National Network For Safe Communities at JOHN JAY COLLEGE

Proposal

REDUCING SERIOUS VIOLENCE IN JACKSON, MI

DRAFT

David M. Kennedy
Director, National Network for Safe Communities
John Jay College of Criminal Justice
555 West 57th Street
New York, NY 10019

About the National Network for Safe Communities

The National Network for Safe Communities, a project of John Jay College of Criminal Justice, was launched in 2009 under the direction of David M. Kennedy and then-John Jay College President Jeremy Travis. The National Network supports cities implementing proven strategic interventions to reduce violence and improve public safety, minimize arrest and incarceration, strengthen communities, and improve relationships between law enforcement and the communities it serves.

The National Network is committed to building a community of practice that operates along a set of guiding principles.

- First do no harm.
- Strengthen communities' capacity to prevent violence.
- Enhance legitimacy.
- Offer help to those who want it.
- Get deterrence right.
- Use enforcement strategically.

The interventions based on these principles have been successfully implemented in cities across the country. The Group Violence Intervention, first developed as "Operation GVI" in Boston, MA, has been successfully applied in cities as diverse as Chicago, IL, Cincinnati, OH, and Stockton, CA. The Drug Market Intervention, first developed in High Point, NC to eliminate neighborhood overt drug markets, has been successfully applied in cities as diverse as Providence, RI; Hempstead, NY; and Nashville, TN.

In addition to providing technical advising to jurisdictions implementing these strategic interventions, the National Network facilitates peer support and collaborative learning opportunities to help cities learn from one another; address common issues; provide a supportive community of practice for new jurisdictions; and make these interventions standard practice across the United States.

Executive Summary

This proposal outlines the National Network's commitment to institutionalizing a comprehensive Group Violence Intervention (GVI) strategy in Jackson. The National Network will work with key stakeholders in Jackson to implement and support both the core GVI approach as well as cutting edge innovations in project governance, street-level communication, law enforcement intelligence analysis, media and communications strategy, support and outreach structures, police legitimacy, and reconciliation work between law enforcement and communities.

This proposal includes the following three components:

1. A brief overview of the National Network's approach to violence reduction.

2. An overview of the National Network's intensive strategic advising and implementation plan for Jackson. In sum, the National Network will provide strategic advising staff to support Jackson in 1) implementing GVI in full and 2) developing additional components of a comprehensive violence prevention strategy. The process will include tailoring GVI to Jackson's violence problem, institutionalizing critical GVI processes, and supporting the development of innovations in crime prevention strategies.

3. A summary of the National Network's proposed implementation deliverables and an accompanying budget narrative.

The National Network Approach: An Effective Response to Violence

Over 15 years of research has shown that violence and community disorder in troubled neighborhoods is caused predominantly by a remarkably small and active number of people locked in the group dynamics of gangs and drug crews. The National Network's Group Violence Intervention (GVI) has repeatedly shown that cities can dramatically reduce violence when community members and law enforcement join together to directly engage with these groups and clearly communicate 1) a credible moral message against violence, 2) a credible law enforcement message about the consequences of further violence, and 3) a genuine offer of help for those who want it. To do this, the city must assemble a partnership of law enforcement, social service providers, and community actors (parents, ministers, outreach workers, neighborhood associations, ex-offenders and others) to engage in a sustained approach to combat group dynamics and enhance public safety. The key moment in the strategy is a "call-in," a face-to-face meeting between group members and the partnership, repeated at intervals as necessary. The partners deliver key messages to group members: that the violence is wrong and has to stop; that the community needs them alive, out of prison and with their loved ones; that help is available to all who will take it; and that violence will be met with swift, certain, and fair consequences.

A central operational shift is that law enforcement puts the groups/gangs *on prior notice* that further violence will be met with a specific and swift response directed *at the group as a whole* rather than at individuals. Individual violent offenders receive the same enforcement attention as they had previously experienced. However, other group members get new attention from police and prosecutors for any crimes committed, outstanding warrants, probation and parole violations, and open cases. The intervention combines this enforcement message with a powerful moral message against violence from community members whom the group members respect, and a reorganized, streamlined social service structure tailored especially for group members who want to change. The explicit aim is to create collective accountability to reduce informal peer dynamics that promote violence, crystallize community standards against violence, and genuinely offer help for those who will take it.

GVI has been endorsed by the United States federal government through its Project Safe Neighborhoods (PSN) program,[1] by American law enforcement groups,[2] and by national advocacy groups.[3] When properly implemented, cities routinely see rapid reductions in serious violence – on the order of two-thirds for group-related homicide. This result is typically accompanied by low levels of actual enforcement and the enthusiastic support of affected communities.

Jackson Group Violence Intervention Design and Advising

GVI requires that people from disparate backgrounds, often with competing priorities, work together in unusual ways and focus on a single goal: reducing serious violence in their community. A real working partnership among these stakeholders is both the strategy's most important element and its greatest challenge. The National Network's vast experience with this approach has shown that successful implementation requires consistent support from expert technical advisors. The most effective implementation efforts combine that continuous support with collaborative learning opportunities and an intense focus on particular areas of operational significance drive by advice from national and international experts who are connected to similar efforts in other jurisdictions.

The National Network is well-positioned to provide this support. Over 15 years of implementing proven violence reduction strategies and delivering unparalleled technical assistance have allowed us to build a community of practice with deep expertise in each of the components of the strategy as well as with other emerging innovations. The National Network regularly deploys this community through peer site visits, distance learning, and collaborative workshops to ensure effective implementation, advancement, and sustainability of the strategy within the jurisdictions we advise. We convene experts from active jurisdictions to share knowledge of core operational issues such as strategic law enforcement, police legitimacy, support and outreach to active offenders, governance and institutionalization, and other essential areas. Members of the National Network assist one another with the concrete work in the jurisdictions, develop and share innovations, and work together on a shared agenda.

The development of international criminal law and its associated tribunal jurisdiction has generated new issues and provided a further stimulus to the "globalization" of GVI and its related subject areas, such as building police legitimacy and strengthening relationships between police and distressed communities[4]. To ensure effective implementation, Jackson will implement the National Network's GVI approach and participate in coordinated collective problem solving, regular working sessions, and limited peer exchanges with subject matter experts to expand and enhance Jackson's violence reduction work.

Jackson Group Violence Intervention Project Structure

The National Network proposes to work with Jackson's local leadership to implement GVI over the course of two years. If the strategy is implemented with fidelity to its core principles, Jackson can expect to see the

---

[1] See, for example, http://www.ojp.usdoj.gov/BJA/pdf/Offender_Notification_Meetings.pdf.
[2] http://www.fightcrime.org/wp-content/uploads/sites/default/files/reports/nygangreport.pdf
[3] http://www.childrensdefense.org/site/DocServer/gunrpt_revised06.pdf?docID=1761
[4] http://www.ucl .ac.uk/scs/downloads/research-reports/gangs-and-guns-report

following at the end of the proposal period: 1) reduction in the targeted crime areas, 2) improvement in interagency law enforcement partnerships, 3) strengthened relationships between law enforcement and community, and 4) increased knowledge and expertise in this work that would allow the city's partnership to consider addressing other serious crime areas using the approach.

The following section briefly describes the technical support structure and associated costs for a 24-month launch. The National Network recommends the following necessary elements to effectively design and implement the GVI in the City of Jackson.

Key Working Partners

The core work of GVI implementation is to assess group violence dynamics in Jackson, craft an appropriate operational strategy, and begin implementation. The following are the key partners whose commitment is required to ensure effective implementation:

- **The Jackson executive governance board.** Long experience with this work has shown that implementation and sustainability benefits when a city selects key individuals responsible for overseeing the strategy at a high level. This measure helps the effort stay on track, ensure fidelity to core strategic principles, and provide accountable parties to steer the operation when challenges arise.
- **Jackson-based project manager.** A local, full time project manager responsible for coordinating and managing the implementation is essential to the effectiveness of GVI. The project manager must be able to operate effectively within law enforcement, social service, and community circles. The position would need to be fully supported by local funds over the course of the project. The project manager will work directly with the National Network strategic advising team and become an independent subject matter area expert able to assist Jackson in ongoing implementation beyond the duration of the intensive strategic advising period and with any future expansion of the approach to other areas.
- **National Network strategic advising/implementation team.** Under the direction of David Kennedy, the National Network will serve as the primary technical assistance provider for the Jackson project manager and working group and deliver a comprehensive implementation curriculum as outlined below. This team will also include support from NNSC staff with deep experience in overseeing the intervention. This staff will provide onsite guidance to help monitor, assess, and advise the project managers and oversee the activities throughout implementation of GVI.

Implementation Activities

The National Network will provide intensive strategic advising to assist key Jackson partners and stakeholders—including law enforcement, service providers, and community leaders—to shift the way they work together to communicate to violent street groups and deliver on promises of violence reduction. The process will include the following activities:

1. **GVI University:** Under this proposal, the National Network will hold a one-day GVI University workshop to educate key Jackson partners—including law enforcement, social service providers, and community leaders—on the key components of the GVI strategy. The GVI University, led by David Kennedy and National Network staff, will be conducted over video conference. It will include a seminar-style discussion with key executive stakeholders from Jackson (e.g. multiagency law enforcement leadership, community leadership, and committed social service providers). Jackson partners and stakeholders will come away from the GVI University workshop with a full understanding of the GVI strategy, as well as concrete, actionable steps to implement the strategy in Jackson.

2. **Updated problem analysis:** NNSC partnered with Jackson in 2019 to conduct a qualitative and quantitative analysis of violence dynamics in the city. NNSC will update that analysis in two half-day Zoom sessions with core partners to bring the analysis of violence up to date and inform the design of the strategy in Jackson.

3. **Develop site-specific interventions.** Based on the results of the quantitative and qualitative analysis of street violence dynamics, the National Network will develop an implementation plan. This plan will outline a curriculum, trainings and a set of activities to be implemented.

4. **Strategic advising:** The NNSC will provide strategic advising to help key Jackson partners and stakeholders—including the city administration, law enforcement partners such as police and prosecutors; social service providers, and community leaders—shift the way they work together, deliver antiviolence messaging, and execute on enforcement and service promises to reduce violence. This strategic advising will be structured with the specific intention of developing accountability processes and mechanisms that empower the project manager and other local operational partners to ultimately own fidelity of the implementation. NNSC proposes the following elements of strategic advising:
    a. **Develop local operational support**: The National Network will train and support the designated full-time, Jackson-based project manager to coordinate implementation of GVI on behalf of the city during and after this proposal. The National Network will work closely with the project manager to provide a comprehensive understanding of the GVI theory and the steps to effective implementation as well as guide the project manager's effective operation within law enforcement, social service and community circles. In addition, the National Network will work with the project manager and key law enforcement principals, community leaders, and service providers committed to the successful implementation of GVI.
    b. **Day-to-day distance strategic advising:** National Network staff with deep experience in this work will conduct dedicated regular calls with the project manager and other key partners to guide the strategic implementation of GVI in Jackson, plan and support additional investments in the comprehensive strategy, and provide expert guidance on any challenges that arise. NNSC anticipates that these calls will occur on a weekly basis through the first year, with biweekly calls in the second year. NNSC will work with the Jackson team to adjust

frequency as necessary as implementation proceeds.

c. **Regular implementation reviews:** NNSC will introduce to Jackson the use of a comprehensive implementation review rubric that will serve as a tool for a) quarterly assessment of Jackson's implementation and fidelity to the GVI model, and b) ongoing strategic planning. An early step in NNSC's strategic advising, and a periodic step thereafter, will be the review of this rubric in partnership with Jackson's project manager and core operational team in order to inform the city's implementation plan. Long term, NNSC anticipates that ownership of this regular implementation review process will rest with the project manager for the purpose of ensuring sustainable implementation beyond the life of this contract.

d. **Regular executive stakeholder engagement:** NNSC will request quarterly phone conferences with the executive stakeholders in Jackson for the purpose of discussing progress in implementation, reviewing the aforementioned rubric, and building consensus around identified short, medium and long term goals. NNSC anticipates facilitating this quarterly discussion at the outset of this contract but expects that management of this update and discussion process will shift long-term to the project manager, with participation and feedback from NNSC.

e. **Regular site visits to Jackson.** The National Network will provide on-site support on a regular basis to assess implementation progress, meet with stakeholders, and guide partners through implementation challenges on the ground.

5. **Access to management and development tools:** NNSC recognizes that many jurisdictions implementing GVI benefit from ongoing development opportunities for key stakeholders as well as tools to help project managers support rigorous implementation. NNSC feels strongly that while firsthand exposure, either from NNSC or from subject area experts in partner jurisdictions, is important when adopting new approaches or emerging innovations, it is equally important that jurisdictions are equipped with tools to manage their own ongoing training needs with regard to the core strategy. To this end, the NNSC will support Jackson by offering support in both areas:

   a. **Accountability and project management tools:** National experience has shown that strong, ongoing project management is central to the long-term success of GVI. NNSC has thus developed a series of tools designed to support project managers and other operational leaders and thus bolster the durability of the intervention. These tools include a forthcoming Project Management Guide (specific to the implementation of GVI) and tracking documents specific to planning call-ins, tracking messaging, and providing speaker feedback, as well as the aforementioned implementation review rubric.

   b. **Access to GVI University training modules:** The NNSC recognizes that there is a need among local leaders for support in providing ongoing training, refreshers, overviews, etc. to local stakeholders on a regular basis. NNSC has therefore developed a suite of GVI University online modules, each of which is designed to cover specific theoretical and operational topics key to the implementation of the GVI. Topics range from the Nature of Street Groups to Strategic Law Enforcement to Planning a Call-In and are meant to equip

local trainers and stakeholders with both the guidance and content necessary to deliver their own trainings. NNSC will make these modules available to the Jackson and will work with local leaders to adapt them where necessary to the specific conditions in Jackson.

c. **Topic-specific workshops and webinars:** The NNSC will provide Jackson with the opportunity to participate in specialized workshops and webinars as needed on specific topics and emerging innovations, such as custom notifications, community-police responses to victims of violence, etc. The intent of these workshop/webinar opportunities will be to expose key stakeholders to the featured practice or concept for the purpose of strategic planning for local application or rollout. NNSC's intention is to conduct such workshops and/or webinars regionally where possible in order to facilitate participation from a variety of sites and foster peer dialogue.

6. **Provide peer support and collaborative learning opportunities.** The experience of the National Network team indicates that practitioners are more likely to embrace innovation when they learn about it from their peers. As such, we will promote and conduct virtual and on site working sessions between Jackson and other site teams to enhance understanding of GVI and strengthen implementation capacity. The National Network will support Jackson in participating in the following collaborative learning methods:

- **Peer exchanges:** The National Network will support a number of "lateral" peer exchanges between Jackson and other National Network sites. These peer exchanges expose sites to different methods, encourage innovations, and help build a national pool of experts in GVI and complementary strategies and innovations.

- **Working sessions:** The National Network convenes regular working sessions of experienced practitioners and expert advisors to focus on innovative practices within the three core elements of the strategy. These conferences have included topics such as developing strategic law enforcement methods, mobilizing community moral voices, and tailoring social services for those at highest risk of violence.

- **Regional Collaboration:** As the NNSC has grown and implementation of GVI and similar approaches has spread nationally, opportunities for regional collaboration among active NNSC partners have proliferated. NNSC is in the process of working to develop strategies to maximize regional collaboration among partner jurisdictions in the Midwestern United States, including Chicago, IL; South Bend, IN; Columbus, OH; Kalamazoo, MI; Detroit, MI; Topeka, KS; Louisville, KY and others.

Over the life of this proposal, that may include the National Network facilitating Jackson's leadership visiting experienced GVI sites to observe a call-in, workshop methods for delivering custom notifications, or witness the process of an enforcement action. The National Network may facilitate a visit from an expert adviser to develop strategies for collaboration between police and members of the target community. Jackson may be invited to a working session to share its experience in particularly successful areas of its GVI implementation.

Summary of Strategic Advising Deliverables and Budget Narrative

Under the National Network partnership with Jackson, an experienced team of National Network staff will work directly with local stakeholders to achieve the goals outlined in this proposal. The National Network requests a fixed-fee of $140,000.00 in Year 1 and $90,000.00 in Year 2 to provide the scope of services, to be paid in quarterly installments. The price will secure the National Network's services for a period of two years to begin on an agreed upon start date.

For the Jackson launch, an experienced team of National Network staff will work directly with local stakeholders to design and implement the intervention over the course of two years. This will include the following deliverables:

- **Strategic Advising:** National Network staff, under the direction of David Kennedy, will work directly with Jackson officials and community leaders through onsite and distance strategic advising to introduce the violence reduction strategy, assemble an effective working group, and design and implement the strategy. This will include the following tasks:

    - Introducing the framework to local leaders;
    - Facilitating trainings and workshops to launch the strategy and thereafter, as needed;
    - Providing operational guidance to the Jackson team on theory and direct expert advice on strategy design and launch;
    - Assisting with performance management and infrastructure;
    - Addressing particular violence dynamics; community organizing and engagement;
    - Convening conferences and peer exchange trips for the Jackson team;
    - Encouraging enhancements to the standard model;
    - Pursuing reconciliation measures;
    - Assisting with media relations, local policy implications and other areas; and
    - Providing administrative and logistical support including correspondence, record keeping, travel arrangements, meeting logistics, communications.

- **GVI University:** David Kennedy and senior GVI technical advising staff will conduct a one-day workshop that will equip key Jackson partners and stakeholders with an in-depth understanding of the GVI strategy as well as with concrete, actionable steps for implementing the strategy in Jackson. This proposal plans that the GVI University will take place on Zoom; if public health conditions permit an in-person meeting, the Jackson partnership will cover the travel costs for their attendance at GVI University out of their own sources of funding.

- **Travel funds to support on-site technical assistance:** Travel funds are included for approximately twelve person trips in year one and four person trips in year two to support on-site technical assistance by National Network staff.

- **Peer exchange/workshop/subject matter expert travel:** National Network staff will also facilitate limited "lateral" specialist exchanges between Jackson and other National Network sites, focused on design and launch, to support this effort. This has proven invaluable in

spreading best practices and local innovations from city to city. The Jackson partnership will fund these peer exchanges and visits from their own sources of funding.

- **National Network working sessions**: The National Network periodically convenes functional teams from across sites with experienced peers and specialist advisors to focus on the three core elements in the strategy: strategic law enforcement, mobilizing community moral voices, and specially tailoring social services for those at highest risk of violence. The Jackson partnership will fund attendance at these working sessions from their own sources of funding.

- In addition to supporting implementation and innovations and providing access to working sessions and peer learning opportunities, this fixed fee includes many **other support services** including but not limited to the following:

    - The use of Box™ and/or Sharefile storage and file sharing platforms and, potentially, other secure project management platforms to improve real-time partnership on documents and tracking information.

    - Access to weekly summaries of media highlights on both national criminal justice issues and local implementation efforts of our partners.

    - Access to the National Network website and the opportunity to tailor a Jackson-specific page to showcase the implementation efforts.

    - Access to National Network publications as they are developed to support implementation efforts.

    - Unrestricted access to National Network assistance in emergency situations.