

RESEARCH REPORT

# Public Investment in Community-Driven Safety Initiatives

Landscape Study and Key Considerations

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# Public Investment in Community-Driven Safety Initiatives

The United States has undertaken a policy experiment with mass incarceration that resulted in the largest correctional population in the world, with 2.3 million people behind bars<sup>1</sup> and an estimated 6.6 million people under correctional control in 2016.<sup>2</sup> The consequences of this “tough on crime” approach are far reaching, and stakeholders across the political spectrum broadly agree that this strategy is both economically and socially costly because it fails to support rehabilitation,<sup>3</sup> creates a plethora of collateral consequences for families,<sup>4</sup> undermines community stability,<sup>5</sup> and harms the economy.<sup>6</sup> The consequences have fallen disproportionately on communities of color—particularly Black, Latino, and indigenous communities—who are overrepresented at every stage of the criminal justice system in ways that cannot be attributed to differences in criminal activity.<sup>7</sup> Rather than advancing public safety, research has shown that there is virtually no relationship between incarceration and crime rates<sup>8</sup> and that spending time in prison may actually increase the likelihood that someone is later reconvicted.<sup>9</sup>

Recognizing these far-reaching consequences, after nearly 40 years of “tough on crime” sentencing and corrections policies, the past decade has ushered in a new era of criminal justice reform. Rather than focusing solely on punishment, policymakers began to listen to the growing call for smarter, more effective ways to promote public safety without the devastating consequences that over-policing and mass incarceration create for individuals, their families, and their communities. Over the past 10 years, more than half of US states have taken steps to slow or eliminate prison growth and control spending (Harvell et al. 2016). Many of those states have chosen to reinvest some of those savings in programs and practices that have been proven to produce better outcomes than incarceration. Typically, this reinvestment has been directed toward strengthening community supervision, expanding treatment options, and equipping law enforcement with additional tools (Harvell et al. 2016).

Most interventions have taken a “top down” approach in which federal and state officials develop, fund, and implement policy and practice changes based on their priorities and perceptions. In these strategies, resources flow disproportionately to criminal and juvenile justice system actors. The communities most acutely impacted by mass incarceration, which face a multitude of structural challenges and are disproportionately populated by people of color, have been largely excluded from policy conversations to identify solutions.

Yet, states and localities across the country are experimenting with a new approach to public safety that places communities at the center. For example, a growing number of organizations have been founded to support individuals with lived experience in the criminal justice system who seek to change policy. They are working to shift resources and power back to communities grappling with the realities of mass incarceration, because they believe that people who live in neighborhoods affected by high rates of crime and criminal justice system involvement are best positioned to identify potential solutions. These organizations work with communities to develop their own public safety strategies and seek support from policymakers and practitioners who have traditionally led these efforts. A community-led approach calls on people in positions of fiscal and political power to listen to residents' priorities and strategies and invest resources in neighborhoods and local organizations rather than cycling dollars back into the criminal justice system.

The public supports this approach to community investment in public safety and demonstrates an appetite for more creative and expansive ways to resource public safety initiatives. A national poll conducted by Lake Research Partners in October 2017 found that voters overwhelmingly support community-based services as a strategy for improving public safety (Gotoff, Lake, and Teter 2017). More than 90 percent of those surveyed support treatment for mental health and drug addiction, job and skills training, and mentoring and counseling programs that address the root causes of crime. Further, more than 75 percent of voters supported proposals to shift funding from incarceration to community-based solutions.

To explore the breadth of community investment models and identify promising examples, the Urban Institute scanned the landscape of existing policies and programs that channel public safety funding to community actors outside the traditional justice system. This report summarizes findings from that landscape scan and documents a range of approaches that states, localities, and neighborhoods have taken—or are testing—to invest in community-driven public safety solutions. The report highlights examples focusing on youth, adults, and communities alike, outlines key considerations for strengthening the infrastructure supporting community public safety investment, and describes three tracks for moving the field forward.

## Why Community-Driven Public Safety Investment?

We define community public safety investment as directing public resources to local community-driven public safety strategies that extend beyond traditional law enforcement and corrections players. This

approach can help achieve the typical public safety goals of crime prevention in a wide a range of ways, including

- building and reinforcing community relationships,
- increasing employment, education, and economic opportunity,
- increasing access to healing and trauma recovery supports,
- fostering participatory policymaking and political mobilization,
- seeking racial justice and helping repair past harms,
- improving public health and community well-being,
- supporting safe and stable housing,
- reducing exposure to the criminal justice system and its attendant consequences, and
- strengthening community infrastructure.

Research shows that community organizations play an integral role in public safety and community health. Recent work by Sharkey, Torrats-Espinosa, and Takyar (2017) found that cities with a higher concentration of organizations focusing on addressing crime and increasing community well-being experienced greater reductions in violent and property crime. Research has also shown that local, community-based organizations provide critical services and facilitate engagement in ways that strengthen neighborhoods (Lin 1999; Putnam 1993; Sampson and Groves 1989). This research stresses the importance of investing in wide-ranging local support systems that span far beyond traditional law enforcement and corrections entities.

Directing public resources to local, community-based organizations can foster targeted interventions that meet the priorities that communities identify for themselves. It gives communities more agency in resource allocation decisions and helps create a vested interest in the success of local interventions. This, in turn, can support self-determination among community leaders and those people most acutely impacted by the criminal and juvenile justice system.

Community public safety investment can also foster collective impact by facilitating coordination across service providers and other community organizations and uniting them behind a common goal. It can realign public safety strategies by prioritizing spending on innovative and successful interventions and neighborhood stability over investments in control and punishment. Finally, it builds on community assets, fosters a constituency for local resource investment, and supports new leaders who can spearhead efforts to make their own neighborhoods safer and stronger.

Community investment strategies can create benefits for traditional public safety players as well as the communities they serve. Law enforcement and corrections officials are often called on to respond to and handle situations that they are not trained or well-positioned to address, and resourcing community partners can ameliorate this problem. For example, Cook County Sheriff Tom Dart has been outspoken about how too many people are in jail in Chicago simply because they need mental and behavioral health care that they are not receiving in the community.<sup>10</sup> A more robust network of community-based care could offer better alternatives for mental health provision. Strategic investment can enhance community capacity to develop more appropriate and effective responses to problems that fall outside the expertise and capacity of law enforcement and corrections systems to address.

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## BOX 1

### Methodology

The Urban Institute collected information for this report using the following methods:

- semistructured interviews conducted between January 2017 and September 2018 with more than 50 advocates, government agency officials, legislators, community service providers, and other stakeholders in a wide range of states and jurisdictions;
- a document review of relevant program materials and evaluations, news coverage, legislation, policy proposals and advocacy materials, and organizational reports;
- a literature review of studies on community-driven public safety strategies;
- a convening with approximately 60 advocates, researchers, practitioners, and service providers in Washington DC, in November 2017; and
- a site visit to partners in the Work and Gain Education and Employment program in Colorado.

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Community-driven public safety initiatives are ongoing all over the country, and this landscape study is not exhaustive. Rather, this report includes select examples of community-driven public safety initiatives that meet three criteria developed by the Urban research team:<sup>11</sup>

1. Public funds are invested in community-based public safety strategies that extend beyond law enforcement and corrections.
2. Community stakeholders are key constituents in public safety decision making and lead, influence, or provide feedback on investment strategies.



3. Investments are channeled to programs and initiatives that do not require or coerce participation from potential participants, community members, and other possible beneficiaries.

## Three Models for Community Investment: Reinvestment, Up-Front Investment, and Invest-Divest

Broadly speaking, the community-driven public funding strategies in this report fall into three categories:

1. **Reinvestment:** harnessing savings from reform and channeling them to community initiatives.
2. **Up-front investment:** generating new sources of funding for community initiatives.
3. **Invest-divest:** shifting funding away from traditional law enforcement and correctional entities toward alternative community priorities.

Few examples fall exclusively within one model. For example, a program may begin with an up-front investment that results in savings that are later reinvested. Across state and local governments, policymakers and voters have used multiple mechanisms to channel resources to communities including authorizing legislation, generating new revenue, appropriating funds annually, and shifting resources within or between agencies. However, for the sake of clarity, we categorize the examples in this report according to their primary funding mechanism. Each model has strengths and challenges, and communities around the country are determining how to modify and adapt resource strategies to meet their needs and circumstances.

### Reinvestment

The scale, costs, and collateral consequences associated with mass incarceration have increased over the past few decades. In some communities, states are spending more than \$1 million a year to arrest and incarcerate people who live within a single city block.<sup>12</sup> Rather than continue the cycle of mass incarceration that costs billions of dollars annually with little return on investment, justice reinvestment offers an opportunity to address underlying needs with “community level solutions to community level problems” (Tucker and Cadora 2003). It proposes redirecting resources to a wider array of community priorities that are related to safety, such as schools, health care, community spaces, and job training. Investing in and building community assets as well as supporting people who are involved in the criminal

justice system can break the cyclical nature of incarceration. When fully implemented, justice reinvestment can ensure that localities have the resources necessary to address their community's specific needs, creating a virtuous cycle of support, reduced incarceration rates, cost savings, and reinvestment back into the community.

One application of this theory is the formal Justice Reinvestment Initiative (JRI). JRI is a federal, public-private partnership in which states commit to using a data-driven approach to design and implement policy strategies to reduce recidivism and shift resources toward more efficient and effective public safety strategies. A central component of JRI is the continuous cycle of reform, savings, and reinvestment. Smarter policy results in less incarceration, which in turn saves additional resources that can be reinvested in more proven, research-informed or innovative policy reforms.<sup>13</sup> More than 30 states have engaged in JRI since its inception in 2010, investing more than a half-billion dollars into system improvements and alternatives to incarceration (Welsh-Loveman and Harvell 2018). However, while the original vision for justice reinvestment was to redirect resources into community agencies and organizations, most dollars reinvested through JRI have funded strategies *within* the criminal justice system such as providing better programs in prisons, strengthening community supervision agencies, and expanding problem-solving courts or local law enforcement strategies. Resources invested in the community most commonly support behavioral health treatment for people on probation or parole (Welsh-Loveman and Harvell 2018).

Some states and communities, however, have redirected savings from incarceration reduction to community-based organizations and strategies both as part of, and independent from, the formal JRI initiative. For example, through JRI, Oregon policymakers reinvested savings from their criminal justice reforms into a grant program that provides counties with resources for creating, implementing, or expanding programs that aim to reduce recidivism, hold people accountable, and provide for community-based victim services in support of their public safety goals. Independent from JRI, the Department of Youth Rehabilitation Services (DYRS) in Washington, DC, reduced the number of youth it sent to costly out-of-home residential placements. DYRS then reinvested savings into a credible messenger mentoring program that pairs community members with system-involved youth and their families to provide support, resources, and guidance through the justice process.

In Colorado, advocates, policymakers, and practitioners—with the leadership of the Colorado Criminal Justice Reform Coalition—have made significant recent progress with state legislation to support community investment, with three separate initiatives in the past several years. In 2017, the state's second initiative, Transforming Safety, provided \$4 million a year in reinvestment savings from parole reform to two specific areas disproportionately impacted by mass incarceration—Southeast

Colorado Springs and North Aurora. These resources fund a grant program focused on crime prevention strategies and small business lending. In each community, a planning team of community members and stakeholders identified safety priorities that range from employment services to public spaces and parks, workforce development, educational support, and/or services for people who are justice system-involved. These priorities shape the grant guidelines, and local nonprofits, governments, and schools can apply for funding to meet the community’s identified needs.

Though Colorado is breaking new ground in this space, the examples in figure 1 demonstrate that the state is not alone in these reinvestment efforts. A number of counties and states are recognizing the importance—realizing the benefits—of following and investing in the leadership of the people closest to public safety challenges to find innovative solutions.

**FIGURE 1**  
**Reinvestment in Community Strategies**

**Oregon: Justice Reinvestment Grant Program**

**Goal:** Direct resources to localities to support locally identified public safety strategies, including victim services

**Strategy:** Local agencies and community organizations provide services to the community

**Money origin:** Savings and avoided costs from criminal justice reforms

**Community investment:** Community-based service provider organizations

**Washington, DC: Credible Messengers Program**

**Goal:** Provide youth and families with local mentors who have prior justice involvement

**Strategy:** Community mentors provide training, programs, and emotional support to youth

**Money origin:** Savings from reducing the number of youth out-of-home placements

**Community investment:** Mentoring program provided through the Department of Youth Rehabilitation Services

**Colorado: Transforming Safety (Southeast Colorado Springs and North Aurora)**

**Goal:** Direct resources to two target communities to support locally identified public safety strategies

**Strategy:** Local planning teams set priorities for community grantees

**Money origin:** Savings realized through parole reform

**Community investment:** Community grantees and community development financial institutions

**Note:** For more on each program, see the full descriptions in the appendix.

## Up-Front Investment

Though commonly referenced as “reinvestment,” one common public safety funding mechanism is actually an up-front investment of new capital to support alternatives to incarceration or other public safety priorities (Welsh-Loveman and Harvell 2018). A shift from the status quo to adopting a new program or strategy may require an initial investment in capacity. In fact, one-third of all reinvestment dollars transferred through JRI were new resources to fund implementation of reforms, expand or launch new programs, create new incentive grants, and/or support other reform priorities.

Much of the documented up-front investment to date involves a transfer of funds across or within justice system agencies. Yet, states and localities are finding new, innovative ways to move resources into community-based organizations and institutions. In this report, we define “up-front investment” as a one-time or recurring transfer of new public dollars to support community-based public safety strategies that extend beyond law enforcement and corrections.

States and localities use various approaches to secure new funds for community-based public safety interventions. Given tight budgets and competing priorities, identifying new resources requires different strategies than those required to capture and direct savings in a more traditional reinvestment model. Stakeholders around the country are developing innovative ways to generate, appropriate, leverage, or repurpose existing local, state, and federal resources (e.g., Temporary Assistance for Needy Families [TANF], Juvenile Justice and Delinquency Prevention Act [JJDP], and local and state general fund dollars). San José’s Bringing Everyone’s Strengths Together (BEST) program represents an ongoing and consistent investment from the City of San José’s General Fund, while Colorado’s Work and Gain Education and Employment (WAGEES) program was funded with state resources. Examples of federal funding include New York’s Community Reinvestment Program, supported by federal TANF funds, and the South Bronx Community Connections program, which was launched with JJDP funds.

One jurisdiction—Oakland, California—took a particularly innovative approach. Through a local ballot initiative (Measure Y, in 2004), voters approved a new tax to generate a semi-permanent revenue stream to fund violence prevention and intervention programs, additional police officers, and fire services. This initiative produced a full 10 years of funding and allowed Oakland Unite, the collaborative that oversees disbursement of program funds, to plan ahead, experiment with various pilot programs, and fundamentally restructure the city’s approach to violence prevention. The positive outcomes convinced voters to approve another 10 years of funding in a subsequent ballot initiative (Measure Z, in 2014). Though passing a ballot measure can be a particularly resource-intensive strategy to shift investments, the Oakland example underscores the value of capturing long-term community investment funding.

The work in Oakland also illustrates a critical consideration for up-front investment: figuring out how to build out a sustainable funding stream that will support ongoing work. In some cases, stakeholders are able to build in a plan for ongoing support. But in most cases, long-term funding is not guaranteed, and this uncertainty can create challenges for providing continuity of services in the community. For example, through the New York Community Reinvestment program, the state provided grants to community service providers to support local youth detention alternatives in a five-year pilot program subject to annual renewal. Seven community-based service providers received grants of more

than \$500,000 each in the first year, but funding was cut significantly the following year and then ended. Some grantees struggled to replace that funding and continue providing the same level of services. Those that succeeded were able to leverage the initial grant investment and diversify their funding sources. Hillside Family of Agencies in Rochester, New York, for example, partnered with another nonprofit—Encompass Learning—that brought additional revenue and successfully lobbied local legislators to invest in service provision, first through a legislative appropriation, then through a line item in the county budget. Similarly, Community Connections 4 Youth, the nonprofit that runs the South Bronx initiative profiled in figure 2, leveraged an initial \$1 million investment of federal JJDP funds to diversify funding for ongoing support including additional public, private, and corporate dollars (Curtis, Marcus, and Jacobs 2013).

Some states are building on momentum from past investments to continue creating new revenue sources. For example, the Colorado state legislature has approved and funded three separate initiatives for community-based and community-led safety strategies in the past five years, two of which were up-front investment strategies. The first initiative, passed in 2014, created a state funding program to support community-based reentry service providers. The WAGEES program relies on an intermediary organization to issue and oversee grants to grassroots reentry service providers in communities across the state. The most recent effort in Colorado—the Community Crime Victims Grant Program—passed in the 2018 legislative session. This legislation provided general funds to the Department of Public Health and Environment to create a community grant program to fund victim services in underserved populations—specifically identified in the legislation as people of color, men, and young adults—using a third-party intermediary model.

The examples below also highlight a wide range of recipients, including community-based reentry programs, organizations providing local alternatives to detention for system-involved youth, and various community-based organizations implementing violence prevention and intervention strategies. In each case, the organizations receiving funding are grassroots groups working to improve outcomes for residents of communities especially impacted by crime, policing, and incarceration. One example, South Bronx Community Connections for Youth, highlights the power of investing in strengthening community infrastructure to support youth and young adults. Seven community-based organizations received funding through the program to develop a network of positive development opportunities to divert youth from formal system involvement. An independent evaluation of the program found a significant reduction in recidivism for youth engaged through the network compared with a matched comparison group, and more than half of participants elected to stay engaged with the program following completion (Community Connections for Youth 2014; Curtis, Marcus, and Jacobs 2013).

FIGURE 2

### Up-Front Investment in Community Strategies

**San José, California: Mayor’s Gang Prevention Task Force’s Bringing Everyone’s Strengths Together (BEST) grant program**

**Goal:** Support full continuum of care with violence prevention, intervention, enforcement, and reentry services

**Strategy:** Extensive focus groups for community input; Smaller organizations are afforded the opportunity to join informal network and apply for small start-up grants

**Money origin:** San José General Fund

**Community investment:** Wide range of community-based services providers

**New York State: Community Reinvestment Program**

**Goal:** Prevent youth system involvement by supporting alternatives to detention and confinement

**Strategy:** Community-based nonprofits and faith organizations targeted through the request for proposals

**Money origin:** TANF funds

**Community investment:** Seven community-based programs in localities disproportionately impacted by youth incarceration

**Oakland, California: Measure Y (2004) and Measure Z (2014)**

**Goal:** Support violence intervention programs, more police officers, and fire service

**Strategy:** Voter approved; community-based organizations provide services

**Money origin:** Parcel tax and parking surcharge

**Community investment:** Wide range of community-based organizations that provide violence prevention and intervention services

**New York City: South Bronx Community Connections**

**Goal:** Divert youth from system involvement to network of community-based positive supports

**Strategy:** Formalizing a network of existing grassroots organizations in the Mott Haven neighborhood

**Money origin:** JJDPA funds awarded by the state Juvenile Justice Advisory Group (initial investment)

**Community investment:** Seven grassroots organizations providing positive supports for youth in their community

**Colorado: Work and Gain Education and Employment Skills (WAGEES)**

**Goal:** Improve reentry by supporting grassroots organizations working with people on the ground

**Strategy:** Grassroots organizations/grantees provide targeted and tailored services

**Money origin:** Colorado State General Fund

**Community investment:** Community-based organizations providing reentry services in locations throughout the state

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**Note:** For more on each program, see the full descriptions in the appendix.

## Invest-Divest

Another approach to community investment, invest-divest, involves shifting resources away from law enforcement and/or corrections toward other strategies to enhance safety and community well-being.<sup>14</sup> This approach can involve a direct shift in resource allocation or a diversion of proposed spending, and it is advanced primarily in grassroots organizing around the country. Central to the Movement for Black Lives Policy Platform,<sup>15</sup> invest-divest aims to reverse the historical trend of government policies that undermine social services and infrastructure while increasing reliance on the criminal justice system, particularly in communities of color.

Communities across the United States have been influenced by a range of social and economic policy decisions that disproportionately divest from infrastructure and services in low-income communities and communities of color. Many of these policy trends extend far beyond the traditional scope of public safety decisionmaking, such as structural housing discrimination (redlining), welfare reform, school funding structures, segregation, and unequal investment in transportation and infrastructure. Taken together, they harm community stability, which is directly connected to residents' health, safety, and opportunity. The simultaneous rise in government investment in law enforcement and incarceration to unprecedented levels between the 1970s and 2000s exacerbated many of these challenges, creating both direct and indirect social and economic consequences that disproportionately fall on the neighborhoods that are most heavily policed and incarcerated (National Research Council 2014).

The invest-divest framework aims to realign government spending with community priorities, recognizing that public safety is inherently linked with economic opportunity and social stability that can be promoted through education, affordable housing, employment assistance, and restorative justice programs (Hamaji et al. 2017). For example, youth activists in Chicago have led the No Cop Academy effort to halt the city's plans to spend \$95 million on a new police training academy in West Garfield Park, urging the city to instead invest in community priorities such as education, jobs, and housing. Organizers surveyed 500 community residents as part of the campaign, reporting that 86 percent of respondents did not want the academy built in their neighborhood and that neighbors identified 1,103 recommendations for alternative investments.<sup>16</sup> The Young People's School Justice Agenda in New York City, another example of this work, was designed to interrupt the school to prison pipeline and realign resources to shift the city's public school system toward a restorative justice approach.

The invest-divest approach requires that community members identify local priorities, help develop solutions, and have meaningful opportunities to participate in government spending decisions. In many jurisdictions, however, the public officials and agency staff who make budget decisions offer limited opportunities for public input and engagement. This lack of community access constitutes a missed opportunity to leverage the lived experience and expertise of the people closest to many issues that budget strategies attempt to address. Opening the budgeting process so it is more inclusive and dynamic can also boost the civic agency of communities that have been politically disenfranchised and excluded from policymaking processes. This engagement can improve public safety directly as well; research shows that community engagement and collective efficacy are associated with reduced crime rates (Kubrin and Wo 2015; Sampson, Raudenbush, and Earls 1997). Recognizing the wide-ranging benefits of an invest-divest approach, collectives such as Funders for Justice are educating grantmakers about how and why to support local efforts.<sup>17</sup>

FIGURE 3

### Invest-Divest in Community Strategies

#### Chicago, Illinois: No Cop Academy

**Goal:** Halt plans to spend \$95 million to build a new police training academy and redirect the funds to support community development

**Strategy:** A coalition of youth-led community organizers has testified before the city council, protested at city hall, conducted a public education and media campaign, and gathered neighborhood input via community poll

**Money origin:** Savings from averted spending on a capital construction project

**Community investment:** Addressing West Garfield Park residents' priorities, including supporting education, youth services, housing, and job programs

#### New York City, New York: Young People's School Justice Agenda

**Goal:** Divest from the school-to-prison pipeline and invest in restorative justice and supportive programs and services

**Strategy:** The Urban Youth Collective is leading the initiative

**Money origin:** Reallocate spending from School Safety Agents

**Community investment:** Restorative justice programs and supportive services for students

**Note:** For more on each program, see the full descriptions in the appendix.

## Investing to Strengthen Communities

To realize the promise of community-driven safety, investment strategies must support and enhance a community's capacity to receive, direct, and use those funds to achieve its goals. Our interviews with practitioners engaging in community investment initiatives across the country suggest that strengthening the community investment infrastructure is essential for success. Findings include five primary considerations: support community partners in determining public safety priorities, invest in existing grassroots organizations and leadership, build sustainable funding streams, consider a funding intermediary to bridge between agencies and community organizations, and document outcomes to promote long-term sustainability.

### Support Community Partners in Determining Public Safety Priorities and Strategies

Communities can use a wide variety of methods to engage members, ensure that investments meet local needs, and identify specific priorities, including through community-based participatory research,<sup>18</sup> grassroots surveys, analysis and community engagement of administrative data (for example, via data walks), and town halls and focus groups. Community members can partner and collaborate across organizations, agencies, and stakeholders to determine priorities and build relationships, creating a space for residents to problem-solve and opportunities for traditional justice system entities to follow their lead. The initiatives profiled in this report employed a range of strategies, including these three:



- **Survey the community:** Youth organizers in Chicago designed and fielded a survey to 500 residents to gather their thoughts on the city’s proposal to construct a new police training academy and to document alternative pressing community needs.
- **Create local planning teams:** In the Transforming Safety initiative in Colorado, local planning teams made up of residents and stakeholders from each of the two initiative sites (North Aurora and Southeast Colorado Springs) worked through a facilitated process to determine crime prevention priorities for their respective neighborhoods that were used to create the grant guidelines.<sup>19</sup>
- **Hold collaborative team meetings:** In San José, California, the Mayor’s Task Force on Gang Prevention holds technical team meetings every month where a wide range of stakeholders—including service providers, community groups, faith leaders, law enforcement, and government agencies—collaborate on public safety solutions, including breakouts by geographical area to allow close coordination in specific neighborhoods.

Using a variety of approaches to shared decisionmaking, all community-centric models hold the people most impacted by local public safety decisions as critical stakeholders to finding solutions. Ensuring that a wide range of partners participates in discussions from the start can also help identify which needs could be met by existing community resources and which might require supplemental strategies, such as incubating new service providers, creating new coalitions or networks tasked with addressing a specific issue, or investing in grassroots leadership development. Several interviewees emphasized the need to constantly reassess the alignment between funding and community needs and priorities, adjusting and course correcting throughout the process.

### **Invest in Organizations Deeply Embedded in Communities at a Sufficient, Yet Manageable, Funding Level**

Many communities have begun new initiatives by investing in organizations and projects that are already deeply connected to their communities and dedicated to providing services to contribute to safety and well-being. This collaboration with embedded organizations not only leverages the existing connections they have but also ensures that investment strengthens, rather than displaces, the established community. For example, the initial cohort of organizations in the WAGEES reentry program was chosen in large part based on their demonstrated connections to the communities they served, as well as their demonstrated capacity to meet program performance measures. Similarly, the

Credible Messenger program in the Washington, DC, relies on people with lived experience in the justice system and strong community connections to mentor and support justice-involved youth.

To maximize support to community partners, funding levels and mechanisms should align with the recipients' capacity to receive and use resources, and scale over time to track with evolving capacity to provide services or other community benefits. Some organizations or recipients may be immediately ready to receive and manage a large influx of cash, while others may benefit from a start-up phase or partnership with another entity or organization. To receive funds, some grantees might also benefit from partnering with organizations holding a 501(c)(3) status or apply for this status themselves. Programs have used a range of strategies to help meet grassroots organizations where they are, including these three:

- **Provide networking opportunities:** In San José, newer or smaller organizations that are not yet grantees are invited to participate in technical team meetings and become part of the informal network to strengthen their relationships with other organizations and learn more about the program.
- **Offer smaller start-up grants:** Since 2008, organizations in San José have also had an opportunity to apply for Safe Summer Initiative grants, smaller awards that support services for youth during the summer months and might be suitable for organizations not quite ready to apply for BEST grants, which range from \$25,000 to \$500,000.
- **Match awards to organization capacity:** Grantees in the WAGEES reentry program receive funding levels that reflect both their organizational capacity and the size of their client base. Similarly, grants administered by Oakland Unite to support community-based violence prevention and intervention efforts range significantly from less than \$100,000 to more than \$500,000.

Regardless of funding model, the ultimate success of a community-driven public safety effort hinges on the presence and involvement of grassroots community leaders. An investment in local leadership is an investment in the community, and community stakeholders need resources and support to do their jobs effectively. In Chicago, the No Cop Academy effort is spearheaded by Black youth and other youth of color who have determined the goals, tactics, messaging, and movement-building strategies of the campaign. Youth leaders have testified at city council, held demonstrations, conducted an extensive community survey, and organized a coalition of more than 70 allied organizations. Support from funders, fellow organizers, and individual donors has enhanced their capacity to speak on behalf of their community and point out the disconnect between the City of Chicago's plans to build a police academy

and their neighborhood's need for investment in critical infrastructure such as health care, education, and affordable housing.

In Colorado, Hassan Latif is the executive director of the Second Chance Center and a prominent spokesperson for the WAGEES reentry program. When he was released from prison after 18 years of incarceration, Mr. Latif began supporting others navigating the reentry process, operating initially out of his own car. Becoming a grantee allowed him to grow his reentry support services into an independent nonprofit with over a dozen staff, many of whom have also had direct experience with the justice system. Participating in the program has also given him the opportunity to serve as a leader in the Colorado reentry service community, contributing his expertise to policy and practice discussions and launching new initiatives such as a supportive housing development project.<sup>20</sup> As the WAGEES program illustrates, investment in community leadership is critical to ensure that local partners are at the table for public safety decisionmaking.

## **Build Sustainable Funding Streams to Support Long-Term Goals**

Funding stability enables recipients to achieve and communicate impact. Interviewees reported several strategies for ensuring they had sufficient and continued support to do their work, including these three:

- **Provide sufficient up-front funding:** Making some funds available up front, a critical modification that the WAGEES reentry program stakeholders made to the original grant model, ensures that recipients with smaller budgets do not have to pay expenses up front while they wait for resource disbursement on a reimbursement model, which can be a barrier to participation.
- **Leverage initial public investment to diversify funding sources:** In several examples, interviewees noted that grant recipients complement public funding with resources from other sources, allowing them increased flexibility to adapt to evolving community needs. In some instances, program intermediaries helped grantees identify and pursue additional funding opportunities.
- **Consider multiyear funding:** Several interviewees emphasized that attaining program stability can be challenging when funding is only guaranteed for one year at a time. Multiyear funding allows stakeholders to invest in a strong program foundation and organizational infrastructure that helps them fulfill their mission and goals. For example, program staff from Oakland Unite reported that the guarantee of Measure Y/Z funding over 10-year periods has allowed them to support grantees with three-year grant cycles, provide technical assistance, meet the

legislation's requirement for an independent evaluation, and seed new projects that have the potential to eventually become self-funded, such as a restorative justice pilot that became absorbed by the Oakland school system.

All these elements strengthen the community constituency around incoming public resources, reinforcing community partners as vital public safety players.

## Consider a Funding Intermediary to Bridge Agencies and Community-Based Organizations

Building a resource intermediary into funding models is one strategy to strengthen the community investment infrastructure by providing support to grant recipients as well as oversight on behalf of the granting agency. Intermediaries can play three key roles:

- **Provide oversight and accountability:** Intermediaries can serve in a monitoring and oversight role to provide an objective, third-party view on program activities, which can be critical for fostering public trust. Funders can delegate authority to intermediaries, and intermediaries can in turn hold grantees accountable to program goals. In the WAGEES reentry program, the Latino Coalition for Community Leadership serves this role, working closely with grantees to collect outcome data, monitor progress, and help them course-correct when necessary.
- **Offer support:** Community organizations can benefit from the skill building and staff training intermediaries provide to build capacity and promote competencies in evidence-based practices. In Oakland, California, Oakland Unite distributes Measure Z resources to community partners to fund violence prevention services, and provides extensive technical assistance specifically designed for grantees. Oakland Unite sees creating a peer learning environment within the network, as well as investing in grantees' organizational infrastructure and service delivery capacity, as integral to supporting its service provision.
- **Broker relationships:** For strategies that involve many different organizations and players, intermediaries can be relationship brokers to strengthen collaboration and coordination between organizations and between grantees, funders, and government agencies. In Colorado, the Latino Coalition for Community Leadership convenes quarterly meetings to support cross-organization learning and help grantees closely coordinate service provision. The Latino Coalition also invests in fostering relationship-building between the Colorado Department of Corrections and the WAGEES grant recipients, helping all partners problem-solve together and

learn how to coordinate effectively between a large government agency and a diverse network of grassroots organizations.<sup>21</sup>

## Document and Communicate Results

Ensuring that fund recipients have sufficient capacity and appropriate measures to communicate their work to funders and partners alike is critical for sustainability. Funding strategies can facilitate successful accountability and communication structures in several ways, including these four:

- **Set clear, reasonable, and relevant outcome goals:** First, several interviewees noted the importance of designing reporting requirements and outcome goals that are both transparent and reasonable given organizational capacity. Judiciously selecting a limited number of metrics that provide the most meaningful information at that time, and ensuring that some resources are allocated to supporting data collection, can minimize the reporting burden on grant recipients. Data collection is a balancing act, and though fund recipients should collect measures to document intended outcomes, implementation fidelity, and baseline data when possible, the reporting requirements should incorporate flexibility to accurately represent the program or initiative's progress. Second, participants in community investment efforts noted that success should be defined and measured in a way that is specific to the community where the funds are used. Because community-driven initiatives are geographically and culturally specific, measures of success must be similarly tailored to match the goals of each context. Some interviewees noted that they started with baseline shared reporting requirements and modified them collaboratively with partners to ensure they were as useful as possible for determining success in that specific community. To assist with data collection, fund recipients and initiatives could consider partnering with local research partners to demonstrate outcomes and successes.
- **Supplement numbers with narrative:** Some recipients found that supplementing required quantitative reporting metrics with qualitative narrative can provide critical insight and help convey their program, model, and impact.
- **Provide room for innovation:** Several stakeholders stressed that performance measurement and assessment must reflect the value of innovation and experimentation within evidence-informed public safety strategies. Working toward long-term community-wide outcomes can take time, and evaluations of the value and effectiveness of community-driven models should be weighed against evidence regarding the effectiveness of the status quo. That said, several

community-driven investment public safety programs have undergone rigorous evaluations that found positive results.<sup>22</sup>

- **Make the case for continued funding:** Building program evaluation into the design concept can provide the opportunity to demonstrate the value and positive outcomes of an initiative. Evaluations and sunset reviews of Oakland’s Measure Y/Z and Colorado’s WAGEES program, respectively, demonstrated the success of each program and helped make the case for legislation that subsequently reauthorized and extended the programs. Evaluations can also provide leverage for some programs, such as the South Bronx Community Connections, to demonstrate success during a pilot phase that helps to garner and diversify funding sources.

Ultimately, an investment in external assessment can help cement programs and their associated funding streams, and make a compelling case for continued public support for community-driven safety initiatives. Effectively documenting and sharing results also helps educate the public and stakeholders about the efficacy of community-driven strategies, and lends support to stakeholders in other communities looking to implement similar models.

## Moving the Field Forward

As this report documents, states and localities across the country are experimenting with various strategies to invest in communities implementing their own strategies to improve public safety. Yet a great deal of work still needs to be done to expand and further develop this approach. This project has surfaced three primary areas of focus for funders, public officials, community leaders, and others who are interested in supporting this work:

1. **Public opinion, messaging, and education work to advance an expansive vision of public safety.** Nascent research has begun to identify messages that work, but further research is needed to explore the most effective strategies to engage voters and broaden public support for community investment. In addition to messaging, it is important to educate the public and community at large about investment mechanisms and tools for community engagement.
2. **Support to strengthen local grassroots infrastructure and leadership.** Community stakeholders are the best advocates for their local needs and solutions, and they can often benefit from support including training, resources, and professional development. Similarly, stakeholders who are close to the issues at hand can benefit from various kinds of platforms

and information to shape and direct investments, potentially with support from local advocates and nonprofits.

3. **Research and policy development support.** Several new community investment models offer examples to learn from in the public safety space, and the time is ripe for additional pilots, research, and funding to document and evaluate these efforts. Not only is it important to build the research landscape, it is also crucial to create information hubs and spaces for communities to connect and share lessons learned with one another.

## Conclusion

As policymakers, advocates, activists, community leaders, researchers, and neighbors search for strategies to keep communities safe and strong, a growing number are finding creative ways to secure the resources needed to realize opportunities in their own backyards. Realizing such opportunities requires broadening public safety discussions beyond just law enforcement and corrections strategies to include people, organizations, and institutions that meet critical community needs—such as health care, stable and affordable housing, mentoring, conflict resolution, restorative justice, trauma-informed care, education, and employment services—often with limited resources. Creating spaces for expansive and inclusive discussion and following the lead of the people at the center of public safety challenges can drive innovation, and the process of collaboratively developing solutions can make communities stronger and more cohesive. Identifying, securing, and channeling public funds to local community initiatives is challenging, but the examples in this report demonstrate the breadth of strategies already in place around the country. The evolving landscape of community-driven public safety investment offers a wealth of experience, lessons, and opportunity that can pave a new direction for advancing safety and justice.

# Appendix. Community-Driven Public Safety Examples

Examples are listed alphabetically by location.

## Chicago, Illinois: No Cop Academy

**Location:** Chicago, Illinois

**Goal:** Halt the city's plans to spend \$95 million to build a new police training academy and redirect the funds to support community development.

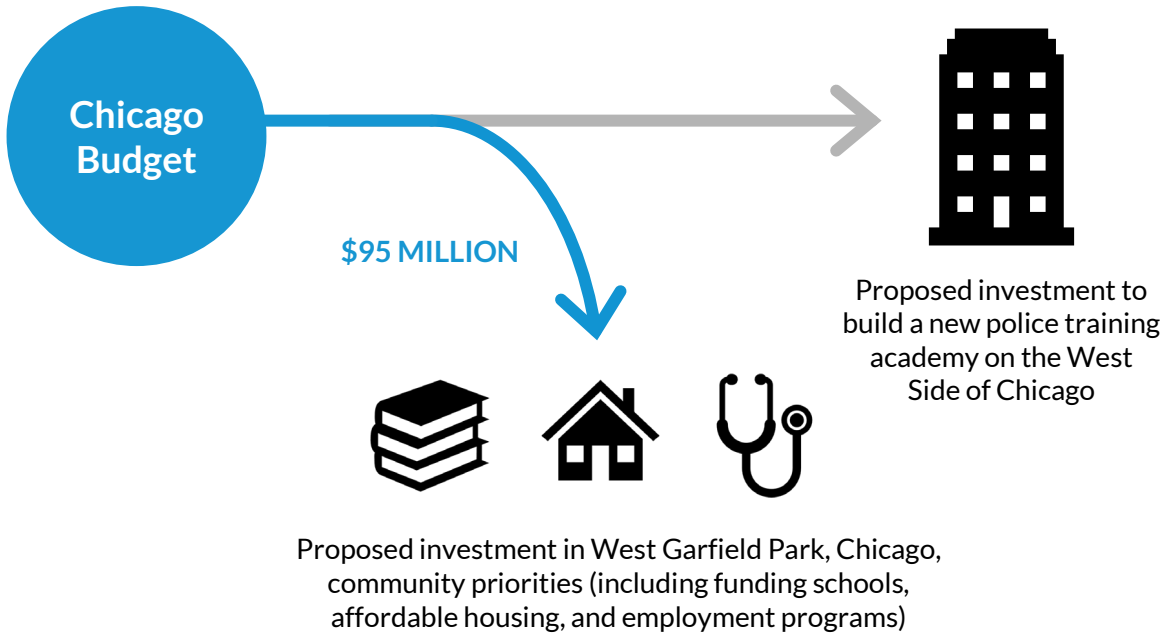
**Background:** In summer 2017, Chicago Mayor Rahm Emanuel announced plans to build a new police training academy in the West Garfield Park neighborhood; in September, the city purchased land for the capital project for \$9.6 million.<sup>23</sup> Youth organizers are leading a broad coalition of community organizations to oppose this proposal, arguing that the money should instead be used to fund community priorities such as schools, employment programs, and health care services. Organizers have testified before the city council, protested at city hall, organized social media blasts, held teach-ins and demonstrations as part of a public education campaign, and gathered neighborhood input via a community poll that found that 72 percent of 500 surveyed residents stated that they opposed the new academy project and 95 percent recommended alternative investments.<sup>24</sup> The Chicago City Council approved partial spending for the Police Academy in May 2018.<sup>25</sup> In September 2018, the campaign released a report detailing the campaign actions and offering recommendations for other community organizers.<sup>26</sup>

**Flow of money:** Averted spending from a capital construction project.



FLOW OF MONEY

Chicago, IL: No Cop Academy



Outcomes/impact: Not applicable; initiative is in progress.

# Colorado: Transforming Safety

**Location:** Southeast Colorado Springs and North Aurora, Colorado

**Goal:** Reallocate parole reform savings to invest in geographically-targeted, community-driven public safety strategies that “strengthen communities as a way to prevent crime in the first place.”<sup>27</sup>

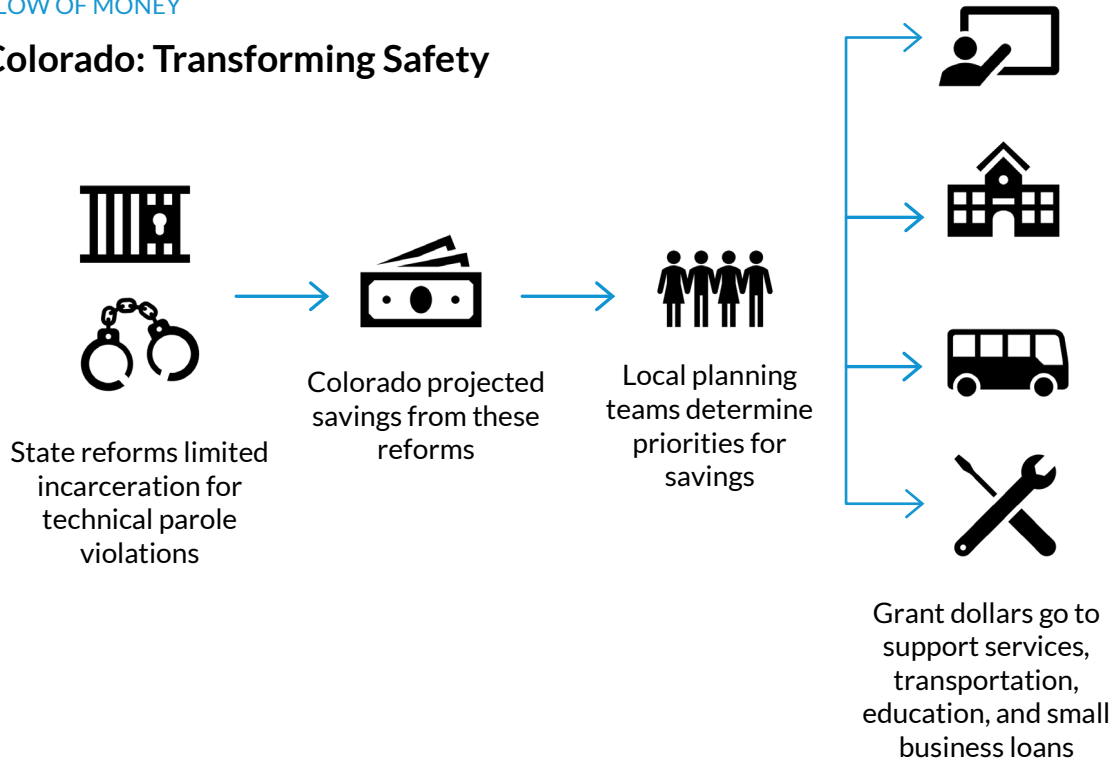
**Background:** In the past few years Colorado has passed several pieces of legislation to support community-driven public safety initiatives. One such piece of legislation enacted in 2017 was H.B. 17-1326, the Justice Reinvestment Crime Prevention bill. The legislation imposes a revocation cap for most offenses that limits the number of days a person on parole may be reincarcerated for a technical violation. As a result of the reforms and the discontinuation of an ineffective parole program, the state projected annual savings in the prison budget of \$6,628,401.<sup>28</sup> The legislation establishes a Justice Reinvestment Crime Prevention Initiative in the Department of Local Affairs (DOLA). The department partners with The Denver Foundation, the community foundation responsible for facilitating the local planning teams and managing the grant program in the two communities. The Denver Foundation also partners with Pikes Peak Community Foundation and the Latino Coalition for Community Leadership to ensure coordination with communities, assist with the request for proposal process, and provide technical assistance, including robust data collection and evaluation. Two community development financial institutions were also given funding to provide small-business loans of up to \$50,000 in those communities.<sup>29</sup>

On the programmatic side, The Denver Foundation is the intermediary for a new grant program that establishes a local planning team in each community to develop crime prevention priorities. The local planning teams developed priorities including improving academic achievement, providing direct, community-based services, and neighborhood development and engagement. The community foundation is also responsible for contracting with a third-party evaluator. H.B. 17-1326 is designed as a three-year pilot, with \$4 million appropriated each year. Transforming Safety goes beyond solutions that have been supported in the criminal justice space and fosters strategies to prevent crime and address other problems the community prioritizes through noncriminal justice interventions.

**Flow of money:** Approximately \$4 million, from parole reform savings for the first year and from the DOLA general appropriation for subsequent years, is allocated to DOLA and then provided to The Denver Foundation and the community development financial institutions.<sup>30</sup> The Denver Foundation functions as an intermediary, using resources to support local planning teams, conduct the request for proposal process, and manage the community grant program. The community development financial institutions offer small business loans in the target communities.

FLOW OF MONEY

## Colorado: Transforming Safety



**Outcomes to date:** Not yet available; work is in progress.

# Colorado: Work and Gain Education and Employment Skills (WAGEES)

**Location:** Colorado

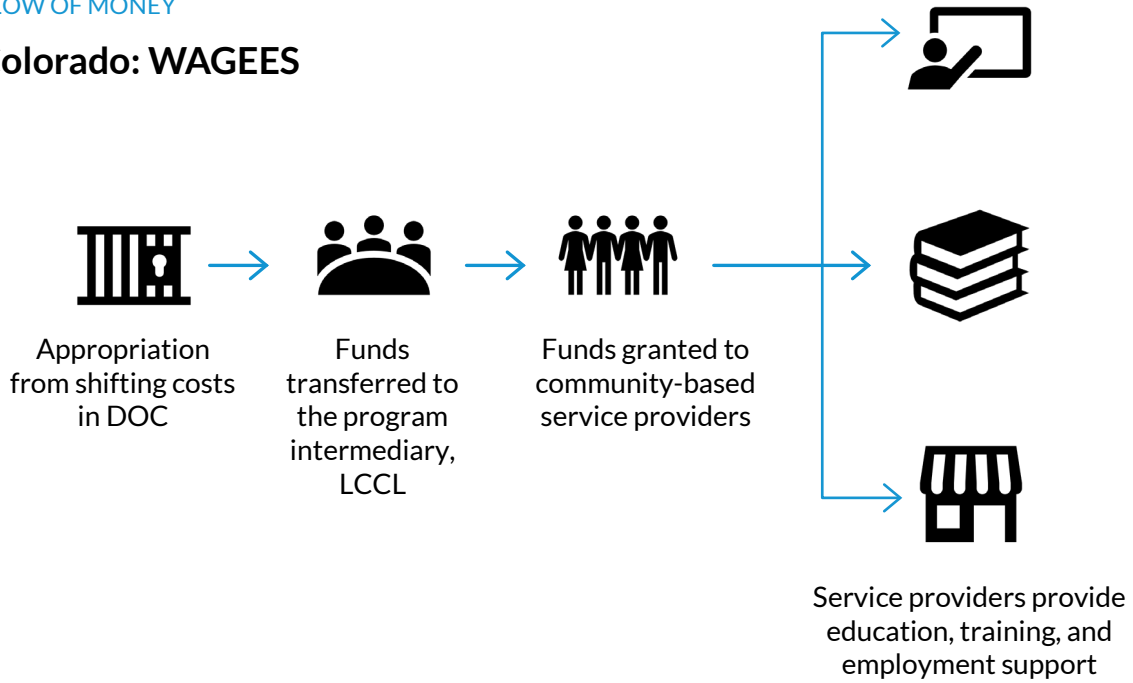
**Goal:** Improve reentry outcomes by establishing a grant program to support community-based organizations that provide services to people returning from incarceration.

**Background:** After the tragic murder of former Colorado Department of Corrections Executive Director Tom Clements, local nonprofits such as the Colorado Criminal Justice Reform Coalition saw an opportunity to carry on his reform agenda and began working with state leadership to demonstrate the importance of reentry support and rehabilitation. The WAGEES program was legislatively created in 2014 to provide support services for people on parole. The program is administered by the Latino Coalition for Community Leadership (LCCL), which selects grantees, administers the grant, and provides oversight and technical assistance. Between 2015 and 2018, eight community-based organizations located throughout the state received funding. These community-based organizations provide wrap-around support such as employment training, housing, transportation, and mental health services (Thomson et al. 2018). In 2018, the state expanded the program, increasing the appropriation by \$5.4 million to support additional grantees in rural and underserved communities as well as grantees that specialize in serving the needs of women returning from incarceration.<sup>31</sup> All grantees have strong community ties and use funds to advance community priorities and gather input through various feedback loops. Grantees meet quarterly and coordinate to develop impactful solutions to improve reentry (Thomson et al. 2018).

**Flow of money:** Original appropriation for three years of funding came from resources shifted within the Colorado Department of Corrections budget. Continuation appropriation shifted funding from the Correctional Treatment Cash Fund to the Department of Corrections to support the program.<sup>32</sup>

FLOW OF MONEY

Colorado: WAGEES



**Outcomes/impact:** As of September 30, 2017, the WAGEES program had been overenrolled in every quarter since it was created. Program data suggest that only 2.5 percent of program participants returned to prison between 2015 and 2017, 62 percent obtained jobs, and 76 percent earned a credential (Thomson et al. 2018).

# New York City: South Bronx Community Connections

**Location:** New York City, NY

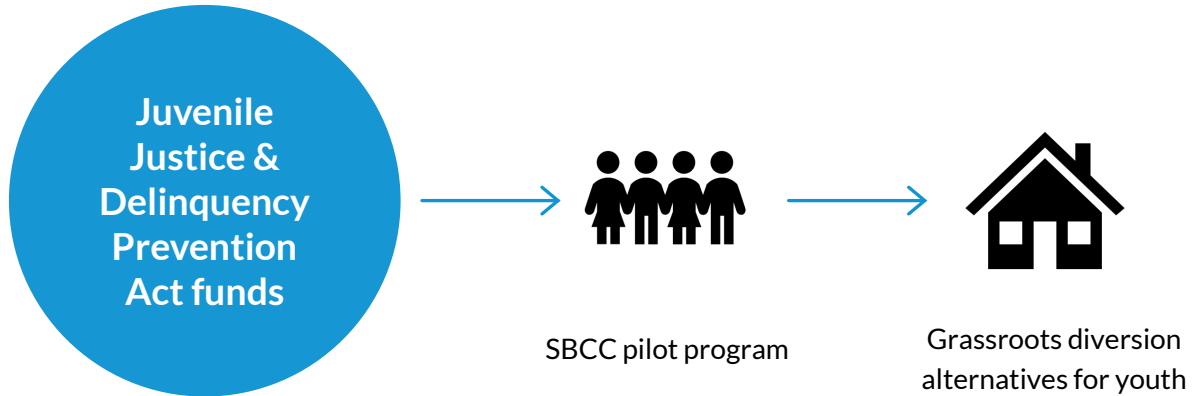
**Goal:** Divert youth who have come to the attention of the court<sup>33</sup> from formal court involvement by connecting them to a network of positive supports, adults, and activities in their neighborhood.

**Background:** In 2010, the New York State Division of Criminal Justice Services awarded \$1.1 million in federal JJDPa grant funds to Community Connections for Youth (CCFY; a Bronx-based nonprofit organization) to develop, pilot, and evaluate an innovative model for preventing and addressing youth crime and delinquency (Community Connections for Youth 2014). The resulting South Bronx Community Connections model provides a diversion option for youth who have been arrested on charges that are typically processed through the court system. When youth complete 60 days of the program, their cases are closed and they do not continue into the formal court process.

South Bronx Community Connections was originally launched in Mott Haven, a community in the South Bronx where CCFY was headquartered, where leadership had strong relationships with key stakeholders, and where a disproportionate number of youth were justice system involved (Community Connections for Youth 2014; Curtis, Marcus, and Jacobs 2013). The initiative centers around a network of faith- and community-based organizations that engage youth in positive development activities. CCFY selected seven “sites,” all grassroots neighborhood organizations, to participate in the collaborative and provide services for referred youth (Community Connections for Youth 2014). Each site received a subgrant of \$10,000 annually to support a site coordinator, hire community mentors, and fund programs for youth; approximately \$3,500 to support neighborhood improvement projects; and \$1,750 to fund participation in trips and special events (Community Connections for Youth 2014). CCFY also provided capacity-building support and training and technical assistance for grantees and facilitated partnerships among these groups and justice system stakeholders to create new opportunities for diverting youth from formal system involvement.

**Flow of money:** The three-year, \$1.1 million initial investment was awarded by the New York State Division of Criminal Justice Services using Juvenile Justice and Delinquency Prevention Act formula funds. During the pilot project, CCFY secured additional funds to replicate the model in an adjoining Bronx police precinct (Curtis, Marcus, and Jacobs 2013).

## New York City: South Bronx Community Connections



**Outcomes/impact:** An independent evaluation by the John Jay College of Criminal Justice found that South Bronx Community Connections participants were less likely to be rearrested than similarly situated youth in the Bronx (Curtis, Marcus, and Jacobs 2013). Only 16 percent of youth enrolled in the program were rearrested, and only 5 percent had new charges brought against them. Further, more than half of youth voluntary remained engaged with the program after they completed the requirements.

# New York City: Young People’s School Justice Agenda

**Location:** New York City, New York

**Goal:** Divest from the school-to-prison pipeline and invest in restorative justice and supportive programs and services.

**Background:** The Urban Youth Collective has developed priorities for decreasing reliance on law enforcement and the juvenile justice system and increasing resources for supportive programs (Center for Popular Democracy and Urban Youth Collaborative 2017). For more than two decades, youth organizers in New York City have been spearheading a movement to disrupt the school-to-prison pipeline, which disproportionately impacts youth of color and youth with disabilities, by decreasing the use of arrests, summons, juvenile reports, and suspensions and increasing supports for students. In 2007, a Student Safety Coalition was created to advance the School Safety Act, a bill to require increased transparency about school discipline practices including demographic breakdowns on which students were most impacted. The New York City Council passed the act in 2011, and added amendments to strengthen the reporting requirements in 2015. Youth-led organizing also contributed to districtwide revisions to the school discipline code in 2013, after which the number of student suspensions dropped. Continued advocacy led to a \$2.4 million allocation in the City Council budget for restorative justice programs, which was supplemented with an additional investment from Mayor de Blasio’s budget (Center for Popular Democracy and Urban Youth Collaborative 2017).

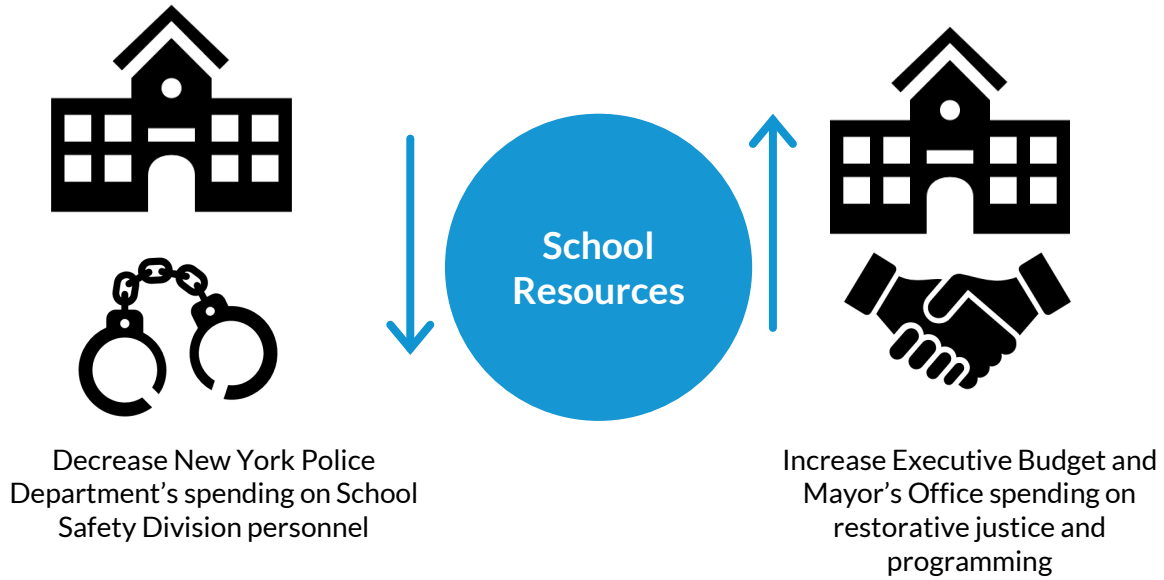
Despite these important victories, the use of punitive disciplinary policies remains pervasive in New York City schools and continues to disproportionately impact youth of color. The Young People’s School Justice Agenda is designed to articulate goals that will help New York City “divest from punitive, ineffective, costly, and discriminatory disciplinary policies, and instead invest in creating schools that respond to student needs and provide all students with access to opportunities necessary to thrive in school and beyond” (Center for Popular Democracy and Urban Youth Collaborative 2017, 9).

**Flow of money:** Decrease in spending on the New York Police Department’s School Safety Division personnel, including on School Safety Agents, and increase in spending on restorative justice and social service programs such as guidance counselors, mental health service providers, job programs, and increasing access to higher education.



FLOW OF MONEY

## New York City: Young People's School Justice Agenda



**Outcomes/impact:** New York City Police Department's Student Safety Act reports show a consistent decrease since 2012 in the number arrests and summonses by School Safety Officers. Significant racial and ethnic disparities remain, however.<sup>34</sup>

# New York State: Community Reinvestment Program

**Location:** New York

**Goal:** Increase programs and community support for justice-involved youth in localities with the highest out-of-home placement rates to prevent detention and further system involvement.

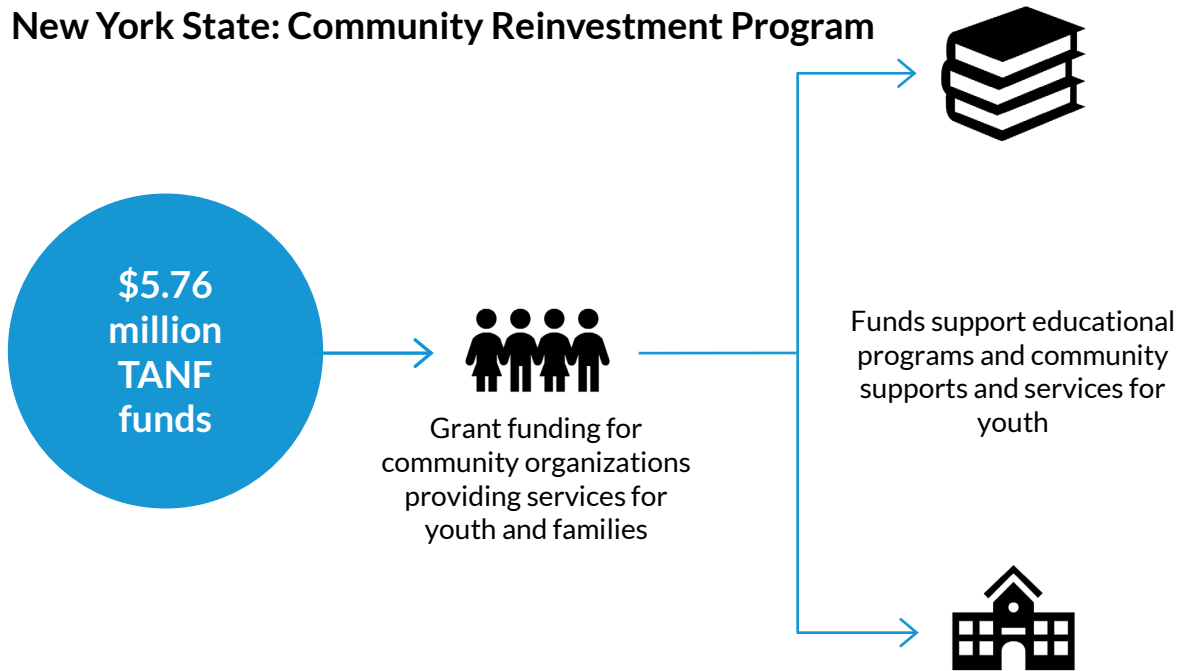
**Background:** In 2009, the New York State Office of Children and Family Services (OCFS) created the Community Reinvestment Program (CRP) as part of the state's broader effort to reform its juvenile justice system and implement Governor Patterson's Juvenile Justice Task Force recommendations (2009).<sup>35</sup> The goal of the program was to prevent unnecessary out of home placements by increasing community-based supports to justice involved youth and their families in localities with the highest out-of-home placement rates.<sup>36</sup> Funding was explicitly focused on community-based nonprofits and faith-based organizations committed to providing strengths-based, individualized, and culturally competent services for justice-involved youth ages 11–15.<sup>37</sup> In short, the CRP aimed to build out a comprehensive network of community supports for youth and families in high-need communities.

In April 2011, OCFS competitively awarded \$3,971,185 in grants to seven community-based service providers in the Bronx, Brooklyn, and Queens; Nassau and Suffolk Counties on Long Island; and Rochester's Monroe County.<sup>38</sup> Each award was roughly \$500,000–600,000, and each contract was performance based, requiring regular reporting on central outcomes including placement, rearrest, truancy, and gang involvement. The contracts included a framework for five years of funding, but resources were only promised for the first year; grantees were subject to annual renewal contingent on resource availability.<sup>39</sup> In 2012, funding was cut significantly—by nearly 60 percent.<sup>40</sup> Subsequent funds were not awarded.

**Flow of money:** A total of \$5.76 million in Temporary Assistance for Need Family funds was allocated to the program, and funds were contractually administered by OCFS.<sup>41</sup>

FLOW OF MONEY

## New York State: Community Reinvestment Program



Outcomes/impact: Not available.

# Oakland, California: Measure Y (2004) and Measure Z (2014)

**Location:** Oakland, CA

**Goal:** Levy a parcel tax and parking surcharge to fund violence prevention, additional police officers, and fire service.

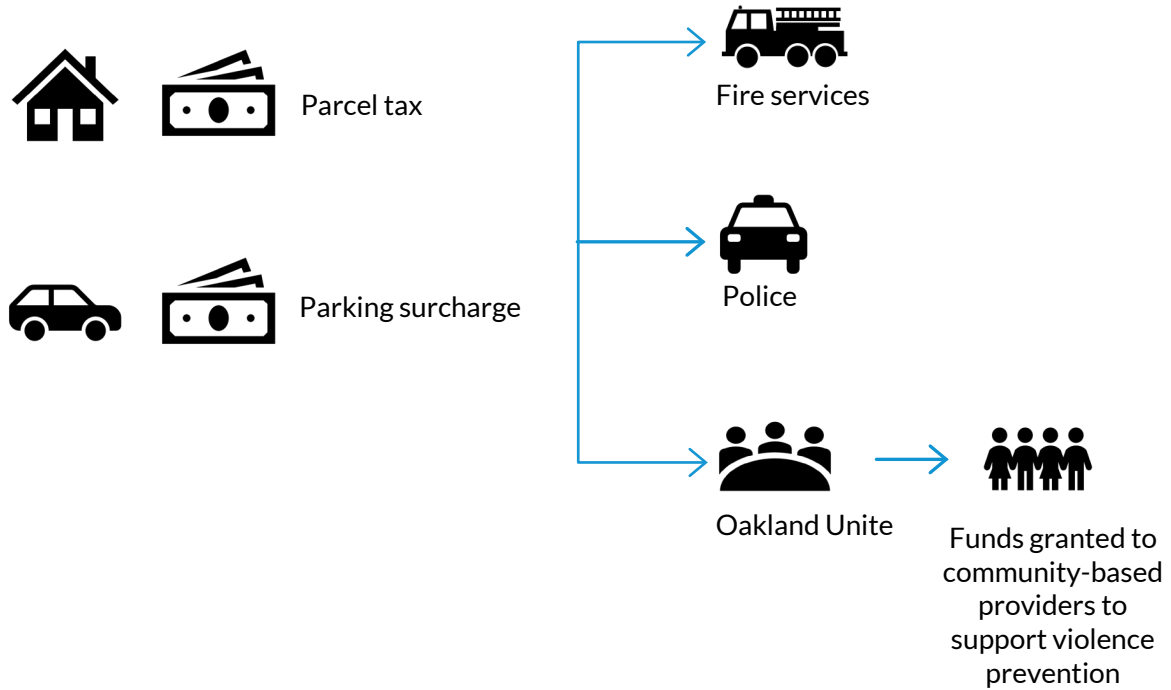
**Background:** In 2004, Oakland voters approved Measure Y, which created a new parcel tax and parking surcharge for commercial lots to fund violence intervention, additional police officers, and the fire service over 10 years.<sup>42</sup> In 2014, voters approved additional support for 10 more years through Measure Z, which maintained the tax and surcharge and, like Measure Y, required a citizens' oversight commission to supervise the initiative, but Measure Z refined the focus on serious violence and addressed a few other structural issues with the first 10-year measure.<sup>43</sup> Measure Z provides approximately \$24 million annually and allocates \$2 million to all fire departments, 40 percent of the remainder to support violence prevention programs, and 60 percent of the remainder to support additional police officers and crime reduction teams focused on serious violence.<sup>44</sup>

Oakland Unite, based in the City of Oakland's Human Services Department, administers the violence prevention grant program, which targets funds to individuals and communities at the highest risk of violence. Grantees are selected through a competitive proposal process focused on five primary strategies: life coaching, education and economic self-sufficiency, violent incident and crisis response, community asset building, and innovation (Gonzalez et al. 2018). In fiscal years 2017–2018, Oakland Unite awarded 33 grants to 26 separate agencies and organizations, totaling \$7.9 million (each roughly \$100,000–\$500,000). Each organization is required to match 20 percent of the funds. Oakland Unite also administers a \$300,000 annual investment in training and technical assistance to the network (Gonzalez et al. 2018).

**Flow of money:** Measure Z funds are generated through a parcel tax and parking surcharge on commercial lots. A portion of the funds supports Oakland Unite, which administers the violence prevention grant program through subgrants to a range of community-based service providers and provides some direct services (e.g., community engagement, violence response, and life coaching). Oakland Unite has been able to leverage the city's investment to attract significant funding from other sources, totaling more than \$15 million over the past seven years.

FLOW OF MONEY

## Oakland, CA: Measure Y and Measure Z



**Outcomes/impact:** An independent, retrospective evaluation examining outcomes over 10 years found that Oakland Unite clients showed progressively lower arrest and conviction rates following participation in programs (Resource Development Associates 2014). A separate study found that participants in adult life coaching and employment programs demonstrated fewer arrests for violent offenses compared to a matched comparison group (Gonzalez et al. 2017).

# Oregon: Justice Reinvestment Grant Program

**Location:** Oregon

**Goal:** Direct savings from reforms implemented during the state’s engagement in the Justice Reinvestment Initiative to counties “to plan, implement, or expand initiatives that reduce recidivism, reduce prison population, increase public safety, and hold offenders accountable.”<sup>45</sup>

**Background:** Faced with the potential need to build a new prison to handle growing numbers of people in prison, Oregon enacted comprehensive reform legislation in July 2013. H.B. 3194 aimed to reserve prison for people convicted of more serious offenses by removing mandatory minimums for repeat drug offenses and to reduce sentences for several offense categories. Among other changes and requirements, the bill created a grant program to provide funding for counties to assess people involved in the justice system and provide community-based sanctions, services, and programs that are designed to reduce recidivism and curb the use of incarceration.<sup>46</sup> With these reforms, the prison population growth was expected to slow and therefore save the state more than \$250 million in avoided costs by 2019, including averted costs from the construction of a new male prison as well as the reduced operational costs for DOC related to housing, feeding, and supervising a smaller population.<sup>47</sup>

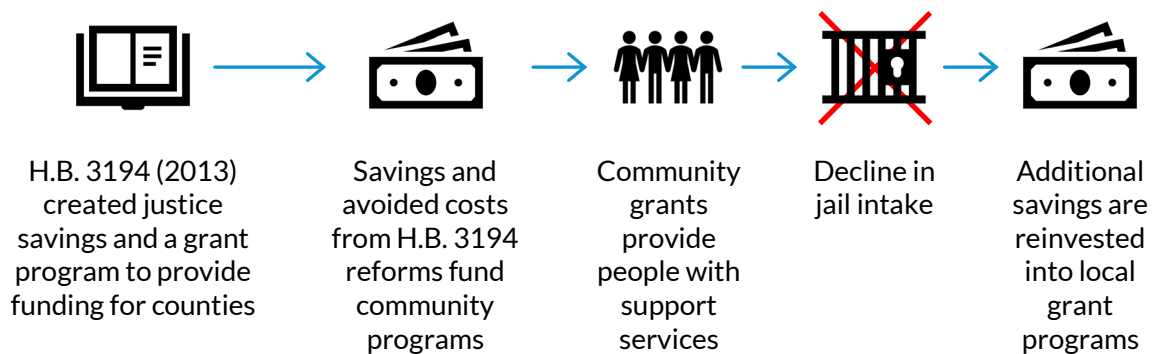
The Justice Reinvestment Grant program funds all 36 Oregon counties to implement services such as behavioral health treatment, supervision, transition services, program support, skill building, and jail and local sanctions programs. One example of a community-based JRI fund recipient is Mid-Valley Community Action Agency’s De Muniz Resource Center, which offers a wide range of reentry services to people coming home to Marion County from prison, including peer mentoring and support with securing housing, education, and employment. Additionally, 10 percent of JRI funding must go to community-based victims’ services. The Oregon Criminal Justice Commission (2016) annually calculates the costs averted and saved through reforms and recommends the appropriate amount that should be allocated to the grant program.

Since legislation was enacted in 2013, the state has captured savings each legislative cycle and provided additional funding for the grant program. The first two-year funding amount was \$15 million, then \$38.7 million; the most recent funding amount was \$40.1 million, with \$7 million in supplemental funding for prison diversion.<sup>48</sup> To allocate these grant funds, the state established a formula based on the percentage of correctional control population each county supervises. Regardless of the correctional population, each county receives a minimum of \$100,000.<sup>49</sup>

**Flow of money:** Savings and avoided costs resulting from H.B. 3194 are distributed to counties for local grants. The state realized additional savings by avoiding the construction of a male prison and distributed grants to counties. By 2017, the state had provided \$94 million in savings and avoided costs to counties. This includes avoided costs from H.B. 3078, passed in 2017, that averted the need for a second prison for women in Oregon.

FLOW OF MONEY

**Oregon: Justice Reinvestment Grant Program**



**Outcomes to date:** By 2017, Oregon had documented more than \$94 million in avoided costs, all of which was reinvested in the Justice Reinvestment Grant program. Many counties receiving grants have shown a decrease in either intakes to prison or length of stay. As a result of JRI, one prison remained closed and another has not been built.<sup>50</sup> Multnomah and Marion Counties both saw declines of more than 30 percent in intakes to prison from July 2012 to June 2016; the average length of stay for people sentenced to prison from Lane County decreased more than 20 percent; and, statewide, intakes to prison decreased 9 percent (Oregon Criminal Justice Commission 2016).

# San José, California: Mayor’s Gang Prevention Task Force’s Bringing Everyone’s Strengths Together (BEST) Grant Program

**Location:** San José, CA

**Goal:** Support and coordinate dozens of community-based service providers who provide a full continuum of care to youth most at risk of gang involvement including violence prevention, intervention, enforcement, and reentry programs.

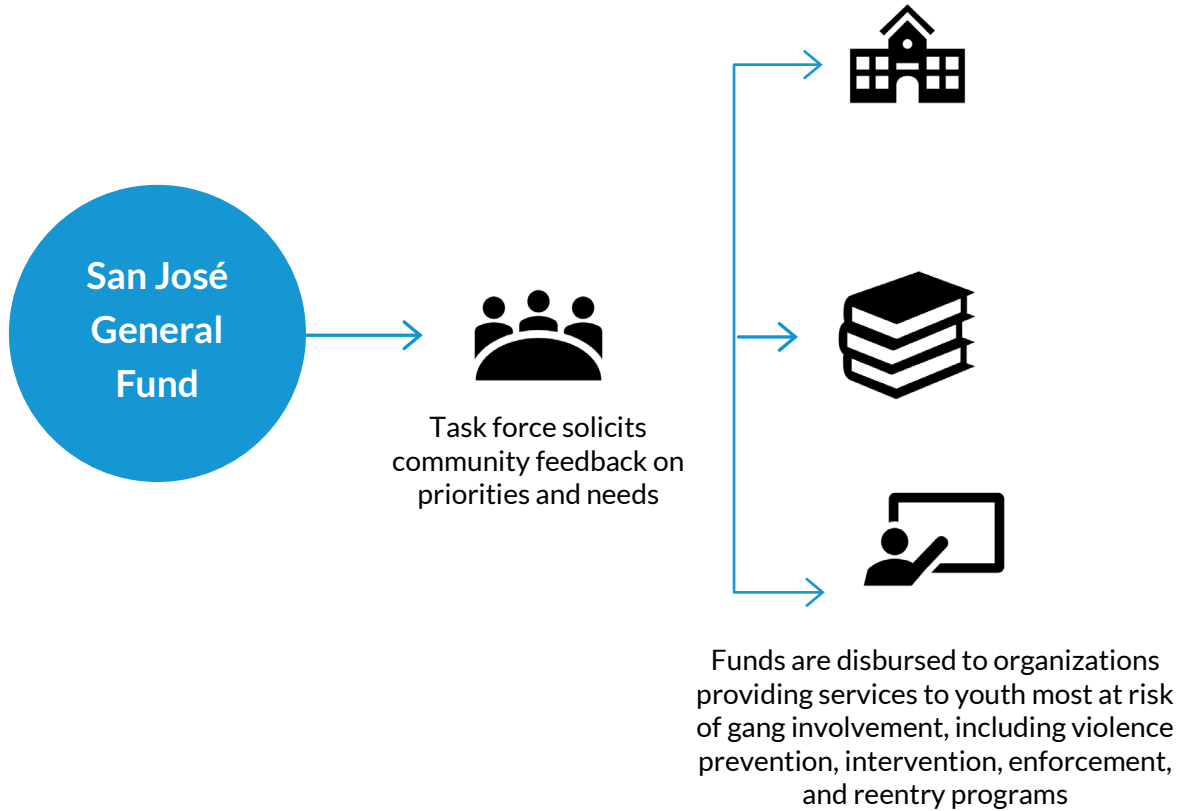
**Background:** The Mayor’s Gang Prevention Task Force in San José operates through a collective impact model that brings together stakeholders to collaboratively address gang violence and improve service provision. The task force engages neighborhood residents through an extensive process to inform priorities for available funds. The latest round of engagement involved more than 900 residents—including gang-involved people—through 30 separate focus groups. Current priorities include supporting youth programs, collaborations with schools, parent education, and increasing community policing. Through the BEST program, the task force funds a wide array of service providers, including organizations that provide substance use prevention, cognitive behavioral interventions, street outreach, case management, and parent engagement.

**Flow of money:** Nearly all funding for the BEST program comes from the City of San José general fund, though the program has also been supported with limited funds from the federal Department of Justice and the state of California. In the past several years, these funds have represented a \$2.2 million annual investment in the program from the City of San José.



FLOW OF MONEY

### San José, CA: Mayor’s Gang Prevention Task Force’s Bringing Everyone’s Strengths Together (BEST) Grant Program



**Outcomes/impact:** The task force reports that more than 3,500 youth were served by the BEST program in fiscal years 2017–2018.<sup>51</sup> Participating youth reported an increase in prosocial skills, improved school engagement, and reduced drug use.

# Washington, DC: Credible Messengers Program

**Location:** Washington, DC

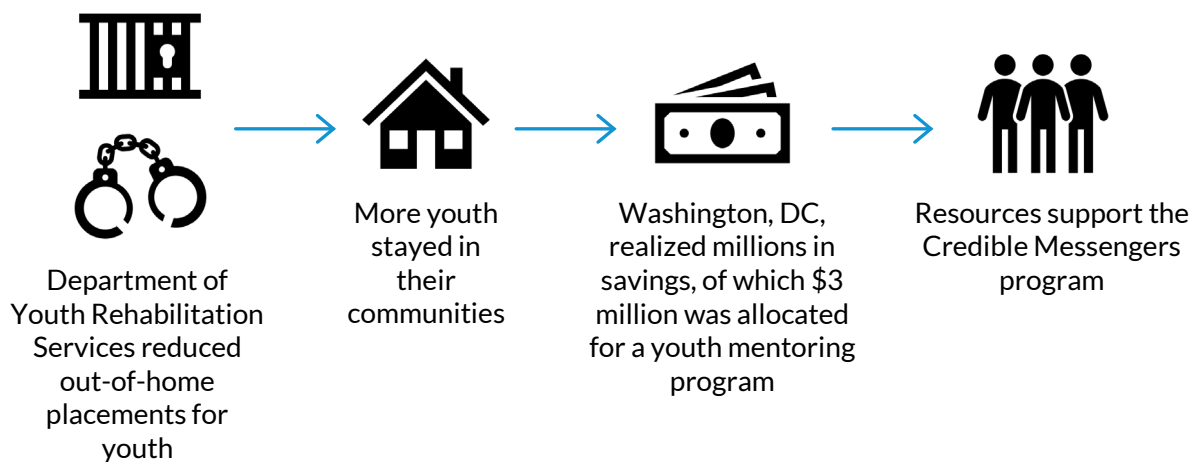
**Goal:** Provide youth in the custody of the Department of Youth Rehabilitation Services (DYRS) with mentoring support to create “healthy homes and supportive communities” and programs to prevent youth from system involvement.<sup>52</sup>

**Background:** Based on New York City’s mentoring and credible messengers work, the DC DYRS sought to model the program to provide youth with support from people with similar experiences, including system involvement. The city pairs youth committed to DYRS with mentors who have similar backgrounds and experiences to coach them through obstacles, model positive behavior, and help change attitudes and behavior around violence. Mentors work to provide training, programs, and emotional support to the youth. The youth and mentors build a trusting and supportive relationship to provide guidance to strengthen connections with their community, education, and employment.

**Flow of money:** As DYRS decreased out-of-home placements, the city reallocated approximately \$3 million in savings to this mentoring program.<sup>53</sup>

## FLOW OF MONEY

### Washington, DC: Credible Messengers Program



**Outcomes/impact:** None documented to date.

# Notes

- <sup>1</sup> Peter Wagner and Bernadette Rabuy, “Mass Incarceration: The Whole Pie 2016,” Prison Policy Initiative, March 14, 2016, <https://www.prisonpolicy.org/reports/pie2016.html>.
- <sup>2</sup> See Danielle Kaeble and Mary Cowhig, “Correctional Populations in the United States, 2016,” NCJ 251211 (Washington, DC: US Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, 2018).
- <sup>3</sup> See Michelle S. Phelps, “Rehabilitation in the Punitive Era: The Gap between Rhetoric and Reality in U.S. Prison Programs,” *Law & Society Review* 45, no. 1 (2011): 33–68. <https://doi.org/10.1111/j.1540-5893.2011.00427.x>.
- <sup>4</sup> See Marc Mauer and Meda Chesney-Lind, *Invisible Punishment: The Collateral Consequences of Mass Imprisonment* (New York: The New Press, 2003).
- <sup>5</sup> See Todd R. Clear, “The Effects of High Imprisonment Rates on Communities,” *Crime and Justice* 37, no. 1 (2008): 97–132. [www.jstor.org/stable/10.1086/522360](http://www.jstor.org/stable/10.1086/522360).
- <sup>6</sup> See Chris Mai and Ram Subramanian, *The Price of Prisons: Examining State Spending Trends 2010–2015* (New York: Vera Institute of Justice, 2017).
- <sup>7</sup> See National Research Council, *The Growth of Incarceration in the United States: Exploring Causes and Consequences* (Washington, DC: National Academies Press, 2014).
- <sup>8</sup> See Don Stemen, “The Prison Paradox: More Incarceration Will Not Make Us Safer” (New York: Vera Institute of Justice, 2017).
- <sup>9</sup> See D. R. Rose and Todd Clear, “Incarceration, Social Capital, and Crime: Implications for Social Disorganization Theory,” *Criminology* 36, no. 3 (1998): 441–80.
- <sup>10</sup> “Half of the Inmates Shouldn’t Be Here, Says Cook County Sheriff,” *60 Minutes*, May 21, 2017, <https://www.cbsnews.com/news/cook-county-jail-sheriff-tom-dart-on-60-minutes/>.
- <sup>11</sup> Other approaches that fall outside these three criteria have received significant attention and are also worth examination and consideration, including traditional juvenile justice reinvestment program such as RECLAIM Ohio and Redeploy Illinois, pay-for-success models including the Massachusetts Juvenile Justice Pay for Success Initiative, and other public-private partnerships such as Baltimore’s Public Safety Compact.
- <sup>12</sup> Laura Kurgan, Eric Cadora, David Reinfurt, Sarah Williams, and Leah Meisterlin, “Million Dollar Blocks,” Spatial Information Design Lab, accessed January 10, 2018, <http://spatialinformationdesignlab.org/projects.php%3Fid%3D16>.
- <sup>13</sup> We use “research-informed” in this context to reference programs and practices that are grounded in principles of effective practice but that have not been rigorously studied or proven effective in reducing recidivism or improving outcomes for people involved in the criminal justice system.
- <sup>14</sup> See Funders for Justice, *Divest/Invest: From Criminalization to Thriving Communities*, accessed January 10, 2018, <https://40ep0y39wiq61vsfuh7fnei1-wpengine.netdna-ssl.com/wp-content/uploads/2018/09/FFJ-Divest-Invest-1.pdf>.
- <sup>15</sup> Ben Ndugga-Kabuye and Rachel Gilmer, “Policy Platform: Invest-Divest,” The Movement for Black Lives, accessed January 10, 2018, <https://policy.m4bl.org/invest-divest/>.
- <sup>16</sup> #NoCopAcademy: The Report, 2018, available at <https://nocopacademy.com/report/>.
- <sup>17</sup> See <https://divest.nfg.org/>.

- <sup>18</sup> Community-based participatory research “emphasizes an iterative process of action, reflection, and experiential learning” to involve community members in all phases of the research process (Faridi et al. 2007, 1).
- <sup>19</sup> “Planning Teams,” Transforming Safety Colorado, accessed January 10, 2018, <https://transformingsafety.org/planning-teams/>.
- <sup>20</sup> “Providence at the Heights,” <https://www.providenceattheheights.com>.
- <sup>21</sup> For more detail on the WAGEEs program and the Latino Coalition’s role as the intermediary, see Thomson et al. (2018).
- <sup>22</sup> See, for example, Curtis, Marcus, and Jacobs (2013), Resource Development Associates (2017), and Gonzalez et al. (2017).
- <sup>23</sup> Fran Spielman, “Aldermen Authorize \$9.6M Land Buy for New Police and Fire Academy,” *Chicago Sun-Times*, November 6, 2017, <https://chicago.suntimes.com/news/aldermen-authorize-9-6m-land-buy-for-new-police-and-fire-academy/>.
- <sup>24</sup> *#NoCopAcademy: The Report*, 2018, available at <https://nocopacademy.com/report/>.
- <sup>25</sup> Mitchell Aremontrout, “Aldermen Approve Police Academy Funding during Heated City Council Meeting,” *Chicago Sun-Times*, May 25, 2018, <https://chicago.suntimes.com/news/aldermen-approve-police-academy-funding-during-heated-city-council-meeting/>.
- <sup>26</sup> *#NoCopAcademy: The Report*, 2018, available at <https://nocopacademy.com/report/>.
- <sup>27</sup> “History,” Transforming Safety Colorado, accessed January 10, 2018, <https://transformingsafety.org/history/>.
- <sup>28</sup> H.B. 17-1326, 71st Gen. Assemb., Reg. Sess. (Colo. 2017).
- <sup>29</sup> Transforming Safety Colorado, accessed January 10, 2018, <https://transformingsafety.org/>.
- <sup>30</sup> Final Fiscal Note, 17-1326, Colorado Legislative Council Staff, [https://leg.colorado.gov/sites/default/files/documents/2017A/bills/fn/2017a\\_hb1326\\_f1.pdf](https://leg.colorado.gov/sites/default/files/documents/2017A/bills/fn/2017a_hb1326_f1.pdf).
- <sup>31</sup> H.B. 18-1176, Sunset Offender Reentry Grant Program, <https://leg.colorado.gov/bills/hb18-1176>.
- <sup>32</sup> Final Fiscal Note, 18-1176, Colorado Legislative Council Staff, [https://leg.colorado.gov/sites/default/files/documents/2018A/bills/fn/2018a\\_hb1176\\_f1.pdf](https://leg.colorado.gov/sites/default/files/documents/2018A/bills/fn/2018a_hb1176_f1.pdf).
- <sup>33</sup> Most youth were referred after their arrest by the NYC Department of Probation or through precourt diversion by the Family Court Prosecutors. Some youth were referred directly from police officers as a diversion from arrest (Community Connections for Youth 2014).
- <sup>34</sup> “Student Safety Act Reporting: 2017 in Review,” New York Civil Liberties Union, [https://www.nyclu.org/sites/default/files/full\\_year\\_2017.pdf](https://www.nyclu.org/sites/default/files/full_year_2017.pdf).
- <sup>35</sup> “NYS Office of Children & Family Services Announces \$4 Million to Treat Juvenile Delinquents in Own Communities,” press release, April 27, 2010, <https://ocfs.ny.gov/main/news/2010/4-27-10%20Community%20Reinvestment%20grant%20awards.pdf>. See *Charting a New Course: A Blueprint for Transforming Juvenile Justice in New York* for the complete task force recommendations:
- <sup>36</sup> “NYS Office of Children & Family Services Announces \$4 Million.”
- <sup>37</sup> OCFs Community Reinvestment Program Grant RFP template, revised August 2008)
- <sup>38</sup> “NYS Office of Children & Family Services Announces \$4 Million.”

- <sup>39</sup> “OCFS-Funded Community Reinvestment Programs Need for Continued Funding for FY2014,” memo submitted to the New York State Joint Legislature Executive Budget Hearing on Human Service, February 5, 2013, <https://www.nysenate.gov/sites/default/files/articles/attachments/Human%20Services%205-%20OCFS.pdf>.
- <sup>40</sup> “OCFS-Funded Community Reinvestment Programs Need for Continued Funding.”
- <sup>41</sup> “NYS Office of Children & Family Services Announces \$4 Million”; “OCFS-Funded Community Reinvestment Programs Need for Continued Funding for FY2014.”
- <sup>42</sup> Oakland City Council Resolution 78734, revised July 20, 2004, <http://oaklandunite.org/wp-content/uploads/2011/05/PROPOSALJERSEY-GLATT.pdf>. See the summary of Measure Y on the city’s website: <http://www2.oaklandnet.com/government/o/CityAdministration/d/MeasureY/index.htm>.
- <sup>43</sup> Oakland City Council Resolution 85149, filed August 8, 2014, <http://www2.oaklandnet.com/oakca1/groups/cityadministrator/documents/report/OAK063829.pdf>. See the summary of Measure Z on the city’s website: <http://www2.oaklandnet.com/government/o/CityAdministration/d/measure-z/index.htm>.
- <sup>44</sup> “Measure Z- Safety & Services Act of 2014,” City of Oakland, California, accessed January 10, 2018, <http://www2.oaklandnet.com/government/o/CityAdministration/d/measure-z/index.htm>.
- <sup>45</sup> “Justice Reinvestment,” Oregon Criminal Justice Commission, accessed January 10, 2018, <https://www.oregon.gov/cjc/justicereinvestment/Pages/default.aspx>.
- <sup>46</sup> Pew Charitable Trusts (2015); H.B. 3194, 77th Leg. Assemb., 2013 Reg. Sess. (Or. 2013).
- <sup>47</sup> Oregon Criminal Justice Commission, Justice Reinvestment Grant Program 2017–2019 request for grant proposals, [https://www.oregon.gov/cjc/jri-grant/Documents/2017-19\\_JR\\_RFGP.pdf](https://www.oregon.gov/cjc/jri-grant/Documents/2017-19_JR_RFGP.pdf).
- <sup>48</sup> See the Oregon Criminal Justice Commission presentation from the November 2018 meeting of the Regional Implementation Council, available at <https://www.oregon.gov/cjc/justicereinvestment/Pages/default.aspx#jri-ric>.
- <sup>49</sup> Oregon Criminal Justice Commission, [https://www.oregon.gov/cjc/jri-grant/Documents/2017-19\\_JR\\_RFGP.pdf](https://www.oregon.gov/cjc/jri-grant/Documents/2017-19_JR_RFGP.pdf).
- <sup>50</sup> Interview with Shannon Wight, deputy director, Partnership for Safety and Justice, October 3, 2018.
- <sup>51</sup> Community Crime Prevention Associates, *Bringing Everyone’s Strengths Together, City of San Jose BEST: Cycle 26 FY2016–17 Final Evaluation Report* (San José: Community Crime Prevention Associates, forthcoming).
- <sup>52</sup> “Credible Messenger Initiative,” Washington, DC, Department of Youth Rehabilitation Services, accessed January 10, 2018, <https://dyrs.dc.gov/page/credible-messenger-initiative>; DC Committee on the Judiciary fiscal year 2017 budget report, [http://dccouncil.us/wp-content/uploads/2018/11/Committee\\_on\\_the\\_Judiciary\\_FY17\\_Budget\\_Report\\_with\\_Attachments\\_Final\\_2.pdf](http://dccouncil.us/wp-content/uploads/2018/11/Committee_on_the_Judiciary_FY17_Budget_Report_with_Attachments_Final_2.pdf).
- <sup>53</sup> DC Committee on the Judiciary fiscal year 2017 budget report, [http://dccouncil.us/wp-content/uploads/2018/11/Committee\\_on\\_the\\_Judiciary\\_FY17\\_Budget\\_Report\\_with\\_Attachments\\_Final\\_2.pdf](http://dccouncil.us/wp-content/uploads/2018/11/Committee_on_the_Judiciary_FY17_Budget_Report_with_Attachments_Final_2.pdf).

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