



Greater Louisville Project

SAFER CITY BY DESIGN

2023 REPORT





Greater Louisville Project

A THRIVING CITY IS A SAFER CITY FOR ALL



The Greater Louisville Project (GLP) benchmarks Louisville's performance against its peer cities to catalyze civic action.



Our data come from a variety of public sources. While specific numbers can vary from source to source, our findings are similar while using different data sources and methodologies.



The GLP spoke to over 200 community members to understand how the following data could positively contribute to our city's conversation about public safety. We are grateful for their input.

INTRODUCTION

In 2021, cities across the United States received federal funding to address the broad impacts of the COVID-19 pandemic through the American Rescue Plan (ARP). Metro-Government received \$388 million, and it allocated \$67 million of the funds to address Public Safety. These one-time funds were invested in three areas:



**Policing And
Police
Technology**



**Violence
Intervention and
Response**



**Youth
Development**

This report examines historic funding and the importance of investment in violence prevention by Metro Government, the state of youth homicide and the alarming increase of youth who are neither working nor in school since the start of the pandemic, and the upcoming "funding cliff" that violence intervention programs will face when ARP funds run out at the end of 2024.

Addressing violence has always been urgent, though ARP funds have provided Louisville a unique opportunity to provide new resources to evidence-based solutions. It is critical that Louisville builds on its momentum to design an ongoing solution worthy of our city's children.



CHAIR'S MESSAGE

For 20 years the Greater Louisville Project has been reporting on Louisville's standing in educating and employing the people who live here while offering them places and opportunities to live safe and healthy lives. We share data with the hope of catalyzing progress, and we have learned that it is a lot easier to do the former than the latter. Our humility on that front continues with this report, as we reflect on a sad continuity in over a decade of data.

In 2008 we issued our "Education Pipeline," which showed that only 68% of our kindergarteners graduate from high school and only 25% receive any postsecondary degree. Poor educational outcomes (with a lifelong impact on income and health) are more common for those who experience childhood poverty, who are disproportionately Black.

In 2015 we issued a "Focus on Poverty" that revealed the burden to Louisvillians who live in neighborhoods with concentrated poverty: low household income, unemployment, lack of health insurance, low education outcomes, and low neighborhood income overall. We deny children who grow up in such neighborhoods (who are disproportionately Black) a realistic opportunity to fulfill their potential, in health, education, income, or life expectancy.

Two years later we continued our focus on young Louisvillians. In a report called "Poverty Beyond Income" we called our city to focus on childhood poverty, an essential step in reducing the generational poverty that plagues neighborhoods with concentrated poverty.

This year we issue a report that presents a tragic, but logical, extension of those earlier reports.

Concentrated poverty, it turns out, produces not just generational poverty for children who grow up among it; it also dramatically increases the likelihood they will be killed by guns or die by suicide.

With these data in hand, we proceed with sadness, as well as humility about the limits of data itself, which cannot end the cycles of violence that multiply, and will continue multiplying, where hope is denied. **We have data, but we do not have answers, and for that we look to our neighbors – including those who survive these threats every day – to show us the way.**

Stephen Reily, Chair
The Greater Louisville Project



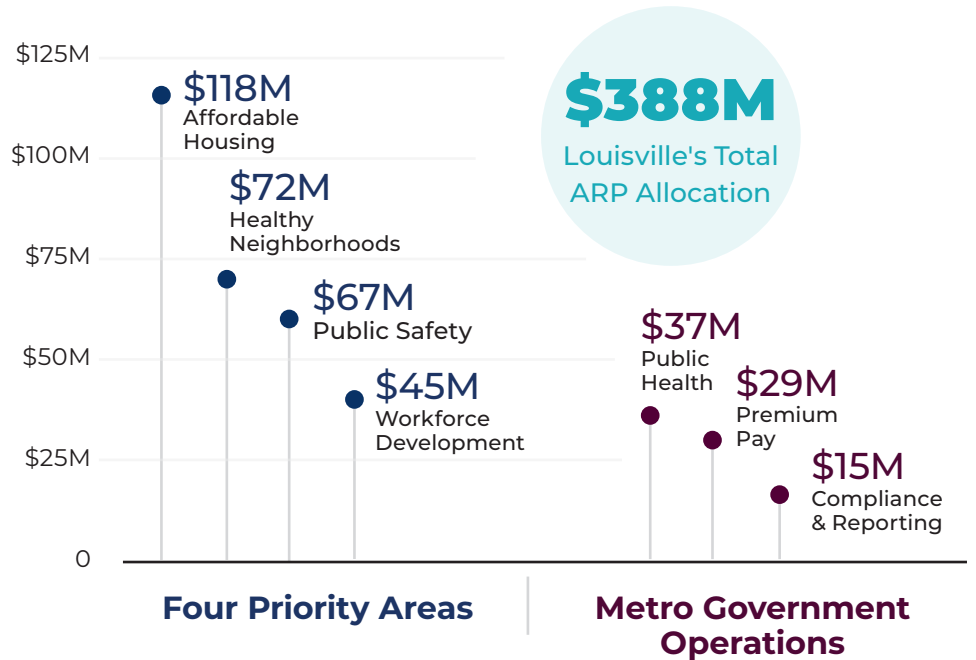
AMERICAN RESCUE PLAN ALLOCATIONS

Of the \$388 million Louisville received through the American Rescue Plan (ARP), Metro Council allocated \$300 million to investments in:

- Affordable Housing
- Healthy Neighborhoods
- Public Safety
- Workforce Development

\$67 million was allocated toward projects focused entirely on Public Safety.

Louisville's American Rescue Plan Allocations



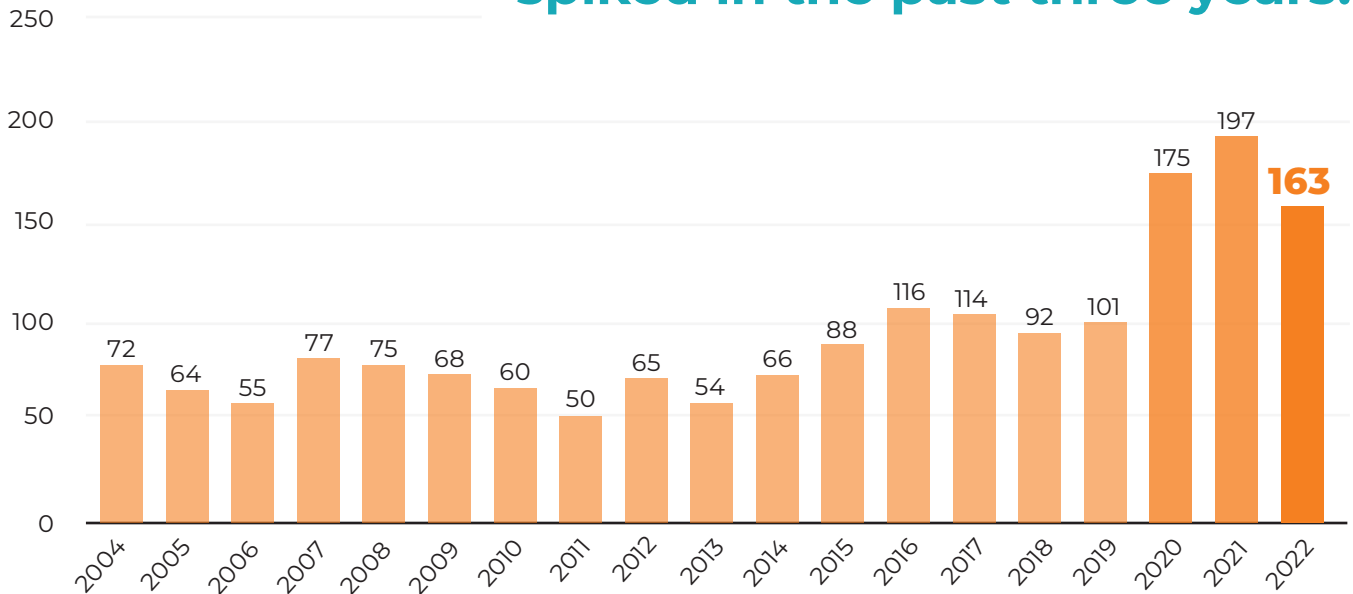
Source: Louisville ARP Project and Expenditure Reports

While many ARP projects are one-time capital projects that fund affordable housing, parks, and libraries, most funding to violence intervention programs will be spent on programs and staff—and those funds must be spent by December 31st, 2024. That means that beginning in 2025, violence intervention and prevention programs will need to find nearly \$10 million in new annual funding or close their doors.

\$10M new annual funding needed beginning in 2025.

DATA ON VIOLENCE

Homicide in Louisville has **spiked in the past three years.**

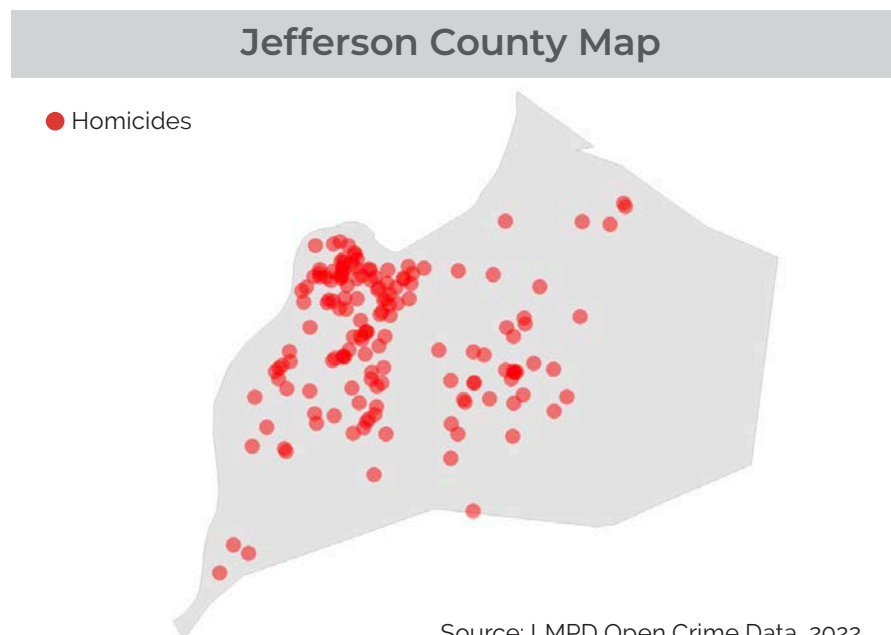


Source: CDC WONDER Mortality Data and LMPD Open Crime Data, 2022

Homicide Is City-Wide

While concentrated in neighborhoods that have been historically marginalized Louisville's 163 homicides in 2022 were not limited to any one neighborhood.

Investing to address rising violence will create a safer city for everyone.



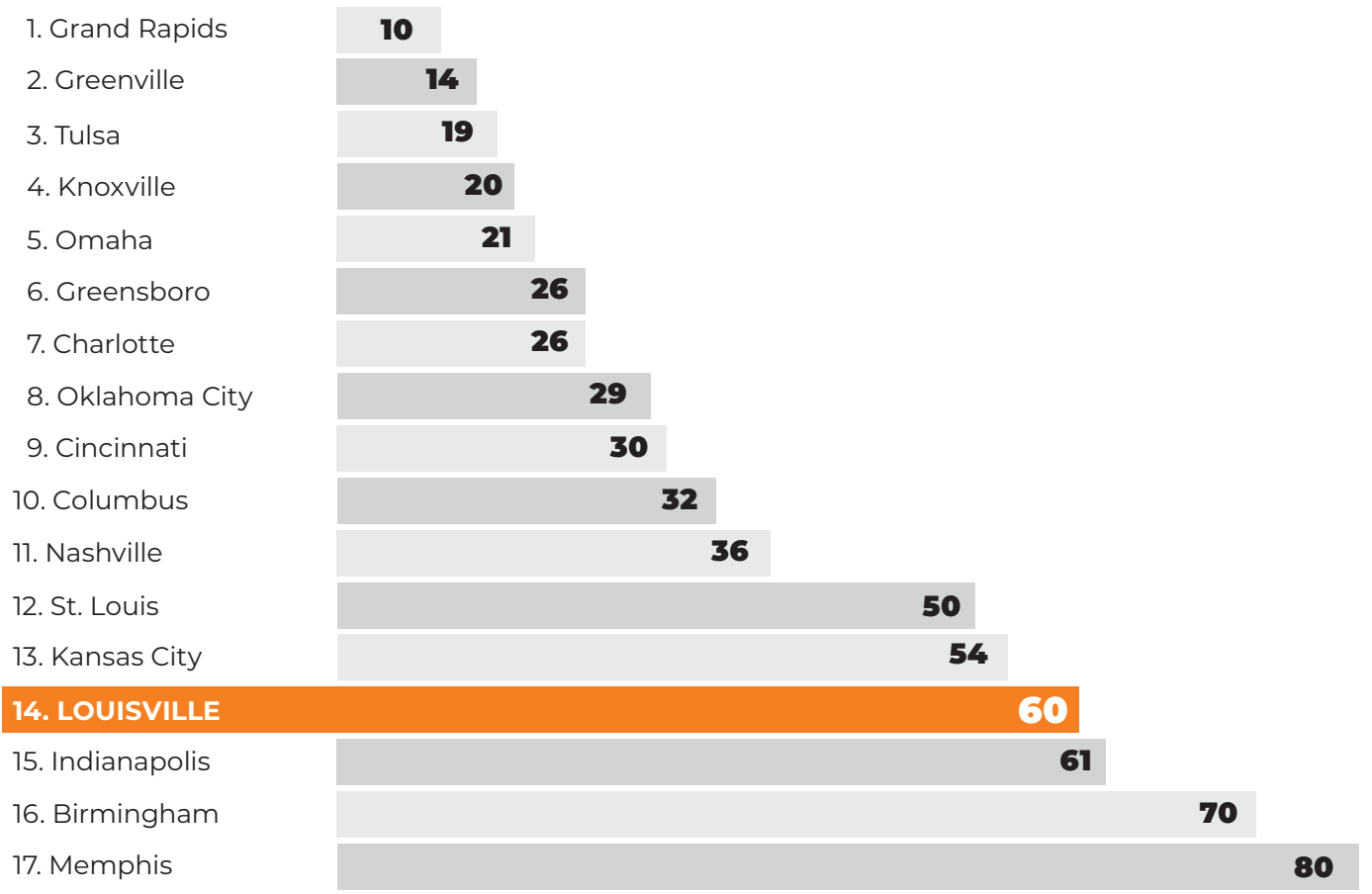
Source: LMPD Open Crime Data, 2022



DATA ON VIOLENCE AND YOUTH

60 young people died due to homicide in Louisville in 2021, a sharp increase from 20 in 2018 and 32 in 2019.

Youth Homicide Deaths, 2021 - Ages 15-24; Adjusted for Population



Number Of Deaths

Source: CDC WONDER Mortality Data, 2022

While violence increased across the county during the pandemic, **Louisville's youth violence challenge is far greater than our peers'**. Louisville has seen the second-largest increase in youth homicide since the beginning of the COVID-19 pandemic (2019 to 2021), demonstrating the urgency of implementing and sustaining evidence-based solutions.

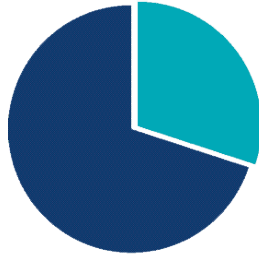


DATA ON VIOLENCE AND YOUTH

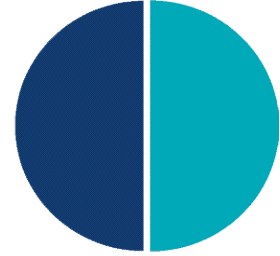
Homicide disproportionately **impacts youth.**



Youth ages **15 to 24** make **up 12%** of Louisville's population.



Are **30%** of the individuals **who lose their lives** to homicide.



And are **50%** of the the individuals **who commit homicide.**

CDC WONDER Mortality Data, 2022; LMPD Open Crime Data, 2022; LMPD UCR Data, 2020

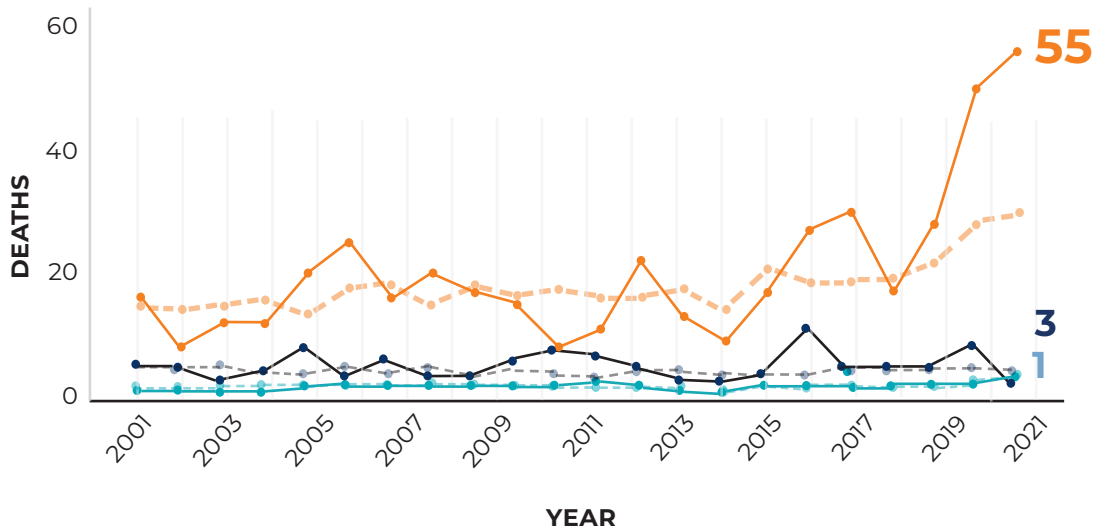
Youth Homicide Deaths - Ages 15-24; Adjusted for Population

White Louisvillians
—●—
White Peer Mean
- - -●- - -

Black Louisvillians
—●—
Black Peer Mean
- - -●- - -

Hispanic Louisvillians
—●—
Hispanic Peer Mean
- - -●- - -

Of the 60 young people who died due to homicide in 2021, **55 were Black, and 48 were young Black men.**



Source: CDC WONDER Mortality Data, 2022



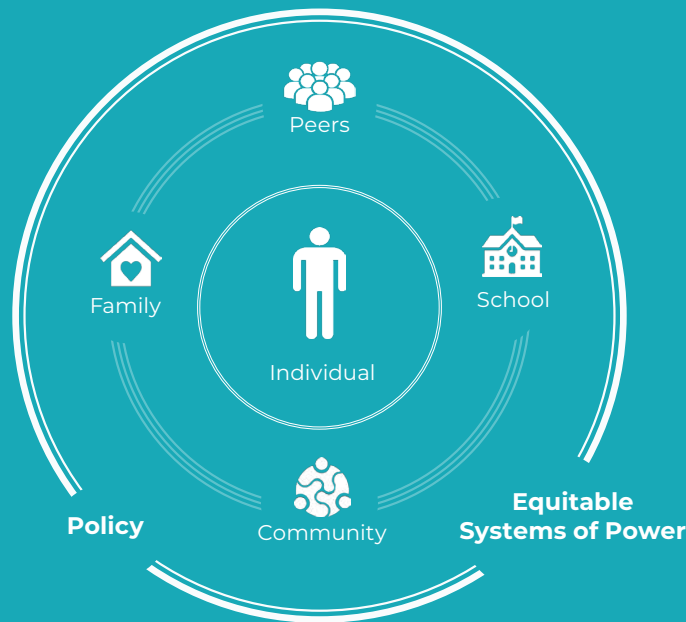
VIOLENCE IS A **PUBLIC HEALTH ISSUE**

"Violence occurs in the context of a broad range of human relationships and complex interaction that encompasses social, cultural, and economic risk factors. For these reasons, the most effective violence reduction initiatives address violence through a Public Health Lens, looking at the systemic factors that affect young people." (American Association of Family Physicians, AAFP)

Risk and Protective Factors for Youth

Risk Factors

- Chronic Stress
- Residential Instability
- Poverty
- Lack Of Access To Experienced Teachers
- Limited Economic Opportunities



Protective Factors

- High Educational Aspirations
- Positive Relationships With Adults
- Positive Influence From Peers
- Neighborhood That Is Well Maintained

Source: CDC, Comprehensive Technical Package for the Prevention of Youth Violence and Associated Risk Behaviors; American Medical Association and Association of American Medical Colleges, Advancing Health Equity: Guide on Language, Narrative and Concepts

Communities living without adequate resources and those facing unfair treatment are more susceptible to all health issues, including violence. The factors that enhance or inhibit health also impact violence, while violence in turn affects determinants such as housing, education, transportation, and economic conditions. Thus, violence itself should be seen as a social determinant in that violence begets violence and exposure to violence is the greatest predictor of future violence. (American Public Health Association)

Violence disproportionately affects vulnerable populations such as **women, children, and people living in poverty. (AAFP)**



VIOLENCE INTERVENTION AND PREVENTION

What does violence intervention and prevention look like?

Violence **intervention** provides evidence-based and community-informed, comprehensive support to individuals who are at greatest risk of involvement in violence. Examples include:

Street outreach - outreach workers with deep and sustained relationships in community mediate conflicts, change norms around violence, and connect individuals with resources.

Hospital-based violence intervention - intervention specialists follow up with people impacted by violence as soon as possible to connect them to trauma-informed services, mentoring, home visits and follow-up needed for both mental and physical recovery

Group violence intervention - targeted outreach toward members of groups accompanied with plans and resources to assist in behavior change.

Violence **prevention** addresses problems in the larger systems that surround the individual.

According to the Centers for Disease Control & Prevention (CDC), addressing the intersection of systems of power, policy, and protective and risk factors is critical for reducing violence.

Systems Of Power

influence who can create the policies that build a safer city, shape how youth experience protective and risk factors.

Policy

determines how we allocate public resources to change protective and risk factors.

Protective And Risk Factors

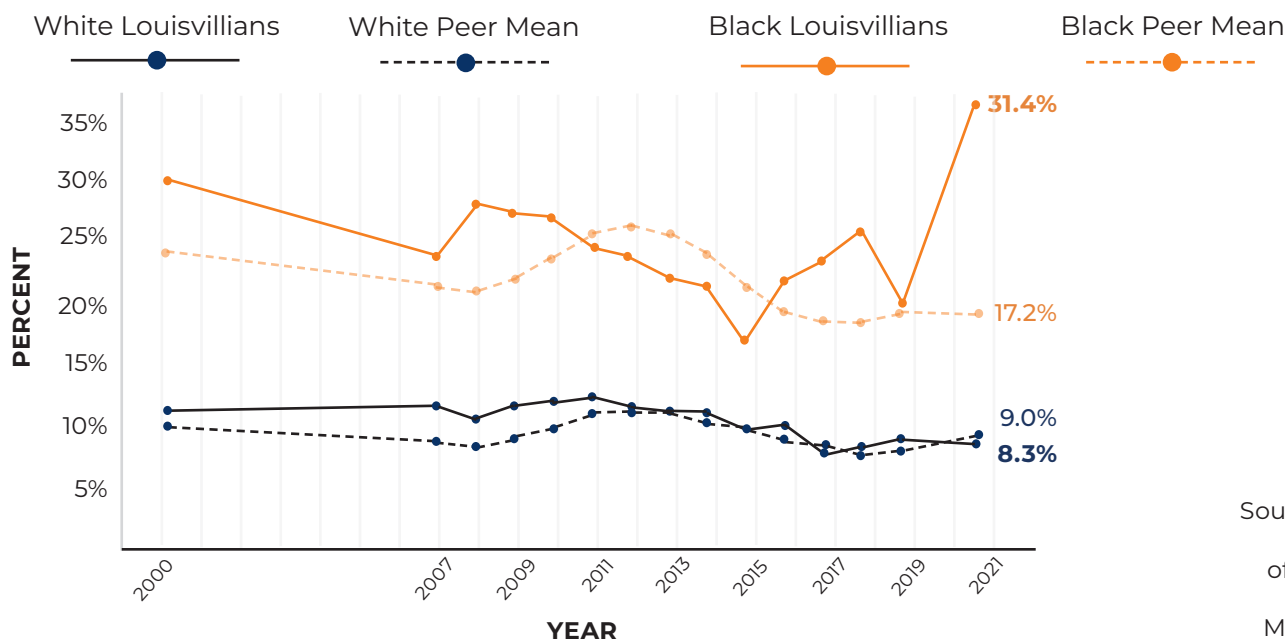
impact safety for youth.



INVESTING TO ADDRESS DISCONNECTION

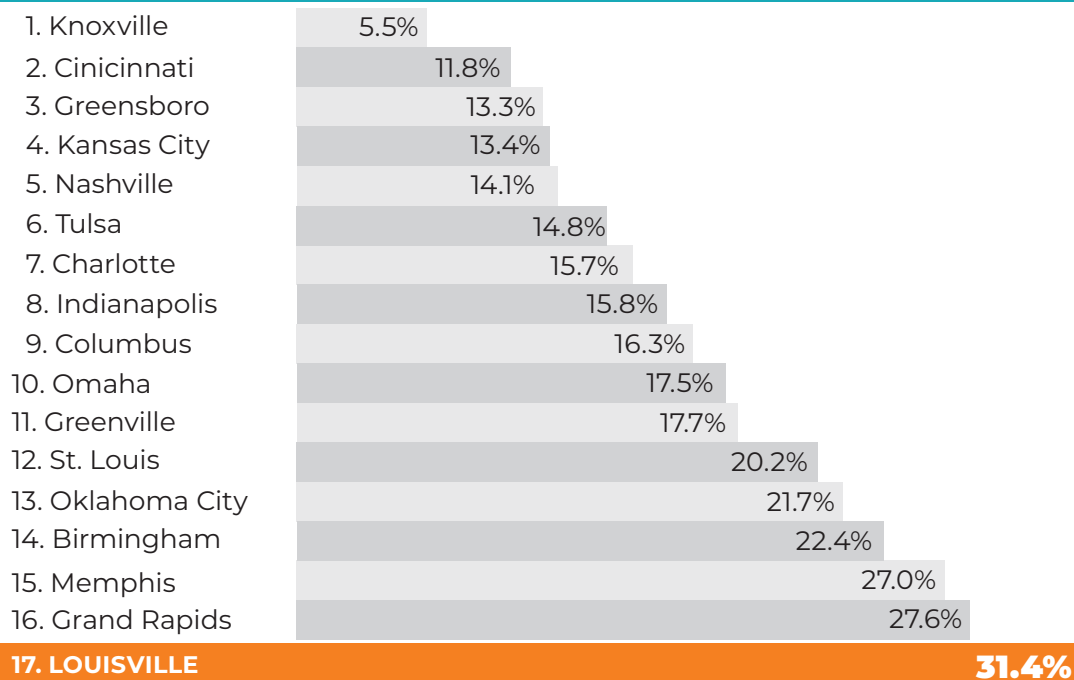
The CDC's term for young people neither working nor in school is disconnected youth. Louisville's rise in disconnected youth since 2019 is concentrated among Black youth, and Louisville now ranks worst among its peers in disconnection for Black youth.

Disconnected Youth - Ages 16-24 not working or in school, 3 year rolling average



Source: GLP Analysis of Census Bureau Microdata

Black Disconnected Youth, 2021



Source: GLP Analysis of Census Bureau Microdata



YOUTH VIOLENCE PREVENTION **FUNDING CLIFF**

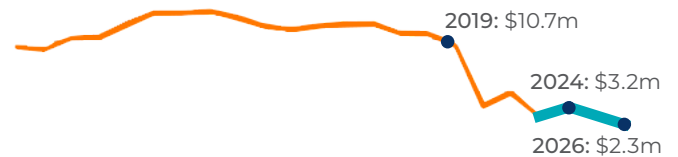
Funding to youth-focused departments of Metro Government that provide **key support for disconnected youth and violence prevention** shrunk from the Recession through 2021.

— These charts show funding to four youth-focused departments since 2003 adjusted for inflation. The highlighted portions of the charts show the impact of ARP dollars to be spent through December 31st, 2024, assuming departments continue to receive the same funding from all other sources.

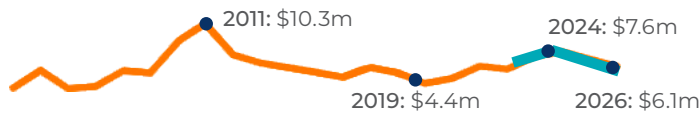
The Office of Youth Development budget was reduced to nearly \$0 following the Recession, and only in recent years has the office begun to receive more funding.



The Youth Detention Center closed due to budget cuts during the pension crisis in 2019, and Youth Detention Services became Youth Transitional Services.

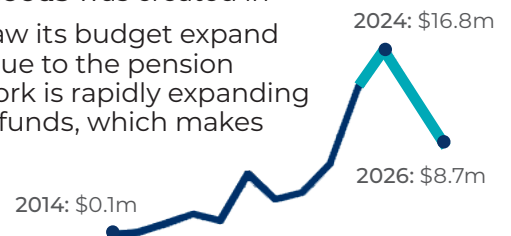


KentuckianaWorks received its largest budget allocations thanks to federal support for workforce programs following the Recession, but saw declining resources to work with young adults for over a decade.

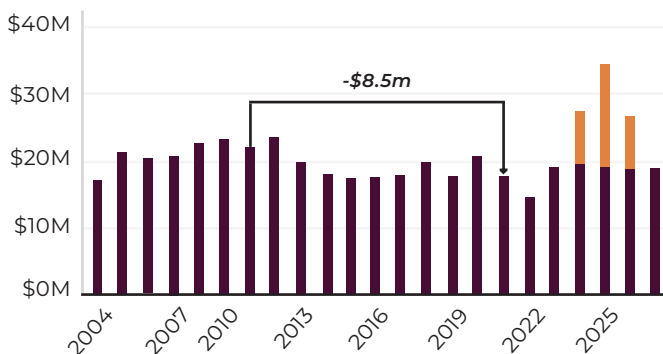


Office for Safe and Healthy

Neighborhoods was created in 2014 and saw its budget expand until cuts due to the pension crisis. Its work is rapidly expanding using ARP funds, which makes



Total funding to youth-focused departments fell by 38% from a peak in 2011 to a low in 2021 as violence surged. ARP-funded programs can help the city recover, but **funds will expire and present a new fiscal cliff after December 31st, 2024.**



Successful initiatives are designed by and invest directly into the people who have been most impacted by violence. Louisville must look beyond the one-time ARP funding to **design an ongoing solution worthy of our city's children.**

Source: Louisville Metro Government Budgets and Expense Documents



Greater Louisville Project

The GLP is an independent, non-partisan initiative supported by a consortium of philanthropic foundations including: the Community Foundation of Louisville, James Graham Brown Foundation, Brown-Forman Foundation, The C.E. & S. Foundation, Gheens Foundation, Humana Foundation, The JPMorgan Chase Foundation, Jewish Heritage Fund for Excellence, Novak Family Foundation, Sociable Weaver Foundation, Brooke Brown Barzun Philanthropic Foundation, The Owsley Brown II Family Foundation, Owsley Brown III Philanthropic Foundation, and the Stephen Reily and Emily Bingham Fund.

This report was prepared by The Greater Louisville Project team: Lopa Mehrotra, Harrison Kirby, and Keionna Baker with special assistance provided by Anthony Smith, Cities United, and Jenn Callahan, liveFire Media.

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