

On June 24, 2021, City Council approved the [budget for fiscal year 2022](#) (FY22). In light of the increasing levels of gun violence and the infusion of money from the American Rescue Plan, anti-violence spending was a key focus of negotiations between the Mayor’s Office and City Council. According to data provided by the Kenney administration, the final FY22 budget included a \$155 million (M) investment for anti-violence strategies, with \$68M in new funding and \$87M allocated to existing anti-violence efforts.

To better understand the programs funded with this investment, the City Controller’s Office examined the line items that constitute the \$155M investment in violence prevention programming. This examination is meant to serve as a resource for policymakers and Philadelphians alike, bringing necessary transparency to this critical investment and to ensure that taxpayer dollars are being used effectively to reduce gun violence.

While we found many of the investments to be valuable, most of the funding supports programs that will likely take years to produce measurable reductions in gun violence. Moreover, some of the funding characterized as anti-violence by the Kenney administration is earmarked for other uses and is not specifically focused on the gun violence crisis. As this analysis shows, only 21 percent (\$33M) out of the total \$155M investment is intended to support evidence-based interventions that have been found to yield short-term reductions in shootings and homicides.

Background

The analysis categorizes spending using three types of anti-violence investments as defined by experts in the field:^{1,2}

- *Intervention* efforts that address the immediate problem of gun violence;
- *Prevention* efforts that seek to mitigate risk of gun violence in the medium-term; and
- *Transformation* efforts that address the root causes of gun violence and improve the economic and social dynamics of communities over decades.

These categories help to frame the expectations for violence reduction results. It should be noted that the Kenney administration developed [its own categories](#) to describe their anti-violence spending priorities: Community Empowerment; Healing; Prevention; Employment and Careers; and Safe Havens for Youth and Families.

¹ The Centers for Disease Control, [Violence.cdc.gov](#). (2019). *Violence Prevention Fundamentals* [\[link\]](#); Escamilla, J. (2020). *Violence prevention: Basic ideas for approaches and coordination*. Chicago, IL: Illinois Criminal Justice Information Authority [\[link\]](#); Muhammad, D. (2019). *Oakland Gun Violence Reduction Strategy*. The Ideas We Should Steal Conference. Philadelphia, PA [\[link\]](#); Abt, T. *Bleeding Out: The Devastating Consequences of Urban Violence — and a Bold New Plan for Peace in the Streets*. (2019). New York: Basic Books.

² The categorization used in this analysis was outlined by David Muhammad of the National Institute for Criminal Justice Reform during a [2019 presentation](#). The categorization is similar to the primary, secondary, and tertiary classification scheme widely used in the public health field to describe violence reduction strategies (see, e.g., the [CDC website](#) for more information).

Types of Anti-Violence Efforts

Intervention Short-Term

- Strategies that address gun violence happening right now
- Focus on interruption & intervention of violence
- Targets efforts to specific individuals & groups most likely to shoot or be shot
- Results in <1 year to 3 years

Prevention Medium-Term

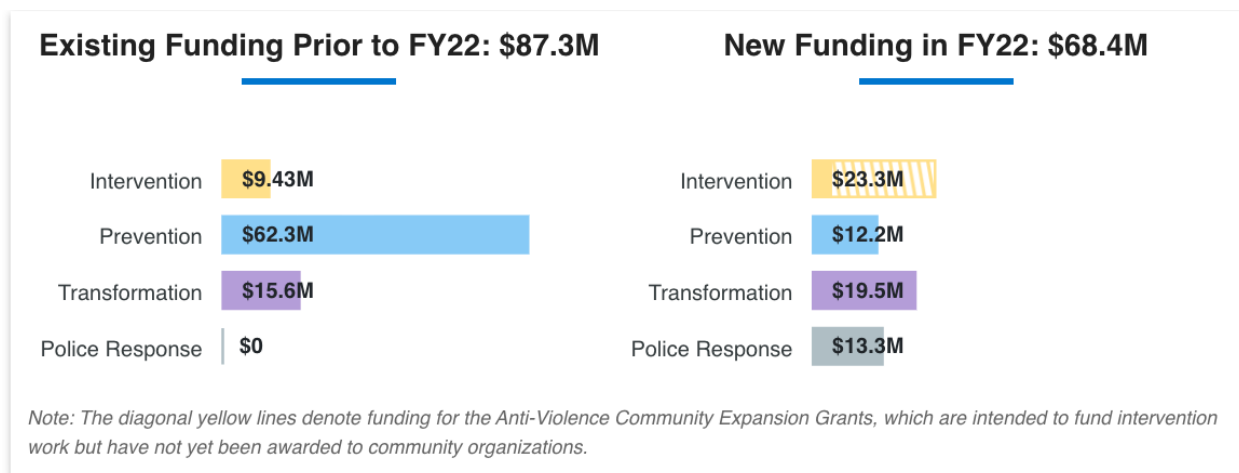
- Focus on addressing factors that put youth & other individuals at risk of future involvement with gun violence
- Programs include mentoring, mental health services, after-school programs
- Results in 5 to 10 years

Transformation Long-Term

- Goal of transforming communities so that they no longer induce violence
- Focus on economic development, neighborhood revitalization
- Results in 15 to 20 years

This analysis also uses a “Police Response” category to describe funding for reforms to the City’s 911 procedures in the wake of the murder of Walter Wallace, Jr. The new funding is intended to improve the identification of 911 calls related to mental health crises and improve coordination with behavioral health specialists during police responses. While classified as anti-violence spending by the Kenney administration, these initiatives, while important, are not aimed at combating the city’s gun violence crisis. For this reason, the analysis separates these initiatives into their own category.

The charts below summarize the funding for the four categories used in this analysis, comparing existing funding prior to FY22 and the new funding added in FY22.



Key Findings

About 70 percent of the City's total \$155M anti-violence investment in FY22 is directed toward preventive and transformational programs, while 21 percent is targeted to intervention efforts to interrupt violence in the short term. The remaining 9 percent is intended to improve police responses to behavioral health incidents. As listed in the [Funding Explorer](#), investments that the City considers to be part of its violence reduction efforts include:

- \$28.3M for after-school programs for students in pre-K through grade 12;
- \$27.4M for economic development and workforce programs;
- \$23.0M for reentry and juvenile justice services;
- \$13.3M for efforts to mitigate police violence and reform 911 procedures;
- \$7.1M for partial restoration of the Parks & Recreation budget; and
- \$3.0M for partial restoration of the Free Library budget.

While these are worthy investments for the City to make, this funding allocation is not being used exclusively for anti-violence programs. As an example, funding for Parks and Recreation and the Free Library restores some pandemic-related service cuts. For the purpose of this analysis, this funding is classified as prevention, as these departments play an important role in creating safe and thriving neighborhoods. However, some of the added funding is being used to support general City operations and preexisting programming. It includes restoration of the seasonal and aquatics Parks and Recreation programs, funding for the Dell Music Center, restoration of citywide 5-day library service, and support for the LEAP after-school program.

Preventive investments in other areas, such as reentry and juvenile justice services and after-school programs, typically take years to achieve a measurable reduction in shootings. Other programs, such as blight abatement and workforce development, focus on creating long-term, transformational change in neighborhoods over decades. These are important initiatives with long-term benefits to residents, but national experts are clear that the most successful anti-violence efforts are targeted to the hotspot areas where violence is most concentrated and are focused on the relatively small group of people who are most likely to be involved in gun violence.³

Out of the \$68M in new anti-violence investments in FY22, about 34 percent of the funding is directed to short-term violence intervention. One of these added investments is the expansion of the [Group Violence Intervention](#) (GVI) initiative and the [Community Crisis Intervention Program](#) (CCIP), totaling \$1.3M for both programs. With this additional funding, these programs will receive a combined \$6.6M in funding in FY22. While GVI and CCIP are versions of evidence-based programs that have had success in other cities, it is difficult to measure the programs' effectiveness in Philadelphia as the City has not released evaluation of these programs publicly. These programs are administered by the City's Office of Violence Prevention. The office, which has an annual budget of about \$9M, was created in 2017 to coordinate the City's anti-violence efforts. However, its creation has not led to a measurable reduction in gun violence, as

³ Giffords Law Center to Prevent Gun Violence. (2016). *Healing Communities in Crisis: Lifesaving Solutions to the Urban Gun Violence Epidemic* [\[link\]](#); National Institute for Criminal Justice Reform. (2021). *Effective Community Based Violence Reduction Strategies* [\[link\]](#); Abt, T., (2019). *Bleeding Out*.

Philadelphia's homicide rate has continued to rise each year since 2017. In response to the increasing violence levels, the City created the Office of Policy and Strategic Initiatives for Criminal Justice and Public Safety in 2021 to oversee the Office of Violence Prevention and improve the coordination of the City's public safety efforts.

The City also earmarked \$20M for Anti-Violence Community Expansion Grants. These grants will focus on supporting mid-size organizations working in neighborhoods impacted by gun violence and must be used for projects occurring between fall 2021 and summer 2022.⁴ The grants can be used to fund new or existing programming in one of two areas: Trauma Informed Healing and Restorative Practices; and Safe Havens and Mentorship. To help administer these grants, City Council and the Kenney administration created the Violence Prevention and Opportunity Monitoring Group. This group will help craft the request for proposals, working with organizations selected by the administration, and ultimately measuring outcomes to inform future funding decisions. For the purpose of this analysis, these grants are classified as intervention. However, as the grants have not yet been awarded, it is possible that some of the selected organizations will focus on longer-term prevention rather than intervention work.

The Community Expansion Grants could provide a unique opportunity for Philadelphia to expand its evidence-based community violence intervention (CVI) infrastructure in the neighborhoods most affected by gun violence. CVI organizations use credible messengers, also known as violence interrupters, to work directly with the individuals most at risk from gun violence, intervene before violence occurs, and connect them to social and economic resources. CVIs are the foundation of the federal government's recently released Comprehensive Strategy to Prevent and Respond to Gun Crime and Ensure Public Safety. They are also one of the highlighted use cases for the \$350B in state and local aid in the American Rescue Plan (ARP).⁵ As noted in the [Controller's Office report](#) on recommendations for the City's ARP funds, Philadelphia's investment in CVI programs and the associated support services is substantially lower than cities with similar, and more successful, approaches. If Philadelphia were to invest at the level of New York or Los Angeles, it would cost about \$55M annually. Even if all of the Community Expansion Grants are awarded to CVIs, the City will dedicate only \$33M for intervention-focused initiatives during FY22.

Conclusion

In 2020, Philadelphia experienced 499 homicides, the second most violent year in its recorded history. The violence has only worsened in 2021. In response, the City significantly expanded its investment in anti-violence strategies in FY22, adding \$68M in new funding for a total of \$155M to reduce gun violence citywide. Given the magnitude of the city's gun violence crisis and the considerable funds dedicated to addressing it, transparency around the administration's plan is critically important. In examining the individual anti-violence initiatives funded, the Controller's Office found that some of the funds are earmarked for purposes other than violence reduction programs and that the majority is directed to prevention and transformation strategies with only 21 percent allocated to violence intervention. While prevention and transformation strategies are vital

⁴ See the [program application](#) for additional details.

⁵ The White House, "Fact Sheet: Biden-Harris Administration Announces Comprehensive Strategy to Prevent and Respond to Gun Crime and Ensure Public Safety," June 23, 2021 [[link](#)].

to long-term community development and addressing the systemic challenges that contribute to violence, intervention programs are critical to reducing violence in the short-term. As such, the Controller's Office recommends that the City increase its support for anti-violence programs overall, and specifically, that the City should increase funding for evidence-based violence interventions with proven track records of reducing shootings and homicides in the short term.

City of Philadelphia FY22 Anti-Violence Funding: New and Existing

Lines highlighted in dark gray are the main programs, with indented lines showing additional detail for sub-items provided by the City's Budget Office.

Programs are sorted in descending order by the total funding amount.

Source: Prepared by the City Controller's Office using data provided by the City's Budget Office.

#	Controller Category	Admin Category	Program	Existing in FY21	New in FY22	Total Funding
1	Prevention	Prevention	Out-of-School Time	\$28,300,000	\$0	\$28,300,000
2	Prevention	Prevention	Reentry and Juvenile Justice Services	\$22,967,177	\$0	\$22,967,177
2.1			<i>Office of Reentry Partnerships</i>	\$3,098,217	\$0	\$3,098,217
2.2			<i>Truancy Programming</i>	\$7,809,337	\$0	\$7,809,337
2.3			<i>E3 Power Centers</i>	\$2,000,000	\$0	\$2,000,000
2.4			<i>FJD Juvenile Court</i>	\$1,739,014	\$0	\$1,739,014
2.5			<i>Day Treatment</i>	\$1,260,863	\$0	\$1,260,863
2.6			<i>Bridge</i>	\$1,018,230	\$0	\$1,018,230
2.7			<i>The Institute for the Development of African American Youth</i>	\$720,350	\$0	\$720,350
2.7.1			<i>IDAAY - Detention Diversion</i>	\$183,350	\$0	\$183,350
2.7.2			<i>IDAAY - Restitution</i>	\$20,000	\$0	\$20,000
2.7.3			<i>IDAAY - DFDITH</i>	\$517,000	\$0	\$517,000
2.8			<i>Diversified</i>	\$712,154	\$0	\$712,154
2.9			<i>Juvenile Justice Center</i>	\$712,154	\$0	\$712,154
2.10			<i>Norris Square Community</i>	\$712,154	\$0	\$712,154
2.11			<i>UAC</i>	\$712,154	\$0	\$712,154
2.12			<i>Mural Arts Advocates</i>	\$700,000	\$0	\$700,000
2.13			<i>GPS Monitors</i>	\$600,000	\$0	\$600,000
2.14			<i>CORA CM Support</i>	\$440,000	\$0	\$440,000
2.15			<i>DOA</i>	\$245,050	\$0	\$245,050
2.16			<i>Youth Aid Panels</i>	\$245,000	\$0	\$245,000
2.17			<i>Good Shepard - Life Skills</i>	\$92,500	\$0	\$92,500

2.18			<i>JJC Restitution</i>	\$50,000	\$0	\$50,000
2.19			<i>NET Restitution</i>	\$50,000	\$0	\$50,000
2.20			<i>YAP Restitution</i>	\$50,000	\$0	\$50,000
3	Intervention	TBD	Anti-Violence Community Expansion Grants	\$0	\$20,000,000	\$20,000,000
4	Transformation	Community Empowerment	New Normal Initiatives	\$0	\$10,925,000	\$10,925,000
5	Intervention	Prevention	Office of Violence Prevention	\$9,426,809	\$0	\$9,426,809
6	Transformation	Employment & Careers	WorkReady Summer Jobs	\$7,902,200	\$0	\$7,902,200
7	Police Response	Healing	Behavioral Health Mobile Crisis Team and Hotline	\$0	\$7,265,792	\$7,265,792
8	Prevention	Safe Havens for Youth & Families	Parks & Recreation Budget Increase	\$0	\$7,138,399	\$7,138,399
8.1			<i>Dell Music Center Restoration</i>	\$0	\$800,000	\$800,000
8.2			<i>Restoration of Program and Operations</i>	\$0	\$950,000	\$950,000
8.3			<i>Seasonal Support Staff</i>	\$0	\$3,080,000	\$3,080,000
8.4			<i>Aquatics Program Restoration</i>	\$0	\$753,029	\$753,029
8.5			<i>Community Service Area Phase 2 (+14 pos)</i>	\$0	\$355,000	\$355,000
8.6			<i>Keypoints Restoration (+1 pos)</i>	\$0	\$1,000,000	\$1,000,000
8.7			<i>Operations Restoration</i>	\$0	\$200,370	\$200,370
9	Transformation	Community Empowerment	Community Life Improvement Program	\$6,247,271	\$0	\$6,247,271
10	Police Response	Healing	911 Triage and Co-Responder	\$0	\$6,003,918	\$6,003,918
10.1			<i>911 Triage/Coresponder: MDO</i>	\$0	\$5,215,358	\$5,215,358
10.2			<i>911 Triage/Coresponder: DBHIDS</i>	\$0	\$788,560	\$788,560
11	Transformation	Employment & Careers	Additional Support for the Commerce Department	\$0	\$5,600,000	\$5,600,000
11.1			<i>Community Economic Development Support</i>	\$0	\$5,600,000	\$5,600,000
12	Prevention	Safe Havens for Youth & Families	Police Presence at Recreation Centers	\$4,372,493	\$0	\$4,372,493
13	Prevention	Prevention	Court Programs for Youth	\$2,014,364	\$1,500,000	\$3,514,364
13.1			<i>2 New Evening Reporting Centers (ERC)</i>	\$0	\$1,500,000	\$1,500,000
13.2			<i>NET - Post Dispositional ERC</i>	\$530,000	\$0	\$530,000
13.3			<i>NET - Evening Reporting Center</i>	\$625,000	\$0	\$625,000
13.4			<i>Juv Justice Center</i>	\$625,000	\$0	\$625,000
13.5			<i>YAP - ERC</i>	\$234,364	\$0	\$234,364

14	Transformation	Employment & Careers	Office of Workforce Development	\$1,453,620	\$1,536,380	\$2,990,000
15	Prevention	Safe Havens for Youth & Families	Free Library Budget Increase	\$0	\$2,978,274	\$2,978,274
15.1			<i>Stable 5 Day Service (+49 pos)</i>	\$0	\$1,864,174	\$1,864,174
15.2			<i>Regional Operations Center Lease</i>	\$0	\$355,760	\$355,760
15.3			<i>After School Leaders (LEAP)</i>	\$0	\$600,000	\$600,000
15.4			<i>Other</i>	\$0	\$158,340	\$158,340
16	Intervention	Employment & Careers	Transitional Jobs Program	\$0	\$2,025,000	\$2,025,000
17	Prevention	Healing	Neighborhood Resource Centers	\$1,950,420	\$0	\$1,950,420
18	Prevention	Healing	Juvenile Assessment Centers	\$2,004,667	\$0	\$2,004,667
18.1			<i>PPD: Juvenile Assessment Centers</i>	\$1,496,398	\$0	\$1,496,398
18.2			<i>Juvenile Assessment Centers</i>	\$508,269	\$0	\$508,269
19	Transformation	Prevention	Environmental Improvements	\$0	\$1,348,000	\$1,348,000
20	Intervention	Prevention	Expanding Violence Intervention Programs	\$0	\$1,300,000	\$1,300,000
21	Prevention	Prevention	Department of Public Health: Injury Prevention	\$504,356	\$0	\$504,356
22	Prevention	Community Empowerment	Targeted Community Investment Grants	\$0	\$500,000	\$500,000
23	Prevention	Community Empowerment	Criminal Justice Microgrants	\$200,000	\$0	\$200,000
24	Transformation	Prevention	Additional Building Demolitions	\$0	\$130,433	\$130,433
25	Prevention	Prevention	Police Assisted Diversion	\$0	\$125,000	\$125,000
				\$87,343,377	\$68,376,196	\$155,719,573