practice | <ul style="list-style-type: none"> ▪ Certification of Black Family Development Inc. as Restorative Practices Trainers ▪ Training of Detroit Public School principals and teachers, community organizations and police officers in Restorative Practices ▪ Implementation of Restorative Practice Circles in schools and community centers |
| Youth Engagement | <ul style="list-style-type: none"> ▪ AmeriCorps Urban Safety Program (AMUS)—summer youth program ▪ Detroit Youth Service Corps/AMUS service learning experience (Osborn and Southwest) ▪ Detroit Police Department relationship-building youth rallies |

Safety Strategy Review Objectives and Methods

In conducting this review, the JFM team drew from a variety of data sources, including both primary and secondary sources. Crime trend data was provided by Wayne State University’s Center for Urban Studies (CUS), and Excellent Schools Detroit provided data from their Five Essentials (5e survey), a multi-year student safety perception survey. JFM also reviewed and analyzed Foundation documents and materials, including grant applications, fact sheets, reports, and internal memos. Primary data included interviews with 20 key stakeholders including Foundation staff, grantees and key external partners; as well as two focus groups—one with Neighborhood Police Officers (NPOs) and one with youth.

II. EMERGING PROGRESS AND OUTCOMES

In just the few years that Skillman has made investments in safety, grantees and partners have made significant progress. This section summarizes that progress organized by the Foundation’s investment strategies, and also provides a brief analysis of the changes in neighborhood crime rates.

Investment Strategy Progress and Outcomes

Safe Pathways

The creation of safe pathways to and from school, including mitigating structural blight, and increased presence of caring adults positioned along pathways to and from school, was evidenced in all three target neighborhoods. Numerous community and citywide partners collaborated to identify common walking routes, board-up vacant structures, demarcate and beautify those routes with clean-ups, painted signs and planters, identify residents living along the route who were willing to observe walking students, and coordinate mobile safety patrols that provided added security during before and after school hours.

Community Embedded Policing

With Skillman support, the efforts of the Detroit Police Department's NPOs in the GNI neighborhoods benefitted from increased resources such as cell phones, laptops, business cards and informative door hangers to distribute to residents and business owners. The increased presence of NPOs led to a growing trust among residents and business owners in their ability to address community needs. The NPOs became active participants in community events and lead youth programs (i.e. CITI Camp), creating more positive experiences for individuals who may have otherwise had negative associations with police officers.

Transformed Community Culture

This strategy is evolving slowly, but is progressing. Residents are beginning to feel that they have an important role to play in addressing neighborhood safety, and there is a growing sense that they can change the trajectory of crime in their neighborhoods. Partners such as Black Family Development and Life Remodeled have contributed to an increase in block groups and resident involvement in community safety and beautification activities, including large-scale neighborhood clean-up events in Cody Rouge and Osborn and expanded and strategically coordinated resident safety patrols.

Youth Violence Intervention

Progress was also evident in the engagement of youth and young adults. For example, across the city, Ceasefire has offered a path for young adults and adults to transition out of a gang lifestyle through a program that includes community partners who can also provide much-needed social supports. Youth have also been engaged in programs that allow them to act as leaders in their community, such as through the Detroit Youth Violence Prevention Initiative in Cody Rouge and Osborn, and the Cody Rouge Youth Council. Centers, such as Don Bosco Hall in Cody Rouge offer critical safe havens for neighborhood youth. However, progress notwithstanding, it is clear that youth violence is a challenge that will require sustained commitment and resources.

Crime and Victimization Progress and Outcomes

Crime-related data have been obtained between 2012 and 2015, the timeframe of when Skillman implemented its safety investments. Many of those data correspond to the Theory of Change Indicators and are presented and discussed below. We did not have access to the number of dangerous buildings and so are not able to report on that indicator. The following section reports on the crime incident data as it relates to the first three indicators.

- *90% of young people feel safe on their way to and from and inside school.*

Findings from the student survey indicate that, from 2013 to 2015, the number of students in each Good Neighborhood who felt safe traveling to and from school increased each year. Overall, over the three years, the percentages of students feeling safe *inside* their school remained relatively unchanged. The exception is Brightmoor, which saw a decrease from 82 percent of students who reported feeling safe in 2013, compared to 74 percent in 2015. A total of four neighborhoods saw slight decreases in students feeling safe inside their school, but the others were minor compared to Brightmoor. None of the neighborhoods achieved 90 percent of students who felt safe on their way to and from or inside school.

- *Incidents of youth victimization and participation in violent and property crimes in targeted areas are reduced by 40%*

Data on the age and gender of victims in each of the GNI neighborhoods was obtained, however data on youth participation in crimes was not available, so it could not be reported on here. Between 2012 and 2015¹, all neighborhoods except for Chadsey-Condon saw reductions in youth victims ages 17 and under. Osborn and Southwest both saw the highest reductions of around 30 percent. Despite the decreases seen in most of the neighborhoods, none of them achieved Skillman’s target of 40%.

- *Property and violent crimes are reduced by 40% in the target neighborhoods.*

Data on property and violent crimes in the GNI neighborhoods shows reductions in all Part I Crimes by as much as 35 percent (in Brightmoor). While all neighborhoods saw significant decreases in property and violent crimes, between 2012-2015, none reached Skillman’s goal of achieving a 40 percent reduction². In three of the GNI neighborhoods, stakeholders placed special emphasis on smaller geographic “foci” areas around schools where patrols and blight removal activities were more concentrated. In most neighborhoods, the Foci areas saw greater reductions in property and violent crimes than in the neighborhoods overall.

III. FACTORS CONTRIBUTING TO OR HINDERING PROGRESS

Progress toward safety, both perceived and real, is influenced by factors that both *contribute to* and *hinder* safety. In this review, these factors were identified through interviews with key stakeholders, focus groups with youth³ and Neighborhood Police Officers (NPOs), and Skillman grantee reports, and are outlined in the following section.

Contributing Factors

Factors *contributing to* progress in safety were fairly similar across each neighborhood focus area, and are representative of grantee efforts that duplicated across multiple neighborhoods:

¹ The years prior to 2012 were out of the scope of this research, but crime data were collected by Skillman going back to 2007, the beginning of GNI. At the onset of GNI, safety work had been included in the neighborhoods, though not explicitly supported by Skillman. Thus, though Skillman did not reach its goals between 2012-2015, since 2007, incidents of youth victimization in target areas were reduced by an average of 51% across all GNI neighborhoods.

² As with footnote 1, the years prior to 2012 were out of the scope of this research, but crime data collected by Skillman going back to 2007 indicate that these neighborhoods experienced an average of 50% reduction in property and violent crimes.

³ Youth focus group participants included members of the AmeriCorps program in Detroit – all participants were male, excluding the perspective of female youth.

- **Stronger Community-Police Relations:** Residents and other neighborhood stakeholders are experiencing an increased presence and capability of police officers to address not only crime-related incidents, but also incidents related to quality of life overall, including structural blight, abandoned vehicles, and neighbor-to-neighbor disputes.
- **Increased Use and Sharing of Data:** The availability of data through the neighborhood CompStat meetings helps to drive action toward increasing safety in neighborhoods. In addition to its availability, the increased use and sharing of data strengthens the ability to identify trends, reveal alternative methods to confront crime, and influences accountability among multiple entities.
- **Public/Private/Community Partnerships:** Partnerships in safety among public, private and community groups have increased throughout the city. The City of Detroit has driven partnerships and collaboration with community groups and business owners that align with Skillman’s investment strategy toward *transforming community culture*.
- **Building Neighborhood Networks:** Skillman’s investments in grantees that foster positive connections between differing populations (i.e. youth, senior residents, police officers) have created a wider neighborhood network. These connections influence shifts toward shared values in safety and strengthens collective ownership of safety initiatives, helping to also transform community culture.

Hindering Factors

Factors hindering progress in safety were, again, fairly similar across each neighborhood focus area, with some differentiation found in Southwest. As one key stakeholder explained, the factors hindering progress in safety aren’t altogether related to the intervention chosen to increase safety, yet it is the “dosage” of that intervention that needs to be balanced in order for it to be affective.

- **Violence and Safety Challenges Remain:** Although violent incidents have decreased based on reported crime data, violent incidents inside schools remain high.
- **Relationship Building Takes Time and Trust:** Mistrust still exists among varying resident populations, especially between senior-to-youth and youth-to-youth populations.
- **Limitations in Parent Engagement:** Investment in anti-violence culture and safety begins at home. With some youth experiencing domestic violence issues, parents struggling with their own personal challenges and economic instability, or ambivalence in adult perspectives on violence⁴, there is the need for more strategic engagement of parents and other caring adults.
- **Limited Moral leadership on Crime and Violence:** There is a need to increase the presence of citywide moral leadership on crime and violence outside of local government. As neighborhoods are beginning to experience an increased presence of NPOs, safety activities and mitigation of structural blight, scaling up consistent and culturally relevant messaging on issues related to crime is needed to shift mindsets on crime and violence. The use of Restorative Practices has played a significant role in defining a path toward establishing more collaboration and collective leadership in resolving community issues.
- **Inadequate Use and Sharing of Data:** As mentioned above, the increased use and sharing of data further justifies the need for data to be accurate, sufficient and accessible. There is a need to design and implement more thoughtful and timely strategies to collect, analyze and share crime data with community members and stakeholders.

⁴ Key stakeholder interviews revealed contradictory thinking among adults on violence, with some adults encouraging the use of violence to resolve issues.

IV. ALIGNMENT AND COLLABORATION

The Skillman Foundation had a particular interest in exploring the progress of alignment and collaboration among stakeholders. Factors that contribute to alignment and coordination include funding activities that support greater relationship building between different stakeholders, supporting greater sharing of data, and greater leadership and implementation of coordination from the City of Detroit's agencies. Our research found that barriers to alignment and collaboration included the lack of time, resources, and motivation it takes to build and sustain relationships; lack of involvement of underrepresented groups such as youth, parents, and the faith community; and a need for willingness among leaders at all levels of the city to speak out about violence and prioritize youth in the city.

V. EMERGING LESSONS LEARNED

Through this analytical review, JFM Consulting Group identified a number lessons that have emerged through Skillman's investments and activities. Overall, the Skillman Foundation has a great deal to be proud of. Most stakeholders interviewed for this review agree that there is greater alignment of safety related activities and increased collaboration. Stakeholders described increased communication and cooperation around safety. Organizations also report feeling better connected as a result of the work supported by the Foundation's investment, though some respondents reported that alignment and coordination was stronger at the beginning, but recently may have waned.

There have been enormous gains made in each neighborhood including more access to better and relevant data, more community engagement in resident patrols and blight removal, more attention to the needs that youth have, and greater investment and alignment from other organizational partners and stakeholders to address crime and safety. Additionally, the crime incident data indicates that where Skillman has invested in safety strategies, those neighborhoods are experiencing significant reductions in crime and in youth victimization, many of which are greater than the city overall.

With continued work and investment in these areas, the foundation that has built in these first four years will help Skillman to make even greater impact in the GNI neighborhoods.

Within this progress and these successes, the following section also identifies ways that this work can be even stronger.

- A. While gains have been made in reducing crime, students still experience unsafe conditions.
- B. Utilization of crime data has improved targeted safety strategies and even greater data
- C. accessibility would augment and expand gains in neighborhoods.
- D. Stakeholders are more aligned, but more collaboration could increase impact.
- E. Shifts in community culture are emerging, and greater attention could be given to changing the culture around "acceptable" violence, as well as providing economic opportunities for parents and youth.
- F. Continued relationship building between different stakeholders will break down more barriers.
- G. Youth engagement has demonstrated promise for making change, though leadership development and providing safe recreational and community activities that provide alternatives to criminal and violence.
- H. Skillman's model has proved replicable with room for local adaptation.

Implications for Funding

Resources Are Needed to Increase “Dosage”. Progress that has been made could be maintained and expanded by investing more resources into the following areas:

- a. Support Additional Neighborhood Police Officers:** The NPO program has been highly successful in helping address resident quality of life issues and build better connections between police and residents. The NPO districts are too large and NPOs need more staffing and resources to be able to work more effectively.
- b. Supports for Youth:** More resources for direct services for youth including prosocial activities (sports, arts, youth leadership) as well as support for employment and counseling is needed to see shifts away from involvement in crime.
- c. Dedicated Neighborhood Coordinators:** Neighborhood efforts have been bolstered by the dedication of funds to support neighborhood safety coordinators. Continuation and expansion of these funds would continue to expand safety efforts in existing and new neighborhoods.
- d. Blight Removal:** To continue to improve environmental safety conditions, more funds are needed to support boarding up of and maintaining improvements to abandoned and blighted homes.

**Skillman Foundation Safety Strategy Review
Final Report**

Prepared by



August 5, 2016

Skillman Foundation Safety Strategy Review Final Report

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I. INTRODUCTION & OVERVIEW

In 2006, the Skillman Foundation's commitment to changing outcomes for children led to the creation of the Good Neighborhoods Initiative (GNI), a 10-year, \$100 million investment in six Detroit neighborhoods—Brightmoor, Cody-Rouge, Northend-Central Woodward, Osborn, Southwest Detroit and Chadsey-Condon. Investments and activities were tailored to the needs and priorities of each neighborhood. However, common to all six neighborhoods was the goal of ensuring that children have clear pathways to graduating from high school leading successful lives as adults. Initially, this goal was to be achieved by focusing on three key areas: high quality education, youth development and community leadership.

Understanding that children cannot thrive if they do not feel safe in the places they live, play and study, in 2012, the Skillman Foundation added a safety strategy. The Foundation's investment in strategies and activities intended to increase safety is part of its overall investment in building pathways to success for Detroit's children. The Foundation also recognizes that movements toward safety were taking place among residents, community development practitioners and other stakeholders prior to 2012. These activities were key and provided the groundwork which informed, as well as worked alongside, the Foundation's investments in safety.

With the goal of documenting the Foundation's safety grantmaking strategies and examining how these strategies are playing out in the target neighborhoods, the Skillman Foundation retained JFM Consulting Group (JFM), a Detroit-based planning, evaluation, and research firm to conduct a review of its safety strategy for the years between 2012 and 2015. As mentioned above, Skillman had not instituted an official safety component until 2012, however safety efforts had taken place prior to this time. This report provides the results of that review after 2012, as well as some context on safety efforts outside of the Foundation's direct investments.

The report begins with a historical lens on community safety movements that took place prior to 2012 to set the stage for current neighborhood capacity in safety efforts, and from which the Foundation's safety strategy was informed, in part. Next, an overview of the Foundation's safety strategy is provided and describes the objectives of this review, as well as the data sources and methods. A table summarizing key population and crime data, grantees and key partners by neighborhood provides a context for understanding the findings and observations included in this report. The safety strategy overview and contextual summary apply to all six of the neighborhoods included in the Good Neighborhood Initiative as listed above. The balance of the report, however, is focused on three neighborhoods: Cody-Rouge, Osborn and Southwest, based on the Foundation's interest to gain a deeper perspective on the impact of safety work in these neighborhoods. For purposes of this report, "target neighborhood" refers to these three neighborhoods.

The two sections that follow describe the activities and engagement in safety efforts and the progress and change to date, looking across the three target neighborhoods and organized by the Foundation's four investment strategies. Restorative practice and youth engagement are of particular interest to the Foundation and, therefore, are lifted up separately in these sections of the report.

Alignment and collaboration are central to achieving the Foundation's goals in the target neighborhoods, so the report includes a section devoted to examining the strengths and limitations of the safety strategy relative to these elements. Finally, an effort is made to explore the factors that may be contributing to and/or hindering progress, identifying any gaps that may exist as well. The report concludes with a summary of emerging lessons learned, again looking across the three target neighborhoods only.

A Brief History of Community Safety Efforts Prior to 2012

Shaping the foundation of safety efforts across the six GNI neighborhoods are the investments made by residents, student youth, community development practitioners, leaders in the faith-based community, and other stakeholders. These same groups have made monumental strides to reinstitute a feeling of safety for children and families. More specifically, in Cody Rouge, Osborn and Southwest, prior to the Foundation's established safety strategy in 2012, unique practices and social movements emerged in addressing factors contributing to crime (e.g. structural blight, gang violence, drug abuse, and/or unemployment), with some practices still taking place that are proven to be successful.

The following information focuses on safety activities that occurred in Cody Rouge, Osborn and Southwest neighborhoods prior to 2012. This was informed by interviews with respective GNI executive directors, long-time practitioners in crime and safety work, and discussions with program and evaluation staff at the Skillman Foundation.

Cody Rouge

In 2007, the Cody Rouge Community Action Alliance (CRCAA) helped establish the Cody Rouge Youth Council (CRYC) to support neighborhood youth in leadership opportunities. The CRYC held a community youth summit in 2008 where 150 kids talked about the challenges they face in the neighborhood and how to address them together. One community organizer reported, "Safety was one of the main challenges agreed upon by participants," and from this, the CRCAA and the CRYC, embarked on a larger strategy to begin to address safety concerns in the community.

They worked with the Detroit Impact Center, a nearby youth center, to establish safety ambassadors to connect with the Brothers on Patrol, an existing resident safety patrol, to share information on hotspots and expand patrols to areas that youth identified as priorities. Members of the CRYC also helped neighborhood block clubs to engage residents in keeping watch over their streets, especially when youth were around, and to helping identify blighted and dangerous properties. The CRCAA took on the issue of blighted properties and documented about 200 abandoned and blighted homes around Cody Rouge High School that posed safety hazards, either as sites for criminal activities or because they were structurally unsound. CRCAA and members of the CRYC met with members of the Detroit City Council, as well as State Representative Harvey Santana about what the City or State could do to help board up homes. CRCAA also organized neighborhood beautification projects to help improve the cleanliness and appearance of the neighborhood in targeted areas around schools and youth centers. For example, in 2009, Detroit sportswriter Mitch Albom partnered with the Detroit Rescue Mission Ministries to conduct a massive volunteer effort in Cody Rouge, resulting in 120 vacant and blighted homes being boarded up.

Another goal of the safety strategy developed by CRCAA and CRYC was the need for understanding crime data in the neighborhood and safe spaces for youth in the community. CRCAA partnered with the University of Michigan's School of Social Work Technical Assistance Center to enlist a data intern who, before Compstat was established in Cody Rouge, collected, organized, and analyzed crime data in the neighborhood. To address the need for safe spaces, the youth center at Don Bosco Hall was established and focused on providing afterschool and Saturday services for youth in the neighborhood. The Skillman Foundation had already invested in Cody Rouge through CRCAA, so when the Foundation more formally established a funding strategy related to safety, Cody Rouge was well-poised to expand their existing efforts and increase their impact.

Osborn

In 2005, residents and stakeholders began organizing to respond to the increase in crime incidents and the big push for citywide curfews during “Angel’s Night” (developed in response to what was previously identified as “Devil’s Night”, a longtime practice on the night before Halloween where a huge number of residential arsons took place). Residents and leaders in the Osborn neighborhood identified key safety challenges and ways to address them. Among those issues identified, gang violence and structural blight were particularly dominant factors impeding safety. These two key factors further revealed gaps in after-school programming for youth, job and educational training for adults and parents, a sense of connectedness among residents, and overall problems with land use. While some of these gaps still remain, success has been made in creating social awareness and aptitude in safety activities, described below.

Addressing Gang Violence and Structural Blight in Osborn

In 2006, the MAN (Maintaining A Neighborhood) Network was established as a “collaborative effort of Churches in the Osborn Community to create a network of men that will take a responsible role in the community to provide safety, structure, and support.”¹ Led by Bishop Tony Russell and Pastor Valerie Russell of New Covenant of Peace, one of their key safety activities was to develop a resident patrol, where volunteers conducted mobile and foot patrols to help other residents, particularly youth, to feel safer. MAN Network patrols utilizing resident volunteers, both male and female, continue to support crime decreases, as well as strengthen connections between residents.

Areas across the Osborn Neighborhood targeted by the MAN Network include routes to and from school taken by students of local elementary, middle and high schools. Along these routes, structural blight also created spaces for gang activity and other crimes to take place. To deter crime activity and increase the visual appeal for students, residents and visitors to the area, resident-led board-ups are a best practice that has led to other land use developments. For example, the Osborn Neighborhood Alliance (ONA) – a neighborhood organization that helps to organize the communities of the east side of Detroit and established, in part, as an essential component to the Foundation’s GNI - organized resident board-ups since 2006, leading to the adoption of an initiative called *Live in Osborn* - a community change initiative focused on revitalization and safety improvement along access corridors by securing and reconstructing blighted structures.

Limited participation of youth in community activities and youth development programs were also seen as a direct contributor to both gang activity and youth violence. With the assistance of local, national and international youth development programs like Ceasefire, Detroit Youth Violence Prevention Inc. (DYVPI) and BuildON (also a large contributor to resident-led board-ups), youth in Osborn began to find more opportunities to develop their sense of community and begin new paths toward success. Additionally, through a partnership designed by the Osborn Neighborhood Alliance, with support from the local Matrix Center and 9th Police Precinct Neighborhood Police Officers, a midnight basketball program took shape in 2011. The success of the midnight basketball program led to an additional component of boxing three years later.

These and other safety activities in Osborn laid the groundwork in shaping larger efforts supported by Skillman’s direct investments in safety.

¹ Retrieved from MANN Network website on June 23, 2016.

Southwest

Beginning in early 2008, Southwest Detroit was part of the Safe Routes to School Initiative and involved in a number of safety related activities. For example, in partnership with Mayberry School, safety signage was posted, indicating whether or not drivers were speeding in the area. Funding was also secured to replace sidewalks and install ramps in the area. Approximately two years later, in 2010, a similar partnership was formed with Bennett Elementary School. Safety signage was installed in the vicinity near Bennett School, indicating the number of miles per hour of drivers. New sidewalks and ramps were installed as well.

About the same time, Taking Action Por Nuestros Nino's (TANN), a bilingual parent leadership group was formed with the purpose of "taking action for our kids". Trainings were provided to 14 Local School Councils (LSCs) PTA presidents, covering topics such as how to run a meeting, but safety was also identified as a key issue in the neighborhood. Seven of these schools—Western, Bennett, Clippert, Linus, Roberto Clemente, Harms and Academy of the Americas—were very active.

During this period there, due to the economic recession, many people were losing jobs and soon, their homes. This contributed to an increase in the number of house fires in abandoned homes. TANN's engagement in the schools resulted in increased awareness of the resources available to address safety concerns such as how to report a burned house. This led to the formation of resident groups who began walking the blocks in their neighborhoods and tracking safety issues.

So-called "block champions" were organized—parents/residents who were willing to watch over two to three blocks, including their own, and track issues by address, issues such as burned houses, squatters, drug dealing and prostitution. They would take pictures to document and track housing issues. Later, after Duggan was elected Mayor in 2013, these efforts would play a major role in southwest Detroit's selection as a recipient of federal "Hardest Hit" funding because the data had already been collected.

In Southwest Detroit, as in other neighborhoods, these resident-led safety efforts laid the foundation for Congress of Communities, with Skillman's support, to increase and expand strategies to address crime and violence.

Overview of Skillman Safety Strategy

The overarching objective of the Skillman Foundation's safety strategy is to increase the actual and perceived safety of children through the engagement and alignment of efforts of a broad cross-section of stakeholders—residents, community leaders, neighborhood associations, nonprofit organizations, and critical civic institutions such as the Detroit Police Department and Detroit Public Schools. The 2016 goals of the Foundation's safety strategy include the following:

Table 1: Skillman Foundation Safety Theory of Change Outcome Indicators 2012-2015

| | | | |
|--|---|--|---|
| 1) 90% of young people feel safe on their way to and from and inside school. | 2) Incidents of youth victimization and participation in violent and property crimes in targeted areas are reduced by 40% | 3) Property and violent crimes are reduced by 40% in the target neighborhoods. | 4) 100% of dangerous buildings along safe routes to schools will be eliminated, by boarding up or demolition. |
|--|---|--|---|

Investments in the safety strategy were guided by a theory of change that focuses on four key strategies, including safe pathways, community embedded policing, transformed community culture and youth violence intervention. Each of the investment strategies are supported by a number of activities and investments that engage of a network of grantees, community partners, residents and others in efforts to increase safety in target neighborhoods. All of the investment strategies and activities are illustrated in Table 2.

Table 2. Skillman Foundation Investment Strategies and Activities

| Investment Strategy | Activities & Investments |
|-------------------------------|--|
| Safe Pathways | <ul style="list-style-type: none"> ▪ Consistent patrols around schools and youth programs ▪ Clearly identified safe pathways ▪ Active block clubs ▪ Blight removal ▪ Neighborhood specific strategies |
| Community Embedded Policing | <ul style="list-style-type: none"> ▪ Neighborhood police officers well-equipped and connected to the community ▪ CompStat data available and used to drive action ▪ Neighborhood specific strategies |
| Transformed Community Culture | <ul style="list-style-type: none"> ▪ Restorative Practices training ▪ City-wide safety committee ▪ Neighborhood safety committees ▪ Neighborhood specific strategies |
| Youth Violence Intervention | <ul style="list-style-type: none"> ▪ Youth Violence Prevention Program ▪ Operation Cease Fire ▪ Anti-gang activities ▪ School discipline policy reform ▪ Neighborhood specific strategies |

Also, as stated earlier, the Skillman Foundation has identified two elements as being especially important to the safety work—restorative practice and youth engagement. Table 3 below also pulls out key activities related to investments in these areas.

Table 3. Restorative Practice and Youth Engagement Activities

| Strategy | Activities & Investments |
|----------------------|--|
| Restorative Practice | <ul style="list-style-type: none"> ▪ Certification of Black Family Development Inc. as Restorative Practices Trainers ▪ Training of Detroit Public School principals and teachers, community organizations and police officers in Restorative Practices ▪ Implementation of Restorative Practice Circles in schools and community centers |
| Youth Engagement | <ul style="list-style-type: none"> ▪ AmeriCorps Urban Safety Program (AMUS)—summer youth program ▪ Detroit Youth Service Corps/AMUS service learning experience (Osborn and Southwest) ▪ Detroit Police Department relationship-building youth rallies |

Safety Strategy Review Objectives, Methods and Limitations

In conducting a review of the safety strategy, the Skillman Foundation's primary goal is to develop a critical summary of the safety strategy theory of change, document the safety grantmaking strategies and examine how they are playing out in the target neighborhoods. The review also includes a focus on the restorative practice work and youth engagement. The chief objectives of this review include the following:

- Describing city and neighborhood context using WSU crime data and primary data
- Analyzing progress and documenting factors contributing to and/or hindering progress toward achieving goals
- Assessing alignment of efforts and collaboration in the three target neighborhoods
- Assessing the role and implementation of restorative practice
- Assessing the effectiveness of youth engagement

In conducting this review, the JFM team drew from a variety of data sources, including both primary and secondary sources. In terms of crime trend data, for example, JFM utilized secondary data from Wayne State University's Center for Urban Studies (CUS) one of the Foundations' core partners in the safety strategy. Data from a survey conducted in partnership with Excellent Schools Detroit, the Five Essentials (5e survey), were also reviewed and analyzed. This review was also informed by an analysis of Foundation documents and materials, including grant applications, fact sheets and reports. Other internal documents such as trustee memos and theory of change documents were reviewed and analyzed as well.

In terms of primary data, with Foundation input, the JFM team identified approximately 20 key stakeholders to interview. Of these, JFM was able to interview a total of 17 stakeholders, including Foundation staff, grantees and key external partners. Finally, separate focus group interviews with nine Neighborhood Police Officers (NPOs) and nine youth were also conducted in an effort to gather more in depth feedback from these key stakeholder groups. Skillman staff had an opportunity to provide input into the development of interview and focus group protocols.

Limitations of the Review Scope

From the beginning, it was understood that there would be limitations to the scope of this review. As is the case with many, if not most, research efforts, the limitations are primarily related to resources—namely time and financial resources. These resource constraints contributed to limitations on the breadth and depth of the data collection and analysis. For example, the analysis focused on three of the Skillman Foundation's Good Neighborhoods, as opposed to all six. Another key limitation concerns the depth of the review. The relatively short, three-month timeframe placed limits on JFM's ability to gather and analyze data. As described above, efforts were made to ensure that the review incorporated primary data from a variety of sources, such as grantees, community partners and Foundation staff. However, the ability to dive deeper and more broadly to include residents, for example, was somewhat limited by time and budget constraints. Fortunately, these limitations did not compromise the JFM team's ability to meet the objectives of the safety strategy review.

Neighborhood Context and Grantees

The Skillman Good Neighborhoods safety initiatives have been implemented to varying degrees in all six neighborhoods, with greater emphasis and investment in the three target areas of Cody Rouge, Osborn, and Southwest. Table 4 below outlines the youth and general population of those neighborhoods.

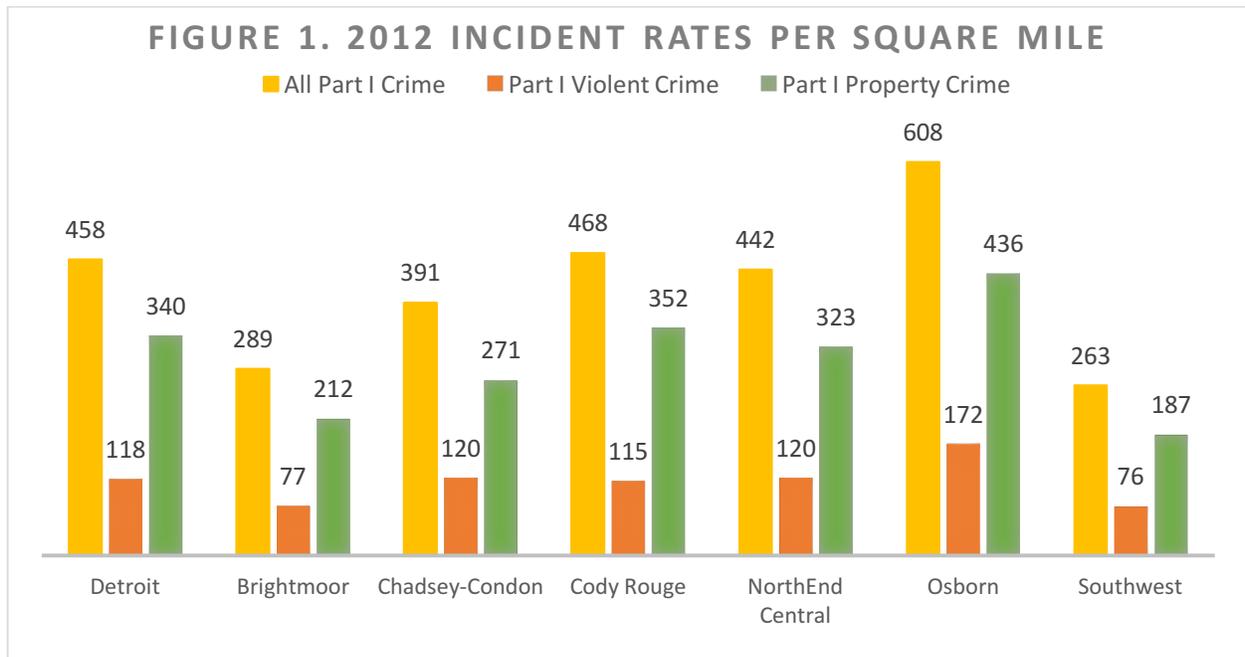
Table 4. Population of Skillman Good Neighborhoods⁺

| Location | Population | Youth Population 0-18 (%) |
|------------------|------------|---------------------------|
| Detroit | 713,777 | 190,347* (26.7%) |
| Brightmoor | 23,845 | 7,236 (30.3%) |
| Chadsey-Condon | 28,261 | 10,472 (37.0%) |
| Cody Rouge | 36,849 | 12,183 (33.0%) |
| Northend Central | 31,603 | 7,817 (24.7%) |
| Osborn | 27,166 | 9,117 (33.6%) |
| Southwest | 43,902 | 14,509 (33%) |

+U.S. Census 2010 (Data Driven Detroit Skillman Good Neighborhood Community Profiles)

*Detroit Youth Population is ages 0-17; Source: U.S. Census 2010, State and County Population Estimates.

Figure 1 below indicates crime incident rates in 2012, which serves as a baseline year for Skillman’s investments in safety. As shown, many of the neighborhoods experienced crime rates at about the same rate of or higher than the city overall. Osborn, on the other hand, experienced crime rates that were significantly higher than the other Skillman neighborhoods and Detroit overall. It is these conditions that influenced Skillman’s work.



Source: Wayne State University Center for Urban Studies, 2016.

To try and address the safety challenges, the Foundation worked with several grantees and other key partners to implement the investment strategies described in the previous section (see Table 2.). Table 5 below identifies those grantees and key partners who worked in each neighborhood as well as citywide.

Table 5. Safety Grantees and Key Partners

| Location | Key Partners | Grantees |
|------------------|--|---|
| Detroit | <p><i>Citywide Partners:</i></p> <ul style="list-style-type: none"> • Detroit Police Department • Detroit Public Schools Police Department • City of Detroit • U.S. Attorney’s Office • CeaseFire Detroit | <p><i>Citywide Grantees (All Skillman Neighborhoods):</i></p> <ul style="list-style-type: none"> • United Community Housing Coalition • Detroit Public Safety Foundation • Detroit Crime Commission • Wayne State University Center for Urban Studies |
| Brightmoor | <ul style="list-style-type: none"> • Brightmoor Alliance • Motor City Blight Busters | <ul style="list-style-type: none"> • Detroit Blight Authority • MSU Extension/Master Gardeners • Fertile Ground Collective • Wayne Metro Community Action Agency |
| Chadsey-Condon | <ul style="list-style-type: none"> • CITI-Camp • Chadsey-Condon Community Organization • Detroit Youth Violence Prevention | |
| Cody Rouge | <ul style="list-style-type: none"> • CITI-camp • Cody Rouge Action Alliance • MSU • The Youth Connection | <ul style="list-style-type: none"> • Black Family Dev., Inc. • City Connect Detroit • WSU Center for Urban Studies |
| Northend Central | <ul style="list-style-type: none"> • CITI-camp • Detroit Youth Violence Prevention | <ul style="list-style-type: none"> • Plymouth Educational Center |
| Osborn | <ul style="list-style-type: none"> • CITI Camp • Osborn Neighborhood Alliance • MSU • Ceasefire Detroit • The Youth Connection | <ul style="list-style-type: none"> • Black Family Dev., Inc. • City Connect Detroit • WSU Center for Urban Studies |
| Southwest | <ul style="list-style-type: none"> • Congress of Communities • MSU • U.S. Attorney’s Office | <ul style="list-style-type: none"> • Black Family Dev., Inc. • WSU Center for Urban Studies |

II. EMERGING PROGRESS AND OUTCOMES

In just the few years that Skillman has made investments in safety, grantees and partners have made significant progress. This section outlines that progress organized by the Foundation’s investment strategies. These findings were collected primarily through interviews and review of grantee reports. The second part of this section discusses an analysis of the outcomes and changes in neighborhood crime rates.

Safe Pathways

Creating safe pathways to and from school involves investments in people and place. Mitigating structural blight, as well as the presence of caring adults positioned along pathways to and from school contribute to both the perception and reality of safety for youth. Measureable progress has been made to create safe pathways as a result of Skillman's investments.

- In Cody, youth have continued phone access to caring adults (i.e. Cody High School staff, Brothers on Patrol, NPOs) as they travel along pathways to and from school. In addition, the Cody Rouge Community Action Alliance and the Cody Rouge Youth Council recruited several adults along safe routes who were willing to actively monitor their streets:
"We were able to get residents to go out and sit outside to help watch safe routes for kids."
- In Cody and Osborn, students have experienced an increase in the frequency and location of safety activities along pathways to school. The AMUS program collaborated with Life Remodeled, Detroit Public Schools and its Police Department, the City of Detroit Departments of Transportation and Buildings, Safety Engineering and Environmental, Detroit Youth Violence Prevention Initiative and the Detroit Public Lighting Authority to work with parents and students to determine and develop safe routes to schools and youth development centers. Along designated routes, actions were taken to address CompStat-identified crime hotspots, open and vacant buildings were boarded up, street lighting was restored, and volunteers beautified designated Safe Routes with signs, sidewalk paint, and flower boxes. An increase in resident participation in neighborhood block groups has also increased the presence of resident-policing along pathways to school.
- In Cody and Southwest, Skillman's investments provided support to resident safety patrols to purchase and maintain equipment, which enabled the patrols to expand their routes.
"After the investment, the patrols could purchase vehicles and expand their coverage, helping kids and residents feel more safe."
- In all of the target neighborhoods, school staff and resident patrols have focused on areas immediately around schools to ensure safety and prevent conflicts.
"We do it every morning in the 9th precinct – operation safe passage – around the schools where kids are walking."
"There is a bus stop on West Grand Boulevard and Verner where we heard that fights were breaking out. We let the resident patrols and the police know and they stepped up their patrol of that area and the fights went away."

Community Embedded Policing

According to interview and focus group respondents, the increased presence of neighborhood police officers (NPOs) has led to a growing trust among residents and business owners in their ability to address community needs. In addition to their response to neighborhood incidents, NPOs are active participants in community events and lead youth programs (i.e. CITI Camp), creating more positive experiences for individuals who may have otherwise had negative associations with police officers. With Skillman support, NPOs, themselves, have experienced an increase in resources to support their work, including cell phones, laptops, business cards and door hangers with vital policing information to distribute to residents and business owners.

- In all of the neighborhoods, residents have experienced an increase in the deployment of NPOs to address complaints, both directly and indirectly related to crime (i.e. blight, dumping, overall misuse of land).
- In Southwest, one respondent reported a close relationship between a school and the local police precinct, so the school was able to get special attention.

“The captain had a lot of history in the community, so he assigned DPD officers to the schools, and we have a direct line to detectives and the captain.”

Transformed Community Culture

Transforming community culture in Skillman’s Good Neighborhoods is slow, yet evolving. According to the research respondents, residents are beginning to feel that they have an important role to play in addressing neighborhood safety. There is a growing sense that they can change the trajectory of crime in their neighborhoods. With partners like Black Family Development and Life Remodeled, the coordination of resident and stakeholder engagement in safety activities is helping to increase the connectivity among these groups, widening accountability in safety.

- In Cody, seamless relationships dedicated to sharing knowledge of incidents in the community are forming between Cody High School and local businesses and organizations, including local gas stations, libraries, fire departments and Fairlane Mall.
- With Skillman’s investments, Black Family Development was able to strengthen the capacity of existing block clubs and create new ones in areas where there were none.

“Members had started block clubs before Black Family Development was a partner, but they had capacity to take that to scale and build a lot of capacity in those associations.”
- In Osborn, there is an increase in the number of and resident participation in neighborhood block groups and safety activities.

Peace Walks Let Residents Take Back their Neighborhood

Peace Walks are gatherings of residents and other community members walking along residential streets and public spaces in an effort to send a message of peace and unity against crime, violence and other issues facing the neighborhood. Across Cody Rouge, Osborn and Southwest neighborhoods, Peace Walks have been a best practice – creating shared values in safety. With each neighborhood facing its own distinct challenges with crime and safety, Peace Walks are organized in ways that best align with the neighborhood landscape (i.e. areas of blight, hot spot areas, neighborhood hubs, safe routes to school).

Support in the organizing of Peace Walks in the Cody Rouge, Osborn, and Southwest neighborhoods, specifically, has come in large part from Black Family Development Inc. (BFDI). One of BFDI’s long-standing commitments is community engagement - a strategy by which “social cohesion” is improved through residents that are activated to work together to solve problems and build a stronger community. In Southwest, Peace Walks were also supported by Congress of Communities, where a neighborhood safety hub was also established to support individuals on the Peace Walks or on resident safety patrols.

“The crime data has helped us to identify where to focus, for example we if we know its getting hot over here, then the community organizes peace walks. It’s a message of ‘Increase the Peace’ and residents will band together and go to the hot spots. Say there was a liquor store with robberies and drinking out in public. The peace walks put them on blast. It keeps people on their toes. We know what you’re doing and we’re watching.”

“I can say now that there are things working better because people changed at the top. And now residents are starting to think more about initiatives themselves. You used to only have MAN Network, and now you have other people doing things – like leaving their light on or stepping outside on their porch to see what’s going on.”

- Life Remodeled established year-long projects in Cody Rouge and Osborn that engaged community partners, residents, schools, and youth to conduct large-scale beautification and neighborhood improvement projects.
“Life Remodeled was a great win for Cody Rouge. Residents were engaged throughout the process, and could meet and greet people who were involved in making a difference. It was probably the first time residents’ saw projects on that scale, where people from corporations, government, and organizations showed how the neighborhood could be transformed.”
- In Southwest, helping Southwest Pride transition from what many considered to be a vigilante group to an established organization, Civilian Patrol Group was a huge accomplishment, helping to build a critical bridge between residents and law enforcement.

Youth Violence Intervention

Creating an environment that prevents youth violence involves multiple and reoccurring efforts that engage youth and young adults in positive experiences with each other and caring adults. For example, across the city, Ceasefire offers a path for young adults and adults to transition out of a gang lifestyle through a program that includes community partners who can also provide much-needed social supports. As progress has been made to address gang activity and school discipline policies, youth have also been engaged in programs that allow them to act as leaders in their community.

- *“The biggest thing Skillman did is center around young people. The resources they’ve brought to give young people something different is the biggest thing they could have done...Every kid you invest in, if they take that investment, you wouldn’t have to worry about them picking up a gun.”*
- In Cody, staff at Cody High School reported feeling more connected to the emotional and mental needs of students to prevent violent incidents, and are forming trusted relationships with local businesses (i.e. Ernst & Young, Deloitte) through youth mentorship programming. Youth living in Cody also regard recreation centers, such as Don Bosco Hall, as safe havens.
- In Cody and Osborn youth are experiencing more opportunities to have discourse on their perception of safety through efforts led by the Detroit Youth Violence Prevention Initiative.
- In Southwest, parents are more engaged and has made a difference in curbing youth violence and crime.

Progress on Outcomes: Changes in Crime Incidents and Victimization

As discussed in Section I. and outlined in Table 1, the Skillman Foundation identified four overall outcome indicators to help measure the impact of the Foundation’s investments in safety and the improvement of the quality of life in the Good Neighborhoods. Crime-related data have been obtained between 2012 and 2015, the timeframe of when Skillman implemented its safety investments. Many of those data correspond to the indicators and are presented and discussed below. We did not have access to the number of dangerous buildings and so are not able to report on that indicator. The following section reports on the crime incident data as it relates to the first three indicators between 2012 and 2015.

- *90% of young people feel safe on their way to and from and inside school.*

From 2013 to 2015, students in each Good Neighborhood were surveyed about their perceptions of safety inside of and traveling to or from school. Charts 1 and 2 below represent the results of that survey. In all of the neighborhoods, the number of students that felt safe traveling to and from school increased each year. Cody Rouge saw the largest increase: 52 percent of students in 2013 compared to 61 percent in 2015. Cody Rouge also had the lowest percentages of students feeling safe. Students in Southwest Detroit had the highest number of students who felt safe, starting at 70 percent in 2013 and 74 percent in 2015. In 2013, the percentage of students in four GNI neighborhoods who felt safe traveling to and from school was lower than students in Detroit K-12 schools in other neighborhoods. In 2015, small gains had been made in this regard. The percentage of students that felt safe was the same or higher in three neighborhoods than Detroit K-12 schools in other neighborhoods. Overall, despite the positive gains every year in all GNI neighborhoods, between 2012-2015, none of the neighborhoods achieved the Skillman Foundation's goals of 90 percent.

Over the three years, the percentages of students feeling safe inside their school remained relatively unchanged. In four neighborhoods, the percentages of students feeling safe decreased slightly, the largest decrease being in Brightmoor, where 82 percent of students reported feeling safe in 2013, compared to 74 percent in 2015. Southwest Detroit students had the highest percentages reporting feeling safe, with 87 percent in 2013 and 84 percent in 2015. In 2013, Cody Rouge had the lowest percentages of students feeling safe and in 2015, Osborn had the lowest. In both 2013 and 2015, the percentages of students who felt safe in four GNI neighborhoods were lower than Detroit K-12 schools in other neighborhoods. As with traveling to and from school, none of the neighborhoods achieved 90 percent of students who felt safe.

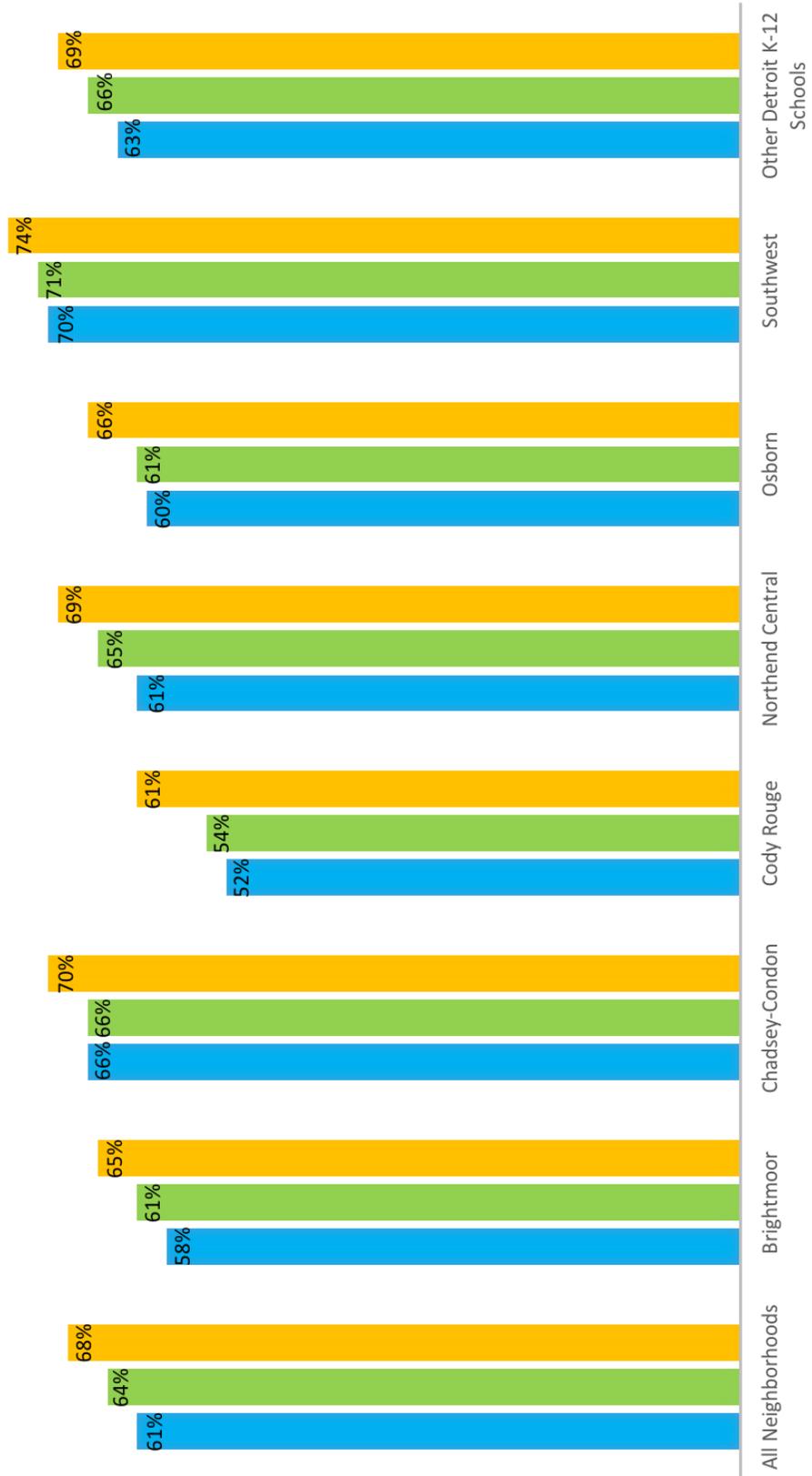
- *Incidents of youth victimization and participation in violent and property crimes in targeted areas are reduced by 40%*

Data on the age and gender of victims in each of the GNI neighborhoods was obtained, however data on youth participation in crimes was not available, so it could not be reported on here. Between 2012 and 2015, all neighborhoods except for Chadsey-Condon saw reductions in youth victims ages 17 and under. Osborn and Southwest both saw the highest reductions of around 30 percent. Chadsey-Condon is the only neighborhood that experienced an increase in youth victimization between these years. Compared to older age groups, the reductions in youth victimization were greater in all neighborhoods except Chadsey-Condon. Four of the six GNI neighborhoods experienced reductions in youth victimization greater than that of Detroit overall. Despite the decreases seen in most of the neighborhoods, none of them achieved Skillman's target of 40 percent between 2012 and 2015². Table 6 below provides details on victimization rates by age and gender. Chart 3 presents a comparison across all of the neighborhoods.

² The years prior to 2012 were out of the scope of this research, but crime data were collected by Skillman going back to 2007, the beginning of GNI. At the onset of GNI, safety work had been included in its neighborhood investment strategies. Thus, though Skillman did not reach its goals between 2012-2015, since 2007, incidents of youth victimization in target areas were reduced by an average of 51% across all GNI neighborhoods.

CHART 1. STUDENT EXPERIENCES OF SAFETY TRAVELING TO AND FROM SCHOOL

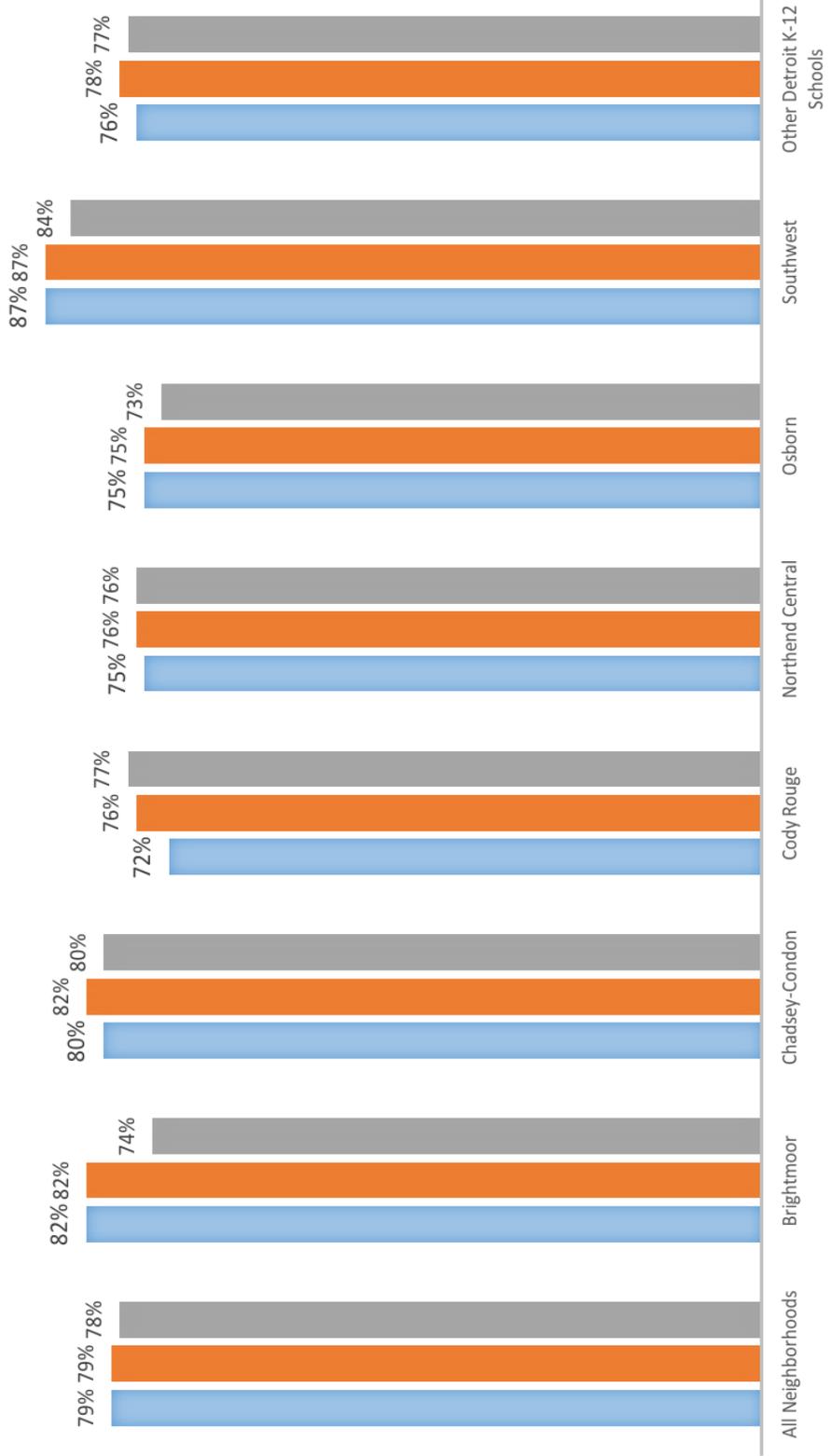
■ 2013 ■ 2014 ■ 2015



Source: Institute for Research and Reform in Education, September 2015

CHART 2. STUDENT EXPERIENCES OF OVERALL SAFETY INSIDE SCHOOL

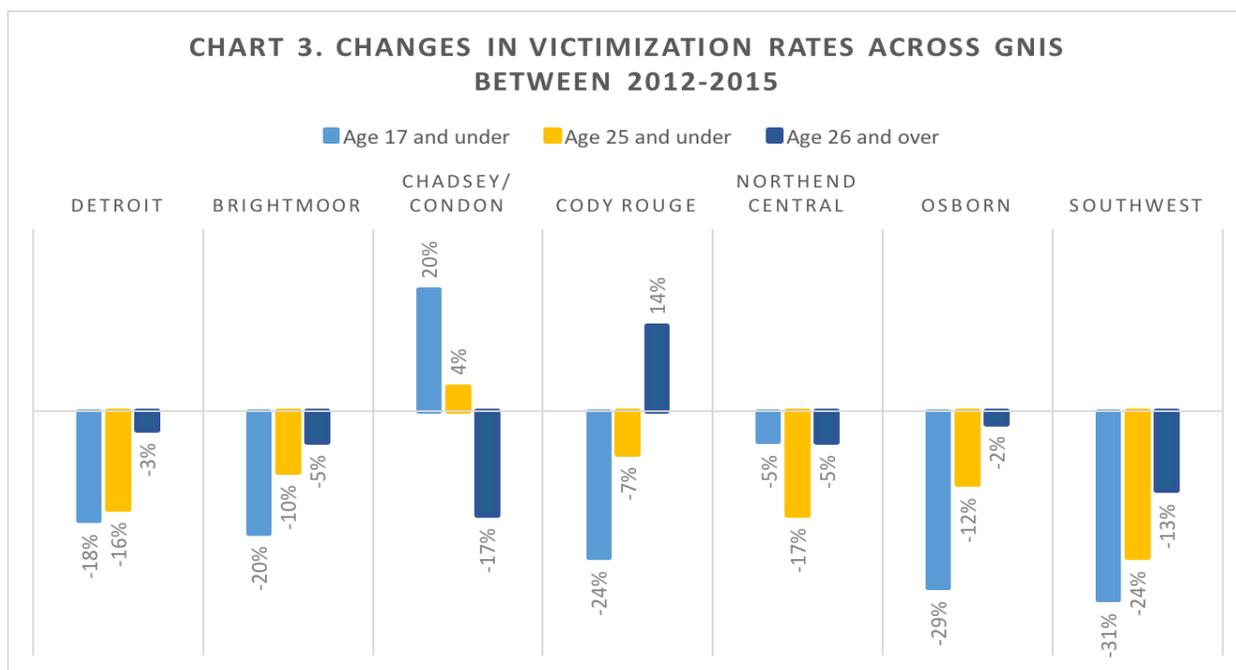
■ 2013 ■ 2014 ■ 2015



Source: Institute for Research and Reform in Education, September 2015

Table 6. Changes in Victimization Rates in GNI Neighborhoods by Age and Gender Between 2012-2015.

| VICTIMIZATION RATES | Detroit | Brightmoor | Chadsey-Condon | Cody Rouge | NorthEnd Central | Osborn | South-west |
|---------------------|---------|------------|----------------|------------|------------------|--------|------------|
| Age 17 and under | -18% | -20% | 20% | -24% | -5% | -29% | -31% |
| Male | -15% | -33% | -5% | -12% | -16% | -4% | -42% |
| Female | -20% | -7% | 42% | -34% | 5% | -48% | -16% |
| Age 25 and under | -16% | -10% | 4% | -7% | -17% | -12% | -24% |
| Male | -20% | -29% | -12% | 0% | -17% | -19% | -32% |
| Female | -14% | -1% | 16% | -11% | -17% | -8% | -18% |
| Age 26 and over | -3% | -5% | -17% | 14% | -5% | -2% | -13% |
| Male | -10% | -4% | -14% | 8% | -2% | -13% | -20% |
| Female | 2% | -6% | -18% | 18% | -6% | 7% | -8% |

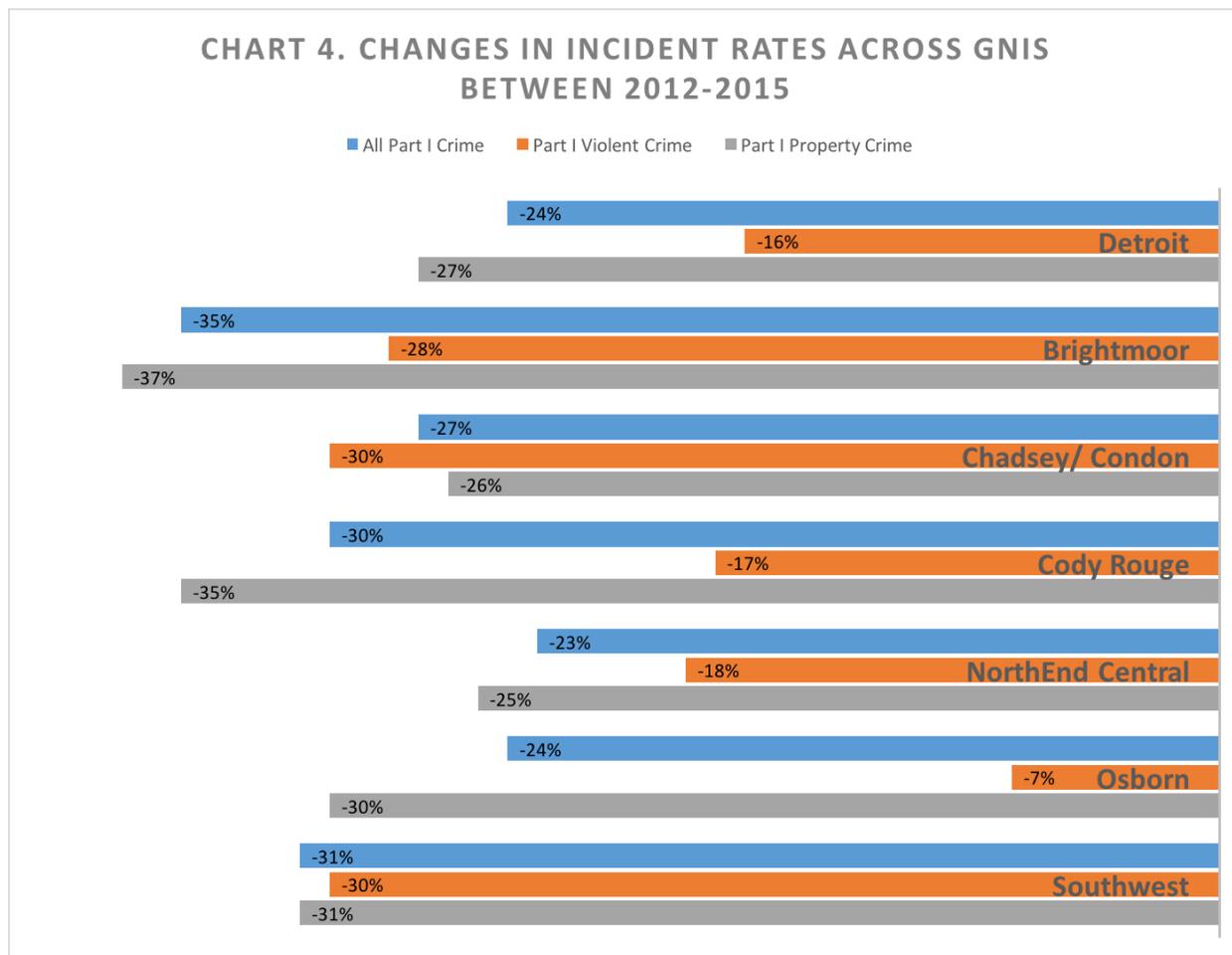


Source: Wayne State University Center for Urban Studies

- *Property and violent crimes are reduced by 40% in the target neighborhoods.*

Data on property and violent crimes in the GNI neighborhoods shows reductions in all Part I Crimes by as much as 35 percent (in Brightmoor). Every neighborhood saw reductions in both property and violent crimes. Southwest Detroit and Chadsey-Condon saw the highest reduction in Violent Crime (30 percent) whereas Osborn saw the lowest decrease (7 percent). All of the neighborhoods saw at least a 25 percent decrease in Property Crimes. Brightmoor saw the largest decrease at 37 percent and Northend Central saw the smallest decrease (25 percent). All but two neighborhoods, Northend Central and Cody Rouge, experienced reductions in property crime greater than Detroit overall. Osborn is the only neighborhood where the reduction in violent crime was lower than the city's overall. While all neighborhoods saw

significant decreases in property and violent crimes, between 2012-2015, none reached Skillman’s goal of achieving a 40 percent reduction³. Chart 4 shows the changes in incident rates in all of the neighborhoods.

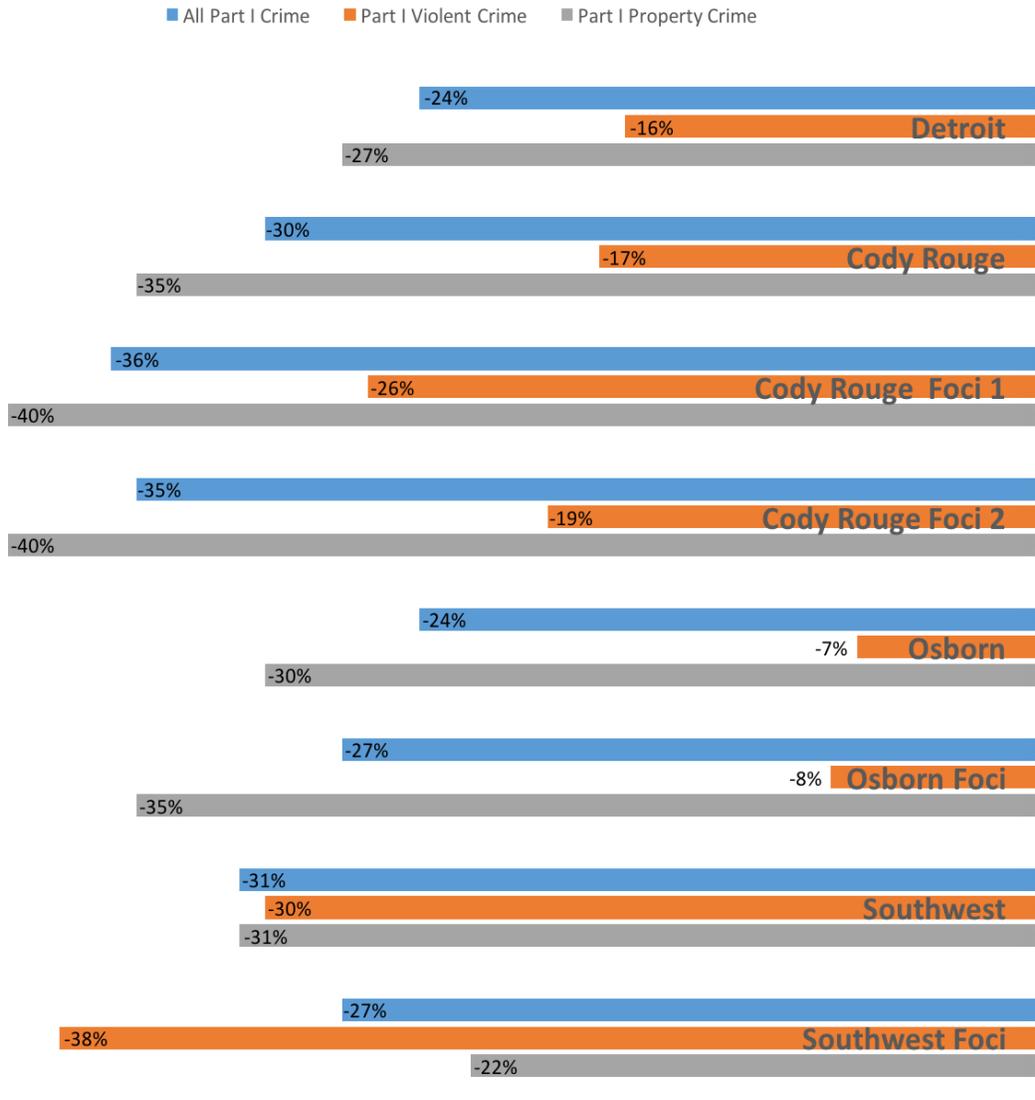


Source: Wayne State University Center for Urban Studies, 2016

In three of the GNI neighborhoods, stakeholders placed special emphasis on smaller geographic areas around schools where patrols and blight removal activities were more concentrated. Chart 5 compares the incidents of property and violent crime between those Foci areas as well as with the overall incident rates in their respective neighborhoods. **In most neighborhoods, the Foci areas saw greater reductions in property and violent crimes than in the neighborhoods overall.** Except for Osborn, all of the Foci areas experienced greater declines in property and violent crimes than in the city overall, as well.

³ As with footnote 1, the years prior to 2012 were out of the scope of this research, but crime data were collected by Skillman going back to 2007, the beginning of GNI. Since then, these neighborhoods experienced an average of 50% reduction in property and violent crimes.

CHART 5. COMPARISON OF CHANGES IN INCIDENT RATE IN GNIS AND FOCI BETWEEN 2012-2015



Source: Wayne State University Center for Urban Studies

In conclusion, the crime incident data indicates that where Skillman has invested in safety strategies, those neighborhoods are experiencing significant reductions in crime and in youth victimization, many of which are greater than the city overall. The data also suggests that heavier concentrations of activity in the Foci areas have resulted in greater reductions in crime. However, there are neighborhoods where Skillman has not been as invested compared to others, such as in Brightmoor, that are still experiencing reductions in crime incidents. More investigation could be done to find out what is happening there. It suggests that Brightmoor may be poised to take on more safety initiatives with even greater safety outcomes. Conversely, the data also indicates that crime, particularly violent incidents, still pose great challenges in some communities. This was especially evident in Osborn, where reductions in violent crime have been minimal.

III. FACTORS CONTRIBUTING TO OR HINDERING PROGRESS

Progress toward safety, both perceived and real, is influenced by factors that both *contribute to* and *hinder* safety. These factors are based on information provided by interviews with key stakeholders, focus groups with youth⁴ and Neighborhood Police Officers (NPOs), and Skillman grantee reports. The factors revealed emerging themes that begin to tell the story of the impact of safety efforts prior to and following Skillman’s direct investments in safety. As factors hindering progress in safety exceed factors contributing to progress in safety, there is the undoubted opportunity for Skillman to learn from its progress and make any necessary adjustments.

This section outlines the contributing and hindering factors that emerged from our research. These factors are summarized in Table 7 and 8, and then elaborated on in the sections below with examples from the target neighborhoods.

Table 7. Summary of Factors Contributing to Progress

| | | Cody | Osborn | Southwest |
|--------------------------|--|------|--------|-----------|
| Contributing to Progress |  Stronger Community-Police Relations | ✓ | ✓ | ✓ |
| |  Increased Use and Sharing of Data | ✓ | ✓ | ✓ |
| |  Public, Private & Community Partnerships | ✓ | ✓ | ✓ |
| |  Building Neighborhood Networks | ✓ | ✓ | ✓ |

⁴ Youth focus group participants included members of the AmeriCorps program in Detroit – all participants were male, excluding the perspective of female youth.

Table 8. Summary of Factors Hindering Progress

| | | Cody | Osborn | Southwest |
|---------------------------|--|------|--------|-----------|
| Hindering Progress |  Violence and Safety Challenges Remain | ✓ | ✓ | |
| |  Relationship Building Takes Time and Trust | ✓ | ✓ | |
| |  Limitations in Parent Engagement | ✓ | ✓ | |
| |  Limited Moral Leadership on Crime and Safety | ✓ | ✓ | ✓ |
| |  Inadequate Use and Sharing of Data | ✓ | ✓ | ✓ |

Contributing Factors

Factors *contributing to* progress in safety were fairly similar across each neighborhood focus area, and are representative of grantee efforts that duplicated across multiple neighborhoods. Contributions to progress in safety are further defined by four (4) emerging themes: the presence of stronger community-police relations, an increased use and sharing of data, an increase in public/private/community partnerships, and the building of neighborhood networks.



Stronger Community-Police Relations

Residents and other neighborhood stakeholders are experiencing an increased presence and capability of police officers to address not only crime-related incidents, but also incidents related to quality of life overall, including structural blight, abandoned vehicles, and neighbor-to-neighbor disputes. The Neighborhood Police Officer (NPO) program, based on the Community Oriented Policing Program created by Detroit Police Chief James E. Craig during his time as police chief in Cincinnati, enables each police precinct throughout the city to “create a different form of police presence” with police officers assigned to specific portions of the precinct’s boundaries.⁵ Skillman’s grant-making to the Detroit Public Safety Foundation to equip NPOs with reliable technology (i.e. cell phones, laptops), enhanced the reliability of data to drive action in response to incidents, and sustain communication between NPOs and residents.

⁵ Information retrieved March 21, 2016 from City of Detroit website. <http://www.detroitmi.gov/How-Do-I/Neighborhood-Police-Officer-NPO-program>

- In Cody and Osborn, NPOs and other police officers have participated in neighborhood cleanup activities, and attended school sports and other activities.
- In Southwest, police officers support resident safety initiatives, such as regular Peace Walks, which may include holding a rally at a specific location or business where there is high crime activity.



Increased Use and Sharing of Data

The availability of data, as mentioned above, helps to drive action toward increasing safety in neighborhoods. In addition to its availability, the increased use and sharing of data strengthens the ability to identify trends, reveal alternative methods to confront crime, and influences accountability among multiple entities.

- In Cody, the implementation of a student information system helps track violent incidents inside the school, equipping school staff and other personnel to identify trends across the school year and design preventative tactics with students.
- In Cody and Osborn, Detroit Youth Violence Prevention Network led conversations to address safety issues along student pathways to school, using original research and data collected by Wayne State University Center for Urban Studies on crime incidents and Detroit Crime Commission on gang activity.
- In Southwest, the CompStat meetings area have participation from several different jurisdictional patrols there including the resident patrol group (West Vernor Patrol), DPD, the rail police, and border patrol.



Public/Private/Community Partnerships

Partnerships in safety among public, private and community groups have increased throughout the city. The city of Detroit has driven partnerships and collaboration with community groups and business owners that align with Skillman’s investment strategy toward *transforming community culture*. For example, residents interested in receiving free

Data as a Catalyst for Bringing People Together

In Detroit, CompStat meetings have been supported and expanded by Skillman’s investments in its Good Neighborhoods. First launched in Midtown, CompStat meetings brought together a number of safety stakeholders to share crime data and devise collaborative strategies for addressing persistent crime problems. After 2012, Skillman supported the establishment of CompStat meetings in its 6 GNI neighborhoods. Many interview respondents touted these meetings as central to their neighborhood safety strategies. Attendees include WSU’s Center for Urban Studies (CUS), the local DPD precinct, public safety agencies, resident safety patrol organizations and block clubs, representatives from schools and community organizations working on safety efforts. Meeting on a monthly basis, the CUS provides timely data on all criminal incidents in each neighborhood. Stakeholders share information about individual offenders, crime hot spots and, work together to devise solutions that involve both legal and social support interventions.

Over time, the CompStat meetings became more and more important to the safety strategies in each of the neighborhoods, beyond the purpose of sharing data. According to one respondent, they became an, “elaborate network of actors who are willing to engage in public safety.” The CompStat meetings became monthly opportunities to work together, “They are a launching pad for relationships. I’ve noticed the after event conversations have increased over time... it became a mechanism for planning to get people together.”

wood for boarding-up blighted structures throughout the city requires they be an active member of a registered neighborhood block group. Another example can be found with the city-led Green Light Initiative in partnership with local gas stations identified as “hot spots” for crime to drive greater safety for gas station employees and customers.

- In Cody Rouge, local business partners are establishing mentorships with students to help guide students through school and nurture employment skills.
- In all of the target neighborhoods, having a coordinator that was funded to bring partners together supported greater collaboration between various public, private and community partners.

“There had been a lot going on around safety, but it was not coordinated, so it was hard for us to keep everything moving. When Skillman supported coordinators specifically focused on that, it helped to bring players together and took a load off of us to do the work we already do. It helped all the partnerships align to really work together in way that they weren’t before...It helped eliminate a sense of competing and created more collaborating. Everyone understood their role and reached out to each other. It clarified roles.”

- In Southwest, investments in new lighting and blight demolitions from the City have helped augment local safety efforts. The Mayor’s Office worked closely with Black Family Development and Congress of Communities to share information on where the lighting and demolitions could take place to complement other safety efforts, such as board-ups, safe pathways, and patrols.



Building Neighborhood Networks

Skillman’s investments in grantees that foster positive connections between differing populations (i.e. youth, senior residents, police officers) have created a wider neighborhood network. These connections influence shifts toward shared values in safety and diversifies the ownership of safety initiatives, helping to also transform community culture. *“Plan with and not for. Community self-determination is important and needs to be respected.”*

- In Cody, grantees that operate programming at local community centers, like Don Bosco Hall, have led to youth and other residents developing relationships with police officers outside of “punitive” situations.
- In Southwest, youth and community activities, such as organized sports and festivals, particularly at Clark Park have helped create greater connections among residents and between residents and police who are present at these activities. Police actively participate in these events, “They are flipping burgers with their guns and bullet proof vests.”

Hindering Factors

Factors hindering progress in safety were, again, fairly similar across each neighborhood focus area, with some differentiation found in Southwest. As one key stakeholder explained, the factors hindering progress in safety aren’t altogether related to the intervention chosen to increase safety, yet it is the “dosage” of that intervention that needs to be balanced in order for it to be affective. Hindrances in safety are further defined by five (5) emerging themes: remaining violence and safety challenges, slow relationship building among residents due to mistrust, lack of presence of parents in safety efforts, the absence of a city-wide moral leader on crime and violence, and the need to improve the use and sharing of data.



Violence and Safety Challenges Remain

Although violent incidents have decreased based on reported crime data, violent incidents inside schools remain constant. Youth perception of safety along pathways to and from school are also low regardless of efforts to address structural blight, increased safety patrols, and active block groups.

- In Cody and Osborn high schools, physical disputes among students is still a huge issue. Despite mitigation of gang activity in areas outside of school, increases in “gang-like” behavior and attitudes among some students impedes progress in all students feeling safe inside school.

“I was in Osborn High School about once a month and 50% of the time we saw serious fights break out.”

- In Cody, youth are still experiencing extended wait times at bus stops on routes to and from school that where significant structural blight exists.
- Violence is still pervasive, especially in Osborn and Cody Rouge, and this contributes to an environment where violence is seen as a normal way of life. Respondents reported on such challenges:

“We have a ways to go [to seeing progress on youth violence]. Being at those CompStat meetings, we hear about what’s going on, what crime is happening. There has been a major shift, but still pockets that experience a lot of crime...Last week we had a situation. We’ve done all this work, but it gets really bad on the weekends. There is still a lot of violence.”

“We are seeing aggravated assault among family members. There needs to be change in attitudes around violence. For example, a lot of police have a hopeless perspective around domestic violence. They can show up 10 times to the same house and it’s not going to stop.”

Referring to violence in the neighborhood, a youth respondent reported, “[People in the community] are so used to it. It’s so natural, it’s not going to stop.”



Relationship Building Takes Time and Trust

Mistrust still exists among varying resident populations, especially between senior-to-youth and youth-to-youth populations. Historically, senior residents are more active in neighborhood-based activities than youth, due to disposable time and resources. These imbalances in participation between these two groups inevitably cause disparate perspectives on safety and community culture. In order to build positive relationships and create shared values on safety, more time is needed to develop new and creative platforms that bring seniors, youth and all other residents and stakeholders together to share positive experiences. One respondent noted, *“We have got to be able to create a culture by which we actually see each other as assets.”*

- In Cody and Osborn, senior-youth relationships are slowly developing through neighborhood volunteer events.
- In Osborn, the segregation of Osborn High School into three, smaller schools have created divisiveness among students caused by the alliances students have formed within schools.



Limitations in Parent Engagement

Investment in anti-violence culture and safety begins at home. With some youth experiencing domestic violence issues, parents struggling with their own personal challenges and economic instability, or ambivalence in adult perspectives on violence⁶, there is the need for more strategic engagement of parents to increase their capacity to be involved, including an assessment of their needs and wrap-around services addressing those needs that will improve their lives and enable their participation in safety activities (i.e. job training and placement, transportation incentives, training in Restorative Practices). Efforts to address parent engagement have, in fact, taken place across all neighborhoods. However, the capacity to do so has been limited. One respondent shared, *“I never see parents in any of these programs.”*

- In Cody and Osborn, respondents reported that youth are experiencing verbal and physical disputes with parents inside the high school. Many parents are absent from school engagement and supporting their children academically. Much of this is due to challenges getting parents involved when they are struggling with social and economic insecurity at home.
- From 2012-2015, the Osborn Neighborhood Alliance, in partnership with Osborn High School, implemented the Parent Mentor Program (PMP) – a nationally recognized parent engagement model geared toward building deep and lasting relationships between students, teachers and parents. The PMP model is a strategy that could be built upon and expanded in the future.

“Parent involvement is missing. Kids do everything without parent engagement. They go to school without their parents’ engagement. Parents don’t know how their kids are doing in school. You have to get parents motivated enough to be present, that’s a strategic kind of engagement. Something has to motivate them, so we need to find out what those triggers are. Parenting is the core of many of the issues that are happening—parents and kids have no knowledge of what a good parent feels or sounds like. We have to find a way to engage parents. It’s the only way to eliminate these cycles. Yet, we don’t dive into that, we don’t out of fear of talking about parenting. Even if they are awesome parents, ‘I don’t have a job to raise these four kids.’”



Limited Moral leadership on Crime and Violence

There is a need to increase in the presence of citywide moral leadership on crime and violence outside the mayor and police chief. As evidenced in this report, there have been and still remain efforts by numerous community development practitioners, community residents, community-based organizations and place-based initiatives to fill these leadership needs. However, as neighborhoods are beginning to experience an increased presence of NPOs, safety activities and mitigation of structural blight, scaling up consistent and culturally relevant messaging on issues related to crime is needed to shift mindsets on safety. More effort could be done to increase the visibility of citywide and community leaders who can communicate such messages across the city.

“The city needs a moral figure to get people to stop the violence. It can’t be Chief Craig or the Mayor. Someone who people can relate to.”

⁶ Key stakeholder interviews revealed contradictory thinking among adults on violence, with some adults encouraging the use of violence to resolve issues.



Inadequate Use and Sharing of Data

As mentioned above, the increased use and sharing of data further justifies the need for data to be accurate, sufficient and accessible. Organizations aren't sharing enough data to help partners address challenges. With the appropriate support for reporting and data collection, funding could be combined with greater accountability for safety outcomes.

- In Cody and Osborn, there is a desire to better understand the work and impact of safety patrols (i.e. route, patrol times, frequency), and create a centralized neighborhood patrol system to coordinate patrols and build best practices.

"I think we need to do a better job at sharing and I think information sharing from COMPStat meetings are taken to the community in a broader way. We need to figure out how to use crime data in a way that is more impactful, and we have been talking as a staff on how we do this better."

Restorative Practice

Prior to Skillman's 2011 partnership with Black Family Development Inc. (BFDI) to raise the awareness of Restorative Practices (RP), the model was highly unknown among Skillman grantees and other neighborhood groups. BFDI has worked to train staff at several community-based organizations and NPOs in the Restorative Practices Model. However, due to turnover at all levels of institutions (i.e. Police departments, schools, and community-based organizations, implementation of the Restorative Practices model has been minimal. Fidelity to the Restorative Practices model is important, and inconsistency in those trained hinders progress. There is a significant need for a public education campaign on Restorative Practices or other alternatives to violence.

"We worked with BFDI on a circle [Restorative Practices circle] – one was a gang incident and one was a fight in the school. It did seem to quell the issue and I can see how it works if you have enough people coordinating it."

Youth Engagement

Despite the presence of youth-centered programming across neighborhoods, a gap in students' accessibility to positive opportunities that strengthen their pathway to success still exists. Access to more positive experiences, such as sports, safe parks and recreation centers, also impacts their role in safety efforts and has the ability to shift their perception of safety. Youth programming should follow a model that allow youth to lead with adults present for support – this happens in pockets across neighborhoods. Youth also revealed their desire for mentors and models who can relate to their lives.

"There needs to be more room for youth voice. The dollars haven't trickled down to the kids. They go to the service providers, but more could go directly to the kids in the form of employment or help with school."

"We need a Don Bosco in every neighborhood."

IV. ALIGNMENT AND COLLABORATION

This section looks across the three "target" neighborhoods—Cody Rouge, Osborn and Southwest—to examine progress toward alignment of activities and efforts related to safety. This analysis is primarily drawn from the interviews conducted with safety strategy stakeholders, including grantees, external partners and Foundation staff. In addition to exploring examples of alignment in and across

neighborhoods, an effort is also made to identify factors that may be contributing to and/or hindering alignment.

Progress Toward Increased Alignment and Collaboration

Overall, most stakeholders interviewed for this review agree that there is greater alignment of safety related activities and increased collaboration. Stakeholders described increased communication and cooperation around safety. Organizations report feeling better connected as a result of the work supported by the Foundation's investment. As one stakeholder reported:

"We're working together more in the last three years that we ever have. And there are cross sections of people working together. We're more collaborative, much less territorial, much more engaging and collaborative than before."

Another interviewee reported that stakeholders are having conversations that they have not had in the past, and also pointed to increased communications with block clubs and radio patrols. Others underscored to a shared understanding, developed in recent years, that public safety is the foundation of community renewal, and that public safety must be transformed in order for the community and the city to move forward.

However, while the consensus among interviewees appeared to be that progress has been achieved in terms of increased alignment and collaboration, some stakeholders did not share this perspective. For example, one stakeholder reported that collaboration peaked about two years ago, and may even have waned slightly in the last year or so. Two stakeholders observed that people and organizations are talking to each other more than in the past, but agreed that they are not necessarily working together more. "Working and talking are two different things", is the way one stakeholder put it.

Specific examples of alignment and collaboration include the following:

- Collaboration between resident volunteers, BFDI, DPS, WSU and safety patrol groups, such as the MAN Network in Osborn or Brothers on Patrol in Cody-Rouge, is helping to increase safety activities and policing in the neighborhoods.
- Creation of the City's Department of Neighborhoods (DON) is supporting increased door-to-door experiences with residents and
- Alignment of efforts between Ceasefire Detroit and the Detroit Crime Commission is helping to provide opportunities for gang members to change their lifestyle
- Alignment across three key organizations, the Detroit Youth Violence Prevention Initiative, Detroit Crime Commission and the Detroit Police Department is another example the progress

Stakeholders engaged in the safety work were able to identify several factors that may have contributed to or supported alignment and collaboration around safety. Their feedback suggests that external forces ranging from Foundation funding to the changes in the political landscape are supporting increased alignment in the neighborhoods. Examples of these factors are listed below.

- An awareness that funders want to see more collaboration. "Money gets people talking."
- Sharing of information on crime and safety. The CompStat meetings and crime data provided by WSU are viewed as playing a key role in facilitating alignment and collaboration around safety in Detroit. A variety of stakeholders come together to share information that will assist them in addressing safety issues in their neighborhoods

- A new vision for the city and a spirit of collaboration that stems from a sense that Detroit has an opportunity to stabilize, and perhaps even grow. “We’re now trying to figure out how to be an effective partner.”
- The mayor’s creation of the Department of Neighborhoods (DON) has supported development of a “ground game” through door-to-door efforts to connect with and engage residents.
- Activities such as the “board-up” initiative, whose guidelines require that a block club be in place in order to get the boards. This contributed to the creation of a number of block clubs.
- The Neighborhood Police Officer platform is helping people to engage with the police again.
- Foundation investments that provides the technology that enables NPOs and residents to communicate and build relationships.

Stakeholders also identified a number of factors that may help describe barriers to more effective alignment and collaboration. Understanding what these factors are will be helpful in identifying opportunities for strengthening alignment moving forward. A list of key factors hindering alignment around safety is provided below.

- Time—stakeholders report that it takes a great deal of time to engage and collaborate. As one stakeholder stated, “The biggest factor to collaboration is time. It just takes more time.”
- Sustained engagement is important to continued alignment and collaboration. Some stakeholders pointed out that engagement erodes over time and people move on to other things.
- Relatively limited engagement of “underrepresented” stakeholder groups. For example, more opportunities should be identified for getting young people involved, and involved in meaningful ways where they have some degree of ownership. Another stakeholder pointed to the need to engage more residents in the 25-45 age group as a factor limiting collaboration. It was also suggested that the faith community has not been as engaged as they could be.
- Political will—some stakeholders reported that the commitment to aligning efforts around children’s safety is lacking. “I’m afraid that kids don’t count that much—at least not kids in our community.” Another stakeholder indicated that the mayor, police chief and faith community should speak about safety more often.

V. EMERGING LESSONS LEARNED

Through this analytical review, JFM Consulting Group identified a number of lessons that have emerged through Skillman’s investments and activities. Overall, the Skillman Foundation has a lot to be proud of. There have been enormous gains made in each neighborhood including more access to better and relevant data, more community engagement in resident patrols and blight removal, more attention to the needs that youth have, and greater investment and alignment from other organizational partners and stakeholders to address crime and safety. With continued work and investment in these areas, the foundation that has built in these first four years will help Skillman to make even greater impact in the GNI neighborhoods. Within this progress and these successes, the following section also identifies ways that this work can be even stronger. Figure 3 below provides a summary of emerging lessons.

A. While gains have been made in reducing crime, students still experience unsafe conditions.

The combination of safety patrols, blight removal and access to data has helped neighborhood stakeholders reduce crime rates, as evidenced in the previous sections. These crime reductions, however, come slowly, due to a number of challenges that residents continue to face in the GNIs.

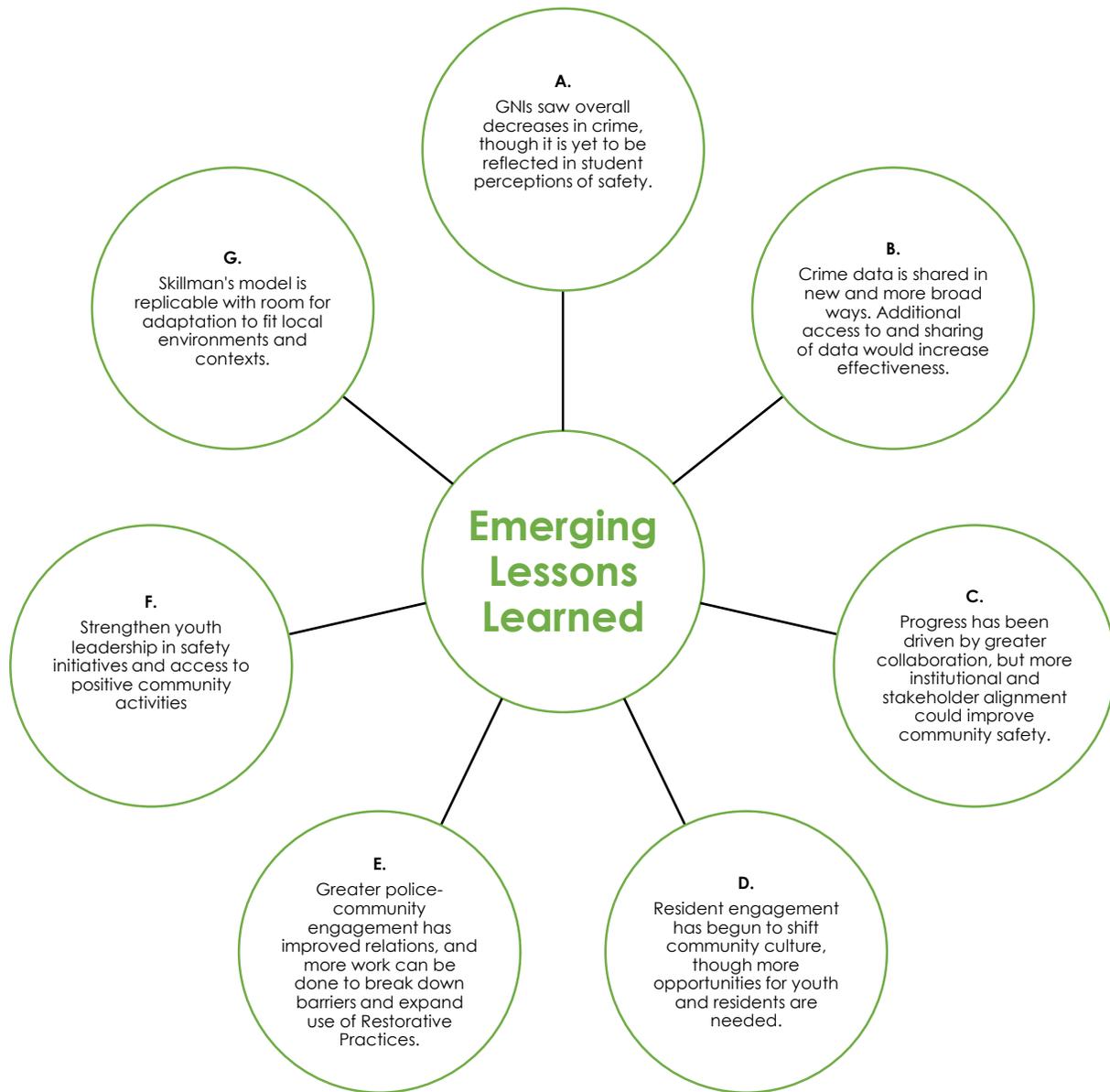
- **Economic opportunities:** The lack of availability of legal economic opportunities hinders residents' ability to become economically stable and self sufficient. Greater and better employment opportunities are needed for adults to be able to support children, as well as for youth in order to divert them from participating in criminal activities now and in the future.
- **Blight:** Significant progress has been made in removing or boarding up blighted structures, particularly on designated Safe Routes to School. However, many stakeholders discussed the need to maintain boarded-up properties to keep them safe and free from criminal activity, as well as improve the overall appearance and condition of the neighborhood. Ultimately, there is a need to address more permanent solutions for the abandoned homes including rehabilitation and re-occupancy, or demolition.

B. Utilization of crime data has improved targeted safety strategies and even greater data accessibility would augment and expand gains in neighborhoods.

The neighborhood CompStat meetings have significantly increased the availability and utilization of crime data by the DPD, residents and community organizations. However, accessibility of crime and other data is still a challenge as residents and organizational stakeholders have limited, if any, access to accurate and timely data in their neighborhoods. The needs around data include:

- **Additional analysis of gap between actual crime and perceived safety:** While the crime rates have decreased in all GNI neighborhoods, the perception of safety has not improved to the same degree. A better understanding of why this gap exists could help stakeholders address it.
- **Sharing of program data across organizations:** A greater culture of sharing, learning, and accountability needs to be cultivated so that all stakeholders can work more effectively. There is little reporting that is required of the detailed activities that grantees are doing; for example, of the number and location of resident safety patrols, or the number of youth being engaged in which anti-violence activities. Greater sharing would help organizations coordinate their strategies, and learn lessons from each other to have greater impact.
- **Accuracy of school crime data:** There is an under reporting of violent or criminal incidents that occur in schools. This makes it difficult to address these problems appropriately. More investigation into how best to report incidents and support schools dealing with violence could make an impact on youth violence.
- **Increase access to crime data to youth:** To improve perception of safety, reductions in crime rates should be more widely shared with youth. Such increased awareness could also help youth take more ownership over creating safe environments.

Figure 3. Summary of Emerging Lessons Learned



C. Stakeholders are more aligned, but more collaboration could increase impact. Significant and unprecedented progress has been made to achieve greater alignment and collaboration among safety stakeholders. The Skillman Foundation has helped bring together citywide and neighborhood organizations in new ways that have led to greater effectiveness. These new partnerships have demonstrated how powerful even stronger collaborations could be.

- **The Foundation could play a greater role:** Organizations respond and show up when the Skillman Foundation sends the invite. Stakeholders participate when Skillman is at the table. The Foundation's ability to convene should be utilized to encourage greater collaboration and coordination.

- **Encourage cross-sector alignment:** So many challenges and issues facing the GNI neighborhoods are cross-cutting. More conversations, coordination, and sharing across sectors could help increase impact. For example, safety grantees sharing with education and civic leadership grantees could help coordinate and concentrate efforts.

D. Shifts in community culture are emerging. Slowly, with greater engagement of residents and youth, there has been subtle shifts in involvement, and accountability for the safety in neighborhoods. Continued participation will broaden this shift. Greater attention could be given to:

- **Exploring opportunities to challenge culture around “acceptable” violence:** The GNI neighborhoods and the city as a whole need a “moral leader” to address culture of violence, relate to residents and youth, and promote Restorative Practice and alternatives to conflict resolution.
- **Economic opportunities for parents and youth:** The ongoing lack of legitimate opportunities for financial stability undermines effectiveness of safety strategies.

E. Continued relationship building will break down more barriers. The presence of neighborhood police officers in the GNI neighborhoods has begun to build stronger relationships between residents, youth, and the police. More such opportunities will continue to have impact. Some suggestions include:

- **More opportunities for non-punitive and out-of-uniform interactions with police officers and residents, especially youth:** Building trust with police will happen, albeit slowly, with more everyday and recreational experiences shared among stakeholders.
- **Infrastructural support for community engagement:** More organizational implementation of block club organizing and resident engagement will strengthen relationship building.
- **Targeted relationship building within and between populations:** Better relationships need to be built between specific groups such as parents and schools, residents and police, youth and seniors.
- **Expanding Restorative Practice:** Opportunities for expanding utilization of Restorative Practices should include additional training and mentoring of trained populations, new training opportunities among new constituencies, and sharing practices more broadly throughout the city.

F. Youth engagement has demonstrated promise for making change. Efforts to include youth in safety strategies have helped changed mindsets and increased accountability for neighborhood safety. The expansion of such activities would strengthen outcomes in the neighborhoods. Such activities could include:

- **Expand and deepen youth leadership in safety strategies:** Many of the activities focused at youth have been to support them in school and in preventing involvement in crime, but more youth-led activities could put them at the center of addressing crime and safety challenges in their neighborhoods. More engagement around neighborhood beautification and blight removal as well as engaging youth in more direct safety activities, such as patrols or anti-violence and conflict intervention activities could empower them to be change-agents.
- **Support youth recreational and community activities:** Additional opportunities are needed to engage youth in non-criminal activities, such as sports, education, arts, and community activities.

G. Skillman’s model has proved replicable with room for local adaptation. While many of the GNI neighborhoods face similar challenges and contexts, they are also unique. There’s a balance to be made between adhering to a model with evidence-based strategies for success and allowing for local

neighborhoods to form those strategies in ways that work best for them. This was especially evident in Southwest Detroit compared to other GNI neighborhoods, where greater community cohesion already existed.

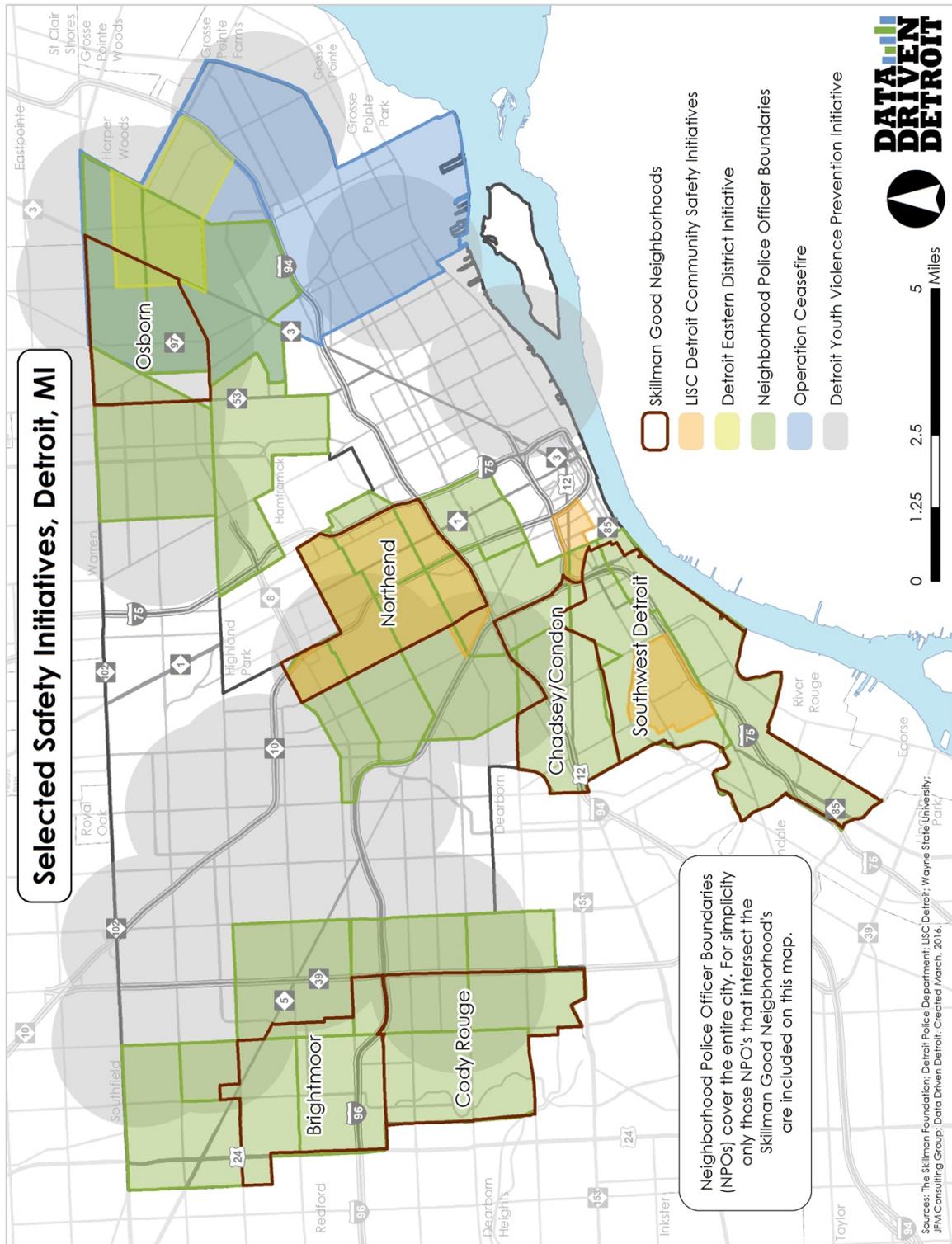
Implications for Funding

Resources Are Needed to Increase “Dosage”. Progress that has been made could be maintained and expanded by investing more resources into the following areas:

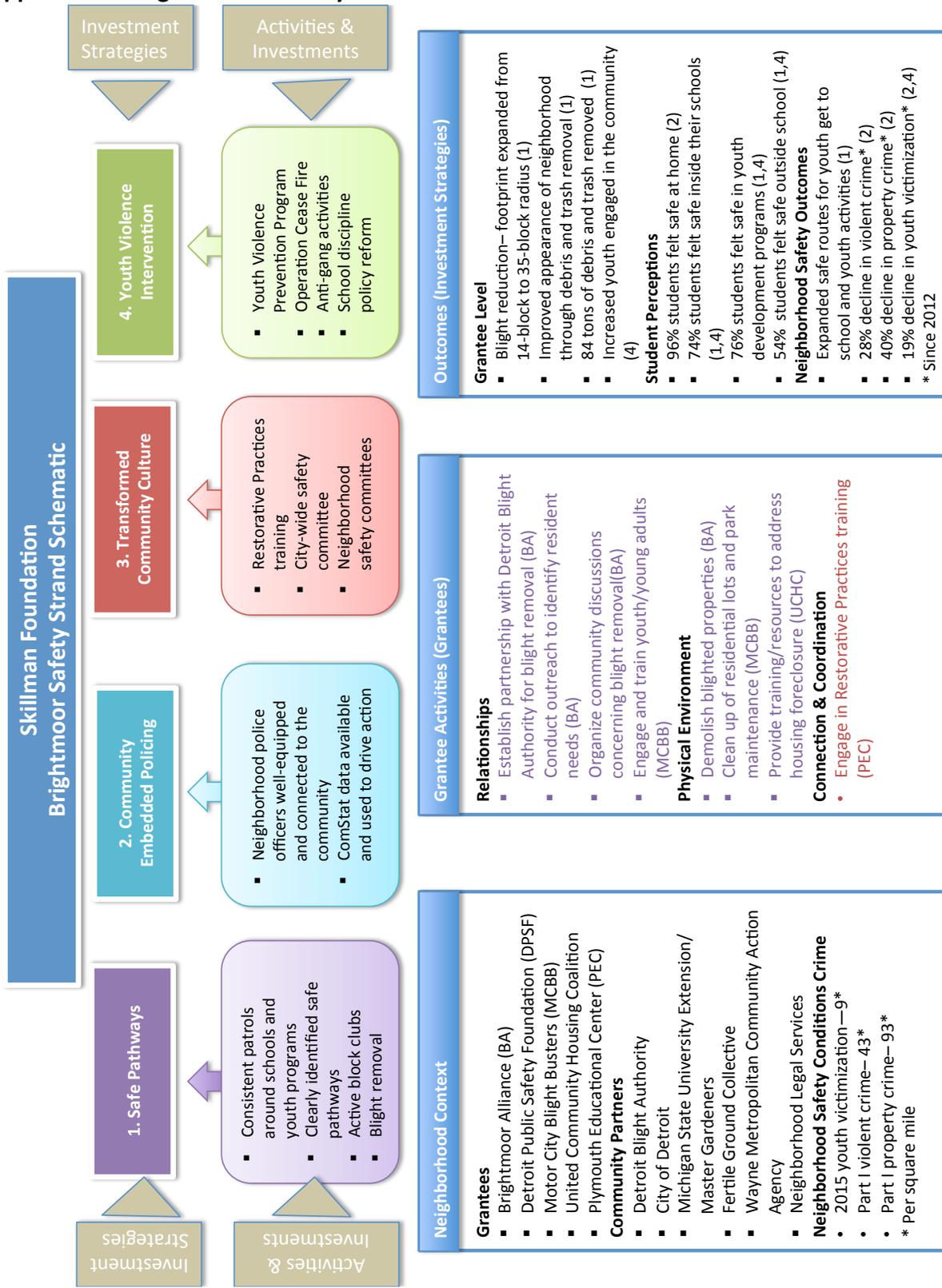
- **Support Additional Neighborhood Police Officers:** The NPO program has been highly successful in helping address resident quality of life issues and build better connections between police and residents. The NPO districts are too large and NPOs need more staffing and resources to be able to work more effectively.
- **Supports for Youth:** More resources for direct services for youth including prosocial activities (sports, arts, youth leadership) as well as support for employment and counseling is needed to see shifts away from involvement in crime.
- **Dedicated Neighborhood Coordinators:** Neighborhood efforts have been bolstered by the dedication of funds to support neighborhood safety coordinators. Continuation and expansion of these funds would continue to expand safety efforts in existing and new neighborhoods.
- **Blight Removal:** To continue to improve environmental safety conditions, more funds are needed to support boarding up of and maintaining improvements to abandoned and blighted homes.

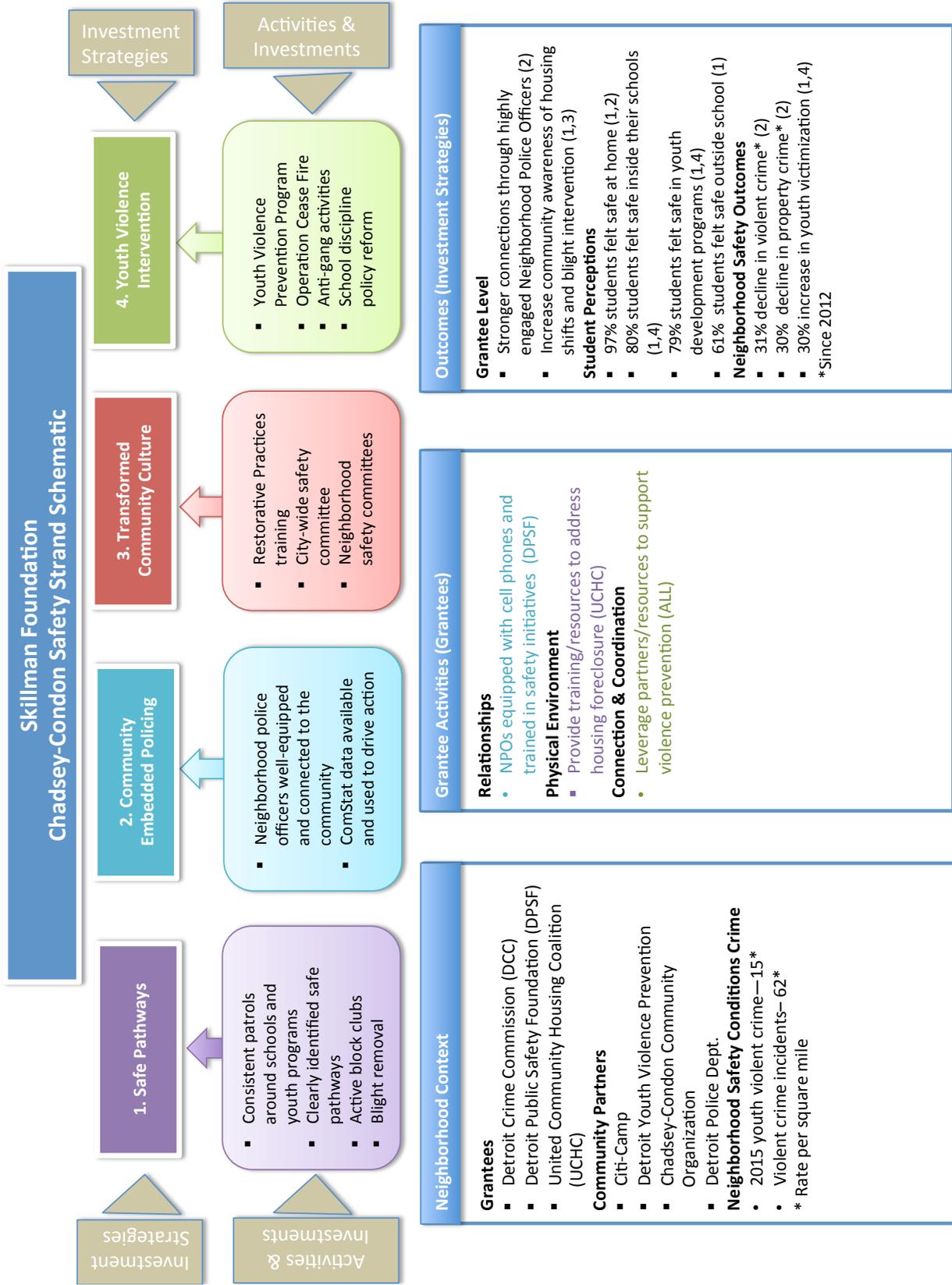
VI. APPENDICES

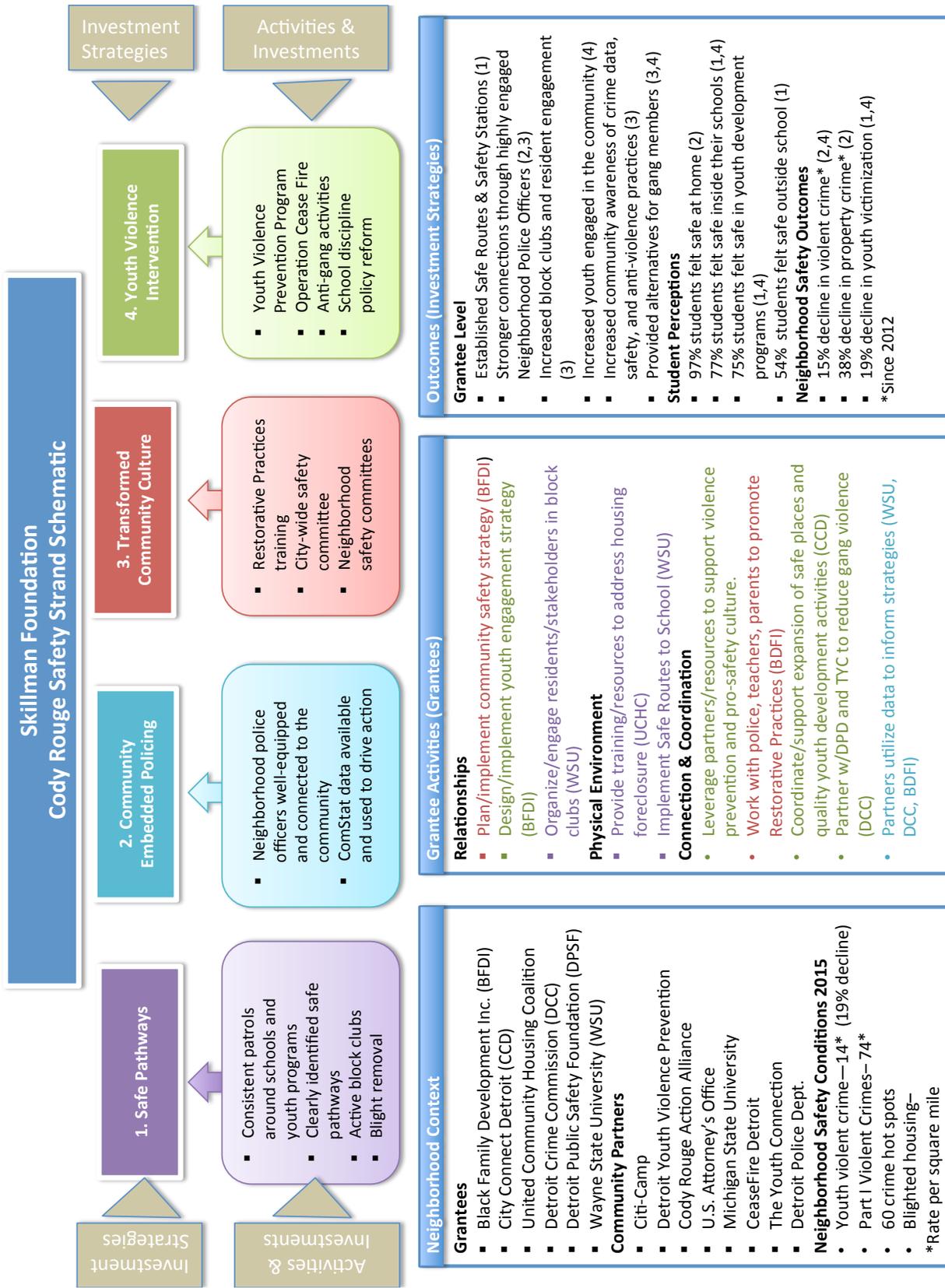
Appendix A: Map Safety Strategies in Detroit



Appendix B: Neighborhood Safety Schematics







Neighborhood Context

Grantees

- Black Family Development Inc. (BFDI)
- City Connect Detroit (CCD)
- United Community Housing Coalition
- Detroit Crime Commission (DCC)
- Detroit Public Safety Foundation (DPSF)
- Wayne State University (WSU)

Community Partners

- Citi-Camp
- Detroit Youth Violence Prevention
- Cody Rouge Action Alliance
- U.S. Attorney's Office
- Michigan State University
- CeaseFire Detroit
- The Youth Connection
- Detroit Police Dept.

Neighborhood Safety Conditions 2015

- Youth violent crime—14* (19% decline)
- Part I Violent Crimes— 74*
- 60 crime hot spots
- Blighted housing—
- *Rate per square mile

Grantee Activities (Grantees)

Relationships

- Plan/implement community safety strategy (BFDI)
- Design/implement youth engagement strategy (BFDI)
- Organize/engage residents/stakeholders in block clubs (WSU)

Physical Environment

- Provide training/resources to address housing foreclosure (UCHC)
- Implement Safe Routes to School (WSU)

Connection & Coordination

- Leverage partners/resources to support violence prevention and pro-safety culture.
- Work with police, teachers, parents to promote Restorative Practices (BDFI)
- Coordinate/support expansion of safe places and quality youth development activities (CCD)
- Partner w/DPD and TYC to reduce gang violence (DCC)
- Partners utilize data to inform strategies (WSU, DCC, BDFI)

Outcomes (Investment Strategies)

Grantee Level

- Established Safe Routes & Safety Stations (1)
- Stronger connections through highly engaged Neighborhood Police Officers (2,3)
- Increased block clubs and resident engagement (3)
- Increased youth engaged in the community (4)
- Increased community awareness of crime data, safety, and anti-violence practices (3)
- Provided alternatives for gang members (3,4)

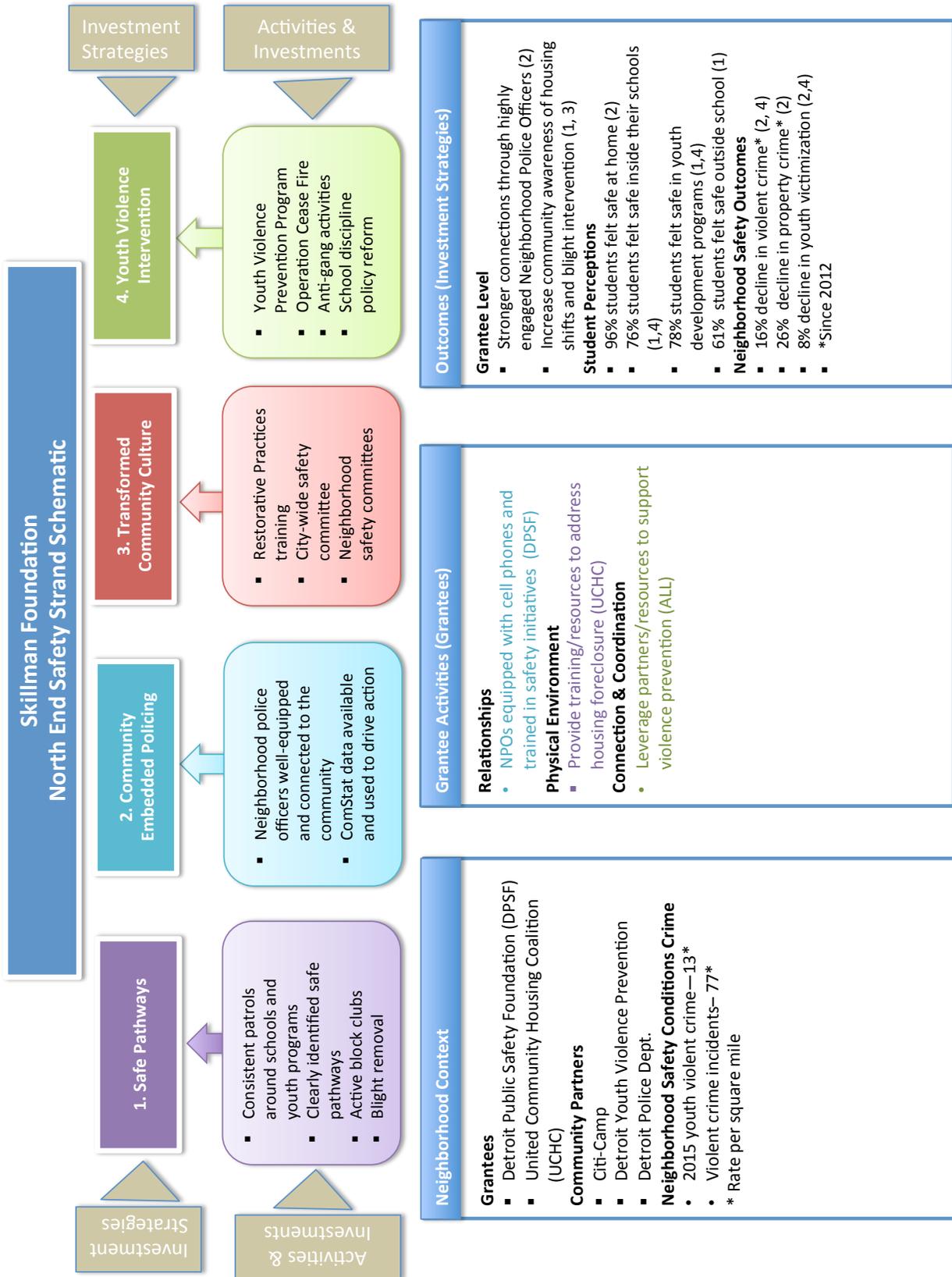
Student Perceptions

- 97% students felt safe at home (2)
- 77% students felt safe inside their schools (1,4)
- 75% students felt safe in youth development programs (1,4)
- 54% students felt safe outside school (1)

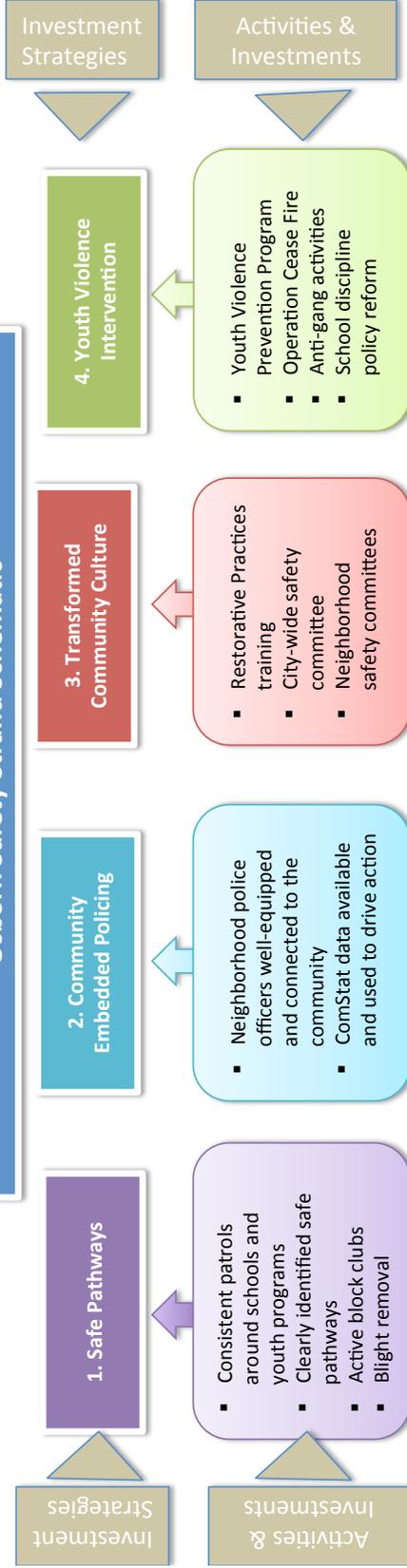
Neighborhood Safety Outcomes

- 15% decline in violent crime* (2,4)
- 38% decline in property crime* (2)
- 19% decline in youth victimization (1,4)

*Since 2012



Skillman Foundation Osborn Safety Strand Schematic



Neighborhood Context

Grantees

- Black Family Development Inc. (BFDI)
- City Connect Detroit (CCD)
- United Community Housing Coalition
- Detroit Crime Commission (DCC)
- Detroit Public Safety Foundation (DPSF)
- Wayne State University (WSU)

Community Partners

- Citi-Camp
- Detroit Youth Violence Prevention
- Osborn Neighborhood Alliance
- Michigan State University
- CeaseFire Detroit
- The Youth Connection
- Detroit Police Dept.

Neighborhood Safety Conditions Crime

- 2015 youth victimization—21*
- Part I violent crime—121*
- Part I property crime—214*
- 75 crime hot spots

* Rate per square mile

Grantee Activities (Grantees)

Relationships

- Plan/implement community safety strategy (BFDI)
- Design/implement youth engagement strategy (BFDI)
- Organize/engage residents/stakeholders in block clubs (WSU)

Physical Environment

- Provide training/resources to address housing foreclosure (UCHC)
- Implement Safe Routes to School (WSU)

Connection & Coordination

- Leverage partners/resources to support violence prevention
- Engage in Restorative Practices training (BDF)
- Coordinate/support expansion of safe places and quality youth development activities (CCD)
- Partner w/DPD and TYC to reduce gang violence (DCC)

Outcomes (Investment Strategies)

Grantee Level

- Established Safe Routes & Safety Stations (1)
- Stronger connections through highly engaged Neighborhood Police Officers (2)
- Increased block clubs & resident engagement (3)
- Increased youth engaged in the community (4)

Student Perceptions

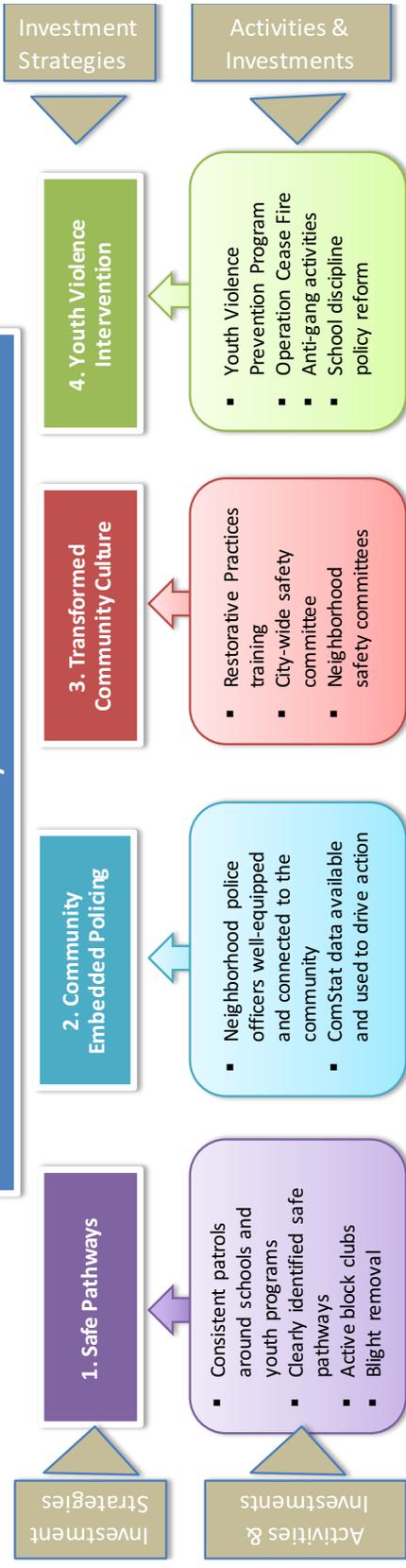
- 96% students felt safe at home (2)
- 73% students felt safe inside their schools (1,4)
- 74% students felt safe in youth development programs (1,4)
- 58% students felt safe outside school (1)

Neighborhood Safety Outcomes

- 7% decline in violent crime* (2,4)
- 31% decline in property crime* (2)
- 19% decline in youth victimization* (1,4)

* Since 2012

Skillman Foundation Southwest Safety Strand Schematic



Investment Strategies

1. Safe Pathways

- Consistent patrols around schools and youth programs
- Clearly identified safe pathways
- Active block clubs
- Blight removal

Activities & Investments

2. Community Embedded Policing

- Neighborhood police officers well-equipped and connected to the community
- ComStat data available and used to drive action

3. Transformed Community Culture

- Restorative Practices training
- City-wide safety committee
- Neighborhood safety committees

4. Youth Violence Intervention

- Youth Prevention Program
- Operation Cease Fire
- Anti-gang activities
- School discipline policy reform

Activities & Investments

Investment Strategies

Neighborhood Context

Grantees

- Black Family Development Inc. (BFDI)
- United Community Housing Coalition
- Detroit Crime Commission (DCC)
- Detroit Public Safety Foundation (DPSF)
- Wayne State University (WSU)

Community Partners

- Detroit Youth Violence Prevention
- Congress of Communities
- U.S. Attorney's Office
- Michigan State University
- CeaseFire Detroit
- The Youth Connection
- Detroit Police Dept.

Neighborhood Safety Conditions 2015

- Youth violent crime—7*% (26% decline since 2012)
- Part I Violent Crime—40*
- Blighted housing—

*Rate per square mile

Grantee Activities (Grantees)

Relationships

- Plan/implement community safety strategy (BFDI)
- Design/implement youth engagement strategy (BFDI)
- Organize/engage residents/stakeholders in block clubs (WSU)

Physical Environment

- Provide training/resources to address housing for closure (UCHC)
- Implement Safe Routes to School (WSU)

Connection & Coordination

- Leverage partners/resources to support violence prevention and pro-safety culture.
- Work with police, teachers, parents to promote Restorative Practices (BDFI)
- Coordinate/support expansion of safe places and quality youth development activities (CCD)
- Partner w/DPD and TYC to reduce gang violence (DCC)
- Partners utilize data to inform strategies (WSU, DCC, BDFI)

Outcomes (Investment Strategies)

Grantee Level

- Established Safe Routes and Safety Stations (1)
- Stronger connections through highly engaged Neighborhood Police Officers (2)
- Increased block clubs and resident engagement (3)
- Increased youth engaged in the community (4)
- Increase community awareness of crime data, safety, and anti-violence practices (3)
- Provided alternatives for gang members (4)

Student Perceptions

- 97% students felt safe at home (2)
- 81% students felt safe inside their schools (1,4)
- 71% students felt safe in youth development programs (1,4)
- 67% students felt safe outside school (1)

Neighborhood Safety Outcomes

- 33% decline in violent crime*(2,4)
- 37% decline in property crime* (2)
- 26% decline in youth victimization* (1,4)

*Since 2012

Appendix C: List of Interviewees

Skillman Safety Review Interviewee List

Interviews were conducted between the months of February and March 2016.

| # | Name | Organization | Position | Location of Safety Work* | | | | | | | City-wide | |
|----|--------------------|--|--|--------------------------|----|----|----|----|----|--------------------|-----------|---|
| | | | | BM | CC | CR | NE | OS | SW | Across all six (6) | | |
| 1 | Alice Thompson | Black Family Development Inc. (BFDI) | CEO | | ✓ | | | | ✓ | | | |
| 2 | Angel Garcia | Western International High School | Acting Principal | | | | | | | ✓ | | |
| 3 | Annie Ellington | Detroit Youth Violence Prevention Network | Director (former) | | ✓ | | | | ✓ | | | |
| 4 | Chris Lambert | Life Remodeled | CEO | | ✓ | | | | ✓ | | | |
| 5 | Daryl Harris* | Total Life Ministries/Ceasefire/District 3 Human Rights Commission | Pastor/Faith-based Director & Coordinator/Member | | | | | | ✓ | | | ✓ |
| 6 | Ed McGarrell | Michigan State University – School of Criminal Justice | Professor/Director, Michigan Justice Statistics | | | | | | ✓ | | | |
| 7 | Garry Bulluck | Dept. of Neighborhoods – District 3 | Manager | | | | | | ✓ | | | |
| 8 | Henry McClendon | The Skillman Foundation | Program Officer | | | | | | | | ✓ | |
| 9 | Jayne Damniz | Detroit Youth Prevention Network | Prevention/PBIS Coordinator | | | ✓ | | | | | | |
| 10 | Johnathon Matthews | Cody Academy Of Public Leadership | Principal | | | ✓ | | | | | | |
| 11 | Kenyetta Campbell* | Cody Rouge Community Action Alliance | Executive Director | | | ✓ | | | | | | |

*To gain further insight on safety activities in the targeted neighborhoods, these were additional interviews conducted in June 2016 with neighborhood executive directors and/or key leaders each working in Cody Rouge, Osborn and Southwest Detroit.

**BM=Brightmoor; CC=Chadsey Condon; CR=Cody Rouge; NE=North End; OS=Osborn; SW=Southwest

Skillman Safety Review Interviewee List

| # | Name | Organization | Position | Location of Safety Work** | | | | | | Across all six (6) | City-wide | |
|----|-------------------|---|--|---------------------------|---|---|---|---|---|--------------------|-----------|--|
| | | | | 1 | 2 | 3 | 4 | 5 | 6 | | | |
| 12 | Lyke Thompson | Wayne State University – Center for Urban Studies | Director, Professor of Political Science | | | | | | | | ✓ | |
| 13 | Maria Salinas* | Congress of Communities | Executive Director | | | | | | ✓ | | | |
| 14 | Ramona Washington | Americorps Urban Safety Program/ Wayne State University Center for Urban Studies | Program Director / Research Assistant | | | | | | | | ✓ | |
| 15 | Ray Solomon | Dept. of Neighborhoods – District 7 | Manager | | ✓ | | | | | | | |
| 16 | Ray Winans | Detroit Ceasefire | Community Organizer | | | | | ✓ | | | | |
| 17 | Rico Razo | Dept. of Neighborhoods – District 6 | Manager | | | | | | | ✓ | | |
| 18 | Robert Thornton | Skillman Foundation | Senior Program Officer | | | | | | | | ✓ | |
| 19 | Roderick Brown | Detroit Public Schools | Chief Strategy Officer | | | | | | | | ✓ | |
| 20 | Saul Green | Detroit Youth Violence Prevention Network | Chair (former) | | | ✓ | | | | ✓ | | |

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