



# Indianapolis Violence Reduction

Assessment & Recommendations  
by the National Institute for  
Criminal Justice Reform

May 2020

# Indianapolis Violence Reduction Initial Assessment & Recommendations

Indianapolis experienced four consecutive years of record level numbers of homicides between 2015-2018. Since 1991, a time when the vast majority of cities in the country were experiencing their highest rates of violence, New York City has had an 86% reduction in homicides, Los Angeles has achieved a 73% reduction in homicides, while Indianapolis has had a 65% increase in homicides during that time.

The National Institute for Criminal Justice Reform was commissioned by the City of Indianapolis to conduct an assessment of the City's current violence reduction landscape and capacity as part of an initiative to launch a Gun Violence Reduction Strategy (GVRs). Between November 2019 and March 2020, NICJR made several visits to Indianapolis and interviewed numerous city officials, community leaders, clergy, non-profit service providers, law enforcement, and directly impacted individuals. NICJR also reviewed data and conducted initial research on the City's violence problem.

At the end of 2015, Indianapolis tallied 148 murders<sup>1</sup>, the most the City had ever experienced in a single year. There were increases in each of the following three years. In 2019, there was a small decrease in homicides from the previous year.



**Since 1991, New York City has achieved an 86% drop in homicides, while Indianapolis has experienced a 64% increase.**

<sup>1</sup> There were more homicides, but 148 is the number of illegal homicides, or murders, which is also the number for each year in the graph.

# Community Services and Supports

In 2018, the City of Indianapolis' Office of Public Health and Safety (OPHS) created a new division – the Community Violence Reduction Team (CVRT).

The CVRT Director Shonna Majors has vast experience in corrections, re-entry, and community outreach. She appears to be a well-respected leader in the field by both community service providers and law enforcement. CVRT has had different levels of staffing, but at its height had seven Peacemakers and/or Resource Coordinators. Those staff have a variety of duties, including: regionally based street outreach; receiving referrals from law enforcement and others (primarily youth) and assigning those youth to funded CBOs; conducting interventions at schools and in neighborhoods; and managing contract compliance with the five community organizations that receive grants from OPHS.

In a series of interviews, CVRT Peacemakers highlighted the following needs and challenges for their work:

- the need to have City-issued vehicles or at least have their mileage and parking reimbursed;
- relatively low salary range (\$35k-\$40k);
- the need to have access to the Juvenile Detention Center to hold groups and meet with youth;
- professional development for staff.

Director Majors acknowledged that CVRT and other city efforts are not their most effective yet and certainly not well resourced, but soon after the CVRT was created they immediately began working to try to reduce violence. Director Majors has expressed her willingness to implement an effective GVRs with recommendations coming from this assessment process.

In partnership with the City's effort to reduce violence is the Central Indiana Community Foundation (CICF), which funds several community based non-profit organizations to conduct violence prevention and youth

development work. CICF entered into a formal agreement with the City in 2013 with the City and County Council allocating \$2.75 million for CICF to distribute to community service providers. CICF works with the OPHS and provides grant funds to 54 local organizations (a full list of organizations and grant amounts is included in Appendix B). Approximately half of the modest sized grants are to serve youth and half are to provide re-entry support for adults transiting from incarceration.

In addition to the CICF funded organizations, the OPHS has separately funded five groups that provide youth development and intervention services, including serving referrals from the Office of Violence Reduction. The following organizations receive funding directly from the OPHS:

## RecycleForce and B4UFALL

RecycleForce provides transitional employment and other services to Indianapolis justice-involved adults, with a focus on 14 ZIP Codes that experience high rates of violence. Its evidence-based program focuses on building occupational skills, providing safety training, and job search and placement assistance. RecycleForce's grant is to expand its program for direct peer outreach mentoring services to RecycleForce transitional employees, provided in large part through a contract with the mentoring organization B4UFALL. B4UFALL will also engage in on-street violence intervention and interruption.

## Step-Up, Inc.

Step-Up, Inc. is a non-profit organization that provides critical health services such as HIV and STI testing and prevention services, as well as re-entry services for adults. Step-Up's grant award supports the expansion of its successful collaboration with Zealous Minds for the "No-Entry" program. The program serves students who have been identified as particularly at risk by the Indianapolis Public Schools, providing mentoring, a "school

advocate,” case management services, and flexibly-located “mobile learning labs.” Step-Up and Zealous Minds focus on Tech High School and Washington High School.

### **Violence Free Living**

Violence Free Living (VFL) is a proven, successful classroom-based violence reduction program that is focused on intervention for incarcerated individuals, probationers and parolees, and at-risk members of the community. VFL has developed its own curriculum, which is based on a cognitive behavioral therapy (CBT) approach delivered in an interactive class setting. VFL’s grant is to expand its services to Roberts Park United Methodist Church and two additional locations, as well as to maintain the two courses already being taught in Marion County Jail I and Jail II.

### **VOICES**

VOICES is a healing-centered, community arts organization that provides after-school and in-class programming. VOICES’ grant supports Power and Promise, its cross-age peer mentor and youth leadership program. The program recruits and trains Indianapolis youth to mentor elementary and middle school students from the same communities who have experienced similar levels of trauma and exposure to violence.

### **Youth Employment System Indy Re-Engagement Centers**

The Youth Employment System Indy Re-Engagement Centers (YES Indy REC) is a program of EmployIndy that focuses on five areas that experience violence. The program operates re-engagement centers that serve “Opportunity Youth” – young people, 16-24, who are disconnected from either education or the workforce, many because of involvement with the criminal justice system. The program provides a two-week pre-training course, followed by one-on-one developmental and career services, as well as adult basic education courses, industry credential certification training, and wrap-around services such as mentoring and barrier buster supports.

Indianapolis has several community-based organizations working to prevent violence or provide youth development services. Unfortunately, there are very few efforts to directly intervene in order to reduce violence in the near term. NICJR interviewed staff and visited and/or researched several Indianapolis organizations, some of which appear poised to serve this population if provided dedicated funds to do so.

The Eskenazi Hospital Prescription of Hope program works with gunshot wound victims brought to the hospital, ages 15 to 30 years old. Prescription of Hope provides an average of six months of post hospital release support and case management. The program’s four Violence Intervention Specialists work with up to 25 clients each. Though the program is primarily focused on victim services and does not work with clients over the age of 30, this may be the program whose clients are most closely aligned with the individuals in Indianapolis at the highest risk of being involved in gun violence.

Public Advocates in Community Re-Entry (PACE) was founded in 1960 and is located on 28th and Keystone in the Martin Del Brightwood neighborhood. PACE provides a variety of services to the incarcerated and re-entry population, including employment readiness services and skills training and a connection with 100 employers that hire its clients. PACE also provides substance abuse counseling and financial literacy and coaching. PACE focuses its services on adults who have felony convictions or at least five misdemeanors. The programs at PACE serve approximately 1,500 new clients per year and an additional 2,000 on-going clients. The 15-18 staff at PACE include 4-5 formerly incarcerated individuals. Most of the clients are referred by probation, parole, or the Community Corrections agency. PACE also conducts programs in the Marion County Jails and the Duvall work release center. Although primarily focused on re-entry services, PACE appears to have the experience and capacity to work with the young adult population that is at very high risk of involvement in gun violence.

The City of Indianapolis’ website, under OPHS’s page, includes the following statement about the City’s investment in violence prevention:

“The Office of Public Health and Safety administers the Community-Based Violence Prevention Partnership, a grant program that invests \$300,000 a year in evidence-based violence prevention services offered by grassroots organizations in Indianapolis neighborhoods. In combination with the Community Crime Prevention Grant Program, which has seen a \$750,000 increase in funding over the last three years, this represents the largest investment in neighborhood-based anti-crime efforts in more than a decade.”

While this relatively new investment is commendable, it is noteworthy that many smaller cities are spending much more funds toward community efforts to reduce violence:

- The City of Oakland, CA, with a population of 415,000 people, dedicates nearly \$10 million every year to violence intervention, separate from a larger annual allocation to prevention services. Through city employees of the Department of Violence Prevention and grants to community based non-profit organizations, Oakland employs 12 full-time Life Coaches to work with young adults identified as being at the very highest risk of gun violence and funds incentive stipends to those clients. An

additional eight Violence Interrupters are employed citywide. The \$9.8 million dollar annual distribution of violence intervention dollars also funds case managers for youth on probation, a community healing initiative, and support services for commercially and sexually exploited children.

- Washington, D.C., with a population of 700,000, has a government Office of Neighborhood Safety and Engagement which employees 10 full-time outreach workers, as well as provides grants to community-based organizations for violence prevention activities.

- The Office of Violence Prevention in Stockton, CA, with a population of 300,000, employs eight full-time Peacekeepers to provide support and intervention services to the formerly incarcerated and individuals at high risk for violence.

In the bestselling book, *Bleeding Out*, that is being read by the CVRT team and Indianapolis Metropolitan Police Department (IMPD) Executive Staff, Thomas Abt writes about the different components of a Focused Deterrence/Gun Violence Reduction Strategy and how they are all critical and interdependent:

*Each constituency is essential to the effort's legitimacy. Leave out law enforcement and you lose deterrence and accountability. Ignore the community and you lose legitimacy. Lose the services and you lose balance and forfeit the ability to encourage change, not just deter crime.*

*Thomas Abt, Bleeding Out*

# Community Violence Intervention/Call-Ins

In partnership with the Indianapolis Project Safe Neighborhood initiative, CVRT Director Shonna Majors coordinates the City's Call-In meetings. Call-Ins are a key component of the Ceasefire/Gun Violence Intervention Strategy used in cities around the country. The Call-Ins in Indianapolis appear to have a number of promising aspects but are also in need of improvement.

Every quarter the neighborhood with the highest number of shootings is selected to be the focus of the Call-Ins. A list of people on adult probation in that neighborhood is generated and there is a vetting process of that list at IMPD that produces a final list of people on probation to be invited to the Call-In. Invitees receive a letter mandating their attendance at the meeting.

Speakers at the Call-In include: Director Majors, representatives from various community groups, formerly incarcerated individuals, the County Prosecutor, the U.S. Attorney, IMPD, and victims of gun violence. If done right, this can be a very good mix of speakers. Several people interviewed for this report who have attended or participated in Call-In meetings made these three primary critiques of the Call-Ins:

- 1 The Call-Ins do not include the right people who are at the very highest risk of being involved in gun violence.
- 2 The tones of some of the speakers are condescending or demeaning; they "speak down" to the clients.
- 3 There is not a seamless process to connect the people who attend with service providers.

People identified as high risk who are not on probation receive a Custom Notification Letter delivered by a Peacemaker. The letter gives the Call-In message (the template letter is included as Appendix C). Conducting Custom Notifications is also a tactic used in other cities to have a quicker engagement with a high-risk individual or, like in Indianapolis, when the person is not able to attend a Call-In. But in other cities where Custom Notifications are utilized, they are in-person meetings between a high-risk individual and a law enforcement official and member of the community to express the same message as the Call-In. The Custom Notification Letter used in Indianapolis does have the right message though.

## Law Enforcement Efforts

Other than solving shooting cases and arresting suspects, the main violence reduction initiative of the Indianapolis Metropolitan Police Department (IMPD) is the Indianapolis Violence Reduction Partnership (IVRP). IVRP is a bi-weekly meeting of various law enforcement agencies, including from around the region, to discuss enforcement of top priority individuals. Approximately 40-60 law enforcement personnel attend from IMPD, Marion County Probation, Indiana Parole, Marion County Community Corrections, Marion County Prosecutor's Office, the US Attorney's office, Marion County Sheriff's Department, and federal agencies, including: DEA, ATF, FBI, and U.S. Marshalls. Often local law enforcement agencies from the surrounding region also attend.

IVRP reviews recent shooting incidents and homicides and identifies individuals to focus law enforcement attention on. On occasion, IVRP refers individuals to OVR/Shonna Majors' shop for participation in Call-Ins or for general outreach and support.

The IVRP meeting has great potential to be modified into a formal Shooting Review meeting that could formally be the engine that drives and coordinates all internal and external partners including the DA's office, District Commanders, and OVR around the purpose of immediately reducing retaliatory shootings and homicides. The current design and purpose of the meeting gets close to that purpose with some existing elements of the meeting, but not enough elements are currently in place. The meeting would have to be modified to adopt the purpose of a Shooting Review, which is to immediately reduce retaliatory shootings and homicides. Assuming that this purpose could be adopted, priorities and thus activities can be developed to meet that goal. The specifics of the recommended changes are discussed in more detail in the following section.

IMPD has a nationally renowned Public Safety Partnership, which includes a Crime Gun Intelligence Center (CGIC) and the bullet tracing National Integrated Ballistic Information Network (NIBIN). In IMPD's Eastern District, with the highest gun violence rate, the Department also has an Incident Analysis Center with an impressive staff that review, in real time, video footage, social media, and leads coming in from officers in the field.

The NICJR technical assistance team met with numerous IMPD staff, including Executive Staff, investigators, crime and intelligence analysts, and professional staff. It was clear that IMPD is a proud organization, with dedicated, competent staff who have worked hard to protect public safety in Indianapolis. It was also clear that across the board, IMPD staff feel understaffed and that previous realignments throughout the agency have caused certain violence reduction and violence responses to be hampered. While the lack of manpower and other resources is a real challenge for IMPD, the resources the Department does have are significant and have the potential to be incredibly effective with much greater communication, collaboration, and focus.

### Indianapolis Homicide Analysis Jan 1, 2019 – Dec 31, 2019 Data from IMPD





**78%**  
had previous arrests

**47**  
people

**243**  
total of previous felony arrests

An average of 5 each

**78%**  
were Black  
(only 28% of the City's population is Black)

**29**  
was the average age of Black suspects  
(66% of suspects)

**6%**  
of suspects were juveniles

**85%**  
of suspects were males; 15% were females

The data reveals that the population that needs immediate attention and intervention is not “youth” as typically understood as teenagers, but young men in their mid-to-late twenties, specifically, young Black men with serious criminal justice histories. And like in most cities, if not in every city, the number of people who are at the highest risk for being involved in a shooting is very small. As one key leader in law enforcement told the NICJR team, “There is a small, small number of people shooting” in Indianapolis and the City is “not focused enough on the shooters.”

Nearly every person and group interviewed for this report said that Indianapolis does not have a gang problem and that gun violence in the City is not due to gang feuds. This was initially surprising given, if true, Indianapolis would be an outlier among larger cities across the country. But as this issue was explored in more depth, it became clear the difference was one of definition. In fact, similar to many other cities, including Oakland, Indianapolis appears not to have many structured, hierarchical gangs like it used to with the Gangster Disciples and Vice Lords from Chicago. But there are many small, loose-net groups or crews of people who associate together, sometimes commit crime together, and are very active on social media. Investigators in IMPD’s Homicide Unit admitted that although conflicts between these crews are not a major cause of violence, most people who commit gun violence are in one of these groups.

“Murder in the United States rarely happens at random. Homicides occur in predictable places, driven by identifiable people, and triggered by well-understood behaviors,” Abt writes in *Bleeding Out*. “When violence is predictable, it is preventable.”

IMPD’s CGIC Unit is beginning to use Social Networking Analysis. IMPD recently launched a yearlong partnership with the Naval Post Graduate School to implement Social Networking Analysis. This will help with better understanding this small population of people who are at the very highest risk for gun violence.

# Recommendations

The following are brief overviews of recommendations for the City of Indianapolis based on our assessment of the current landscape, as well as effective practices and strategies in violence reduction. Additional details on many of these recommendations are contained in the appendix of this report:

## 1. Conduct a Gun Violence Assessment:

Indianapolis should have a comprehensive Gun Violence Assessment or Gun Violence Problem Analysis conducted to determine the true nature of gun violence in the City. The lack of clarity on what is driving most of the gun violence in Indianapolis is clear. When we met with community members, service providers, various divisions of IMPD, the County Prosecutor's Office, Marion County Probation, and others, everyone had different perspectives on why gun violence is high in Indianapolis. Without a shared understanding on what is driving gun violence in the City, there cannot be a shared strategy, clearly defined roles for partners, or measurable objectives. As such, this type of analysis is a foundational document used to help cities understand their gun violence challenge. This analysis establishes a common understanding of the local violence problem that guides and informs the work of civic, community, and criminal justice leaders to reduce violence.

A Gun Violence Assessment will determine the nature of the gun violence and overriding motives, and develop a risk profile of who is at the very highest risk of being involved in gun violence. IMPD's current partnership with the Indiana University, along with support from NICJR and its partner CPSC, can develop such a report (additional information about a Gun Violence Assessment is included in Appendix A).

## 2. Full-time Gun Violence Reduction Strategy Manager:

Indianapolis needs to hire or assign someone, preferably inside the City government, whose full-time job is to coordinate and direct a Gun Violence Reduction Strategy (GVRs). This person must be a proven manager, respected

by various stakeholders, who can coordinate efforts between community-based service providers, law enforcement, and other city and county agencies. This Director must be astute enough to manage the day-to-day operations of a partnership while also answering to the Mayor, City/County Council, and the public. This position should have the authority to make decisions and implement recommendations in the police department and with city funded service providers, and not simply be an existing manager within the City who is given additional responsibilities.

In his book *Bleeding Out*, Abt writes: "Mayors have obligations that preclude them from taking over day-to-day oversight of these initiatives, but it might be clear that the mayor is committed and involved. The best way to do this is establish an office headed by an official who reports directly to the mayor to handle this and other public safety initiatives that require collaboration among multiple agencies and constituencies."

## 3. Regular Shooting Reviews:

IMPD either needs to make changes to its existing IVRP meetings and process, or create a separate Shooting Review meeting that reviews every homicide and injury shooting within the City, determines the likelihood of retaliation and identifies groups and individuals who are likely to retaliate or be victims of retaliation, and develops enforcement plans, as well as shares information with service providers so that outreach and support efforts are focused on the people at the highest risk of being involved in a shooting. With the volume of shootings in Indianapolis, these Shooting Reviews should be at least weekly, but most likely twice weekly (additional information about Shooting Reviews is included in Appendix A).

#### 4. Coordination Meetings:

An effective GVRS maintains a partnership between various stakeholders, including service providers, law enforcement, community supervision agencies, community leaders and advocates, and the City's administration. This partnership or a subgroup of its membership, should meet regularly so that law enforcement can share information with the service providers, outreach, and support organizations, to ensure that the right people have been identified for outreach and engagement. In Indianapolis, there should be weekly Coordination meetings.

#### 5. Revamp the Call-Ins and Custom Notifications:

A key component of an effective GVRS is to provide direct and respectful communication to the people at the very highest risk of violence, to inform them of their risk, to notify them that they are on the radar of law enforcement, and to offer them real and intensive services and supports. The message is that they are at high risk, they are cared for, and there is concern for them. Indianapolis has implemented the two main aspects of direct communication: Call-Ins and Custom Notifications. Both of these should be significantly improved.

#### 6. Dedicated Service Providers for Very Highest Risk Individuals:

In partnership with the City/County Council, Office of Public Health and Safety, CICF, and other funders, the City should fund dedicated Outreach Workers and Life Coaches for full-time focus on the individuals who are identified through the re-focused IVRP and/or Shooting Reviews and Coordination Meetings. Due to the current policy, which should be amended, that the OVR is not allowed to hire formerly incarcerated individuals who could serve as Credible Messengers, these funds should be dispersed to community-based organizations that have the willingness and capacity to employ and supervise 3-5 Outreach Workers and/or Life Coaches each. Appendix D is a position description for Life Coaches. A City the size of Indianapolis with its level of gun violence should have at the bare minimum 16 Life Coaches. One possible structure is to have

the Outreach Workers and/or Life Coaches employed by local community-based organizations with direction and contract management provided by OPHS/CVRT.

#### 7. Improve IMPD's Focused Enforcement on Violence:

A successful GVRS requires law enforcement to work in a different manner. It requires police agencies to use their limited resources in more effective and efficient ways. This includes going beyond simply responding to calls for services (911 calls) and investigating crimes after the fact by being proactive and focusing efforts on the small number of people who are most likely to be involved in gun violence.

##### a. Design and Implement 60/90-day Enforcement Plans

IMPD should implement 60/90-day enforcement plans. These 60- to 90-day plans are informed by the Shooting Review and should be developed in every Division and every Division commander should be held accountable for their implementation. It is essential that this enforcement plan is implemented with the goal of creating an immediate response to gun violence, giving immediate supplemental enforcement support to the police department, restoring hope in the community, and forging relationships with individuals in the community that will continue to foster a positive working relationship. The effectiveness of the combined enforcement efforts, coupled with the community outreach, will generate additional community involvement as the program demonstrates a progressive deterrent effect on both individuals and groups of individuals that engage in criminal activity related to violent crimes. In order to realize reductions in violent crime, the IMPD and its collaborators must focus their enforcement efforts on gun-related violence, the targeted enforcement of high-risk and repeat offenders, and utilize enforcement techniques that result in the disruption of violent criminal networks within the City. The 60/90-day plans are person specific. The Shooting Reviews identify individuals who should be targeted for enforcement, monitoring, or direct and respectful communication. The 60/90-day, person-specific plans include the names and

pertinent details of these individuals and what type of enforcement intervention is sought (arrest, monitoring, communication, etc.).

### **b. Improve and Increase the Use of VCU and Flex Teams in Reducing Violence**

While a large number of IMPD officers will have to remain assigned to responding to calls for service, the Department should also expand on its current effort to assign specialty teams to focus on violence. Higher skilled officers in no call cars (not receiving 911 call assignments), like the Department's current Violent Crime Unit (VCU), can be incredibly helpful in implementing 60/90-Day Enforcement Plans. IMPD has recently reduced the size and reorganized VCU, but each Division has a Flex Team, a unit of officers who are also not responsible for responding to 911 calls. IMPD should increase and improve the skillset of the officers assigned to these units and use these officers to implement the 60/90-Day Enforcement Plans.

## **8. Increase and Improve IMPD Data and Intelligence Gathering and Coordination**

IMPD has several very impressive components, including its nationally renowned CGIC Center and the Incident Analysis Center. These two well run operations that collect valuable information, along with the Department's IVRP and the pending increase in crime analysts, are all very promising. The significant challenge is that these different components do not all talk with each other, their data systems do not share information, and the divisions often work in silos. IMPD is keenly aware of this issue and discussed plans to correct these deficiencies.

IMPD should create or revise existing data systems so information can be easily shared and data systems can interact with each other. It is currently possible that three separate IMPD units could be investigating the same person for three different crimes and be unaware of it.

IMPD appears to be working on the issue, but we recommend that a central fusion unit is authorized to be the official gatekeeper and disseminator of information and intelligence. The CGIC Unit appears best equipped, staffed, and supported to be the unit to ensure that

violent crime responses are collaborative, and information is shared across the department. The goal of this effort is to maximize IMPD's ability to detect, prevent, investigate, and respond to gun violence in and around Indianapolis.

The CGIC should maintain a repository of information that allows IMPD to cross-reference persons, addresses, vehicles, phone numbers, and other relevant information for possible conflicts or overlapping investigations within IMPD and other law enforcement agencies. This is accomplished using several law enforcement databases and resources to achieve successful resolution of criminal investigations and de-conflict for officer and public safety. The role of the CGIC is to gather, process, analyze, and share relevant information and intelligence relating to gun violence in Indianapolis. The CGIC disseminates alerts, warnings, situational awareness reports, analytical products, and notifications when applicable and appropriate. The CGIC is also responsible for assisting investigation units and any patrol Division, as applicable.

IMPD personnel reported to the NICJR TA team that they do not regularly collect information about gangs, cliques, or groups due to the very fluid nature of these groups and Indianapolis no longer having structured gangs in the City. While this may be true, we recommend that IMPD collect information about these loose net groups and the individuals in them.

# Appendix A:

## More Detailed Information on Recommendations

### Gun Violence Assessment/Problem Analysis

As a foundational document, the problem analysis creates a shared understanding of the violence dynamic in a city and is a starting point that informs the development of a strategy specific to the dynamics in Indianapolis. The premise of the analysis is that you have to understand the “problem” you are trying to improve before you can effectively address it. Despite the great work that partners in Indianapolis are doing, those efforts are not effectively having a significant impact on gun violence in the near term as indicated from the rate of homicides and shootings over the last five years. As a result, we have to step back and look at the common “problem/challenge” and gather relevant information about it to inform appropriate activities that will help the City make progress.

Specifically, a Gun Violence Assessment is a set of data collection and analysis exercises designed to support the implementation of violence reduction strategies. This methodology has been developed and refined over the last 20 years and used in dozens of cities nationally. Though the methodology is informed by research, the problem analysis is primarily a practice document with implications for local policy. The analysis consists of quantitative and qualitative data on the more than 100 actual Indianapolis homicides in the past year. If there is sufficient reliable information on non-fatal injury shootings this can be included as well. The analysis of these incidents will reveal group dynamics and individuals within the Indianapolis community who are at greatest risk of violence and help tailor an intervention to reduce that risk. Knowing the risk criteria for individuals at the very highest risk of gun violence is exactly the type of information that you need to build a Gun Violence Reduction Strategy.

Most cities’ service apparatus is not built in a way to immediately address retaliatory shootings/homicides. Indianapolis is no different. As such, building this infrastructure based upon this analysis that is specific to Indianapolis, helps to determine what type of infrastructure is required. However, this will not be known without a Gun Violence Assessment, which will reveal the specific gun violence dynamics and risk criteria for victims and suspects and how they relate to each other.

### Regular Shooting Reviews

While the Gun Violence Assessment is the foundation, the Shooting Review is the engine that continuously fuels a Gun Violence Reduction Strategy. Unlike the Gun Violence Assessment, which is retrospective, the Shooting Review is prospective by helping partners understand shootings and homicides that recently occurred and informs their immediate actions to prevent retaliation. The Shooting Review works from actual shooting and homicide incidents in real time to guide internal and external enforcement efforts as well as identify individuals at the very highest risk for involvement in violence for intervention services and direct communication (Call-Ins and Custom Notifications). The Shooting Review is the primary real time gun violence management meeting to address gun violence.

The meeting requires a review of every shooting and homicide incident that occurred over the past week. This includes non-injury as well as injury shootings. The purpose for reviewing both is based upon the understanding that just because someone didn’t get hit in a shooting doesn’t mean that

was not the intention. It's equally important to look at these non-injury shootings because if the goal is to manage retaliation, we need to have as much pertinent information as possible in order to make informed decisions about next steps. As such, if there are non-injury shootings, especially if there are multiple rounds fired, or shots fired at a key location (house, street corner, etc.) you need to know this information to get a more fully informed picture of the dynamics at play.

The review of incidents is a group diagnosis of what is going on and who is likely to retaliate. For every incident reviewed the investigator typically gives a very brief synopsis of what happened, and then the commander or executive opens it up to the room for everyone to participate on what they know about the likelihood of retaliation and what could be done to prevent it. A shooting review requires full group participation, so people should be encouraged to participate and provide information that would lead to decreasing retaliation by directly intervening with (arrest, custom notification, Call-In, or mediation) those most likely to respond violently. Additionally, group participation is also encouraged because given the rate of likely justice system contact, the victim/suspect will likely be known to individuals within IMPD, and to their partners. Participants in the room will likely have information that could help prevent retaliation. This meeting and the conversation that results, when done well, helps to break down silos internally and externally, and utilizes IMPD and others' limited resources more effectively.

A well executed Shooting Review is the key to implementing an effective gun violence reduction strategy. Because it is the engine that drives the strategy, it is critically important that the right people need to be in the room. This includes: executives in IMPD; commanders of investigation units, aggravated assault and other pertinent units (i.e. robbery, property crimes); knowledgeable line staff from investigations, CGIC, street teams; the crime lab; University of Indiana researcher, Dr. Hipple; IMPD crime analysis; and outside federal and state agencies (USMS, ATF, FBI, DEA, Probation, Parole, Corrections).

If IMPD decides to create a separate Shooting Review meeting in addition to IVRP, it will be critical to ensure the right people are in the Shooting Review meeting consistently and are not missing meetings due to conflicts or meeting fatigue.

## **Direct and Respectful Communication: Call-Ins and Custom Notifications**

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People who are invited to attend Call-Ins and receive Custom Notifications should be people who are at the very highest risk of violence, identified by working from actual incidents at the Shooting Review. The message of risk, care, and concern should be delivered in a way that is consistent with the Procedural Justice principles of fairness, neutrality, respect, trustworthiness, impartiality, and voice. All people are deserving of such treatment and numerous national studies demonstrate that it is effective. Research shows that when communities view police authority as legitimate, they are more likely to cooperate with police and obey the law. Ultimately, the point of a Call-In is to respectfully inform people of their risk of being a victim or perpetrator of gun violence and what that means at the community and personal level in an effort to change their behavior. For the message to be effective it should be conveyed in a way that is procedurally just, which will yield higher rates of receptivity among participants.

Indianapolis should adjust its Call-Ins so they are more frequent and consistent, ideally every six weeks, but at least bi-monthly. The Call-Ins should take place in a neutral area. The meeting should be co-hosted by a community leader and the Chief of Police, or another high-ranking police official. Speakers should be brief, no more than 3-4 minutes, and include formerly incarcerated individuals, victims of violence, respected community leaders, and other law enforcement agencies (i.e.: County Prosecutor, Probation, U.S. Attorney). The formal portion of the meeting should be no more than one-hour and those who attend should be offered food at the end. Service providers, who are

committed to providing services and supports to those who attend the Call-In, should briefly present their available services and connect individually with attendees at the end of the meeting.

Custom Notifications are individual meetings with high risk individuals who for some reason were not able to attend or be invited to a Call-In. Indianapolis currently sends a Custom Notifications letter to the homes of individuals who are not on probation but who are determined to need to receive the message. The Indianapolis letter has the right content. But these Custom Notifications should be moved from simply delivering letters to in-person meetings at the home or neighborhood of the identified individual.

## 60/90-Day Enforcement Plan

The objective of the 60/90-Day Enforcement Plan is to reduce the incidence of street-level violence through coordinated and sustained actions using the fullest range of IMPD, allied agency, and community resources possible to achieve the following strategic goals:

- 1 Reduce violent crime and the fear of violent crime.
- 2 Prevent incidents that discourage the legitimate use of public places.
- 3 Improve the City's image as a safe, orderly place to conduct business, social, and recreational activities.
- 4 Foster a high level of public trust and confidence in IMPD to abate street-level violence.

Through strategic deployment of various teams using a multi-faceted approach to gun violence, IMPD's efforts will be maximized by conducting intelligence-based policing. The agencies efforts must be reasonably sustainable and conducted largely within the Department's existing resources using current budget restrictions, or outside resources when needed, while addressing all facets of violent crime.

Although there are undoubtedly a variety of external factors that contribute to shifts in violent crime, it is important to monitor crime data to assess operational effectiveness and to make adjustments to chosen enforcement methods. Accordingly, the IMPD will conduct weekly assessments of the enforcement plan preferably during the shooting review process, measuring changes in the following crime categories:

- Homicide
- Assaults with a Firearm
- Robbery
- Burglary (The gun violence assessment will likely show a connection of burglary arrest and convictions with victims and suspects involved in gun violence)

Having written coordinated overarching enforcement plans will allow the executive team a very strong accountability tool and help breakdown existing silos.

# Appendix B:

## Community Crime Prevention Grant Program 2019-2020

Organization	Program Description	Amount Awarded	CCPG Priority Fit
100 Black Men of Indianapolis, Inc.	230 Boys (grades 5th-9th) mentored at IPS Schools 74,43,101,42 and Saturdays at Arsenal Technical High School	\$20,000.00	Prevention
B4U Fall*	Problem solving, effective communication and conflict resolution skills for those most at-risk for gun violence, ages 10-24 for 32 youth and young adults	\$25,000.00	Violence Reduction
BELIEVERS UNITED IN LOCAL DEVELOPMENT	YouthBuild model, a 14-week extensive, stipend paid training in construction apprentice, certification, HSE, mentoring, job placement for 32 young adults	\$45,000.00	Intervention
Big Brothers Big Sisters of Central Indiana	1,050 At-risk, High-Risk, and Juvenile Justice-Involved Youth will receive 1:1 mentoring, ages 8-19, and in targeted zip codes	\$25,000.00	Prevention
Bloom Project Inc.	Mentoring and character development program for males, ages 12-18. Serving 250	\$20,000.00	Prevention
Boys & Girls Clubs of Indianapolis	100 Juvenile justice-involved youth enrolled in Evening Reporting Center (ERC). An alternative to detention initiative	\$40,000.00	Intervention
Brookside Community Development Corporation	Reducing barriers to reentry in the 46201 zip code. Anticipate serving 160 men and women	\$45,000.00	Intervention
Central Indiana Youth for Christ	Juvenile justice-involved youth and their families supported in pre/post release programming. Serving 700	\$40,000.00	Intervention
Child Advocates, Inc.	Educational support (youth, family & school coordination) to youth in the foster care system to reduce suspension & expulsions. Serving 1,000	\$40,000.00	Prevention
Community Action of Greater Indianapolis, Inc.	Opportunity Youth (18-24) supported through educational attainment, workforce skills, credentials, leadership development and employment for 30 young adults	\$60,000.00	Neighborhood-Based Strategy
Community Alliance of the Far Eastside, Inc.	Comprehensive case management and intervention services for those in re-entry status within 180 days of release. In partnership with parole and serving 80.	\$50,000.00	Intervention
ECLECTIC SOUL VOICES CORPORATION	Peer mentoring and leadership development for high needs youth. Mentee & Mentor receive full access to VOICES Case management and healing centers. Serving 100 young people.	\$40,000.00	Intervention/Violence Reduction

Edna Martin Christian Center	Pre & post occupational, entrepreneurial, and business development trainings for males incarcerated in Jail II. Case management for post release individuals. Serving 22	\$40,000.00	Intervention
Educational Destinations, Inc.*	Supportive services to veterans in both pre and post release of incarceration. Serving 40	\$35,000.00	Intervention
Eskenazi Health Foundation	Indy HeartBeat- Youth up to age 24 with high needs having a history of trauma or violence supported by community-based case management. Serving 25	\$60,000.00	Prevention
Eskenazi Health Foundation	Prescription for Hope- hospital-based violence prevention program to prevent medical recidivism for ages 15-30. Serving 25	\$70,000.00	Violence Reduction
Fathers and Families Resource/Research Center	50 low-income African American fathers and expectant fathers, ages 16 & up, targeted in high crime neighborhoods receiving job readiness, healthy behavior educ. & life skills.	\$40,000.00	Prevention
Flanner House of Indianapolis, Inc.	Serving 25 high risk returning citizens, ages 16-24 olds out of school and out of work. Supportive services include educational attainment, job placements, and treatment for substance abuse. Serving 25	\$40,000.00	Intervention
Goodwill of Central & Southern Indiana	6-month re-entry program providing employment, educational training, life skills and coaching, serving 50.	\$50,000.00	Intervention
Great Commission Church of God*	School year mentoring for males, ages 8-16. Serving 100	\$18,000.00	Prevention
Greater Indianapolis Literacy League (Indy Reads)	Literacy and workforce credentials for youth 18-24 and returning citizens. Serving 125	\$25,000.00	Prevention
Greater Indianapolis Progress Committee	Marion County Reentry Coalition (MCRC)	\$50,000.00	Intervention
Groundwork Indy	2 Youth employment programs focused on job training and job preparedness supported by trauma-informed and restorative practices. Ages 14-18 & 16-24. Serving 60	\$45,000.00	Prevention
Hawthorne Social Service Association, Inc.	Police Bike Patrols and Community Engagement to increase positive police and neighborhood connections.	\$50,000.00	Neighborhood-Based Strategy
Horizon House, Inc.	Serving justice-involved individuals experiencing homeless. Serving 1200	\$ 45,000.00	Intervention
Indiana Black Expo, Inc.*	Performing Arts Academy Trauma Informed Care Training. Serving 300 youth	\$ 7,250.00	Prevention
Indianapolis Legal Aid Society, Inc.	Comprehensive Legal Assistance to Prevent Criminal Activity for young males, ages 18-24. Serving 80	\$40,000.00	Intervention

Indianapolis Neighborhood Resource Center (INRC)*	Offering youth, ages 12-18, leadership development, increasing self-efficacy and community organizing. Serving 80	\$20,000.00	Neighborhood - based Strategies
Indianapolis Private Industry Counsel dba EmployIndy	Youth & young adults, ages 16-24 are re-engaged and connected to education, case management, life coaching, occupational skills trainings. Serving 100	\$40,000.00	Intervention
Indianapolis Ten Point Coalition	Street outreach workers patrol designated areas to prevent and mediate conflicts. Engaged individuals connected to employment and education services. Serving 2000	\$50,000.00	Violence Reduction
Indy Public Safety Foundation	Community-based policing approach to engage youth with the police in under-appreciated neighborhoods to prosocial activities to increase youth's self-efficacy and positive relationships with the police. Serving 1000 youth	\$46,000.00	Prevention
Inner Beauty Program, Inc.	Mentoring for system-involved youth, high risk, and youth with high needs, ages 13-24; Serving 100 youth	\$40,000.00	Intervention
John H. Boner Community Center	Post release case management for returning citizens on the Near Eastside. Serving 35	\$35,000.00	Intervention
MACKIDA LOVEAL & TRIP MENTORING OUTREACH CENTER	Comprehensive, trauma informed and strength-based programming for youth with high needs, suspended and expelled youth. Day Reporting site. Center provides safe haven for ages 5-24. Serving 150	\$50,000.00	Prevention
Martin Luther King Community Center	Engaging w/disconnected youth, ages 17-24, to services, supports (Tech Center Apprenticeship, mental wellness counseling, King Center's nonviolence principles). Serving 50	\$45,000.00	Violence Reduction
Murphy Mentoring Group, Inc.	Mentoring using Life Skills curriculum for ages, 5-17 with IPS94, Carriage House East Apartments and FinishLine Boys & Girls Club. Serving 200	\$14,000.00	Prevention
Neighborhood Christian Legal Clinic	Legal services for returning citizens to improve opportunities for employment and economic self-sufficiency. Serving 2000	\$60,000.00	Intervention
Nine 13, Inc.	Earn A Bike program, for grades 4 -12, with IMPD bike patrol officers. The mobile bike shop program is in partnership with Hawthorne/Christamore House and Indiana Achievement Center. Serving 40	\$30,000.00	Prevention
PACE, Inc.	Providing comprehensive case management as the principal organization in Indiana in the field of re-entry and intervention. Serving 4000	\$80,000.00	Intervention
Pathway Resource Center, Inc.	3 prong approach: (1) Host community gun awareness events; (2) youth employment fairs, recruitment and job placement, and (3) Family Action Workshops. Serving approx. 400	\$40,000.00	Prevention
Peace Learning Center	Restorative practices and social emotional learning skills and peer mediation for students in 4 IPS schools (63, 47, Arsenal Tech, George Washington). Serving 1060	\$65,000.00	Prevention

Sagamore Institute Inc.*	Social Norms Marketing & Messaging Campaign called "Know the Code." Targeted to youth ages 13-24 with appropriate message about violence, bullying, and positive codes of conduct.	\$25,000.00	Neighborhood-Based Strategy
Shepherd Community, Inc.	Working with justice-involved youth through IMPD referrals, Harshman middle school youth on violence prevention & development of a neighborhood network to improve community stability.	\$40,000.00	Prevention
Southside Youth Council (Reach For Youth)	Divert 250 youth from suspension and expulsion through alternative to expulsion program in Lawrence & Warren Township schools.	\$60,000.00	Prevention
Step-Up, Inc.	Wrap-around case management with mental health and substance use disorder treatment for 100 returning citizens.	\$70,000.00	Intervention
Stop the Violence Indianapolis, Inc.*	Youth-led action teams developing summits and clubs that promote peace, motivates and educate on positive and prosocial activities. Serving 200-300 middle school youth.	\$40,000.00	Prevention
TeenWorks*	Post-secondary planning, job coaching and employability skill training for 24 African American males teens within IMPD Districts	\$40,000.00	Prevention
The Bail Project	Cash bail for pre-trial detainees with community release support. Serving 530	\$50,000.00	Intervention
The Domestic Violence Network	A continuum healthy relationship education (for 6th- 12th grade) in partnership with LifeSmart Youth for 2,150 youth in Marion County	\$75,000.00	Prevention
The Hovey Street Church of Christ*	Leadership development and group mentoring program for 120 African American males (youth with high needs and justice-involved).	\$20,000.00	Prevention
THOMAS RIDLEYS 1 LIKE ME*	Case management and wraparound services for returning citizens. Serving 40	\$50,000.00	Prevention
Trusted Mentors	Mentoring supportive services for those interacting with the criminal justice system. Serving 88	\$50,000.00	Intervention
WE LIVE INC.*	A youth-led organization leading workshops and forums promoting nonviolent & conflict resolution methodologies in high schools. Serving 500	\$20,000.00	Violence Reduction
Workforce, Inc. dba RecycleForce	Transitional employment with wraparound services for 28 returning citizens.	\$80,000.00	Intervention
<b>Totals:</b>		<b>\$2,300,250.00</b>	

\* Organizations identified for capacity building support

# Appendix C:



City of Indianapolis  
Office of Public Health and Safety  
200 East Washington Street Suite, 2141  
Indianapolis, IN 46204

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Date

Dear Participant:

A recent review of your criminal history indicates that you are at risk for either federal prosecution should you become involved in any criminal offense involving weapons and/or violence. In addition, you are at risk for mandatory sentence enhancements under state and/or federal law if you are arrested for weapons possession.

The Indianapolis Violence Reduction Partnership (IVRP) involves a combination of law enforcement resources to reduce violence in our city. This includes, IMPD, DEA, ATF, FBI, Sherriff's Office, Probation, Parole, US Marshalls, US Attorney's Office and the Prosecutor's Office.

If arrested there is potential for you to be waived to the federal system which could result in up to 25 year mandatory minimums.

The Office of Violence Reduction is here to assist you in a positive manner. You may contact NAME PHONE EMAIL any time to be connected to a Resource Coordinator for assistance in matters such as employment, counseling, job training, education, etc. We are **NOT** connected to the police department and function independently from law enforcement. We are just here to help you avoid pitfalls that you may regret later in life.

PARTICIPANT NAME, this letter is not a notification of pending charges or investigation. It is a plea to you to let us assist you before any activities you are currently involved in can land you in serious trouble if you are caught.

We want to see you ALIVE, SAFE and FREE from prison!

Let us help you. Hope to hear from you soon!

# Appendix D:



## Intensive Case Manager/Life Coach Position Description

Intensive Case Managers/Life Coaches are primarily responsible for helping to reduce gun violence in the City. Intensive Life Coaches are assigned to work with the young adults in the City who have been identified as being at very high risk of being involved in gun violence. Life Coaches work primarily with young men age 18-35; who have extensive criminal justice involvement; are members of gangs/crews; and have been shot before and/or have close friends who have been shot recently. Life Coaches are expected to establish trusting relationships with their clients and spend significant time with their clients helping them mitigate their risk factors and eventually connecting them to services, supports, and opportunities. After establishing positive and trusting relationships with their clients, Life Coaches use their influence to help clients make better decisions, including desisting from violence.

Life Coaches are expected to work enthusiastically and professionally at all times.

### **Intensive Case Manager/Life Coach Duties:**

- The Life Coach's main responsibility is to help reduce violence in the City.
- Make immediate contact with each referred client once assigned by their supervisor. Contact must be made no later than 24 hours after assignment.
- Conduct outreach in the community to locate individuals identified as very high risk in order to engage them and enroll in Intensive Life Coaching services.
- Have an in-person connection with each new client within 48 hours of being assigned.
- Have an initial sole focus on establishing a positive and trusting relationship with each client. Simply spending in-person time with your client should be the initial focus.
- Develop Life Plan (case plans) with each client.
- Maintaining a positive relationship is the primary Life Coaching duty while also beginning to connect clients to needed services once they are willing and ready.
- Use your positive and trusting relationship with each client to begin to influence their decision making in order to improve their outcomes.

- Use the City’s incentive program to provide stipends and other incentives to clients to reward their achievement of milestones in the Life Plan and to support their continued engagement.
- Maintain consistent contact with each client on the case load in compliance their phase:
  - Phase One: First 1-4 months on case load: Daily communication, 3x per week in-person contact
  - Phase Two: 4-7 months on case load: Daily communication, 2x per week in-person contact
  - Phase Three: 7-18 months on case load: Daily communication, 1x per week in-person contact
- Document case management efforts, update individual case files, and make all required entries into the data management system.
- Attend all mandatory and necessary meetings and trainings, including weekly staff meetings, your team meetings, Case Conferences, and all other meetings and trainings.
- Follow all directions and guidance from your supervisor.

**Basic Qualifications:**

- A background and understanding of the population served, having a similar lived experience as the clients to be served.
- Willing and able to navigate challenging neighborhoods, people, and families.
- Having the passion and the patience necessary to serve hard to reach individuals and communities.
- Knowledge of the dynamics of the city’s violence problem.
- Knowledge of the groups and individuals who are driving most of the gun violence.
- Administrative skills to enter data into a case management system, including writing case notes.
- Willingness to learn and be trained in an effective gun violence reduction strategies as well as professional development.

# Indianapolis Violence Reduction

